

## **Pre-application briefing to Committee Item No.**

### **1. DETAILS OF THE DEVELOPMENT**

**Reference No:** PPA/2020/0025

**Ward:** Tottenham Hale

**Address:** 29-33 The Hale, N17 9JZ

**Proposal:** Demolition of existing buildings and construction of a part 7, part 24 storey building to provide 600sqm retail floorspace (Class E uses) accommodation at base; and 435 rooms of purpose-built student accommodation with communal amenity & ancillary spaces above; ancillary uses to student housing at ground level, with associated cycle parking & refuse storage at basement level; and associated landscaping and public realm works (elements of which will provide servicing and disabled drop off)

**Applicant:** Jigsaw Assets

**Agent:** Turley

**Ownership:** Private

**Case Officer Contact:** Philip Elliott

### **2. BACKGROUND**

2.1 The proposed development is being reported to Planning Sub-Committee to enable members to view it ahead of a full planning application submission. Any comments made are of a provisional nature only and will not prejudice the outcome of any formally submitted planning application.

2.2 It is anticipated that the planning application, once received, would be presented to the Planning Sub-Committee later in 2021. The applicant has engaged in pre-application discussions with Council Planning Officers over the last few months, albeit originally for a co-living proposal. The scheme has recently been amended to propose purpose-built student accommodation.

### **3. SITE AND SURROUNDS**

3.1 The application site falls inside of an allocated site within the Tottenham Area Action Plan (TH4 – Station Square West). Much of the allocation and wider area is undergoing comprehensive redevelopment. The site is 0.09 Ha and includes three properties:

- Nos. 29 and 31 The Hale - two-storey former retail buildings, currently unused;

- And No. 33 The Hale – two-storey warehouse building, currently accommodating a retail unit; and
  - A service yard at the rear with a shed within it (currently used to house pigeons).
- 3.2 Policy TH4 set out an indicative development capacity of 297 new homes and 5,200sqm of town centre uses for the TH4 policy area. The creation of the proposed new District Centre is well under way and the masterplan/development being delivered by Argent and others will provide a series of buildings with heights ranging up to 38 storeys, with 104,053sqm of floor space - which includes up to 1036 new homes, retail, health centre, office, leisure, parking, landscaping, a new public square, and other associated works.
- 3.3 The masterplan consists of the development of five sites: Ashley Road West (ARW); Ashley Road East (ARE); Welbourne; Ferry Island; and North Island. North Island sits adjacent to The Premier Inn – an existing nine storey hotel building. One Station Square is located adjacent to the Hotel and abuts the site on the southern boundary. The building is currently under construction and will be a 21-storey residential building to the south of the site and adjacent to the hotel.
- 3.4 The application site is in a prominent and important strategic location at the junction of Hale Road and The Hale, at the northern apex of North Island. It is a highly accessible site (PTAL 6a), well connected to transport links and sits near to Tottenham Hale Station to the east. It is at the confluence of key routes in the new District Centre and within the Tottenham Hale Growth Area.
- 3.5 The site is currently under-used (given its strategic location and the emerging development in the area) with two of the existing properties lying vacant. Given the changes currently occurring all around the site, it represents an inefficient and unsustainable use of land. The site presents a major opportunity for a development of the highest quality, providing a mix of new town centre uses and residential accommodation.
- 3.6 Tottenham Hale and the immediate area sits at the heart of the Upper Lee Valley Opportunity Area and is currently undergoing significant change as several permitted schemes and masterplans are being constructed. In conjunction with the delivery of these sites, improvements are being made to the station and to improve accessibility for cyclists and pedestrians.
- 3.7 Tottenham Hale is located near to open spaces such as Down Lane Park, The River Lea Navigation, Tottenham Marshes, the Paddock Community Nature Park and the Maynard and Walthamstow Reservoirs. The site is in an area designated as Appropriate for Tall Buildings within the Local Plan (Policy DM6) and within The Tottenham Hale District Centre Framework area (DCF - December 2015). The DCF alongside the Tottenham Area Action Plan, provides guidance to shape

development through form, massing, routes and movement, uses and design principles. It identifies the site as suitable for a Tall building.

