

Pre-application briefing to Committee - 5 December 2022

1. DETAILS OF THE DEVELOPMENT

Reference No: PPA/2022/0020

Ward: Hermitage & Gardens

Address: Land adjacent to 341 and 339 & 341a (“Cara House”) Seven Sisters Road and to the rear of 341 & 343 Seven Sisters Road

Proposal: Construction of two linked buildings - one of 10 storeys on land adjacent to 341 Seven Sisters Rd and one of 4 storeys to the front of Cara House (Eade Road) both containing ground floor café / workspace uses and Warehouse Living accommodation with associated waste storage and cycle parking; and ten stacked shipping containers to a height of 2 storeys containing workspace / artist uses to the rear of 341 & 343 Seven Sisters Rd with associated toilet facilities, waste storage and cycle parking.

The proposals include landscaping works including the widening and remodelling of the public footpath alongside 341 Seven Sisters Rd and works to Tewksbury Road. And the creation of rain gardens, greening, seating, signage, and artworks and other associated infrastructure works, including the removal of an existing, and the construction of a new, substation.

Applicant: Provewell Limited

Agent: Jen Ross Consulting

Ownership: Private

Case Officer Contact: Philip Elliott

2. BACKGROUND

2.1 The application site falls within site allocations SA34 and SA35 – Overbury & Eade Roads (SA34) and Land behind Seven Sisters & Tewkesbury Roads (SA35) as noted in the Site Allocations DPD. SA34 is allocated for a potential development to increase accessibility, providing increased mixed use floorspace including Warehouse Living accommodation. SA35 is allocated for the redevelopment of existing buildings to create a higher quality streetscape on Tewkesbury Road, to complement the Haringay Warehouse neighbourhood.

Haringay Warehouse District and Warehouse Living

2.2 Warehouse living is defined in Development Management DPD (DM DPD) policy DM39 as a specific type of land use that has emerged over time in certain employment locations within Haringey and lends particular support to the creative industries sector. It does not fall within a specific use class – and is not live/work development – and as such is considered a Sui Generis use.

2.3 The Harringay Warehouse District (HWD) area is a collection of buildings commercial in nature and of a range of quality. The location and sites that fall within the Warehouse Living Area are shown below in Figure 1. There is a strong link to the textile manufacturing trade, although there is a wide range of goods manufactured within the employment area. The area surrounding the industrial buildings consists of terraced housing, and in some parts industrial and resident uses sit side by side.

Figure 1 – Harringay Warehouse District (Orange = HWD sites)

