# 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 473 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 preapplication 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 (PBSA).

### 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.
- 3.9 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
    - 473 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 at 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.
- 6.5. 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 was undertaken on 12<sup>th</sup> May. The advice note for this review has not yet been issued but the QRP reiterated their support for the scheme and commended the architectural approach, and acknowledged the suitability of the location for both PBSA and a tall building.

### 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;
  - 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 results in a slender tower. The applicant has added wind mitigation following wind tunnel testing which will 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**

Site Plan

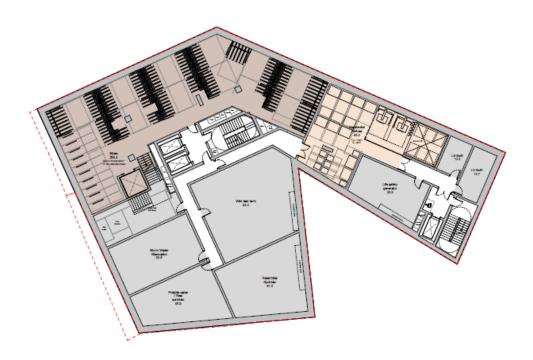


# Proposed design



View from Down Lanes Park looking south

# Basement & Ground Floor Plans

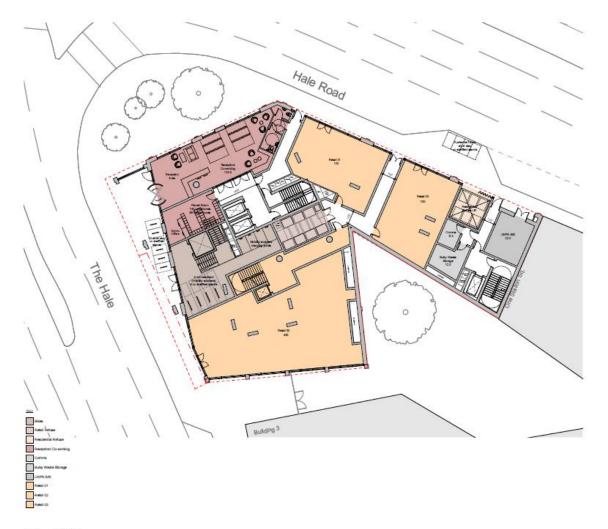


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Pesidential Refuse
Pesidential Refuse
Spride water / Real
Spride
Uth safety generator
Shall Miss Sprider
U.S Shall
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Plant
Water Attenuation
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GIA = 852.2 sqm

\* Suggested additional 4! biks (e.g. Bromptons) pro within rooms

Proposed Basement Plan



GIA = 824.43 sqm

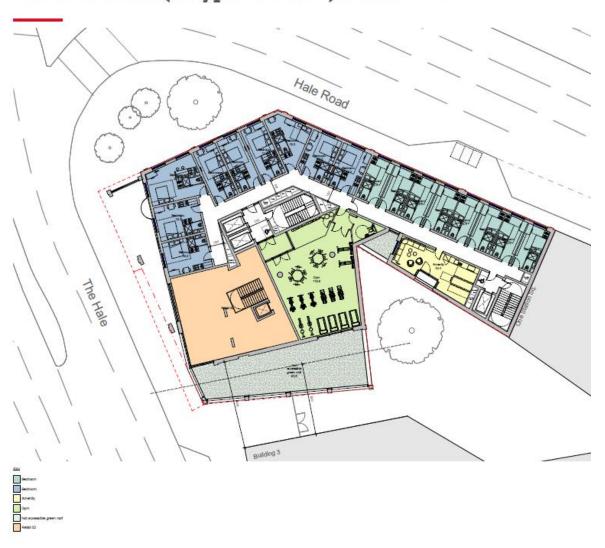
\* Suggested additional 4! biks (e.g. Bromptons) pro within rooms

# Proposed Ground Floor Plan



• 1<sup>st</sup> & 2<sup>nd</sup> (& typical lower floor plans)