- 3.8 The DCF is supported by a Streets and Spaces Strategy and a Green and Open Spaces Strategy. The Streets and Spaces Strategy sets out improvements to streets and public spaces around the area to make them safer, more user-friendly and inviting. The Green & Open Spaces Strategy sets out a programme of physical investment, ecological upgrades and safety improvements, to create a network of enhanced open spaces and green pedestrian links, running from Tottenham High Road to the Lea Valley including enhancing The Paddock, providing new opportunities to explore and enjoy this riverside and woodland nature reserve, improving Down Lane Park's sports, nature, play and community facilities, greening Ferry Lane and Chesnut Road with new planting, pedestrian/cycle routes and natural play features, Hale Wharf Pedestrian Bridges and upgrade Park View Road Underpass to improve the connection to Tottenham Marshes. Several of these projects are underway or complete.

#### **4. PROPOSED DEVELOPMENT**

- 4.1 The proposal involves the demolition of the existing buildings on the site and the construction of:
- a part 7, part 24 storey building to provide:
    - 600sqm retail floorspace (Class E uses) & ancillary uses to student accommodation at the base of the building; and
    - 435 rooms of purpose-built student accommodation with communal amenity & ancillary spaces above the base;
      - with associated cycle parking & refuse storage at basement level; and associated landscaping and public realm works (elements of which will provide servicing and a disabled drop off parking space)

#### **5. PLANNING HISTORY**

- 5.1 There is no recent relevant planning history relating to this site.

#### **6. CONSULTATION**

##### **Public Consultation**

- 6.1. This scheme is currently at pre-application stage and therefore no formal consultation has yet been undertaken. A Development Management Forum is expected to take place after the pre-election period. The applicant has begun to carry out its own, informal, pre-application consultation.

## Quality Review Panel

6.2. The proposal was assessed by the Quality Review Panel (QRP) on 16 December 2020. The QRP's full report is attached as Appendix 1.

6.3. The panel's summary is as follows:

*"The panel welcomes the opportunity to consider the proposals for 29-33 The Hale. The significant amount of research and design development work undertaken to date is commended; as a result, the panel feels that the proposals are very impressive, and will complete the corner of the North Island site successfully.*

*The panel broadly supports the massing and three-dimensional form of the building, the materiality of the proposals, and the layout of individual co-living units. As design work continues, it would encourage further consideration of the design of communal areas and the clustering and hierarchy of co-living rooms, as well as the scheme's architectural expression and its approach to microclimate modification. The visual impact and articulation of the gable ends should also be revisited. At a detailed level, scope for improvement also remains within the landscape scheme, and the energy and sustainability proposals.*

*As the design of the scheme progresses, the panel would be happy to give warm support to the proposals, subject to resolution of the detailed comments provided in the Panel's written response.*

6.4. Officers note that following the QRP the scheme has been changed from a co-living (or Large-scale purpose-built shared living) proposal to purpose-built student accommodation (PBSA) which has resulted in substantial changes to building layout. Further changes in relation to the architecture and the detailed design have also been made following the results of wind testing and as a result of the increase in room numbers associated with the use change. A further QRP will be undertaken later this month.

## 7. MATERIAL PLANNING CONSIDERATIONS

7.1. Officers' initial views on the development proposals are outlined below:

### 7.2. ***Principle of the development –***

#### Development Management DPD - Haringey's Local Plan

7.2.1. The site is in an appropriate location for student accommodation. In accordance with Criterion C of Policy DM15: Specialist Housing (Student Accommodation) – the site is in an identified 'Growth Area', a future District Centre, and an area of good public transport accessibility.