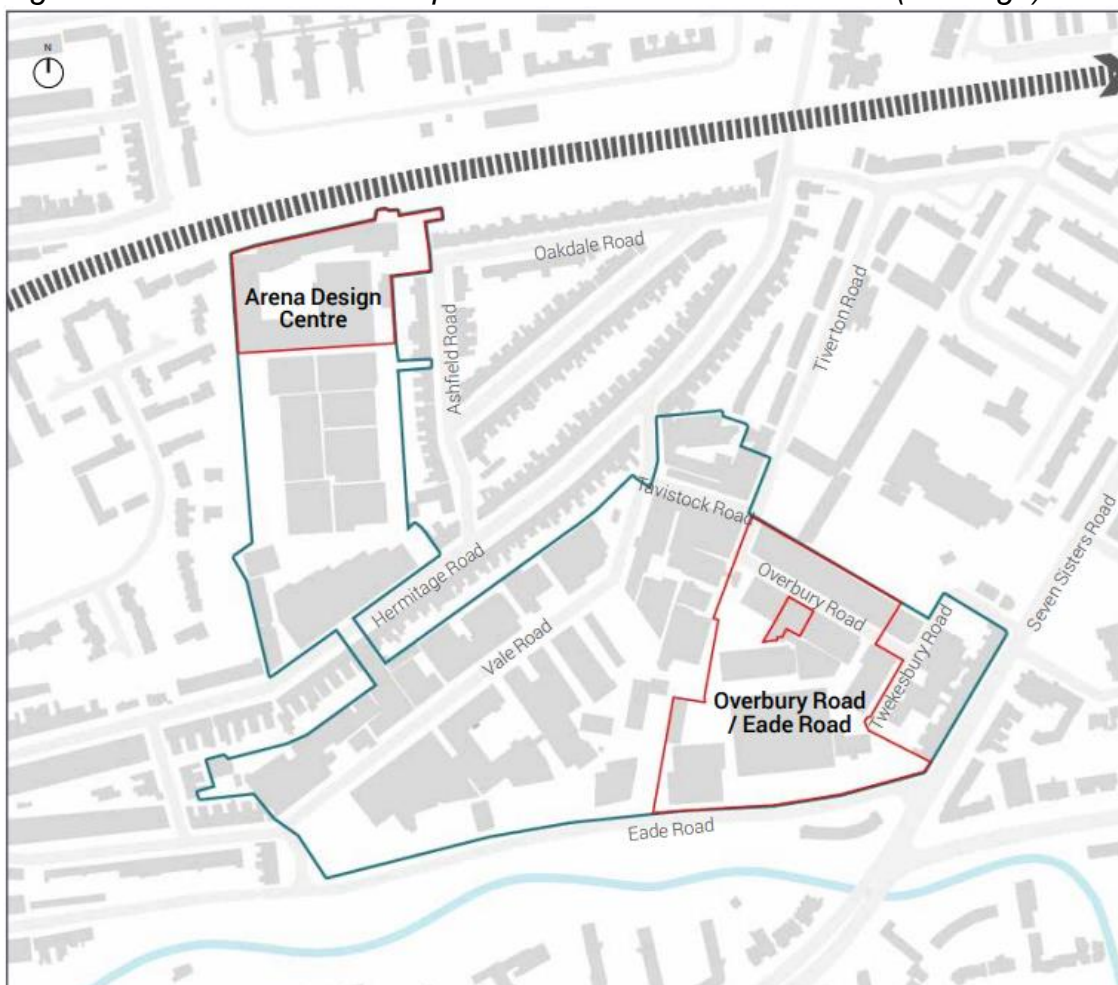


2.4 The District can be considered in two sections, Arena, Crusader, and Omega Industrial estates are in the north of the area, and the Vale, Eade, Hermitage, and Overbury Roads area to the south provides a separate contiguous area. Both areas are subject to significant authorised and unauthorised residential occupation in the form of Warehouse Living. This has arisen organically over the past 10-15 years.

2.5 The vision for the area outlined in the Site Allocations DPD is to create a collection of thriving creative quarters, providing jobs for the local economy, cultural output that can be enjoyed by local residents, and places for local artists to live and work. The DPD notes that changes from existing employment use will need to be accompanied by detailed management arrangements that secure long term access to affordable business premises.

- 2.6 SA34 encourages a comprehensive approach to site management and managed enhancement of the employment and residential offer, including improved permeability in line with Policy DM55 of the DM DPD: Regeneration/Masterplanning. The allocation (SA34) states that the Council will work with landowners and residents to find ways to reintroduce employment, while continuing to meet the accommodation needs of the existing creative community. A new street layout that improves accessibility through the site will also be considered.
- 2.7 A summary list of both the SA34 & SA35 site requirements are as follows:
- A site-wide management plan masterplan;
 - The potential for a building on the corner of Eade and Seven Sisters Roads; marking the gateway to the warehouse district;
 - Reintroduction of employment-generating uses;
 - Local Employment Area: Regeneration Area status;
 - The principles of policy DM39: Warehouse Living apply, and the site is subject to the requirements of Policy DM38: Employment-Led Regeneration;
 - Pedestrian permeability encouraged;
 - Affordable commercial rents will be expected;
 - If necessary, cross subsidy of employment floorspace from residential will be considered;
 - Maximum amount of employment floorspace must be provided subject to viability;
 - Appropriate development = employment-led mixed use development;
 - The terrace fronting Seven Sisters Rd should be retained;
 - Access from the Overbury Road area to and across Seven Sisters Road should be improved.
- 2.8 Provewell have owned sites across the Warehouse District since the 1990s and have stated that they are seeking to encourage and incubate the creative community to remain at the Warehouse District.

