

REPORT FOR CONSIDERATION AT PLANNING COMMITTEE

Reference No: HGY/2010/1427	Ward: Tottenham Hale
Address: GLS Depot Ferry Lane N17 9QQ	
Proposal: Erection of 2 additional floors to Pavilions 1 and 2 to provide 12 additional flats (8 x two bed and 4 x three bed flats)	
Existing Use: N/a	Proposed Use: Residential
Applicant: Bellway Homes Ltd	
Ownership: Private	
Date received: 03/08/2010 Last amended date: N/a	
Drawing number of plans: 1120_0100, 0106D, 0107E, 0108A, 0213A, 0212A, 0211A, 0210A, 0209A, 0103A, 0104A, 0105A, 0200C, 0201A and 0208A	
Case Officer Contact: Stuart Cooke	
PLANNING DESIGNATIONS:	
Road Network: Borough Road	
RECOMMENDATION	
GRANT PERMISSION subject to conditions	
SUMMARY OF REPORT:	
<p>The application proposes the construction of 2 additional floors to Pavilions 1 and 2, to provide 12 extra flats (6 per pavilion). Outline planning permission was granted for the entire development in 2006, and reserved matters consent for the Pavilions was granted in August 2008.</p> <p>The application is considered in the light of the adopted Masterplan and Design Code for the Hale Village development. The proposal is considered to comply with the Masterplan and Design Code requirements and is not considered to have any significant adverse visual or environmental impact on the other elements of the Hale Village development or the surrounding area and therefore planning permission is recommended subject to conditions.</p>	

MEMBERS WILL BE AWARE THAT THIS APPLICATION WAS DEFERRED FROM THE OCTOBER COMMITTEE TO ALLOW OFFICERS:

1) TO GIVE FURTHER CONSIDERATION TO THE COMPUTER GENERATED IMAGES OF THE DEVELOPMENT AS VIEWED FROM OUTSIDE THE SITE AT TOTTENHAM MARSHES AND FERRY LANE, AND

2) TO ALLOW CONSIDERATION TO BE GIVEN TO THE RESPONSES TO THE CONSULTATION RECEIVED AFTER THE COMMITTEE REPORT WAS WRITTEN.

1.0 VIEWS

1.1 With regard to the visual images provided of the development when viewed from outside the site, i.e. from Tottenham Marshes and Ferry Lane to the east, it can be seen that the proposed additional floors have little or no impact when viewed from these two locations. The view from Tottenham Marshes shows the existing stand of trees following the line of the River Lee will largely obscure the Pavilions from this viewpoint, and the additional height will create a consistent eaves line running round the corner from Block SE helping to link the buildings together visually.

2.0 CONSULTATION RESPONSES

2.1 Nine responses to the consultation process were not included in the original report. The response from Cllr Reith was omitted in error, the other six responses were received after the report was written. The nine responses were received from:

- a. Cllr Lorna Reith – 19 September 2010**
- b. Tynemouth Area Residents Association – 27 September 2010**
- c. Mike Waite, 157 Bream Close N17 – 28 September 2010**
- d. Friends of the Paddock – 29 September 2010**
- e. Paul Cavendish – 29 September 2010**
- f. Cllr Richard Watson – 1 October 2010**
- g. Cllr Zena Brabazon – 3 October 2010**
- h. Friends of Down Lane Park – 5 October 2010**
- i. North London business – 9 September 2010**

The letters are included for information as appendix 1

2.2 A number of issues were raised in these letters which are summarised as follows:

2.2.1 Effect on View from Tottenham Marshes and Stonebridge Lock

The objectors raise concerns regarding the impact of the proposal on views looking south from Tottenham Marshes and Stonebridge Lock towards the development site. The distance is approximately 1.1 km, (0.7 miles). The applicant has provided Computer Generated Images (CGI's) to illustrate the view "before and after" from Tottenham Marshes and Stonebridge Lock to compare the visual impact of the scheme "as consented" with the proposal. The impact of the additional storeys on this view is shown clearly in the CGI's. It is considered the additional height will not have a significant effect on views from Tottenham Marshes and Stonebridge Lock.

2.2.2 Precedent

Concern is also expressed regarding precedent in relation to the remaining three Pavilions and future Hale Wharf development. With regard to the Pavilions, the main part of this report considers the impact of the additional floors to Pavilions 1 and 2 in terms of the guidance in the Design Code and other relevant considerations. Should this application be granted, then it is likely that similar applications will be submitted for Pavilions 3, 4 and 5. However, any applications for Hale Wharf which may be received in the future will be dealt with on their own merit, in the light of relevant planning policy and guidance.

