

REPORT FOR CONSIDERATION AT PLANNING SUB-COMMITTEE

1. APPLICATION DETAILS

Reference No: HGY/2021/2304

Ward: Tottenham Hale

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

Proposal: Redevelopment of site including demolition of existing buildings to provide a part 7, part 24 storey building of purpose-built student accommodation [PBSA] (Sui Generis); with part commercial uses [retail] (Use Class E(a)) at ground and first floor; and associated access, landscaping works, cycle parking, and wind mitigation measures.

Applicant: Jigsaw PMG Tottenham Ltd

Ownership: Private

Case Officer Contact: Philip Elliott

Site Visit Date: 17/08/2021

Date received: 06/08/2021 **Last amended date:** 15/05/2022

- 1.1 The application has been referred to the Planning Sub-committee for decision as the planning application is a major application that is also subject to a s106 agreement.
- 1.2 The planning application has been referred to the Mayor of London as it meets Category 1C (*The building would be more than 30 metres high and outside the City of London*) as set out in the Town and Country Planning (Mayor of London) Order 2008.

SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The proposal is a well-designed mixed-use scheme which would primarily provide purpose-built student accommodation (PBSA) alongside 564sqm (GIA) of commercial retail space (Use Class E(a)) in an appropriate location near to Tottenham Hale train station and the District Centre.
- The proposal would provide housing provision equivalent to 180 homes as well as 3 retail units on the last remaining undeveloped parcel of land on North Island.
- Tottenham Area Action Plan (AAP) Policy TH4: Station Square West supports town centre ground floor uses, with residential above; and identifies that tall buildings may be acceptable within the site allocation.

- The proposal would make a significant contribution towards affordable housing via a payment in lieu totalling £6,525,654.00.
- The proposal would also make contributions to public realm improvements and to infrastructure through the community infrastructure levy.
- On balance the impact on neighbouring amenity is considered to be in line with BRE guidance and acceptable.
- The proposal provides a high quality tall building and design that is supported by the QRP.
- The proposed development would not have any further impact on the built historic environment given the context within which it would be located.
- The proposal provides a high quality of student accommodation.
- The proposal is a car free development and the impact on transportation is acceptable.
- The proposal would provide a sustainable design with provision to connect to a future district energy network.
- The proposed landscaping would enhance tree provision and greenery.

2. RECOMMENDATION

- 2.1 That the Committee resolve to GRANT planning permission and that the Head of Development Management or the Assistant Director Planning, Building Standards & Sustainability is authorised to issue the planning permission and impose conditions and informatives subject to signing of a section 106 Legal Agreement providing for the obligations set out in the Heads of Terms below and a section 278 Legal Agreement providing for the obligations set out in the Heads of Terms below.
- 2.2 That delegated authority be granted to the Head of Development Management or the Assistant Director of Planning, Building Standards & Sustainability to make any alterations, additions or deletions to the recommended heads of terms and/or recommended conditions as set out in this report and to further delegate this power provided this authority shall be exercised in consultation with the Chair (or in their absence the Vice Chair) of the Sub-Committee.
- 2.3 That the section 106 legal agreement referred to in resolution (2.1) above is to be completed no later than 03/11/2022 or within such extended time as the Head of Development Management or the Assistant Director Planning, Building Standards & Sustainability shall in their sole discretion allow; and
- 2.4 That, following completion of the agreement(s) referred to in resolution (2.1) within the time period provided for in resolution (2.3) above, planning permission be granted in accordance with the Planning Application subject to the attachment of the conditions.

Conditions (the full text of recommended conditions is contained in Appendix 1 of this report)

- 1) 3-year time limit
- 2) Approved Plans & Documents
- 3) Basement impact mitigation measures
- 4) Accessible Accommodation
- 5) Commercial Units - Retail Opening Hours
- 6) BREEAM (PRE-COMMENCEMENT)
- 7) Commercial Units – Noise Attenuation
- 8) Noise Attenuation – Student Accommodation
- 9) Fire Statement
- 10) Landscape Details
- 11) Biodiversity
- 12) External Materials and Details
- 13) Living roofs
- 14) Energy Strategy
- 15) Overheating (Student accommodation)
- 16) Overheating (Commercial areas)
- 17) Energy Monitoring
- 18) Circular Economy
- 19) Whole Life Carbon
- 20) Low-carbon heating solution details
- 21) PV Arrays
- 22) Secured by Design
- 23) Stage I Written Scheme of Investigation of Archaeology (PRE-COMMENCEMENT)
- 24) Stage II Written Scheme of Investigation of Archaeology
- 25) Foundation Design – Archaeology (PRE-COMMENCEMENT)
- 26) Land Contamination – Part 1 (PRE-COMMENCEMENT)
- 27) Land Contamination – Part 2
- 28) Unexpected Contamination
- 29) Cycle & Mobility Scooter Parking Details (PRE-COMMENCEMENT in part)
- 30) Delivery and Servicing Plan
- 31) Student Accommodation Waste Management Plan
- 32) Detailed Construction Logistics Plan (PRE-COMMENCEMENT)
- 33) Public Highway Condition (PRE-COMMENCEMENT)
- 34) Demolition/Construction Environmental Management Plans (PRE-COMMENCEMENT)
- 35) Management and Control of Dust (PRE-COMMENCEMENT)
- 36) Impact Piling Method Statement (PRE-COMMENCEMENT)
- 37) Business and Community Liaison Construction Group (PRE-COMMENCEMENT)
- 38) Telecommunications
- 39) Wind Mitigation
- 40) Foundation Design (PRE-COMMENCEMENT)
- 41) Noise from building services plant and vents
- 42) Anti-vibration mounts for building services plant / extraction equipment
- 43) Evidence of operational public hydrants/suitable alternatives

44) Estate Management Plan

Informatives

- 1) Working with the applicant
- 2) Community Infrastructure Levy
- 3) Hours of Construction Work
- 4) Party Wall Act
- 5) Numbering New Development
- 6) Asbestos Survey prior to demolition
- 7) Dust
- 8) Written Scheme of Investigation – Suitably Qualified Person
- 9) Deemed Approval Precluded
- 10) Composition of Written Scheme of Investigation
- 11) Geoarchaeological Assessment and Coring
- 12) Evaluation
- 13) Disposal of Commercial Waste
- 14) Piling Method Statement Contact Details
- 15) Minimum Water Pressure
- 16) Paid Garden Waste Collection Service
- 17) Sprinkler Installation
- 18) Designing out Crime Officer Services
- 19) Land Ownership
- 20) Site Preparation Works
- 21) s106 Agreement and s278 Agreement
- 22) Revised Fire Statement required with any revised submission
- 23) Building Control
- 24) Building Regulations - Soundproofing

Section 106 Heads of Terms:

Affordable Housing

- 1) **Payment in lieu of on-site affordable housing**
A payment of £6,525,654.00 to be paid to the Council for the provision of Affordable Housing in Haringey (This reflects the equivalent cost to the applicant of providing 40% on-site affordable student accommodation);
- 2) **Viability Review Mechanism**
 - a. Early Stage Review if not implemented within 2 years; and
 - b. Development Break review – review if construction is suspended for 2 years or more.
- 3) **Accommodation secured for the use of students only during the academic year**

- 4) **Nominations agreement – reasonable endeavours**
The applicant will be obliged to use reasonable endeavours to secure a nominations agreement with a higher education institution for all or part of the proposed units of student accommodation.
- 5) **Employment & Skills Plan**
Including Construction Apprenticeships Support Contribution and Skills Contribution (to be calculated in accordance with Planning Obligations SPD). And a commitment to being part of the borough's Construction Programme.
- 6) **Travel Plan (pre-occupation and operational, as well as monitoring reports) and monitoring fee (£5,000 contribution)**
The plan relates to the student accommodation element and must include:
- Appointment of a Travel Plan Coordinator (to also be responsible for monitoring Delivery Servicing Plan)
 - Provision of welcome induction packs containing public transport and cycling/walking information, map and timetables, to every new occupant.
 - Details of cyclist facilities (lockers, changing rooms, showers, drying rooms for the non-residential uses);
 - a mechanism whereby the proposed mobility scooter charging spaces can be converted into spaces for larger cycles as and when required, based on regular monitoring of usage tied in with the travel surveys and surveys of cycle parking uptake; and
 - the emergency cycle access arrangements via the passenger lifts should the large/cycle lift break down.
- 7) **Car capping (£5,000 contribution)**
No future occupiers will be entitled to apply for a residents or business parking permit under the terms of the relevant Traffic Management Order controlling on-street parking in the vicinity of the development. £5,000 for revising the associated Traffic Management Order.
- 8) **Construction Logistics/Monitoring contribution**
A payment of £20,000 to be paid to the Council.
- 9) **Considerate Constructors Scheme**
A commitment to sign up to the scheme for the entirety of construction works.
- 10) **High-speed broadband connectivity**
All rooms of accommodation must have access to high-quality digital connectivity for new residents through high-speed broadband connections.
- 11) **Carbon Management & Sustainability - Future connection to District Energy Network (DEN) or alternative low carbon solution**

- Prioritise connection to the DEN with an interim heating solution if phasing allows.
- Submit justification and details of the backup ASHP heating solution if not connecting to the DEN.
- Re-calculation of the carbon offset contributions prior to commencement (which is one of the requirements of the Energy Plan).
- A covenant to comply with the Council's standard DEN specification for the building DEN and for any components of the area wide DEN installed on site.
- Connection charge to be reasonable and based on avoided costs of delivering an ASHP system, details of the avoided ASHP system costs should be agreed at an earlier stage.
- Submission of Energy Plan for approval by LPA to include details of
- Sustainability Review

12) Carbon offsetting

Payment of a carbon offset contribution payable before completion (calculated as the DEN or low-carbon backup scenario)

13) Monitoring costs

Based on 5% of the financial contribution total (albeit with the payment in lieu of on-site affordable housing, as well as the carbon offsetting payment removed from this total), and £500 per non-financial contribution.

Section 278 Highways Legal Agreement Heads of Terms

14) Highways/Public realm contribution

A payment of £188,769.00 to be paid to the Council for resurfacing, street furniture, and landscaping works immediately adjacent to the site and associated project management fees. The highway works include a contribution towards the landscaping of the semi-circle of land to the front of the site.

15) Disabled users' parking space along Hale Road

A payment of £77,000.00 to be paid to the Council to cover a feasibility study, design and project management fees, Traffic Management Order (TMO) and Road Safety Audit (RSA) costs (totalling £25,000.00), and a further £52,000.00 for construction works and delivery. It is noted that the construction and delivery cost would be refunded in the unexpected event that the works were found to be unfeasible.

- 2.5 In the event that members choose to make a decision contrary to officers' recommendation members will need to state their reasons.

2.6 That, in the absence of the agreement referred to in resolution (2.1) above being completed within the time period provided for in resolution (2.2) above, the planning permission be refused for the following reasons:

1. In the absence of a legal agreement securing 1) the provision of off-site affordable housing and 2) viability review mechanisms the proposals would fail to foster a mixed and balanced neighbourhood where people choose to live, and which meet the housing aspirations of Haringey's residents. As such, the proposals would be contrary to London Plan Policies GG1, H4, H5 and H6, Strategic Policy SP2, and DM DPD Policies DM11 and DM13, and Policy TH12.
2. In the absence of a legal agreement securing financial contributions towards infrastructure provision (Public Realm, Disabled Space, & other Transport Contributions), 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 TH4. As such, the proposals are contrary to London Plan Policy S1, Strategic Policies SP16 and SP17, Tottenham Area Action Plan Policies AAP1, AAP11 and TH4 and DM DPD Policy DM48.
3. In the absence of legal agreement securing 1) a student accommodation Travel Plan and financial contributions toward travel plan monitoring, 2) Traffic Management Order (TMO) amendments to change car parking control measures the proposals would have an unacceptable impact on the safe operation of the highway network and give rise to overspill parking impacts and unsustainable modes of travel. As such, the proposal would be contrary to London Plan Policies T5, T1, T2, T3, T4 and T6. Spatial Policy SP7, Tottenham Area Action Plan Policy TH4 and DM DPD Policy DM31.
4. In the absence of an Employment and Skills Plan the proposals would fail to ensure that Haringey residents' benefit from growth and regeneration. As such, the proposal would be contrary to London Plan Policy E11 and DM DPD Policy DM40.
5. In the absence of a legal agreement securing the implementation of an energy strategy, including the prioritisation of a connection to a DEN or a fall-back alternative low-carbon heating solution, and carbon offset payments - the proposals would fail to mitigate the impacts of climate change. As such, the proposal would be unsustainable and contrary to London Plan Policy SI 2 and Strategic Policy SP4, and DM DPD Policies DM 21, DM22 and SA48.
6. In the absence of a legal agreement securing the developer's participation in the Considerate Constructor Scheme and the borough's Construction Partnership, the proposals would fail to mitigate the impacts of demolition and construction and impinge the amenity of adjoining occupiers. As such the proposal would be contrary to London Plan Policies D14, Policy SP11 and Policy DM1.

7. In the absence of a legal agreement securing the developer's agreement to using reasonable endeavours to secure a nominations agreement with a higher education institution for all or part of the proposed units of student accommodation, the proposals would fail to meet the requirements of London Plan Policy H15 and Policy DM15.
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- 2.7 In the event that the Planning Application is refused for the reasons set out in resolution (2.6) above, the Head of Development Management (in consultation with the Chair of Planning sub-committee) is hereby authorised to refuse any further application for planning permission which duplicates the Planning Application provided that:
 - (i) There has not been any material change in circumstances in the relevant planning considerations, and
 - (ii) The further application for planning permission is submitted to and approved by the Assistant Director within a period of not more than 12 months from the date of the said refusal, and
 - (iii) The relevant parties shall have previously entered into the agreement contemplated in resolution (1) above to secure the obligations specified therein.

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3.0 PROPOSED DEVELOPMENT AND LOCATION DETAILS

3.1. Proposed development

- 3.1.1. This is an application for the demolition of the existing buildings on the site and redevelopment to provide a part 7 and part 24 storey tower comprising purpose built student accommodation (PBSA) [Sui Generis Use Class] and associated facilities; and ground/first floor retail units [Use Class E(a)]. The scheme would incorporate landscaping and cycle parking and other associated works including wind mitigation measures.
- 3.1.2. The existing properties (Numbers 29, 31, and 33), the shed in the rear service yard and the stand-alone large advertising hoardings would be demolished as part of the proposed development.
- 3.1.3. The proposal would provide 451 rooms of student accommodation with associated amenity spaces such as kitchen and lounge areas, co-working space, gym, and roof terraces. The rooms would vary in size ranging from 13sqm – 25.6sqm (See Figure 2 for typical room sizes/layouts below).
- 3.1.4. Three commercial units would be provided. Unit 01 would front Hale Road at ground floor and would be 91.6sqm GIA (100 sqm GEA). Unit 02 would front The Hale at ground floor and extend to the first floor and would be 362sqm GIA (402sqm GEA). Unit 03 would front Hale Road and would be 90sqm, (100sqm GEA) and would be serviced by 21sqm of ancillary space. In total, 564sqm GIA of commercial space is proposed (See Figure 1 for the ground and first floor locations of the retail spaces).

Figure 1 – Ground/first floor retail locations in orange



Figure 2 – Typical room layouts/sizes



- 3.1.5. The building would incorporate a single basement level containing cycle parking, refuse storage and plant/attenuation.
- 3.1.6. The largest sections of intensive green roof would be located at first and second floors where the building steps inward, and a communal roof terrace would be located at the seventh floor at the top of the lower shoulder section of the building. At the top floor level (level 24) there would also be a further communal roof terrace & garden.

Amendments

- 3.1.7. During the course of the application the applicant submitted amendments to the form and design of the building in order to improve the relationship with the neighbouring building which is under construction. The changes consisted of the following:
- Increasing the setback by 3m on the south-eastern façade from floors 2 to 24, resulting in:

- a reduction of 816sqm gross internal area (GIA) and 870sqm gross external area (GEA);
- a reduction of 22 rooms of student accommodation from 473 units to 451 units;
- increased separation distance between the façade of Building 3 of the Argent masterplan and the upper levels of the proposed development from 10m to 13m;
- additional brick detailing has been introduced on the flank wall facing Building 3 to provide further articulation to this part of the brick façade;
- the retail provision on the first floor increasing by 5sqm as a result of the realignment of graduate rooms to allow for stacking services;
- a new green roof at second floor level, occupying roof space provided by the 3m inset. this has resulted in an increase to the urban greening factor from 0.36 to 0.37;
- an updated cycle store to provide an additional 14 long stay sheffield stands to allow for larger cycles; and
- a reduction of total external amenity space from 322sqm to 301sqm.

3.1.8. See Figure 3 for a comparison floorplan identifying the changes).

Figure 3 – Comparison between original and amended proposals



3.1.9. Intensive green roofs are proposed at first, second and eighth floor levels and an extensive green roof with PV panels is proposed at roof level. Landscaped communal garden spaces are proposed at the seventh and twenty-fourth floor level, including areas for seating and planting and climber plants. The Intensive

green areas at first, second and eight floor level are accessible only for maintenance.

- 3.1.10. At ground floor level, there is an area of land at the apex of the site that is outside of the site's boundary and outside of the Applicant's ownership. Indicative landscaping proposals are shown on the plans to demonstrate how this could be incorporated into a high-quality public realm through hard and soft landscaping.
- 3.1.11. It is proposed that loading bays on The Hale and Hale Road will be used for servicing the development. Deliveries for the retail units will be controlled with deliveries expected to be timed to take place outside of peak hours of use of the loading bay and to be co-ordinated to minimise the number of deliveries taking place at any time.
- 3.1.12. The proposed development is car-free and as such, no car parking spaces are to be provided on site. 341 secure long stay cycle racks will be provided within the basement area. 5% of the rooms would be wheelchair accessible & 5% would be wheelchair adaptable.

3.2. Site and Surroundings

- 3.2.1. The application site is located at the north-western part of an 'island' within The Hale, Hale Road, and Station Road, known as "Station Island" and sometimes referred to as "North Island." The three properties within the site total 745.6sqm GIA of floorspace as well as sheds to the rear providing 135.82sqm. The unused former shops at numbers 29 and 31 have residential flats above at first floor level of 45sqm GIA at number 29 and 49sqm at number 31.
- 3.2.2. The site is 0.098 hectares/980sqm and comprises of three properties. Numbers 29 and 31 The Hale are a pair of terraced two-storey buildings that contain unused former shops at ground level [Use Class E(a)] with 2 x 1-bed residential flats [Use Class C3] on the first-floor levels. Number 33 The Hale is a two-storey warehouse building with a modern façade which is used as a menswear shop named 'Morelli' [Use Class E(a)]. At the back of the properties is a service yard, a shed, a pigeon coop, and a number of large advertising hoardings fronting on to Hale Road.
- 3.2.3. Historically the surrounding land around the site was predominantly characterised by a mixture of low rise industrial uses and a car-centred retail park. The land was previously under-utilised. However, the immediate area has been redeveloped and the creation of a new district centre is well under way. As such, the application site is one of the last few sites near to the station and centre that remain as they were prior to the recent redevelopments.

- 3.2.4. The site has a PTAL value of 6A which is considered 'excellent' benefiting from excellent public transport links, including rail and underground services. Tottenham Hale bus station and London Underground/Rail station are located directly to the east of the North Island. The area has outstanding access to green spaces and nature, include the amenities of the Lea Valley that lie to the east and Down Lane Park.
- 3.2.5. Tottenham Hale is a Growth Area identified for significant redevelopment. Part of the site lies within a Crossrail 2 safeguarding area. The site is an Opportunity Area as designated by the London Plan. The site is subject to a site allocation TH4 (Station Square West) in the Tottenham Area Action Plan (AAP). Tottenham Hale is also a Housing Zone and identified as an area for accelerated housing delivery.
- 3.2.6. The southwestern corner of the site falls within the Tottenham Hale Saxon Settlement Archaeological Priority Area. The closest locally listed building is Berol House to the north on Ashley Road with the next closest statutory and locally listed buildings being those to the west within the conservation areas along the High Road.
- 3.2.7. Directly adjacent to the site (to the south) on the North Island was a car wash yard and former pub that is currently being redeveloped by Argent Related as an 18-storey building (known as 'Building 3/North Island') including 317sqm commercial floorspace at ground floor and 136 residential units above.
- 3.2.8. This is pursuant to permission HGY/2018/2223 for the Strategic Development Partnership (SDP) Sites which include: Welbourne, North Island, Ferry Island, Ashley Road East, and Ashley Road West. This has been known as the 'Argent Masterplan' and is now marketed as 'Heart of Hale'. Construction has started on these sites and completion is expected soon on Ashley Road East (To be called 1 Ashley Road) with the other sites well under way.
- 3.2.9. Permission for the 6 buildings across the 5 sites was granted on 23 March 2019 and allows for a redevelopment of the plots to deliver 1,036 homes, 15 new retail spaces, co-working and office space, a health centre and public open space. The Argent scheme constitutes a high-density redevelopment of the local area and would include several tall buildings, up to 37 storeys.
- 3.2.10. Directly to the northwest of the site, at the apex of the island and abutting the Hale Road/The Hale corner, is a small semi-circular area of grassland that is currently owned by the Council with Argent having an option to acquire the land which expires in 2025.
- 3.2.11. The remainder of Station Island contains a Premier Inn Hotel (in situ since 2016) and a plot of land comprising a 23-storey building providing 128 residential units over 434sqm of commercial uses at ground floor level (known

as 'One Station Square/Millstream Tower') (permission HGY/2016/3932) which was recently completed.

3.2.12. The wider surrounding area is also undergoing significant redevelopment and regeneration, with recent applications granted at:

- **Ashley Park**, on the land opposite the 'island' to the north-east of the site. Ref. HGY/2019/0108, allowed at appeal on 16th April 2020 for: *a part 6, part 8 storey building to provide 97 residential units & 170sqm of commercial floorspace.*
- **Anthology Hale Works**, part of the Hale Village redevelopment to the east of the site, at the River Lee. Ref: HGY/2017/2005, granted in May 2018 for: *Mixed use development ranging from 11 to 33 storeys comprising 1,588sqm commercial space & 279 residential units including affordable housing.* The building has now been constructed.
- Ashley Road South Masterplan (consisting of 3 sites) located to the north-east of the site along Ashley Road:
 - **Cannon Factory and Ashley House** (blocks B2 and B3), outline permission granted under HGY/2016/4165, RM under HGY/2018/2353 for: *demolition of the existing buildings at Ashley House and Cannon Factory and erection of three buildings to provide up to 3,600sqm of commercial floorspace and up to 265 residential units.* These buildings have not been constructed.
 - **Ashley Gardens** (blocks B1 and B1a [now Rosa Luxemburg Apartments]) full permission granted under HGY/2017/2045 (massing amended under HGY/2019/2804) for: *demolition of the existing buildings and erection of two buildings to provide 1,211 sqm of commercial floorspace and 377 residential units.* Rosa Luxemburg has been completed and B1 is nearing completion.
 - **Berol Yard** (blocks B4 [now The Gessner], NCDS and Berol House) Hybrid permission granted under HGY/2017/2044 for: *demolition of the existing buildings within the Berol Yard site and retention of Berol House. Erection of two buildings between 8 and 14 storeys providing 166 residential units, 891sqm (GEA) of commercial floorspace, and 7,275sqm (GEA) of education floorspace.* The Gessner has been completed but the other buildings have not been constructed.

3.2.13. There is also a development site at Ashley Road Depot, further to the north at the top of Ashley Road, on the northern edge of Down Lane Park. This is within allocated site TH7 of the AAP and is expected to deliver 272 homes and 174sqm of commercial space. Planning Committee resolved to grant this application HGY/2022/0752 on 11 July 2022.

3.2.14. Other development plan designations include:

- Tottenham Hale Growth Area
- Tottenham Hale District Centre
- Tottenham Hale Tall Building Growth Area
- Tottenham Hale Saxon Settlement Archaeological Priority Area
- Flood Zone 2

3.3. Relevant Planning and Enforcement history

3.3.1. There is no recent or relevant planning application history for the application site.

3.3.2. Before the submission of this application, the applicant submitted an Environmental Impact Assessment (EIA) Screening Opinion request via application reference HGY/2020/3053 on 2 December 2020. The Council adopted its Screening Opinion on 1 February 2021 and confirmed:

“Officers consider there is sufficient information provided for the Local Planning Authority to adopt an opinion and a Screening Opinion in relation to the proposed development is attached below. Pursuant to Regulation 5(5) and having regard to the information submitted, the Local Planning Authority has adopted the screening opinion that the proposal is not EIA development as described in the Town and Country Planning (Environmental Impact Assessment) Regulations 2017.”

3.3.3. Following the above Screening Opinion, a second screening opinion was issued for purpose-built student accommodation (PBSA), noting the same conclusion on 1st June 2021 via application reference HGY/2021/1468.

4.0 CONSULTATION RESPONSE

4.1. Planning Committee Pre-Application Briefing

4.1.1. The proposal was presented to the Planning Committee at a Pre-Application Briefing on 24 May 2021. The relevant minutes of the meeting are described in Appendix 5: Planning Sub-Committee Minutes 24 May 2021.

4.2. Quality Review Panel

4.2.1. The scheme has been presented to Haringey's Quality Review Panel on the 16 December 2020 and 12 May 2021. The written findings of the panel can be found in Appendix 7: Quality Review Panel Report 16 December 2020; and Appendix 8: Quality Review Panel Report 12 May 2021.

4.3. Development Management Forum

- 4.3.1. The proposal was presented to a Development Management Forum on 18 May 2021.
- 4.3.2. The notes from the Forum are set out in Appendix 6: Development Management Forum 18 May 2021.

4.4. Application Consultation

- 4.4.1. The following were consulted regarding the application:

Internal Consultees

- LBH Building Control
- LBH Carbon Management
- LBH Conservation Officer
- LBH Design Officer
- LBH Local Lead Flood Authority/Drainage
- LBH Pollution
- LBH Transportation
- LBH Waste Management

External Consultees

- Environment Agency
- Greater London Authority
- Greater London Archaeology Advisory Service (GLAAS)
- London Fire Brigade
- Metropolitan Police - Designing Out Crime Officer
- Thames Water
- Transport for London
- London Underground/DLR Infrastructure Protection
- Health and Safety Executive (HSE)
- Natural England

The following responses were received:

Internal:

1) LBH Carbon Management

The application can be supported from a carbon reduction point of view subject to conditions and obligations.

2) LBH Conservation Officer

It is not considered that the proposed development would have any considerable further impact on the built historic environment. Therefore, the proposed development would not result in any further harm to the significance of the built heritage assets in the borough.

3) LBH Design Officer

These proposals are well designed and appropriate to the site. They are in accordance with the envisaged masterplan as it has continued to evolve to accommodate greater density expectations and the continued successful emergence of Tottenham Hale as a vibrant new town centre.

In particular the proposed tower will mark a major gateway to the new town centre and complete this part of the masterplan in accordance with the envisaged wave of heights descending from the tallest buildings immediately around the station.

The proposals support vibrant town centre activities, with retail and the communal facilities of the student housing on the ground and first floors creating lively active frontages to the streets around the site.

The proposed student housing will meet a known need in higher quality than normal, with student housing complementary to the high density, well connected, busy and vibrant town centre location. The proposals are well designed with elegant proportions both overall and in their fenestration and detailing, and will be formed in appropriate, durable and beautiful materials.