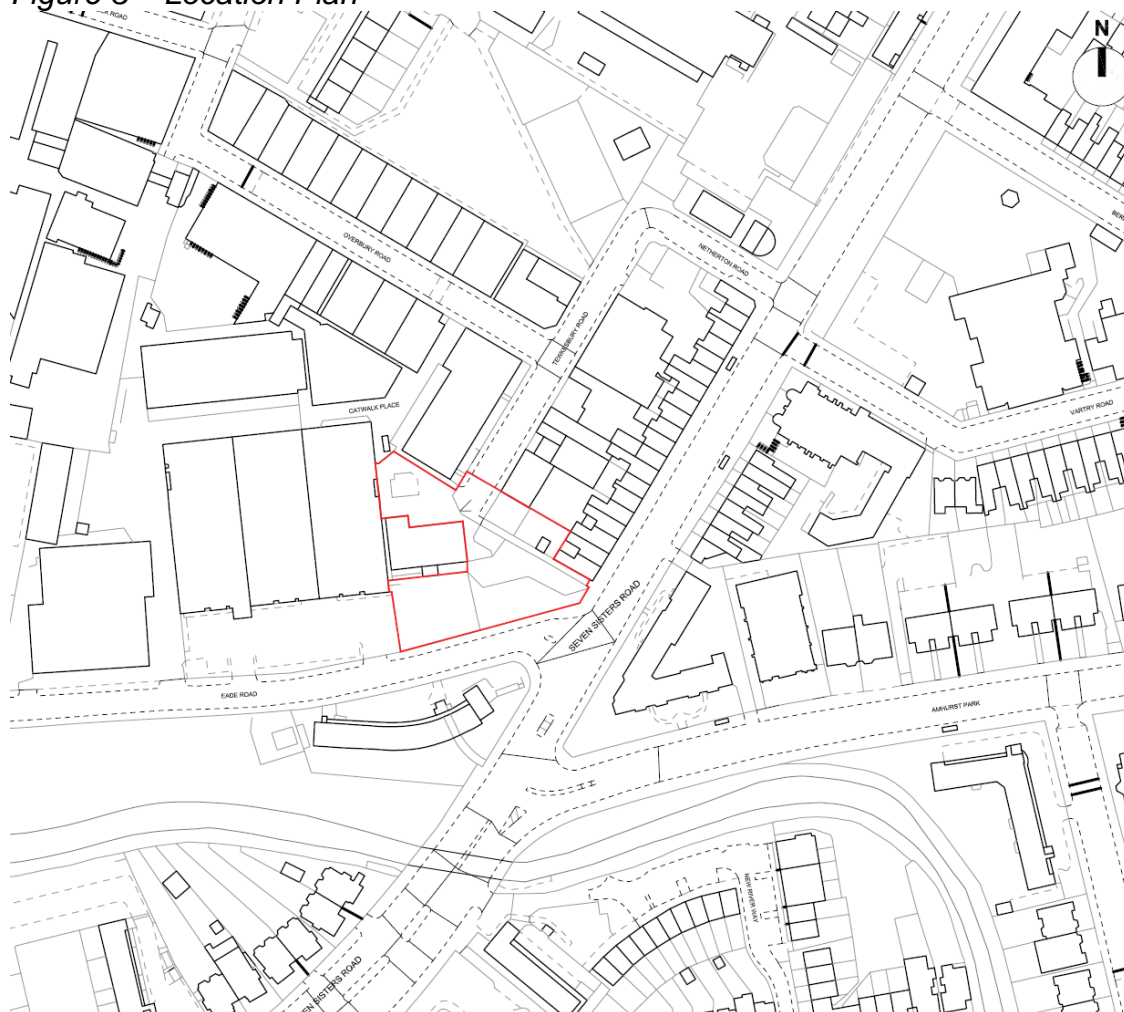
Figure 2 – Prowevell ownership across the Warehouse District (red edge)



3. SITE AND SURROUNDS

- 3.1 The site consists of a triangular parcel of land adjacent to 341 Seven Sisters Road which includes a staircased public right of way which descends from Seven Sisters Road to Tewksbury Road. The site also includes the land to the front and rear of 339 & 341a Seven Sisters Road (“Cara House”) and land to the rear of 341 & 343 Seven Sisters Road.
- 3.2 The triangular parcel of land adjacent to 341 Seven Sisters Road and beyond the staircased public right of way is made up of hardstanding alongside the adjacent highways with trees/shrubs beyond. The land levels fall dramatically beyond this to the north by approximately 2 storeys from Seven Sisters Road down to Tewksbury Road. To the front and rear of Cara House is a hardstanding yard which is used for parking and cycle/refuse storage and outdoor amenity purposes.

