

Planning Sub Committee

## REPORT FOR CONSIDERATION AT PLANNING SUB-COMMITTEE

### 1. APPLICATION DETAILS

**Reference Nos:** HGY/2023/2137

**Ward:** Northumberland Park

**Address:** Tottenham Hotspur Stadium, 748 High Road, Tottenham, London N17 0AL

**Proposal:** Minor Material Amendments to height, design, maximum floorspace and associated works to Plot 3 (Hotel / Residential development) of the hybrid planning permission HGY/2015/3000 (following previously approved amendments including HGY/2017/1183 to allow part residential (C3) use on Plot 3) for demolition and comprehensive redevelopment of the Northumberland Park Development Project through variation of Conditions A4 (Consented Drawings and Documents); A6 (Conformity with Environmental Statement) and Condition A7 (Maximum Quantity/Density) and D1 (Plot 3 specific drawings) under Section 73 of the Town and Country Planning Act (EIA development)

**Applicant:** THFC

**Ownership:** Private

**Case Officer Contact:** Samuel Uff

**Date received:** 07/08/2023

**Plans and Document:** See Appendix 09 to this report.

1.1 The applications have 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.

### SUMMARY OF KEY REASONS FOR RECOMMENDATION

- The proposal is for amendments to Plot 3 (approved as a 'hotel' in the HGY/2015/3000 permission), a part of the masterplan approved for detailed planning permission for the Stadium, and outline permission for the Tottenham Experience, Extreme Sports Building, Residential and Community Health Building.
- The proposed amendments would result in a well-designed tall building, which will provide a landmark within the evolving character of the area, improving and

refining the approved design in the hybrid planning permission HGY/2015/3000.

- The additional height of the proposed building will result in the hotel being more visible in views of the site, but the more slender, high quality design will sit comfortably in the wider context
- The principle of the hotel and apartments comply with the previous approval and the site allocation, as such the development as a whole will continue to contribute to the significant stadium-led regeneration for the area
- The dwelling mix and unit sizes significantly exceed London Plan minimum standards but these are considered to offer a reasonable mix as part of site optimisation and are considered acceptable in the context of the wider masterplan. The 49 residential units would align with the quantum in the previous extant approval.
- The financial viability position has been assessed by officers and independent specialist advice from BNP Paribas and found to maintain a deficit from the wider masterplan stadium redevelopment which means that the proposed scheme is still unable to provide affordable housing, as was the case with the approved hybrid planning permission for this plot and evidenced in accordance with planning policy.
- The proposed phasing delivery will change to allow the development of the hotel to commence prior to the other remaining plots, which will come forward in early 2025
- The additional floorspace will be subject to additional CIL charges which mean the proposed scheme would make a proportionate and reasonable contribution to the infrastructure that is needed to support growth.
- The S106 obligations around local labour will be enhanced to ensure Haringey residents have priority for construction jobs and end user obligations are enhanced to maximise opportunities for local people working in hospitality

## 2 RECOMMENDATION

- 2.1 That the Committee authorise the Head of Development Management or the Assistant Director of Planning, Building Standards & Sustainability to GRANT planning permission subject to the conditions and informatives set out below and the completion of an agreement satisfactory to the Head of Development Management or the Assistant Director of Planning, Building Standards & Sustainability securing the obligations set out in the Heads of Terms below following referral to the Mayor of London.
- 2.2 That the section 106 legal agreement referred to in resolution (2.1) above is to be completed no later than 11/02/2024 or within such extended time as the Head of Development Management or the Assistant Director Planning, Building Standards & Sustainability shall in her/his sole discretion allow.
- 2.3 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 is

granted in accordance with the Planning Application subject to the attachment of the conditions.

- 2.4 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 (planning permission) 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.

**Conditions Summary for the entire masterplan site –** (Full text of recommended conditions is contained in Appendix 01 of this report. Conditions 1-16 are replicated and amended where necessary from the extant permission HGY/2015/3000).

- 1) Implementation Timescales – Full
- 2) Reserved Matters
- 3) Phasing Plan
- 4) Consented drawings and documents
- 5) Business and Community Liaison construction Group
- 6) Conformity with Environmental Statement
- 7) Maximum quantum / density
- 8) Materials
- 9) Materials boards
- 10) Flood Risk Management
- 11) Drainage (amended +40% climate change)
- 12) Interim landscape plan and meanwhile uses
- 13) Plant and machinery
- 14) Demolition of locally listed buildings (condition discharged)
- 15) Elements of the Edmonton Dispensary and Red House Coffee Palace  
Facade and Interiors Retention (condition discharged)
- 16) Carbon savings

**Conditions Summary for the Plot 3:**

- 1) Consented drawings
- 2) Construction Environmental Management Plan
- 3) Air Quality and Dust Management Plan
- 4) Construction Waste Management Plan
- 5) Construction hours
- 6) Piling method statement
- 7) Temporary site hoarding
- 8) CCTV
- 9) Lighting
- 10) Waste and refuse

- 11)Energy Centre flues
- 12)Landscape management
- 13)Hours of operation of rooftop terraces
- 14)Contamination
- 15)Contamination remediation
- 16)Telecommunications
- 17)Cooling demand
- 18)Parking management plan
- 19)Cycle storage
- 20)Hard and soft landscaping
- 21)Wind mitigation
- 22)Fire statement
- 23)Accessible housing
- 24)Secured by Design
- 25)Noise attenuation
- 26)Non-Road Mobile Machinery 1
- 27)Non-Road Mobile Machinery 2
- 28)Energy Strategy
- 29)PV arrays
- 30)BREEAM outcome
- 31)Telecommunications Equipment

**Informatives Summary** – (the full text of Informatives is contained in Appendix 01 to this report).

- 1) Conditions discharged previously
- 2) Working with the applicant
- 3) Community Infrastructure Levy
- 4) Numbering New Development
- 5) Dust
- 6) Disposal of Commercial Waste
- 7) Environment Agency permits
- 8) Metropolitan Police
- 9) Piling method
- 10)Minimum Water Pressure
- 11) Paid Garden Waste Collection Service
- 12) Sprinkler Installation
- 13) Land Ownership
- 14) Site preparation works
- 15) Site Preparation Works

**Section 106 Heads of Terms (\* indicates existing obligations) :**

- 1) **Podium and Public Access\***

- a) Year round public access to podium and other publicly accessible areas (apart from one day a year) from completion of development Phase 3.
- b) Maintenance of Podium and public realm.
- c) Cultural / Community Events (12 per year for 6 years) from date of this decision notice.

**2) Playspace Contribution**

- a) Off-site provision for £17,670.

**3) Art management Strategy** – prioritising use of local artists and cultural significance.

**4) Car Capping** – 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) Car Club Contributions** - Two years' free membership for all residents and £50.00 per year credit for the first 2 years; and an enhanced car club membership for the residents of the family-sized units (3+ bedrooms) including 3 years' free membership and £100 (one hundred pounds in credit) per year for the first 3 years.

**6) Residential & Hotel\* Travel Plans** comprising:

- a) Appointment of a Travel Plan Coordinator (to also be responsible for monitoring Delivery Servicing Plan)
- b) Provision of welcome induction packs containing public transport and cycling/walking information, map and timetables, to every new household.
- c) £3,000 for monitoring of the travel plan initiatives.

**7) Highways Agreement**

- a) Include Active Travel Zone (ATZ) assessment and Highway Safety Audit
- b) See Section 278 Agreement Heads of Terms.

**8) Servicing and Delivery Plan\*:**

- a) outline how all servicing for the wider site will be operated and clarify use of any on-street loading bays.
- b) step by step details of access to and from the Highway,
- c) the oversight of vehicles as they move across the Podium (details of marshalling arrangements and numbers of marshals),
- d) swept paths to show progress between landscaping and any other features,
- e) management arrangements to ensure visiting service vehicles adhere to their booked slots and dwell durations to ensure as smooth working as possible to accommodate movements in this area without compromising the pedestrian environment and movements.

- f) A ban on vehicular movement on the podium with the exception of emergency vehicles during the critical pedestrian times.

**9) Cycle Strategy\***

- 10) **Employment & Skills Plan\*** - Including Construction apprenticeships Support Contribution and Skills Contribution (to be calculated in accordance with Planning Obligations SPD) prioritised for Haringey residents.

**11) Business Opportunities\***

**12) Commitment to being part of the borough's Construction Partnership\*.**

**13) Future connection to District Energy Network (DEN)\***

- a) Submission of Energy Plan for approval by LPA
- b) Ensure the scheme is designed to take heat supply from the proposed DEN (including submission of DEN Feasibility Study)
- c) Design of secondary and (on-site) primary District Heat Network (DHN) in accordance with LBH Generic Specification and approval of details at design, construction, and commissioning stages.
- d) Use all reasonable endeavours to negotiate a supply and connection agreement with the DHN within a 10-year window from the date of a planning permission.

**14) Provision of EV car parking Spaces\***

**15) Carbon offsetting\***

- Payment of an agreed carbon offset amount (residential & non-residential) plus 10% management fee on commencement.

**16) Ultrafast broadband infrastructure** and connections to be provided.

**17) Commitment to Considerate Contractors Scheme\***

**18) Monitoring\***

- Based on 5% of the financial contribution total and £500 per non-financial contribution.

**Section 278 Highways Legal Agreement Heads of Terms**

**19) Planned and funded public highway improvements to Park Lane**

- 2.5 In the event that members choose to make a resolution 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 application be refused for the following reasons:

- i. In the absence of a legal agreement securing 1) the provision of on-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.
- ii. In the absence of a legal agreement securing financial contributions towards open space, the scheme would fail to provide sufficient amenities for future residents contrary to London Plan Policy S1, Strategic Policies SP16 and SP17, Tottenham Area Action Plan Policies AAP1, AAP11 and NT5 and DM DPD Policy DM48.
- iii. In the absence of legal agreement securing 1) a residential Travel Plan and financial contributions toward travel plan monitoring, 2) Traffic Management Order (TMO) amendments to change car parking control measures, 3) car club contributions and 4) podium access 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 and fail to mitigate the impacts of the development and provide the benefits envisaged for the area. 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 NT5 and DM DPD Policy DM31.
- iv. In the absence of an Employment and Skills Plan and Ultrafast broadband infrastructure 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.
- v. In the absence of a legal agreement securing an art strategy the proposal would fail to achieve a high quality design contrary to Local Plan Policy SP11 and Policy DM1 of the DM DPD.
- vi. In the absence of a legal agreement securing the implementation of an energy strategy, including connection to a DEN, 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.

- vii. 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.

2.7 In the event that the Planning Application is refused for the reasons set out above, the Head of Development Management or the Assistant Director Planning, Building Standards & Sustainability (in consultation with the Chair of Planning Sub-Committee) is hereby authorised to approve any further application for planning permission 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.

2.8 In the event that the Planning Application is refused for the reasons set out above, the Head of Development Management or the Assistant Director Planning, Building Standards & Sustainability (in consultation with the Chair of Planning Sub-Committee) is hereby authorised to approve 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.

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### **APPENDICES:**

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### 3. PROPOSED DEVELOPMENT AND LOCATION DETAILS

#### Background

- 3.1. The extant hybrid planning permission (HGY/2015/3000) granted full detailed planning permission for the demolition of the existing THFC football stadium and club shop, three locally listed buildings (746, 748 and 750 High Road), and a terrace of seven houses (20 to 32 (evens) Worcester Avenue and the construction of the following:
- Plot 1 - A new 61,000 seat stadium and surrounding public realm works.
  - Plot 2 - 'The Tottenham Experience', a multi-use building incorporating the Grade II Listed Warmington House and comprising the club megastore, stadium ticket office, museum, club cinema, café, stadium tour and 'Skywalk' reception area.
  - **Plot 3 - A 22-storey hotel comprising 180 bedrooms and 49 serviced apartments.**
- 3.2. Outline planning permission was granted for the following:
- Plot 4 - The Extreme Sports building (Class D2) providing up to 2500 m<sup>2</sup> of floor space in a structure up to a maximum height of 51.2 metres. Detailed approval was granted for matters relating to "access" and "layout", with matters relating to "appearance" and "scale" reserved.
  - Plot 5 – Residential development and flexible community/office space (Class D1/B1) comprising 4 residential towers (2 blocks up to 16 storeys (69m) in height above podium level; 1 block up to 24 storeys (96m) in height above podium level; and 1 block up to 32 storeys (123m) in height above podium level) providing a maximum residential floor space of 49,000 m<sup>2</sup> or a maximum of 585 units, and the construction of 4,000 m<sup>2</sup> flexible community (Class D1)/office (Class B1) floorspace in the lower floors of the podium below the residential blocks in the SE corner of the site. Detailed approval was granted for matters relating to "access", "layout" and "scale", with matters relating to "appearance" and "landscape" reserved.
  - Plot 6 - The Community Health Building (Class D1). Detailed approval was granted for matters relating to "access", "layout" and "scale" with only matters relating to "appearance" reserved.
- 3.3. This proposal relates predominantly to Plot 3 for the hotel and associated public realm at street and podium levels. The remainder of the wider hybrid permission masterplan remains broadly as approved.

- 3.4. The extant Plot 3 permission is for a 22-storey, 100 metre tall hotel building, comprising 180 bedrooms and 49 serviced apartments. The serviced apartments would have been an intrinsic part of the hotel, with shared cores and facilities.
- 3.5. The use of these serviced apartments was amended to conventional residential use following a non-material amendment (NMA) to the hybrid permission removing reference to “serviced apartments” and the maximum 90 day consecutive occupation restriction, thereby allowing these to be occupied as residential (C3) use class (HGY/2017/1183).
- 3.6. That 2017 amendment also permitted alterations to the approved hybrid permission, including provision of a separate residential entrance access in the western elevation at podium level, thus creating a distinction for residents and hotel guests.
- 3.7. The hybrid permission has been implemented with the basement, super structure up to podium level completed. The basement below Plot 3 has already been developed for a car park. A further NMA (HGY/2017/0791) provided an additional entrance to this part of the basement car park from Park Lane, supplementing that already servicing the basement from High Road.

#### *Masterplan*

- 3.8. The main consideration of this application is the amended scale, massing and design of the proposed building on Plot 3 which should be considered in the wider context of the approved masterplan as detailed in part below. This is shown below (NB Plot 6 is on the north-eastern side of the stadium and not in this view).

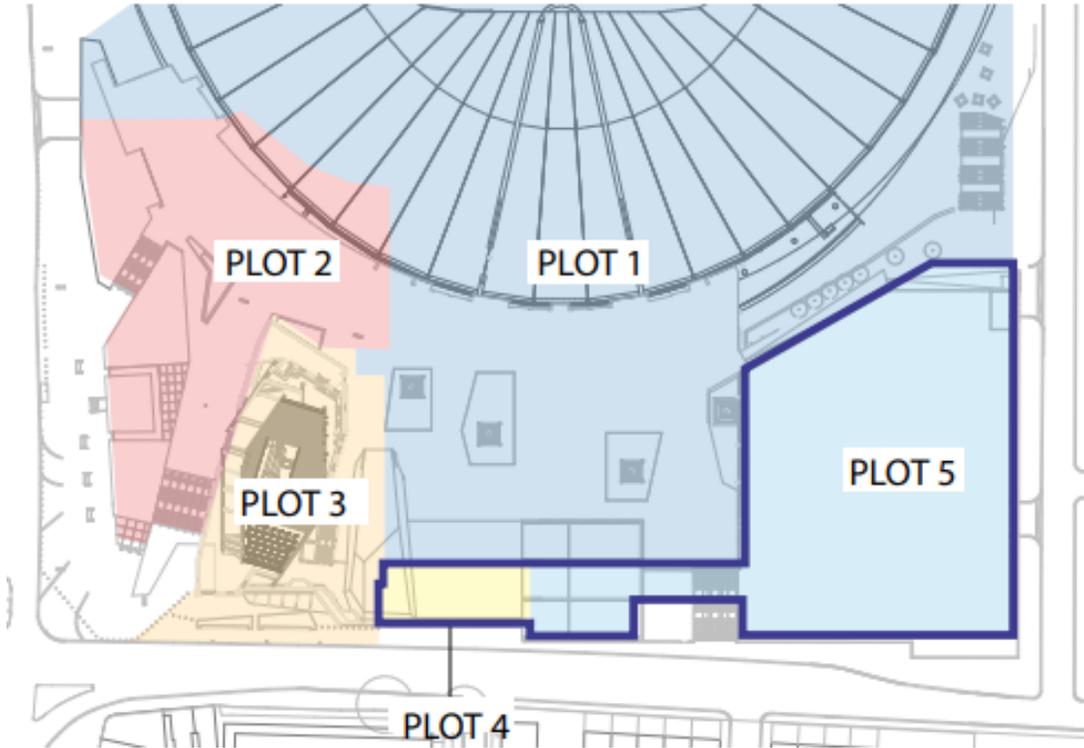


Figure 01: Proposed Masterplan



Figure 02: Proposed Masterplan 3D visualisation

3.9. The section of the building provides a visual depiction of floor layouts and the specific floorspaces for the proposed building:

### **Proposed Scheme**

3.10. The proposal seeks to amend the hybrid planning permission HGY/2015/3000 through a 'Section 73' minor material amendment to Plot 3 of the hybrid permission.

3.11. The main changes to the proposed building compared to the current extant permission would be as follows:

- Amended angled roofline increasing the height by 21 metre – 27 metre (seven / eight storeys) to create a more refined and slender design;
- A refined and broken up massing, with the appearance of greater separation of 20 metres rather than 15 metres from the THFC Stadium (Plot 1) and 24 metres instead of 13 metres from the rear of Tottenham Experience building (Plot 2) but 13 metres to 5 metres closer to Extreme Sports building (Plot 4) and the closest point;
- Creation of residential entrance and separate hotel restaurant / amenity (12<sup>th</sup> / 13<sup>th</sup> floor) lift in the street level façade;
- Addition of a front canopy above hotel forecourt, allowing landscaping and seating on the canopy as extension of podium;
- Retention of bar / café at podium level with creation of additional external seating to the northern end, with associated landscaping;
- Removal of one of the approved access stairs from the hotel forecourt to podium level;
- Amended phasing plan to ensure early delivery of Plot 3 hotel in time for Euro 2028
- Minor alterations to the street level and podium level public realm and phasing to be tied in with the amended phasing of delivery;
- Removal of approved loading bay on the public highway in front of the building to be replaced with pedestrian space;
- Creation of two servicing bays and routes for deliveries at podium level;
- Internal alterations to create a separate lift and stair core for residential and hotel uses;
- Larger residential units than those approved – these would all have improved layout with dual aspect and private amenity space;
- Provision of shared amenity space (swimming pool / gym etc) and restaurant in floors 12 and 13;

- Provision of communal internal residential space and terrace with playspace on the 14th floor;
- Reduction in basement car park from 76 to 64 spaces;
- Provision of 114 cycle storage spaces for residents and hotel guests (100 residential and 14 hotel), representing an increase from the 12 cycle storage spaces approved in 2016 and 64 cycle parking spaces approved through the NMA to allow residential (C3) in 2017

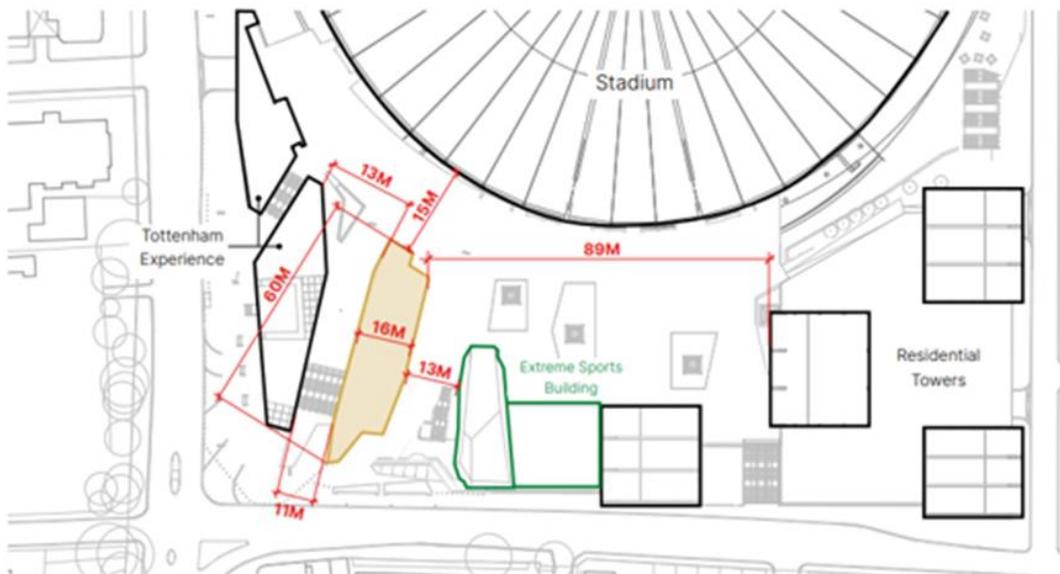


Figure 3: Red dashed line represents Plot 3

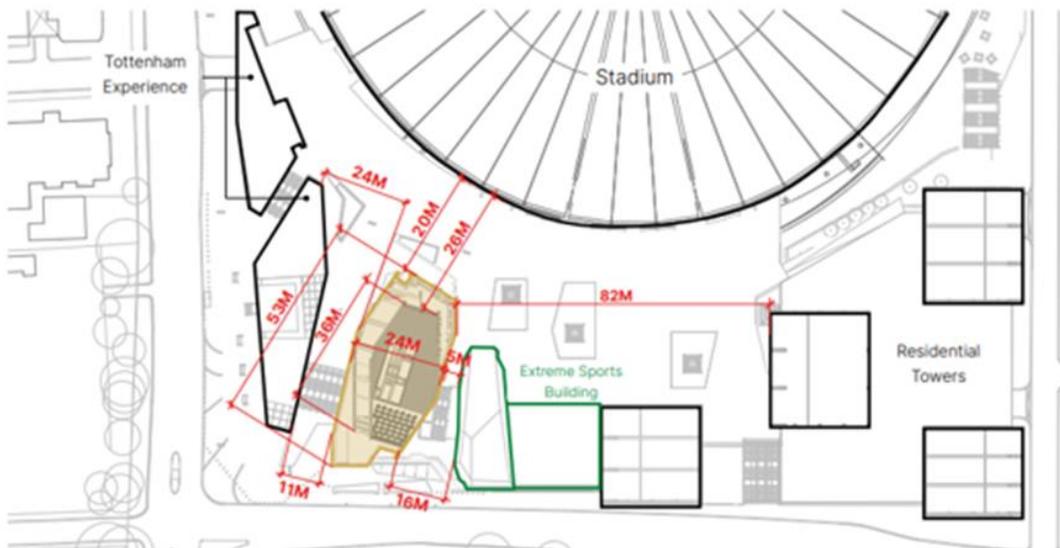
3.12. The application has been amended since submission to refine the design through the following design changes:

- The massing has been re-orientated to ensure this has the angled view from both ends of High Road and greater emphasis on the 'blade' form;
- Reconfiguration and increase of second highest northern 'blade' of the tower has enabled additional internal floors.
- Revised hotel layout of 18 rather than 20 rooms per floor
- Provision of additional floor and mezzanine amenity floor (total 180 hotel rooms still);

- Better articulated balconies and improved top floor design;
- Greening of the southern elevation through planting boxes on balconies;
- Improved legibility of entrances in street level façade and access to podium. The separate door for the amenity floors of the hotel (floors 12, 13, 14).
- Creation of a larger ground floor lobby entrance and reduction in number of openings in the ground floor facade;
- Improved layout of internal and external residential amenity space on 14<sup>th</sup> floor.