The Council's Quality Review Panel (QRP) agrees with officers that the proposals are "well considered and sophisticated", describing the profile and articulation of the tower as very successful, the layout and detail of the student accommodation and communal areas, the architectural expression and the proposals for amenity space and public realm are very well-considered. Minor concerns with the design of cycle storage have been addressed in full by the applicants in later amendments.

4) LBH Local Lead Flood Authority/Drainage

No objection, subject to maintenance of SuDS features.

5) Pollution (Carbon Management)

No objection to the proposed development in respect to air quality and land contamination subject to planning conditions.

6) Transportation

- Trip generation acceptable given the car free nature of the development.

- Some considerations as to arrangements for blue badge/mobility impaired drop off/pick up and parking
- The cycle parking proposed meets London Plan standards however cycle parking for all of the residential occupants is encouraged.
- Sight of the detailed arrangements for long stay and short stay cycle parking will need to be reviewed and this can be covered by a pre-commencement condition.
- Delivery and servicing arrangements should include consideration of how to manage issues/situations should they arise including any changes to physical provision and management arrangements.
- The development should make a financial contribution towards the public realm improvements associated with the regeneration of the Tottenham Hale sites at this location.

7) Waste and Street Cleansing

This is a detailed and well considered waste management plan. The waste generated from this development will be classed as commercial and will require a commercial waste management company to make collections.

The calculations and containment capacity are accurate. Separately collected food waste is positive. Sizing of the bin store is based on a twice weekly collection of waste and recycling from the outset. Many of the parameters set out in the plan align with the Council's guidance, for example drag distances of bins to the waiting lorries from the student accommodation.

External:

8) Environment Agency (EA)

This application has low environmental risk and therefore the EA have no comments. The site is located in Flood Zone 2 and therefore Flood Risk Standing Advice (FRSA) applies for this application. The site is also located in Source Protection Zone 2; however, the previous use of the site is of low polluting potential and therefore the EA have no comments with respect to contaminated land.

9) GLA - 27 September 2021 & 21 December 2021

27 September 2021: Strategic issues summary

Land use principles: The redevelopment and optimisation of the brownfield site and contribution towards the delivery of purpose-built student accommodation and contribution towards housing targets accords with the London Plan, subject to confirmation from the Council of the existing use of the site. The inclusion of retail uses within this town centre site is also accepted.

Affordable student accommodation: The scheme proposes 35% on-site affordable student accommodation, which is supported in accordance with Policy H15 of the London Plan. This must be secured through a S106 agreement, as should the rent levels and eligibility criteria. The obligation to enter into a nominations agreement must be secured.

Urban design and heritage: While the principle of the provision of tall building within the site could be accepted in strategic planning terms, the proposed 24-storey building results in an abrupt change in urban scale and does not respond appropriately to the existing low-rise context, nor the emerging master-planned context. A proposal that creates a better transition between the scale of the existing and emerging development context should be further considered. Further consideration should be given to the fire strategy. The scheme will result in less than substantial harm to the significance of designated heritage assets which could be outweighed by public benefits of the proposal, subject to securing on-site student accommodation and subject to securing a high quality materiality.

Transport: The active travel assessment requires further work, and in accordance with Healthy Streets and Vision Zero objectives, improvements and contributions should be secured. The proposed servicing arrangements and disabled parking should be reconsidered to ensure on street demand is met alongside meeting Vision Zero objectives. Active travel routes improvements should be identified and secured, and the quality of cycle parking should comply with LCDS guidance.

Other strategic planning issues on sustainable development and environmental issues also require resolution prior to the Mayor's decision-making stage.

Updated comments (summarised) following amendments to design and move to provide a payment in lieu of on-site affordable student accommodation (21 December 2021):

- GLA Officers understand that there is no policy within the Haringey local plan that seeks the provision of conventional affordable housing with student schemes, however this should be confirmed by Haringey Planning Officers. GLA Officers maintain that on-site affordable housing should be provided as required by Policy H15 of the London Plan, and that the student accommodation should be secured by a nominations agreement.
- If the scheme is unable to secure a nominations agreement with a Higher Education Institution, it would therefore comprise a direct-let scheme, and on this basis the proposal comprises "large-scale purpose-built shared living" (co-living) for the purposes of assessment

under the London Plan, and therefore requires assessment under Policy H16 of the London Plan. GLA Officers note that as per the London Plan Guidance Programme 2021, It is expected that the draft Large-scale Purpose-built Shared Living LPG will be out for consultation in the near future.

- The applicant must either:
 - a) demonstrate that the traffic data used in the air quality modelling is appropriate and not underestimated due to surveys carried out in 2020; or
 - b) provide an updated dispersion model using air quality monitoring and traffic flow data from 2019 (prior to impacts of the Covid-19 pandemic).

10) Greater London Archaeology Advisory Service (GLAAS)

The proposed tower at the site would include a full basement which would not allow for the preservation of important remains. Modern impacts at the site appear to be limited.

Given the potential for important remains and the desirability in local, national and London Plan policy of sympathetically managing such remains, a pre-determination archaeological evaluation is appropriate at the site, as per NPPF 194.

In the absence of this work and also without any geotechnical data to inform on the survival of key deposits, it is not possible to reliably advise on the policy compliant management of any important remains at the site.

11) London Fire Brigade (LFB)

The Commissioner is satisfied with the proposals for firefighting access as contained within the fire statement documents and if they provide them in accordance with what's highlighted within the fire service section it would provide satisfactory firefighting facilities. The Commissioner strongly recommends that sprinklers are considered for new developments.

12) Metropolitan Police - Designing Out Crime Officer

No objection subject to a secured by design condition.

13) Thames Water

No objection in terms of surface and foul water. Piling details condition(s) required due to proximity to a strategic sewer and water main. A further condition requesting details of foundations is required to ensure the foundation design poses no risk to groundwater resources.

14) Transport for London

- The proposed access provisions for active modes are considered acceptable.

- The proposed cycle parking is in line with the London Plan minimum quantitative standard.
- Further consideration is suggested in order to provide additional spaces for large bicycles as an alternative to mobility scooter parking.
- The applicant should identify how the basement, primarily served by a large lift can continue to be accessed by all users in the event of the lift breaking down.
- Active travel measures for future residents and particularly disabled people should be identified/provided within a local environment that meets their needs and those of people already in the area.
- If off-street provision of delivery and servicing is not possible, the applicant should demonstrate there is sufficient space within the bays to accommodate a 'worse case' scenario satisfactorily.
- The proposed development is car-free. There will be no dedicated disabled persons parking provision for Blue Badge holders.
- Whilst there are some concerns about methodology, a more robust analysis of trip generation is unlikely to show detrimental impacts on the strategic road or public transport network.
- The applicant has submitted an interim Travel Plan (TP) which is generally acceptable. The final TP and all agreed measures should be secured, enforced, monitored and reviewed through the section 106 agreement.
- The full Delivery and Servicing Management Plan (DSMP) and Construction Logistic Plan (CLP) should be produced in accordance with TfL's guidance and secured by condition.

15) London Underground/DLR Infrastructure Protection

No comment

16) Health and Safety Executive (HSE)

Some concern. Relating to the subdivision of the corridors, stay put evacuation approach, means of escape from roof terraces, water supply, deviations from standards that could impact on the design and require changes, and descriptions relating to whether the building is one block or two and the firefighting implications of this.

17) Natural England

No comment

5.0 LOCAL REPRESENTATIONS

5.1 The following were consulted:

- 489 Neighbouring properties
- Friends of Down Lane Park and Living Under One Sun (LUOS) were also consulted.

- 8 site notices were erected close to the site
- 5.2 The number of representations received from neighbours, local groups etc in response to notification and publicity of the application were as follows:
- No of responses:
 - Objecting: 14
 - Supporting: 17
 - Comments: 6
- 5.3 The following made several objections:
- Argent Related (adjacent developer/landowner)
 - Sage Housing (Future occupants of Building 3 in Argent Masterplan)
- 5.4 The issues raised in representations that are material to the determination of the application are summarised as follows:
- Impact on neighbouring properties including:
 - Daylight and sunlight impacts
 - Undue sense of enclosure
 - Unacceptable impacts on outlook
 - Unacceptable townscape impacts
 - Concerns over height of building
 - Affordability of accommodation
 - Noise and Pollution
 - Increase in traffic
 - Cumulative impact of all developments
- 5.5 The following issues raised are not material planning considerations:
- Loss of a private view
 - Impact on property values

6.0 MATERIAL PLANNING CONSIDERATIONS

- 6.1 The main planning issues raised by the proposed development are:
1. Principle of the development
 2. Policy Assessment
 3. Compliance with DM15 and London Plan 2021 policy H15 (PBSA)
 4. Impact on the amenity of adjoining occupiers
 5. Design
 6. Impact on heritage assets including affected conservation areas
 7. Quality of Residential Accommodation
 8. Social and Community Infrastructure
 9. Transportation, parking, and highway safety
 10. Air Quality
 11. Energy, Climate Change and Sustainability
 12. Urban Greening and Ecology

- 13. Trees and Landscaping
- 14. Wind and Microclimate
- 15. Flood Risk and Drainage
- 16. Waste and Recycling
- 17. Land Contamination
- 18. Basement Development
- 19. Archaeology
- 20. Fire Safety and Security
- 21. Conclusion

6.2 Principle of the development

Policy Background

- 6.2.1 The current National Planning Policy Framework NPPF was updated in July 2021. The NPPF establishes the overarching principles of the planning system, including the requirement of the system to “drive and support development” through the local development plan process.
- 6.2.2 For the purposes of S38(6) of the Planning and Compulsory Purchase Act 2004 the Local Plan comprises the Strategic Policies Development Plan Document (DPD), Development Management Policies DPD and Tottenham Area Action Plan (AAP) and the London Plan (2021).
- 6.2.3 A number of plans and strategies set the context for Tottenham’s regeneration. These documents should be read in conjunction with the AAP. The application site is located within a strategically allocated site - TH4 (Station Square West).
- 6.2.4 A key policy requirement of the site allocation is that proposed development within TH4 should contribute to the comprehensive redevelopment of the area and incorporate new District Centre uses at ground and first floor levels with residential and commercial above, and the creation of a high quality public realm.
- 6.2.5 The Council is preparing a new Local Plan and consultation on a Regulation 18 New Local Plan First Steps documents took place between 16 November 2020 and 1 February 2021. The First Steps document sets out the key issues to be addressed by the New Local Plan, asks open question about the issues and challenges facing the future planning of the borough and seeks views on options to address them. It has very limited material weight in the determination of planning applications.
- 6.2.6 The Council at the present time is unable to fully evidence its five-year supply of housing land. The ‘presumption in favour of sustainable development’ and paragraph 11(d) of the NPPF should be treated as a material consideration when determining this application, which for decision-taking means granting

permission unless the application of policies in the NPPF that protect areas or assets of particular importance provides a clear reason for refusal or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the NPPF taken as a whole.

- 6.2.7 Nevertheless, decisions must still be made in accordance with the development plan (relevant policies summarised in this report) unless material considerations indicate otherwise (of which the NPPF is a significant material consideration).

The London Plan

- 6.2.8 The London Plan is the overall strategic plan for London, setting out an integrated economic, environmental, transport and social framework for the development of London over the next 20–25 years. The London Plan (2021) sets a number of objectives for development through various policies. The policies in the London Plan are accompanied by a suite of Supplementary Planning Guidance (SPGs) and London Plan Guidance that provide further guidance.

Upper Lea Valley Opportunity Area Planning Framework

- 6.2.9 The Upper Lea Valley Opportunity Area Planning Framework (OAPF) (2013) is supplementary guidance to the London Plan. A Development Infrastructure Study (DIFS) in relation to the OAPF was also prepared in 2015. The OAPF sets out the overarching framework for the area, which includes the application site.
- 6.2.10 The OAPF notes that Tottenham Hale is expected to be subject to substantial change, including for it to be designated as a district centre. It notes that there is an opportunity to deliver new homes and jobs, a high class transport interchange with traffic calming; improved connections to the Lee Valley Regional Park and River Lee; and new retail and commercial spaces all set within a vastly improved public realm.

The Local Plan

- 6.2.11 The Strategic Policies DPD sets out the long-term vision of how Haringey, and the places within it, should develop by 2026 and sets out the Council's spatial strategy for achieving that vision. The Site Allocations development plan document (DPD) and Tottenham Area Action Plan (AAP) give effect to the spatial strategy by allocating sufficient sites to accommodate development needs.

Strategic Policies

- 6.2.12 The site is located within the Tottenham Hale Growth Area as per Haringey's Spatial Strategy Policy SP1. The Spatial Strategy makes clear that in order to accommodate Haringey's growing population, the Council needs to make the best use of the borough's limited land and resources. The Council will promote the most efficient use of land in Haringey.
- 6.2.13 SP1 requires development in Growth Areas to maximise site opportunities, provide appropriate links to, and benefits for, surrounding areas and communities, and provide the necessary infrastructure whilst being in accordance with the full range of the Council's planning policies and objectives.

Tottenham Area Action Plan

- 6.2.14 The Tottenham AAP sets out a strategy for how growth will be managed to ensure the best quality of life for existing and future Tottenham residents, workers, and visitors. The plan sets area wide, neighbourhood and site-specific allocations. The AAP indicates that development and regeneration within Tottenham will be targeted at four specific neighbourhood areas including Tottenham Hale.

TH4 Site: Station Square West

- 6.2.15 Site allocation TH4 calls for comprehensive redevelopment incorporating new District Centre uses at ground and first floor levels, with residential and commercial above.

TH4 Site Requirements

- 6.2.16 Site allocation TH4 calls for comprehensive redevelopment incorporating new District Centre uses at ground and first floor levels, with residential and commercial above.
- Development will be required to be accompanied by a District Centre-wide masterplan showing how it will complement:
 - Existing/retained parts of the site;
 - Existing extant permissions;
 - The requirements of this, and other District Centre policies; and
 - The recommendations of the District Centre Framework, or other adopted masterplans for the District Centre.
 - A new active use facing the bus station will be created.
 - A new, legible, north-south connection linking the Ashley Road area to the north, through the heart of the District Centre, and to the Tottenham Hale Retail Park site to the south will be created.
 - Developments must contribute to the creation of a new urban square serving as the key bus interchange with Tottenham Hale Station. This will incorporate active frontages facing into the new square.

- Tall buildings marking the key transport node at Tottenham Hale Station and the emerging District Centre may be acceptable on this site.
- Ground floor uses on this site must be town centre uses, with residential and office uses permissible above and must avoid presenting blank facades to the streets.

TH4 Development Guidelines

6.2.17 The relevant development guidelines are as follows:

- Development must result in comfortable, attractive, and safe/overlooked street environments.
- Station Road, and potentially the extended Ashley Road will provide service access for the buildings on this site.
- Care will be required on south facing frontages to limit heights to avoid overshadowing of block courtyards.
- This site is in an area of flood risk, and a Flood Risk Assessment should accompany any planning permission.
- Each development will be expected to contribute to the aims of a comprehensive public realm strategy.
- Studies should be undertaken to understand what potential contamination there is on this site prior to any development taking place. Mitigation of and improvement to local air quality and noise pollution should be made on this site.
- Parking should be minimised on this site due to the excellent local public transport connections.
- This site is identified as being in an area with potential for being part of a Decentralised Energy (DE) network. Development proposals should be designed for connection to a DE network and seek to prioritise/secure connection to existing or planned future DE networks, in line with Policy DM22.

Tottenham Hale District Centre Framework (DCF) 2015

6.2.18 The DCF sets out how identified potential development sites can come together to realise the vision set out in the Tottenham Area Action Plan. The Tottenham Hale DCF was prepared specifically to provide clarity and guidance relating to relevant development guidance for these identified sites. The DCF helps shape development through form, massing, routes and movement, uses and design principles.

6.2.19 The DCF shows one way that the community's aspirations could be achieved and provides guidance on what the new centre might look like including what sort of buildings could be built e.g. low rise or high rise buildings and where they could be built.

6.2.20 The framework identifies the application site – i.e. on the western side of the northern parcel as being appropriate for taller buildings (Page 94). The aerial views of Station Square West massing (Pages 102 – 103) show a taller building on the application site compared to adjacent sites. And page 79 shows an image of building heights which shows the application site building to be over 60% taller than the adjacent building on the site where Building 3 is now being constructed.

6.3 Policy Assessment

Principle of Comprehensive Development

- 6.3.1 Policy AAP1 (Regeneration and Master Planning) makes clear that the Council expects all development proposals in the AAP area to come forward comprehensively to meet the wider objectives of the AAP. It goes on to state that to ensure comprehensive and coordinated development is achieved, masterplans will be required to accompany development proposals which form part of a Site Allocation included in the AAP and that applicants will be required to demonstrate how any proposal:
- a) Contributes to delivering the objectives of the Site, Neighbourhood Area, and wider AAP;
 - b) Will integrate and complement successfully with existing and proposed neighbouring developments; and
 - c) Optimises development outcomes on the site
- 6.3.2 The Policy DM55 states: “Where development forms part of an allocated site, the Council will require a masterplan be prepared to accompany the development proposal for the wider site and beyond, if appropriate, that demonstrates to the Council’s satisfaction, that the proposal will 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 by the site allocation”.
- 6.3.3 Policy TH4 makes clear that ‘development will be required to be accompanied by a District Centre-wide masterplan’, which should show how it will complement existing/retained parts of the site; existing extant permissions; the requirements of TH4 and other District Centre policies; and the recommendations of the DCF or other adopted masterplans for the Centre.
- 6.3.4 Paragraph 4.6 of the AAP states that Haringey wants to ensure development proposals do not prejudice each other, or the wider development aspirations for the Tottenham AAP area whilst enabling the component parts of a site allocation to be developed out separately. Station Square West is expressly set out in Table 2 of Policy AAP1 as requiring a comprehensive redevelopment approach.

- 6.3.5 Paragraph 4.9 of the AAP states that a comprehensive approach to development will often be in the public interest within the Tottenham AAP area. It goes on to state that whilst incremental schemes might be more easily delivered, the constraints proposed by site boundaries, neighbouring development or uses and below-ground services all have potentially limiting consequences for scale, layout and viability.
- 6.3.6 The proposal is not required to provide a District Centre-wide masterplan, as the application site is the last parcel of land on the island north of Station Road to come forward for development. The adjacent One Station Square/Millstream Tower has been constructed and Building 3/North Island is under construction.
- 6.3.7 The remaining plots to the south of Station Road have been prepared for construction and Ashley Road East/1 Ashley Road and Ashley Road West/2 Ashley Road are completed/nearing completion.
- 6.3.8 The submission demonstrates compliance with the AAP by setting out in the planning statement how the development contributes towards delivering the objectives of the site and wider AAP in relation to housing delivery and the approach set out in the DCF, as well as optimising development outcomes and planning benefits on the site.
- 6.3.9 The Design and Access Statement and the technical documents that analyse the proposed development within the existing and cumulative emerging context (including the Townscape Visual Impact Assessment (TVIA), wind and daylight/sunlight assessments) set out how the proposed development would integrate successfully and complement existing and proposed/consented neighbouring development.
- 6.3.10 The only site in the immediate context which is yet to come forward with development proposals are the terraced houses at 1-21 Hale Road, immediately to the north of the site and within Site Allocation TH5. To ensure that the proposals do not prejudice future development of that remaining parcel of land in accordance with the requirements of Policy AAP1, a daylight and sunlight assessment has been carried out on indicative future massing for that site.
- 6.3.11 This has been carried out given that daylight and sunlight are likely to be one of the main considerations that could potentially prejudice the redevelopment of these properties. The Daylight and Sunlight Report Addendum 2 by Point 2, dated November 2021, and provided with the revised application submission, sets out modelling of an indicative massing which follows the principles of the adjacent development to the east, Ashley Road West, and assesses the daylight and sunlight impacts on the indicative windows.

- 6.3.12 Given that all other potential development sites within the immediate vicinity of the Application Site, in Site Allocations TH4 and TH5 either have extant planning permission, are built out or under construction, it is considered that the requirements of Policy AAP1 and the site allocation TH4 have been satisfied.

Principle of Student accommodation

- 6.3.13 The Mayor has carried out a London-wide Strategic Housing Market Assessment (SHMA). The SHMA has identified need for 66,000 additional homes per year. The SHMA covers overall housing need as well as exploring specific requirements for purpose-built student accommodation and specialist older persons' accommodation within the overall figure.
- 6.3.14 Higher education in London provides an unparalleled choice of undergraduate and postgraduate degrees, continuing professional development, advanced research, and infrastructure to support business growth, such as incubation space and business support services. It is also a significant employer and attracts major international companies able to benefit from universities' research reputations, such as in pharmaceuticals and life sciences.
- 6.3.15 Universities also play a vital part in ensuring Londoners have the higher order skills necessary to succeed in a changing economy, and for the capital to remain globally competitive. The Mayor has established a forum for higher education institutions and further education establishments to work with boroughs and other stakeholders to plan future developments, including student accommodation, in locations which are well-connected to public transport.
- 6.3.16 London's higher education providers make a significant contribution to its economy and labour market. It is important that their attractiveness and potential growth are not compromised by inadequate provision for new student accommodation.
- 6.3.17 The overall strategic requirement for Purpose-Built Student Accommodation (PBSA) in London has been established through the work of the Mayor's Academic Forum, and a requirement for 3,500 PBSA bed spaces to be provided annually over the Plan period has been identified. Meeting the requirement for PBSA should not undermine policy to secure mixed and inclusive neighbourhoods.
- 6.3.18 London Plan Policy H1 sets a 10-year target (2019/20-2028/29) for the provision of 522,870 new homes across London as a whole and 15,920 for Haringey.

- 6.3.19 Policy SP2 states that the Council will maximise the supply of additional housing to meet and exceed its minimum strategic housing requirement.
- 6.3.20 Subject to compliance with the aims and objectives of DM DPD policy DM15: Specialist Housing and London Plan Policy H15, the development of the site for PBSA is supported in principle.
- 6.3.21 Paragraph 4.1.9 of the London Plan sets out that “net non-self-contained accommodation for students should count towards meeting housing targets on the basis of a 2.5:1 ratio, with two and a half bedrooms/units being counted as a single home”. The delivery of 451 student beds is therefore equivalent to 180 homes. This proposal would provide a substantial contribution to both PBSA bed space requirements and housing targets set out in the London Plan.

Loss of Existing Housing

- 6.3.22 London Plan Policy H8 makes clear that loss of existing housing should be replaced by new housing at existing or higher densities with at least the equivalent level of overall floorspace.
- 6.3.23 The proposed scheme would deliver a net increase of residential floorspace and an equivalent uplift in 178 homes. As such, the loss of the existing 2 flatted homes at the first floors of 29 and 31 The Hale would be acceptable in principle.

Existing and Proposed Retail provision

- 6.3.24 The existing buildings include 859.3 square metres of existing gross internal floor area. However, a significant portion of this is ancillary storage to the principal retail functions and display areas.
- 6.3.25 The proposal includes 569sqm of new retail space that would be within a modern building and of a high standard. Although there is likely to be a loss of retail floorspace, this must be balanced against the improvements in usability and quality which would be of benefit.
- 6.3.26 Site Allocation TH4 establishes indicative development capacities for town centre uses of 5,200sqm. The proposed retail units along with others already approved would meet the site allocation requirement of delivering ground floor town centre uses, and along with the student accommodation entrance/reception on the ground floor would avoid presenting blank facades to the surrounding streets.
- 6.3.27 S106 planning obligations are also recommended to secure the implementation of an approved Employment and Skills Plan to maximise employment and

training opportunities for residents from the development (including during the construction phase).

6.4 Compliance with DM15 and London Plan Policy H15 (PBSA)

- 6.4.1 DM DPD policy DM15 supports proposals for PBSA in growth areas, within town centres and in an area of good public transport accessibility. The proposal meets these requirements, the application site is with its high PTAL and location in a Growth Area and District Centre.
- 6.4.2 Proposals also need to demonstrate that they would not result in a loss of housing. Again, when considered in the round the proposals would result in an increase of housing overall.
- 6.4.3 DM DPD policy DM15 also requires there to be no adverse impact on local amenity, that the accommodation is of a high quality design including consideration for unit size, daylight and sunlight, and provision is made for students with disabilities. These will be assessed in later sections of this report.
- 6.4.4 The final parts of DM15 part D requires student accommodation schemes to demonstrate the need for the additional bedspaces and ensure 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. The referenced Policy DM13 (Affordable Housing) states that on-site provision of affordable housing will be required and only in the following exceptional circumstances may an off-site provision be acceptable – where a development can a) Secure a higher level of affordable housing on an alternative site, b) Secure a more inclusive and mixed community and c) Better address priority needs.
- 6.4.5 The applicant has agreed to the inclusion of a best endeavours clause to secure a nominations agreement but will also provide the maximum reasonable amount of affordable accommodation in the form of a payment in lieu of on-site affordable housing. The Council accepts that a payment in lieu of on-site affordable accommodation is in accordance with the above stated policy in this case because a higher level of more mixed affordable accommodation (than just student accommodation) which better addresses Haringey's priority needs for low cost rent and family sized housing can be achieved here. This is also discussed under the following consideration of London Plan policy H15 below.
- 6.4.6 Compliance with London Plan policy H15 - Purpose-built student accommodation (PBSA) is assessed in the paragraphs below.
- 6.4.7 Part A of London Plan policy H15 requires boroughs to seek to ensure that local and strategic need for PBSA is addressed subject to 5 criteria which will

be outlined and assessed below. Part B encourages boroughs, student accommodation providers and higher education providers to develop student accommodation in locations well-connected to local services by walking, cycling and public transport, as part of mixed-use regeneration and redevelopment schemes.

1) *Mixed and inclusive neighbourhood*

- 6.4.8 London Plan policy H15 supports proposals for PBSA, provided that at the neighbourhood level, the development contributes to a mixed and inclusive neighbourhood. The application site lies within the Tottenham Hale Neighbourhood Area, as identified in the Tottenham AAP. Tottenham Hale is a District Centre, and the vision is for it to be revitalised with higher density development.
- 6.4.9 With regard to housing mix, the Tottenham AAP policy AAP3 Part D states that new homes in Tottenham should better address housing needs and secure a more inclusive and mixed, sustainable community. On a neighbourhood level for Tottenham Hale, the Tottenham AAP (paragraph 5.152) states that:
- “Tottenham Hale will provide a range of housing with a mix of affordable and private units, and a range of sizes of unit. The delivery of one and two bed units will be prioritised within close proximity to the Station, to support the developing District Centre. Higher levels of family housing will be concentrated on sites less proximate to the centre, in areas with good access to open space and social infrastructure provision.”*
- 6.4.10 The application site is within the District Centre of the Tottenham Hale Neighbourhood Area and close (approximately 300m) to the Station – where smaller units, are the most appropriate form of housing given family housing would not be suited to this area.
- 6.4.11 Furthermore, the site is relatively small (980sqm) and the constraints limit the potential to deliver a viable scheme that would provide high quality units that fulfil the parking, private amenity and children’s playspace requirements for larger residential units.
- 6.4.12 It is also recognised in the London Plan (paragraph 4.10.4) that the introduction of one-bed units reduces the pressure to convert and subdivide existing larger homes. Therefore the ability for the proposed development to meet the needs of those that want to live in a purpose-built student environment might reduce the pressure on existing family homes in the immediate Tottenham Hale area being converted into flat shares for students.
- 6.4.13 Indeed the Purpose-built Student Accommodation Market Demand Report estimates that up to 118 houses could be freed up as a result of the proposed

development which could aid the reinstatement of former family homes back to their original form.