Figure 3 – Location Plan



- 3.3 The land to the rear of 341 & 343 Seven Sisters Road is currently used for storage and what appears to be 'car breaking'. Whilst there are several commercial/industrial/storage businesses operating out of buildings which are within the site allocation, there is also a sizable Warehouse Living community, as indicated in the image below which gives estimates of room numbers.
- 3.4 Beyond the site allocation to the west is the Vale Road/Tewkesbury Road Locally Significant Industrial Site (LSIS) which includes the locally listed Former Maynard's Sweet Factory.
- 3.5 The application site is bounded by Eade Road to the south and Seven Sisters Road to the east. Seven Sisters Road forms part of the Transport for London Road Network (TLRN) and is a red route. Most of the site has a Public Transport Accessibility Level (PTAL) of 5.

Figure 4 – Warehouse living accommodation across the site allocation

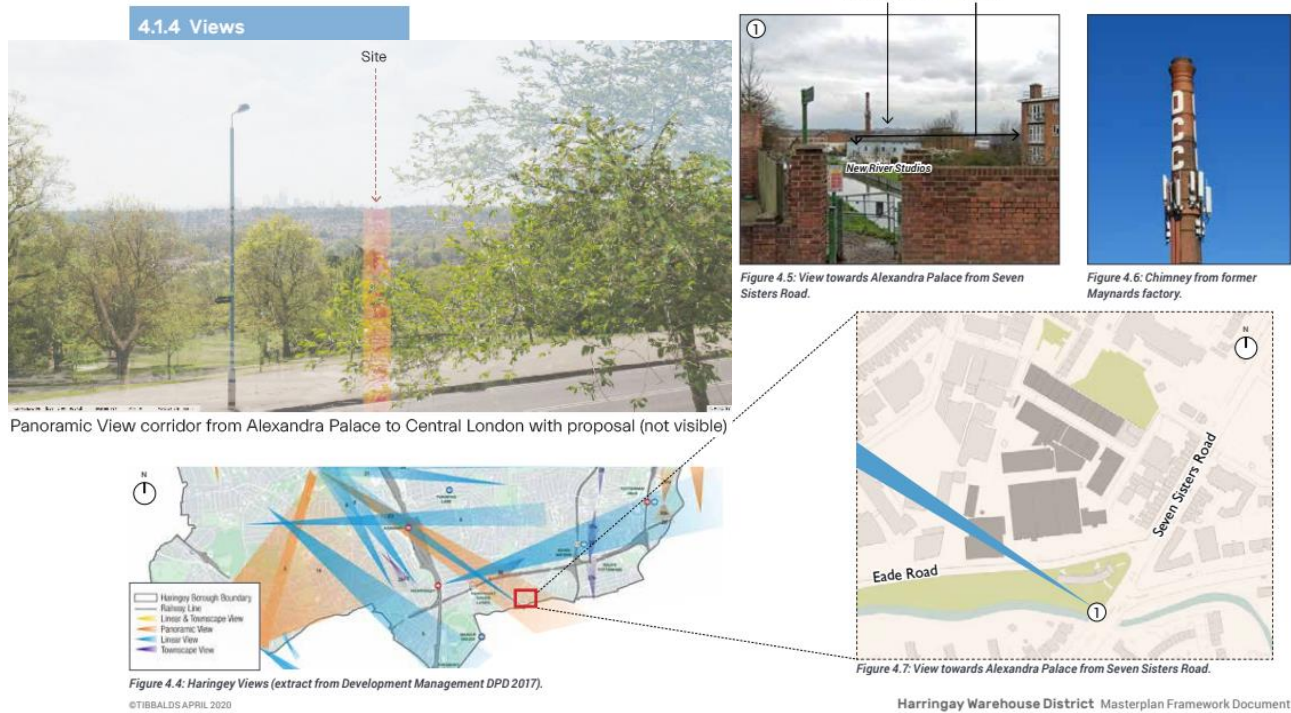


- 3.6 The site falls within the Seven Sisters Corridor Area of Change, which has potential for new housing and social infrastructure including, where appropriate and viable, the provision of new green space and community facilities.
- 3.7 The site does not fall within a Tall Building Growth Area. The Council has adopted the definition of Tall and Large Buildings as those which are substantially taller than their neighbours, have a significant impact on the skyline, are of 10 storeys and over or are otherwise larger than the threshold sizes set for referral to the Mayor of London. The London Plan defines a tall building as one of 6 storeys or 18 metres measured from ground to the floor level of the uppermost storey.
- 3.8 To the east and south of the site lies the borough boundary of the London Boroughs of Haringey and Hackney. To the southwest is the New River which is a Site of Importance of Nature Conservation (SINC) of Metropolitan Importance, an ecological corridor, and part of the Green Chain and Blue Ribbon. Woodberry Down Baptist Church is a locally listed building located nearby, albeit to the northeast of the site down the sloped Seven Sisters Road within Seven Sisters Ward.
- 3.9 The site sits within a strategic Panoramic View corridor that runs from Alexandra Palace to Central London (City and St Pauls Cathedral). This is a long distance

view corridor, and therefore the relatively low rise topographical nature of the site is very unlikely to cause any impact on it.

- 3.10 A Linear View also passes through the site allocations in its southwestern corner. This view corridor extends from the corner of Seven Sisters Road, Amhurst Park and Eade Road towards Alexandra Palace. The location of this corridor is shown in more detail in Figure 5 below along with the Panoramic View from Alexandra Palace. Given the location of the site within the site allocations the proposed buildings would not have an impact on the Linear View.

