

Pre-application briefing to Committee Item No.

1. DETAILS OF THE DEVELOPMENT

Reference No: PRE/2021/0027

Ward: Northumberland Park

Address: 3 sites in Tottenham, N17:

- (a) The Depot (Nos. 867-879 High Road & B&M store to rear);
- (b) The Goods Yard (Nos. 36 & 44-52 White Hart Lane & land to rear) and
- (c) The Printworks (Nos. 819-829 High Road & land to rear).

Proposal: Two separate 'full' planning applications: The Depot & Goods Yard sites combined (Sites (a) and (b)) and The Printworks (Site (c)). A Listed Building Consent application is also proposed for Nos. 819-821 High Road, which forms part of The Printworks site.

Applicant: Tottenham Hotspurs Football Club (THFC)

Agent Quod

Ownership: Private

Case Officer Contact: Robbie McNaugher

2. BACKGROUND

- 2.1. The proposed application is being reported to Planning Sub Committee to enable members to view the proposal prior to submission. Any comments made are of a provisional nature only and will not prejudice the final outcome of any reserved matters application submitted for formal determination. Pre-application discussions have been ongoing.

3. SITE AND SURROUNDS

- 3.1. Together, the Depot, Goods Yard and Printworks sites comprise approx. 2.81ha. All three sites are within the Tottenham Growth Area and the Area Action Plan Site Allocation NT5 (High Road West).
- 3.2. The sites are close to bus routes on the High Road and White Hart Lane and (the Goods Yard in particular) is close to White Hart Lane Station. The Public Transport Accessibility Level (PTAL) rating generally varies between 3-5, indicating 'good' access to public transportation.

The Depot (Nos. 867-879 High Road & B&M store to rear)

- 3.3. The Depot site is 1.2 Ha and primarily contains a large format retail unit (trading as a B&M Store) and surface car park, together with a row of five mainly vacant small retail units towards the south of the site. The site also includes a Grade II listed building (Nos. 867 and 869 High Road), which is also within the North Tottenham Conservation Area (CA).
- 3.4. The Cannon Road development, including Brook House Primary School lies to the north of the site. The Tottenham High Road forms the eastern boundary of the Site. Commercial uses associated with the Peacock Industrial Estate are located to the south. A railway line forms the western boundary of the site, with residential uses beyond. The eastern part of the Site is located within the North Tottenham Conservation Area.

The Goods Yard (Nos. 36 & 44-52 White Hart Lane & land to rear)

- 3.5. The Goods Yard site is approx. 1.25ha. Most of the site was a railway depot and then car breakers' yard, before being used as a temporary construction compound to facilitate the construction of the THFC stadium. The other parts of the site include the Carbey Enterprise Park and the Station Master's House on White Hart Lane (a locally listed building).
- 3.6. The site is bounded by the Depot site to the north, the Peacock Industrial Estate and a row of Grade II listed Georgian townhouses (Nos. 32, 34 and 35a White Hart Lane) lie to the east, White Hart Lane itself lies to the south and railway lines to the west. The southern part of the site is within the North Tottenham CA.

The Printworks (Nos. 819-829 High Road)

- 3.7. The Printworks site is approx. 0.36ha. The site includes two shops, a nail bar and the Royale Banqueting Suite (which has been used as an NHS plasma donor centre during the pandemic) on the ground floor fronting the High Road, with housing above and to the rear. The Banqueting Suite extends back into the site, where there is a large yard. Nos. 819-821 are Listed Buildings (Grade II) and Nos. 823 to 829 are locally listed buildings
- 3.8. The northern boundary is formed by Brunswick Square, a narrow alley, which is public highway, with buildings that front both the Square and the High Road to the north. To the south are Nos. 813 to 817, which are also locally listed buildings. The eastern part of the site is within the North Tottenham CA.

4. PROPOSED DEVELOPMENT

The Depot & Good Yard

- 4.1. The Depot and Goods Yard have extant permissions as two separate development sites but would be combined to enable one integrated planning application.