- 6.4.14 It must be acknowledged that there are several sites in the vicinity of the application site that propose and are more suited to family housing, such as Ashley Road Depot.
- 6.4.15 Given this context it is considered that the proposal would contribute to a mixed and inclusive neighbourhood and would provide a form of accommodation that would optimise what is a constrained site.

2) *The use of the accommodation is secured for students*

- 6.4.16 The s106 agreement would secure the use of the accommodation only for students during the academic year. This would be sufficient to satisfy this policy requirement.

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*

- 6.4.17 The applicant has agreed to the inclusion of a best endeavours clause to secure a nominations agreement.

4) *The maximum level of accommodation is secured as affordable student accommodation as defined through the London Plan and associated guidance:*

- a. to follow the Fast Track Route, at least 35 per cent of the accommodation must be secured as affordable student accommodation or 50 per cent where the development is on public land or industrial land appropriate for residential uses in accordance with Policy E7 Industrial intensification, co-location and substitution*
- b. where the requirements of 4a above are not met, applications must follow the Viability Tested Route set out in Policy H5 Threshold approach to applications, Part E*

- 6.4.18 For the reasons given above regarding the consideration of the Local Plan policies DM15 and DM13 the Council accepts that a payment in lieu of on-site affordable accommodation is in accordance with policy in this case because a higher level of more mixed affordable accommodation (than just student accommodation) which better addresses Haringey's priority needs for low cost rent and family sized housing can be achieved here. The payment in lieu could contribute to Haringey's Council House building programme and better meets the affordable housing need and priorities in Haringey.

- 6.4.19 Paragraph 4.4.9 of the London Plan states that affordable housing should only be accepted as an off-site contribution in exceptional circumstances where it can be robustly demonstrated that affordable housing cannot be delivered on-site or where an off-site contribution would better deliver mixed and inclusive communities than an on-site contribution.
- 6.4.20 Para. 4.4.10 goes on to say that cash/payment in lieu (PIL) contributions should be used in even more limited circumstances, and only where there is detailed evidence to demonstrate that on-site affordable housing delivery is not practical, off-site options have been explored but are not acceptable and that accepting a cash in lieu contribution will not be detrimental to the delivery of mixed and inclusive communities.
- 6.4.21 The proposals are considered to represent exceptional circumstances given Haringey's Local Plan policies DM15 and DM13 explored above which the proposal can achieve to meet better outcomes for Haringey.
- 6.4.22 Whilst affordable student accommodation is desirable, the opportunity to help address local housing need for low cost rented homes in Tottenham is considered to provide greater public benefit. A payment which would help to deliver affordable housing in the local area would be preferable and more beneficial for the borough.
- 6.4.23 The applicant's viability assessors (DS2) and the Council's independent viability assessor (BNP Paribas for this scheme) have provided evidence on financial viability of the proposal to inform the appropriate payment in lieu. Council officers have negotiated with the applicant to conclude an appropriate payment in lieu of £6,525,654. This has been negotiated up from previous estimates of £3,716,938 and £6,305,257 and is based on a combination of factors for this complex site and proposal including:
- Haringey's Policy SP2 Housing strategic target of 40% affordable
 - London Plan Policy H5 strategic target of 50% affordable including where existing land is of warehouse use, and the GLA's Affordable Housing and Viability SPG
 - GLA consideration of part of the site being in warehouse use (a conservative estimate being 25%) informing a blended affordable target of 38.75% (noting that at least some of the warehousing is ancillary to the retail uses elsewhere on the site)
 - Seeking the maximum reasonable amount of affordable based on the difference in revenue / Gross Development Value between the scheme with 100% market student housing and the scheme with 38.75% affordable student housing
 - Accepting that a late stage review (at an agreed point prior to sale) sought by the viability tested route is not appropriate in this specific case as such reviews are more applicable to conventional housing schemes which are

generally developed speculatively with units sold off on completion which makes review mechanisms linked to value at that time more appropriate

- Upgrading the 38.75% blended requirement up to a 40% equivalent requirement in the absence of a late stage review to better achieve policy objectives
- Bringing the payment in lieu up to a conclusion of £6,525,654

6.4.24 Officers consider this to result in the maximum public benefit.

6.4.25 In accordance with London Plan Policy H5, it is recommended that s106 planning obligations secure an Early-Stage Viability Review. It is also recommended that a Development Break Review is secured – requiring a review if permitted scheme were implemented, but then stalled for 24 months or more.

5) The accommodation provides adequate functional living space and layout

6.4.26 Nationally Described Space Standards on minimum room and flat sizes do not apply to student accommodation. However, the applicants have provided evidence that the bedroom sizes proposed are more generous than typical room sizes for recent student accommodation developments in London and are considered by educational institutions to meet or exceed their recommendations.

6.4.27 As is expected in student housing, the individual rooms / units do not have private external amenity space. However, the development includes generous external communal roof terraces; at the seventh floor and top (24th) floor, as well as generous internal shared amenities, including communal lounges at 7th and 24th floors, opening onto the roof terraces, communal laundry at 7th floor, gymnasium at 1st floor and smaller shared sitting-dining kitchens at each floor (on many floors with two per floor) related to smaller clusters of bedrooms.

6.4.28 Every room is provided with a toilet, shower, and basin; and the larger (post-grad) rooms have cooking facilities in the form of a hob and sink. There are generally two kitchens per floor, except for floors 1 and 7 which host other functions (such as the gym or lounge/laundry) and uses (such as the retail element at first floor).

6.4.29 Almost all units are inevitably single aspect, with the exception of some corner units. As the layout currently follows the street pattern, some units will therefore be single aspect and north facing. Where rooms wrap around the corners of the proposal, they are generally communal living-dining-kitchens or specialist communal facilities. However overall, the quality of private and communal accommodation is high for student housing.

6.5 Impact on the amenity of adjoining occupiers

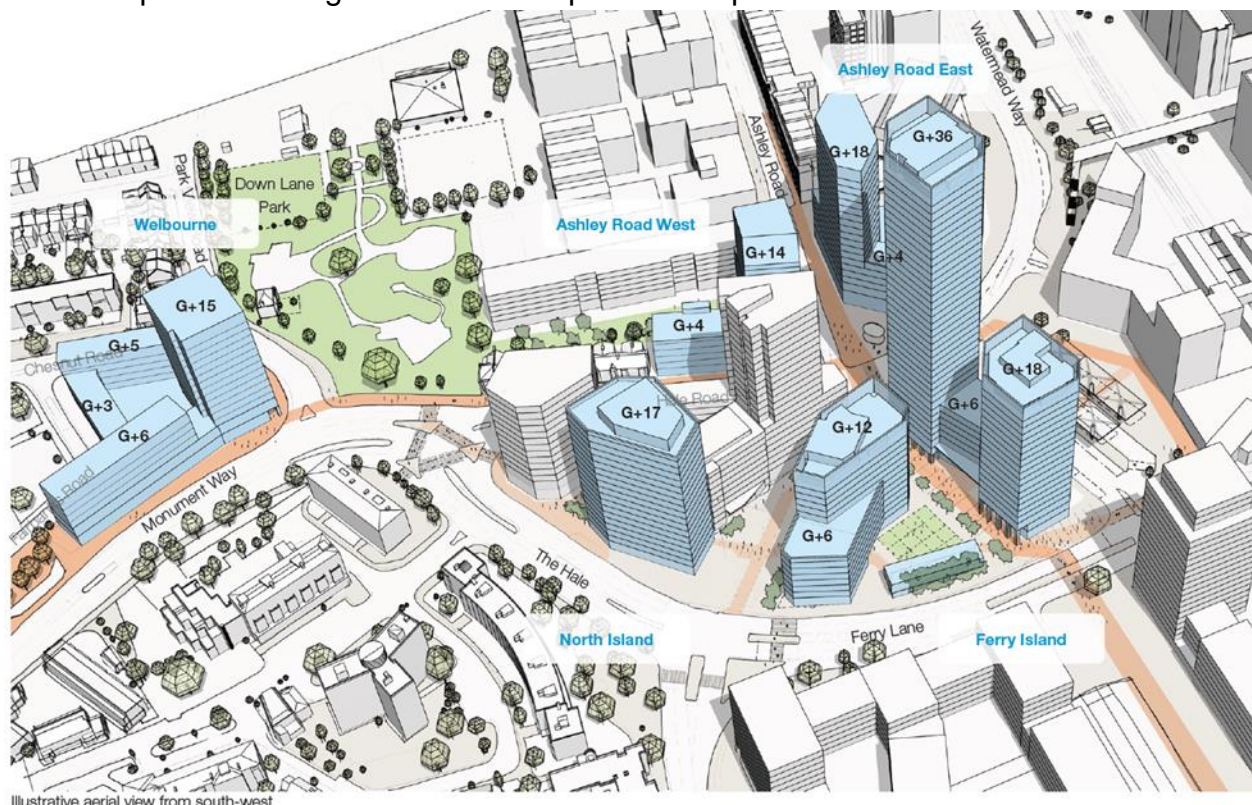
6.5.1 London Plan Policy D6 outlines that design must not be detrimental to the amenity of surrounding housing, and states that proposals should provide sufficient daylight and sunlight to surrounding housing that is appropriate for its context, while also minimising overshadowing. London Plan Policy D14 requires development proposals to reduce, manage and mitigate noise impacts.

6.5.2 Policy DM1 of the DM DPD states that development proposals must ensure a high standard of privacy and amenity for a development's users and neighbours. Specifically, proposals are required to provide appropriate sunlight, daylight and aspects to adjacent buildings and land, and to provide an appropriate amount of privacy to neighbouring properties to avoid material levels of overlooking and loss of privacy and detriment to amenity of neighbouring resident.

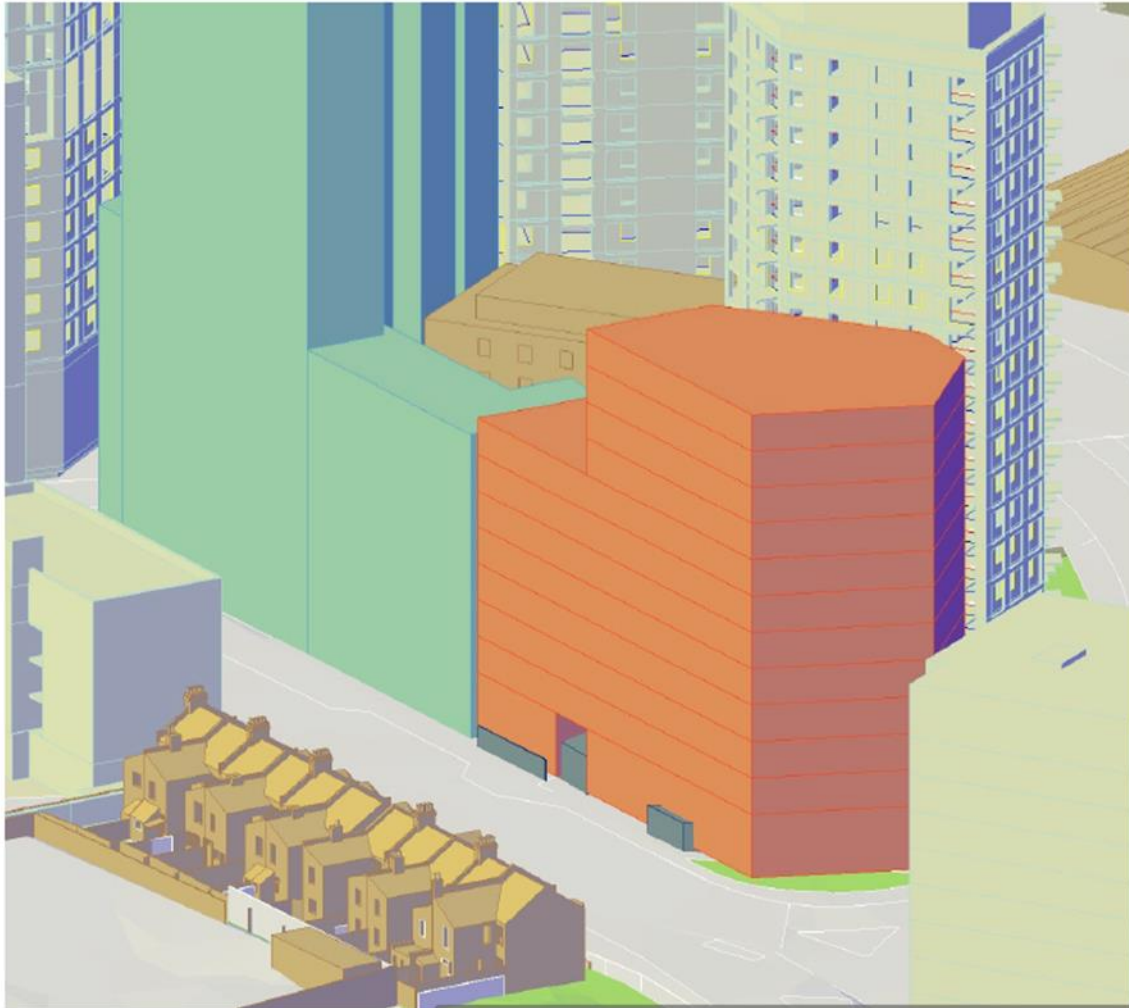
6.5.3 The Council will support proposals that provide appropriate sunlight, daylight and open aspects (including private amenity space where required) to all parts of the development and adjacent buildings and land to provide an appropriate amount of privacy to their residents and neighbouring properties to avoid overlooking and loss of privacy detrimental to the amenity of neighbouring residents and the residents of the development.

Masterplanning for this site

6.5.4 The site forms part of the TH4 site allocation which has been partially developed as part of the Argent SDP masterplan development. In the assessment of the



adjacent development known as Building 3 (B3) it was noted that the applicant had demonstrated that this parcel is capable of being delivered separately in the future and noted that care would need to be taken to ensure that any future mixed-use proposals protect the amenity and privacy of current and future occupiers and achieve a suitable separation distance from Building 3 and future play spaces. The proposed building is set out in the images below and given this was accepted as part of the assessment of the quality of the neighbouring building it has been treated as a baseline for the assessment of the impact on amenity of this block.



- 6.5.5 Detailed objections have been received from Argent and Sage Housing (who have purchased 80 shared ownership units within Building 3 located on floors 1-10) in relation to the impact on the amenity of B3 and other surrounding buildings and have been responded to by the applicant in various submissions, the detail of which is discussed below. The applicant's daylight sunlight report has been independently reviewed by Delva Patman Redler Surveyors and their findings are also set out below.

Daylight and sunlight

- 6.5.6 London Plan Policy D6 notes that development proposals should provide sufficient daylight and sunlight to new and surrounding housing that is appropriate for its context, whilst avoiding overheating, minimising overshadowing and maximising the usability of outside amenity space.
- 6.5.7 The Mayor's Housing SPG (2016) reinforces the need for privacy, but cautions against adhering rigidly to minimum distance requirements and also calls for the BRE guidance on daylighting and sunlighting to be applied flexibly and sensitively to proposed higher density development, especially in town centres – taking account of local circumstances, the need to optimise housing capacity and the scope for the character and form of an area to change over time.

Daylight/Sunlight, overshadowing and solar glare Assessment – Methodology and analysis

- 6.5.8 The impacts of daylight provision to adjoining properties arising from proposed development is considered in the planning process using advisory Building Research Establishment (BRE) criteria. A key measure of the impacts is the Vertical Sky Component (VSC) test. In conjunction with the VSC tests, the BRE guidelines and British Standards indicate that the distribution of daylight should be assessed using the No Sky Line (NSL) test. This test separates those areas of a 'working plane' that can receive direct skylight and those that cannot.
- 6.5.9 If following construction of a new development, the no sky line moves so that the area of the existing room, which does receive direct skylight, is reduced to less than 0.8 times its former value, this will be noticeable to the occupants and more of the room will appear poorly lit.
- 6.5.10 The BRE Guidelines recommend that a room with 27% VSC will usually be adequately lit without any special measures, based on a low-density suburban model. This may not be appropriate for higher density, urban London locations. The NPPF advises that substantial weight should be given to the use of 'suitable brownfield land within settlements for homes...' and that LPAs should take 'a flexible approach in applying policies or guidance relating to daylight and sunlight, where they would otherwise inhibit making efficient use of a site'.
- 6.5.11 Paragraph 2.3.47 of the Mayor's Housing SPG supports this view as it acknowledges that natural light can be restricted in densely developed parts of the city.
- 6.5.12 The acceptable level of sunlight to adjoining properties is calculated using the Annual Probable Sunlight Hours (APSH) test. In terms of sunlight, the

acceptability criteria are greater than 25% for the whole year or more than 5% between 21st September and 21st March.

6.5.13 The following definitions for the predicted impacts on receptors are used by a number of boroughs and officers consider these to be acceptable to apply in this instance:

- Major (high) – less than 0.60 times former value (greater than 40% loss);
- Moderate (Medium) – 0.60-0.69 times former value (31% to 40% loss);
- Minor (Low) – 0.70-0.79 times former value (21% to 30% loss); and
- Negligible – Typically greater than or equal to 0.80 times former value.

6.5.14 A Sun Hours on Ground (SHOG) assessment considers if existing amenity spaces will receive the levels of sunlight as recommended within the BRE guidelines – which recommend that at least half of a space should receive at least two hours of sunlight on 21 March (Spring Equinox), or that the area that receives two hours of direct sunlight should not be reduced to less than 0.8 times its former value (i.e. there should be no more than a 20% reduction).

6.5.15 In terms of solar glare, separate BRE guidance sets out a method involving plotting the geometry of the proposed reflective facades relative to the receptor location onto a sunlight availability protractor and determining the times of day and year at which reflected sunlight could occur.

6.5.16 The existing site is low-rise and so the site-facing windows of the surrounding properties have higher VSCs than would normally be recorded in an urban environment. As a result, developments in this location would likely cause some noticeable light loss to the site-facing facades. The BRE Guidelines acknowledge that standards need to be applied particularly flexibly in such situations and that alternative baseline and/or standards may be appropriate.

6.5.17 The initial Daylight and Sunlight report assessed the impact of the proposals on 17 neighbouring properties (431 windows serving 230 site-facing habitable rooms) immediately to the north on Hale Road, to the east and south on North Island, and to the west along High Cross Road and Hale Gardens off of The Hale.

6.5.18 The initial report found that whilst there would be some proportional changes to the existing levels of daylight experienced by the surrounding properties, 188 windows would experience unnoticeable and fully compliant proportional reductions in VSC.

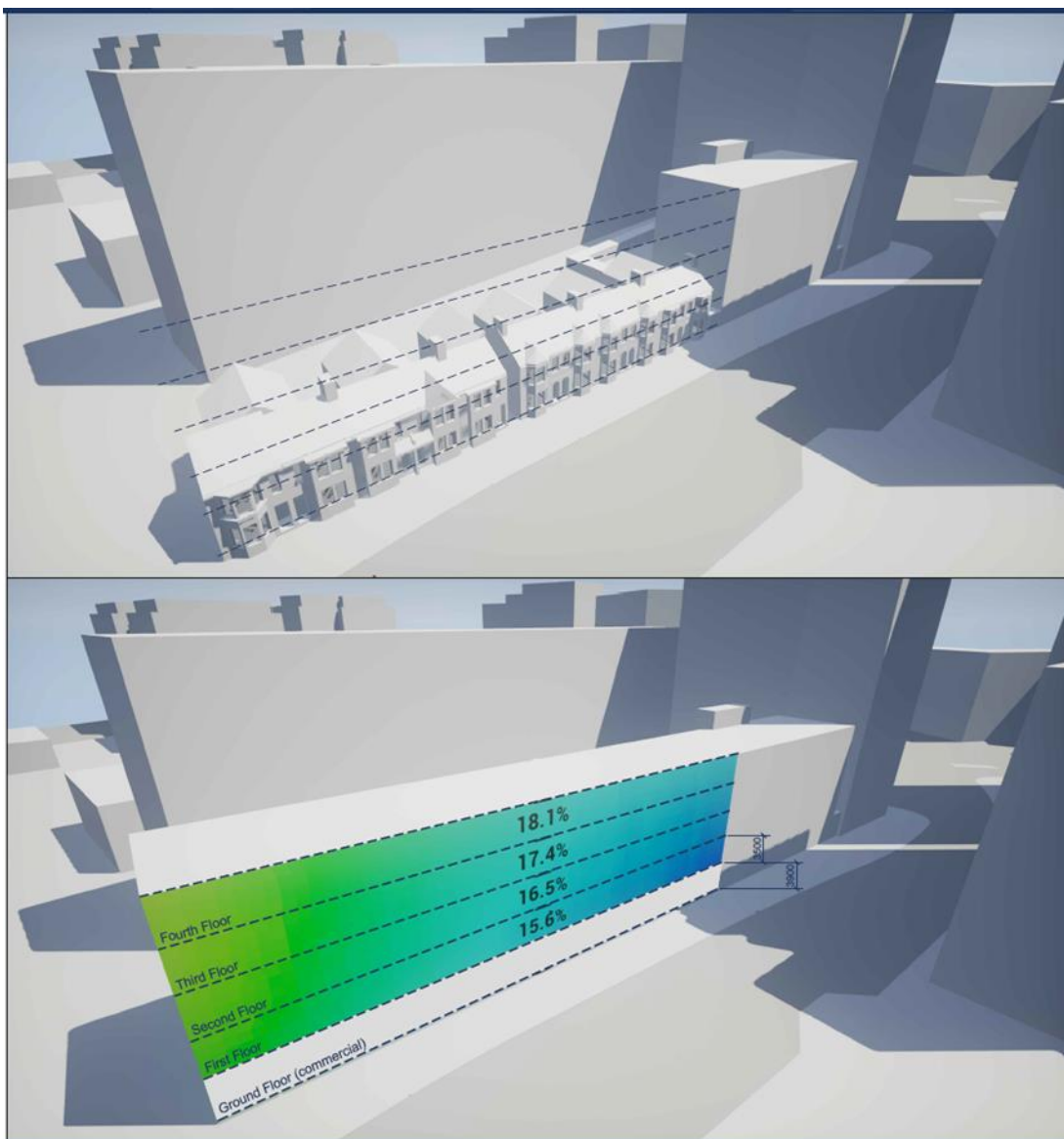
6.5.19 The report found that 1 to 21 Hale Road (odd numbers only), 32 to 86 Hale Gardens, 165 to 195 High Cross Road) would retain adequate levels of daylight to principal windows, with retained VSCs of at least 15%, with a smaller, isolated proportion in bands below 15%. The Average Daylight Factor (ADF) assessment indicated that most rooms within 1 to 21 Hale Road would achieve their BRE recommended ADF targets for their respective room use. ADF is not part of the

conventional BRE assessment methodology for neighbouring buildings, however it can be useful as a relevant supplementary assessment to assist with the understanding of impacts.

6.5.20 The applicant's assessment of overshadowing to Down Lane Park concluded that 96% of Down Lane Park would experience at least 2 hours of direct sunlight on 21st March.

6.5.21 The terraced houses at 1-21 Hale Road form part of the site allocation TH5 and are identified for future development so the applicant has provided an assessment of the impact of the proposal for future development on the site as shown in Figure 4 below the indicative future massing assumes ground floor commercial use, with residential use at first to fourth floor levels. The assessment found that a future development at 1-21 Hale Road would experience an acceptable level of daylight at 1st floor level and above where residential accommodation is likely to be with a VSC of at least 15% which is not unreasonable for a dense inner urban area with higher levels of obstruction.

Figure 4 – VSC Facade Study - Indicative future massing on the site of 1-21 Hale Road



6.5.22 In terms of Ashley Road West to the southeast of the site the applicant's studies found that Ashley Road West would have experienced significant 'reductions' in daylight and sunlight as a result of the re-development of One Station Square. There are several windows in recessed locations that disproportionately accentuate their VSC reductions, and a number of rooms fail to meet their respective BRE recommended ADF target in the existing situation, as they were designed.

6.5.23 In terms of the impact on One Station Square the modelling the applicant carried out demonstrated no material reduction in daylight to One Station Square. The study showed that all windows would retain acceptable VSCs and, in any case, the windows that face the application site that are eligible for assessment serve dual/triple aspect rooms.

6.5.24 An assessment of the overshadowing to the courtyard amenity space located to the north of Building 3, identified that without any development, the courtyard playspace is in permanent shadow on March 21st. It concludes that the proposal is fully BRE compliant in relation to overshadowing since none of this amenity area is sunlit in the baseline scenario.

Building 3

6.5.25 The report noted that the windows on the north-west façade of the proposed Building 3 development are very close to the common boundary (approximately 4.2 meters). It states that an assessment of a mirror massing in relation to Building 3 shows that the impact of the proposed scheme is similar, if not less than in some areas, to a mirror image of itself and therefore, the scheme is acceptable. Following the amendments to the proposal the applicant notes that increasing the distance to Building 3 by 3m from 10m to 13m improved daylight amenity and the mirror massing of Building 3 would introduce in some places, more adverse impacts than the proposal.

6.5.26 The applicant's studies found that the daylight impact of the Argent masterplan building on the application site facing windows and rooms within Building 3 would not be fully BRE compliant. The image below (Figure 5) shows the scale to which the site could be developed in compliance with all BRE guidelines.



Figure 5 showing fully BRE compliant development

6.5.27 The masterplan building would be smaller than the proposed building so the upper parts of Building 3 would remain BRE compliant. The applicant asserts that this justifies using a mirror-massing approach as a baseline. The applicant has

provided comparison studies for the impacts of the proposal vs the Argent masterplan building and a mirror image building. A visual representation of the different buildings is shown in Figure 6 below:

Figure 6 - Existing Buildings vs. Indicative 'Building4'; Indicative 'Building 4' vs. Proposal; and Building 3 Mirror Massing vs. Proposal.