Figure 5 – Images showing the Panoramic view from Alexandra Palace and the Linear View from Seven Sisters Road towards Alexandra Palace as well as features within these views such as the locally listed chimney of the former Maynards factory.



4. PROPOSED DEVELOPMENT

4.1 The proposals include the following:

- 4.2 Construction of two linked buildings - one of 10 storeys on land adjacent to 341 Seven Sisters Rd and one of 4 storeys to the front of Cara House (Eade Road) both containing ground floor café / workspace uses and Warehouse Living accommodation with associated waste storage and cycle parking; and ten stacked shipping containers to a height of 2 storeys containing workspace / artist uses to the rear of 341 & 343 Seven Sisters Rd with associated toilet facilities, waste storage and cycle parking.

- 4.3 The proposals include landscaping works comprising of the widening and remodelling of the stepped public footpath alongside 341 Seven Sisters Rd and works to Tewksbury Road. The proposals also include the creation of rain gardens, greening, seating, signage, and artworks and other associated infrastructure works, including the removal of an existing, and the construction of a new, substation.
- 4.4 The 10 storeys building would provide 83 bedspaces whilst the 4 storey building would contain 18 bedspaces, totalling 101 bedspaces. 11 of these would be accessible. The current proposals identify 69 of the bedspaces being single rooms with the remaining 21 being double bedrooms and the rest being wheelchair accessible rooms.

5. PLANNING HISTORY

- 5.1 The site and wider SA34 site allocation has a long planning history. Most historic applications relate to Certificates of Lawfulness for conversions from commercial to residential use. There are approximately 68 separate units across the site allocations. Within the application site itself, there are approximately 70 rooms of lawful residential accommodation all within Cara House.

6. CONSULTATION

6.1 Public Consultation

Development Management Forum (DMF)

- 6.2 A DMF has been scheduled for early December.

6.3 Quality Review Panel (QRP)

- 6.4 An earlier iteration of the scheme was presented to the QRP in August. The full report can be found at Appendix 1. The QRP's comments for that meeting are summarised as follows:

- The panel offers its support for the approach taken within the proposals.
- It also welcomes the strategic overview contained within the framework for the wider Haringay Warehouse District, especially as this relates to landscape and public realm considerations.
- This is a challenging scheme, seeking to purposefully recreate the organic character of Warehouse Living that has arisen informally through the reuse of existing buildings: the proposals represent an encouraging response to this challenge.
- Further detail is required, however, to demonstrate that the scheme can be delivered in a way that ensures the affordability of the units to the intended residents.