In summary the application scheme is expected to include:

- The conversion and refurbishment of Listed Buildings at Nos. 867-869 High Road and the Station Master's House on White Hart Lane;
 - A range of 3-9-storey apartment blocks and three residential towers of 27- 32 storeys;
 - Community/leisure/other use of the Station Master's House and a range of business, retail, and café uses in ground floor commercial units (details to be confirmed);
 - Around 869 homes (223 more than the approved 646);
 - A public park on part of the Depot site of approx. 1,695sqm (similar in size to approved), together with other publicly accessible squares and open spaces; and
 - Relatively low levels of car parking and cycle parking to meet London Plan standards.
- 4.2. The emerging proposals for most of the Depot site are similar in many respects to those that were granted planning permission in September 2020, namely the conversion of Nos. 867-869 into flats, an extension to the School playground/open space, a new east-west street, a new park and three 3-8-storey blocks of apartments and a small café/restaurant (approx. 270sqm). The exception being the western (railway) part, where the previously approved Blocks A to C would be replaced by a re-configured building comprising three lower podium blocks from which a 29-storey tower would rise. This tower would be the same number of storeys as the approved Block B, but at approx. 103m AOD would be approx.3m lower.
- 4.3. The emerging proposals for the Goods Yard differ much more significantly from the scheme that was granted planning permission on appeal in June 2019. The previously approved north-south street would be located away from the railway edge, allowing for a western communal amenity space ('Goods Yard Walk') next to the railway, which allows for a series of 3 to 7-storey apartment blocks to front on to a re-positioned north-south street and squares. The proposals include the retention and conversion of the Station Master's House to community/commercial uses and are expected to include an amount of business/workspace to compensate for the loss of the industrial units on the Carbey Industrial Park (approx. 1,450sqm) (although details still awaited). The scheme would include two residential towers of 27-storeys (approx. 98m AOD) and 32-storeys (115m AOD). These would be repositioned and taller than the previously approved 18-storey (approx. 75.5m AOD) and 21-storey towers (approx. 84.5m AOD).

The Printworks

4.4. The application scheme is expected to include:

- The conversion and refurbishment of the Listed and locally listed Nos. 819-827 High Road;
- The demolition of the locally listed No. 829 High Road;
- A cinema (4 screens, approx. 1,500sqm) and range of commercial uses around a publicly accessible yard;
- Approx. 70 homes; and
- Seven car parking spaces and cycle parking to meet London Plan standards.

4.5. The emerging proposals for the site include the refurbishment and extension of the Grade II Listed Building at Nos. 819-821 High Road and the refurbishment of locally listed buildings at Nos. 823-827. The locally listed building at No. 829 would be demolished to allow for Brunswick Square to be widened to at least 3.4m, so that it can be accessed by a fire engine and refuse vehicle. To the rear of this street frontage, new 3-7-storey buildings would be located around two open spaces; a commercial 'yard' immediately to the rear of the retained High Road frontage and a shared courtyard garden. The refurbished frontage and new buildings would house a 'neighbourhood' cinema (4 screens, approx. 15,000sqm) and a range of commercial units at ground level with housing above.

5. PLANNING HISTORY

5.1. The Depot and Goods Yard sites have extensive planning history. The key recent history is as follows:

- The Depot - Planning Permission and Listed Building Consent (Nos. 867-869) granted in September 2020 for 330 residential units, a shop/café (A1/A3) and area of public open space (HGY/2019/2929 & 2930); and
- Goods Yard – Planning Permission granted on appeal, against non-determination, in June 2019 for a residential-led mixed use redevelopment comprising up to 316 residential units, employment (B1 use), retail (A1 use), leisure (A3 and D2 uses) and community (D1 use) uses (HGY/2018/0187).

5.2. The buildings and spaces that make up the Printworks site also have extensive planning history, but nothing particularly relevant.

6. CONSULTATION

6.1 Internal/external consultation:

6.1.1 THFC undertook local pre-application consultation between 20/04/2021 and 14/05/2021. This included establishing a dedicated website providing information

and inviting comment, holding a webinar and meeting local residents and stakeholders.

- 6.1.2 This scheme is currently at pre-application stage and therefore no formal consultation has been undertaken. Haringey Council officers have held pre-application meetings with the applicant. The applicant also held a pre-application meeting with Greater London Authority (GLA) officers (05/05/2021), and the Metropolitan Police's Designing Out Crime Officer.

Quality Review Panel & Development Management Forum

- 6.1.3 Haringey's Quality Review Panel (QRP) considered emerging proposals at its meeting on 15/12/2020 (report attached as Appendix 1) and is due to be considered by the QRP again on 18/05/2021.
- 6.1.4 A virtual Development Management Forum is scheduled for the evening of 25/05/2021.

7 MATERIAL PLANNING CONSIDERATIONS

- 7.1 The main planning issues raised by the proposed development are:

7.1.1 Principle of the Development

- 7.1.2 All three sites are within a designated Growth Area and the strategic site (NT5 – High Road West) which is allocated in the Tottenham Area Action Plan (AAP). The site allocation calls for comprehensive master planned development. There is an adopted master plan for area - the High Road West Master Plan Framework (HRWMF) - that sits alongside the AAP.