7.2.2. This policy also requires proposals for student accommodation to demonstrate that:

- a. There would be no loss of existing housing;
- b. There would be no adverse impact on local amenity, in particular, the amenity of neighbouring properties and on-street parking provision;
- c. The accommodation is of a high quality design, including consideration for unit size, daylight, and sunlight;
- d. Provision is made for units that meet the needs of students with disabilities;
- e. The need for the additional bedspaces can be demonstrated; and
- f. The accommodation can be secured by agreement for occupation by members of a specified educational institution(s), or, subject to viability, the proposal will provide an element of affordable student accommodation in accordance with Policy DM13.

7.2.3. In this respect the development would not result in a loss of existing housing. The impact on local amenity is yet to be fully established, however, it is expected that the applicant provides sunlight and daylight reports in order to assess impacts on the amenity of neighbouring properties. Given the level of public transport accessibility it is reasonable to assume that there would also be no adverse impact on on-street parking provision, but a Transport Statement would be required at application stage.

7.2.4. Since the change to student accommodation – the room sizes have been amended but further information is required on room sizes, floor-to-ceiling heights, available facilities, aspect, and daylight/sunlight to make a conclusive assessment of the quality of the accommodation design. More information is also needed on accessibility and usability for disabled students.

7.2.5. The London Plan requires the provision of 3,500 PBSA bed spaces per annum across London, so the applicant is expected to demonstrate there is need student accommodation, particularly in an areas with good public transport accessibility.

7.2.6. The applicant has committed to agreeing that the accommodation would be secured for occupation by members of educational institution(s) in London. Officers have indicated to the applicant that an offsite contribution towards Council Housing in Tottenham Hale would best address local housing need in this specific circumstance. Subject to viability, the proposal may provide an element of affordable student accommodation.

#### The London Plan 2021

7.2.7. The London Plan 2021 through policy H15 (Purpose-built student accommodation) states that (under part A) Boroughs should seek to ensure that local and strategic need for PBSA is addressed, provided that:

1. at a neighbourhood level, the development contributes to a mixed and inclusive neighbourhood;

2. the use of the accommodation is secured for students;
  3. the majority of the bedrooms in the development including all of the affordable student accommodation bedrooms are secured through a nomination agreement for occupation by students of one or more higher education provider;
  4. the maximum level of accommodation is secured as affordable student accommodation as defined through the London Plan and associated guidance;
  5. the accommodation provides adequate functional living space and layout.
- B. The policy also encourages student accommodation in locations well-connected to local services by walking, cycling and public transport, as part of mixed-use regeneration and redevelopment schemes.

7.2.8. The requirements are broadly the same as Local Plan Policy but with more emphasis providing mixed and inclusive neighbourhoods and the provision of affordable student accommodation on site.

7.2.9. The small size and awkward V-shape of the site, combined with its location at the apex of an island near a busy gyratory, make the delivery of developments involving family housing challenging and undesirable so student housing may make an appropriate contribution to the housing mix in the area. Officers believe a proposed off-site contribution to Council Housing is capable of being in compliance with the London Plan, subject to viability.

### 7.3. ***Design and appearance –***

7.3.1. The building is in an area designated as Appropriate for Tall Buildings within the Local Plan (Policy DM6) and within The Tottenham Hale District Centre Framework area (DCF - December 2015) The DCF contained detailed guidance on heights of new development in Tottenham Hale. It noted that there would be a cluster of towers whose heights would form a “wave” rising to the highest point immediately at and directly in front of the station itself, and dropping away moving away from the station.

7.3.2. This document is now nearly 5 years old, and subsequent planning applications permitted in Tottenham Hale have exceeded the heights suggested in the DCF; in particular 1 Station Square and the Argent Related development. However, both were able to demonstrate that they could increase the heights of their proposed buildings, including their proposed towers, in a consistent way such that, with other sites also increasing their heights, the spatial development objectives of the DCF could be preserved.

7.3.3. The DCF identifies the site as suitable for a Tall building and the proposed height can successfully integrate into the massing wave as amended in the Argent Masterplan provide the form of the building is slender and high quality.