- The proposed scale and form of the buildings are broadly appropriate, but there is scope for the buildings to make a greater contribution in townscape terms.
- This could be a significant gateway building and be a positive addition to Seven Sisters Road, and the panel would encourage the design team to be bold in their architectural approach, especially of the corner building.
- Further refinement of the internal arrangement of the units would be beneficial, to enhance the opportunities for communality and to ensure that they provide a comfortable environment for residents.
- In particular, thorough testing of overheating risks needs to be undertaken, with mitigation measures put in place where necessary.
- The panel would also like to see specific and quantifiable targets established for the scheme's environmental performance.

6.5 The developer team subsequently developed the design of the proposals and will present their revised scheme to the QRP in December.

7. MATERIAL PLANNING CONSIDERATIONS

7.1 The Planning Team's initial views on the development proposals are outlined below.

Principle of development

7.2 The principle of the development is supported given the location of the site and its allocations within the local plan for change, an increase in accessibility, and an increase in mixed use floorspace including Warehouse Living accommodation.

7.3 The proposed development would deliver on the site allocation's aims for a building on the corner of Eade and Seven Sisters Roads that marks the gateway to the District. The proposal would also increase employment-generating uses. The main issues or constraints are how the additional built form would affect neighbouring buildings and openness, and whether the proposal would successfully deliver on the aims and objectives of the site allocation and associated policies.

7.4 As noted above, The DM DPD Policies (DM38-40) and the Site Allocations DPD (in particular SA34) promote Warehouse Living accommodation and creative and artists' workspace in the Harringay Warehouse District. London Plan policy HC5 supports the continued growth and evolution of London's diverse cultural facilities and creative industries.

7.5 The scheme seeks to make best use of vacant space at a key location for the District to provide an increase in Warehouse Living accommodation as well as commercial space and creative & artists' workspace and provide improvements

to the public realm notably the footpath leading from Seven Sisters Road down to Tewksbury Road.

- 7.6 The increase in commercial space and creative & artists' workspace is welcome and would provide activation to the street frontages as well as passive surveillance over what is currently a stepped alleyway that can feel unsafe, particularly at night. Further improvements to the public realm in and around the site would improve accessibility and the amenity of the area in general.
- 7.7 Warehouse living accommodation does not have defined space standards because of the nature of the use as it is a sui generis use. It shares characteristics with build to rent and co-living but is a unique form of accommodation in its own right that provides workspace within the home which is often functionally and physically separate to the living elements. It is also rarely self-contained.
- 7.8 The Warehouse Living policy (DM39) sets out that the Council will support proposals for Warehouse Living that form part of an agreed masterplan to increase and diversify the employment offer of these employment areas whilst providing an appropriate standard of living for the integrated residential element.
- 7.9 DM39 requires the preparation of a masterplan which must have regard to individual site circumstances and several criteria, which seek to intensify the employment offer to provide for the existing community's current and future needs, whilst safeguarding neighbouring industrial employment uses. The applicant has been developing a masterplan framework that will be submitted alongside a formal application that would seek to show compliance with the requirements of policy DM39 and the site allocations.
- 7.10 The full policy (DM39) including the individual criteria are set out in Appendix 2. The developer team has confirmed that the scheme would comply with policy DM39, and conditions and obligations could be used to ensure ongoing compliance.

Affordable accommodation & workspace

- 7.11 Warehouse Living is a unique type of accommodation, and Policy DM39 does not specify a specific percentage of units that should be provided as affordable housing. There are also no London Plan policy requirements in terms of affordable housing as it is not defined in The London Plan. Policy DM39: Warehouse Living does however, under part iii of criteria e, identify the need for low-cost workspace and affordable residential accommodation.
- 7.12 The nature of Warehouse Living means it would be unsuitable for on-site delivery of family housing or low-cost/social rented accommodation but is by its nature more affordable than conventional housing. Nevertheless it could provide

discount market rent subject to viability. In this respect it shares characteristics with build to rent accommodation, whereby any affordable accommodation that is provided can be owned and/or managed by the landlord themselves rather than the Local Authority or a Registered Provider being responsible for certain parts of a building would not be practical in terms of management.