**FIGURE 129.** 2016 Approved NDP Scheme



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*Figure 4: Comparative footprint*

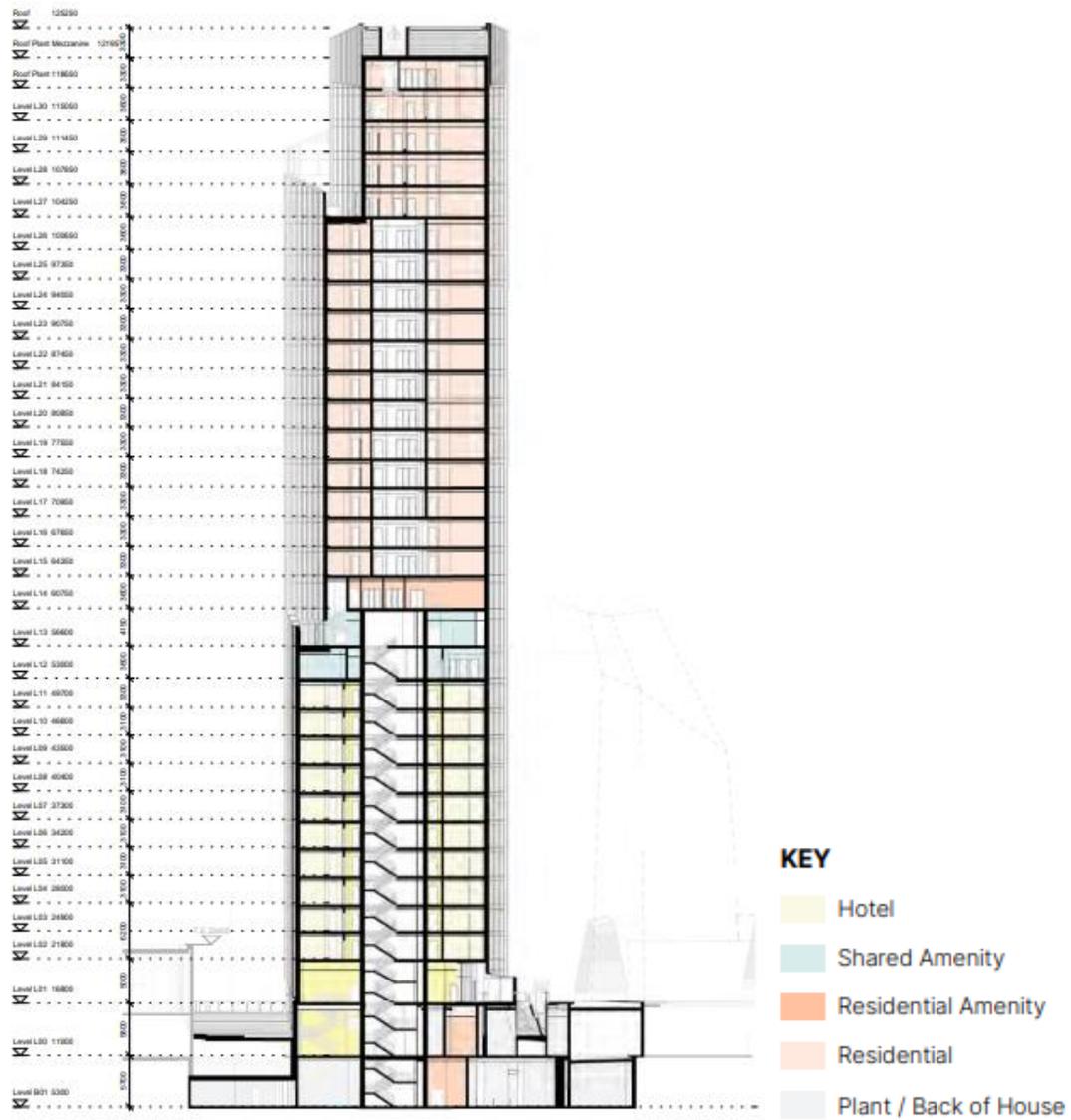


Figure 5: update revised floor areas

- 3.13. Part of the application involves alterations to the approved floor areas within the condition A7 of the extant permission, to increase the total residential and hotel floorspaces. The table below clarifies the changes from the most recent 2017 extant permission to the proposed, as well as the relevant use classes.

Land Use	Use Class	Area GIA (sqm)	Units
Leisure (including stadium)	D2 F2(c)	122,000	n/a
Hotel	C1	<del>15,537</del> 16,696	180 rooms
Residential	C3	53,298	634
Sui Generis / Tottenham Experience	Sui Generis	4,311	n/a
Business	<del>B1</del> E(g)	4,000 (max)	n/a
Community and Culture	<del>D1</del> F1	6,000 (max)	n/a

*Table 1: Amended floorspaces*

### **The Site and Surroundings**

- 3.14. The site forms part of the ongoing phased redevelopment of the THFC Stadium and surrounding land. A hybrid planning application (part full permission and part outline permission) was granted in 2016 (Reference: HGY/2015/3000). The redevelopment of the site granted a phased development of plots, which includes the Tottenham Hotspur Stadium (now built), Tottenham Experience (substantially completed), hotel, sports centre ('Extreme Sports Building') and health centre.
- 3.15. The part of the site relevant to this proposal is Plot 3 'hotel', located south west of the now constructed THFC football stadium, on the junction of Park Lane and High Road. The site is adjacent to the Tottenham High Road / North Tottenham Conservation Area. The statutory Grade II Listed Warmington House (no.744 High Road) is located to the west of the site and has been incorporated into the Tottenham Hotspur Experience building, which formed part of the 2016 'hybrid' planning permission and has been substantially developed. There are other locally listed buildings in the vicinity, including the Corner Pin public house opposite the site.
- 3.16. The recently approved High Road West redevelopment, is located to the west of the site and has permission for comprehensive masterplanned mixed use redevelopment, under reference planning permission reference HGY/2021/3175.



Figure 6: Site in context

- 3.17. Plot 3 was referred to as the ‘hotel’ site in the in the ‘hybrid’ planning approval, granted full planning permission for a 22 storey, 100m tall tower to accommodate a 180 bedroom hotel with an additional 49 serviced apartments. A number of non-material amendment (NMA) applications have been approved since the 2016 hybrid approval which allow the ‘serviced apartments’ to be used in a more conventional residential apartment (C3) use (reference: HGY/2017/1183). Relevant history for the site is detailed in section 4.

- 3.18. The Stadium has been completed and has been used for football and numerous other high profile events. The Experience building is substantially completed but has yet to complete the cafe and outdoor seating part of that permission. The 'town square' approved on the podium level has yet to be fully realised and retains its interim landscaping, as does the public realm surrounding the site due to the lack of activation of the podium level at present.

*Surrounding sites*

- 3.19. The site is within Northumberland Park Area of Change as per Haringey's Spatial Strategy Policy SP1. This is a designated Growth Area and contains a number of other site allocations designated within the adopted Local Plan and Tottenham Area Action Plan. The stadium itself is referred to as NT7 and is bounded by NT3 (Northumberland Park North) to the north, NT4 (Northumberland Park), to the east and NT5 (High Road West) located west of the site. A hybrid permission for the High Road West (HRW) redevelopment has been approved under reference HGY/2021/3175 but there are currently no permission for NT3 and NT4.
- 3.20. The plans for HRW include a number of tall buildings and public realm and the progression of the application site and surrounding site allocations seek to transform the area through a mixed and sustainable community and leisure destination. The Tottenham Hotspur FC development is a key driver in this ambition and the progression of the site as a catalyst for change is welcomed and recognised for its important role in this regeneration and placemaking.
- 3.21. An overview of the approved building heights of HRW can be seen in Figure 7 below, which are relevant in this changing urban character of the area. The key broadly indicates B1-B4 will have maximum heights AOD (Above Ordnance Datum) up to approximately 99m; C1-C4 of approximately 58m; D1-D2 of approximately 117m; plot E of 36m; and plots F1-F4 at 101m.



*Figure 7 – Approved High Road West Masterplan*

#### **4. SITE HISTORY SUMMARY**

4.1. The following are key summaries of the site history. A full site history is available in Appendix 10

- HGY/2010/1000 - Outline permission for demolition and redevelopment of the site - Approved in September 2011.
- HGY/2011/2350 - Outline permission for demolition and redevelopment of the site - Approved in March 2012.
- HGY/2015/3000 – Hybrid permission: Full permission for Stadium, Tottenham Experience, Hotel and outline permission for Extreme Sports building, mixed use commercial and 535 residential units and Community Health Centre – Approved in April 2016.
- HGY/2017/0791 - Non-material amendment to Condition A4 (consented drawings and documents) of HGY/2015/3000 to replace basement access ramp from High Road with new basement access ramp from Park Lane. Consequential amendment to Condition B23 (High Road Vehicular Access).

- HGY/2017/1183 – Non-Material Amendment to condition 16 of HGY/2015/3000 use of hotel serviced apartments (C1 use class) as residential (C3 Use Class) and associated internal alterations – Approved in May 2017.
- HGY/2021/1039 - Application for the approval of reserved matters relating to the scale of Plot 4 'The Extreme Sports Building' of planning permission HGY/2015/3000 granted on 15.04.2016 for the demolition of the existing stadium and the phased redevelopment of the site to provide a new stadium, hotel, Tottenham Experience; sports centre ('The Extreme Sports Building'); community and / or office uses; housing; health centre ('The Community Health Building'); and associated works – Approved 19/07/202
- HGY/2021/1043 Application for the approval of reserved matters relating to the appearance of Plot 6 'The Community Health Building' of planning permission HGY/2015/3000 granted on 15.04.2016 for the demolition of the existing stadium and the phased redevelopment of the site to provide a new stadium, hotel, Tottenham Experience; sports centre ('The Extreme Sports Building'); community and / or office uses; housing; health centre ('The Community Health Building'); and associated works – Approved 15/06/2021
- HGY/2022/4504 Application for the approval of reserved matters approval is sought in respect of 'landscaping' associated with Plot 5 (residential and B1/D1) associated with planning permission HGY/2015/3000 for the demolition of the existing stadium and the phased redevelopment of the site to provide a new stadium, hotel, Tottenham Experience; sports centre ('The Extreme Sports Building'); community and / or office uses; housing; health centre ('The Community Health Building'); and associated works – Approved 13/10/2023

## 5. CONSULTATION RESPONSE

5.1. The following were consulted regarding the applications:

### Internal Consultees

- LBH Building Control
- LBH Carbon Management
- LBH Conservation Officer
- LBH Design Officer
- LBH Local Lead Flood Authority/Drainage
- LBH Economic Regeneration
- LBH Education (School Places Planning)
- LBH Emergency Planning and Business Continuity
- LBH Health in all Policies
- LBH Housing

- LBH NHS Haringey
- LBH Planning Policy
- LBH Pollution
- LBH Tottenham Regeneration
- LBH Transportation
- LBH Tree Officer
- LBH Waste Management

#### External Consultees

- Affinity Water
- Arriva London
- Environment Agency
- Georgian Group
- Greater London Authority
- Greater London Archaeology Advisory Service (GLAAS)
- Historic England
- London Fire Brigade
- Metropolitan Police - Designing Out Crime Officer
- National Grid
- NHS Clinical Commissioning Group
- Residents Associations
- Thames Water
- Tottenham Civic Society
- Tottenham CAAC
- Transport for London
- Tree Trust for Haringey
- UK Power Networks

5.2. An officer summary of the responses received is below. The full text of internal and external consultation responses is contained in Appendix 3.

#### Internal:

**Building Control (HBC)** – No objection – HBC are satisfied that the design intent approach adopted by the applicant is entirely appropriate to the proposed development and neither HBC nor LFB have any outstanding concerns. There have been continuous discussions regarding safety and crowd flow for the building and wider site.

**Carbon Management** – Final comments not received at time of publication but formal comments to be added prior to Committee.

**Conservation Officer** – The revised scheme is considered to improve the appearance with emerging context. On the basis of what has been approved, the

heritage and public benefits from this proposal would also outweigh the harm to the significance of the Conservation Area.

**Design Officer** – The tall slender, blade like appearance of this amended design is considered to be significant improvement on the previous squatter design. The proposals are a well thought through and elegantly designed response to this site, that will play key part in community improvements to be delivered in this masterplan and emerging development.

**Lead Local Flood Authority** – The submitted Flood Risk Assessment and Drainage Strategy are acceptable.

**Lighting** – Information submitted is acceptable and lighting around the stadium is controlled by the Club.

**Pollution** – No objection, subject to compliance with previous conditions on Land Contamination, Unexpected Contamination, Non-Road Mobile Machinery and Demolition / Construction Environmental Management Plans.

**Transportation** – Further clarifications required on site wide servicing and delivery and detailed assessment of why basement no longer suitable. No objection subject to recommended conditions regarding management, delivery times, consideration of landscaping and servicing, forecourt swept paths / coach frequency, s106 obligations and s278 obligation and plan for highways improvement.

**Waste Management** – No objections to the proposed waste arrangement and plan if suitably managed.

External:

**National Gas** – No objection

**Greater London Authority (GLA)** – Stage One – changes to hotel materially alter the economic circumstances and should be tested against viability. Accept that the uses, impact on heritage assets remain consistent with 2015 approval. Slender design is supported. Active Travel Zone, Road Safety Audit and bus contribution required. Further water and flooding information is acceptable.

**Health & Safety Executive (HSE)** – No objection subject to applicant demonstrating compliance at later regulatory stages

**Historic England** – Reiterate objection to the 2015 approval and consider the additional height, scale and massing will be further detrimental scale compared to the much lower heights of historic buildings within the North Tottenham and Bruce Grove Conservation Areas. This would not create significant additional public benefits that cannot be delivered by any other means.

**Historic England – Archaeological Service (GLAAS)** – Recommend that a Stage 1 Written Scheme of Investigation is secured by planning condition, as some parts of the site remain undeveloped.

**Metropolitan Police (Designing Out Crime Officer)** – No objection in principle, subject to a planning condition requiring a ‘Secured by Design’ accreditation to be achieved for each building before the building is occupied and the inclusion of an informative.

**Sport England** – No objection

**Thames Water** - no objections subject to conditions

**TfL** – Comments received via GLA Stage 1 requested Active Travel Zone, Road Safety Audit and bus contribution.

## LOCAL REPRESENTATIONS

5.1. Two rounds of consultation were undertaken on 25<sup>th</sup> August 2023 and 10<sup>th</sup> November 2023. These included notification sent to the following:

- 1,837 letters to neighbouring properties
- 4 site notices erected in the vicinity of the site

5.2. The number of representations received from neighbours, local groups etc. were as follows:

No of individual responses:

Objecting: 4 (including 7 signature petition from residents of Worcester Avenue)

Supporting: 1

Others: 0

5.3. The main issues raised in representations from adjoining occupiers are summarised below.

Objections:

- Stress on emergency services, refuse services, roads and hospitals;
- Increased noise and anti-social behaviour;
- Lack of benefit to local community;
- Question how “minor” the amendment is;
- Overbearing, overshadowing and overlooking;
- Loss of light (Commonwealth Road);
- Increased traffic;
- Increased disruption for events.
- There should be no construction or transport movements through Worcester Avenue;
- No THFC staff or associates shall park on Worcester Avenue;
- The barriers on Worcester Avenue shall not be lowered except for emergency vehicles.

## 6. MATERIAL PLANNING CONSIDERATIONS

The main planning issues raised by the proposed development are:

1. Principle of the Development
2. Affordable Housing
3. Regeneration
4. Design
5. Heritage Conservation
6. Residential Quality
7. Child Play Space
8. Impact on Amenity of Adjoining Occupiers
9. Transportation and Parking
10. Energy, Climate Change and Sustainability
11. Flood Risk, Drainage and Water Infrastructure
12. Air Quality
13. Trees
14. Urban Greening and Ecology
15. Waste and Recycling
16. Land Contamination
17. Archaeology
18. Fire Safety and Security
19. Equalities
20. Conclusion

### 6.1 Principle of the development

#### *Scope of Section 73 application*

- 6.1.1 An application can be made under Section 73 (S.73) of the Town and Country Planning Act 1990 to vary or remove conditions associated with a planning permission. One of the uses of a S. 73 application is to seek a minor material amendment, where there is a relevant condition that can be varied. A S.73 application results in a new permission being issued.
- 6.1.2 Guidance for determining S.73 applications is set out in the National Planning Practice Guidance (NPPG) which states that a minor material amendment is one “whose scale and nature results in a development which is not substantially different from the one which has been approved”. This is not a statutory definition and recent case law as clarified that provided changes do not impact on the ‘operative part’ of a planning permission they can be considered through a S73 application. It is further stated that the development which the application under S.73 seeks to amend will by definition have been judged to be acceptable in principle at an earlier date. Consequently, the extent of the material planning considerations are somewhat restricted and only the amendments being applied for should be considered at this stage. Having said that, when determining the application, the local planning authority (LPA) will have to consider the application

in the light of current policy. The LPA therefore has to make a decision focusing on national or local policies which may have changed significantly since the original grant of planning permission as well as the merits of the changes sought.

- 6.1.3 With the exception of the adoption of a new London Plan in 2021 and alterations made to the National Planning Policy Framework (NPPF) in 2018, 2019, 2021 and 2023 in this case since the granting of planning permission, the same policy documents used in the assessment of the proposal are currently adopted, and there are no further policy documents that have been adopted that materially alter the assessment of the current proposal. The overall policy approach relating to development of such sites, housing mix, design and character, and living conditions for future occupants remain consistent. Where there have been changes, they are detailed within the relevant sections.
- 6.1.4 In the context of an approval within the hybrid permission HGY/2015/3000 masterplan, the additional scale of development is considered to fall within the scope of a S.73 amendment. The use of the site for mixed uses has previously been approved through an amendment, so the uses which form part of the S. 73 application would remain in accordance with the extant approval.
- 6.1.5 The S.73 application proposes to amend conditions A4 (Consented Drawings and Documents); A6 (Conformity with Environmental Statement); Condition A7 (Maximum Quantity/Density) and D1 (Plot 3 specific drawings). Determination of a S.73 amendment also requires other amendments made or details now approved to be consolidated to reflect the current approved documents.

#### *Policy assessment*

- 6.1.6 The current National Planning Policy Framework NPPF was updated in September 2023. 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.
- 6.1.7 The NPPF, 2023 makes specific reference to hotels as falling within the definition of town centre use. As such this aligns with the extant permission and policy assessment for suitable siting of such uses. Current policies seek to create the conditions for businesses to invest and expand, support economic growth and allow areas to build on their strengths, which is relevant to Plot 3 and the wider hybrid permission for the site.
- 6.1.8 *The Development Plan*
- 6.1.9 The Local Plan comprises the Strategic Policies Development Plan Document (DPD), Development Management Policies DPD and Tottenham Area Action Plan (AAP). These documents were all adopted after the determination of the hybrid planning application HGY/2015/3000 but were all referenced within that

assessment as emerging plans. The London Plan was subsequently updated in 2021 and these new policies are considered accordingly. Likewise, there have been updates to the NPPF and these are referenced where relevant.