- 7.3.4. Policy D9 (Tall buildings) of the London Plan 2021 requires the visual impacts, functional impacts, and environmental impacts of the development to be considered and the applicant will need to show compliance with this policy going forward.
- 7.3.5. The QRP noted that the proposal would be successful in terms of proposing a building that completes the corner of the North Island site successfully. The panel also broadly supported the massing and three-dimensional form of the building, the materiality of the proposals. However, it should be highlighted that the panel commented on a co-living scheme that had fewer unit numbers and more communal space and they have not reviewed the student accommodation currently proposed.
- 7.3.6. The panel encouraged the applicant to further review the architectural expression of the scheme and its approach to microclimate modification. They also recommended that the visual impact and articulation of the gable ends be revisited.
- 7.3.7. The panel noted that the architectural expression and materiality of the proposal seemed well considered and durable. They supported the brickwork, articulation, bays, and tonal qualities of the external fabric.
- 7.3.8. The applicant has reviewed the design since the QRP and the cut-back of the floorplan now makes the tower more slender. The applicant has added wind mitigation such as a colonnade which hides fins that mitigate the impact of wind.
- 7.3.9. Due to its highly visible location, the appearance of the building and the quality of the materiality will need to be high to ensure its success.
- 7.3.10. It is noted that there are no specified room sizes for PBSA, but generally the industry standards for London appear to be around 13-14sqm per room. This figure is often larger outside of London. Clearly there are other factors to accommodation quality such as floor-to-ceiling heights, outlook, aspect (dual/triple etc.), amount of storage, and access to other communal facilities within the building and amenities and facilities nearby. More information on these aspects will be required going forward in order to make a full assessment.

#### 7.4. ***Impact on residential amenity***

- 7.4.1. The impact on residential amenity is yet to be fully established, however, it is expected that the applicant will provide reports with its application to demonstrate that the amenity of neighbouring properties would not be adversely impacted by the proposals.

7.4.2. The site is located at the northern apex of North Island which is surrounded by a wide gyratory. This provides separation and acts as a buffer between residential uses to the north and west of the site. The shape of North Island means that the site is located towards the northwest corner of the island. These factors indicate that impacts on neighbours are likely to be less than significant and could feasibly be mitigated.

7.4.3. In order to do this more information is needed on the impact of the development on adjacent and nearby buildings in terms of daylight/sunlight, wind/microclimate, overlooking, and sense of enclosure.

## 7.5. ***Parking and highway safety***

### Car Parking

7.5.1. Officers are supportive of the proposal in terms of it being car-free, subject to appropriate levels of cycle parking provision and an analysis of the blue badge demand arising from the development to identify what measures will be required to adequately support mobility impaired users.

### Cycle Parking

7.5.2. The applicant has indicated that they would provide cycle parking in line with the standards for student accommodation. More information is required to show that the level of provision is acceptable. Officers consider that each resident should have access to a secure cycle parking space - given that a car free development is proposed, in a very accessible location, close to multiple cycle routes and the Lea Valley Park. This will need to be balanced against the space this will take up and any resultant impacts on other factors.

### Servicing/Deliveries

7.5.3. Given the location of the site more information will be needed to justify the level of servicing trips the applicant has proposed. Specifics on the differences in demand associated with PBSA and individual residential units is needed. The proposals will also need to show that the current loading bay capacity proposed is sufficient. Finally, given the limited space and the intensity of the neighbouring developments the method and type of waste collection will need to be confirmed.

## 7.6. Planning Obligations

7.6.1. The proposal is expected to contribute to improvements to the wider public realm and to local open spaces such as Down Lane Park through planning obligations to support the delivery of the Streets and Spaces Strategy and the Green and Open Spaces Strategy. The development would also be expected to provide affordable housing and to provide a Community Infrastructure Levy (CIL) contributions.



**PLANS AND IMAGES**