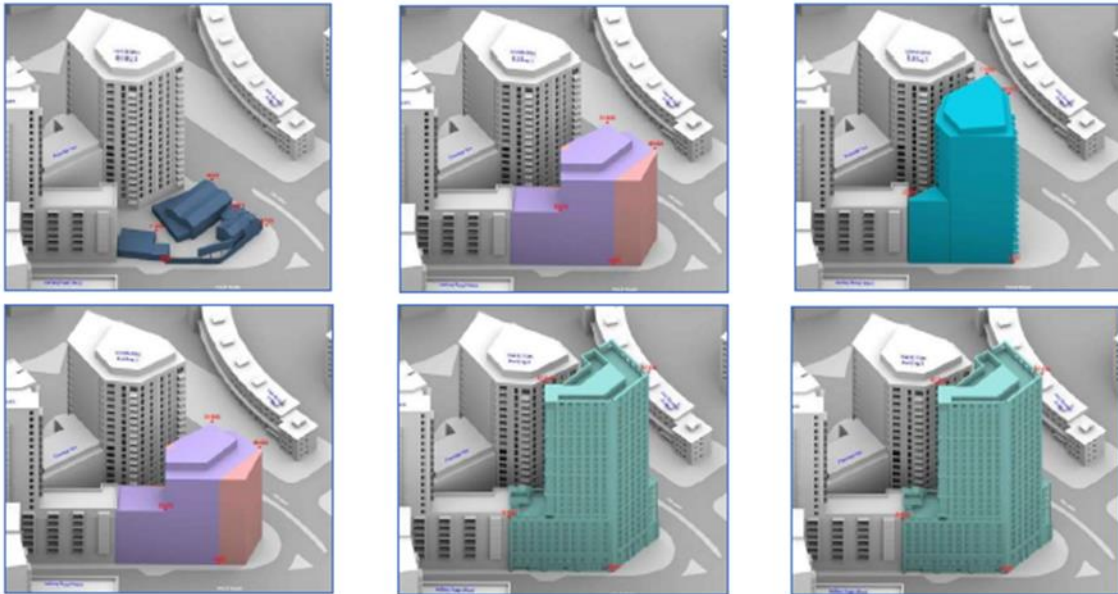
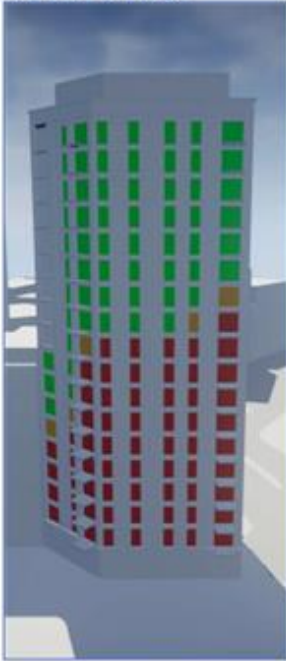


Figure 7 – Comparisons of VSC/NSL/ADF to Building 3 from existing buildings, Argent Masterplan building ('Building 4' and Proposed/Mirror Massing

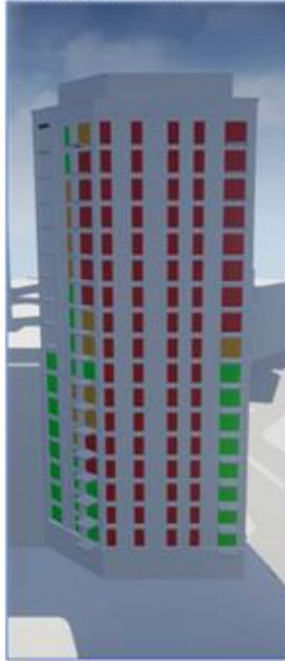
Proportional VSC Changes to Building 3:

RED – Non BRE Compliant
AMBER – Borderline Reductions
GREEN – Fully BRE Compliant
CYAN – Gains

Existing Buildings vs.
Indicative 'Building4'



Indicative 'Building 4' vs.
Revised Development



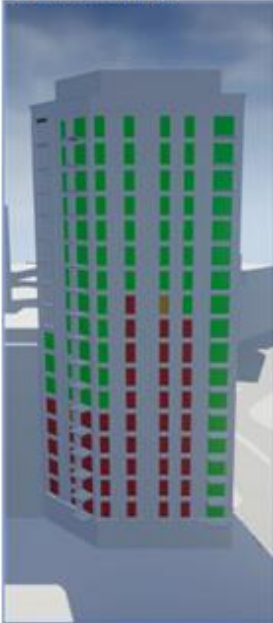
Building 3 Mirror Massing vs.
Revised Development



Proportional NSL Changes to Building 3:

RED – Non BRE Compliant
AMBER – Borderline Reductions
GREEN – Fully BRE Compliant
CYAN – Gains

Existing Buildings vs.
Indicative 'Building4'



Indicative 'Building 4' vs.
Revised Development



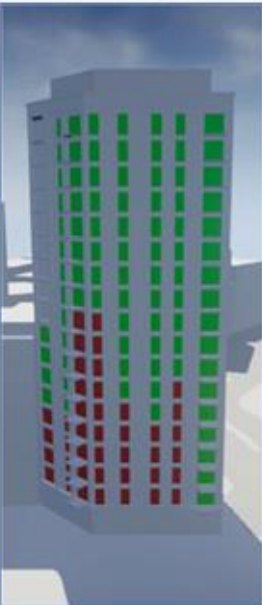
Building 3 Mirror Massing vs.
Revised Development



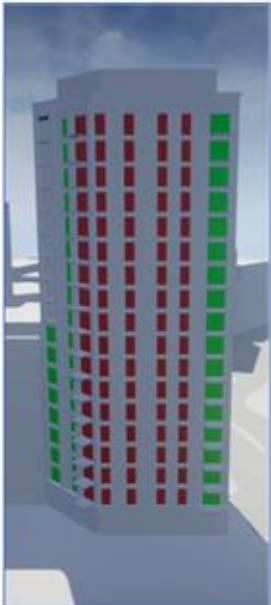
Proportional ADF Changes to Building 3:

RED – Non BRE Compliant
GREEN – Fully BRE Compliant

Existing Buildings vs.
Indicative 'Building4'



Indicative 'Building 4' vs.
Revised Development



Building 3 Mirror Massing vs.
Revised Development



6.5.28 The applicant's studies show that there would be non BRE-compliant losses from all of the examples. Due to the proposed building being taller it results in further non-compliance at higher levels of the building. However, the studies show that there would be a number of improvements over a mirror image building, albeit not at the highest floor levels as the proposed tower is taller than the adjacent building.

Independent Peer Review by DPR (Full report within Appendix 10)

6.5.29 The applicant's submissions were independently reviewed by chartered surveyors Delva Patman Redler. This peer review states that using a VSC target of 15%, rather than BRE default of 27%, as an acceptable retained level of daylight is valid, and that this can be mitigated further by using very large windows. Confirming that the use of the mid-teen VSC benchmark has been held to be appropriate in denser, more built-up areas.

6.5.30 It also refers to a planning appeal and quotes the Planning Inspector's report which states "It is accepted that light is only one factor in assessing overall levels of amenity, but I consider that the trade-off with other factors, such as access to public transport or green space, is likely to be of more relevance to an occupier of new development"

6.5.31 The report finds that the proposal would have a negligible impact on 1 to 40 Warren Court, High Cross Road and negligible to minor adverse daylight effects on 165 to 179 High Cross Road and 181 to 195 High Cross Road. Therefore the properties that the report identifies as being most greatly affected would be 1 to 21 (odds) Hale Road, Building 3, and 32 to 86 Hale Gardens.

6.5.32 The peer review identifies major adverse daylight impacts to numbers 9 to 21 Hale Road. However, the proposed retained VSC values for 1 to 9 Hale Road would generally be in the mid-teens or higher, which is not unreasonable for a dense urban area designated for taller development. The values for 11 to 21 would be lower than the mid-teens and therefore below target values. The first floors would exceed the minimum Average Daylight Factor (ADF) for bedrooms but the ground floor living rooms would fall below the minimums.

6.5.33 The changes made to the scheme which introduced the cut-back reduced the level of obstruction to 32 to 86 Hale Gardens. The peer review identifies that the amended scheme would cause less impact on this building than the original scheme, both in terms of magnitude of impact and number of windows and rooms adversely affected. The significance of effects would still range from negligible to moderate adverse, but fewer flats would experience significant effects.

6.5.34 The DPR review highlights how an additional daylight test, Average Daylight Factor (ADF), has been run for the adjacent North Island Building No. 3, which is

under construction. It states that whilst ADF is primarily intended for assessing daylight within new development, it can be used for assessing neighbouring consented buildings that are not yet built or are under construction. It can also be helpful as a supplementary test when considering whether acceptable living conditions would remain and whether any significant adverse effects to VSC and NSL are nonetheless acceptable.

- 6.5.35 The review states that the significance of daylight effects of the amended scheme to the site-facing apartments in Building 3 would be major adverse. The proposed development would result in very significant reductions in daylight to below ADF guideline levels for many of the site-facing habitable rooms and high-magnitude NSL impacts to 66 rooms.
- 6.5.36 The review notes that “a greater reduction in daylight and sunlight may be unavoidable if one site is not to be unfairly prejudiced by how another has been developed” and this is supported by the BRE guidance, appeal decisions and the AAP. In such a situation, the BRE Guide advises that “To ensure that new development matches the height and proportion of existing buildings, the VSC and APSH targets for these windows could be set to those for a ‘mirror-image’ building of the same height and size, an equal distance away on the other side of the boundary.”
- 6.5.37 On all but the lowest floor and top three floors, the VSC values are better, on average, with the proposed development than a mirror image building. The exception to that is at 15th to 17th floors, which, on average, will be worse off with the amended proposed development than a mirror-image building, because the proposed development is taller.
- 6.5.38 The results of the mirror-image assessment demonstrate that compared with the existing low-rise baseline, a mirror-image building on the Site, the amended scheme would largely have a similar effect. The report states that “on most floors the site-facing windows in Building 3 would experience, on average, either negligible difference or a small improvement in VSC compared with a mirror-image building” (though the results vary from window to window), except, as noted above, those impacted by the proposed height above a mirror image building.
- 6.5.39 The review notes that the cutback study shows that if the BRE standard numerical guidelines were strictly applied, development of the site would be unfairly prejudiced.
- 6.5.40 The review concludes ultimately that it is up to the Council's whether, in the context of the application and the development of Building 3, the effects, in particular the major adverse daylight effects are acceptable. It notes appeals where an earlier building was found to unacceptably prejudice the delivery of a neighbouring site if compliance with BRE guidelines was required, but concludes

that ultimately this decision comes down to a matter of judgment and overall planning balance. An assessment of this balance is carried out below.

Objections

- 6.5.41 Argent Related who are delivering the SDP Sites initially objected stating that whilst they welcomed the principle of development on this site as part of their shared ambitions with the Council for the Tottenham Hale District Centre, the proposed development was in their view not appropriate in the context of the wider masterplan and would result in significant, detrimental impacts on the amenity and privacy of neighbouring residents in their North Island building. A similar objection was received from Sage Housing.
- 6.5.42 Following publication of the DPR peer review Argent submitted further objections accompanied by a review of the daylight/sunlight submissions by the BRE. The objection suggested the applicant's assessment was incomplete in relation to Ashely Road West and 1 Station Square which the applicant addressed in an addendum as noted above. The BRE report states that the loss of daylight on 1-21 Hale Road would be outside the BRE guidelines with the losses to numbers 9-21 resulting in a major adverse impact, given that this site is identified for development the applicant also modelled the impact on future development in response to this point.
- 6.5.43 The BRE report acknowledges that some losses of light within Building 3 are to be expected due to its tall height and closeness to the common boundary, it considers the losses to be substantial and would leave many rooms with insufficient light.
- 6.5.44 Their objection highlights the instances where the peer review report and the BRE report identify major adverse and high-magnitude impacts which result in a loss of amenity and insufficient light. Argent's objections question the applicability of a 15% target, stating that no evidence has been given to suggest that a 15% VSC is appropriate for the Tottenham area.
- 6.5.45 As noted above, the peer review states that using a VSC target of 15%, rather than BRE default of 27% as an acceptable retained level of daylight is valid, and that this can be mitigated further by using very large windows.
- 6.5.46 Argent refers to the committee report for the SDP sites and assert that sufficient distances to boundaries were provided at the grant of permission and this was acknowledged by officers. The peer reviewer had a different interpretation and stated that the building does not stand a reasonable distance from the boundary and takes more than its fair share of light, within the meaning of the BRE guide.
- 6.5.47 Argent assert that a mirror-image assessment should not be used as an alternative target. They believe that the indicative scheme for the application site constitutes a more appropriate alternative target which is echoed by further

objections by Sage Housing who note that the scale of development that was identified as appropriate in the previous masterplanning exercise was for a building consisting of 13 storeys in height. As noted above the proposed development largely provides improvements to the impact on the Sage Housing units compared to the indicative masterplan proposal.

Daylighting and Sunlight Assessment

- 6.5.48 There will be a mixture of minor, moderate, and major adverse impacts on daylight to 1 - 21 Hale Road as well as moderate adverse impacts on sunlight. The level of daylight retained in the proposed condition will be below guideline levels for the ground floor living rooms. However, if and when the properties are redeveloped, it should be possible to achieve acceptable internal daylight for future occupiers. The fact that these properties fall within an allocated site is relevant to this assessment.
- 6.5.49 Whilst the losses in terms of VSC, NSL, and APSH result in harm, these properties are already affected by the existing and future development that is being constructed. Importantly, the proposed building would not compromise a future development on this site to an unacceptable degree which means the proposal would not prevent the aspirations of the plan being delivered in future.
- 6.5.50 Whilst there would be VSC impacts on the Hale Gardens (32 – 86) and High Cross Road (165 – 195) properties, the NSL impacts on these properties would be within BRE guidance. For the High Cross Road properties (181 – 195) the eight windows that are outside the VSC guidelines have very low existing values of 1.5% to 5% VSC and, although the impacts are outside the guidelines, the losses are small in absolute terms.
- 6.5.51 For the Hale Gardens properties (32 – 86) the significance of effects would range from negligible to moderate adverse, however, the high-magnitude impacts on VSC to a number of windows are a result of where they sit beneath overhanging balconies and roof eaves, which amplify the relative light loss. The remainder are medium- and low-magnitude impacts or are negligible. The NSL impacts are all negligible, with the exception of three low-magnitude impacts.
- 6.5.52 These impacts are considered to be acceptable given the existing levels of daylight/sunlight and the desire to optimise the application site in order to deliver on the aspirations of the allocation and the plan. Such impacts would be difficult to avoid given the siting of these neighbouring properties in relation to the proposed development. Negligible to minor with some moderate adverse effects are considered to be acceptable in order to optimise housing delivery.
- 6.5.53 The most severe daylight effects would be caused to the site-facing flats (three per floor, 51 in total) in Building 3 of the North Island Site, which is under construction. The effects would be of major adverse significance and retained

ADF values will be below minimum recommended levels in 33 out of 51 LKDs/studios and in 56 out of 68 bedrooms.

- 6.5.54 The impacts on Building 3 are such because of the closeness of this building to the boundary. The applicant submissions show that the building Argent proposed in their masterplanning work for the site would also result in impacts outside of the BRE guidelines, albeit their masterplan building was at a height of 12 storeys which would have resulted in the upper floors of Building 3 retaining impacts within BRE guidelines.
- 6.5.55 The District Centre Framework and some of Argent's own masterplanning work proposed taller buildings than that shown for the Building 3 site and across the district centre the use of tall buildings to mark corner plots is commonplace. Essentially the likelihood of a taller building being proposed on the application site is something that had been envisaged in the District Centre Framework.
- 6.5.56 The use of mirror massing has been found to be a fair and proportional way of identifying what can be acceptably constructed on the application site which is the last remaining parcel of land to come forward for development on the Island. Studies compiled by the applicant show that if the BRE standard numerical guidelines were to be strictly applied, development on the application site would be unfairly compromised and prejudiced.
- 6.5.57 Across the District Centre and particularly in and around the North Island the BRE targets will not always be achieved given the dense urban form of development coming forward which seeks to optimise sites to make best use of the location near a major transport hub. Reduced levels of daylight would have always been envisaged as a likely outcome in order to deliver on the other aims and objectives of the plan.
- 6.5.58 As such, it is considered appropriate and acceptable to use a mirror image assessment as a baseline when assessing the impact of the proposed development on Building 3. The results of the mirror image assessment demonstrate that the proposed scheme would largely have a similar effect. The independent peer review report states that "on most floors the site-facing windows in Building 3 would experience, on average, either negligible difference or a small improvement in VSC compared with a mirror-image building", except at 15th to 17th floors, which, on average, would be worse off because the proposed development would be taller than a mirror-image building.
- 6.5.59 The proposal would result in more harm to the upper floors of Building 3 due to its taller height, however, this is balanced against the improvements elsewhere on the building (compared to a mirror of Building 3) as well as the consideration that a taller building on this site had been envisaged by the DCF and was explored by Argent in their masterplanning work.

6.5.60 So whilst it is acknowledged that the proposal would result in adverse impacts in terms of daylight and sunlight. It would be reasonable to use a mirror image assessment of Building 3 as a baseline and in order to judge whether such reductions/losses and impacts are acceptable. When a mirror assessment is used, the proposal is acceptable as it would have similar impacts and this has been endorsed by a third party review of this assessment.

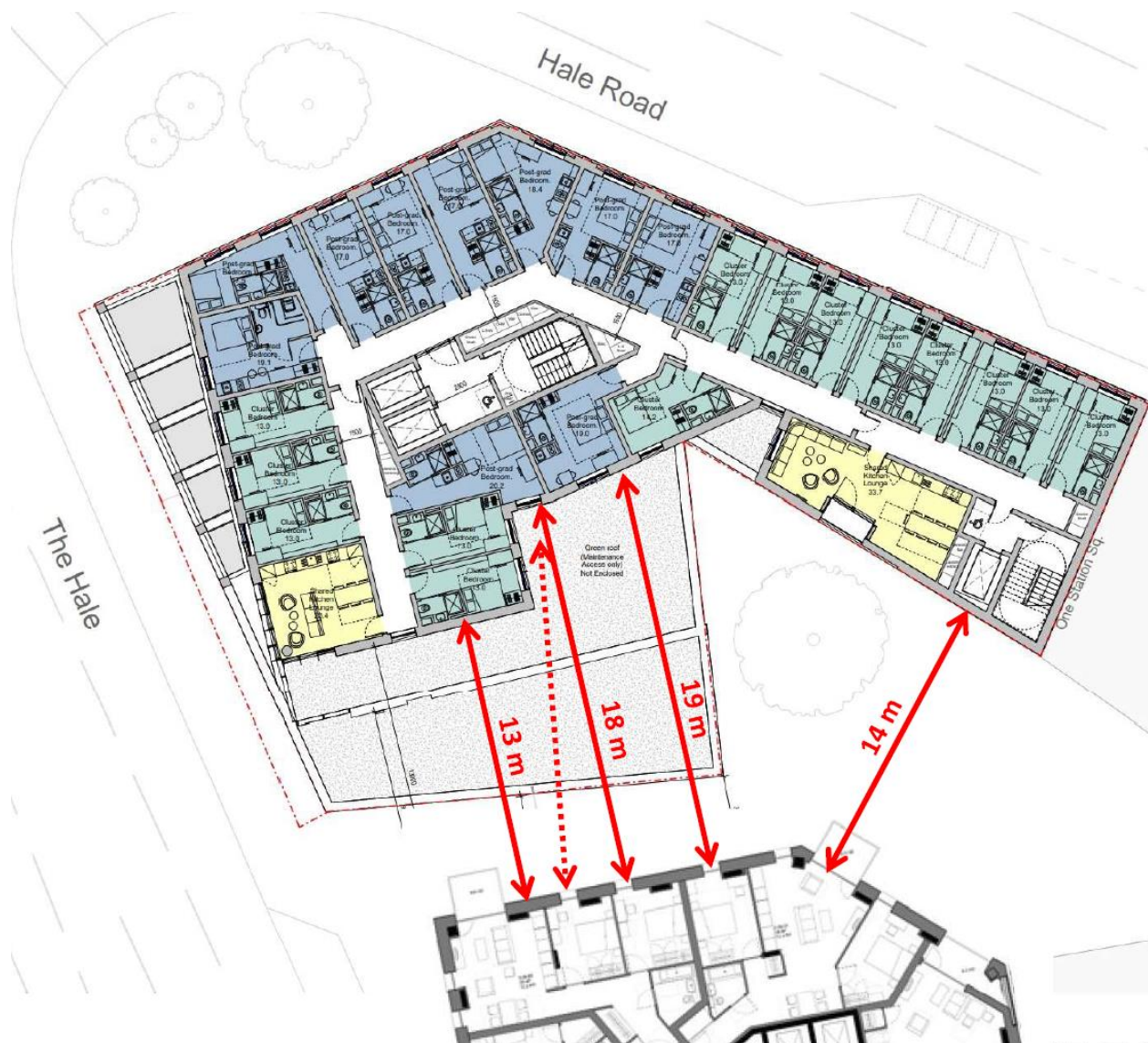
6.5.61 New BRE guidance (Site Layout Planning for Daylight and Sunlight: a guide to good practice' (BRE209 2022)) has recently been published. There are no significant changes to the methodology or the target criteria for the assessment of the impact of a proposed scheme on neighbouring properties that affect this proposal, and therefore the conclusions reached above are still considered to be robust.

6.5.62 The principal change relates to the assessment of daylight within new schemes. In addition to internal daylight, the assessment methodology for testing sunlight levels within new development has also been revised with the test now requiring proposed buildings to receive a minimum of 1.5 hours of sunlight on March 21st. Whilst these changes are relevant, the criteria for assessing student accommodation is by its very nature different. Therefore, internal daylight levels are still considered to be acceptable given the proposed use of the building.

Impact on privacy

6.5.63 Following the amendments made in response to neighbouring objection, the upper floors of the proposal, as revised, would now be increased to 13m from Building 3 the nearest building to the south at the closest point.

Figure 8 – Building proximity between proposed building and Building 3 (Argent)



6.5.64 This proposed southern elevation at this closest point would have no openings serving rooms or amenity spaces except for a secondary window to an amenity space which would not directly face windows in Building 3. There would also be a window serving a corridor which would not have a significant impact on privacy within Building 3.

6.5.65 Beyond this closest point separation distances increase to, 14, 18 and 19m. The 14 metre separation would face onto an element of the building with no windows so would ensure good levels of privacy are maintained. Where windows are proposed facing B3 these are at the larger separation distances (18 and 19m) and at this distance it is difficult to discern faces and there would be no adverse impact on privacy. Many of the traditional residential streets in this area provide a separation distance of 16 metres by comparison. These distances would

ensure an acceptable level of privacy is maintained and have been accepted in other parts of Tottenham Hale.

Outlook and sense of enclosure

6.5.66 In terms of outlook, the masterplanning for this site has always expected the north elevations of B3 to face onto a courtyard with outlook onto the neighbouring building. The outlook diagram (Figure 9) below) and outlook images set out in Appendix 2 show that courtyard outlook is as envisaged in the Argent masterplanning work albeit a great number of the homes within this block would be provided with a courtyard outlook than their masterplanning anticipated due to the height of the proposed building. As shown in fig X below the homes facing the proposed building are largely dual aspect and/or have a sizable balcony. As such, impacts on the outlook from these affected units would be acceptable for homes facing onto a courtyard.

Figure 9 – Outlook diagram from Building 3



6.5.67 To the northeast the outlook improves moving up the building as this part of the proposal is 7 stories so a more open outlook will be provided for homes above this height.

Light spillage and noise

6.5.68 Given the district centre location, light spillage from the proposed development would not have a material impact on neighbouring buildings or the area in general in terms of adverse light pollution. Furthermore, Conditions 43 and 44 would address issues of vibration and noise so that it would have an acceptable impact on neighbours.

6.5.69 A condition would secure compliance with the submitted Estate Management Plan which sets out management measures including staffing provision, the approach to travel and deliveries including moving in and out, safety and security for students and day to day management. This will ensure the development is well managed and does not impact negatively on the surrounding area.

Amenity Conclusion

6.5.70 As noted by the independent daylight sunlight review the consideration of the impacts on neighbouring properties is a judgement of planning balance. Consideration of the impact of the proposals when compared with a mirror massing and the masterplan proposal show this proposal would largely provide better impacts to B3 on the whole than the mirror building and other than the upper floors the masterplan building. The scale of a fully BRE compliant building illustrates that any building that delivers the vision set out in the DCF, and site allocation will have significant impacts on B3, so lessening the impacts could effectively sterilise the site.

6.5.71 The proposal provides a significant quantum of student housing which contributes to housing provision in Haringey and a substantial contribution towards affordable housing in the form of a payment in lieu of on-site provision. It also provides significant contributions to local infrastructure through S106 contributions and CIL. Overall it is considered that on balance the benefits of the proposal outweigh the harm to the amenity of B3.

6.6 Design

6.6.1 The NPPF (July 2021) makes beauty and placemaking a strategic national policy, includes an expectation that new streets are tree-lined and places an emphasis on granting permission for well-designed development and for refusing it for poor quality schemes, especially where it fails to reflect local design policies and government guidance contained in the National Design Guide (January 2021) and, where relevant, National Model Design Code (July 2021).

6.6.2 London Plan Policy D4 encourages the use of masterplans and design codes and 3D virtual modelling and thorough scrutiny by officers and the design review process to help ensure high quality development (particularly, as in this case, the proposed development would include a tall building).

- 6.6.3 Local Plan Strategic Policy SP11, and Policies DM1 and DM6. Local Plan Policy DM1 states that all development must achieve a high standard of design and contribute to the distinctive character and amenity of the local area. Further, developments should respect their surroundings by being sympathetic to the prevailing form, scale, materials and architectural detailing. Local Plan Policy SP11 states that all new development should enhance and enrich Haringey's built environment and create places and buildings that are high quality, attractive, sustainable, safe and easy to use.
- 6.6.4 SP11 goes on to say applications for tall buildings will be assessed against the following criteria (summarised): adopted Area Action Plan (AAP) or masterplan framework, assessment supporting tall buildings in a Characterisation Study compliance with DM policies and all the relevant recommendations in the CABE / English Heritage "Guidance on Tall Buildings" 2007 (since superseded in 2015 and 2022).
- 6.6.5 DM6 part C sets out detailed policy requirements for tall buildings; being in an area identified as suitable, represent a landmark by which its distinctiveness acts as a wayfinder or marker, is elegant and well proportioned, visually interesting when viewed from any direction, positively engage with the street environment, consider impact on ecology and microclimate, going onto requiring where tall buildings are in close proximity to each other they avoid a canyon effect, consider their cumulative impact, avoid coalescence and collectively contribute to the vision and strategic objectives for their area.
- 6.6.6 London Plan Policy D9 requires that tall buildings are only developed in locations that are identified as suitable in Development Plans. It goes on to set out a number of visual, functional and environmental impacts of tall buildings that should be considered in planning decisions.
- 6.6.7 The Upper Lee Valley Opportunity Area Framework proposes that future tall buildings will generally be in well-defined clusters in identified urban growth centres. Strategic Policy SP11 requires all new development to 'enhance and enrich Haringey's built environment and create places and buildings of high quality'. Policy AAP6 states that, in line with DM6, Tottenham Hale and North Tottenham as growth areas have been identified as being potentially suitable for the delivery of tall buildings.

Quality Review Panel (QRP)

- 6.6.8 Haringey's Quality Review Panel (QRP) has assessed the scheme in full at pre-application stage (on 16 December 2020 and prior to submission on 12 May 2021).
- 6.6.9 The full QRP Report of the latest review on 12 May 2021 is attached at Appendix 8. The Report's summary is as follows:

The Quality Review Panel welcomes the opportunity to review the proposals for 29-33 The Hale as they continue to evolve; it thinks that the scheme is well-considered and sophisticated. The design team has responded very well to feedback from the previous review; refinements to the profile and articulation of the tower have been very successful.

The panel supports the scale and massing of the scheme and the change of use from co-living to student accommodation. It considers that the layout and detail of the student accommodation and communal areas, the architectural expression and the proposals for amenity space and public realm are very well-considered.

It will be important to ensure that high quality materials and detailing carry through the detailed design and construction process. At a detailed level, scope remains for further refinements to the design and integration of the wind baffle, and the security and visibility of the cycle parking. The panel gives the proposals warm support, subject to these further refinements...

6.6.10 A summary of the most recent Chair's review (12 May 21) is below, in addition to any applicant's responses and officer comments.