#### *The London Plan*

6.1.10 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*

6.1.11 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.

6.1.12 The OAPF notes the redevelopment of the High Road West area is supported by a comprehensive masterplan. The OAPF sets out the ambitions for the High Road West area to become a thriving new destination for north London, with a sports, entertainment and leisure offer supported by enhanced retail, workspace and residential development. This formed part of the assessment of the hybrid permission and remains relevant.

#### *The Local Plan*

6.1.13 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*

6.1.14 The site is located within the Northumberland Park Area of Change as per Haringey's Spatial Strategy and Policy SP1 'Managing Growth'. 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.

6.1.15 Policy SP1 requires that development in Growth Areas maximises site opportunities, provides appropriate links to, and benefits for, surrounding areas

and communities, and provides the necessary infrastructure and is in accordance with the full range of the Council's planning policies and objectives.

### *Tottenham Area Action Plan*

- 6.1.16 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.
- 6.1.17 The AAP indicates that development and regeneration within Tottenham will be targeted at four specific neighbourhood areas including North Tottenham, which comprises Northumberland Park, the Tottenham Hotspur Stadium and the High Road West area.
- 6.1.18 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 – NT7 (Tottenham Hotspur Stadium).
- 6.1.19 The AAP states that for any future application for the site, the Council would seek:
- Comprehensive redevelopment of the site;
  - High quality design;
  - Increase in residential on the site;
  - Complementary leisure and commercial uses;
  - Support regeneration objectives to the east of the site with suitable interfaces;
  - High quality public accessible spaces on non-match days;
  - Address the statutory presumption in favour of retaining heritage assets unless justifiable;
  - Improved connectivity between east and west.
- 6.1.20 The site is within a designated Area of Change and contains a number of other Site Allocations within close proximity of the site. These include NT4 (Northumberland Park), located to the west of the site and NT5 (High Road West) located north east of the site. An urban design strategy has been approved for NT4 but no permission has been granted to date. A hybrid full planning / outline application for the HRW redevelopment has recently been recommended for approval under reference HGY/2021/3175.
- 6.1.21 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 currently has very limited material weight in the determination of planning applications.

### 5 Year Housing Land Supply

6.1.22 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. 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).

*Masterplan and site wide delivery*

6.1.23 The THFC Stadium is the first stage of wider regeneration, and the intention is for it to be fully integrated within the comprehensive regeneration of High Road West and Northumberland Park. The priority is to ensure that on match and non-match days, the area is lively and attracts people to make the most of the stadium development, the High Road, and wider urban realm improvements that will take place as part of this development.

6.1.24 The changes to the London Plan and NPPF retain a desire for use of sustainable sites for mixed use residential development. The proposed development would remain as a comprehensive redevelopment, with an increase in residential and hotel floorspaces. The masterplan would retain complementary leisure and commercial uses. The stadium has been delivered and has been and continues to be a successful forerunner for the wider site delivery, with substantial public benefits by keeping the football club in the area, as well as the high profile non-football events that the stadium has been and continues to be used for. The Tottenham Experience (Plot 2) has been partially delivered and is anticipated to be fully delivered alongside the hotel and residential development in Plot 3, within the next phase of development. The final phase of development will deliver the leisure, residential, commercial and community developments in Plots 4, 5 and 6.

6.1.25 The complementary leisure and commercial uses other than the stadium and Tottenham Experience include the Extreme Sports building (Plot 4), the lower levels of the residential blocks (Plot 5)). These remain in outline stage and are yet to be finalised in design. This Section 73 amendment application seeks to reinforce that there will be phased opening of the wider masterplan site and public realm as this develops. The phasing schedule indicates that Phase B will complete the Tottenham Experience building alongside the delivery of the hotel on Plots 2 and 3 by the 4<sup>th</sup> quarter of 2027, as well as providing relevant associated landscaping within this part of the podium. Phase C will see the delivery of the Extreme Sports building and predominantly residential towers on Plots 4 and 5, alongside the

completion of the permanent landscaping of the podium and is expected to be delivered by the second quarter of 2028.

The community medical centre approved for Plot 6 was not referenced within the approved phasing. The only remaining RMA for that plot was approved in June 2021 with a requirement that construction commence within 2 years of the final RMA approval. There have been issues with determining whether this is the best site for the medical centre and recent discussion has focussed on a more appropriate location within the HRW development. As such it is expected that the use may be more suitable as an alternative community use. The approved hybrid permission accepted that if this was not considered to be suitable in that plot then an alternative, similar use could be accommodated. The Club expect to begin discussion to find the most suitable future use for this plot early next year.

6.1.26 There has been some discussion regarding the delivery of Plot 4 and whether this is achievable as the Extreme Sports building, and it is understood that this may be subject to a re-design as the applicant seeks similar uses for that part of the site. Likewise, it is unclear how the final layout and detailed design of the residential blocks will be impacted by recent policy and legislation shifts, such as providing energy efficient and sustainable design and fire safety provision. However, there are currently no proposal for such amendments so for the purposes of this application these plots remain as per the extant consent. Overall it is considered that the masterplan for the wider site (all remaining plots to be developed) will continue to provide the requisite comprehensive redevelopment and complementary commercial uses.

6.1.27 The proposal retains the majority of uses aligned to the 2015 hybrid permission, although these have been updated through various non-material amendments post-decision. The maximum quantity / density is detailed below and shows that all development would be within the agreed quantum.

6.1.28 The table of maximum quantum for the hybrid site, figure 5 above, refers to Classes D1 (non-residential institutions) and D2 (assembly and leisure), which are no longer applicable since the Use Class Order was updated in September 2020. As such the community and culture quantum (D1), which the Health Centre was categorised as in 2015, is now classed as E(e/g) and the leisure use (D2) of the Extreme Sports Centre categorised as Class F1/F2. This is only relevant insofar as a clarification of the amended condition rather than any material change. This will be reflected in a revised condition, which will also adjust the maximum quantum of hotel use.

6.1.29 Overall it is considered that the uses within the masterplan will comply with the uses as approved under the extant permission and remain acceptable in as part of this S.73 application in creating a transformative, stadium led-mixed use development for the site.

### *Proposed Use*

6.1.30 The approved uses and total quantum of floorspace will require an amendment to condition A7, which sets out the maximum density / quantum. The revised quantum is detailed below:

Land Use	Use Class	Area GIA (sqm)	Units
Leisure (including stadium)	D2 F2(c)	122,000	n/a
Hotel	C1	<del>15,537</del> 16,696	180 rooms
Residential	C3	53,298	634
Sui Generis / Tottenham Experience	Sui Generis	4,311	n/a
Business	B1 E(g)	4,000 (max)	n/a
Community and Culture	D1 F1	6,000 (max)	n/a

Table 2: Land uses

6.1.31 The approved extant hybrid permission would have provided 18,820sqm of hotel floorspace, through the provision of 180 hotel rooms and 49 serviced apartments. This was compliant with Site Allocation (SA) NT7, which reflected the extant permission in the site allocation requirements. The subsequent non material amendment (NMA) permission (HGY/2017/1183) reduced hotel floorspace to 15,537sqm but created additional residential floorspace through the conversion of the serviced apartments to conventional C3 residential use. As such the extant permission already has a lower quantum of hotel floorspace than that stipulated in the Tottenham AAP but was considered to be acceptable.

6.1.32 The proposed development will provide an increase the hotel floorspace to 16,696sqm. Although this would remain lower than the figure in SA NT7 it would represent an increase from the 2017 amendment and would improve the hotel provision on the site. The maximum masterplan residential floorspace has not increased and the applicant is confident that the proposed development will not exceed this figure when the final Reserved Matters Application (RMA) is submitted for the main residential Plot 5

6.1.33 The previous assessment remains relevant in that a significant hotel is suitable for the site, as previously approved. This is on the basis of it being within an Opportunity Area, with good transport facilities and immediately adjacent to a major Stadium. The successful delivery of the stadium and associated infrastructure for both Tottenham Hotspur Football Club and other major sporting

and non-sporting events on site further supports the principle of the provision of an associated hotel on the site and the significant employment opportunities for the local economy that this will bring. The applicant has agreed and committed to this being a 'training hotel' providing opportunities for local people to grow careers in the hospitality sector with a series of employment and training initiatives with local schools and colleges to encourage employment opportunities for the local community.

#### *Principle of Housing*

- 6.1.34 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.
- 6.1.35 Policy SP2 states that the Council will maximise the supply of additional housing to meet and exceed its minimum strategic housing requirement.
- 6.1.36 The Tottenham AAP identifies and allocates development sites with the capacity to accommodate new homes.
- 6.1.37 As set out above, the provision of 49 flats (C3 use class) was granted in the approved NMA which allowed the use of the upper floor 'serviced apartments' to be conventional residential (C3) use. As such the retained provision of 49 units, as per the extant permission remains acceptable. This is acceptable in principle of achieving the mixed use development envisaged in SA NT7 and the borough's overall 10-year housing target.

#### *Dwelling Unit Mix*

- 6.1.38 London Plan Policy H10 requires new residential developments to offer a range of housing choices, in terms of the mix of housing sizes and types, taking account of evidence of housing need, the requirement to deliver mixed and inclusive neighbourhoods, the need to deliver a range of unit types at different price points and the mix of uses and range of tenures in the scheme. Strategic Policy SP2 and Policy DM11 of the Council's Development Management Development Plan Document (DM DPD) adopt a similar approach.
- 6.1.39 Policy DM11 of the DM DPD states that the Council will not support proposals which result in an overconcentration of 1 or 2 bed units overall unless they are part of larger developments or located within neighbourhoods where such provision would deliver a better mix of unit sizes. Policy DM12 of the DM DPD recognises that all new housing must meet or exceed minimum standards for internal floorspace but also acknowledges that the Council's aim is to optimise housing delivery on individual sites.
- 6.1.40 The overall proposed dwelling mix is set out in Table 3 below:

<b>Bedroom Size</b>	<b>No. of Units</b>	<b>% by unit</b>
1 bed units	6	12%
2 bed units	18	37%
3 bed units	24	49%
4 bed units	1	1%
<b>Total</b>	<b>49</b>	

*Table 03: Proposed dwelling mix*

6.1.41 The extant permission HGY/2015/3000 is comprised of predominantly smaller units (35 x 1 bed and 14 x 2 bed) and would not have provided any family sized units. In this regard it is a positive that the housing mix has been improved and that larger units are proposed, subject to wider considerations.

*Optimising the site:*

6.1.42 London Plan Policy H1 states that Boroughs should optimise the potential for housing delivery on all suitable and available brownfield sites within their Development Plans. Policy H10 of the London Plan refers to an ambition to optimise housing potential on sites but does also recognise the need for a mix of tenures and uses within residential developments. This also recognises the role of smaller units in development as a means of freeing up existing family housing.

6.1.43 London Plan Policies H1 and D3 make clear that development must make the best use of land by following a design-led approach that optimises the capacity of sites (and no longer refers to a density matrix as a guide). Policy D3 of the London Plan states that a design-led approach requires consideration of design options to determine the most appropriate form of development that responds at a site's context and capacity for growth, and existing and planned supporting infrastructure capacity (as set out in Policy D2 of the London Plan). In doing so it identifies a number of requirements in relation to form and layout, experience and quality and character.

6.1.44 Policy DM10 of the DM DPD supports mixed-use residential Development and Policy DM11 of the DM DPD considers how housing mix should be provided within residential developments. Policy DM11 of the DM DPD also refers to how individual circumstances, such location, character of surround, site constraints and scale of development may influence the mix and the requirement for inclusive and mixed communities.

6.1.45 The Tottenham Area Action Plan (AAP) indicates capacities for the wider masterplan site, of 285 net residential dwellings, which is influenced by the previous permissions. The AAP does recognise that there is potential for greater quantum of residential from the 285 net dwellings within the AAP site allocation, stating that an increase in residential on site should be sought.

6.1.46 Local Plan Policy SP2 seeks to encourage mixed and balanced communities, with an adequate mix of dwelling sizes delivered within new developments. This recognises that the lack of family housing in Haringey has resulted in significant overcrowding.

6.1.47 The focus of policy regarding housing mix is weighted to ensuring minimum standards are achieved, rather than concerned with oversized units. In this regard the proposed provision of a significant quantum of larger units that exceed the minimum requirement for floorspace is welcomed as a means of providing quality accommodation for future residents, as well as allowing improved layout of flats, with dual aspects. However, the counterpoint to providing very large flats is optimisation of site capacity.

6.1.48 Optimising site capacity forms an important part in this policy position, and the delivery of housing development needs to strike that balance. In this instance all flats proposed are substantially over the minimum standards and include a significant proportion of 3 bed units. This is considered in more detail later within this section of the report. The breakdown of unit sizes is detailed below for the proposed 49 flats compared to the 49 flats approved in the extant permission:

**Table 4 - Proposed units:**

Unit ref	No. beds	Internal Area (GIA) (sqm)	London Plan Minimum requirement (sqm)	Quantum	Private Amenity Space (sqm)
AT01	2B4P	130	70	12	9
AT02	3B6P	175	95	12	9
AT03	1B2P	61	50	6	9
AT04	2B4P	120	70	6	9
AT05	3B6P	181	95	6	18
PH01	3B6P	208	95	1	54
PH02	3B6P	195	95	1	79
PH03	3B6P	181	95	1	46
PH04	3B6P	195	95	1	18
PH05 (duplex)	3B6P	234	102	1	55
PH06	3B6P	208	95	1	18
PH07 (duplex)	4B8P	297	124	1	18

**Table 5 - Approved in NMA HGY/2017/1183:**

Unit ref	No. beds	Internal Area (GIA) (sqm)	London Plan Minimum requirement (sqm)	Quantum	Private amenity space (sqm)
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01	2b4p	102	70	7	4
02	1b2p	59	50	7	0
03	1b2p	52	50	7	0
04	1b2p	60	50	7	0
05	1b2p	57	50	7	0
06	1b2p	50	50	7	0
07	2b3p	90	61	7	3

6.1.49 The generous size of flats above the minimum floorspace standards and high proportion of larger units (3 bed and above) is shown in Table X. The table provides total size of flats and indicates that all of the units proposed in Plot 3 would be more than the minimum floorspace.

6.1.50 The original hybrid extant permission for a hotel on this plot initially had no private residential units and these flats would have all been serviced apartments, thus not adding to the overall housing targets. The 2017 NMA allowed the conversion of those serviced apartments to 49 conventional C3 residential units and the 49 residential units would be retained in the proposed development. As such there is no decrease in quantum despite the increase in size of these flats and represents an improvement from the original hybrid permission. Furthermore, the proposed flats will have much improved layout, private amenity spaces and living conditions than those previously approved.

6.1.51 The typology of flat offer in this proposed tower must also be recognised as a unique product that will help cross fund the delivery of the hotel and delivery of the wider masterplan site, including additional leisure, commercial, and significant residential quantum. The uniqueness of the flats is that they have these views of the stadium and pitch lend themselves to the generous floorspace and high quality layout to ensure their marketability in their context.

6.1.52 These proposed larger units should also not be considered in isolation, but rather as part of a wider regeneration of this site. In this context, the total residential quantum proposed on Plot 3 would be just 7.7% of the total within masterplan site. The remaining 92.3% of the dwellings (on Plot 5) have outline permission for floorspaces far closer to minimum floorspaces and therefore offer a more conventional type of housing. It is also noted that the applicant is not looking to increase the maximum site wide floorspace (as set out in condition A7), giving further clarity that those will provide more conventional sized flats.

6.1.53 Furthermore, the overprovision of floorspace for the largest, most unique housing product, in the upper floor (PH01-PH07) only accounts for a small percentage of those offered on Plot 3 (14%) and a far smaller percentage of the overall housing mix for the masterplan site (1.1%). Given that this is a unique landmark site within the hotel building and given the unique setting, adjacent to a prominent world famous sports stadium, it is considered that this is not a conventional proposal. As

such the overprovision of floor areas and larger sized units in this part of the wider masterplan will be less significant in that wider consideration.

### *Wider Master Plan delivery and Phasing*

- 6.1.54 The original hybrid permission phasing envisioned the delivery of the hotel as part of Phase 3, which included delivery of the four residential towers, the Extreme Sports Centre and associated landscaping. A revision to this phasing now proposes the hotel in Plot 3 be constructed in advance of the remaining site. This is in part due to the THFC Stadium hosting Euro 2028 tournament games, with the hotel set to be an important part of hosting such a prestigious event in the borough.
- 6.1.55 The extant permission included no obligations to require commencement or delivery of those sites prior to the completion of the hotel. A reasonable timeframe for delivery of those plots is highlighted within the proposed phasing as being delivered by the end of 2028. Officers understand from the applicants that there have been issues with delivery of development on this site and understand the difficulty in bringing forward all plots at the same time. The reserved matters are expected for the remaining sites soon and development and final reserved matters are progressing.

## **6.2 Affordable Housing**

### *Policy Background*

- 6.2.1 Local Plan Policy SP2 and DPD Policy DM13 state that the Council will seek achievement of the Borough-wide target of 40% affordable housing provision but acknowledges that this is subject to viability and that this may not always be possible.
- 6.2.2 The London Plan, 2021, Policy H5 'Threshold Approach to applications' retains the requirement that where applications do not meet the threshold for affordable housing provision, they be required to provide a viability assessment. However, this policy goes on to state that amendments to schemes (such as this S.73 amendment) are only required to include viability information in circumstances where the changes would materially alter the economic circumstances of the scheme or where proposed amendments result in a reduction in affordable housing, affordability or other obligations or requirements of the original permission.
- 6.2.3 The extant hybrid permission (and subsequent amendments) concluded that viability could not support the provision of affordable housing. This proposal, consistent with the extant permission, does not include affordable housing. The issues of viability and affordable housing were closely scrutinised prior to the determination of the hybrid extant permission by the Council, the Greater London Authority (GLA) and their expert advisors. The extant permission noted the

complexity of the funding arrangements required to deliver football stadiums in the UK and referred to advice received from KPMG (as commercial finance experts) that the commercial return on investment meant that the development could not be wholly funded by mainstream lenders and banks.

- 6.2.4 The viability assessment for the extant hybrid permission accepted that sports led regeneration, in order to achieve the strategic objectives of the site and surrounding area, meant that it was unviable to provide affordable housing within the masterplan. As part of the extant hybrid consent, it was agreed that the delivery of other phases were intended to help cross-subsidise the development of the stadium and that the funding strategy recognised this wider site context rather than purely the residential development on Plot 5. These considerations remain relevant and the amended proposal should be considered in that context of wider regeneration.
- 6.2.5 The NMA (HGY/2017/1183), which converted the 49 serviced apartments to residential (C3) use was accompanied by a development viability appraisal (dated 03/04/2017) which assessed the additional value of the residential units, plus whatever increase in land values had occurred in that time. This concluded that any increase in the values from converting the serviced apartments to private apartments was not significant to require a full revised viability assessment. The appraisal of economic circumstances was considered sufficient to satisfy that any improvements in viability would overall still result in a significant deficit.
- 6.2.6 A subsequent Late Viability Review (LVR) was required following the completion of the stadium assess any subsequent improvements in viability, such as increased sales values for the residential units at the time of completion of the stadium.
- 6.2.7 In accordance with the requirements of Schedule 10 of the S106 Legal Agreement for the approved hybrid permission, a Late Viability Review (LVR) was submitted in 2019. As per the requirement of that LVR, this was submitted after the completion of the stadium and considered the changes in economic circumstances since the approval. This was reviewed on behalf of the Council by BNP Paribas Real Estate, viability expert consultants, in July 2019. They concluded that the residential component continued to create a significant viability deficit and that the site continued to be unviable for delivery of affordable home delivery.
- 6.2.8 Since the review of the Late Viability Review external factors such as the UK leaving the EU, Covid-19 and inflationary pressures, as well as lower than expected growth in the housing market have suppressed the viability of development on the site. The applicant has highlighted that while build costs have increased 26%, sales values have risen relatively slower at 11%. These factors have also meant that the cost of delivering the hotel has increased significantly. Construction costs linked to the amended design and height increase, as well as improved materiality and sustainability have also impacted.

## *Viability Review*

- 6.2.9 The viability assessment and the Economic Circumstances note provided by the applicant have been assessed independently by BNP Paribas, appointed by the Council specifically to scrutinise the applicants' viability position. They have been able to assess the assumptions made in the note of Economic Circumstances and the cost inflation and revenue increases. Their review has confirmed the construction cost increases and sales revenues that have not kept pace with one another and it has been determined that the scheme will remain in significant deficit even with the additional floorspace provision for the residential and hotel elements in this plot.
- 6.2.10 The BNP Paribas review has considered the figures presented in the 2017 viability report and the assumed residential revenues of £600 per sqft at that time and compared those to the increased figure of £666, whilst also factoring the increase in site wide residential floorspace from 36,328 sqft to 72,441 sqft, as well as all other revenue and costs. This has concluded that the total revenue will increase from almost £47m to over £80m. However, this is countered by increased costs from £88m to over £150m. This creates a residual land value of over £70m. This is based on a 15% profit for the developer, which is reasonable in current assessments for a large scale project of this nature.
- 6.2.11 The applicant's residential floorspace values at £666 / sqft on the basis that this would be commensurate to that of the recently presented residential sites of the Goodsyard and HRW assessments. BNP Paribas's review has questioned if these are reasonable comparisons given the prestigious site of the proposed flats on this plot and consider that these could be of greater value. However, it should also be noted in that context that increased floor area is not necessarily commensurate to a direct increase in revenue, given that the number of flats has not increased.
- 6.2.12 To ensure there are no questions of these figures being undervalued, BNP officers have included a sensitivity assessment, which considers how increased revenue would impact the overall viability. The sensitivity analysis demonstrates that even if the hotel and residential values were increased by 60% the development would still generate a deficit of over £21m and even at 80% more revenue the scheme would only provide just over £6m for residual land value. In reality even the most optimistic of assumptions on anticipated revenue, the scheme would remain in deficit.
- 6.2.13 It is also relevant that the development will pay more local CIL on the residential floorspace and Mayoral CIL on the increased floorspace of the hotel. The applicant has also committed to undertaking plans for the delivery of highway improvements and off site playspace provision, which were not applicable to the extant permission. All of which create additional costs.