- 7.13 In terms of discount market rents, the developer team recognises the pressing need for affordable accommodation and is seeking to let the maximum reasonable number of units at a London Living Rent (LLR) equivalent. They are targeting 35-40% of the overall room numbers for this. Discussions around discount market rent are in the early stages but it is acknowledged that 35% at an LLR equivalent would reflect the affordable housing requirement for build to rent accommodation in The London Plan
- 7.14 Policy DM39 seeks to maximise employment floorspace, which includes Warehouse Living. Therefore, viability considerations will seek to prioritise workspace provision and affordable workspace which would support the existing community and its skills/businesses, particularly those in the arts/creative sectors and start-up and early stage businesses.
- 7.15 This proposal is seeking to provide large work/amenity areas with high ceiling heights; and shared and private spaces that would have good levels of natural light. These are characteristics of existing accommodation in the District that can support artistic and creative activities. Furthermore, the proposal would provide workspaces within the shipping containers to the rear of 341 & 343 Seven Sisters Road as well as commercial units at ground floor level within both of the proposed buildings.
- 7.16 The exact terms and costs of the shipping container spaces, and commercial spaces are still being formulated and discussed but the early signs are that the layout and design could potentially provide affordable commercial rents as well as a maximisation of employment floorspace. Officers will continue to negotiate on these matters and seek the maximum reasonable subject to viability.

Design and appearance

- 7.17 The height of the taller building would fall within the Council's definition of a tall building – i.e. one of 10 storeys or over. However, due to the topography of land levels, the building would only appear as 7-8 storeys from Seven Sisters Road. The building would therefore be 3-4 storeys higher than Cara House – i.e. taller but not substantially taller than its neighbours.
- 7.18 A sympathetic and well-designed building of 9-10 storeys is considered appropriate in this location given the land levels, the context (with 5-6 storey heights of neighbouring buildings), and the site allocation requirement for a

building on the corner of Eade and Seven Sisters Roads to mark the gateway to the District.

- 7.19 The proposal requires compliance with The London Plan policy D9 (Tall buildings). Policy D9 sets out requirements for assessing tall buildings (Part C) including addressing visual impacts at different distances; aiding legibility and wayfinding; having exemplary architecture and materials; avoiding harm to heritage assets; not causing adverse glare; and minimising light pollution.
- 7.20 Officers and the QRP have been convinced by the studies the applicant has produced to show that there is a compelling argument for a tall building to mark the gateway to the Warehouse District from the south on Seven Sisters Road. CGIs have been used to indicate how the building could have an acceptable visual impact in short, mid, and long range views. These views will be scrutinised further as the scheme progresses using VU.CITY and verified views as required to ensure acceptability.
- 7.21 The site is not within a conservation area and there are no conservation areas in the immediate area that would be affected by the proposal. The building is likely to be visible in the background of views of the locally listed Woodberry Down Baptist Church but at this stage of analysis any harm would appear to be negligible. The impact on heritage assets is still under review but it is expected that any impacts are unlikely to be adverse to an extent that would not be outweighed by the public benefits of the scheme. A specific analysis covering heritage impacts would be submitted with any formal planning application.
- 7.22 Officers and the QRP are supportive of the design approach so far and the work produced in the masterplan framework which appears to satisfy the requirements of Part D of Policy DM39 (set out in full in Appendix 2). The QRP felt the proposals had so far responded well to the challenge of purposefully recreating the organic character of Warehouse Living. However, they felt there was scope for the buildings to make a greater contribution in townscape terms, suggesting the approach to the corner building could be 'bolder'.
- 7.23 The QRP would like to see further refinement of the internal arrangement of the units to enhance the opportunities for communality and to ensure that they provide a comfortable environment for residents. They also require to be convinced that overheating had been addressed and the environmental performance of the building improved.
- 7.24 The design team has sought to address these points and has finessed the design so that it better addresses the corner with a bold architectural approach. Work has also been done to address issues of overheating through solar shading and the developer team has confirmed that the environmental performance of the building would meet local and London Plan requirements. The detailed

information on wind and daylight & sunlight still needs to be reviewed in full so that Officers can be completely convinced of its impact.