- 7.1.3 There are extant planning permissions for the Goods Yard and Depot sites and these establish the principle of incremental development of the Site Allocation, provided that proposals do not prejudice the future development of other parts of the site, adjoining land, or frustrate the delivery of the site allocation or wider area outcomes sought. All three sites present challenges in this regard and development must also be located and designed to ensure that it does not prejudice the existing use of the Peacock Industrial Estate (the 'agent of change' principle). Officers are continuing to scrutinise the emerging proposals to ensure that the proposed master planning, location, quantum of proposed uses and design of buildings and spaces are acceptable in both the 'meantime' context of existing uses and occupiers and the desired comprehensive development of the whole Site Allocation (as set out in the AAP and HRWMF). To this end, officers have encouraged the applicant to engage with other landowners in the Site Allocation.

- 7.1.4 Given the Site Allocation and extant planning permissions, subject to agreeing satisfactory location, quantum and other details of the proposed non-residential uses (including ensuring that the business space allows the full range of office, research and industrial processes in Use Class E(g) (I to iii) and housing, the principle of the proposed uses is largely established to be acceptable. However, the proposed Printworks development would involve the loss of the existing Royale Banqueting Suite, which could be considered to provide a community use (a local use with a public benefit), and requires assessment. The proposed provision of a cinema outside of the designated North Tottenham Local Shopping Centre (although the Site Allocation does require leisure uses) needs to meet the 'sequential test' and the applicant needs to demonstrate that this is an acceptable location for such a use within the wider Site Allocation.
- 7.1.5 In principle, the proposed uplift in the quantum of housing provision over and above what has been approved for the Goods Yard and Depot sites is acceptable. However, the design, 'liveability' and residential quality of the scheme requires a full and proper assessment to ensure that the proposed denser development would deliver high-quality housing, including necessary open space and play space.
- 7.1.6 S106 Agreements for the two approved schemes secured financial contributions towards the provision of social infrastructure called for in the Site Allocation (in addition to CIL contributions). It is expected that similar proportionate contributions would be secured for both proposed application schemes.

7.2 *Design and Appearance*

- 7.2.1 The applicant is required to ensure any development proposal meets the principles of the HRWMF, including provisions around high quality design and distinct neighbourhood character. The proposed 'full' planning applications (unlike the mainly 'outline' nature of the approved Goods Yard and Depot schemes), would ensure detailed scrutiny of 'liveability' and design quality issues at determination stage.
- 7.2.2 Officers support the applicant's master planning approach of the combined Goods Yard and Depot sites and the proposed street and square based approach which would locate the street away from the western boundary. However, as outlined above in 7.1.3, further scrutiny is underway and officers have yet to see detailed floorplans of the proposed lower buildings. In addition, the proposed site layout would preclude the possibility of a future direct east-west pedestrian route linking Brantwood Road and Durban Road across the railway (although an alternative less direct potential bridge location is being discussed). Discussions are also continuing around the proposed relationship of homes with green spaces, landscaping and the location and design of car parking.

7.3 *Tall Buildings*

7.3.1 The applicant proposes three tall buildings on the Goods Yard and Depot sites of 27-32-29-storeys on the western edge of the site. The HRWMF seeks to create a 'legible spine' descending southward toward White Hart Lane Station. The application site is a location where the principle of tall buildings is acceptable according to DM Policy DM6 and AAP Policy AAP6. The QRP has raised some concerns about the proposed density and scale of the proposed residential towers. Following this, discussion with officers and feedback from the applicant's pre-application consultation, the height of the proposed towers has been reduced in both number and height from the initially proposed four towers of 18, 27, 36 and 39-storeys. Officers are continuing to work with the applicant to assess, test and shape the overall scale and detailed design of these proposed tall buildings and have not formed a view on whether the proposed heights or detailed design is acceptable or not, particularly in light of new London Plan 2021 policy D9 Tall Buildings.

7.4 *Quality of Accommodation*

7.4.1 All new homes must meet the space and quality standards set out in London Plan policies and officers are continuing to scrutinise emerging layouts to ensure that these would be met.

7.5 *Unit Mix*

7.5.1 The precise mix is still to be confirmed, but at present this would provide a range of dwelling sizes, including 15% 3 and 4-bedroom homes. The provision of family-sized homes would be a slightly higher percentage than has been approved to date for the Goods Yard and the Depot (combined approx. 13.6%) and is welcomed.

7.6 *Affordable Housing*

7.6.1 The applicant is currently proposing at least 35% affordable housing by habitable room. Local Plan Policy SP2 requires developments of more than 10 units to contribute to the Borough's target of 40% affordable housing. Policy NT5 also sets out specific requirements concerning Estate Renewal.