6.2.14 As such the amended proposal does not alter the viability position established in the extant permission and a large deficit remains so no affordable housing can viably be provided.

### 6.3 **Regeneration**

#### *Overview*

6.3.1 The approved hybrid permission was approved in 2016 on the basis of this masterplan being a prominent driver of regeneration in the area. The existing socio-economic circumstances of White Hart Lane and Northumberland Park wards as the 2<sup>nd</sup> and 5<sup>th</sup> most deprived wards in London (124<sup>th</sup> and 190<sup>th</sup> nationally) at the time provided context for the need for regeneration. Retaining Tottenham Hotspur FC in the locality was, and still is, a key part of that regeneration and the successful delivery has already provided local socio-economic benefits.

6.3.2 These regeneration ambitions were reflected in the Development Framework for North Tottenham, reflected in the relevant Strategic Policies document, Tottenham Area Action Plan, Strategic Regeneration Framework and the various improvements in health, lifestyle and opportunities that improvements in the area would achieve. The importance of having a well-known club and prominent stadium was cited as a means of changing people's views of an area, increasing local pride and encouraging newcomers to set up homes and businesses.

6.3.3 The assessment of the hybrid permission highlighted these issues in detail along with the significant economic benefits that the masterplan regeneration would have for the area. This referenced 890 full time equivalent (FTE) jobs over a 4 year construction period and an additional 570 employees on match days within the stadium, as well a 100 FTE roles and 330 additional match day staff (on top of the 570) due to the increased capacity and higher levels of catering and hospitality to be provided.

6.3.4 Within the wider hybrid permission, the employment opportunities of 185 FTE roles at the hotel, 125 FTE roles at the Tottenham Experience, 25 FTE roles at the Extreme Sports Centre, as well as less detailed figures for employment in the outline community / office use and Health Centre on Plots 5 and 6 were all noted. This conservatively concluded that the effect of these additional employees spending money in the local community would be estimated at up to £950,000 (407 employees spending £10.49 per day). This is not to mention the increased spending of hundreds of thousands of visitors to the area and money spent on local goods and services in the locality.

6.3.5 As well as the economic benefits, the assessment of the hybrid permission also highlighted the community endeavours undertaken by the Club, in particular with Tottenham Together, Percy House Future Skills Hub and the Tottenham Foundation. Programmes include employment, training and apprenticeships, as

well as promoting physical health and wellbeing and a sense of community safety. The report also highlighted the benefit of securing additional housing, community use, leisure and health facilities were all also highlighted as clear benefits of the masterplan.

- 6.3.6 The amendments to Plot 3 in this application must still be considered within this context and granting permission for this amendment to the approved building will drive delivery of this plot and the wider masterplan delivery. This will in-turn deliver those regeneration benefits noted within the original hybrid permission.

*Relevance of amended hotel delivery*

- 6.3.7 The provision of the hotel was highlighted as having positive economic, employment and training impacts when approved and the benefits of these socio economic improvements remains relevant. The figures for the approved hotel were based on a total floor area of 18,820 sqm, which included not only conventional hotel rooms but also the 49 serviced apartments. The hotel and Extreme Sports Centre were expected to generate an additional 153,000 accumulative visits (53,000 for the hotel) and between £200,000 and £2.4m of spend locally.

- 6.3.8 The 2017 NMA to allow the 49 apartments to be conventional residential (C3) use, meant that there was a reduction in hotel floorspace to 15,537 sqm. No assessment has been made of the economic impact of the reduction of hotel floorspace. However, it is reasonably considered that the increase in hotel floorspace 16,696 sqm in this amended application, as well as increased residential floorspaces, would be an improvement on the extant level.

- 6.3.9 The original permission included obligations regarding employment, training and apprenticeships for residents of Haringey and adjacent Boroughs. These have been retained as obligations and have been varied to specifically focus these for Haringey residents and the immediate locality. The applicant has also confirmed that the hotel will function as a 'training hotel', which will encourage local college students to gain experience within the sector through various initiatives and support people to grow careers in hospitality.

*Community regeneration benefits*

- 6.3.10 Encouraging people to visit the site and feel part of this regeneration was encouraged in the original hybrid permission through the requirement for 12 community events to be held on the podium. These were scheduled to take place at podium level and bring the community into this space.

- 6.3.11 The Club has hosted numerous cultural and community activities such as the sporting events on the temporary sports pitch on the yet to be developed residential Plot 5. These have been undertaken in conjunction with community groups and Tottenham Foundation. However, the expected events on the podium

have not been commenced for a number of reasons, such as Covid-19 and extended construction phases, which are considered in more detail in relation to public realm and the podium in the sections below. The intention is that these podium events will be progressed thus encouraging the envisaged sense of community involvement and interaction with the site.

- 6.3.12 Officers welcome the meanwhile events on the wider site for the foundation as sports events. However, the aim of the podium events is to bring a wider community not necessarily interested in sport to the site and create a sense of “place” on the podium. As such the requirement for the podium events to start from the date of this decision is welcomed as an immediate community benefit of the development.

## 6.4 Design

### *Policy Background*

- 6.4.1 The NPPF (September 2023) 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).
- 6.4.2 The NPPF encourages achieving well-designed places. Paragraph 126 states that the creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Paragraph 130 states that planning decisions should ensure developments are visually attractive as a result of good architecture, layout and appropriate and effective landscaping as well as being sympathetic to local character and history.
- 6.4.3 Local Plan Policy SP11 and Policy DM1 of the DM DPD are relevant to the design of developments. Policy DM1 of the DM DPD 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.
- 6.4.4 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.

- 6.4.5 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).
- 6.4.6 The Upper Lee Valley Opportunity Area Framework proposes that future tall buildings will generally be in well-defined clusters in identified urban growth centres. Local Plan Policy SP11 requires all new development to ‘enhance and enrich Haringey’s built environment and create places and buildings of high quality’. Policy AAP6 of the Tottenham Area Action Plan states that, in line with DM6 of the DM DPD, Tottenham Hale and North Tottenham as growth areas have been identified as being potentially suitable for the delivery of tall buildings.
- 6.4.7 The 2015 hybrid permission not only included the approved 100m tall hotel building but also other taller residential towers in the south eastern corner of the masterplan for the wider site. Street improvements, provision of public realm, suitable mix of uses and the stadium and associated Tottenham Experience building were also included and are retained in this amendment.

*Quality Review Panel Comments*

- 6.4.8 Haringey’s Quality Review Panel (QRP) has assessed the scheme in full at pre-application stage twice (on 19 April 2023 and 6 September 2023) as well as a Chair Review on 18 October 2023. A summary of QRP comments is detailed below with full comments in the table below:
- 6.4.9 *The panel thinks that the proposals have improved significantly since the previous review, and makes comments intended to ensure landscape, public art, local engagement and public space are delivered to the highest standards. Changes to the building’s crown, articulation and materials make the design more elegant, and improve the quality of apartments. Public realm at ground floor and podium is also significantly improved, but the panel asks for further thinking on creating a unified public space outside the hotel entrance. The proposed increase in the building’s height can be justified through the delivery of greater public benefit. The panel therefore emphasises the importance of safeguarding the concept of a ‘town square’ and protecting future public access. The panel asks for guidelines on signage, planting and seating to prevent future operators compromising public realm quality. The panel also asks for the development of an arts and public engagement strategy, to help ensure the character of the area has a genuine influence on the project. The panel encourages the applicant to set higher sustainability ambitions for the scheme, including reducing embodied carbon in materials, and exploring material reuse and circular economy principles.*

Table 06: Summary of QRP comments (October 2023 Chair Review) & officer response:

QRP Comment	Officer Response
<p><i>The panel thinks that the changes made to the crown of the tower since the last review work well. The articulation of the fins and the changes of material help the massing appear less solid, creating a more elegant form in townscape views.</i></p>	Noted
<p><i>The changes to the crown design have also enabled better balcony provision and better aspect and amenity for the residential accommodation, and are welcomed by the panel.</i></p>	Noted
<p><i>The panel is pleased to see significant development and improvement of the design for the ground floor level street frontage and entrances. Refinements to the design of columns, and the oversailing additions to the first-floor podium have a unifying effect on the street level public realm.</i></p>	Noted
<p><i>Changes to the servicing strategy, which directs most large vehicles to podium level and away from street level, are welcome as they have created opportunities for some improvement to planting and seating. However, the location of the coach drop-off here, meaning that seating faces away from the hotel, prevents it from feeling unified. The panel suggests more work to ensure it provides a meaningful public space.</i></p>	The final servicing and landscaping strategy will be conditioned and will consider how best to achieve quality public realm improvements alongside functional requirements of the proposed uses.
<p><i>The panel also notes that, although moving large vehicle servicing away from street level is beneficial, the arrangement should be monitored to ensure it does not have a negative impact on the quality of public space on the podium</i></p>	
<p><i>The public art brief has been developed since the last review, responding to the panel's request to expand the brief beyond commissions for fixed locations. However, the panel reiterates the need for the arts and</i></p>	A condition for an art strategy is recommended. The applicant has been keen to engage with local artists and has recently undertaken various heritage trail

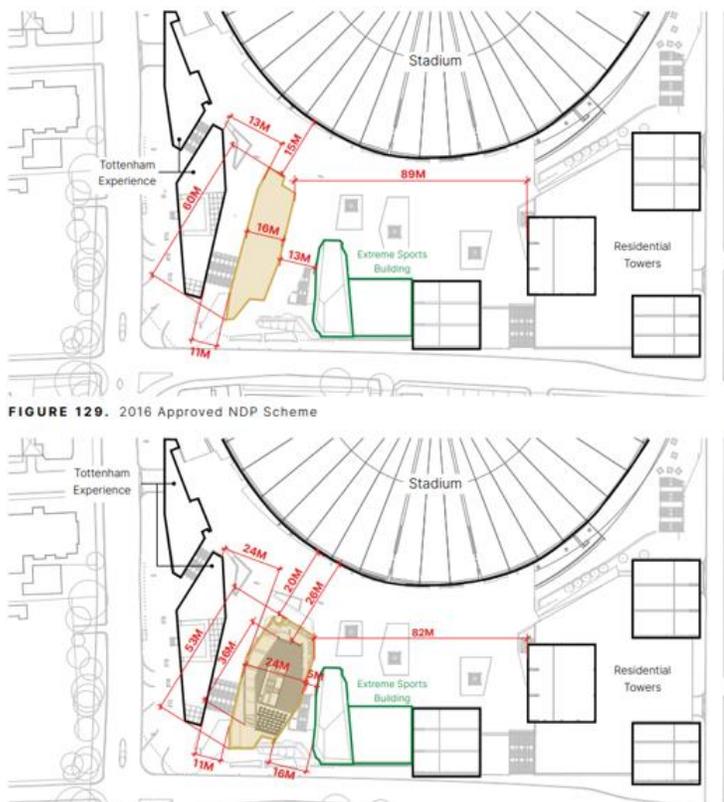
<p><i>culture element of the scheme to be curated, with an arts framework and a public engagement programme put in place as soon as possible.</i></p> <p><i>Public engagement is essential to reflecting the character of the area in the scheme. The panel would like to see local character embedded in the scheme design as it develops, rather than added later. A good example of this is Hackney Wick Station in east London, where local history stories have been told through a variety of materials and surface designs.</i></p> <p><i>Signage across the site should form part of the arts and culture brief. Both permanent signage and interim hoardings should be treated as an opportunity to involve artists.</i></p>	<p>initiatives along the High Road. Consultation will continue between the club and relevant stakeholders.</p>
<p><i>The panel is aware that hotel and restaurant operators are not yet in place. However, it would like to see guidelines urgently developed for the locations and parameters of future signage, planting and seating. These are needed to ensure that the quality of public spaces in front of the hotel and the restaurant are not adversely affected when operators come on board.</i></p> <p><i>The increased height of the building can be justified, but an increased level of public benefit is expected. This should include safeguarding the future delivery of the proposed publicly accessible ‘town square’. It is important that future public access is not compromised by servicing requirements. The ‘town square’ design must function on event days with large crowds, and enable the everyday servicing of the buildings, while also providing an attractive new public space. The panel encourages continuing discussions with Haringey officers to ensure this is the case.</i></p>	<p>Planting and signage will be conditioned. The seating areas are set in the layout, as is the seating around vents in the podium public square.</p> <p>The applicant has reaffirmed their commitment to delivering the public square.</p>

<p><i>The line of trees to the north of the tower is a strong landscape feature that helps to integrate different elements of the public space, helping to create a sense of place. The green wall proposed for the west flank of the tower, however, does not feel integrated. It should be more clearly connected with the wider landscape scheme.</i></p> <p><i>The panel would like to see more opportunities for activity as well as the multi-use games area, and asks the design team to create opportunities for different scales of activity, especially for children. This can be done in simple but effective ways, such as through the use of markings on the ground. The Superkilen Park in Copenhagen provides a useful case study.</i></p> <p><i>The panel is pleased to see the ground floor layout has been developed so that the outdoor amenity space for residents is accessible, even when the adjoining function room is in use for an event.</i></p>	<p>The green wall has been better detailed in the updated set of drawings and is considered a suitable means of greening the site. This is welcomed.</p> <p>Additional landscaping ideas are welcomed, and a note of the Copenhagen floor markings will be included in an informative.</p> <p>Noted</p>
<p><i>The panel encourages the applicant to go beyond minimum requirements for embodied and operational carbon, and to set high sustainability ambitions across the scheme.</i></p> <p><i>Embodied carbon figures for the project are relatively high. The panel would like to see the applicant explore the reuse of materials and the application of circular economy principles as part of the project. The panel also asks for a commitment to reducing the use of high embodied carbon materials such as concrete, metal and glass.</i></p> <p><i>The panel appreciates that energy use figures for both the hotel and the apartments are skewed by the limitations of the Building Regulations Part L methodology. It suggests instead using the</i></p>	<p>The applicant has engaged with LBH and GLA officers to improve the energy performance of the building and has provided a circular economy assessment as part of this process.</p> <p>The energy use for the hotel has been noted by GLA and LBH officers and forms part of the assessment.</p>

*TM54 methodology to predict future energy use, so a comparison can be made with previous energy performance figures.*

### Site Layout

6.4.10 The layout of the site would broadly align with that of the approved hybrid permission, with only modest alterations to the footprint of the hotel building. The space between the northern edge of the hotel and stadium has been increased but has become narrower between the proposed building and the outline permission for the Extreme Sports building. It should be noted that the narrow point between the buildings is set well back from street frontage, thus tempering this in views from the street. This is shown in the comparison below:



*Figure 8: separation distances  
Accessibility and crowd flows*

6.4.11 The crowd flow and safety aspects of the original hybrid permission were an important consideration given the significant increase in stadium capacity and new events to be undertaken on site. That application was independently assessed by an external third party in conjunction with LBH Building Control officers, who concluded that the design layout was acceptable. The planning process was just the first part of that assessment and additional crowd safety audits were also required.

6.4.12 The building footprint and relationship with access points to the podium are materially different in this application but would not have a significant impact on crowd flows around the stadium. The significant change is an alteration to the podium access, which has removed one of the two approved hotel forecourt stairs to podium level. This has been reviewed by Building Control Officers who have raised no concerns but have advised that this would be assessed further through building safety and crowd flow assessments outside of the planning process. One set of stairs and lift to podium level would be retained from the hotel forecourt. As such, it is considered that this is acceptable from a design perspective, subject to further assessments outside of Planning regulations.

*Amount, location, and type of Open Space*

6.4.13 London Plan Policies D1-D3 and D8 calls for high-quality public realm that takes account of environmental issues, including climate change, and provides convenient, welcoming, and legible movement routes and stresses the importance of designing out crime by optimising the permeability of sites, maximising the provision of active frontages, and minimising inactive frontages. Policies DM2 and DM3 of the DM DPD reflect this approach at the local level.

6.4.14 Local Plan Policy DM12 calls for proposed housing in areas of especially poor residential environmental quality to provide landscaping, trees and, where possible, additional open space. Policy DM20 of the DM DPD requires that sites over 1 hectare in size require the creation of additional publicly accessible open space. The masterplan site is within the White Hart Lane Area of Open Space Deficiency (as identified in Figure 4.1 of the Development Management DPD), further emphasising the need for such provision from this masterplan hybrid development proposal.

6.4.15 The Tottenham AAP also required such publicly accessible space and was a fundamental part of the public benefits of the approved hybrid permission.

6.4.16 The wider application site and quantum of open space is retained within this application, meaning the requirement for open space provision remains sufficient. The podium is currently in use, but it remains in the 'interim landscaping phase' and is not expected to be fully realised as a publicly accessible space until later in the masterplan delivery.

6.4.17 The masterplan recognised the importance of this as open space as a major community benefit from the hybrid extant permission. It also recognised the need for improved permeability at podium level, allowing access from Park Lane, High Road and Worcester Avenue and a green route linking Northumberland Park Station to White Hart Lane Station. As well as the provision of open space and these thoroughfares, the assessment of public benefit also highlighted the potential benefits of the open space for use by community groups, the Tottenham

Foundation and the Council for a variety of events. These commitments became obligations within the S106 legal agreement, which required 24 hour public access to the podium (for 364 days a year); a security strategy to ensure suitable management of the space; a Public Access Management Plan (PAMP); and a commitment to 12 events on the podium every year for the first six years following the first major event.

- 6.4.18 The first major event at the stadium took place during the Covid 19 pandemic, at which time it wasn't possible for the public to attend the event. Given the restrictions at that time, it was considered reasonable that the obligations to open the podium and provide public events were not suitable and it was agreed that this could be postponed at least until the end of the 2020/21 season.
- 6.4.19 Since the granting of the hybrid extant permission in 2016, only the Stadium and Tottenham Experience parts of the development have been substantially developed. There have also been significant delays to the progress of the two adjacent sites which mean the rate of change surrounding the stadium has slowed. Specifically on this site, it has meant that the podium has not been activated by the commercial and residential uses approved in outline form for plots 4 and 5, thus the area currently has limited passive surveillance and activity adjacent to this space.
- 6.4.20 The applicant has also referred to security concerns at podium level and the additional requirements for counter terrorism and security arrangements following Paris and Manchester terrorist attacks. As such no public access has been allowed to date and no community events have taken place at podium, level. However, community events and public access obligations are expected to be complied with at the earliest reasonable time following this revised permission and completion of relevant construction works respectively.
- 6.4.21 The hybrid permission realised the potential for such issues and required obligations for a management and security strategy as essential in ensuring the effectiveness of this open space. The Metropolitan Police have been consulted on the application to confirm that the proximity of a town square podium use in this proximity to the stadium would still be appropriate. They have confirmed that there would be no issue of such use as long as the site was suitably managed. As such, it is considered that the existing obligations and conditions regarding security and management will suffice when the site becomes more activated.
- 6.4.22 A condition of the hybrid permission required a landscaping strategy and phased delivery of the public realm as each plot is developed. It is accepted that the site still requires improvements prior to the podium becoming a viable public realm destination but will become more viable following the greater activation of the Tottenham Experience and hotel sites in the next phase. The lack of development of the adjacent site has meant that this is also not the desired through route

envisioned in the site allocations and permission but is still expected as the podium is opened up on a day to day basis.

6.4.23 The application is supported by a phasing plan that highlights modest provision of landscaping at podium level, largely around this plot. It is accepted that the ongoing construction adjacent to the podium would make this challenging alongside ongoing security concerns. Further factors such as how the proposed landscaped design would appear next to the existing temporary surface and the cost of removing parts and the feasibility of providing some items, such as the jump jet water feature that are not going to be in high use until the site is more widely accessible. On that basis it is accepted that this be delivered prior to the first occupation of the flats on Plot 5.

6.4.24 Whilst the day to day public opening remains challenging, the temporary opening up for events can be managed, as they are on event days and such community benefit will be delivered at the earliest possible time.

#### *Building Scale, Form and Massing*

6.4.25 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).

6.4.26 D9 acknowledges that Development Plans should define what is considered a tall building for specific localities. 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).

6.4.27 Policy D9 sets out specific consideration when assessing tall buildings. These include suitability of sites for tall buildings, how they will appear in long-range, medium-range and immediate views, contextual heights and how they will act in wayfinding, architectural quality and materials and how the development will interact with heritage assets.

6.4.28 The provision of a tall building was approved in the extant hybrid permission, but this amendment seeks to increase that height by an additional 21-27m as measured to the lowest and highest point of the highest angled 'blade'. This would be compensated by a breaking up of the massing into varying heights and a reduction in the overall width of the building, creating a wider gap between the proposed building and the stadium.