Quality Review Panel Chair's Comment	Officer Response
Scale, massing and building use	
The panel supports the scale and massing of the proposals; the site is at an important junction of key routes through the area, and the scheme will successfully 'close the corner' of the North Island site.	Support noted.
It is an ideal location for student accommodation.	Support noted.
Scheme layout	
At a detailed level, the layout of the student accommodation, communal areas and circulation seems very well-considered. The amenity spaces and external terraces appear successful.	Support noted.
The panel would encourage further consideration of the arrangements for cycle parking to ensure that it is convenient, secure and well-surveilled. Achieving a visual link from the office into the cycle store would help to achieve this.	Additional folding cycle provision would be secured by the recommended conditions. Visual links are difficult to achieve and create issues relating to security.
Architectural expression	
The refinements to the architectural expression of the scheme since the	Support noted.

previous review have been positive. The views on approach appear very successful, and the panel feels that it will be a distinguished building with a commanding scale and presence.	
Adjusting the building line to reduce the profile of the building has conferred a more elegant proportion to the proposals.	Support noted.
The panel considers that the reduction in height of the wind baffle to seven storeys is a good approach, which has also improved the building's profile and proportion. The wind baffle also works well to celebrate the entrance to the building. It would encourage some further consideration of the detailed design of the wind baffle, to ensure that it is well-integrated within the façade, avoiding a 'bolted on' appearance. Maintenance issues for the different elements of the baffle will also need to be addressed.	The final design avoids a bolted on appearance as it forms part of the architecture. It has been included in the architectural approach from the beginning as opposed to an afterthought and benefits by appearing as an intrinsic part of the design of the building. Recommended conditions would ensure it would be maintained effectively.
The improvements to the activation and articulation of the edges and corners of the building are also welcomed; these will have a very positive impact on views at close range and further afield. The panel notes that the view from Down Lane Park is particularly important.	Support noted.
The panel supports the inclusion of robust materials such as concrete bands and brickwork verticals within the elevational treatment as proposed; the quality of materials and construction will be essential to the success of the completed scheme. The panel would support planning officers in securing this through planning conditions.	Materials and details would be secured through recommended conditions.
Public realm and landscape design	
The panel welcomes the applicant's agreement to contribute towards the landscaping of the triangle of land at the northern apex of the Island, which will ensure continuity of paving materials. While it is unlikely that residents will sit in this area due to the major infrastructure immediately adjacent, it will significantly	Support noted. Landscaping funded by obligations relating to public realm improvements.

enhance the frontage of the building, and give it a street presence.	
Sustainability and microclimate	
The panel supports the design team's strategic approach to environmental sustainability within the project.	Support noted.
It notes that microclimate and wind issues will be problematic in the Tottenham Hale area generally. It is impressed by the design team's approach to the mitigation of wind issues, and the evolution of the wind baffle that has been enabled through wind tunnel testing.	Support noted. Further reviews support the proposal and conditions would secure mitigation.

Building Scale, Form and Massing

- 6.6.11 London Plan Policy D9 (A) calls on development plans to define what is considered a tall building for specific localities, based on local context (although this should not be less than 6-storeys or 18 metres above ground to the floor level of the uppermost storey).
- 6.6.12 The Local Plan (Strategic Policies 2013-2026) included a borough-wide definition of 'tall building' as being those which are substantially taller than their neighbours, have a significant impact on the skyline, or are of 10-storeys and over (or otherwise larger than the threshold sizes set for referral to the Mayor of London).
- 6.6.13 The strategic requirement of London Plan Policy D9 (Part B) is for a plan-led approach to be taken for the development of tall buildings by boroughs and makes clear that tall buildings should only be developed in locations that are identified in development plans. The Upper Lee Valley Opportunity Area Framework proposes that future tall buildings will generally be in well-defined clusters in identified urban growth centres.
- 6.6.14 London Plan Policy D9 (Part C) sets out a comprehensive set of criteria for assessing the impacts of proposed tall buildings and these are discussed in detail below. Part D calls for free publicly-accessible areas to be incorporated into tall buildings where appropriate, but officers do not consider it appropriate for residential towers.
- 6.6.15 Strategic Policy SP11 requires all new development to enhance and enrich Haringey's built environment and create places and buildings of high quality. It makes clear that applications for tall buildings will be assessed against a number of criteria, including the following: an adopted Area Action Plan or masterplan framework for a site (i.e. the Tottenham Area Action Plan and the District Centre Framework); assessment supporting tall buildings in a Characterisation Study;

compliance with the Development Management Policies; and compliance with all relevant recommendations as set out in the CABE/English Heritage “Guidance on Tall Buildings” (2007 since superseded in 2015 and 2022).

6.6.16 Policy DM6 provides further criteria for the design of tall buildings, including to conserve and enhance the significance of heritage assets, their setting and the wider historic environment that would be sensitive to taller buildings.

6.6.17 The policy also seeks to protect and preserve existing locally important and London-wide strategy views in accordance with Policy DM5 (with Figure 2.1 confirming that the site does not directly interact with any locally significant views and vistas). An urban design analysis is required to be submitted with applications for tall buildings assessing the proposal in relation to the surrounding context.

6.6.18 Policy AAP6 states that, in line with Policy DM6 (Figure 2.2), the Tottenham Hale Growth Area has been identified as being potentially suitable for the delivery of tall buildings.

Proposed Tall Building

6.6.19 Given that London Plan Policy D9 is the most up-to-date development plan policy on tall buildings and includes the most comprehensive set of impact criteria and covers nearly all the criteria covered in Haringey’s own tall buildings policies, this has been used as a basis of an assessment. It incorporates most of the relevant criteria set out in Local Plan Policy DM6, although specific criteria from this policy are also addressed below.

6.6.20 Location - As stated above, there is clear and specific policy support for the principle of tall buildings in the Tottenham Hale Growth Area and this site was identified as suitable for a tall building in the District Centre Framework evidence based for this Tottenham Area Action Plan.

6.6.21 Visual impacts – Part C (1) of London Plan Policy D9 sets out the following relevant criteria that are addressed in turn.

(a) (i) long-range views – the top of proposed tall buildings should make a positive contribution to the existing and emerging skyline and not adversely affect local or strategic views.

(a) (ii) mid-range views - the form and proportions of tall buildings should make a positive contribution to the local townscape in terms of legibility, proportions and materiality.

Officers consider that the scheme would meet these criteria and these are assessed in detail below (under the heading of local and strategic views).

(a) (iii) immediate views from the surrounding streets – the base of tall buildings should have a direct relationship with the street, maintaining the pedestrian scale, character and vitality of the street. Where the edges of the site are adjacent to buildings of significantly lower height or parks and other open spaces there should be an appropriate transition in scale between the tall building and its surrounding context to protect amenity or privacy.

The application scheme would relate well with the street and the lower buildings that it would spring from.

(b) whether part of a group or stand-alone, tall buildings should reinforce the spatial hierarchy of the local and wider context and aid legibility and wayfinding.

The crown of the building is formed by extending the vertical grid by two more floors than lower down, with the top floor being an open loggia to the roof terrace. This means the building would have a strong family resemblance to other tall buildings in the vicinity, including the neighbouring completed Millstream Tower and currently under construction Argent tall buildings, which employ similar gridded elevational composition topped by a crown.

This makes the proposed tall building appropriate in this location, legible as a landmark and as part of a wider composition and striking and distinctive in design, capable of being seen as beautiful. The urban design analysis and 3D model views of the proposal satisfactorily shows that the tower could be a successful and elegant landmark, contributing to the planned cluster of tall buildings.

(c) architectural quality and materials should be of an exemplary standard to ensure that the appearance and architectural integrity of the building is maintained through its lifespan.

The architectural expression is composed of a grid of vertical brick ribs at every window balanced against horizontal glass reinforced concrete (GRC) bands generally every three floors.

The ribs and consequent vertically proportioned fenestration give the elevations a slenderness, whilst the horizontal bands give a human scale and allow the tall elevations to be read as a distinct two storey base, middle sections of five repeated groups of three floors and crowning top of five floors, with larger windows between fewer, wider brick ribs at the base more characteristic of town centre buildings and the crown opening up at the very top.

Infill spandrel panels of green glazed brick between windows and on the more blank sections of the flank elevations add colour, vibrancy and changing reflected light effects. The shoulder element along Hale Road stretches the ribs over five

storeys of a single “middle” with a loggia top continued across the communal amenity rooms of the seventh floor, making the tower appear to float over the shoulder on this side.

The seven storey external frame on The Hale side, also in brick verticals and GRC horizontals matches this shoulder, as well as providing essential wind baffling to the side most exposed to prevailing wind and additional sun shading and create a canopy-portico to the main entrance.

Although precise materials and details will be secured by condition, those proposed in the application, especially the soft buff and green glazed bricks and stone-like GRC, will be beautiful, durable, and complementary to the existing and emerging context.

The overall architectural approach, especially the gridded facades and use of brick, will also match the other new high and lower rise buildings making up this vibrant new town centre at Tottenham Hale.

(d) proposals should take account of, and avoid harm to, the significance of London’s heritage assets and their settings. Proposals resulting in harm will require clear and convincing justification, demonstrating that alternatives have been explored and that there are clear public benefits that outweigh that harm.

The building should positively contribute to the character of the area. The potential impacts on above ground heritage assets is addressed under Impact on heritage assets including affected conservation areas below. In summary, officers consider that the proposed building, when visible from the built heritage assets in the vicinity of the application site and beyond, would be seen and experienced in the context of the wider regeneration of the area and the cluster of other tall buildings.

The proposal would not appear overly prominent and would be perceived as part of the existing and emerging cluster of tall buildings at The Hale. The proposed development would not have any further impact on the built historic environment. Therefore, the proposed development would not result in any further harm to the significance of the built heritage assets in the borough.

(g) buildings should not cause adverse reflected glare.

The building has been appropriately designed to respond to its use, the range of internal environments proposed and the surrounding context. The predominately masonry elevations comprise a material palette of brick, metal and reconstituted stone with punched windows. As a result of the prevailing materiality and massing of the proposal, there is unlikely to be no adverse reflected glare.

(h) buildings should be designed to minimise light pollution from internal and external lighting.

There are no proposals to externally illuminate the proposed tall buildings and officers do not consider that there would be any significant adverse effects from internal lighting for this site given the emerging form of development in the area.

6.6.22 Functional impacts – Part C (2) of London Plan Policy D9 sets out the following relevant criteria that are addressed in turn:

- *(a) the internal and external design, including construction detailing, the building's materials and its emergency exit routes must ensure the safety of all occupants.*

Fire safety is addressed below and is considered acceptable subject conditions.

- *(b) buildings should be serviced, maintained and managed in a manner that will preserve their safety and quality, and not cause disturbance or inconvenience to surrounding public realm. Servicing, maintenance and building management arrangements should be considered at the start of the design process.*

The London Plan (supporting text 3.4.9 for Policy D4) stresses the importance of these issues for higher density developments. Vehicular servicing is discussed under Transportation, parking, and highway safety below and is considered acceptable subject to a Delivery and Servicing Plan (which is recommended by planning condition).

Servicing, maintenance and building management has been considered since the start of the design process. The applicant's DAS summarises the proposed cleaning and maintenance strategy and this is considered acceptable. The applicant's DAS indicates how all residents would be given the right to access on-site amenities. The accommodation would be managed by an authorised provider of student accommodation.

- *(c) entrances, access routes, and ground floor uses should be designed and placed to allow for peak time use and to ensure there is no unacceptable overcrowding or isolation in the surrounding areas.*

The proposed building would be accessed from a generously sized double height lobby area directly from The Hale, which is considered acceptable. The proposed entrance and lobby area is prominent and legible, which is welcomed.

- *(d) it must be demonstrated that the capacity of the area and its transport network is capable of accommodating the quantum of development in terms*

of access to facilities, services, walking and cycling networks, and public transport for people living or working in the building.

The capacity of the transport network is addressed under Transportation, parking, and highway safety below. In summary, this is considered to be acceptable.

- *(e) jobs, services, facilities and economic activity that will be provided by the development and the regeneration potential this might provide should inform the design so it maximises the benefits these could bring to the area, and maximises the role of the development as a catalyst for further change in the area.*

The proposed ground floor commercial units and associated economic activity/job opportunities would make a positive contribution towards the regeneration of the area, as would the occupants who would use local shops and services.

- *(f) buildings, including their construction, should not interfere with aviation, navigation or telecommunication, and should avoid a significant detrimental effect on solar energy generation on adjoining buildings.*

The site is not within an 'aerodrome safeguarding' zone and subject to the inclusion of aircraft warning lights (on construction cranes and completed buildings) required by regulations, the proposed tall buildings are considered acceptable.

It would be possible to use s106 planning obligations to ensure high-speed broadband connectivity is designed into the development, ensuring high-quality digital connectivity for new residents (without the need for external dishes/antenna).

Proposed roof-top PV arrays are addressed under Energy, Climate Change & Sustainability below and are considered acceptable (there are no existing PV arrays on buildings in the area that would be adversely affected).

6.6.23 Environmental impacts – Part C (3) of London Plan Policy D9 sets out the following relevant criteria that are addressed in turn:

- *(a) wind, daylight, sunlight penetration and temperature conditions around the building(s) and neighbourhood must be carefully considered and not compromise comfort and the enjoyment of open spaces around the building.*

In summary, subject to ensuring that all necessary wind mitigation measures are incorporated into the proposed scheme beyond those incorporated into the design itself; and that landscaping is managed and maintained, no likely

significant residual wind effects are predicted and the likely resultant wind environment for future residents is considered acceptable.

Wind is addressed in full under the Wind and Microclimate section below.

Daylight and sunlight impacts on neighbouring properties is assessed under the *impact on the amenity of adjoining occupiers* section; and temperature conditions are assessed under *Energy, Climate Change and Sustainability*.

- *(b) air movement affected by the building(s) should support the effective dispersion of pollutants, but not adversely affect street-level conditions.*

Potential air quality impacts are addressed under Air Quality below and are considered to be acceptable.

- *(c) noise created by air movements around the building(s), servicing machinery, or building uses, should not detract from the comfort and enjoyment of open spaces around the building.*

Potential noise and vibration impacts on future occupants are addressed under *Quality of Residential Accommodation* below, with the affect on neighbours assessed under *impact on the amenity of adjoining occupiers* above and are considered to be acceptable, subject to approval of glazing details (which is to be reserved by a recommended planning condition).

6.6.24 Cumulative impacts – Part C (4) of London Plan Policy D9 requires the cumulative visual, functional, and environmental impacts of proposed, consented and planned tall buildings in an area to be considered when assessing tall building proposals.

6.6.25 The Townscape and Visual Impact Assessment (TVIA) takes account of subsequent permissions and the application scheme. The study area for the assessment of townscape effects has been set at a 0.5 kilometre (km) radius from the application site.

6.6.26 The purpose of the assessment is to identify an area across which the proposed development would likely impact and effect the townscape and people's views. The proposed study area is considered to be proportionate to the proposed development and whilst it may be perceived beyond the study area, it is assessed that it would not result in townscape or visual effects, due to the combination of distance and intervening features.

6.6.27 As outlined above, London Plan Policy D9 identifies most of the relevant criteria in Local Plan Policy DM6. However, a number of specific Local Plan criteria are addressed below:

- *Policy DM6 requires proposals for tall buildings to have regard to the Council's Tall Buildings and Views SPD.*

The Council has not prepared such an SPD (the former Supplementary Planning Guidance 1c on Strategic Views was withdrawn in July 2014).

- *Policy DM6 (D) (a) requires tall buildings within close proximity to each other to avoid a canyon effect.*

The proposed building would leave a gap of 13m to the neighbouring building to the south (North Island/Building 3) at upper floor levels. This distance increases to 18 and 19m to the west beyond the eastern projection. Given this, officers do not consider that there would be a canyon-like arrangement as the gap would open up as you move south and/or west.

These distances are similar to the distances between other buildings on the island and also similar to distances between buildings in other high density locations across London.

The distances are also similar to those between Building 3 and the building masterplanned by Argent for the site. Although slightly further away, the masterplan building proposed a distance of 16m between buildings. The proposed building also forms one of a cluster of tall buildings in a district centre that are intended to be sited close to one another in order to optimise sites.

- *Policy DM6 (D) (c) requires tall buildings to avoid coalescence between individual buildings.*

The proposed building is one of a cluster of tall buildings that are meant to be seen together to indicate the location of Tottenham Hale District Centre. The variation in form, design, and materiality means that the different buildings can be distinguished. The gap to the south also ensures that there is relief between the nearest Argent building that gets larger to the west within the amenity space.

- *Policy DM6 (D) (d) requires applications for tall buildings to demonstrate how they collectively contribute to the delivery of the vision and strategic objectives for the area.*

The submitted corrected TVIA, DAS and DAS Addendum do this and officers have taken account of this assessment when considering the proposals.

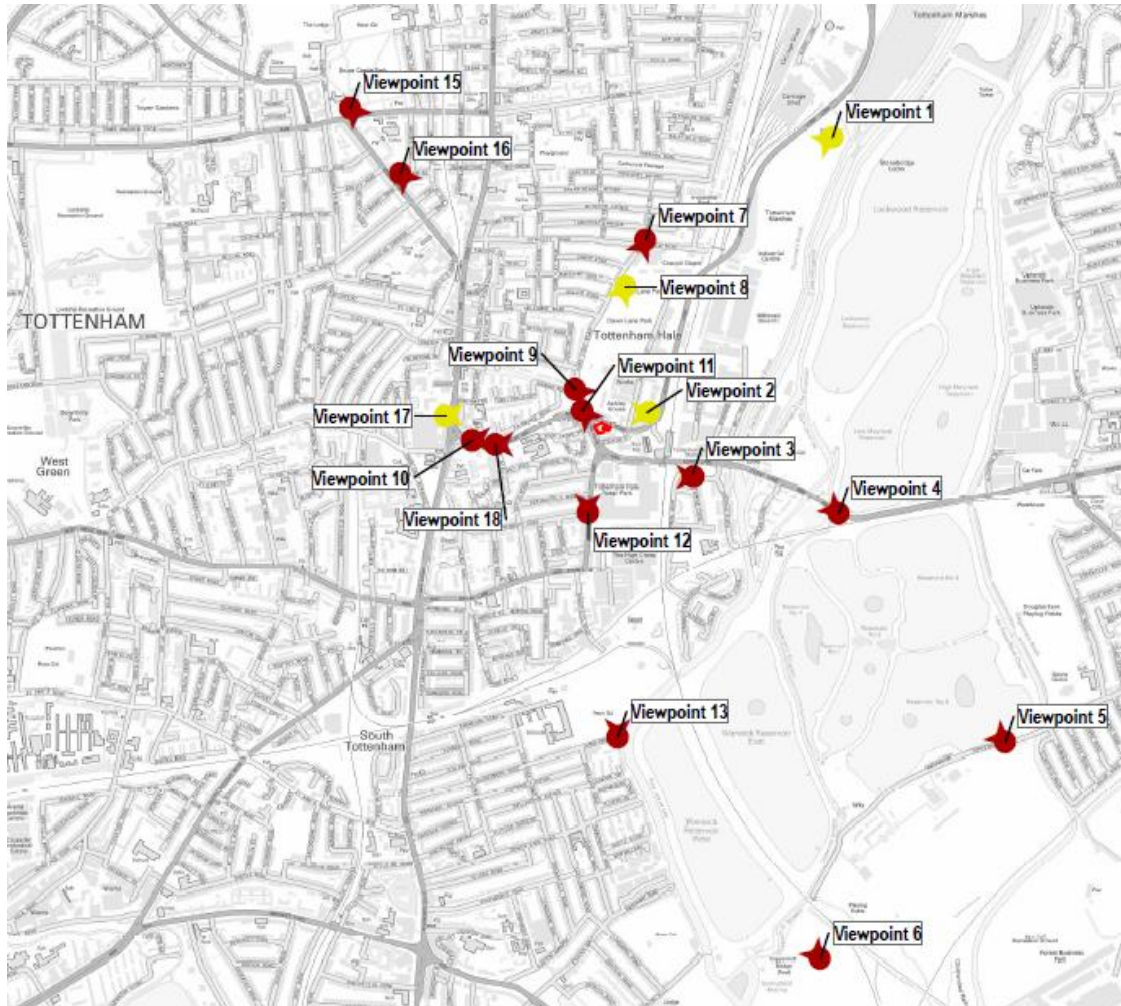
- *Policy DM6 (E) – requires the submission of a digital 3D model to assist assessment.*

This has been done and officers have used this to help them consider the proposals.

Townscape and Visual Effects

- 6.6.28 London Plan Policies D9 and HC4 make clear that development should not harm Strategic Views, with further detail provided in the Mayor's London View Management Framework (LVMF) SPG. At the local level, Policy DM5 designates local views and the criteria for development impacting local view corridors.
- 6.6.29 The Townscape and Visual Impact Assessment (TVIA) considers likely significant townscape and visual effects across the study area. This has also helped inform the assessment of likely significant effects on built heritage, which is addressed below under 'Impact on heritage assets including affected conservation areas'. As part of the TVIA, four verifiable views have been produced. The site does not fall within any Strategic Views identified in the Mayor's London View Management Framework (LVMF) or within any Locally Significant Views as identified in Policy DM5.
- 6.6.30 A view from the terrace at Alexandra Palace has been included in the TVIA which is Assessment Point 1A.2 ('London Panorama: Alexandra Palace') as set out in the LVMF SPG. While visible in the view, the proposal sits some distance east of the 'Landmark Viewing Corridor' and 'Wider Setting Consultation Area', well away from the Protected Vista of St. Paul's Cathedral.
- 6.6.31 The views are identified as follows in Figure 10 below:

Figure 10 – Cut out of Viewpoints included in the TVIA



6.6.32 In terms of visual impacts, the TVIA finds the proposed building would have the following visual impact as shown in Figure 11 below:

Figure 11 –TVIA Summary of Visual Effects

Visual Receptor	Impact	Effect
Viewpoint 1 – recreational users from Tottenham Hale Marshes.	Low	Minor Beneficial
Viewpoint 2 – pedestrians, motorists and visitors on Watermead Way	Medium	Moderate Beneficial
Viewpoint 3 – residents from Jarrow Road	Low	Minor Beneficial
Viewpoint 4 –motorists and pedestrians alongside the A503	Very Low	Negligible Beneficial
Viewpoint 5 – residents and motorists from Coppermill Lane	Very Low	Negligible Beneficial
Viewpoint 6 – recreational users from Walthamstow Marshes	Very Low	Negligible Beneficial
Viewpoint 7 – residents of Dowsett Road and Park View Road	Low	Minor Beneficial
Viewpoint 8 – recreational users of Downs Lane Park	Low	Minor Beneficial
Viewpoint 9 – residents, pedestrians and motorists from junction of Chestnut Road and Park View Road.	Medium	Moderate Beneficial
Viewpoint 10 –motorists and pedestrians from junction of Monument Way and High Road	Low	Minor Beneficial
Viewpoint 11 – pedestrians and motorists from The Hale	Medium	Minor Beneficial
Viewpoint 12 –pedestrians, motorists from Broad Lane	Low	Negligible Beneficial
Viewpoint 13 – recreational users from Marketfield Recreation Ground	Low	Minor Beneficial
Viewpoint 14 – recreational Users from the South Terrace at Alexandra Palace	Very Low	Negligible Beneficial
Viewpoint 15 – residents, pedestrians and motorists from Bruce Grove North	Low	Minor Beneficial
Viewpoint 16 – residents, pedestrians and motorists from the junction of Bruce Grove and Elmhurst Road	Low	Minor Beneficial
Viewpoint 17 – motorists from Monument Way Junction	Low	Minor Beneficial
Viewpoint 18 – motorists from Monument Way	Low	Negligible Beneficial

6.6.33 As can be seen from the table above the effects are found to range from negligible to minor with two of the views found to have moderately beneficial effects. Officers agree with this assessment and consider the proposal to have an overall beneficial effect, completing the redevelopment of the island in a sympathetic way that aligns with the objectives of the DCF and AAP.

6.6.34 The proposals will form part of the emerging cluster of tall buildings at Tottenham Hale, and the impact would be negligible, with no harm to the setting of St. Paul's Cathedral. A total of 18 representative viewpoints were identified and tested,

which represented a range of people's views from different locations, elevations, distances, and user groups, e.g. residents or recreational users.

- 6.6.35 With the implementation of the Argent Masterplan (HGY/2018/2223); 1 Station Square (HGY/2016/3932); Berol Yard (HGY/2017/2044); and Ashley Gardens (HGY/2017/2045), the townscape context to the application site will be one of taller buildings, with a higher architectural quality and detailing, resulting in an improved townscape structure. The visibility of the site will also reduce in longer distance views, due to the screening by these intervening buildings.
- 6.6.36 The TVIA identifies a number of aspects that the proposal should deliver on. Officers are of the view that the proposal reinforces the vision for the Tottenham Hale Neighbourhood Area (as part of the Tottenham AAP) and strengthens the key transport node at Tottenham Hale Station. It reflects the massing of emerging nearby development of around 20-25 storeys and would be a landmark and focal point that distinguishes this location of civic importance, also contributing to a sense of place.
- 6.6.37 The building would be elegant and well proportioned, and visually interesting when viewed from any distance or direction and include a varied and articulated façade so as to reduce the perceived mass of the building in local views and positively engage with the street environment. The height would also be perceived as stepping down in scale from taller buildings more centrally within the district centre.
- 6.6.38 The articulation, materials and rendering to the façade of the proposal would be well proportioned between the lower, middle, and upper parts of the building, with the proportions reinforced by the string course. The façade articulation would be visually interesting with divisions across the façade, variation between the lower, middle, and upper parts of the building and windows that would reduce the perceived mass of the taller parts of the building as well as enhance the local townscape structure.
- 6.6.39 The horizontal form of the upper part of the proposed development would also reflect the horizontal forms of other buildings within the immediate context, with the height of the proposal forming a landmark by being seen as stepping up in height to be one of the taller buildings in the townscape.
- 6.6.40 In longer distance views, the proposal would remain a small part of the wider view. However, its height would aid in enhancing the townscape structure and further demarcating Tottenham Hale. Similarly, in mid-range views, the upper parts of the proposal would be seen in the context of existing tall buildings, reflecting the townscape structure.
- 6.6.41 The TVIA notes how the magnitude of impact (change) at the application site would be high due to the substantial addition of the new building, which is

considerably taller than the existing buildings. However, the proposal would be one of a cluster of tall buildings and the architectural detailing and design is assessed as a beneficial change, which would improve the character of the site and enhance its position within the townscape at a key node.

- 6.6.42 The TVIA indicates that there would be improvements to the Local Townscape Character Areas (LTCA) due to the higher architectural detailing and visual interest of the proposed building. It notes how it would establish a more coherent relationship with the surrounding road networks, through its height forming a focal point at a key node whilst providing visual interest to the skyline.
- 6.6.43 The TVIA states that the building would improve the legibility and the sense of an 'arrival and the gateway' into this part of Tottenham Hale. Its massing and horizontal roof profile reflects surrounding buildings. It concludes that this would lead to minor beneficial effects with neutral impacts to the wider local character areas.
- 6.6.44 The building would be visible in close, mid, and long range views to varying degrees, with the increased distance from the application site reducing the extent of visibility to the upper parts of the building. In close range views, including from Chestnut Road and Park View Road, the proposal would form a noticeable new feature to the composition of the view.
- 6.6.45 It would introduce high quality articulation via its materials and achieve a coherent interface with the streetscape with a well-defined lower ground floor that reflects and responds to other built elements on the island approach to the Tottenham Hale District Centre.
- 6.6.46 In mid-range views, including Downs Lane Park and Tottenham Hale Marshes, the TVIA acknowledges that the upper parts of the 24 storey building would be visible, with screening to the lower parts of the proposal from intervening vegetation. The proposal would form part of a cluster of tall buildings on the skyline and provide additional visual interest to that formation of buildings, completing the island.
- 6.6.47 As noted above, in longer range views from Alexandra Palace, the proposal would be visible, seen above the intervening vegetation and buildings, in the background of the view and part of a consolidated cluster of tall buildings, complementing the massing of buildings in the Tottenham Hale District Centre. All in all the visual effects are predicted to range between negligible beneficial and moderate beneficial.
- 6.6.48 A correction to the TVIA dated 25 February 2022. The corrections related to the cumulative massing shown in the visualisations. The visualisations have now been updated with corrected cumulative schemes and are now considered to represent a complete and accurate view.