2.2.3 Exceeding outline consent

An important principle of the Design Code for Hale Village agreed as part of the outline consent is achieving a consistent height between the buildings on the south and east sides of the site. As consented by the outline approval, the Pavilion blocks are now between 3-5 metres lower than Block SE. This is because the height of Block SE was raised due to the topography of the site as part of the reserved matters application for that Block. The proposed additional floors to Pavilions 1 and 2 will result in the highest part of those buildings lining through with the eaves of Block SE as consented. As such the scheme achieves this important principle of the Design Code.

2.2.4 Lack of consultation

The scheme was presented to the Stakeholders meeting on 31 August 2010. The meeting expressed concern that para 3.3 of the Design & Access statement submitted with the application gave the impression that all stakeholders had been consulted about this scheme. This has been raised with the applicant who has undertaken to ensure that full consultation with all stakeholders takes place in future.

One response considered that residents of Bream Close on the south side of Ferry Lane should have been consulted. The consultation Code recommends that people directly affected by a planning application should be consulted. In this case, while residents of Bream Close may be able to see the additional floors proposed, it was considered that they would not have a direct effect on those properties.

In addition, a letter of support has also been received after the report was written from North London Business, Heron House, N17. This response considers the proposed design will be more pleasing to look at, will help local people reconnect with the River Lee, will provide much needed housing and boost local economy.

3.0 Hale Village/Block Plan with current position as of October 2010

A block plan is attached as circulated at the previous Committee showing the current position with regards to each of the individual blocks on the Hale Village site as appendix 2

REPORT FROM OCTOBER COMMITTEE

1. SITE AND SURROUNDINGS

- 1.1 **The Hale Village development is located on the former GLC Supplies Depot site in Ferry Lane, close to Tottenham Hale transport interchange. The site is bounded by the Liverpool Street/Stanstead railway line to the west and River Lee and Lee Valley Regional Park to the east.**
- 1.2 The specific application site comprises the southern two pavilion blocks (of five) forming part of the Hale Village development.

2. DESCRIPTION OF DEVELOPMENT

- 2.1.1 The proposal comprises the erection of two additional floors to each of the Pavilion Blocks within the Hale Village scheme. There are five Pavilion blocks in total within the scheme, located along the eastern edge of Hale Village. Blocks 1 and 2 are the southernmost of the Pavilions.
- 2.1.2 The extra floors will provide six additional flats in each Pavilion, 4 x 2-bed and 2 x 3-bed units.

3. PLANNING HISTORY

- 3.1 Outline planning permission was granted for the Hale Village development as a whole in 2006, (HGY2006/1177). Since then a number of reserved matters applications have been granted relating to various buildings within the development. Reserved matters consent for the design of the Pavilions was granted in August 2008, (HGY2008/0393).

4. RELEVANT PLANNING POLICY

- 4.1 The development plan for the borough comprises the London Plan (consolidated with alterations since 2004) 2008 and the Unitary Development Plan 2006 - 'Saved Policies' 17 July 2009.
- 4.2 UDP Relevant policies:
AC2: Tottenham International
Schedule 1: Site Specific Proposal 20
- 4.2 Supplementary Planning Guidance / Documents
Tottenham Hale Urban Centre Masterplan 2006
Housing 2008

5. CONSULTATION

Ward Councillors – Northumberland Park
Tottenham Green
Tottenham Hale

Transportation
Cleansing
Building Control
Design
Strategic Sites

Tottenham Hale Residents Association
Tottenham Civic Society
New River Action Group
CABE
London Wildlife Trust
FoE
Natural England
English Heritage
British Waterways
Thames Water
Environment Agency
Lee Valley Regional Park
Network Rail
TfL
LB Waltham Forest

6. RESPONSES

Transportation – no objection

Design – no objection

Waste management – the proposed additional development requires 3 x 1100 litre waste containers and 1 x 1100 litre recycling container

British Waterways – no objection

Environment Agency – no objection

Natural England – no objection

Lee Valley Regional Park – no objection

TfL – no objection

Thames Water – raise no formal objection, however make general comment that development will adversely affect view from towpath

FoE – object on grounds of adverse effect on amenity of Tottenham Marshes. Will make it easier for the other pavilions and Hale Wharf to be made higher.

Heron Wharf Management Company – object create a “concrete corridor”. Significant effect on Tottenham Marshes and views. Implications for heights of future buildings on Hale Wharf.

7. ANALYSIS / ASSESSMENT OF THE APPLICATION

7.1 The main issues in respect of this application are considered to be:

- Principle of additional height
- Design
- Impact on the Hale Village development overall

7.1.1 Principle of additional height

As part of the outline consent for the Hale Village development, the developer was required to prepare and submit a Design Code. This Design Code was approved by the Council in February 2008. The Design Code and outline consent defines the character of the buildings, spaces adjacent to and between the buildings in Hale Village and how they relate to each other. In the context of the Design Code, the Pavilions have been designed to have smaller footprints than the other buildings within the development with gaps between them and to have more varied elevations. This allows most of the flats in the Pavilions to have views of the Lee Valley and all the flats are dual aspect.