6.4.29 The additional height is substantial, but the design has convincingly shown that the increase will sit comfortably within the emerging cluster of tall buildings in the

vicinity. The maximum height will remain lower than the tallest residential tower in the residential quarter of the wider stadium development, Plot 5, and commensurate with the tallest buildings in the recently approved High Road West development. In this regard the building would sit comfortably within the context of the area.

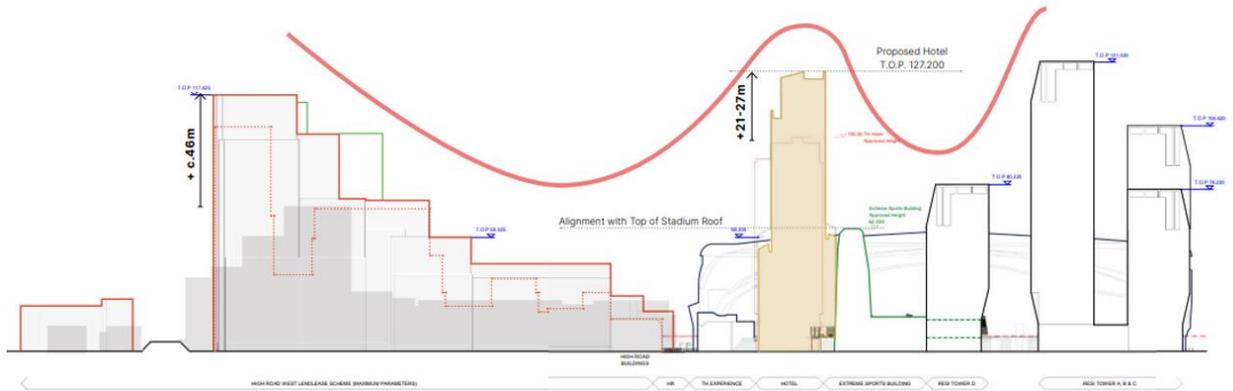


Figure 9: massing context

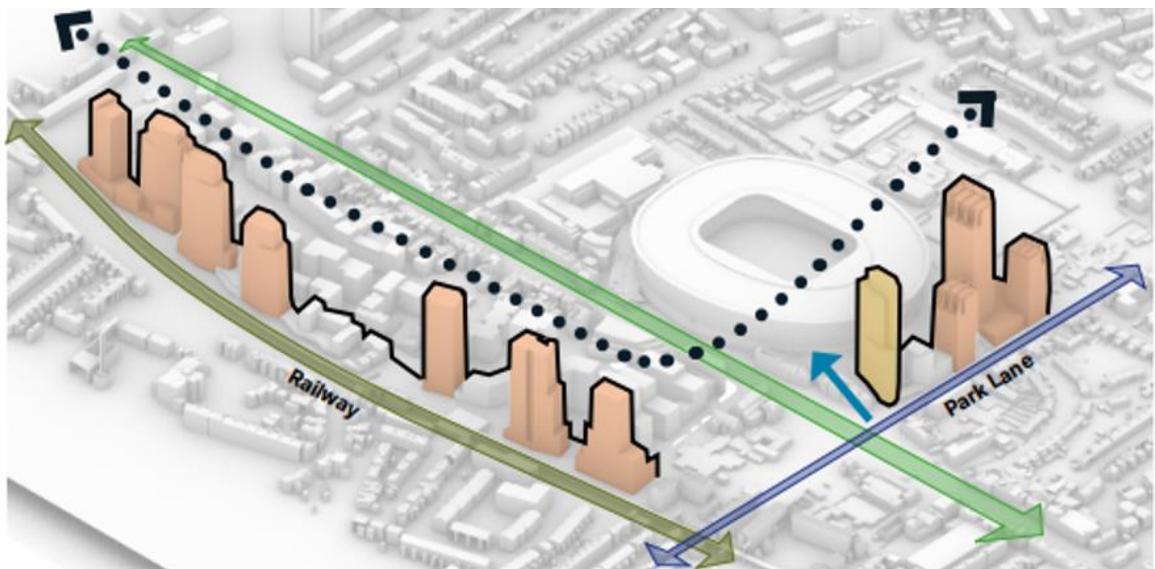


Figure 10: wider massing context

6.4.30 The updated long-range and medium-range views assessed for townscape and visual impact depict this taller proposal, as more visible, such as above the roof of the stadium, as viewed from the north. However, the scale would not be prominent, and in many cases where visible, it would accompany the already visible tallest residential tower. In several views from the south, including Tottenham High Road Historic Corridor, this proposed hotel would become more visible than that of the approved hybrid permission. Although this is a sensitive heritage setting, the taller, slenderer tower now proposed would be more effective in acting as a wayfinder for the stadium, which is considered to be a beneficial effect of a tall building.

6.4.31 In views from the east and west, the reduced width will be apparent and appear more refined and slender than the approved design, representing an improvement in its appearance. The Design Officer has commended the tall, thinner tower and distinctive angled 'blade' profile top and expressive counter-angled transition at mid-point, stating that it will appear more elegant from these directions. Further noting that the previous approval appeared squatter and almost as wide as it was tall. Notwithstanding the quality of the design, it is acknowledged that in distant views west, Plot 3 will be hidden by the High Road West development and likewise from the east, views will be obscured by the residential towers in Plot 5.

#### *Design Composition and detail*

6.4.32 The Design Officer has commended the amended design as a sleek, abstracted series of blades or planes, predominantly of glass and silver metallic cladding, rising out of lower planes of solid brown, copper-coloured cladding interspersed with glass and an elaboration of the more glass dominated design of the approved hotel. Further noting that the abstract palette and principles of composition significantly improves the three-dimensional design composition with a strongly, contrastingly expressed base, middle and top. The breaking up of massing within the different parts is also supported, noting the physical benefit of the break around the building's mid-point into contrasting elements.

6.4.33 The Design Officer elaborates that the clad upper section of the residential part of the proposed building, builds most closely on the approved design, made up of sleek glass blades but at their top these "peel" back to reveal roof terraces to some of the top flats and an inner, more dramatically sloped topping element. At this middle to top transition, as at other transition points, this is also sloped, generally in the opposite direction, adding to the drama of the composition as a whole and to the expression here of the top of the tower.

6.4.34 The use of materiality and massing is highlighted further within the Design Officer's positive commentary, referring to the sloped middle transition and how this marks the change in materiality. This transitions to the darker, browner, copper clad element covering the hotel floors, stepping out to form terraces for the club and residential shared amenities. The transition from lower-middle to upper-middle aligns with the stadium roofline as well as other emerging mid-rise schemes such as the closer, lower blocks of HRW approved development. The result is an implication that the glass upper element of this tower is rising out of a heavier, darker, lower massing.

6.4.35 The base of the proposed building takes cues from the light grey concrete panelling of the base of the stadium, following the slope of the steps to the podium, and linked to the walls of the podium immediately east of the hotel. Despite the base being in a heavy concrete material it is as light as possible, sitting in from the bronze cladding above, and as open as possible to glazing and the open arcade

along the street frontage. This links in successfully with the lower transition and creates a harmonious whole.

- 6.4.36 The choice of fenestration supports the abstract composition of sleek blades, being almost flush with the solid cladding. These elements would be separated by slight, thin vertical fins to structure the façade, which form joints and sun screening whilst maintaining the primacy of the overall composition. The Design Officer welcomes such design detailing and further points to the fenestration disappearing into these facades as a series of continuous vertical stripes of glazing within the copper cladding to the hotel floors.
- 6.4.37 This façade detailing minimises any expression of individual floors, reducing the apparent height of the appearance of the proposed building and emphasising its overall sculptural form over individual floors or windows. The only substantial disruption comes at the intersection of the blades or planes, a slight recess at the slight angle change mid-way across the eastern and western sides and a deep, richly modelled recess at the sharp angle change at the narrow prow at the northern and southern ends. The Design officer further praises the design in the upper residential floors, which each house deep, generous balconies, with balustrades that provide a contrasting horizontality, incorporating planters for residents in a darker bronze colour like that of the lower cladding.
- 6.4.38 The material palette is considered to be robust, attractive and complementary to the rest of the stadium development. Several of the proposed materials already incorporated into the built form or very similar to those adding to this proposal's characteristic design of this as a landmark development. Materials will be subject to approval of physical samples by condition.

#### *Landscaping and public realm*

- 6.4.39 These proposals include amendments to the public realm around the proposed hotel, both at street level to Park Lane at its junction with the High Road, and to the podium around the stadium. The podium is discussed in detail above, but the refinements to the approved landscaping and design of the paving are considered as positive improvements. The proposed extended seating area above the hotel forecourt at street level is considered to be a successful and desirable addition, which will create a green perimeter of the podium and this frontage as a whole. Likewise, the addition of green walls and planters.
- 6.4.40 The podium seating area will act as a covered pedestrian arcade, uniting the hotel, residential and podium access. The openness, lightness and airiness of this arcade has been maximised in design evolution of the building base, so that entrances onto it will be highly visible from the street. The concrete clad surfaces within and around it are amongst several spaces identified for art installation, with a community focus. At its western end, the prominently projecting nose of the extant design has been refined. This still projects forward but now only slightly and

enables smoother pedestrian flow and avoids the projecting glazed tip. At its eastern end, a security office gives access to hotel staff and deliveries, secure visitor cycle parking and access to the stadium carpark and provides passive surveillance.

6.4.41 In front of the hotel, the vehicular drop-off has been expanded to meet hotel needs, whilst not losing its feel as part of the public realm and streetscape. A low planting bed, including further public art opportunity, will provide greenery and benches, as well as protecting the pedestrian pavement alongside Park Lane from the vehicular drop-off. Robust, high-quality paving and bollards consistent with that used along the High Road is welcomed for a coherent whole. The paving will incorporate the same striped patterning to give the stadium neighbourhood an appropriate distinct character and will connect the start of Park Lane with the stadium frontage. Such a design proposal should be continued in the final phases of this masterplan.

6.4.42 Similarly, the podium landscape is to be completed around the hotel, in line with the previous agreed design, modified to accommodate these changes. In particular two areas of outdoor seating, facing the stadium for the hotel café, and overlooking the edge of the podium onto Park Lane at the hotel etc. entrances are expanded and detailed, with significant additional planting to the robustly designed but harmonious fencing and to the podium entrance. Fencing to the café seating is identified as a further opportunity for public art, with two other locations identified being the hotel west façade beside the stairs and in the hotel lobby; the applicants have also committed to a procurement process for public art working with the Tottenham creative community, in response to Quality Review (QRP) requests. An obligation is proposed in the heads of terms to capture this art strategy.

#### *Design Summary*

6.4.43 These amendments have been convincingly demonstrated by the applicants, in consultation with their expert consultants, including hotel specialists, of how to make the hotel and associated residential uses make a significant contribution to the success of the stadium and wider area. The enlivened frontage and greater economic vibrancy on non-match and event days, as well as complementary to the growing importance of the stadium as a sports and events venue is welcomed as part of this wider development and regeneration of the area.

6.4.44 The overall design is considered to significantly improve the quality from that approved alongside the internal improvements and a form of development that the applicant believes will be the best driver of this plot and wider delivery of the masterplan. The high quality design has taken on-board consultation comments from officers and QRP members and is considered to provide a high quality, refined, slender design, which will complement the emerging character of the area. The appearance, accessibility, public realm and public art contributions will embed it into the existing vibrant neighbourhood and creative community of Tottenham.

6.4.45 Although this is a tall building, its elegant design, striking proportions, and robust materials will ensure it will be of appropriate appearance to a landmark location, acting as a beacon to this major destination, whilst creating high quality, usable public realm, accessible to all, avoiding detrimental impacts on neighbours.

#### *Inclusive Design*

6.4.46 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.

6.4.47 The applicant's Design and Access Statement (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. Building access, internal corridors and vertical access would meet Building Regulations.

6.4.48 As discussed under the 'Transportation' section below, car parking provision includes wheelchair user provision and other users that may have a particular need to access a car. The proposed cycle parking also includes spaces for 'adaptive' and large bikes. The proposed surfacing improvements to the highway and approved accessible routes to the podium are welcomed. Overall, officers are satisfied that the proposed scheme would be accessible and inclusive. The particular requirements in relation to wheelchair accessible housing are discussed under Residential Quality below.

#### *Secured by Design*

6.4.49 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.

6.4.50 As discussed above, the proposed layout incorporates an active ground floor frontage through the hotel foyer, residential entrance and podium accesses. The colonnaded frontage meeting the street level will be illuminated and active 24 hours a day to help mitigate any loitering or anti-social behaviour. The podium will be activated by bar and seating areas. Security of these spaces will be ensured through the security strategy required within the S106. These features and activation of the space should all help ensure a safe and secure development and an active public realm. The outlined design of the public realm, including proposed landscaping and lighting, are also considered acceptable.

6.4.51 The Met Police have also been consulted and confirmed that they are satisfied that the layout, access and design changes will not have any significant impact. A Security Strategy has been submitted but remains confidential, but has been reviewed by both The Met Police. In broad terms the applicants have set out

measures that will be undertaken to ensure security between the uses and the wider site.

6.4.52 Overall there is no objection in principle, subject to the imposition of appropriate conditions. Suitable planning conditions will require Secured by Design accreditation and ensure the Met Police's continued involvement in detailed design issues.

## 6.5 Heritage Conservation

6.5.1 Paragraph 196 of the 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.

6.5.2 London Plan Policy HC1 is clear that development affecting heritage assets and their settings should conserve their significance, by being sympathetic to their form, scale, materials and architectural detail and places emphasis on integrating heritage considerations early on in the design process.

6.5.3 Policy SP12 of the Local Plan seeks to maintain the status and character of the borough's conservation areas. Policy DM6 of the DM DPD 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.

6.5.4 Policy AAP5 of the Tottenham Area Action Plan 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.

6.5.5 Site Allocation NT5 of the Tottenham Area Action Plan requires consistency with the AAP's approach to the management of heritage assets. The High Road West Master Plan Framework's approach to managing change and transition in the historic environment seeks to retain a traditional scale of development as the built form moves from the High Road to the west of the Master Plan area.

### *Legal Context*

6.5.6 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”.

- 6.5.7 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.”
- 6.5.8 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.”
- 6.5.9 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.
- 6.5.10 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.
- 6.5.11 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 emphasized 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.
- 6.5.12 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.
- 6.5.13 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.

#### *Historic England's View*

6.5.14 Historic England were not convinced by the proposal for the stadium and wider masterplan within the approved hybrid permission and have retained that objection to the revised proposal. The comments are detailed in full in Appendix 3 and summarised as follows:

6.5.15 *Historic England maintained a strong objection to the consented 2015 scheme for the redevelopment of the stadium site to which amendments are now proposed. Aspects of the scheme, including the radically altered setting of a Grade II listed building and demolition of several locally listed buildings within the conservation area, have now been implemented despite our view that this would cause substantial harm. The proposal seeks to increase the height of the hotel tower by 6 storeys (27m) from 23 to 29 storeys (127.2m AOD). Whilst there is an existing planning consent and we acknowledge the recent appeal decision on a neighbouring site for towers of 32, 29 and 27 storeys, we remain of the view that harm arises from the scale of the new development which fails to respond appropriately to the existing grain and character of the local conservation areas. In determining this application for a minor material amendment to the approved scheme, we remind you of your duties under the 1990 Act to give 'special regard' to the setting of listed buildings and conservation areas and that 'great weight' be given to the conservation of heritage assets in accordance with the NPPF. You must also be satisfied that the public benefits, including heritage benefits, are real and cannot be delivered by any other means.*

#### *Mayor of London's View*

6.5.16 The GLA comments with regard to the 2015 hybrid proposal acknowledged substantial harm to the significance of the conservation area but recognised the significant public benefits. The Stage 1 response to the current proposal has made the following comments:

6.5.17 *The height of the hotel would increase from 23 to 29 storeys; however, it would also become more slender when viewed from east and west and would remain below the permitted height of the residential plot. Compared to the harm identified as part of the original hybrid permission, GLA officers consider that no additional harm to the significance of heritage assets would be caused, although the harm caused means that the proposals would not be in accordance with London Policy HC1. In line with the NPPF, this harm will be weighed against the public benefits of the proposal at the Mayor's decision-making stage.*

### *Existing Buildings and Significance*

- 6.5.18 As referenced in both Historic England and GLA comments, the existing locally listed buildings have been demolished already, as part of the implementation of the hybrid permission. The assessment at the time considered the weight of public benefit arising from the redevelopment in assessing the planning balance. In this regard the demolition and redevelopment remain acceptable, as long as the public benefits of the approved development are delivered. The previous assessment concluded that *“On balance, the podium level interaction along the High Road and the retention of the remaining four buildings was seen to provide some continuity to the High Road.”*
- 6.5.19 The planning balance considered, among other factors, the salvage of historic artefacts from the locally listed building and the required crowd safety arrangements for the new development as justifications for the demolition, but did not accept that these factors did not justify the loss of the three locally listed buildings, impact on Warmington House and the conservation area as a whole.
- 6.5.20 With regard to the approved hotel the Conservation Officer at the time concluded that *“Whilst it may be an attractive addition from the southern end to the skyline and may provide some level of enhancement to the setting of the conservation area, it does not overcome the less than substantial harm to its setting or the substantial harm to the listed building and its setting.”*
- 6.5.21 Despite the acknowledgement of harm arising from the proposed demolition and redevelopment, officers concluded that the public benefits would outweigh the harm and loss. That starting point is important in assessing any additional impact of the proposed amendment from the extant permission.

### *Proposed amendments to the hotel*

- 6.5.22 The Council's Conservation Officer has highlighted the context of the approved hybrid consent and previous heritage impact assessment and has focussed on the specific alterations in the scale, massing and design. The justification for improved layouts and creation of slender, elegant tall building, with greater emphasis on the blade like shards form part of a carefully composed approach to massing has been accepted. The variable shoulder heights and materiality of the lower form are highlighted as a means of integrating and anchoring the building at street level. The slender design is also beneficial in reducing the total width of the building, improving the relationship with the stadium and surrounding buildings in east to west views.
- 6.5.23 The amendments in orientation in the latest submission further highlight the slender form of the hotel as seen in north-south views through the sophisticated geometry of the angled 'blades' in combination with the increased height. The Council's Conservation Officer further notes that the amendments to the tower

have been comprehensively developed and detailed to hone the design quality, energy efficiency, fire safety and sustainability of the hotel tower while re-testing its impact on the surrounding heritage assets in comparison to the effects produced by the consented tower. These comments highlight that the design illustrates the quality of both internal and external enhancements to the tower, surrounding public realm and landscape design and descending benefits.

6.5.24 The Conservation Officer goes on to reference the specific design benefits and crowning section of the tower refined upper sections, distinctive façade design, mirrored and angled blades and top spire, noting that these are progressively more lightweight when viewed from the south along the High Road. Further supportive comments note that the whole building appears as a slender and angled architectural ‘origami’ reaching towards the sky and leading the eye upwards, from the base of the building to the top. The façade design has been developed concurrently with design refinements to the internal layout and aspect of the units as well as to the façade detail and lighting. The proposed lighting strategy, specifically the halo illumination to the upper parts of the blades, contributes the sense of material lightness and visual permeability of the crown of the building, as also conveyed by the projecting fins. The crown roof will also help obscure the top floor plant and services.

6.5.25 The materiality has also been praised, referencing the planar facades as a combination of polished, matte and brushed solid aluminium panels, solid openable panels within all habitable rooms, glazing only where vision panels are required and rationalisation of all wall types by reducing the amount of glazing. The lower section of the building will have a closest relationship with the street level and light grey concrete and glazing will reinforce the relationship and continuity with the public realm. The use of the amended wayfinding columns and signage are considered to integrate into the design of the tower, in line with the Stadium wayfinding strategy. The integral signposting will also minimise any visual clutter within the public realm.

6.5.26 The design of the forecourt entrance is considered to have successfully integrated the residential, hotel and associated amenity entrances into the façade. The Conservation Officer has highlighted the bright colonnade defined by large, glazing to the ground floor facade behind the sculptural light grey concrete columns and canopy, which is considered to create an elegant and inviting plaza that seamlessly connects to both the public realm incorporating the multiple entrance doorways. These amendments to the design of the base of the tower ensure that the entrances to the hotel and residential uses are immediately legible behind the spacious colonnade at street level, as well as functioning as a lantern underneath the canopy, thus benefitting the physical and visual connections between public realm hotel tower and related landscape.

6.5.27 The improvements to the landscape design and public realm surrounding the tower have enhanced the integration of the tower site which has also been improved

following comments from LBH officers and the QRP. In summary, the landscape and public realm better integrates with the wider public realm within the Stadium site. Additional planting is proposed on the east and west elevations and the introduction of two 'green walls' is welcomed in that context.

6.5.28 Overall, the increased height of the proposed building in Plot 3 is considered to be compensated by the positive improvements in the form of the slender appearance and refined top elements of the "blades", as seen in long views, as well as creating a sympathetic relationship with the streetscene. Other beneficial improvements through improved landscaping of the plaza area, planters, trees and vertical greening of the façade, as well as local artwork displays are also welcomed as integrating with the historic and cultural setting.

#### *Contextual views*

6.5.29 The proposed landmark tall building is considered to successfully integrate into the context of the emerging character and contemporary setting. The wider visual impact on the heritage setting has been tested in 15 verified views taken from the surrounding area, including the North Tottenham Conservation Area, Tottenham Cemetery and Bruce Castle Park. The visual impact review has also included heritage assets within views, heritage assets as visual receptors and views within the context of emerging schemes. These impacts of the revised tower are illustrated within the submitted Environmental Statement Addendum Supplementary Note. The Council's Conservation Officer accepts that the amended tower design, despite its increase in height, does not cause any further harm to the significance of the surrounding heritage assets as previously assessed in relation to the consented design proposal for the hotel tower.