7.6.2 The applicant is exploring sources of grant funding to raise the headline affordable housing percentage from 35% to 40% (by habitable room). The proposed tenure split between Low Cost Rented (Social Rented and London Affordable Rent) and Intermediate housing, the contribution that provision could make to the regeneration of Love Lane Estate and other details remain to be discussed. As part of the s106 Agreement for the approved Depot scheme, the Council secured 'first refusal' to purchase the approved Low Cost Rented homes, to assist estate renewal, and officers hope to discuss a similar approach with the applicant.

7.7 *Impact on Residential Amenity*

- 7.7.1 The application for the combined Goods Yard and Depot site comprises 'EIA development' and will be accompanied by an Environmental Statement that assesses noise, air quality, daylight/sunlight/overshadowing, wind/microclimate and a number of other issues. Any submission will need to be accompanied by a full daylight/sunlight assessment and a wind and micro-climate assessment.

7.8 *Parking and Highway Safety*

- 7.8.1 Vehicular access for the Depot site would be as previously approved, i.e. from the existing signalised junction on the High Road (that currently serves the B&M store), with a secondary access connecting with Cannon Road to the north. Vehicular access for the Goods Yard site would be from White Hart Lane in a similar position to previously approved. It is not intended that these vehicular routes join up and officers will want to ensure that there are no opportunities for drivers to 'rat run' through the combined sites in order to bypass the High Road. However, it is expected that pedestrian and cycle routes would be very much connected across the combined sites to encourage walking and cycling and connectivity, in line with the HRWMF.
- 7.8.2 For the Printworks site, in the 'meanwhile' condition (before land to the west in the Site Allocation is developed), delivery and servicing traffic would use a widened Brunswick Square, with the small amount of residential parking being accessed via Percival Court. It is expected that these arrangements would change as and when further land in the Site Allocation is developed, such that delivery and servicing access would be primarily from the west, allowing for Brunswick Square to become more pedestrian/cycle focused.
- 7.8.3 Discussions are continuing over car parking locations and amount, but officers will want to limit residential car parking to similar amounts to what has been approved (16% for the Depot and 25 % for the Goods Yard), with accessible Blue Badge spaces making up 3%, with provision for an extra 7% subject to demand (in line with London Plan policy). It is not yet clear how much short stay commercial car parking is proposed. Short-stay and long-stay cycle parking would be expected to be in line with London Plan policy.
- 7.8.4 Subject to the views of Transport for London, officers will continue to work with the applicant to ensure the level of car parking on the site is sustainable and that any surface car parking does not have a negative impact on the character of the urban realm.

7.9 *Heritage Conservation*

7.9.1 Parts of all three sites are within the North Tottenham Conservation Area. Both sites include or are adjacent to the following heritage assets:

The Depot	Status	Proposal
Nos. 867-879	Grade II	Restored
The Goods Yard	Status	Proposal
No. 34, the “Grange”	Grade II	Immediately to east of site
No. 52, Station Master’s House	Locally Listed	Restored
Area in between the above	Negative contributor	Improved
No. 36	Neutral	Immediately to south and east of site
The Printworks	Status	Proposal
Nos. 813-817	Locally Listed	Immediately to south of site
Nos. 819-821	Grade II	Restored
Nos. 823-825	Locally Listed	Façade retention
No. 827	Locally Listed	Façade retention
No. 829	Locally Listed	Demolition
Ns. 831-833	Negative contributor	Immediately to north of site.

7.9.2 The proposed change of use of the Listed and locally listed buildings to a range of commercial uses on the ground floor and housing above is acceptable subject to a high-quality design that protects the historic significance of the assets. The applicant continues to engage officers regarding the impacts of the proposed tall buildings on the North Tottenham Conservation Area, and the application will be accompanied by a visual impact assessment, with verified views from agreed assessment points. A separate Listed Building Consent application will be required for Nos. 819-821 High Road, supported by a Heritage Statement.

7.10 *Accessibility*

7.10.1 The proposed cinema, other commercial and community uses will be expected to be fully accessible. All homes would be required to comply with the relevant standards - 10% of the number of residential units would need to be wheelchair accessible. Differences in level across the sites (particularly in the proposed ‘Goods Yard Walk’) will need to be managed appropriately and inclusive design principles must inform the design and management of proposed streets, squares and park to ensure a fully inclusive and safe environment.

7.11 *Sustainability*

7.11.1 The London Plan requires all new homes to achieve ‘Zero Carbon’. Commercial buildings must achieve BREAM ‘Excellent’. This would be expected to be outlined in an Energy Strategy to be submitted with any application. Discussions are ongoing with the Council’s Carbon Management Team to ensure compliance

with the London Plan Policy and ensure connection to decentralised energy networks.

PLANS AND IMAGES

Separate document