An important principle of the Design Code for the Hale Village development is to achieve consistency in the heights of the buildings on the east and south east frontages of the development. The effect of the additional floors proposed will be to increase the overall height of the Pavilions so that they match the height of Block SE adjacent, but will not exceed this height. By unifying the heights of the Pavilions with Block SE, the principle of the Design Code to achieve consistency in building heights will be achieved.

The position, footprint and appearance of the Pavilions will not be altered by this proposal. Also, the additional floors proposed are set back significantly from the parapets of the Pavilions and are of lightweight materials to reduce their visual impact.

7.1.2 Design

As set out above, the Design Code for Hale Village set the framework for and informed the detailed design of the buildings within the site. The Façade typology for the Pavilions specified by the Design Code required them to be “three-dimensional”, and “sculpted and expressive”. The consented Pavilions have uniform floorplans at each level with a flat “sawn off” top. This application for the two additional floors proposes setting back the new floors creating a more sculpted, three-dimensional form helping better to deliver the requirements of the Design Code. As such, the two additional floors are considered to improve the overall appearance of the Pavilions.

The design of the additional floors has been developed in consultation with the Councils Design Team. The following principles were considered essential to be met:

- The principle of the Master Plan and Design Code to deliver consistent parapet heights should be respected, in particular with Block SE..
- Setting back additional floors by 2.5 metres
- Design quality should be maintained.
- The effect on Block C to the west is paramount and no additional overshadowing should occur.
- Total quantum and mix in Hale Village to be maintained.
- Ceiling heights should not be reduced in order to maintain high design quality standards.
- The Pavilion footprint should not be increased.

- The amenity space concept of allowing continuity of views across the spaces to the park should be maintained.

The additional floors are set back by 2.5 metres on the east, west and north facades to reduce their impact and to provide terrace/balconies for the proposed flats. This setback helps to reduce the visual impact of the additional floors as well as any overshadowing. When viewed from within the development the additional floors will not be visible. When viewed from outside Hale Village, the visual impact of the proposal will be minimal.

The composition of the elevations for the proposed additional floors comprise large areas of glazing with aluminium framing, forming a lightweight and visually subordinate structure. This approach helps to reduce the bulk of the additional floors and minimises their visual impact to the surrounding area.

A visual assessment of the proposal has been carried out. This assessment concludes that the extra floors will not be visible from the majority of the views assessed, and any effect will be negligible. Overall, it is considered the additional floors comply with the objectives of the Masterplan and the Design Code for Hale Village.

7.1.3 Impact on the Hale Village development overall

The number of units agreed and conditioned in the outline application for the Hale Village scheme is 1210 in total. The additional units proposed by this development will result in the total number of residential units in the scheme will be 1051. This means that the proposal will not result in an increase in the residential density of the overall development approved at outline stage. It will therefore not result in the site becoming overdeveloped in terms of an excessive number of residential units on the site as a whole.

7.2 Other Issues

7.2.1 Impact on Lee Valley Regional Park

The Lee Valley Regional Park is located to the east of Hale Village. Views of the development, and particularly the Pavilions, are gained from the Park. The overall effect of this proposal is to increase the height of the Pavilions by approximately 5 metres, this being set back from the parapets by approximately 2.5 metres. The applicant has submitted a visual assessment of the proposal and its potential impact when viewed from the east. This assessment demonstrates that the impact of the additional floors of the development when viewed from the Park and shows that the visual impact will be small. Lee Valley Regional Park has been consulted and has no objection to the scheme. English Nature has also been consulted and has no objection to this proposal.

Tottenham and Wood Green FoE and Heron Wharf Management Company have objected to the proposal on the grounds that the development will create a “concrete corridor” and have a significant effect on Tottenham Marshes and views. They also consider the proposal has implications for the heights of any future buildings on Hale Wharf adjacent. Whilst the proposed additional stories will be visible from Tottenham Marshes, the additional bulk created, being set back from the edges of the buildings, when viewed from the Marshes, will be slight and the visual impact on this view will be minimal.

With regard to the potential effect of any development on Hale Wharf, any planning applications for the redevelopment of this site will be dealt with on their merits in the light of agreed design parameters considered appropriate for that site.

7.2.1 Sunlight and Daylight

A Sunlight/Daylight Assessment has been prepared by the applicant which considered both the potential effects on Hale Village and the surrounding area. The assessment shows that the additional floors will not result in any material change to daylight/sunlight available to the other buildings within the development, compared with the consented scheme or the public realm.