6.5.30 The taller but slenderer silhouette, sympathetic materiality of multifaceted, planar, anodised-effect elevational treatment with complementary light bronze, projecting mullions and lower shoulder fins have all been cited as sympathetic integration of the additional height. Likewise, the south-facing tallest point of the angled crowning blades, top of tower 'lantern' and matching balustrades to balconies are all considered to be successful alterations from that approved. The overall effect is of a distinctive, architectural signposting, landmark building within these views, which successfully sit within the emerging contextual character of the area.

6.5.31 Comments from the Conservation Officer are broadly welcoming of the proposed amendments from the extant permission but a point of clarity has been raised that this would not "*enhance the character of the North Tottenham Conservation Area*", as cited in the ES Addendum (appendix 8.2, paragraph 9.6.42). The Conservation Officer has highlighted that whilst the necessary height is required and has contemporary design quality it is not a heritage led approach and, as with the approved tower, would still have less than substantial harm, albeit mitigated by the quality of design and public benefit. In this regard the assertions from Historic England regarding this and wider masterplan, as well as emerging changing

character are considered to be valid, but are balanced against the harm of the proposed amended design and development as a whole.

6.5.32 The Conservation Officer concludes that the greatest harm to the heritage assets has already occurred through demolitions and works associated with locally listed buildings and do not need to be re-visited. However, the proposed refinements to this particular plot 3 tower will have a beneficial impact on the character and appearance of the heritage setting through exceptional design in collaboration with officers and QRP members.

6.5.33 As such, paragraph 202 of the NPPF is engaged, requiring the public benefits to weighed against the heritage harm. The resultant harm has been given significant weight, but, in accordance with guidance in the NPPF paras (202 and 203) is considered to be outweighed by substantial public benefits referred to above.

## 6.6 Residential Quality

6.6.1 London Plan Policy D6 sets out housing quality, space, and amenity standards, with further detail guidance and standards provided in the Mayor's Housing SPG. Strategic Policy SP2 and Policy DM12 reinforce this approach at the local level.

### *Accessible Housing*

6.6.2 London Plan Policy D7 and Local Plan Policy SP2 require that all housing units are built with a minimum of 10% wheelchair accessible housing or be easily adaptable to be wheelchair accessible housing. London Plan Policy D5 requires safe and dignified emergency evacuation facilities, including suitably sized fire evacuation lifts.

6.6.3 The proposed scheme includes 10% of residential units designed to meet Building Regulation M4 (3) (wheelchair user dwellings). These proposed homes are distributed between floors 17, 18 and 19. The remaining 90% of flats are M4 (2) (wheelchair adaptable) and are all generously sized for ease of adaptability. All flats are accessible through two stair cores, which also have access to lifts.

6.6.4 The proposed basement car park would provide 10% accessible car parking spaces, in line with London Plan Policy T6.1. A S106 planning obligation will secure a Car Parking Management Plan which prioritises and manages access to these proposed spaces.

### *Indoor and Outdoor Space Standards*

6.6.5 All of the proposed homes would meet the minimum internal space and floor to ceiling heights (2.5m) standards called for in London Plan Policy D6. Proposed layouts are exceptional with all apartments at least dual aspect. The number of

homes per core would be no more than 4, half the maximum of 8 allowed for in the adopted and emerging Mayoral guidance.

- 6.6.6 All flats would have private amenity space of at least 9 sqm, with a quarter of the flats with at least double or significantly more generous balconies and terraces. In addition, all homes would also have access to a proposed communal amenity space on floor 14 and the semi-public landscaped podium space.
- 6.6.7 The amenity space of floor 14 would also provide fitness suite, cinema, playroom, lounge and associated facilities. Shared amenity spaces within the hotel part of the building will be accessible but likely will require payment for those services. Regardless, the dedicated internal and external residential amenity spaces are considered to be generous, especially given the larger floorspaces provided. The suitability of some of these spaces for seating at certain times has been questioned in terms of microclimate, which is assessed in more detail below.

#### *Microclimate*

- 6.6.8 The applicant has submitted an updated wind microclimate assessment as part of the ES Addendum, which builds on the 2015 ES version. In terms of living conditions, this is relevant to guest and resident access to the Plot 3 hotel and residential uses and the amenity spaces therein.
- 6.6.9 The assessment has been reviewed externally by an independent third party expert. The initial review in October 2023 raised some questions and a subsequent review has been completed in November 2023 based on further information from the applicant. These included further clarification on mitigation for the amenity spaces of the hotel.
- 6.6.10 The response suggests that the hotel and amenity spaces will require further mitigation measures if they are to be suitable for the end use. However, it is accepted that with suitable mitigation these would be suitable for their intended purposes and further mitigation can be achieved in detailed hard and soft landscaping. As such further review will be required in the S106 obligations.

#### *Unit Aspect, outlook, and privacy*

- 6.6.11 All flats would be at least dual aspect and would sit above the height of the stadium, well-spaced from neighbouring towers. There would be significant distances between proposed flats in this plot and those in Plot 5, as well as other neighbouring existing and approved developments.
- 6.6.12 The revised design of the proposed hotel massing in this application means that the lower storeys of the eastern side of the hotel have a closer proximity to the outline permitted Extreme Sports building. However, these buildings would retain sufficient distance between and the angled facades would help mitigate the pinch

point between them. It should also be noted that these will be hotel rooms at this height in the proposed Plot 3 and commercial / leisure in Plot 4. Any impact on the residential would not be significant.

*Daylight/Sunlight/overshadowing – Future Occupiers*

- 6.6.13 The applicant's Daylight and Sunlight Report has been updated through an addendum (October 2023) following the amendments to the proposed massing orientation and internal layouts in the August 2023 submission.
- 6.6.14 The results of the detailed assessments within the August 2023 report concluded that all of the eight dwellings assessed on the two lowest residential floors (14th and 15th) would achieve and exceed the minimum levels of daylight and sunlight recommended within the BRE and the BS EN 17037 UK National Annex by a significant margin. This means that the corresponding rooms on the subsequent floors would also meet and exceed their daylight and sunlight targets given the uniformity of floor-plates and improved access to daylight and sunlight higher up in the building.
- 6.6.15 The August 2023 report concluded that well in excess of 50% of all proposed outdoor open spaces ( $\geq 70\%$ ) will receive two or more hours of sunlight on 21st March, providing great level of sunlight amenity to the public and future residents. The changes have had minimal impacts on this, so no further technical assessment has been undertaken.
- 6.6.16 The daylight, sunlight and overshadowing assessment show a good quality of accommodation for the proposed residential units.

*Noise and vibration – Future Occupiers*

- 6.6.17 London Plan Policy D13 introduces the concept of 'Agent of Change', which places the responsibility for mitigating impacts from existing noise and other nuisance-generating activities or uses on proposed new noise-sensitive development. Policy D14 of the London Plan sets out requirements to reduce, manage and mitigate noise. London Plan Policy D14 also seeks to separate noise generating uses from housing or ensure that there is appropriate mitigation where this is not possible and minimise noise from development and to improve health and quality of life. Similar objectives are included in Policy DM23 of the DM DPD.
- 6.6.18 Noise associated with the completed development will be primarily from road traffic noise, external building plant, and match day and other events, as would be the case with the approved hybrid permission. There will also be potential for noise disturbance from the construction of the site and a noise monitoring and control regime will be required through a Construction Environmental Management Plan (CEMP). The extant approved hybrid permission allowed development between

08:00 and 20:00 and had no restrictions on days of the week. These would be amended to conventional hours with some flexibility for exceptional activities.

6.6.19 The proximity to the stadium does provide a somewhat unique relationship and there will be unique noise impacts. Mitigation measures have been incorporated in the design of the proposed building to ensure that residents will remain comfortable in these events, including mechanical ventilation, thickened glazing and the planar blade design.

6.6.20 The amended scheme is not considered to materially affect the noise and vibration conclusions of the approved hybrid permission. Therefore, the findings of the 2015 ES are considered still valid and applicable to this application and all likely significant effects resulting from the development are likely to remain as reported, with no additional effects or mitigation identified. Previous conditions regarding construction management, hours of operation, plant noise and machinery, frequency of events and conformity with the Environment Statement (and update) are considered sufficient.

#### *Residential Quality – Summary*

6.6.21 The layout and design of the proposed flats are significantly improved from those approved. The number of proposed wheelchair accessible homes and quality of these homes would meet requirements. The proposed homes and associated private and communal open space would generally be high quality and officers are satisfied that future residents would enjoy an acceptable residential amenity in terms of outlook and privacy, daylight and sunlight, noise, vibration and overheating. The wind/microclimate assessment has highlighted that further mitigation is required and should be provided through the imposition of appropriate conditions. The proposed layout and disposition of uses takes account of the event based noise and disturbance and appropriate glazing/ventilation arrangements have been incorporated into the design. Officers are satisfied that the proposed scheme would be compatible and comply with the Agent of Change principle.

### **6.7 Child Play Space**

6.7.1 London Plan Policy S4 seeks to ensure that development proposals include suitable provision for play and recreation. Local Plan Policy SP2 requires residential development proposals to adopt the GLA Child Play Space Standards and Policy SP13 of the Local Plan underlines the need to make provision for children's informal or formal play space. The Mayor's SPG indicates at least 10 sqm per child should be provided. Haringey's Planning Obligations SPD, 2018 states that any shortfall in play space be multiplied by £95, which is the average cost per sqm of provision.

6.7.2 The original hybrid permission had no playspace as the serviced apartments would have been part of the hotel. The NMA to allow those flats to be used as more

conventional housing (C3 use class) retained much of the approved floorspace and would have been largely one bed units closer to the minimum floorspace requirements for flats, with no designated playspace.

6.7.3 The proposed residential part of the development would consist of 6 x 1 bed, 18 x 2 bed, 24 x 3 bed and 1 x 4 bed units. This differs from the extant permission, which consisted of 35 x 1 bed and 14 x 2 bed units in the original permission.

6.7.4 Using the GLA's Population Yield Calculator (October 2019), the proposed scheme estimates an on-site child population of approx. 22.2 (10.4 x 0-4-year olds, 7.5 x 5-11-year-olds and 4.3 x 12+ year-olds). This generates an overall need for 221.7sqm of play space. The application proposes the following:

Age Group	Yield from development	Provision (sqm)	Requirement (sqm)
0-4	10.4	35	
5 to11	7.5	0	
12+	4.3	0	
Total	22.2	35	221.7

*Table 7- child yield*

6.7.5 The proposed play space would be provided within the proposed podium level communal open space, with the amount of space for the 0-4 age groups. Officers accept that this 'doorstep' play is most suitably aimed at the youngest age range. It is also accepted that it is not practical to provide play space within the design and footprint of the building and that the nature of the podium use for large scale events in the wider site also makes that space impractical for further play space to be provided on site, but consider it reasonable for an off-site contribution to apply.

6.7.6 The proposed 35sqm represents a shortfall of 186.2sqm, which would require a financial contribution towards off-site provision of £17,670 based on the planning obligations SPD requirements. Whilst there is also internal amenity areas for children and the flats all have private amenity space, these do not compensate for the lack of playspace provided.

As mentioned above, there was no playspace in the extant permissions, but that scheme was for significantly smaller, predominantly 1 and 2 bed flats. The previous GLA calculator (relevant at the time) would have anticipated a requirement of 7 children on that basis. The justification for the shortfall in that application was on the basis that the shared core would have allowed access for all residents to the roof terrace amenity space and facilities within the hotel. As such the shortfall was considered to be acceptable on that basis. Whilst there would be some connectivity between the hotel and residential uses, the proposed design amendments would create separate residential and hotel lift / stair cores, so the previous connectivity no longer provided. The applicant has confirmed that residents would still be able to pay for these services though.

6.7.7 The podium was envisioned to be provided as part of the original town square in the extant permission and no further improvements are proposed there to compensate for the shortfall in playspace due to the limitations of the space on the podium and accommodating crowd flow. However, this is acknowledged as providing some new amenity for any families within the proposed building and wider site. It should also be acknowledged that the improved layout of flats, internal hotel amenity spaces and inclusion of private residential amenity spaces, are all significant improvements from the extant hybrid permission.

6.7.8 Overall it is considered that the uniqueness of these flats and wider context of the wider masterplan mean that on-site provision will be less of an issue than it would be on other sites. Given these constraints and that this is a S.73 amendment rather than new application, an off-site contribution of £17,670 is considered appropriate and will be secured through the amended S106.

## 6.8 Impact on Amenity of Adjoining Occupiers

6.8.1 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.

6.8.2 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.

6.8.3 The extant hybrid permission included an in-depth analysis of amenity impacts from the wider masterplan development, much of which remains relevant. The cumulative impact of the amended scale and massing of Plot 3, relevant to this permission, is detailed within the Environmental Statement Addendum (August 2023) and subsequent update, following then reconfiguration of massing submitted in October.

### *Daylight/Sunlight, overshadowing - Methodology*

6.8.4 The ES Addendum, August 2023 provides the methodology used which consists of a desk top review, using 3D modelling for baseline conditions and future baseline conditions (including the masterplan and HRW schemes). This also considers the construction phase, completed development and cumulative development. An initial technical exercise was undertaken to determine whether the development results in material changes which would alter effects reported in

the 2015 ES. As an initial exercise for the Vertical Sky Component (VSC) and Annual Probable Sunlight Hours (APSH), values at surrounding sensitive receptors were undertaken, where the consented scheme was compared against the amendments. This isolated the sensitive receptors which would see significant changes in VSC and APSH because of the amendments.

- 6.8.5 The impacts of daylight provision to adjoining properties arising from the proposed development is considered in the planning process using advisory Building Research Establishment (BRE) criteria. A key measure of the impacts is the (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.
- 6.8.6 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.
- 6.8.7 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'. 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.
- 6.8.8 The acceptable level of sunlight to adjoining properties is calculated using the (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.
- 6.8.9 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).

#### *Daylighting and Sunlight Assessment*

- 6.8.10 For the daylight and sunlight assessments, the sensitive receptors were defined by the extent of residential properties which have windows facing Plot 3 and are near enough to be affected by the development where the occupants have a reasonable expectation of daylight and sunlight.

- 6.8.11 A total of 1026 windows within 117 properties were assessed for VSC. 527 of the assessed windows were highlighted as experiencing no change when comparing the development to the consented scheme and 40 will experience improvements. The remaining 459 windows will experience VSC losses of no greater than 1.7% absolute and 170 retain VSC values of greater than 27%.
- 6.8.12 The cumulative impact of the proposed scheme and HRW show additional impacts on properties 1-22 Concord House. However, the rooms impacted would be bedrooms and kitchens where daylight impacts are less significant than in main living areas and the total loss would be no more than 3.5% VSC. Coombes House, 732 High Road, 4 Park Lane and 2 Park Lane would also see some additional daylight impacts in this cumulative scenario. However, these equate to no greater than 3.7% absolute VSC loss compared to the extant hybrid permission. Furthermore, the assessed windows in these properties will retain VSC levels of above 18% and therefore could be considered commensurate with the surrounding context of a dense urban environment. In addition, the room layouts in that building are unknown and there is a possibility that several of the windows assessed are not sole windows for living rooms. Daylight effects on the HRW scheme and on Plot 5 residential are considered to be acceptable in the context of the approved scheme.
- 6.8.13 A total of 134 rooms within 27 properties had windows within 90 degrees of due south and were therefore relevant for sunlight assessment assessed for VSC. 108 of the assessed rooms will experience either no change or improvements in APSH when comparing the Development to the Consented Scheme and 105 will experience no change in Winter Probable Sunlight Hours (WPSH). The remaining rooms will experience losses of no greater than 1% absolute for both APSH and WPSH. Importantly, where there are any reductions, the rooms will remain BRE compliant by retaining over 25% APSH and 5% WPSH.
- 6.8.14 The levels are therefore considered to be reasonable and not significantly worsened from the baseline permission. Residual VSC values in excess of 20% are reasonably good and appeal decisions for schemes in London have found that VSC values in the mid-teens are deemed acceptable. All residential windows tested for daylight would be left with such levels. Overall, officers consider that the levels of daylight and sunlight conditions would be acceptable, especially given the nature of the development and emerging high density within the area.

#### *Overshadowing*

- 6.8.15 A full assessment of the overshadowing results has been undertaken, recording that only the north east corner of the Northumberland Park Community School Ground experiences an additional shadow cast by the Development when compared against the Consented Scheme on March 21st at 4pm. The area will receive direct sunlight for well over 2 hours, as is required to be considered as not overshadowed. This also has large areas of other open spaces, so this is not a

vital area. Therefore, the overshadowing effects of the 2015 ES remain valid and further consideration is not required within this ES Addendum.

#### *Microclimate*

6.8.16 The extant hybrid permission noted that the introduction of proposed landscaping and wind mitigation meant that all locations in and around the site were considered suitable in terms of pedestrian safety, throughout the year and for all phases of construction. Further noting that additional landscaping would be required to further mitigate any impacts where they were less comfortable.

6.8.17 The updated Wind Microclimate Assessment similarly raises no issues of pedestrian safety. The updated responses from the applicant to the initial concerns have largely clarified that the proposed uses around the stadium will be suitable for the intended use. Further mitigation and investigation is required for the podium seating area to the north of the proposed Plot 3 building and for the approved seating area for the Tottenham Experience building. The applicant has agreed that further consultation with the third party will be undertaken through S106 obligation, to ensure these are desirable areas for seating.

#### *Solar glare*

6.8.18 The technical assessment was taken from 16 nearby locations considered sensitive in terms of solar glare. The technical assessment considers the potential occurrence, proximity and duration of solar reflections from the façades of the amended Plot 3. A total of 16 viewpoints for solar glare sensitivity were undertaken, three of which were added to the previous assessment on the basis of the additional height.

6.8.19 Eight viewpoints are considered further due to the potential for reflections within 30-degree of a road users' line of sight. However, reflections would only be visible of Plot 3 building from 4 of these viewpoints. These are shown below as HRN2, HRS2 and HRS3, PLW2 and CRE1 (highlighted yellow in Figure 11)

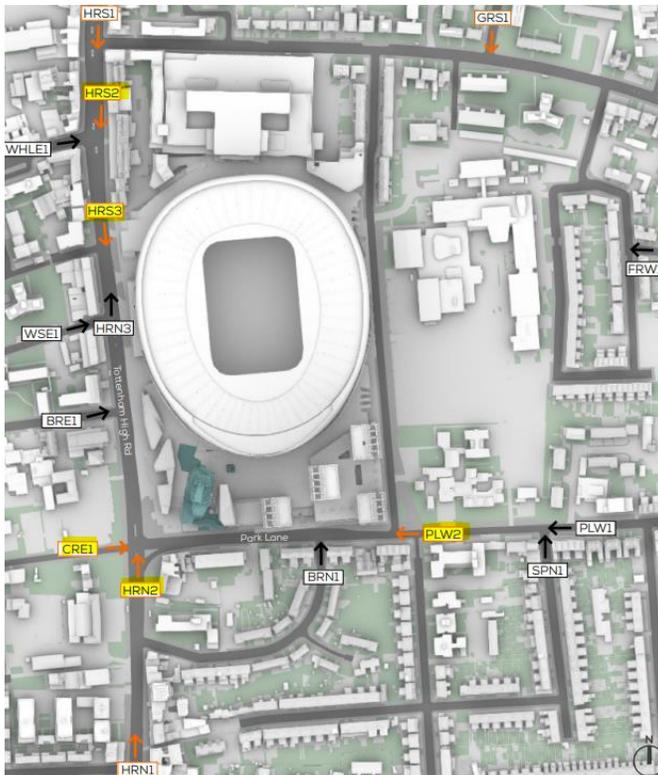


Figure 11: view points

6.8.20 GIA (solar glare experts) have assessed the development and these results are recorded within the ES, which concludes that there would be modest impacts in these locations at various times of the day, at various times of year, but these could be mitigated through actions of car users through sun visors. The ES considers potential alterations in building design to further mitigate these impacts but states that such considerations have already been incorporated into the design through consultation with GIA so mitigation is already embedded in the scheme and final approach to scale and massing.

#### Noise

6.8.21 The additional residential element of the proposed scheme would not have a significant impact on noise or disturbance. Subject to imposing planning conditions to limit hours of terraces, café / bar / restaurant in and to control noise from mechanical plant, it should not cause undue disturbance to neighbouring residents. The applicant's Site Construction Management Plan also sets out minimum standards and procedures for managing and minimising noise during construction - which is also secured by imposing planning conditions.

#### Amenity Impacts – Summary

6.8.22 Amenity impacts must be considered in the overall planning balance, with any harm weighed against expected benefit. There would be some adverse impacts

on amenity, as outlined above. However, officers consider that the level of amenity that would continue to be enjoyed by neighbouring residents is acceptable, given the benefits that the proposed scheme would deliver.