The corrections show this cumulative massing differently but still shows a building that sits comfortably in its context.

- 6.6.49 Moreover, the TVIA assessment is one of several tools that have been used to assess the townscape and visual impact of the scheme, such as site visits and 3D modelling. The corrected images fairly reflect the cumulative massing and further support the decision making process. The proposal is more obvious in the corrected images but still forms part of a tall building cluster in a District Centre that is being regenerated, developed. and optimised.
- 6.6.50 Therefore, it is possible to make an assessment of the impact of the scheme against the masterplan and respond to comments around coalescence. As such, Officers agree with the conclusions of the TVIA which indicates that the proposal would raise the standard of design in the area and would integrate with the overall form and layout of other tall buildings, resulting in beneficial townscape and visual effects in accordance with the development plan.
- 6.6.51 The proposal would respect the local context and character in townscape and visual terms, whilst the height and materials of the proposed building would enhance the District Centre, successfully integrating within the townscape and visual context.
- 6.6.52 The GLA Stage 1 response raises concerns about the height of the proposal. It states in paragraph 46 of the report that 'any proposed tall building on the application site will be viewed as part of this master planned cluster and should accordingly respond to its context'.
- 6.6.53 Paragraph 48 then goes on to say that the height of the building represents an abrupt change in urban scale towards the predominantly 3-4 storey existing context. This is the same for every tall building in the cluster and in previous paragraphs their own assessment has stated that the building should be assessed against the tall building cluster that it forms a part of.
- 6.6.54 Paragraph 48 then goes on to say that the rationale for creating a marker at this location is unconvincing as the presence of a tall building cluster and the consented 39-storey building located next to the train station is considered sufficient as a marker for the area and to aid legibility.
- 6.6.55 These comments do not take account of the District Centre Framework which identified the site as being a location appropriate for a taller building and indicated a building 60% taller than buildings to the south. This is shown in Figure 12 below. They also do not consider the massing wave in the DCF and the emerging massing wave which identifies a taller building then a lull and then an increase at the station again.

Figure 12 – DCF page 156 – Image showing Aerial view of Monument Way and Welbourne Centre massing looking east; and Massing waves – showing the DCF wave, the emerging wave, and the emerging wave with the proposal within it.



Aerial view of Monument Way and Welbourne Centre massing looking east

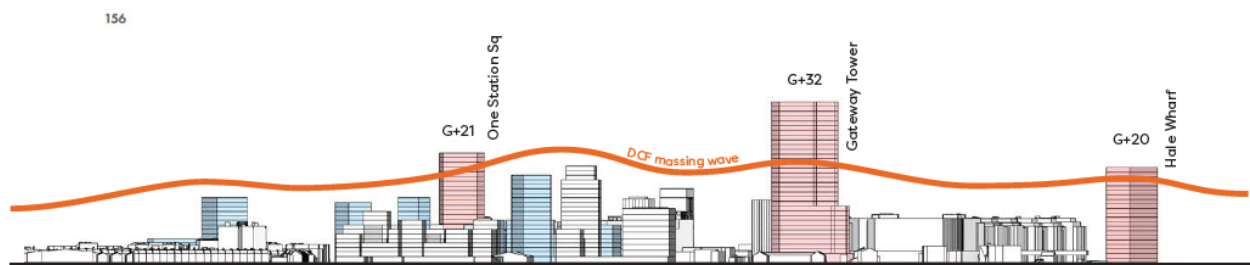


Figure 5.86: Section showing the emerging heights and DCF

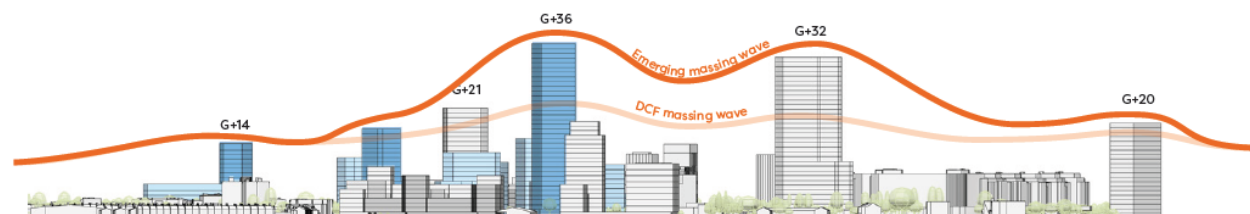
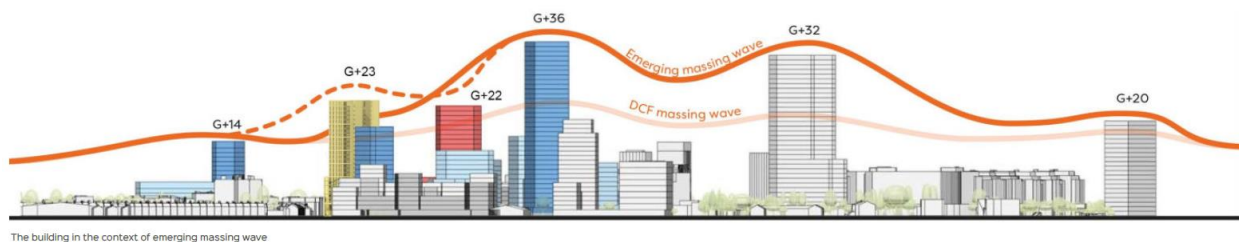


Figure 5.87: Plan showing the emerging heights and DCF



6.6.56 Assertions are also made about the height maybe resulting in reduced western sunlight penetration into the cluster of tall buildings – however, this is not supported by any evidence or data. The impacts of daylight/sunlight have been assessed above and are considered to be acceptable.

6.6.57 The level of contribution to the public realm is also questioned the proposal is the last building/parcel of land to be developed on the island. As such, much of the public realm has or is being delivered. In any event, the scheme would contribute £188,769.00 to be paid to the Council for resurfacing, street furniture, and landscaping works immediately adjacent to the site and associated project management fees. This is considered to be proportionate given the circumstances.

6.6.58 The GLA comments are noted, and although the transition between the scale of the existing and emerging development context is abrupt. the DCF always envisioned a taller building at the apex where the site is and, therefore, the height is considered to be acceptable.

6.6.59 The findings of the TVIA are considered to be sound and Officers agree that the proposal would respect the local context and character in townscape and visual terms, whilst the height and materials of the proposed building would enhance the District Centre, successfully integrating within the townscape and visual context and having an acceptable impact on strategic and local views.

Inclusive Design

6.6.60 London Plan Policies GG1, D5 and D8 call for the highest standards of accessible and inclusive design, people focused spaces, barrier-free environment without undue effort, separation, or special treatment.

6.6.61 The applicant's DAS explains how the proposed scheme has been designed to meet inclusive design principles and good practice. All external routes, footway widths, gradients and surfacing would respect the access needs of different people. The proposed amenity spaces are designed to be safe at different times of the year.

6.6.62 Building access, internal corridors and vertical access are capable of meeting Building Regulations. As discussed under Transportation and Parking below, a contribution to cover the feasibility, design, and implementation of a disabled

users' parking space along Hale Road is recommended and proposed cycle parking includes spaces for 'adaptive' and large bikes/mobility scooters.

- 6.6.63 Overall, officers are satisfied that the proposed scheme would be accessible and inclusive. The particular requirements in relation to wheelchair accessible accommodation is discussed under Quality of Residential Accommodation below.

Secured by Design

- 6.6.64 London Plan Policies D1-D3 and D8 stress the importance of designing out crime by optimising the permeability of sites, maximising the provision of active frontages and minimising inactive frontages.
- 6.6.65 The proposed layout incorporates a good front to back relationship and includes active ground floor frontages in the form of commercial units, concierge/reception with front doors on the streets. This should all help ensure a safe and secure development and an active public realm.
- 6.6.66 The detailed design of the public realm, including proposed landscaping and lighting, are also considered acceptable. The proposed roof top private communal amenity spaces have been suitably designed to safeguard safety and security.
- 6.6.67 The applicant's DAS and DAS addendum sets out a number of detailed access features that are intended to be incorporated into the scheme. The Metropolitan Police's Designing Out Crime Officer (DOCO) raises no objection in principle, subject to a condition. If planning permission were to be granted, it would be possible to use a planning condition to require Secured by Design accreditation and ensure the DOCO's continued involvement in detailed design issues.

Development Design – Summary

- 6.6.68 The recently published NPPF (July 2021) makes beauty and placemaking a strategic policy and places an emphasis on granting permission for well-designed development and for refusing it for poor quality schemes, especially where it fails to reflect local design policies and government guidance contained in, amongst other things, the National Design Guide (January 2021). London Plan and Local Plan policies require high-quality design and the HRWMF provides local guidance on place-making and design for Site Allocation NT5.
- 6.6.69 Officers consider that the proposed scheme is a well thought through and elegantly designed response to the site. The proposal would complete the masterplan being delivered on the island and would realise the aims and objectives of the DCF for the site in a way that optimises a constrained parcel of land.

6.6.70 A detailed assessment of the proposed tall building against London Plan Policy D9, Local Plan Policies SP11, AAP6 and DM6 finds that, overall, the height is successfully justified in accordance with this policy and guidance. In particular, whilst it is taller than neighbouring structures, a taller building was always envisioned in the DCF and the detailed design is sculpturally interesting in longer views, connects well to the ground with entrances whilst having a clear separate base, middle and top.

6.6.71 Views of the development show it would complement a cluster of tall buildings, and by completing the cluster, would be in accordance with the previously approved masterplan for the island. The QRP supported the scale and massing of the scheme and gave the proposals warm support. The proposed layout, distribution of uses and design would provide an accessible, safe, and secure environment for future residents and the general public.

6.7 Impact on heritage assets including affected conservation areas

6.7.1 Paragraph 196 of the revised NPPF sets out that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

6.7.2 Policy SP12 of the Local Plan seeks to maintain the status and character of the borough's conservation areas. Policy DM6 continues this approach and requires proposals affecting conservation areas and statutory listed buildings, to preserve or enhance their historic qualities, recognise and respect their character and appearance and protect their special interest.

6.7.3 Policy AAP5 speaks to an approach to Heritage Conservation that delivers "well managed change", balancing continuity and the preservation of local distinctiveness and character, with the need for historic environments to be active living spaces, which can respond to the needs of local communities.

6.7.4 Policy HC1 of the London Plan states that development proposals affecting heritage assets, and their settings, should conserve their significance, by being sympathetic to the assets' significance and appreciation within their surroundings.

6.7.5 The policy further states that development proposals should avoid harm and identify enhancement opportunities by integrating heritage considerations early on in the design process. The Planning (Listed Buildings and Conservation Areas) Act 1990 sets out the statutory duties for dealing with heritage assets in planning decisions.

6.7.6 In relation to listed buildings, all planning decisions should "have special regard to the desirability of preserving the building or its setting or any features of

special architectural or historic interest which it possesses” and in relation to conservation areas, “special attention should be paid to the desirability of preserving or enhancing the character or appearance of that area”.

- 6.7.7 The NPPF states that when considering the impact of the proposal on the significance of a designated heritage asset, great weight should be given to the asset’s conservation and the more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting.
- 6.7.8 This application follows previous permissions for tall buildings in the wider area of the application site, including buildings within the Argent Masterplan Area, adjacent to the site. The impact of these buildings on the built historic environment has been assessed as part of the relevant applications.
- 6.7.9 There are several designated and non-designated heritage assets in the vicinity of the application site. These include the locally listed Berol House 25 Ashley Road; the Grade II listed late 18th century house on no. 62 High Cross Road; and a number of conservation areas, mainly located along the Tottenham High Road Historic Corridor, including the Tottenham Green and the Bruce Grove Conservation Areas. The Tottenham Green Conservation Area is located approximately 500 metres to the west of the site.
- 6.7.10 A heritage assessment has been submitted in support of this application which includes a number of verified views showing the proposed development from previously agreed points from the Tottenham Green and Bruce Grove Conservation Areas.
- 6.7.11 The District Centre has and is experiencing extensive redevelopment, including the construction of new tall buildings, some of which have already been constructed or are in the process of construction.
- 6.7.12 The proposed building, when visible from the built heritage assets in the vicinity of the application site and beyond, would be seen and experienced in the context of the wider regeneration of the area and the cluster of other tall buildings, some of which are taller than the proposed development.
- 6.7.13 The application site is located approximately 300 metres east from a Grade II listed building at number 62 High Cross Road. The Heritage Statement sets out that the proposal would be visible from within the asset’s setting including locations on Monument Way and on Stainby Road to the south, and that from these locations the proposal would be viewed in the context of the existing tall buildings in the vicinity of the site.
- 6.7.14 The heritage statement sets out that the presence of the proposal in the streetscape would not affect the significance of the listed building which is

manifested in its historic and architectural interest and that “the asset will continue to be readable as a remnant of 18th century Tottenham and will not be subject to harm”.

6.7.15 GLA Officers conclude that there is an element of harm to significance of the building through visual impact on the setting and consider the level of this harm to be less than substantial harm.

6.7.16 Tottenham High Cross, a Grade II listed building, is located approximately 500 metres west of the proposal at the junction of High Road and Monument Way. The Heritage Statement sets out that the proposal would be visible in views along Monument Way from the junction including from a point immediately to the west of the asset on the east side of High Road, and that in these views the proposal would appear as a distant tall building in the context of existing tall buildings immediately to the east of the site and to the north of Ferry Lane east of the railway line.

6.7.17 GLA Officers consider that that there is an element of harm to significance of the building through visual impact of the proposal on the setting of the listed building and consider the level of this harm to be less than substantial harm.

6.7.18 Officers consider that when the proposed development is seen from the Tottenham Green and Bruce Grove Conservation Areas and associated statutory and locally listed buildings, the proposed development would not appear overly prominent, but rather in the background and would be perceived as part of the existing and emerging cluster of tall buildings in Tottenham Hale.

6.7.19 GLA Officers consider that that there is an element of harm to significance through the visual impact of the proposal on the setting of the Tottenham Green Conservation Area and consider the level of this harm to be less than substantial harm. This is due to the presence of the proposal in views from the north side of Tottenham Green along Colsterworth Road, and its visibility from locations within the setting of the Conservation Area on Chestnut Road and Park View Road.

6.7.20 The appearance of the proposal in these views would be as a distant part of the streetscape which would not affect the integrity or significance of the Conservation Area. Officers agree with the findings in the Heritage Assessment submitted in support of the application which states that building would not detract from the nature of the Conservation Area or interfere with the relationships of the buildings within it.

6.7.21 The Legal Position on the impact of heritage assets is as follows. Section 72(1) of the Listed Buildings and Conservation Areas Act 1990 provides: “In the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing

the character or appearance of that area.” Among the provisions referred to in subsection (2) are “the planning Acts”.

- 6.7.22 Section 66 of the Act contains a general duty as respects listed buildings in exercise of planning functions. Section 66 (1) provides: “In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”
- 6.7.23 The Barnwell Manor Wind Farm Energy Limited v East Northamptonshire District Council case tells us that “Parliament in enacting section 66(1) intended that the desirability of preserving listed buildings should not simply be given careful consideration by the decision-maker for the purpose of deciding whether there would be some harm, but should be given “considerable importance and weight” when the decision-maker carries out the balancing exercise.”
- 6.7.24 The judgment in the case of the Queen (on the application of The Forge Field Society) v Sevenoaks District Council says that the duties in Sections 66 and 72 of the Listed Buildings Act do not allow a Local Planning Authority to treat the desirability of preserving listed buildings and the character and appearance of conservation areas as mere material considerations to which it can simply attach such weight as it sees fit.
- 6.7.25 If there was any doubt about this before the decision in Barnwell, it has now been firmly dispelled. When an authority finds that a proposed development would harm the setting of a listed building or the character or appearance of a conservation area or a Historic Park, it must give that harm considerable importance and weight.
- 6.7.26 The authority’s assessment of likely harm to the setting of a listed building or to a conservation area remains a matter for its own planning judgment but subject to giving such harm the appropriate level of weight and consideration. As the Court of Appeal emphasised in Barnwell, a finding of harm to the setting of a listed building or to a conservation area gives rise to a strong presumption against planning permission being granted.
- 6.7.27 The presumption is a statutory one, but it is not irrebuttable. It can be outweighed by material considerations powerful enough to do so. An authority can only properly strike the balance between harm to a heritage asset on the one hand and planning benefits on the other if it is conscious of the strong statutory presumption in favour of preservation and if it demonstrably applies that presumption to the proposal it is considering.

- 6.7.28 In short, there is a requirement that the impact of the proposal on the heritage assets be very carefully considered, that is to say that any harm or benefit needs to be assessed individually in order to assess and come to a conclusion on the overall heritage position. If the overall heritage assessment concludes that the proposal is harmful then that should be given "considerable importance and weight" in the final balancing exercise having regard to other material considerations which would need to carry greater weight in order to prevail.
- 6.7.29 GLA Officers have assessed the proposal and consider it to cause less than substantial harm to the setting of listed buildings number 62 High Cross Road, & Tottenham High Cross, as well as to the Tottenham Green Conservation Area. The Stage 1 report does not identify the level of less than substantial harm that they believe results from the proposal.
- 6.7.30 Whilst Officers do not agree with this assessment, it is acknowledged that it is a finely balanced and subjective assessment. As such, officers believe it to be appropriate to consider not only the level of harm but also whether this would be outweighed by sufficient public benefits to warrant acceptance.
- 6.7.31 GLA officers identify an element of harm to the Conservation Area due to the visibility of the proposal from within it. Similarly the proposal would be visible in the setting of number 62 High Cross Road and Tottenham High Cross in views looking eastwards. The proposal would be visible in these views but would be a distant feature that would be viewed in the context of the existing tall buildings immediately to the east of the site and to the north of Ferry Lane east of the railway line.
- 6.7.32 Given the above, the impact of the proposal on the setting of these heritage assets over and above the existing situation would be modest to negligible. Whilst Officers and the applicant have found this to result in no harm, if harm was to be found then this would be at the lower level of less than substantial harm.
- 6.7.33 The proposal would deliver an equivalent figure of 180 homes (451 rooms of student accommodation), a significant contribution towards the adjacent public realm, and local infrastructure through CIL (See Social and Community Infrastructure section below), and a significant contribution towards affordable housing in the locality. The proposal is also considered to deliver townscape benefits in terms of the completion of the island with a marker building that realises the aims and objectives of the DCF.
- 6.7.34 Having carefully considered the issues, officers consider that the public benefits of the proposal, as summarised above, would outweigh the low level of less than substantial harm that could be seen to be caused to the setting of number 62 High Cross Road, Tottenham High Cross, and Tottenham Green Conservation Area.

6.7.35 For the reasons above, it is considered that the proposed development would not have any further impact on the built historic environment given the context within which it would be located. Therefore, the proposed development would not result in any further harm to the significance of the built heritage assets in the borough.

6.8 Quality of Residential Accommodation

- 6.8.1 As noted in the '*Compliance with DM15 and London Plan 2021 policy H15 (PBSA)*' section above, the London Plan requires student accommodation to provide adequate functional living space and layout. These factors have been assessed under that section and found to be acceptable.
- 6.8.2 DM DPD policy DM15 also requires that the accommodation is of a high quality, and provision is made for disabled students. The functional living space and layout section addresses quality and finds it to be high and acceptable. London Plan policies The London Plan does not specify a percentage of rooms that must be accessible and/or wheelchair adaptable, however, DPD policy DM15 requires provision to be made for units that meet the needs of students with disabilities.
- 6.8.3 Building Regulations require 5% of the total rooms to be wheelchair accessible (M4(3)b) (22.5 in total) which the application would exceed by providing 24. A further 24 rooms would be adaptable (M4(2)) with one of these rooms located on each floor. So in total 48 rooms (10%) could provide accommodation for students that use a wheelchair. Condition 4 is recommended which would ensure that the proposal delivers on this and caters for all.
- 6.8.4 Furthermore, level access would be provided from the street into the main reception area, the bike store and all the retail units. There would be a dedicated automatic outward opening door adjacent to the main entrance revolving door with appropriately located accessible facilities and required room, hallway, and door widths.
- 6.8.5 A large amount of both external and internal shared amenity space is proposed for the student use within the building. Each cluster would have its own amenity space consisting of a kitchen and lounge area totalling 1,098sqm across the development which on average, provides 4.0sqm of cluster amenity space per room of accommodation.
- 6.8.6 In addition to amenity space specific to each cluster, the development also proposes communal amenity space, which would be open to all residents, totalling 523sqm of internal communal amenity space.
- 6.8.7 There would be 301sqm of external amenity space which would provide 0.7sqm per student. In summary, the proposals are considered to provide a high standard of student accommodation and amenity for occupants.

- 6.8.8 Condition 8 is recommended which would ensure that there would be a satisfactory internal noise environment for occupiers of the rooms of accommodation by ensuring that the glazing specification and mechanical ventilation would be assessed by the LPA and required to meet British Standards relating to sound insulation and noise reduction. Condition 7 would also ensure appropriate noise insulation is provided between the accommodation and commercial uses at the lower floor levels.
- 6.8.9 A condition is also recommended which would ensure the development is implemented and operated in accordance with the submitted Estate Management Plan which identifies how the building would be managed and maintained.
- 6.8.10 Overall the quality of accommodation would be high for the intended use and the recommended conditions would ensure that this high standard is secured in perpetuity.

6.9 Social and Community Infrastructure

- 6.9.1 The NPPF (Para. 57) makes clear that planning obligations must only be sought where they meet the tests of necessity, direct relatability and are fairly and reasonably related in scale and kind to the development. This is reflected in Community Infrastructure Levy (CIL) Regulation 122.
- 6.9.2 London Plan Policy S1 states adequate provision for social infrastructure is important in areas of major new development and regeneration. This policy is supported by a number of London Plan infrastructure related-policies concerning health, education, and open space. London Plan Policy DF1 sets out an overview of delivering the Plan and the use of planning obligations.
- 6.9.3 Strategic Policy SP16 sets out Haringey's approach to ensuring a wide range of services and facilities to meet community needs are provided in the borough. Strategic Policy SP17 is clear that the infrastructure needed to make development work and support local communities is vital, particularly in the parts of the borough that will experience the most growth. This approach is reflected in the Tottenham Area Action Plan in Policies AAP1 and AAP11. DPD Policy DM48 notes that planning obligations are subject to viability and sets a list of areas where the Council may seek contributions. The Planning Obligations SPD provides further detail on the local approach to obligations and their relationship to CIL.
- 6.9.4 The Council expects developers to contribute to the reasonable costs of new infrastructure made necessary by their development proposals through CIL and use of planning obligations addressing relevant adverse impacts. The Council's Annual Infrastructure Funding Statement (December 2021) sets out what Strategic CIL can be used for (infrastructure list) and how it will be allocated (spending criteria).

Proposed Contribution

- 6.9.5 The south-western end of Down Lane Park is located close to the northern edge of the site, only Hale Road separates the two. The close proximity of the proposed building to the park and the number of rooms of student accommodation (451), would result in some additional pressure on the park in terms of use by residents and the subsequent investment, management and maintenance costs this additional usage would demand.
- 6.9.6 All other developments approved in this area have made contributions to local infrastructure such as Down Lane Park and public realm in the area and Officers initially negotiated a contribution of £660,715.00 to be paid to the Council for improvement and/or maintenance works to Down Lane Park. This figure would have equated to £3,670.63 for the equivalent number of housing numbers (180) or £1,465.00 per unit (451). This figure was equivalent to payments paid by recent developments in the area.
- 6.9.7 This figure is no longer chargeable as the scheme would now be liable to pay an the newly introduced (September 2022) Borough CIL levy. Prior to September the base rate was £15 per square metre (indexed). However, the CIL liability has increased to £85 per sqm for student accommodation. This would significantly increase the CIL charge.
- 6.9.8 The new CIL charge would be approximately £1,131,973.05 subject to indexation and the serving of the relevant forms and would be far greater than the previously agreed contribution. Monies from the CIL charge could still be allocated to the park and along with the highway/public realm works (see Transportation, parking, and highway safety section below) the contributions would adequately mitigate against the impacts of the scheme.

6.10 Transportation, parking, and highway safety

- 6.10.1 The NPPF (Para. 110) makes clear that in assessing applications, decision makers should ensure that appropriate opportunities to promote sustainable transport modes have been taken up and that the design of streets and other transport elements reflect national guidance (including the National Design Guide).
- 6.10.2 London Plan Policy T1 sets a strategic target of 80% of all trips in London to be by foot, cycle, or public transport by 2041 and requires all development to make the most effective use of land. Policy T5 encourages cycling and sets out cycle parking standards and Policies T6 and T6.1 to T6.5 set out car parking standards.

- 6.10.3 Other key relevant London Plan policies include Policy T2 – which sets out a ‘healthy streets’ approach to new development and requires proposals to demonstrate how it will deliver improvements that support the 10 Healthy Street Indicators and Policy T7 – which makes clear that development should facilitate safe, clean and efficient deliveries and servicing and requires Construction Logistics Plans and Delivery and servicing Plans.
- 6.10.4 Policy SP7 states that the Council aims to tackle climate change, improve local place shaping and public realm, and environmental and transport quality and safety by promoting public transport, walking, and cycling and seeking to locate major trip generating developments in locations with good access to public transport. This approach is continued in DM Policies DM31 and DM32.
- 6.10.5 DM Policy (2017) DM32 states that the Council will support proposals for new development with limited or no on-site parking where there are alternative and accessible means of transport available, public transport accessibility is at least 4 as defined in the Public Transport Accessibility Index, a Controlled Parking Zone (CPZ) exists or will be provided prior to the occupation of the development, parking is provided for disabled people, and parking is designated for occupiers of developments specified as car capped.

Transport Assessment

- 6.10.6 The Hale is part of Transport for London’s Road Network (TLRN) and as such TfL are the highway authority, whereas Hale Road and Station Road are both Haringey roads.
- 6.10.7 The site has a PTAL value of 6a which is considered ‘excellent’ access to public transport services. Multiple frequent bus services are available within 2 to 7 minutes’ walk of the site, as well as Tottenham Hale station with national rail and Underground services. The site is within the Seven Sisters CPZ, which has operating hours of 0800 – 1830 Monday to Saturday.

Site Access

- 6.10.8 The entrance to the development for pedestrians would be to the western flank at the northern end of the building, which would be accessible from the footways serving the site. There are continuous footways on The Hale and Hale Road and footway widths adjacent to the site range from approximately 2.5m to 3.7m on The Hale, and 2.4m to 1.7m on Hale Road. The applicant details the entrance would be set back.
- 6.10.9 Access to cycle parking facilities would be from ground level to some external short stay cycle parking to the front of the entrance and some for larger bikes and mobility scooters just inside the building. The bulk of the cycle parking would be within the basement, accessible via a lift.