# First & Second (& Typical Lower) Floor Plans

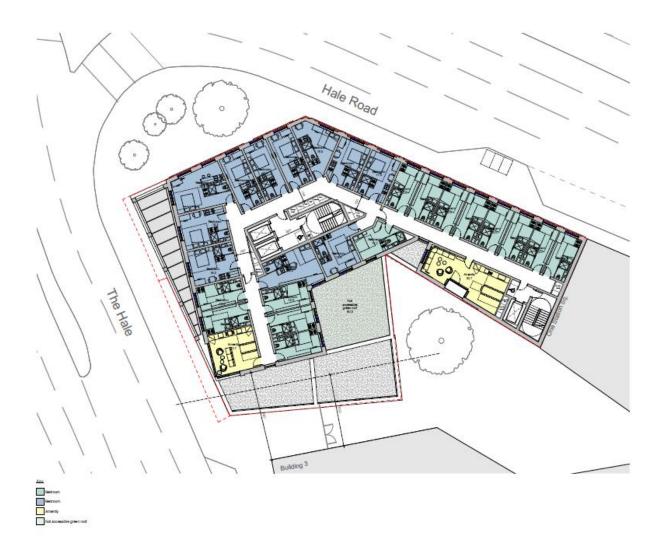


GIA = 727.73 sqm

Cluster Rooms = 8 Studios = 9

Total = 17

Proposed First Floor Plan



GIA = 659.75 sqm

Cluster Rooms = 14 Studios = 11

Total = 25

Proposed Second (& Typical Lower) Floor Plan



7<sup>th</sup> & typical upper floor plan

# 7th & Typical Upper Floor Plans



GIA = 559.2 sqm

Cluster Rooms = 5

Total = 11

# Proposed Seventh Floor Plan



GIA = 519.05 sqm

Cluster Rooms = 12 Studios = 8

Total = 20

# Proposed Typical Upper Floor Plan



# **Appendix 1**

### CONFIDENTIAL



#### **Haringey Quality Review Panel**

Report of Formal Review Meeting: 29-33 The Hale

Wednesday 16 December 2020 Video conference

#### **Panel**

Peter Studdert (chair) Martha Alker Phil Armitage Stephen Davy Tim Pitman

#### **Attendees**

Robbie McNaugher London Borough of Haringey
Phillip Elliot London Borough of Haringey
Richard Truscott London Borough of Haringey

Sarah Carmona Frame Projects Kyriaki Ageridou Frame Projects

### Apologies / report copied to

Rob Krzyszowski
Dean Hermitage
John McRory
Aikaterini Koukouthaki
Elisabetta Tonazzi
Shamiso Oneka
Iondon Borough of Haringey
London Borough of Haringey

### Confidentiality

This is a pre-application review, and therefore confidential. As a public organisation Haringey Council is subject to the Freedom of Information Act (FOI), and in the case of an FOI request may be obliged to release project information submitted for review.

Report of Formal Review Meeting 16 December 2020 HQRP104\_29-33 The Hale

### 1. Project name and site address

29-33 The Hale, Tottenham, London, N17 9JZ LBH pre-application reference PRE/2020/0132

### 2. Presenting team

Ryan McGarry Jigsaw Assets Limited
James Hindle Jigsaw Assets Limited
Mike Jamieson Tate Hindle Limited
Guita Gharebaghi Tate Hindle Limited
Alberto Noib Tate Hindle Limited

Alex Christopher Turley
Craig Slack Turley

### 3. Aims of the Quality Review Panel meeting

The Quality Review Panel provides impartial and objective advice from a diverse range of experienced practitioners. This report draws together the panel's advice and is not intended to be a minute of the proceedings. It is intended that the panel's advice may assist the development management team in negotiating design improvements where appropriate and, in addition, may support decision-making by the Planning Committee, in order to secure the highest possible quality of development.

### 4. Planning authority's views

The application site is within an allocated site in the Tottenham Area Action Plan (TH4 – Station Square West). Much of the allocation and wider area is undergoing comprehensive redevelopment. The wider masterplan consists of the development of five sites: Ashley Road West, Ashley Road East, Welbourne, Ferry Island and North Island. 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) 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.

The site is 0.09 Ha and contains three properties, two of which are currently unused. It presents a major opportunity for a high-quality development, providing a mix of new town centre uses and residential accommodation. There are many constraints on development, including the size, shape and location of the plot, adjacent low-rise homes to the north and west of the site, and proximity of permitted buildings to the south. Officers seek the panel's consideration of the design quality of the proposals, including the form and massing of the development, the quality and amenity of the coliving accommodation and of the public realm proposals, as well as comments on servicing, parking, accessibility and sustainability.

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### Quality Review Panel's views

#### Summary

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 below.