## **6.9 Transportation and Parking**

- 6.9.1 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 reflects national guidance (including the National Design Guide).
- 6.9.2 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.
- 6.9.3 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 of the London Plan, which makes clear that development should facilitate safe, clean and efficient deliveries and servicing and requires Construction Logistics Plans and Delivery and servicing Plans.
- 6.9.4 Policy SP7 of the Local Plan 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 Policies DM31 and DM32 of the DM DPD.
- 6.9.5 Policy DM32 of the DM DPD 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.
- 6.9.6 A key principle of the Tottenham AAP was to create high quality, publicly accessible and activated spaces within the site on non-match days that complement other public realm / spaces in the area and link with key existing and future walking and cycling routes in the locality and improved permeability across the site, linking High Road West and Northumberland Park regeneration areas.

### *Transport Assessment*

- 6.9.7 A Transportation Assessment Addendum was provided and covers the changes since the earlier consents, and also references updated transportation policy changes since the original submission, including the Mayor's Transport Strategy, the updated London Plan, the NPPF update and Haringey's Walking and Cycling Action Plan and Transport Strategy.

*Healthy Streets and Vision Zero*

- 6.9.8 GLA comments have referred to the requirement for an Active Travel Zone (ATZ) assessment, including night-time assessment, especially given the increased quantum of development, the nature of the land use, and changes in the local area since 2015. In line with TfL/GLA Women's Safety and Anti-Racism actions, analysis of personal safety statistics and proposed responses should be included. Further information is available in the Mayor's Women's Night Safety Charter Toolkit. The scope of the assessment should be agreed with TfL and the Council. As well as non-event day assessment, this should consider issues for active travel access on an event day, and measures proposed to ensure walking and cycling to the site is unimpeded, as well as access to public transport services this is secured by a S106 obligation securing active travel zone works and road safety audit.
- 6.9.9 The Local Area Management Plan is an obligation contained within the S106 and has been in practice since 2019, designed to limit impact on local residents and businesses on event days, as well as managing movements to and from the Stadium. This is a 'live' document that is under review by officers in conjunction with relevant stakeholders and the proposed amendments will be required to show compatibility with these arrangements, both during construction and operation.

*Quantum of development*

- 6.9.10 Whilst the numbers of hotel rooms and residential units are intended to remain as originally consented, the configuration of unit sizes in the residential component is changing, with a greater proportion of larger residential units. This has been clarified in the updated Transport Assessment Addendum.
- 6.9.11 GLA officers have highlighted the significant investment in the transport network in the area since the 2016 consent. Cycleway 1, 500 metres to the west, has been completed; Northumberland Park station has been upgraded as part of improvements to rail capacity between Stratford and Angel Road, including a third track; Angel Road Station has been replaced by the new Meridian Water station; White Hart Lane station has been rebuilt, including higher capacity and step-free access; Tottenham Hale station has been improved, including a new bus station, upgraded taxi rank, new entrance, concourse, and step-free access; and public realm improvements have been completed on White Hart Lane and around Northumberland Park. The Transport Assessment (TA) addendum provides a person-trip assessment, and based on the 2015 bus mode share, which indicates 60 bus (access and main mode) trips during the AM peak, and 70 during the PM

peak. Based on secured bus contributions from schemes within in the vicinity of the site, a contribution of £48,000 has been requested by GLA however given that the quantum of potential residents has not significantly increased and that similar payments have already been made officer do not consider this contribution to be necessary.

#### *Trip generation and Public Transport improvements*

6.9.12 The addendum considers that the trip generation from the hotel and residential apartments will remain as originally considered. Transportation officers note the larger residential floorspace that will likely result in a larger trip generation compared to the consented arrangements. However, this is not considered too significantly impact trip generation terms but will need to be managed.

6.9.13 Increases in delivery and servicing trips since the 2015 application are referenced due to the changing nature of how developments are serviced in recent years, and the increase of home working. The Transport Addendum states the development is expected to generate up to three or four delivery and servicing trips in the peak hour for both land uses, which is considered to be reasonable assumptions.

#### *Pedestrian / cycle access*

6.9.14 The provision of separate entrances from Park Lane, is considered to be an improvement from the previously consented single entrance and shared core for residents, hotel guests and patrons of the restaurant previously approved. The proposed street-level access points include separate entrances to the hotel lobby, to the apartment residential lobby, and a back-of-house entrance. As such the pedestrian experience is considered to be improved through these amendments.

#### *Cycle parking*

6.9.15 Cycle parking provision has been increased in accordance with requirements of the updated 2021 London Plan. The proposed scheme will provide 96 long-stay and 4 short-stay residential cycle parking spaces and 10 long stay and 4 short stay spaces for the hotel. A total of 5% of the long stay cycle parking will be suitable for accommodating cargo bikes and adapted cycles, in accordance with the London Plan / London Cycling Design Standards (LCDS) requirements for larger bikes.

6.9.16 Access to the cycle parking area is provided internally in the ground floor. All short-stay cycle parking for visitors and long-stay cycle parking for hotel employees and guests will be located on the ground floor and will be accessed from this point. A concierge service will be provided for hotel guests. Residential cycle parking is provided at the basement level, and a cycle lift is proposed to be located adjacent to the visitor's cycle parking area on the ground floor. Full dimensional and layout details of the proposed access and cycle parking arrangements will be required through condition. On this basis the cycle parking is acceptable.

### *Car parking*

- 6.9.17 The car parking area in the basement of the hotel will remain unchanged via the constructed ramped access provided immediately to the east of the hotel accessed from Park Lane.
- 6.9.18 The basement car park approved in the hybrid permission has been constructed and includes 76 car parking spaces for the hotel. The increased cycle parking provision and other internal reconfigurations result in a reduction to 64 spaces. These will include seven wheelchair accessible spaces. This is still considered an over provision of parking however it is accepted that the car park has already been constructed and therefore is reasonable to be used for residents and hotel guests alike. Comments from GLA have suggested that alternative uses for the parking bays be explored and that the provision be reduced. This has been suggested to the applicant but ultimately this is an improvement through reduction from the approved provision so is considered to be acceptable. The parking bays will have to be managed by a site wide parking management plan to promote travel by sustainable modes of transport as part of the travel plan for the site.
- 6.9.19 Electric vehicle charging will be provided to 20% of the spaces as active charging facilities and the remaining 80% will have passive provision meaning that all spaces can be upgraded to provide electric vehicle charging if there is demand. This is an improved situation compared to the previously consented arrangements and it will accord with the current London Plan. Overall the parking reduction and EV charging are considered to be improvements from the extant and significantly developed extant permission and therefore acceptable.

### *Delivery and servicing arrangements*

- 6.9.20 The approved hybrid permission included two loading bays in front of the hotel plot, as well as further loading bays along Park Lane and Worcester Avenue for the Extreme Sports Building and residential plots. The approved drawings also provided servicing from the rear of the site and the approved Waste Strategy also referenced all back of house servicing away from public realm. However, further details were required through condition.
- 6.9.21 Following the approved development, there have been subsequent amendments to allow separate residential use within the plot and an additional basement access to the east of the plot, adjacent to the site for the Extreme Sports building. GLA officers have requested that a Stage 1 Road Safety Audit (RSA) should be provided for the proposed access arrangements on Park Lane. Although this access was approved previously, the vehicle movements and potential for cycle lane would be material changes to this and should be assessed accordingly. A Healthy Streets Designers Check or similar is also recommended. There should

be no impacts on the Strategic Road Network (High Road), and arrangements should contribute to Vision Zero objectives and mode shift.

- 6.9.22 The Transport Addendum notes that delivery and loading service patterns have changed, particularly with respect to residential development since the original hybrid permission, as a result of greater homeworking and changing work/life patterns. The transport strategy proposes an off-highway arrangement for receiving delivery and servicing vehicles. In place of the two loading bays in front of the hotel, two loading bays are proposed on the podium. A single loading bay is retained within the 'plaza' forecourt area in front of the street level entrances. The two loading bays further along Park Lane will be retained, as will those along Worcester Avenue.
- 6.9.23 The transport addendum details 34 daily trips in total, 16 for the hotel and 18 for the residential, predominantly taking place during the morning 6-hour period from 0600 – 1200, although some later deliveries may be required. Deliveries would be split between the forecourt of the hotel, podium and basement. Swept path diagrams have been provided for manoeuvring 7.5t vans on the podium and 4.5t vans in the hotel forecourt. The two loading bays previously approved would instead be utilised as pedestrian highway.
- 6.9.24 GLA officers acknowledge that the forecast vehicle trip assumptions are reasonable. However, they have highlighted the need for clarity in an updated TA to show that how servicing and deliveries will operate on event days. This should also provide further information on more sustainable approaches to servicing and deliveries, including though not limited to booking system, consolidation, and cargo bikes.
- 6.9.25 The removal of loading bays on the highway is considered by LBH Highways and Transport officers to be positive as a means of enhancing public highway along Park Lane and green route toward the east. It remains unclear how the forecourt will provide sufficient space to avoid on street loading but is anticipated to be a manageable arrangement. The introduction of servicing at podium level does have potential conflict with the proposed end use as a 'town square'. The addendum refers to issues of servicing and delivery within the basement due to head room clearance for vehicles accessing from Park Lane, but does not consider other accesses to the basement and potential use of those accesses as a means of complying with the approved waste strategy approach of servicing and deliveries kept separate from the public realm.
- 6.9.26 The servicing and delivery appear to be unsatisfactorily resolved at this time to ensure that this is the best means of servicing the residential and hotel uses in the long term. As such a delivery and servicing management plan for the entire site will be required, as per the existing obligations within the S106. This will need to satisfy that the basement is unsuitable for servicing and delivery, that there will be no conflict with the final landscaped area of the podium and what the arrangements

for the other plots will be. How this strategy evolves may vary in the short term, while the podium remains underutilised and long term, as the landscaping and public access evolve.

#### *Podium servicing considerations*

6.9.27 The podium is proposed to be used to service the hotel and residential refuse and servicing movements. This was provisionally outlined as the previous emergency fire route, adjacent to the podium facades of the Plots 4 and 5, arriving at two bays adjacent to the proposed site of jumping jet fountain and seating around the vent closest to the hotel. This route would be accessed via Worcester Avenue and barrier controlled. Peak demands are described as requiring two bays with a total of 16 service trips a day. This would introduce vehicle movements at podium level that will require a comprehensive design of servicing routes and landscaping and a management plan to ensure control of vehicle movements, to avoid pedestrian and vehicular conflict.

6.9.28 Accordingly an updated Delivery and Servicing Plan, alongside a detailed landscaping plan should include specific details of access to and from the Highway, the oversight of vehicles as they move across the Podium (details of marshalling arrangements and numbers of marshals), swept paths to show routes between landscaping and any other features. This should also include management arrangements to ensure visiting service vehicles adhere to their booked slots and dwell durations to ensure as smooth working as possible to accommodate movements in this area without compromising the pedestrian environment. Restricted time slots should also be implemented to ensure no delivery takes place when the podium is been used for events and that times of day are weighted toward early morning movements before the area is most used.

#### *Coaches and drop off/pick up to Plaza*

6.9.29 Coaches and taxi drop off will be accommodated in front of the hotel, separate to the loading facilities for the residential land use to ensure demand is managed appropriately. Fire tenders are also able to access the drop off zone.

6.9.30 The Transport Addendum includes swept path plots for the proposed arrangements at the Park Lane frontage of the site. They don't seem to show the Plaza loading bay detailed for the 15m coach swept path, it appears that a parked/dwelling service vehicle would not enable a coach to pass. The addendum references 18 service visits a day visiting and dwelling on the plaza, an explanation of the frequency of coach arrivals and departures and likely dwell periods is required, along with the proposed arrangements for managing this space and vehicle movements onto and off of it so that no vehicles wait on the highway. This can also be included within a comprehensive Delivery and Servicing Plan.

#### *Highway/public realm environment within Park Lane and S278 works*

- 6.9.31 The proposed amendment to the hybrid permission would not create significant additional movements beyond that of the extant permission and delivery and servicing were always subject to review in the S106 obligations for this and all other plots within the extant hybrid permission.
- 6.9.32 The removal of the loading bays in front of Plot 3 is welcomed in principle but needs to form part of a comprehensive servicing and delivery strategy for the entire site. The Council has aspirations to improve Park Lane to provide a more inclusive and active travel friendly corridor, improving connections from the stadium site to the east and Northumberland Park Station. This includes provision of formal cycling facilities, additional planting, and footway/public realm improvements. It is still unclear how this would work if the loading bays proposed further along Park Lane are retained and whether these offer the best solution for servicing future plots. Removal would presumably require further vehicle movements at podium level or to the Worcester Avenue loading bays, so a balance needs to be struck.
- 6.9.33 The applicant's Active Travel Zone assessment reviewed Park Lane as a key east – west route from the site. That assessment noted that there are opportunities to improve the surfacing of footpaths and crossings and that removal of unnecessary street furniture and excess vegetation growth should take place alongside maintaining vegetation to prevent overgrowth.
- 6.9.34 Accordingly, the applicant has agreed to the obligation for S278 works plan for the highway in front of Park Lane to clarify public Highway arrangements for crossovers, accesses, footway and carriageway. This will also require enhancements along Park Lane, including lighting, CCTV and a potential cycle lane connection to serve the site. Part of this will require confirmation of the proposed arrangements for accommodating deliveries and servicing for this and the remaining plots facing Park Lane. The design shall consider these issues in the context of improving Park Lane as described in the 'Healthy Streets' indicators, including the enhancement measures outlined above (lighting, CCTV, cycle lane). The highway plan drawing must be to the satisfaction of the Council, following which the applicant will be required to enter into agreement with the Highway Authority under Section 278 of the Highways Act to pay for any necessary highway works.
- 6.9.35 Comments have been received from residents of Worcester Avenue regarding potential for vehicles using this as a through route and increased vehicle movements. The outline servicing and delivery would result in some movements up to the podium vehicular access. The servicing and delivery plan would need to ensure a methodology to avoid these delivery vehicles using Worcester Avenue as a through route. However, the use of the junction to access the podium is not considered to create significant vehicle movements or disturbance.

6.9.36 Parking on Worcester Avenue has also been raised as an issue. There are existing restrictions for non-residents but it would not be possible to place specific restrictions on vehicles associated with THFC from parking on any street outside of the restricted times. It is also important to note that there would not be significant vehicle movements nor parking requirements for staff as a result of the amendments proposed in this application beyond what is approved in the extant hybrid permission.

#### *Travel Plan*

6.9.37 As would have been required with the original consent, a Travel Plan will be required for this aspect of the overall development, to follow normal requirements as per TfL guidance.

6.9.38 A draft travel plan has been submitted with the addendum, this is noted and acceptable in principle, it includes proposed mode shares for baseline and later targets based in amended census mode shares from 2011.

#### *Transport Conclusion*

6.9.39 Transportation Policy changes since the original consent have been reflected on with subsequent increases in cycle parking and all car parking spaces will either be active or passive charging spaces.

6.9.40 Changes are proposed for the delivery and servicing arrangements which will require more clarity to explain the regime of bays and management measures. There is conflicting information and a comprehensive delivery and servicing plan will be required. A more satisfactory approach to use of the basement, podium and management of the plaza off Park Lane will also be required within that strategy.

6.9.41 The Active Travel Zone assessment in the addendum details areas of improvement appropriate for the Park Lane corridor to improve the environment for active travel users. Both the appropriate delivery and servicing arrangements (for this plot and the whole frontage of Park Lane to the south side of the site) and a financial contribution to achieving this will be required.

6.9.42 The Transportation planning and highways authority would not object to this application subject to the following conditions:

- Cycle parking details
- Delivery and Servicing Plan
- Car Parking Management Plan
- Electric Vehicle Charging

6.9.43 The Transportation planning and highways authority would not object to this application subject to the following S.106 / S.278 obligations

- Car-Free Agreement
- Hotel/Residential Travel Plan
- Car Club Membership
- Highway and Active Travel Improvements
- Construction Logistics and Management Plan

## 6.10 Energy, Climate Change and Sustainability

6.10.1 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). 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). London Plan Policy SI2 requires developments referable to the Mayor of London to demonstrate actions undertaken to reduce life-cycle emissions.

6.10.2 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).

6.10.3 London Plan Policy SI4 calls for development to minimise overheating through careful design, layout, orientation, materials and incorporation of green infrastructure, designs must reduce overheating in line with the Cooling Hierarchy.

6.10.4 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).

6.10.5 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.

6.10.6 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.

6.10.7 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.

6.10.8 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.

#### *Updated Policy Position*

6.10.9 In the context of this application as a S.73 amendment it is of value to review the changes in the energy requirements since the extant hybrid approval. For example, the previous London Plan Policy 5.2 required major planning applications to attain a 40 per cent carbon dioxide emissions improvement on 2010 Building Regulations Part L, rather than the 100% improvements above Part L (2013) now required in Local Plan Policy SP4. This also required a reduction of 5% in regulated carbon dioxide savings compared to 10% in the 2021 London Plan Policy SI2. The application also involves greater scrutiny of whole life carbon and circular economy as concepts.

6.10.10 In general terms the expectancy and obligations for developers are significantly greater in current policy standards than required at the time of the extant hybrid permission. In this regard the amendments to this application are welcomed in terms of improving the sustainability and energy outcomes for this part of the development. The application is assessed with regard to current policy position and has been reviewed by LBH and GLA officers in this context.

#### *Energy*

6.10.11 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 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.

#### *Be Lean*

6.10.12 The proposed scheme adopts a passive design strategy, massing orientation and façade configuration and specification to minimise solar gains; high efficiency curtain walling to avoid solar bridging, high performance triple glazing with optimum g-value and U-value to reduce heat gains and losses, external shading fins / projecting mullions to enhance solar gain mitigation, and strategically

designed balconies in the southern façade to shade glazing from the most sensitive high angled southern sun.

6.10.13 The proposal includes communal heating systems, optimised domestic hot water systems proposed air-source heat pumps to address cooling, variable speed pumps, minimised leakage of ventilation systems, space conditioning systems, lighting system and other such lean measure have been incorporated into the proposed design. These proposed measures are expected to 16.1 tonnes per annum (23%) in regulated CO2 emissions compared to a 2021 Building Regulations compliant development.

6.10.14 Additional clarifications on the improvements of the domestic performance and the thermal bridging have been requested by GLA officers and further updates are expected either prior to the application being heard at committee or as an obligation within the S106.

*Be Clean*

6.10.15 The extant hybrid permission included a commitment for the applicant to connect to the local Decentralised Energy Network (DEN) if feasible. The applicant has confirmed that they seek to maintain this commitment and has identified Energetik district heating network as the proposed potential DEN within the vicinity of the development, proposing to connect to their network. Discussions have been ongoing with Energetik since 2019 regarding the DEN delivery and it is envisaged that this will be available when the development is completed, it is understood that there is a connection and supply agreement for the residential and non-residential part.

6.10.16 GLA officers have stated that connection to the network should continue to be prioritised and further evidence of active two-way correspondence with the network operator should be provided. This must include for completeness the following: confirmation or otherwise from the network operator that the network has the capacity to serve the new development, together with supporting estimates of the CO2 emission factor, installation cost and timescales for connection. Connection to the DEN will be retained in the S106 obligations, as per the previous approval.

6.10.17 It is unclear when the Energetik district heating network will be available. In this regard it is positive that there is ongoing discussions. It is also positive that the applicant is proposing a communal heat network supplied by a centralised energy centre on site. The application is supported by a drawing showing the route of the heat network linking all buildings / uses on the site alongside a drawing indicating the floor area, internal layout and location of the energy centre. Confirmation that all apartments and non-domestic building uses will be connected to the heat network will be required. This combined with a commitment that the development be designed to allow future connection to a district heating network is welcomed.

6.10.18 A drawing has been provided demonstrating space for heat exchangers in the energy centre/centres, and a safe-guarded pipe route to the site boundary.

6.10.19 If the DEN connection is unavailable or is otherwise not technically deliverable or financially viable then there is potential for roof mounted and mid-level ASHP, basement located Water-Source Heat Pumps, DHW thermal stores and a provision and strategy for future connection. These measures are considered to be acceptable.

*Be green*

6.10.20 The extant hybrid permission had no reference to PV panels on the roof of the hotel but the amended design has been able to incorporate into this amended proposal. The re-design of the angles of the roof have also had the benefit of further maximising the roof space for PV use. This equates to approximately 90sqm. The annual output, as calculated in the BRUKL, is 13,064 kWh/year, equating to residential reductions of 1.5 and non-residential of 0.9 tonnes of carbon per annum and

6.10.21 The applicant was advised to consider further PV options and has clarified that options of Vertical PV on SE and NW facades would result in unacceptable embodied carbon payback times due to inefficient generation; PV mounted on brise soleil is unacceptable for fire risk; PV mounted above plant is unacceptable for heat rejection; and that other flat roof availability is dedicated to amenity space.

	<b>Total regulated emissions (Tonnes CO<sub>2</sub> / year)</b>	<b>CO<sub>2</sub> savings (Tonnes CO<sub>2</sub> / year)</b>	<b>Percentage savings (%)</b>
Part L 2021 baseline	130.3	N/A	N/A
Be lean	108.8	21.6	17%
Be clean	66.5	42.2	32%
Be green	68.9	-2.3	-2%
Total Savings	-	61.4	47%
	-	CO <sub>2</sub> savings off-set (Tonnes CO <sub>2</sub> )	-
Off-set	-	2,066.7	-

*Figure 12: Site wide estimated carbon reductions at each stage of the energy hierarchy (Part L 2021)*

*Be seen*

- 6.10.22 An energy monitoring system is proposed, which GLA officer support, but wish to see further confirmation that the planning stage data has been achieved. It is recommended that a planning condition requires the development owner to submit monitoring results to the GLA (in accordance with the Mayor of London's draft guidance).