Active Travel Zone/Healthy Streets Assessment

- 6.10.10 The Transport Assessment (TA) includes a virtual assessment of 7 different routes to public transport and other local facilities to accord with the Active Travel Zone/Healthy Streets Assessment approach. These route assessments did not highlight any particular issues as such but made references to how the eventual public realm arrangements need to contribute towards advancing the mayor's agenda towards a safer highway environment and increasing the use of active travel modes.
- 6.10.11 The assessments also include reference to the development making a contribution towards the area wide public realm improvements advancing with the redevelopment and regeneration taking place. It is appropriate for this development to make a financial contribution towards improving the public realm in the locality of the site and along the routes that users and residents would use to access local public transport and other facilities.
- 6.10.12 A proportionate contribution taking into account other development sites in the locality would be £188,769.

Trip generation

- 6.10.13 The TA predicts the numbers of new trips from both components of the development, and these are expected to be acceptable with respect to movements on the public highway or public transport services. The majority of trips would connect to the east towards the public transport services at Tottenham Hale bus and rail stations and the wider walking and cycling routes in the locality of the site.

Blue badge/disabled/mobility impaired parking, drop off and pick up

- 6.10.14 There are no blue badge/disabled parking spaces included in the proposal. This falls short of the requirements of the London Plan. There are physical restrictions due to the footprint and location of the site making on site provision very difficult without considerable costs.
- 6.10.15 The TA indicates that there are two blue badge bays on Station Road, 100m walk from the entrance to this development. This does exceed the suggested maximum walk distance of 50m as included within mobility access guidance, however, it is acknowledged that other recently permitted developments in the locality do not include blue badge parking within their curtilage and Tottenham Hale Underground Station is fully accessible with step free access from street to train.
- 6.10.16 The applicant's proposals are for any mobility impaired persons to be dropped off and picked up from the available loading bays on Hale Road and The

Hale, and there is a proposal to extend the loading bay on The Hale to facilitate provision of a facility for blue badge parking and drop off/pick up. This proposed arrangement would compromise the footway widths, however, this would be acceptable as the pedestrian flows at this particular location would be relatively low.

6.10.17 The applicant had proposed a monitoring regime to assess demands for blue badge drop off and parking with respect to the potential provision of the blue badge parking facility on Hale Road. However, officers consider this provision to be required upfront to enable such persons to use the building from first occupation.

6.10.18 After further investigation it was concluded that there would not be sufficient capacity on The Hale to extend the loading bay. However, there may be some capacity on Hale Road where a disabled bay could potentially be added to the end of the loading bay.

6.10.19 As the feasibility of this work needs to be interrogated, officers consider it reasonable to secure a contribution to cover the feasibility, design, and implementation (if viable) of a disabled users' parking space along Hale Road – potential total cost of £77,000.00 (of which £25,000.00 is required for the feasibility study and design, project management, Traffic Management Order and Road Safety Audit). The space would then be delivered at the earliest opportunity by the Council should it be viable, if it is found to be unviable the £52,000.00 for construction works and delivery would be refunded in the unexpected event that the works were found to be unfeasible.

6.10.20 There are proposals for the provision of three spaces for mobility scooter parking and charging at ground floor level. A condition is recommended which would ensure that details including the charging point specifications of these spaces are provided and delivered as approved. It is recommended that the use of the charging points be monitored and reviewed via the Travel Plan at regular times after first occupation and, if the need for them is not identified, these spaces converted for larger cycle parking. This will be enabled via the same mechanism in the legal agreement.

Cycle Parking

6.10.21 The proposed cycle parking would meet London Plan numerical requirements for both student accommodation and for retail/commercial floor space. Cycle parking for the accommodation is accessed from a door directly off The Hale, with 5 non-standard spaces available at ground floor level, along with 3 spaces for mobility scooters (including a charging facility). The 3 spaces could be used for larger cycles should monitoring show they are underused. This would be secured as part of the travel plan obligations.

- 6.10.22 12 short-stay cycle parking spaces would be provided in the form of sheffield stands within the site boundary but external to the building on The Hale. With the main bulk of the cycle parking located in the basement with space for a further 9 non-standard cycles, as well as space for 327 standard cycles provided on two-tier racks (310) and sheffield stands (14). Access would be from a larger than standard lift and a wheel rail would be provided on the stairs to access the basement.
- 6.10.23 The 14-17 non-standard cycles provision is slightly below the 5% requirement of 22 but this is considered acceptable given the demand for oversized cycles with trailers or tandem cycles is likely to be low as no families would be occupying the development.
- 6.10.24 A condition is recommended which would secure full details of the proposed arrangements for all long stay and short stay cycle parking, including fully dimensioned drawings showing spacing, centres and offsets/manoeuvring space, to ensure the acceptability of the proposed arrangements and that they adhere to the requirements of the London Cycling Design Standards (LCDS) as produced by TfL.
- 6.10.25 Whilst the London Plan does require 75% cycle parking provision. Transport officers have highlighted that given the occupants are likely to be of a young demographic, the car free nature of the development, the good access to walking and cycling routes along the Lea Valley and the cycle superhighway, including to and from Waltham Forest and in other routes radiating from the Tottenham Hale area, it would be desirable to attempt to provide cycle parking for every unit of accommodation within the development.
- 6.10.26 The applicant has considered this but has highlighted the difficulties with providing cycle parking anywhere other than the basement because of the shape of the site and the knock on effect this has on the floorplans. As a compromise the applicant has suggested that storage spaces within the accommodation for foldable bikes could be provided within the bedroom storage spaces if required.

Delivery and servicing arrangements

- 6.10.27 The TA includes a derivation of the number of predicted delivery and servicing trips to and from the development. This predicts that there will be 19 trips associated with the student accommodation, and two trips per day to each of the 3 retail units.
- 6.10.28 The derivation of 19 trips is based on comparisons of servicing trip data for similar types of development in London and the methodology for arriving at this number of trips is sound. Whilst this is a relatively low number given the type of development, given the likely number of delivery and courier companies that would

make compound visits with deliveries for multiple addresses/occupiers it is considered satisfactory.

6.10.29 The TA proposes that the loading demands would be able to be catered for in conjunction with those from neighbouring developments from the three loading bays that would be available on Station Road, Hale Road, and The Hale. The TA includes an assessment of likely servicing trips, durations and available loading bay capacity and concludes that the three bays would collectively be able to accommodate the predicted demands they need to accommodate from the sites they service.

6.10.30 A condition is recommended which would secure a Delivery and Servicing Plan. This condition would provide clarity regarding any unforeseen circumstances such as a greater degree of non-service vehicle use of bays by blue badge holders or other private vehicles. It would also include considerations for different profiles and levels of delivery and servicing activity and what changes to management and/or provision may address any potential issues without compromising the free flow of the Highway and pedestrian facility around the site.

Construction Phase

6.10.31 A detailed commentary on proposed and potential arrangements and considerations for the construction phase has been included. A condition is recommended which would ensure the applicant provides a detailed Construction Logistics Plan for the build out, which takes the points already considered prior to commencement.

6.10.32 The condition submission would require the applicant to work through their proposals and discuss/agree arrangements with the Borough's/TfL's Network Managers, to ensure construction activities are serviced in the appropriate manner given the site's location on the network and the adjacent and close by developments being constructed.

6.10.33 Furthermore a CLP Monitoring fee shall be secured to cover officer time and resource required to actively manage the site construction from the Highways and Network Management perspective. The appropriate amount for has been determined taking into account arrangements for other large sites in the locality and wider Borough and £20,000.00 would be sought.

6.11 Air Quality

6.11.1 London Plan Policy SI 1 requires development proposals to not worsen air quality and be at least Air Quality Neutral and calls for large-scale EIA development to consider how local air quality could be improved. The London Plan is supported by the Control of Dust and Emissions during Construction and Demolition SPG.

- 6.11.2 Policies DM4 and DM23 require development proposals to consider air quality and be designed to improve or mitigate the impact on air quality in the Borough and improve or mitigate the impact on air quality for the occupiers of the building or users of development. Air Quality Assessments will be required for all major developments where appropriate. Where adequate mitigation is not provided planning permission will be refused. Haringey is an Air Quality Management Area (AQMA).
- 6.11.3 The application is supported by an Air Quality Assessment, which includes an Air Quality Neutral Assessment and an assessment of the Construction Phase which sets out minimum standards and procedures for managing and minimising dust and air quality impacts.
- 6.11.4 The applicant's Assessment states that provided that all of the mitigation measures detailed in the report are effectively implemented, harmful impacts on air quality resulting from the demolition and construction phase are likely to be reduced to negligible levels.
- 6.11.5 The Site would be air quality neutral due to the energy strategy and low trip generation. It is recommended that conditions manage and minimise impacts during demolition and construction, in line with the applicant's Air Quality Assessment and the measures highlighted by LBH Pollution.
- 6.11.6 The comments within the GLA Stage 1 response on air quality are noted, however, given the minimal change in traffic generated by the scheme the air quality assessment is considered to be appropriate regardless of data being used from 2020. The request for a reassessment of the exposure at the site would be unreasonable given worst cases have been considered and assessed.
- 6.11.7 The risk of dust impacts has been determined as high and therefore the highest level of mitigation is proposed and shall be secured by way of condition. Therefore there is no need to reassess the risk of impacts as the highest level of protection is already being applied at the site and will be secured.

6.12 Energy, Climate Change and Sustainability

- 6.12.1 London Plan Policy SI2 sets out the Mayor of London's energy hierarchy: Use Less Energy (Be Lean); Supply Energy Efficiently (Be Clean); Use Renewable Energy (Be Green) and (Be Seen).
- 6.12.2 It also sets a target for all development to achieve net zero carbon, by reducing CO2 emissions by a minimum of 35% on-site, of which at least 10% should be achieved through energy efficiency measures for residential development (or 15% for commercial development) and calls on boroughs to establish an offset fund (with justifying text referring to a £95/tonne cost of carbon).

- 6.12.3 London Plan Policy SI2 requires developments referable to the Mayor of London to demonstrate actions undertaken to reduce life-cycle emissions.
- 6.12.4 London Plan Policy SI3 calls for major development in Heat Network Priority Areas to have a communal low-temperature heating system, with the heat source selected from a hierarchy of options (with connecting to a local existing or planned heat network at the top).
- 6.12.5 London Plan Policy SI4 calls for development to minimise overheating through careful design, layout, orientation, materials and incorporation of green infrastructure, designs must reduce the risk of overheating and need for active cooling in line with the Cooling Hierarchy.
- 6.12.6 London Plan Policy SI5 calls for the use of planning conditions to minimise the use of mains water in line with the Operational Requirement of the Buildings Regulations (residential development) and achieve at least BREEAM 'Excellent' standard for 'Wat 01' water category or equivalent (commercial development).
- 6.12.7 London Plan Policy SI7 requires applications referable to the Mayor of London to submit a Circular Economy Statement demonstrating how it promotes a circular economy within the design and aim to be net zero waste.
- 6.12.8 Local Plan Strategic Policy SP4 requires all new development to be zero carbon (i.e. a 100% improvement beyond Part L of the 2013 Building Regulations) and a minimum reduction of 20% from on-site renewable energy generation. It also requires all non-residential developments to achieve a BREEAM rating 'Very good' (or equivalent), although developments should aim to achieve 'Excellent' where achievable.
- 6.12.9 Haringey Policy SP6 requires developments to seek to minimise waste creation and increase recycling rates, address waste as a resource and requires major applications to submit Site Waste Management Plans.
- 6.12.10 Policy DM21 of the Development Management Document requires developments to demonstrate sustainable design, layout and construction techniques. The Sustainability section in the report sets out the proposed measures to improve the overall sustainability of the wider scheme, including transport, health and wellbeing, materials and waste, water consumption, flood risk and drainage, biodiversity, climate resilience, energy and CO2 emissions and landscape design.

Energy

- 6.12.11 The principal target is to achieve a reduction in regulated CO2 emissions over Part L 2013 Building Regulations. The London Plan requires the 'lean', 'clean', 'green' and 'seen' stages of the Mayor of London's Energy Hierarchy to

be followed to achieve a 'Zero Carbon' Standard (100% reduction over Building Regulations Part L), targeting a minimum onsite reduction of 35%, with 10% domestic and 15% non-domestic carbon reductions to be met by energy efficiency. All surplus regulated CO2 emissions must be offset at a rate of £95 for every ton of CO2 emitted per year over a minimum period of 30 years.

- 6.12.12 'Be Lean.' The proposed scheme adopts a 'fabric first' approach, including efficient building fabric with U-values optimised to reduce heating and cooling loads, solar control glazing to optimise daylighting and thermal gains whilst minimising cooling demand, service route distances minimised to reduce heat loss and solid panels and shading included in the building façade to manage solar gains. These proposed measures are expected to increase 78 tonnes of carbon dioxide per year, which results in an 18% increase in emissions above the Building Regulations 2013 notional building (based on SAP10 carbon factors).
- 6.12.13 'Be Clean.' The applicant is intending to connect to the Tottenham Hale District Energy Network, which will eventually use heat generated at an Energy Centre located to the northeast of the site on the Edmonton Eco-Park close the North London Waste Authority Energy Recovery Facility (ERF). The ERF is currently under construction and will provide low carbon heat when it comes on stream in 2025/26.
- 6.12.14 This development is likely to come forward in advance of the DEN being ready, so initially heat would be supplied by interim communal gas boilers (if at that time it appears possible to connect to the DEN by December 2027). If the DEN is not available for connection by that date, the applicant is proposing an alternative low-carbon heating solution through centralised air source heat pumps. Therefore, the applicant has provided two carbon reduction scenarios for the two heating solutions.
- 6.12.15 Connection to the proposed DEN is expected to save 348.4 tonnes of carbon dioxide per year under Be Clean (an 80% saving above the Building Regulations 2013) (based on SAP10 carbon factors). The alternative communal ASHP heating solution has been included under Be Green as a renewable energy technology, with a projected saving of approximately 69% above the Building Regulations 2013.
- 6.12.16 'Be Green.' Photovoltaic (PV) arrays are proposed, covering approx. 242sqm of roof space. The proposed PV panels are anticipated to save 4.5 tonnes of carbon dioxide per year (a 1% saving above the Building Regulations 2013) (based on SAP10 carbon factors).
- 6.12.17 Overall – 'Lean', 'Clean' and 'Green'. Table 01 below set out the overall carbon emission savings.

Table 01: Regulated carbon dioxide emissions savings (SAP10 carbon factors)

	Connection to DEN scenario		ASHP backup scenario	
(SAP10 emission factors)	tCO ₂	%	tCO ₂	%
Baseline emissions	434.2		434.2	
Be Lean savings	-77.8	-18%	-77.8	-18%
Be Clean savings	348.4	80%	0	0%
Be Green savings	4.5	1%	304.1	70%
Cumulative savings	275.1	63%	226.3	52%
Carbon shortfall to offset (tCO ₂)	159.1		207.9	
Carbon offset contribution +10% management fee	£453,435 (to be recalculated)		£592,515 (to be recalculated)	
Initial carbon offset payment	Figure calculated under the Connection to DEN scenario			
Deferred carbon offset payment	Figure calculated as: ASHP back up carbon offset contribution minus the initial carbon offset contribution (DEN connection)			

6.12.18 'Be Seen.' An energy monitoring system is proposed for the energy use and generation, and sub-metering/energy display devices in each apartment would allow residents to monitor and reduce their energy use. It is recommended that a planning condition requires the development owner to submit monitoring results to the GLA for at least 5 years post-occupation (in accordance with the Mayor of London's Be Seen Energy Monitoring guidance).

6.12.19 Carbon Offsetting. Despite the adoption of the 'Lean', 'Clean' and 'Green' measures outlined above, the expected carbon dioxide savings fall short of the zero-carbon policy target for proposed domestic and non-domestic uses. Overall, the indicative amount of carbon to be offset (once connected to the proposed DEN) would be 159.1tonnes per year (based on SAP10 carbon factors).

6.12.20 Based on 30-years of annual carbon dioxide emissions costed at £95 per tonne, this amounts to £453,435 including a 10% management fee). It is recommended that s106 planning obligations secure this indicative sum or any different agreed sum that may be appropriate in the light of additional carbon savings that arise from more detailed design. If the development does not connect to the DEN then a Deferred carbon offset payment would be required of £139,080 further to the offset figure set out above.

6.12.21 Energy conclusion. The overall anticipated on-site carbon emission reductions over Building Regulations (2013) (SAP2012 carbon factors) of 63% and associated offsetting payments would meet London Plan Policy SI2. The proposed connection to an off-site DEN would also meet London Plan Policy SI4.

6.12.22 The proposed 'Lean' 18% increase in emissions is below London Plan Policy SI2 requirements for at least 15% reduction in emissions for non-domestic developments. The applicant justifies this by stating that student accommodation is not assessed as a residential use under the Standard Assessment Procedure but as a non-residential use under the Simplified Building Energy Model. This methodology penalises the relatively high amount of hot water required for student accommodation, compared to other non-residential uses.

6.12.23 It is considered that the proposed fabric efficiencies are in line with residential developments and a planning condition has been recommended to ensure that further fabric efficiency savings are made at the detailed design stage, such as reducing thermal bridging. On balance, given that the proposed overall carbon savings are acceptable, officers consider this approach to building fabric to be acceptable.

6.12.24 The proposed '1% 'Green' savings would be below the 20% called for by Local Plan Strategic Policy SP4. However, officers are satisfied that the amount of proposed roof top PV arrays have been optimised, given other demands for roof-top space. Other renewable energy technologies would not be suitable for this site if the development is connecting to the DEN. If the site does not connect to the DEN, the alternative ASHP scenario would result in 'Be Green' savings that go beyond the 20% target.

Overheating

6.12.25 The applicant's Sustainability and Energy Statement includes overheating and cooling analysis. The proposed scheme mitigates against the risk of overheating through the passive design measures set out below and active cooling measures are only proposed for the proposed student accommodation units:

- Solar gain control (external façade shading elements; rationalised glazing ratios and low solar transmittance glazing; internal blinds);
- Natural ventilation (openable windows with 100mm restrictors in bedrooms and fall protection for communal areas);
- Additional mechanical ventilation (mechanical ventilation systems with heat recovery and summer bypass); and
- Active cooling in the amenity areas of levels 7 and 24.

6.12.26 The applicant's assessment show full compliance with the relevant CIBSE TM59 overheating risk criteria. However, officers are not convinced that noise levels and air pollution have been adequately mitigated, or that the active cooling has been sufficiently justified or reduced, so it is recommended that a revised overheating strategy is submitted to demonstrate this.

6.12.27 The application generally meets London Plan Policy SI4 in terms of current weather files, although it does not demonstrate best practice in terms of retrofit measures for future likely weather conditions.

6.12.28 It is recommended that a planning condition is secured to require the submission of an overheating strategy for the commercial areas prior to occupation when the occupancy requirements of the tenant are known.

Environmental sustainability

6.12.29 Construction waste. The applicant's Site Construction Management Plan states that a Site Waste Management Plan (SWMP) is developed to reduce and manage/re-use waste during demolition and construction. It is recommended that is secured by a planning condition.

6.12.30 Water consumption. The proposal includes low water use fittings, water meters, leak detection and flow control devices to minimise water usage is proposed. The design of the Proposed Development will aim to minimise internal potable water consumption within the building by 40% over the baseline building water consumption (as calculated by BRE's water calculator tool).

6.12.31 In order to ensure compliance with London Plan Policy SI5, it is recommended to use a planning condition to minimise the use of mains water in line with the Operational Requirement of the Buildings Regulations (residential development) to achieve mains water consumption of 105 litres or less per head per day and achieve BREEAM 'Very Good' standard for 'Wat 01' water category or equivalent (commercial development).

6.12.32 Building Performance. The applicant's Sustainability Statement includes a BREEAM pre-planning assessment (for both the student accommodation and retail areas) which demonstrates that the proposed new commercial units could achieve an 'Very Good' rating, meeting the minimum requirement of Local Plan Policy SP4. It is recommended that this is secured by use of a planning condition.

6.12.33 Considerate Constructors Scheme. The applicant's Site Construction Management Plan states that the principal contractor would be required to manage sites and achieve formal certification under the Considerate Constructors Scheme. If planning permission were granted, this could be secured by a s106 planning obligation.

6.12.34 Other environmental sustainability issues. Movement and transport, Landscape and ecology, air quality, noise, daylight and sunlight, flood risk and drainage are addressed in detail in other sections of this report.

Whole Life Carbon

- 6.12.35 Policy SI2 requires developments referable to the Mayor of London to submit a Whole Life Carbon Assessment and demonstrate actions undertaken to reduce life-cycle emissions. The total calculated emissions based on the GIA is estimated in Table 02 below:

Table 02: Whole Life Carbon Assessment

	Estimated whole-life carbon emissions	Meets GLA benchmark?
Product A1-A3	634 kgCO ₂ e/m ²	Yes – 832 kgCO ₂ e/m ² within the 750-850 kgCO ₂ e/m ² benchmark
Transport to Site A4	116 kgCO ₂ e/m ²	
Construction A5	82 kgCO ₂ e/m ²	
In Use B1-B5	298 kgCO ₂ e/m ²	No – excluding B6, 406 kgCO ₂ e/m ² is above benchmark of 300-400 kgCO ₂ e/m ²
Operational B6	305 kgCO ₂ e/m ² (excl. decarbonisation)	
End of Life C1-C4	108 kgCO ₂ e/m ² (excl. decarbonisation)	

- 6.12.36 The highest embodied carbon in Modules A1-A5 in the table above are attributed to the concrete substructure, structural frame/upper floor slab, and external wall facades and finishes.
- 6.12.37 A number of areas have been identified to be calculated more accurately which could reduce the embodied carbon of the buildings, including: low-carbon reinforcement steel and cement replacements for concrete structures. Cement replacement could save 20 kgCO₂e/m² GIA. Different superstructure options and hard landscaping options were modelled for BREEAM Mat01 and these can be explored by the developer during the next stage of design ahead of construction.

Sustainability - Non-Domestic BREEAM Requirement

- 6.12.38 Policy SP4 requires all new non-residential developments to achieve a BREEAM rating 'Very Good' (or equivalent), although developments should aim to achieve 'Excellent' where achievable.
- 6.12.39 The applicant has also prepared a BREEAM Pre-Assessment Report for the multi-residential (fully fitted) and retail (shell only) uses. Based on this report, a score of 74.2% is expected to be achieved, equivalent to 'Excellent' rating for the multi-residential element. A score of 60% ('Very Good' rating) could be achieved for the retail units.

Circular Economy

- 6.12.40 Policy SI7 requires applications referable to the Mayor of London to submit a Circular Economy Statement demonstrating how it promotes a circular economy within the design and aim to be net zero waste. Haringey Policy SP6 requires developments to seek to minimise waste creation and increase recycling

rates, address waste as a resource and requires major applications to submit Site Waste Management Plans.

- 6.12.41 The principles used for this development are:
- Strategy to deconstruct and reuse materials from existing buildings on site
 - Designing longevity for substructure and superstructure (>25 years) and adaptability of internal layout (5-25 years) and disassembly at end of life
 - Designing for adaptability of retail spaces
 - Lean design and sustainable specification for superstructure
 - Use of pre-fabrication methods for building skin
 - Minimise operational waste and provide adequate space for recycling
- 6.12.42 An audit has taken place to identify the value of existing materials on site. Opportunities for reuse include bricks, suspended grid mineral ceiling tiles, iron and steel, untreated wood.
- 6.12.43 The report sets out the Key Commitments and the applicant expects this to become more detailed as the detailed design progresses following permission. This will be detailed in the submissions the developer would be required to make under the recommended circular economy statement condition.

6.13 Urban Greening and Ecology

Urban Greening

- 6.13.1 London Plan Policy G5 sets out the concept and defines Urban Greening Factor (UGF) as a tool used to evaluate and quantify the quality of urban greening provided by a development and aims to accelerate greening of the built environment, ensuring a greener London as it grows. It calls on boroughs to develop their own UGF targets, tailored to local circumstances, but recommends an interim target score of 0.40 for proposed development that is predominantly residential.
- 6.13.2 All development sites must incorporate urban greening within their fundamental design, in line with London Plan Policy G5. The development is proposing extensive living roofs on levels 1, 2 and 8 and on the roof above the plant room and lounge. External gardens are proposed at levels 7 and 24.
- 6.13.3 All landscaping proposals and living roofs should stimulate a variety of planting species. Mat-based, sedum systems are discouraged as they retain less rainfall and deliver limited biodiversity advantages.
- 6.13.4 The growing medium for extensive roofs must be 120-150mm deep, and at least 250mm deep for intensive roofs (these are often roof-level amenity spaces) to ensure most plant species can establish and thrive and can withstand periods of

drought. Living roofs are supported in principle, subject to detailed design. Details for living roofs would need to be submitted as part of a planning condition.

- 6.13.5 The development achieves an Urban Greening Factor of 0.36, which complies with the interim minimum target of 0.30 for non-residential developments (which includes student housing) in London Plan Policy G5. The applicant is encouraged to achieve a higher UGF of 0.4 for predominantly residential developments.

Ecology

- 6.13.6 London Plan Policy G6 calls for development proposals to manage impacts on biodiversity and to aim to secure net biodiversity gain.
- 6.13.7 Local Plan Policy SP13 states that all development must protect and improve sites of biodiversity and nature conservation. In addition, Policy DM19 makes clear that development on sites adjacent to internationally designated sites should protect and enhance their ecological value and Policy DM20 supports the implementation of the All London Green Grid.
- 6.13.8 The applicant's Biodiversity Net Gain Assessment and Bat Activity Survey Report conclude that the site is dominated by hardstanding and buildings, offering limited ecological value. No bats or evidence of bats was identified during the ground level assessment of the site and building, and emergence surveys found no evidence of roosting bats within the buildings and no incidental bat activity on the site.
- 6.13.9 The Report recommends the integration of bird and bat nest boxes into buildings and within proposed trees in communal amenity spaces and concludes that these, together with the proposed tree/shrub/hedgerow planting and green roofs/walls, the scheme would have a beneficial effect on local biodiversity (and result in a Biodiversity Net Gain). It is recommended that planning conditions require provision of bird and bat boxes in trees and buildings to encourage biodiversity.
- 6.13.10 The Biodiversity Net Gain Assessment confirms that a net positive impact would be achieved for the site's biodiversity through ecological enhancements.

Habitats Regulation

- 6.13.11 Given the proximity of the application site to two designated European sites of nature conservation, it is necessary for Haringey as the competent authority to consider whether there are any likely significant effects on relevant sites pursuant to Section 63(1) of the Conservation of Habitats and Species Regulations 2017 ("the Habitats Regulations").
- 6.13.12 The application site is approx. 0.66km west of the Lea Valley Special Protection Area (SPA) at its closest point. The Lea Valley area qualifies as a SPA under Article 4.1 of the Birds Directive on account of supporting nationally

important numbers of species. This area is also a Ramsar site. The Lee Valley SPA/Ramsar comprises four underpinning Sites of Special Scientific Interest (SSSIs).

6.13.13 The application site lies approx. 4.6 km west of the Epping Forrest Special Area of Conservation (SAC) at its closest point. However, it is within the Zone of Influence (ZOI) of 6.2km as defined by Natural England in their Interim Guidance. The Epping Forest SAC is one of only a few remaining large-scale examples of ancient wood-pasture in lowland Britain and has retained habitats of high nature conservation value. Epping Forest SAC is also underpinned by a SSSI designation.