- 7.25 The landscaping and public realm works would improve accessibility in appropriate areas whilst also improving security and privacy. The proposed opening up of the public right of way is supported in design terms given that it activates and improves a constrained well used space that can be perceived as unsafe. Officers will continue to seek as much activation/informal surveillance as possible.

Residential quality and impact on residential amenity

- 7.26 There are no defined space standards for Warehouse Living and so the developer team has as part of their masterplan work carried out a review of National and Borough specific HMO standards, co-living standards, Local Plan Policy and existing features and components of Warehouse Living at other sites nearby to develop appropriate standards that can be rolled out across the masterplan area. These seek to provide good quality of accommodation whilst providing the essence of current warehouse living.
- 7.27 Rooms sizes in the current proposals are approximately between 8 and 12sqm which falls below space standards for self-contained accommodation. However, this would be supplemented by shared bathrooms, raised floor-to-ceiling heights, windows to all rooms, and the large kitchen/living/workspace on each floor. The developer team will need to provide justification for the room sizes and ensure that they would meet an acceptable standard of accommodation.
- 7.28 Housing policies usually resist single aspect units. However, the nature of the use and accommodation would make the delivery of dual aspect rooms challenging, particularly given the site layout and circumstances. The developer team will still need to demonstrate that adequate passive ventilation, daylight and privacy can be achieved, whilst avoiding overheating.
- 7.29 North facing is usually defined as an orientation less than 45 degrees either side of due north. It is unclear whether the northwest facing single aspect bedspaces would fall within this criteria, in any case, there would be north facing bedspaces within the lower block. All of the communal spaces would be dual aspect and have balconies and double height sections. Again, aspects of residential quality are still under review but will be balanced against workspace requirements/needs.
- 7.30 Separation distances between habitable rooms would be modest at certain points between the new buildings and Cara House. Whilst a degree of mutual overlooking is to be expected in this context, the developer team will need to show how the proposal would minimise overlooking and safeguard privacy, as well as ensure sufficient daylight and sunlight will reach Cara House and its surroundings.

- 7.31 Internal daylight to the proposed buildings has not been fully assessed but the early signs are that the majority of rooms would be able to receive acceptable daylight and sunlight and would meet the requirements of recognised BRE guidance.
- 7.32 As the design develops, Officers will seek to ensure that the developer team maximise the quality of all rooms – particularly those to the north, which are likely to have a lower quality outlook, daylight and sunlight. Roof terraces and balconies are supported as they provide additional residential amenity and quality.
- 7.33 Acoustic mitigation measures for the units facing Seven Sisters Road will likely be required, and can be provided at application stage, along with confirmation of accessibility to amenity spaces for all residents.

Inclusive access

- 7.34 The developer team will be required to show in any future application where any wheelchair accessible rooms would be located and how many there would be. At present 11 accessible rooms (10%) are proposed and it is expected these would be distributed across the site to give people with disabilities and older people a wide variety of choice. Rooms that meet M4(3) requirements could also be secured by condition as part of any planning permission.

Fire safety

- 7.35 The developer team would be subject to fire safety ‘Gateway 1’ consultation with the Health & Safety Executive and any planning application would need to be accompanied by detailed fire engineering analysis / fire statement to ensure all the appropriate measures are in place.

Energy & sustainability

- 7.36 The building has been designed to minimise heat gain. The proposed approach to minimising potential overheating, in terms of window design and shading, as well as photovoltaic provision are strongly supported. The full details of this will need to be supplied and reviewed by the Council’s Carbon Management team but the emerging signs are that the proposals would be able to meet policy requirements.

Impact on transport, parking and highway safety

- 7.37 The proposal would be car free with blue badge provision being provided off-street just outside the site. The PTAL of 5 and the provision of what is likely to be extensive cycle parking would support this approach. The site’s good public transport connectivity also supports higher density development.

Other matters

7.38 Matters such as landscaping, greening & public realm, flood risk & drainage, air quality, cycle parking & other transport matters, and energy and sustainability have not been assessed in detail at this stage, but the early signs are that the proposals would meet or exceed the associated Local and London Plan policies. Officers will seek further information in these areas to ensure policy compliance as the scheme progresses.