#### Scale and massing

- The proposed development will sit comfortably within its location, and the massing – of a seven storey 'shoulder' with a taller element rising above – seems appropriate.
- The panel feels that further consideration should be given to the detailed three-dimensional profile of the tower element, in consultation with Haringey officers.
- The panel would also welcome the inclusion of the remaining crescent-shaped plot of land at the north of the site into the scheme, if this is possible. The addition of this land would facilitate exploration of different architectural approaches (eg. a 'flatiron' development), or of additional landscape and public realm.

### Scheme layout

- The panel welcomes the level of research and detail underpinning the floorplans of the individual co-living units. An understanding of space standards and liveability issues is extremely important within this emerging typology, where the policy approach is still at an early stage.
- The generosity of rooms and storage provision will be critical to the quality and success of the scheme, and in terms of how the accommodation is marketed.

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The panel understands that the design team aim to exceed the space standards found within other co-living schemes.

- The panel would encourage further consideration of how these units relate to
  each other, and to the communal areas and circulation spaces: these spaces
  could feel institutional or like a hotel without careful design and arrangement.
  Exploration of clusters and hierarchies of rooms within the scheme layout
  could also help to foster the social community within the development.
- Further consideration of the location of the main entrance at ground floor and how it relates to the primary circulation of the building - would also be supported.
- The panel would encourage discussion with Argent to establish whether it
  might be possible to access the communal space within the centre of the
  North Island part of the adjacent Argent development from the rear of the
  building at ground floor.
- The panel is not convinced that the current cycle storage provision is generous enough, or convenient and secure. Opportunities exist for cycle storage closer to the individual rooms, on different floors. If cycle storage is at basement level, then a second layer of security will be necessary, for example lockable cages.

#### Architectural expression

- The architectural expression and materiality of the proposal seems wellconsidered and durable. The brickwork, articulation, bays and tonal qualities of the external fabric is all supported.
- The panel would encourage further consideration of the return/gable walls of
  the upper wings of the development, as these are the least convincing parts of
  the exterior, especially as seen on approach from The Hale and Hale Road. It
  would like to see additional fenestration and articulation in these areas, where
  this is possible (given the constraints of neighbouring buildings). Ideally, the
  co-living rooms at each end of these wings could benefit from a dual aspect.

### Public realm and landscape design

- The panel questions whether the level of sunlight to the outdoor spaces and green roofs located at the lower floors of the building will be adequate, given that they will be heavily overshadowed by tall buildings to the south. Careful design and specification of plants suitable for shaded locations could help to achieve a resilient landscape.
- The provision of amenity spaces at roof level is very positive. However, they
  will limit the opportunities for urban greening within the site. One solution
  could be the inclusion of vertical planting within the scheme's elevations.

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- . The inclusion of a 'garden room' at the lower terrace could work really well.
- Careful consideration of the parapet details and the location of planters will be required, to ensure that people can't climb up onto the parapets. The depth of soil within planters and the method of irrigation will also be important to ensure that planting is resilient.
- The hedge against the rear/courtyard wall of the development seems likely to be in rain shade, so will require irrigation. It is very tight against the boundary with the Argent courtyard space, so may also be difficult to maintain.

### Sustainability and microclimate

- Each of the elevations faces different microclimate issues. The southwest
  façade may suffer from extreme overheating, while the northeast may enjoy a
  much more comfortable microclimate. The panel welcomes the external
  shading on the communal spaces but highlights that microclimate control
  through the design of the building's fabric will also be very important for the
  individual co-living rooms. A careful balance should be achieved between
  glazing and solar gain; achieving this through responsive articulation on the
  different facades would be supported.
- Comfort, as well as climate resilience, will be important throughout the whole lifespan of the building. The panel would like more information on how the design and control of the building will respond to increasing annual temperature parameters in the future.
- The panel would also like to know more about the approach to noise mitigation in relation to the surrounding roads, and how this will be balanced with the need for – and control of – ventilation.
- Connection into the anticipated low carbon heat network will be a great
  opportunity for the proposed development. However, as completion of the
  network may lag behind completion of the building, the panel would
  encourage the design team to consider a non-gas alternative heat source for
  the interim period, which may be lengthy.

### Next steps

 The panel highlights a number of action points for consideration by the design team, in consultation with Haringey officers, but is otherwise happy to give the proposal its support.

Report of Formal Review Meeting 16 December 2020 HQRP104\_29-33 The Hale