6.13.14 Natural England has reviewed the application and has raised no comment. Given the applicant's assessment and Natural England's response, officers consider the development would not give rise to likely significant effects on European designated sites (Lee Valley SPA and Epping Forest SAC) pursuant to Section 63(1) of the Conservation of Habitats and Species Regulations 2017 ("the Habitats Regulations"). An integrity test is therefore not required, and the proposal is in accordance with Policies SP13 and DM19. The site is greater than 500m from the Lee Valley SPA, so Policy AAP6 does not apply.

6.13.15 The Lea Valley SPA site is carefully managed to avoid impacts, with only limited access allowed to the wetland itself, with access closed seasonally to avoid impacts to wintering bird populations. As such, adverse effects as a result of increased recreational pressure are not considered likely. Likewise, the proposed scheme, which is completely car free is not expected to result in an adverse air quality effect.

6.13.16 The Habitat Regulations Assessments (HRA) for alterations to the Strategic Polices and The Tottenham Area Action Plan both conclude that there will be no likely significant effect on Epping Forest SAC through increased recreational pressure as nowhere within the Borough lies within the core recreational catchment for the site.

6.13.17 The potential risks to the SAC are further reduced by the attractiveness of greenspace near the proposed scheme, providing a link between residents and nature and that no direct or indirect significant adverse effects on Epping Forest SAC are expected as a result of the proposed scheme.

6.14 Trees and landscaping

6.14.1 The NPPF (Para. 131) stresses the importance of trees and makes clear that planning decisions should ensure that new streets are tree-lined. London Plan Policy G7 makes clear that development should seek to retain and protect trees of value and replace these where lost.

6.14.2 One individual tree (T1) classified as low quality (Category C) is to be removed to facilitate the proposal. The removal of this low quality elder tree which sits on Council land is required to facilitate a new landscaping scheme to be delivered by the Council but is also required to facilitate the proposal. The tree removal would be mitigated with a scheme of new tree planting and landscaping which represents an opportunity to enhance the quality, benefits and resilience of trees on and near the site.

6.14.3 A condition is recommended which would secure full details of the proposed landscaping details of amenity areas including details of planting plans, written specifications and implementation programmes, as well as details of all hard surfacing materials and any relevant SUDS features (including management and maintenance proposals), details of all furniture and storage units, and details of all functional services. This would ensure a satisfactory level of amenity, biodiversity enhancement, and boundary treatments are delivered.

6.15 Wind and Microclimate

6.15.1 London Plan Policy D8 seeks to ensure that public realm areas are well-designed, including, ensuring that microclimate considerations such as wind is taken into account to encourage people to spend time in a place. London Plan Policy D9 calls for proposed tall buildings to carefully consider wind and other microclimate issues. Policy DM6 states that proposals for tall buildings should consider the impact on microclimate and Policy AAP6 requires a high-quality public realm for developments in Tottenham.

6.15.2 Wind mitigation was considered at the design stage and measures were built into the design and architecture. This is most notable in the baffled panels to the western elevation adjoining The Hale.

6.15.3 The applicant has submitted three reports which give an assessment of the likely significant effects of wind on the proposals. Wind tunnel testing was used for the originally submitted scheme and first report. For the amended scheme, which introduced the cutback, an addendum was submitted with results based on Computer Fluid Dynamic (CFD) modelling. A final report has been submitted to supplement the CFD analysis with wind tunnel testing.

6.15.4 The first and final wind microclimate assessment uses wind tunnel testing in order to conduct a detailed quantitative assessment of the expected suitability of wind conditions. The addendum assessment employed a CFD study. Wind tunnel testing represents the most robust approach to these assessments, but the CFD methodology employed is considered plausible for the addendum study.

6.15.5 The wind speed measurements are compared with criteria for year-round safety and seasonal comfort. The expected suitability of wind conditions is based on the industry standard Lawson criteria for pedestrian comfort and safety. The Lawson

Comfort Criteria include 'sitting', 'standing', 'strolling', 'walking' and 'uncomfortable' as well as 'safety' – i.e. safe and unsafe.

- 6.15.6 For the wind tunnel testing the existing site condition (baseline) was tested, then the proposed with the existing surrounding buildings, and finally the proposed with the future surroundings including the Argent Masterplan, One Station Square, Anthology Hale Works, Ashley Road South (Blocks B2 & 3), Ashley Gardens (Blocks B1, B1a), Berol Yard (Blocks B4, NCDS and Berol House), and Tottenham Hale Retail Park - (proposed in line with the District Centre Framework).
- 6.15.7 The current scheme and associated addendum was subject to an independent peer review.
- 6.15.8 The amended scheme and associated addendum was similarly reviewed, and the assessment was also considered to be a plausible appraisal. The report recommended that additional final wind tunnel testing should be conducted to validate the results. The peer review agreed that this would be wise and recommended that this final wind tunnel study be undertaken. A number of queries/requests for clarification were raised and satisfactory clarification and further details were provided and so the findings can be considered to be robust.
- 6.15.9 As recommended in the peer review a final wind tunnel test was carried out by the applicant's wind consultants to confirm the CFD testing. The report identifies that with the inclusion of the treatments described within the report to the final design, it is expected that wind conditions for all outdoor trafficable areas within and around the development would be suitable for their intended uses throughout the year. The report also concluded that the results of the wind tunnel testing showed improvement in most areas from that which was shown in the previous CFD testing in both wind comfort and safety. Figure 13 below:

Figure 13 - Pedestrian Wind Environment Study - Windtech Consultants (for the applicant) - Page 25 - Wind Tunnel Results – Proposed with Future Surrounds: Ground Level Plan, assessed against the safety criterion.

Criteria Legend

- Safe
- Unsafe

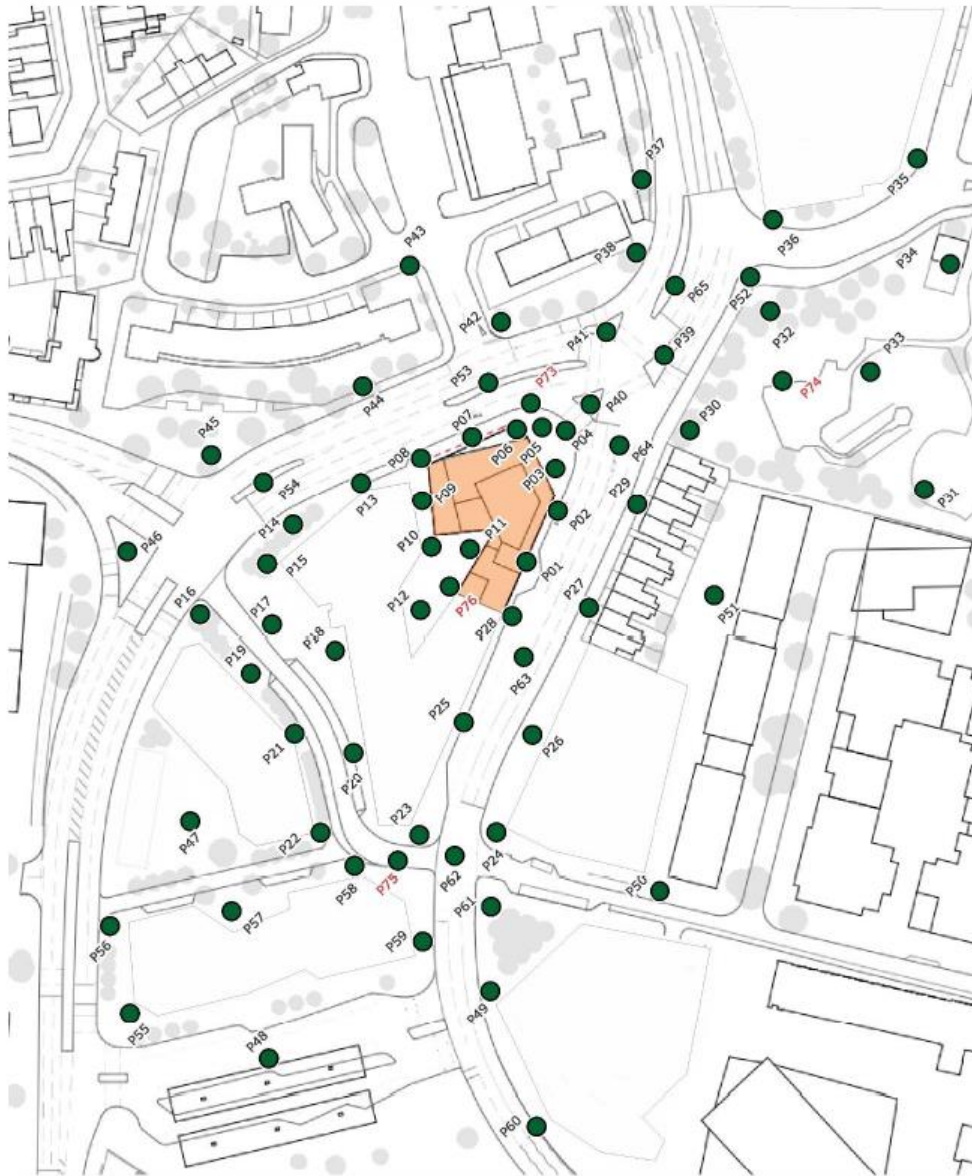


Figure 6c: Wind Tunnel Results – Proposed with Future Surrounds: Ground Level Plan, assessed against the safety criterion, (results shown with proposed vegetation)

6.15.10 The report identifies that high densely foliating evergreen shrubs or hedge planting should be located to the rear of the proposed building in the courtyard between Argent's North Island/Building 3, Millstream Tower, and the application

site. This area falls outside of the application site but in Argent's permission it indicates that a fern mix, and a courtyard tree would be placed in this location. As such, the proposed landscaping in this area being delivered by Argent should allow standing in the worst season.

6.15.11 Wind microclimate conditions at the terraces on the proposed building exceed the comfort criterion for sitting during the summer season. Mitigation measures are therefore recommended to provide additional shelter. A condition is recommended which would secure full details of the proposed wind mitigation measures to the terrace which should include up to 30% porous 1.5m vertical screening.

6.15.12 Overall it is considered that the proposal would provide high quality public realm and outdoor spaces in line with the above policies.

6.16 Flood Risk and Drainage

6.16.1 Development proposals must comply with the NPPF and its associated technical guidance around flood risk management. London Plan Policy SI12 requires development proposals to ensure that flood risk is minimised and mitigated, and that residual risk is addressed.

6.16.2 London Plan Policy SI13 and Local Policy SP5 expect development to utilise Sustainable Urban Drainage Systems (SUDS).

6.16.3 Policies DM24, 25, and 29 continue the NPPF and London Plan approach to flood risk management and SUDS to ensure that all proposals do not increase the risk of flooding. DM27 seeks to protect and improve the quality of groundwater.

6.16.4 London Plan Policy SI5 requires proposals to ensure adequate wastewater infrastructure capacity is available.

Flood Risk

6.16.5 The site is entirely in Flood Zone 2 and has a medium probability of flooding from tidal and fluvial sources. The nearest watercourses are the River Lee Navigation (approximately 584m to the east), Pymmes Brook (approx. 457m to the east) and River Lee (approx. 655m to the east). These discharge into the River Lee directly east of the application site.

6.16.6 The submitted Flood Risk Assessment (FRA) considers flooding from rivers, pluvial, groundwater and from sewer sources. It considers the risk of fluvial flooding from the River Lee to be low and residual only, i.e. would only occur due to structure failure or overtopping of the defences in extreme events. The defences are currently assessed to be in fair to good conditions.

6.16.7 The pluvial flood risk is perceived low and there is a perceived low risk of groundwater flooding based on the depth to groundwater and no historical records of such flooding on or near the application site. The risk of sewer flooding is also perceived to be low given the presences of a combined sewer that runs directly under the southwest boundary of the site and a surface water sewer that runs from west to east under the southern boundary.

Drainage

6.16.8 As the building footprint of the proposal follows the boundary of the application site, Sustainable Urban Drainage Systems (SUDS) cannot be utilised outside of the building and therefore must be incorporated within the building footprint. This means that infiltration techniques are unable to be utilised. On the roof of the tower a planting area (70m²) is proposed as well as a number of tree planters.

6.16.9 Details of the SUDS techniques are sought through a condition. Whilst the use of planters within the roof may lead to a reduction in the volume of water required to be attenuated, attenuating rainwater within the basement of the building is considered by the applicant to be the most suitable SUDS technique at this stage.

6.16.10 A storage volume of 63.3 m³ is required to ensure that rainwater is discharged from the development at a rate as close to greenfield runoff as feasible (1 l/s). This volume is proposed to be contained in a 42 m² waterproof concrete tank located in the western half of the building's basement and with a depth of 1.5m. Details of this are required through a condition.

6.16.11 Thames Water has raised no objection to the proposed scheme, subject to requested conditions and informatives. The Lead Local Flood Authority (LLFA) likewise has not objected, subject to maintenance of SuDS features. It is recommended that a SuDS management and maintenance plan be secured by a condition.

6.17 Waste and Recycling

6.17.1 London Plan Policy SI7 calls for development to have adequate, flexible, and easily accessible storage space and collection systems that support the separate collection of dry recyclables and food. Local Plan Policy SP6 and Policy DM4 require development proposals make adequate provision for waste and recycling storage and collection.

6.17.2 The applicant's Sustainable Waste Management Plan (WMP) is detailed and well considered. The waste generated from this development, both the student accommodation and the retail units occupying the ground/first floor, would be classed as commercial and as such would not be collected by LBH or its contractors as part of their statutory collection duties. This is acknowledged within

the WMP with reference to commercial waste management companies collecting waste from the development in operation.

6.17.3 The calculations used to estimate the waste arising from the proposed development and the corresponding containment capacity needed are accurate. Inclusion of provision for the management of separately collected food waste is welcomed.

6.17.4 Sizing of the bin store appear to have been based on a twice weekly collection of waste and recycling from the outset. It is acknowledged that commercial waste collection companies can provide collections to suit the client, up to twice daily collections 7 days per week, as such the sizing of the bin store would be acceptable.

6.17.5 While commercial operators assess individual locations prior to agreeing or beginning collection contracts and are often willing to carry these out outside the parameters of what the council would accept for its own domestic waste collections, many of the parameters set out in section 6 in the WMP align with the Council's guidance, for example drag distances of bins to the waiting Recycling Collection Vehicle (RCV) from the student accommodation.

6.18 Land Contamination

6.18.1 Policy DM32 requires development proposals on potentially contaminated land to follow a risk management-based protocol to ensure contamination is properly addressed and carry out investigations to remove or mitigate any risks to local receptors.

6.18.2 The applicant's Land Contamination Assessment (Phase 1) reports on an initial Preliminary Risk Assessment – taking account of ground conditions and the current and previous uses of the site. It concludes that provided mitigation measures are adequately managed to protect site neighbours during construction phases, contamination risks are considered to be moderate/low with respect to future site users of the completed proposal, assuming a mix-residential land-use scenario; and a moderate/low risk with respect to controlled water receptors.

6.18.3 LBH Pollution officers raise no objection, subject to standard conditions on Land Contamination and Unexpected Contamination which are recommended.

6.19 Basement Development

6.19.1 Policy DM18 relates to new Basement development and sets out criteria for where basements can be permitted. Basement development must be addressed through a Basement Impact Assessment (BIA).

- 6.19.2 The proposed scheme includes a single-level basement cycle parking, storage, and plant area under the entire site (albeit slightly set in from the flank abutting The Hale) to a maximum proposed depth of approx. 4.6m.
- 6.19.3 The submitted BIA notes that the proposed basement would be close to existing buildings, including the One Station Square building immediately at the south-eastern site boundary, the North Island Building 3 to the south of the site and the Premier Inn hotel to the south-east of the site. Given this, the assessment recommends a relatively 'stiff' system of excavation support (e.g. use of temporary propping, condition surveys and monitoring).
- 6.19.4 The analysis in the assessment indicates that the damage category would be within the 'visual appearance or aesthetic' range of building strains for the Premier Inn hotel (Damage Category 0) and North Island Building 3 (Damage Category 2). Based on these preliminary results, the southern wall of One Station Square would fall into Damage Category 3 (i.e. moderate damage) with all other walls into Damage Category 2.
- 6.19.5 It is recommended that a detailed survey is undertaken by a specialist structural engineer in order to determine the structural nature and condition of the surrounding buildings and infrastructure which have the potential of being impacted by the proposed basement and secured by condition. Following this and upon carrying out a desk study and receiving project-specific ground investigation data, a review of the information in the existing report should be undertaken and the damage classification revised.
- 6.19.6 It should be noted that the present analysis is considered conservative as it ignores the stiffness of the structures and the soil structure interaction and the fact that all adjacent buildings are likely to be founded on piles. As such damage category 3 (moderate) is unlikely to be an outcome of the works. However, only category 2 (slight) is considered to be acceptable and so a revised method statement is required by condition to ensure that the basement is delivered whilst safeguarding the structural integrity of neighbouring structures.
- 6.19.7 A condition shall also require the contractor to monitor the neighbouring buildings before and during construction to confirm the validity of the design assumptions and the anticipated surface ground movements and revise the damage classification presented. A monitoring specification shall be prepared where trigger levels for each asset are set up and an action plan is put in place to ensure these are not breached. Subject to condition the proposed basement can be delivered whilst ensuring acceptable impacts on neighbouring structures.

6.20 Archaeology

- 6.20.1 The NPPF (para. 194) states that applicants should submit desk-based assessments, and where appropriate undertake field evaluation, to describe the

significance of heritage assets and how they would be affected by the proposed development.

6.20.2 London Plan Policy HC1 states that applications should identify assets of archaeological significance and avoid harm or minimise it through design and appropriate mitigation. This approach is reflected at the local level in Policies AAP5 and DM9.

6.20.3 The western boundary of the Site falls within Haringey Council's Archaeological Priority Area 18 Tottenham Hale Saxon Settlement. The site lies close to the 2020 discovery of a Mesolithic "home base" site at the former Welbourne Centre. Well-preserved early prehistoric sites are of high heritage significance. The extent and detailed significance of the Mesolithic site is not known, but it was deemed to be of regional importance based on the initial assessment during the fieldwork that took place.

6.20.4 The application site lies on the same stream that fronted the Welbourne site and also lies closer to the early centre of The Hale, an early mediaeval settlement. Archaeological remains of the early mediaeval, mediaeval and post-mediaeval development of The Hale were recently found at the nearby Ferry Island and Ferry Island North sites to the immediate south of the application site.

6.20.5 The applicant's heritage statement states that despite extensive 19th and 20th century developments, the application site retains the potential for surviving Mesolithic, early medieval, and post-medieval remains of, at most, regional archaeological and historical interest. The assessment concludes that the proposal would impact on these remains through their truncation or removal due to the works that would include a proposed basement excavation.

6.20.6 As such, and in line with the NPPF and policies AAP5 and DM9, a phased programme of archaeological evaluation ahead of construction and secured by a condition is recommended. Officers are satisfied with this approach as it would require investigations to be carried out prior to commencement and if any archaeological assets are found a methodology of site investigation and recording and a programme for post-investigation assessment and subsequent analysis, publication & dissemination and deposition would be required.

6.20.7 The Heritage Statement states that the evaluation should, in the first instance, be focused on identifying the presence or absence of Enfield Silt deposits which may hold Mesolithic remains similar to those recorded within the Welbourne site 70m north of the proposal. This can be undertaken as part of a programme of geotechnical or geoarchaeological investigations. Further archaeological works may be required ahead of construction to record significant remains identified by the evaluation in order to mitigate impacts to the archaeological resource.

6.20.8 The Greater London Archaeological Advisory Service (GLAAS) has assessed the proposal and called for a pre-determination archaeological evaluation. They are concerned that the proposal would include a full basement which would not allow for the preservation of important remains. GLAAS have said that it is not possible to reliably advise on the policy compliant management of any important remains at the site in the absence of this work and also without any geotechnical data to inform on the survival of key deposits.

6.20.9 Whilst drilling and analysis would be preferable, the applicant does not own the application site at this stage and given that it is a functioning commercial site it would be unfeasible to carry this work out prior to determination. The applicant has supplied a level of detail proportionate to the assets' importance and identified the potential impact of the proposal on significance.

6.20.10 Whilst the site has the potential to include heritage assets with archaeological interest, the findings are likely to be of regional interest and thus should not prohibit development. Officers consider it to be proportionate for suitably worded condition(s) to be secured as part of any planning permission for evaluation works to be undertaken post-grant of planning permission. This would reflect the constraints applied to neighbouring sites.

6.20.11 The intrusive activities of the proposal would include the excavation of a basement extending 4.65m below ground level as well as piled foundations and this work would likely truncate or remove surviving archaeological remains. However, a condition would require investigations to be carried out prior to commencement and if any archaeological assets are found a methodology of site investigation and recording and a programme for post-investigation assessment and subsequent analysis, publication & dissemination and deposition would be required.

6.20.12 This requirement would mean that a clear plan for any heritage assets found would be in place prior to any work below ground level taking place. This work would sufficiently document any heritage assets and allow for sufficient analysis to gain potential insight into the nature and extent of settlement in the hinterland of Londinium, insight into prehistoric land usage within the area, and insight into the origins and development of the Tottenham Hale settlement which could provide evidence regarding the medieval and post-medieval periods.

6.20.13 A condition would allow for this work to be carried out and is therefore appropriate and proportionate to the development and the proposal is considered to avoid harm to the archaeological significance of the area.

6.21 Fire Safety and Security

6.21.1 London Plan Policy D12 makes clear that all development proposals must achieve the highest standards of fire safety and requires all major proposals to be

supported by a Fire Statement. The Mayor of London has published draft guidance of Fire Safety (Policy D12(A), Evacuation lifts (Policy D5(B5) and Fire Statements (Policy D12(B)).

- 6.21.2 The development would be required to meet the Building Regulations in force at the time of its construction – by way of approval from a relevant Building Control Body. As part of the plan checking process a consultation with the London Fire Brigade would be carried out. On completion of the work, the relevant Building Control Body would issue a Completion Certificate to confirm that the works comply with the requirements of the Building Regulations.
- 6.21.3 The application is supported by a Fire Statement that, following revisions, meets the requirements of a Fire Statement required by London Plan Policy D12 (A). While GLA Officers recognise that all the headline requirements of part B of policy D12 Fire Safety have been included at a high level under appropriate headings within the statement, they note that there is limited detail provided in respect of several requirements in order to satisfactorily detail how the development proposal will function, and the fire statement does not include a statement of compliance.
- 6.21.4 As such, notwithstanding the submitted statement, the GLA have recommended that the Council secure compliance with Policy D12 via condition as the submitted statement does not confirm that the author is suitably qualified. The applicant has since supplied details of the author to confirm that they do have sufficient qualifications in fire engineering.
- 6.21.5 As such, a compliance condition which requires the development to be implemented in accordance with the submitted fire statements is considered to satisfactorily address the concerns raised by the GLA and would ensure that the development incorporates the necessary fire safety measures in accordance with the London Plan Policy D12 and D5.
- 6.21.6 An informative is also recommended which advises the applicant that if there are any changes to the scheme which require subsequent applications following the grant of any planning permission, an amended Fire Statement should also be submitted which incorporates the proposed scheme amendments so that the content of the Fire Statement always remains consistent with the latest scheme proposals.
- 6.21.7 The HSE commented advising it had “Some concern” relating to the subdivision of the corridors, stay put evacuation approach, means of escape from roof terraces, water supply, deviations from standards that could impact on the design and require changes, and descriptions relating to whether the building is one block or two and the firefighting implications of this.
- 6.21.8 The Applicant’s fire consultant provided further information, which was supported by confirmation from the London Fire Brigade (LFB) that the proposed

development would provide satisfactory firefighting facilities as long as the primary fire safety features for the building identified within the fire statements are delivered. A condition would ensure the above. A further recommended condition would resolve the water supply concern.

6.21.9 The applicant has advised that within the next stages of design development beyond planning they would conduct appropriate studies in line with the advice from Building Regulation Advisory Committee (BRAC). The applicant's engineering consultants have undertaken a review of the building, highlighted the associated risks with the design, and produced a London Plan fire statement and HSE fire statement which have been positively commented on by the London Fire Brigade.

6.21.10 In respect of the building specification, the façade would be constructed in unitised panels which are brick faced with a concrete backing, spaces on all floors would be fully sprinklered and linked to an intelligent fire and smoke detection system which would be monitored 24/7 by the on-site management team. Also cooking within the building undertaken by the students would be restricted to the shared kitchen lounge on the seventh floor and within the kitchen/lounges within the clusters which are positioned at the 'far end' of each cluster to maintain safe egress in the event of a fire.

6.21.11 With regards to the advice from BRAC in the circular letter issued on 22/08/2022, this building would fall under the definition of an uncommon building, due to its height exceeding 50m and having a single stair serving a portion of the building. As such, relying solely on design guidance such as Approved Document B or BS 9991 and BS9999 would not be considered suitable.

6.21.12 The applicant team have recognised this and had previously stated in the HSE fire statement that a qualitative design review in accordance with BS 7974 would be carried out at RIBA stage 3 to consider if the recommendations of BS 9991 and BS 9999 are appropriate or if a fire engineered solution with a potentially higher standard of means of escape provisions, construction, fire safety systems and firefighting access is needed.

6.21.13 The applicant's fire engineering team is made up of chartered fire engineers and would be considered specialist professionals capable of carrying out this assessment. They would be able to comment on the suitability of solely applying the guidance or applying a more robust, evidence based design.

6.22 Conclusion

6.22.1 The proposal is a well-designed mixed-use scheme which would primarily provide purpose-built student accommodation (PBSA) alongside 564sqm (GIA) of commercial retail space (Use Class E(a)) in an appropriate location near to Tottenham Hale train station and the District Centre. It would provide housing

provision equivalent to 180 homes as well as 3 retail units on the last remaining undeveloped parcel of land on North Island.

6.22.2 Tottenham Area Action Plan (AAP) Policy TH4: Station Square West supports town centre ground floor uses, with residential above; and identifies that tall buildings may be acceptable within the site allocation. The proposal would make a significant contribution towards affordable housing via a payment in lieu totalling £6,525,654.00 and would also make contributions to public realm improvements and to infrastructure through the community infrastructure levy.

6.22.3 The proposal provides a high quality of student accommodation. It would be a car free development and the impact on the transport network would be acceptable. The proposal would provide a sustainable design with provision to connect to a future district energy network. It would also provide landscaping that would enhance tree provision and greenery.

6.22.4 On balance the impact on neighbouring amenity is considered to be in line with BRE guidance and acceptable. The proposal provides a high quality tall building and design that is supported by the QRP. The proposed development would not have any further impact on the built historic environment given the context within which it would be located.

6.22.5 Therefore the proposal is considered to be acceptable, and it is recommended that permission for it is granted subject to conditions.

6.22.6 All other relevant policies and considerations, including equalities, have been taken into account. Planning permission should be granted for the reasons set out above. The details of the decision are set out in the RECOMMENDATION.

7.0 COMMUNITY INFRASTRUCTURE LEVY

Based on the information given on the plans, the Mayoral CIL charge will be approximately £835,159.80 (13,919.33sqm x £60) and the Haringey CIL charge will be £1,131,973.05 (13,317.33sqm x £85). This will be collected by Haringey should the scheme be implemented and could be subject to surcharges for failure to assume liability, for failure to submit a commencement notice and/or for late payment, and subject to indexation in line with the construction costs index. An informative will be attached advising the applicant of this charge.

8.0 RECOMMENDATIONS

GRANT PERMISSION subject to conditions in Appendix 1 and subject to section 106 legal agreement.