*Carbon Offsetting*

- 6.10.23 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 amount of carbon to be offset would be 68.9 tonnes per year (based on SAP10.2 carbon factors). Based on 30-years of annual carbon dioxide emissions costed at £95 per tonne, this amounts to £196,365 (plus a 10% management fee). It is recommended that S106 planning obligations secure this sum or any different agreed sum that may be appropriate in the light of additional carbon savings that arise from more detailed design agreed with the LPA, by way of s106 planning obligations.

*Further energy comments*

- 6.10.24 The GLA have stated that carbon dioxide savings of the non-domestic element fall short of the on-site target within the London Plan and encourage the applicant to consider the scope for additional measures aimed at achieving further carbon reductions. The applicant has responded that measures have been investigated and that the issue relates to part L2 domestic hot water demand and that this provides unreliable figures for non-domestic uses. The applicant has reiterated that a Waste Water Heat Recovery system has been considered but there is no official methodology for including this design feature within a Part L2 dynamic simulation, but this would need Building regs approval and that if approval is granted, this design feature would improve the carbon savings by a further 10% over the Notional Building. As such, it is considered reasonable that this is all that can be expected at this point.

*Energy Conclusions*

- 6.10.25 The overall anticipated on-site carbon emission reductions over Building Regulations (2013) (SAP2012 carbon factors) of 47% 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.

### *Whole life carbon*

6.10.26 The applicant has submitted a WLC assessment which will be reviewed separately; comments will be provided. The WLC assessment should be presented separately in excel using the GLA's WLC assessment template and should follow the GLA WLC guidance. The template and guidance are available here: <https://www.london.gov.uk/what-we-do/planning/implementing-london-plan/london-plan-guidance/whole-life-cycle-carbon-assessments-guidance>. Applicants will also be conditioned to submit a post-construction assessment to report on the development's actual WLC emissions.

### *Overheating*

6.10.27 The applicant's submission 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 will be required as a result of the acoustically constrained facade required during major events:

- Solar gain control (Façade shading elements, optimised glazing ratios and low solar transmittance glazing);
- Natural ventilation (openable windows and acoustic louvres); and
- Additional mechanical ventilation (mechanical ventilation systems with heat recovery and summer bypass and ceiling fans where necessary).

6.10.28 These issues are being assessed further with GLA and LBH Officers and will be required through condition. Additional information is being reviewed though and any update will be provided in the Committee Report Addendum if considered appropriate.

### *Environmental sustainability*

6.10.29 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 it is secured by a planning condition.

6.10.30 Water consumption. 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 'Excellent' standard for 'Wat 01' water category or equivalent (commercial development). Water consumption credit is currently targeted at 3pt which will mean a 40% improvement over baseline requirements.

- 6.10.31 The applicant has reiterated that a Waste Water Heat Recovery system has been considered but would need Building regs approval and will be reviewed at Stage 2 of the development. Further information on water consumption has been requested but is considered to be suitably reviewed through the revised Energy and Sustainability Statement, or as an addendum the Committee Report if necessary.
- 6.10.32 Building Performance. The applicant's Sustainability and Energy Statement includes a BREEAM pre-planning which demonstrates a readily achievable 'Very Good' rating, meeting the minimum requirement of Local Plan Policy SP4, but also "Excellent" should be achievable. It is recommended that this is secured by use of a planning condition.
- 6.10.33 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
- 6.10.34 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.

## 6.11 Flood Risk, Drainage and Water Infrastructure

- 6.11.1 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.
- 6.11.2 London Plan Policy SI13 and Local Policy SP5 expect development to utilise Sustainable Urban Drainage Systems (SUDS).
- 6.11.3 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.
- 6.11.4 London Plan Policy SI5 requires proposals to ensure adequate wastewater infrastructure capacity is available.

### *Flood Risk*

- 6.11.5 The site is located predominantly within Flood Zone 1, including Plot 3, with a small portion of the site within Flood Zone 2.

- 6.11.6 The ground levels within Flood Zone 2 are confirmed to be unchanged as this contains the existing road, pavement and a small part of public realm. It is therefore understood that there will be no displacement of fluvial floodwater off-site as a result of the proposal, which has been accepted by GLA and LBH Officers.
- 6.11.7 The site is also generally free from surface water flooding, although a significant stretch of the A10 Tottenham High Road adjacent to the site is shown to be at risk from surface water flooding. The proposed scheme introduces on site measures to retain surface water within the site, and as a result it is predicted that run off from the site onto the A10 will be reduced.
- 6.11.8 The submitted GLA Drainage, Flood and Water states that SuDS provisions including geocellular attenuation tanks, and rainwater harvesting are present across the wider masterplan, but highlight that it is not feasible to incorporate green roofs into the Plot 3 hotel scheme. The applicant was advised to see if these could be incorporated below solar PV or within other landscaping areas, but has not been able to find suitable siting.
- 6.11.9 The predominant form of drainage attenuation would be through tree bed and planting within the proposed landscaping. No collection and reuse of rainwater is proposed. It is not considered appropriate to discharge to the nearest water course, as the 50m distance of the site from the culverted Moselle River watercourse is too far. The surface water from the THFC Hotel development is proposed to discharge to the existing TW surface water sewer located in Park Lane via attenuation and a flow restriction device. This attenuation will limit the flow rate of surface water entering the surface water network.
- 6.11.10 Additional clarifications from the applicant have confirmed that the utilities located in the basement incorporate flood resilient measures to protect against reservoir flood risk and that no other sensitive receptors would be at risk. This is supported and no further action is required. Further evidence has also been presented regarding groundwater flood risk, as two boreholes from 2016 observed groundwater level of 12.79metres below ground level. This is supported and no further action is required.

### *Drainage*

- 6.11.11 The proposed surface water drainage strategy takes account of likely increased rain fall as a result of climate change. The GLA Stage 1 response highlighted that climate change rises in rainfall had not been included in the previous assessment but the applicant notes that exceedance flood flow routes above the 100-year event plus 40% climate change will be presented and included on drainage strategy drawings in the next design stage. This will be required as part of the existing site wide condition (A11) for a drainage strategy throughout the site and this will be amended to require this further assessment.

6.11.12 GLA Officers note that as this forms part of a S73 application, greenfield runoff rate calculations are not required as these were previously submitted with the wider application. The proposed discharge of 4.4 l/s for the hotel site is in line with the previously agreed wider drainage strategy proposals and therefore no further action is required.

6.11.13 Thames Water has raised no objection to the proposed scheme, subject to requested conditions and informatives. The applicant has submitted additional reassurance that demonstrates that the sewer risk to the site is low. The Lead Local Flood Authority (LLFA) likewise has not objected.

## 6.12 Air Quality

6.12.1 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.

6.12.2 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).

6.12.3 The application is supported by an updated addendum to the Air Quality Assessment undertaken for the hybrid permission Environmental Statement. The Assessment details the potential impacts beyond those assessed in the original hybrid approval. The London Plan introduced the concept of Air Quality Positive for large-scale development. This approach is designed to consider air quality from early in the design process; the scheme has already been designed and consented and a full air quality positive statement is not necessary in this instance. However, measures for air quality improvements have been inherently included in this amended application.

6.12.4 Construction has already been substantially completed on earlier plots within site so vehicle movements for construction will be reduced and a Construction Logistics Plan will further help mitigate these impacts. Gas boilers previously proposed for Plot 3 will be replaced with Air Source Heat Pumps. There will no longer be any building emissions from routine heating and hot water provision as ASHPs do not have any emissions to air, which is an improvement over the 2015 ES.

6.12.5 The potential changes are not considered to materially affect the air quality conclusions stated for the construction phase and completed development. The

amendments, alongside improvements in baseline concentrations and traffic emissions since the 2015 ES was prepared, and updates to the energy strategy, are expected to reduce the overall impacts associated with the completed Development. A Site Construction Management Plan also sets out minimum standards and procedures for managing and minimising dust and air quality impacts.

6.12.6 It is recommended that conditions are imposed to manage and minimise impacts during demolition and construction, in line with the applicant's Site Construction Management Plan and the measures highlighted by LBH Pollution.

### 6.13 **Trees**

6.13.1 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.

6.13.2 There are no existing trees on the site or on nearby land that would be impacted by the development. The proposed scheme will provide 4 trees at podium level and 4 street trees on this specific plot. The applicant has highlighted the constraints of the plot and significant increase in tree planting are limited. However, the altered landscaping has allowed for some additional tree planting in the proposed external podium seating areas. Details of the tree planting will be required within the detailed landscaping plans and will be expected as part of the S278 agreement for highways improvement plan.

### 6.14 **Urban Greening and Ecology**

#### *Urban Greening*

6.14.1 The 2016 edition of the London Plan did not have the same clarity on Urban Greening Factor (UGF) as the current iteration and therefore was not calculated or detailed within that approval, either for this plot or the wider site.

6.14.2 The current London Plan (2021) Policy G5 sets out the concept and defines 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 0.30 for commercial and 0.40 for residential development. The site is mixed use commercial and residential so would require a mixed level of 0.3 (commercial) and 0.4 (residential).

6.14.3 In addition to new trees referred to above, the proposed scheme will include flower rich perennial planting, rain gardens and biodiverse intensive and extensive green

roofs in the wider site but is somewhat limited by the constrained size of this specific plot.

- 6.14.4 The applicant's Design and Access Statement for this submission included a calculation of the UGF for the proposed scheme. This demonstrated that the scheme would have a UGF of 0.135, but through discussion and further scrutiny have been able to improve this to 0.157. As such the proposed offer is below relevant London Plan proposed interim target score.
- 6.14.5 The extant permission is a material consideration and the proposal provides improvements from that permission. Stage 1 comments from GLA Officers highlighted that this figure should be reviewed and increased where possible but accepted the rationale that the site is constrained by the original approval.
- 6.14.6 This is a S73 amendment to the original wider masterplan, so there is scope for offsetting some of the greening within that wider area. The applicant was advised to consider opportunities to provide green roofs and other measures within the wider masterplan area but has not been able to find suitable areas for improvement. There has however been a commitment to consider further greening throughout the detailed landscaping when there is more certainty of how this will integrate with the wider site how these could be incorporated into later stages of development.
- 6.14.7 The additional assessments undertaken and improvements achieved in the amended UGF figure in this submission have provided an increase in this figure through green walls, roof plant extended with PV panels, additional planters and permeable paving applied to terrace levels. The updated assessment has been reviewed by Officers and GLA Officers and is considered to be a reasonable response and the applicant has agreed to undertake additional reviews where possible, as they have done elsewhere in the wider site, such as the green wall on the Paxton Building. The 0.157 calculation is therefore accepted in this instance due to site constraints.

### *Ecology*

- 6.14.8 London Plan Policy G6 calls for development proposals to manage impacts on biodiversity and to aim to secure net biodiversity gain.
- 6.14.9 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.
- 6.14.10 The ecological impacts of the development were assessed as part of the hybrid permission and the Environmental Statement and concluded that the

proposed strategy would be acceptable. The applicant has stated that the constraints of the site and requirement for undertaking a biodiversity net gain assessment are not required given that this is a Section 73 application.

6.14.11 The Environmental Statement provides an update on the earlier investigations associated with the previous planning permissions. These concluded that the ecological value of the site has previously been investigated and consistent with a substantial level of change, including the implementation of the previous planning permission, the existing site is not the subject of any specific ecological designations. As part of the earlier assessment, the applicants undertook a Bat and Nesting Birds survey, and an extended phase 1 habitats assessment. These surveys were repeated through 2015 and the findings assessed in accordance with established databases (such as GiGL) and appropriate guidelines. The assessment considered the cumulative effects of the proposed development alongside other proposals.

6.14.12 The previous assessment noted that two internationally important designations are present within 10km of the Project Site: Lee Valley Ramsar and Special Protection Area (SPA); and Epping Forest Special Area of Conservation (SAC). Two nationally important designations are present within 3km of the Project Site: Walthamstow Reservoirs Site of Special Scientific Interest (SSSI); and Chingford Reservoirs SSSI. No locally important sites occur within 3km of the site boundary.

6.14.13 That assessment also noted the presence of two non-statutory Sites of Importance for Nature Conservation (SINCs) located within the data search area. These sites Tottenham Cemetery and Tottenham Hale to Northumberland Park Railroads are identified by the Greater London Authority on account of their flora and fauna and are graded on the basis of their importance to a particular defined geographic area in the following order of importance. The reports suggested that the only value of the habitats on site was considered be to bats and birds and that there were no significant roostings in the vicinity.

6.14.14 Natural England has reviewed the application and has raised no comment. LBH Ecological Officers and GLA Officers have also concluded that there is no requirement for further conditions or obligations beyond those of the extant permission. As such the impact on ecology and biodiversity is considered acceptable.

## 6.15 **Waste and Recycling**

6.15.1 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.

6.15.2 The applicant's Waste Management Plan has been updated and additional clarifications have also been provided. The key points are:

- Commercial and residential waste would be collected separately;
- Provision of a residential waste presentation area sized to provide bin storage capacity for one week's worth of waste, on the basis that different waste streams (general waste, recyclables and organics etc.) will be collected at different times.
- A bin presentation / holding room has been accommodated at podium level within the building.
- The waste collector would not be required to pull full containers more than 10m to the collection vehicle;
- Hotel and residential waste collections will be undertaken by private waste contractors;
- Specialist waste will be stored in secured cabinets and shelves, ensuring chemically incompatible wastes are kept apart.
- A nominal space has been provided in the waste storage room for bulky items.
- Waste collection vehicles will be able to manoeuvre within the allocated spaces.

6.15.3 Residential waste, recycling and food waste would be collected weekly and storage space has been provided in accordance with the generation rates provided by waste officers. The applicant has decided to use a private waste collection service so that this can be better managed for collection times, thus minimising space requirements. Space has also been provided for bulky/non-standard waste items. Individual small refuse cupboards have been incorporated in residential apartments' lobbies to facilitate waste decanting of waste by residents.

6.15.4 LBH Waste officers have agreed with the assessment on storage capacities and that these can be suitably managed. The revised Waste Strategy will involve both commercial and residential waste components being collected by the same waste contractor. This centralised collection will allow for less vehicle movements and more certainty in collection times.

6.15.5 Other than the changes described above, the operational aspects for the collection of hotel and residential wastes remain consistent with those described in the original hybrid permission.

## 6.16 Land Contamination

6.16.1 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.

6.16.2 The applicant has referred to numerous ground investigations that have also been undertaken at the site in accordance with standard land contamination risk assessment guidance. These baseline studies helped to identify the ground conditions at the site, groundwater conditions, surface water bodies, historical and current potentially contaminating activities.

6.16.3 Plots 1 and 2 are now complete and operational and basements have been constructed under Plots 1 and 3. The remainder of the site is currently occupied by temporary use structures associated with the stadium and public realm. The remediation strategy was implemented in advance of these works such that risks to current and future site uses from contamination is considered to be very low. The findings of the 2015 ES are considered still valid and applicable to this application and all likely significant effects resulting from the amended development are likely to remain as reported, with no additional effects or mitigation identified.

6.16.4 LBH Pollution officers raise no objection, subject to reiterating the conditions on Land Contamination and Unexpected Contamination from the hybrid permission.

## 6.17 **Archaeology**

6.17.1 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.

6.17.2 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.

6.17.3 Condition C12 of the extant permission required an Archaeological watching brief prior to the commencement of sub structure for works on Plat 2 (Tottenham Experience). The Greater London Archaeology Advisory Service (GLAAS) have reviewed this S.73 amendment and confirmed that this has been discharged and that this is no longer required as the sub structure has been developed.

## 6.18 **Fire Safety and Security**

6.18.1 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)).

- 6.18.2 The application is supported by a Fire Statement, which has been updated to reflect the amendments within this application. This is in accordance with the requirements of a Fire Statement required by London Plan Policy D12 (A). The application has been the subject to a Gateway 1 consultation with the Health and Safety Executive. Gateway 1 is a relatively new requirement since summer 2021 with a new 'shadow' body within the HSE which was established in advance of the formal building safety regulator being set up.
- 6.18.3 The HSE has reviewed the documents alongside the detailed drawings and confirm that the use of two independent stair cores are suitable means of escape and that other layout arrangements meet the requisite standards for planning but will need to demonstrate compliance at later regulatory stages.
- 6.18.4 It is recommended that, in accordance with the Mayor of London's draft guidance, it should include a planning condition requiring the development to be carried out in accordance with the planning fire safety strategy (included in the Fire Statement).
- 6.18.5 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, including as part of Gateway 2. As part of the plan checking process a consultation with the London Fire Brigade would be carried out. On completion of work, the relevant Building Control Body would issue a Completion Certificate to confirm that the works comply with the requirement of the Building Regulations.

## 6.19 Equalities

- 6.19.1 In determining this planning application, the Council is required to have regard to its obligations under equalities legislation including obligations under the Equality Act 2010. In carrying out the Council's functions due regard must be had, firstly to the need to eliminate unlawful discrimination, and secondly to the need to promote equality of opportunity and to foster good relations between persons who share a protected characteristic and persons who do not share it. Members must have regard to these duties in taking a decision on this application.
- 6.19.2 As noted in the various sections in this report, the proposed scheme would provide a range of socio-economic and regeneration outcomes for the Tottenham area including the now built stadium and Tottenham Experience. The hotel, commercial, further leisure and community health centre proposed to be delivered by 2028 would also have significant public benefits.
- 6.19.3 The proposed scheme would add to the stock of wheelchair accessible and adaptable dwellings in the locality and planning conditions could help ensure that the proposed layout and landscaping would help ensure that inclusive design principles are followed, in accordance with London Plan and local planning policy requirements.

## 6.20 Conclusion

- 6.20.1 The proposed amendments will further enable the delivery of the stadium led regeneration, as desired by the site allocations. This regeneration will continue to provide socio-economic improvements in the area, which included two of the most deprived wards in London prior to the original permission. The land uses would comply and enhance with the approved quantum on site.
- 6.20.2 The amended design has been commended by GLA officers, QRP panel members and heritage and design consultees within Haringey Council. The refined slender appearance, approach to massing and blade like design is considered to be an improvement on the previous approved design, which will have a positive relationship in the emerging context and wider heritage views. This is considered to be a high quality landmark building in-keeping with the stadium and this family of buildings.
- 6.20.3 The enlarged flats would help deliver a project that remains well in deficit in terms of financial viability. As such this is considered to comply with policy as part of the wider masterplan, which still proposes to provide a more conventional housing mix and sized flats.
- 6.20.4 The internal layout of flats is significantly improved from the extant permission. These flats would have dual aspect and access to private amenity spaces. Shared amenity spaces would also be provided, as would access to the guest spaces within the hotel and public realm created within the masterplan development. There would be a shortfall in child playspace but this is less significant in this wider masterplan context and does offer at least some playspace, which is thereby an improvement on the approved permission. An obligation for off-site contribution has also been agreed for the shortfall.
- 6.20.5 Consistent with the extant permission, the scheme would be in deficit in viability terms as increased costs of development, including construction costs and additional specialist costs which have risen faster than the value of the development. Therefore the development will be unable to provide any affordable housing. However, community benefits in terms of the commencement of events on podium and agreement on opening the podium, as well as the health centre (or equivalent use), leisure, commercial / community uses, and extensive residential offer still form an integral part of this masterplan programme. Delivery is dependent on the developer engagement and this delivery will continue to see the socio-economic improvements.
- 6.20.6 Neighbouring amenity would remain acceptable in terms of the significance of the impact, which would not be out of place in such an emerging density of urban development. Wind impacts have been externally reviewed and further mitigation measures will ensure optimal public realm and terrace designs are achieved within

the site. There would be no significant impacts on wind around the wider masterplan site.

6.20.7 The reduction in parking bays and increase in cycle storage is welcomed. Further details will be required for delivery and servicing to ensure beneficial public realm impacts at street level will not diminish the approved town square at podium level.

6.20.8 Improved sustainability of the proposed building is welcomed. Although the UGF is lower than the more recently-introduced policy expects, it is an improvement on the approved permission and from the initial submission of this application. Ecological and biodiversity improvements are built in from the original compliance with the Environment Statement and have been updated accordingly.

6.20.9 Flood risk is low and likely environmental impacts, including noise, air quality, waste and recycling and land contamination, crowd flow and accessibility will be assured through planning conditions.

6.20.10 Subject to the recommended planning conditions and s106 planning obligations to secure necessary mitigation and policy objectives, officers consider that the proposed scheme is acceptable on its own merits, when considered against the development plan and all other material considerations.

## **7 COMMUNITY INFRASTRUCTURE LEVY (CIL)**

7.1 The CIL payments will be chargeable in accordance with the CIL regulations which includes having regard to the charging schedules at the time of original approval and the new charging schedules with increased rates which has taken effect since the original approval. Based on the information given on the plans, the Mayoral CIL would be £547,900.40, (in addition to the £853,202.53 for the original permission) and the Haringey CIL charge would be £391,808.34 (in addition to the £67,951.38 for the original permission).

7.2 If planning permission were granted, the CIL would be collected by Haringey after/should the scheme is/be commenced 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. An informative should be attached to any planning permission advising the applicant of this charge and advising them that the scheme is judged to be phased for CIL purposes.

## **8 RECOMMENDATIONS**

8.1 GRANT planning permission for the reasons set out in Section 2 above.