7.2.2 Dwelling Mix/Standard of Accommodation

The proposed additional units will improve the mix of residential dwellings within the development as a whole provided by the Pavilions by including larger units. The floorspace of the proposed units exceeds the Councils requirements for both the proposed two-bed and three-bed flats. Each of the proposed units has a private balcony/terrace space available.

7.2.3 Affordable Housing

The outline consent for the Hale Village scheme granted in 2006 required an affordable housing level of 30% throughout the whole development. Due to a number of changes to the scheme subsequently, the amount of affordable housing within the scheme is now approximately 50%. As such, the Hale Village development as a whole is considered to meet the requirements for affordable housing of the London Plan and the UDP. Therefore no further affordable housing is considered to be required by this proposal.

7.2.4 Car/cycle parking

Parking to the pavilions is provided within the basement areas which are linked with some of the other blocks in the development. As the total number of units throughout the development is not exceeding the maximum permitted by the outline consent, it is considered that the level of parking available to the Pavilion blocks is adequate. Transportation do not object to the proposal.

TfL have also been consulted and consider that the development would be unlikely to result in an unacceptable impact on the road network.

With regard to cycle parking, 140 spaces are provided within the basement area, which is equivalent to one space per unit, which meets the cycle parking requirement within the UDP.

7.2.5 Waste/recycling

Waste management have commented that the additional units will require 3 additional 1100 litre waste containers and 1 additional 1100 litre recycling container. A condition is attached to require this provision to be made in a suitable location.

7.2.6 Wheelchair units

Each pavilion will have 8 wheelchair units out of a total of 70 units (including this development), which exceeds the Councils requirement of 10%. In general terms the site is relatively flat and all the units have lift access. The lifts are sized for wheelchair access and manoeuvring

7.2.7 Lifetime Homes

Lifetime Homes standards are a series of 16 design features that help to create a flexible strategy for accessible and adaptable housing. The design of the se units encourages homes to be accessible to young and old, disabled and non-disabled. All the units proposed here are designed to Lifetime Home standards.

7.2.8 Sustainability/Energy

The outline consent for Hale Village contained an Energy Strategy for the Masterplan. The additional units will be served by the energy infrastructure serving the whole of the Hale Village development. This has been designed to achieve the required 20% reduction in baseline carbon emissions, the buildings heating and hot water demands will be met by the ESCo's district and heating and hot water system from the three sources of CHP, biomass and gas-fired boilers.

All the units will be constructed to CSH Level 4 standard in line with Clause 9, Schedule 12 of the Hale Village S106 agreement.

7.2.9 S106

As the development proposes 12 additional family sized units, a S106 agreement would normally be required for affordable housing and an education contribution. The position regarding the affordable housing has been dealt with above. With regard to an education contribution, the S106 agreement for the whole Hale Village development is being reviewed at the present time and will be the subject of a separate report to a future meeting of this Committee.

8. CONCLUSION

- 8.1 The application site comprises the southern two pavilion blocks (of five) forming part of the Hale Village development. The proposal comprises the erection of two additional floors to each of the Pavilion Blocks, increasing the height of the blocks from eight to ten storeys. The extra floors will provide six additional flats per Pavilion, (4 x 2-bed and 2 x 3-bed).
- 8.2 The proposal complies with the requirements of the adopted Hale Village Masterplan and Design Code and complies with the parameters set by the outline consent for the whole development granted in 2006 for the Hale Village development. The proposal is not considered to have any significant adverse visual or environmental impact on the Hale Village development or the surrounding area. Therefore planning permission is recommended subject to conditions.

9. RECOMMENDATION

GRANT PERMISSION subject to conditions:

Applicant's drawing Nos. 1120_0100, 0106D, 0107E, 0108A, 0213A, 0212A, 0211A, 0210A, 0209A, 0103A, 0104A, 0105A, 0200C, 0201A and 0208A

Subject to the following conditions:

1. The development hereby authorised must be begun not later than the expiration of 3 years from the date of this permission, failing which the permission shall be of no effect.
Reason: This condition is imposed by virtue of the provisions of the Planning & Compulsory Purchase Act 2004 and to prevent the accumulation of unimplemented planning permissions.
2. The development hereby authorised shall be carried out in complete accordance with the plans and specifications submitted to, and approved in writing by the Local Planning Authority.

Reason: In order to ensure the development is carried out in accordance with the

approved details and in the interests of amenity.

3. Notwithstanding the description of the materials in the application, no development shall be commenced until precise details of the materials to be used in connection with the development hereby permitted have been submitted to, approved in writing by and implemented in accordance with the requirements of the Local Planning Authority.
Reason: In order to retain control over the external appearance of the development in the interest of the visual amenity of the area.
4. The additional units will require 3 additional 1100 litre waste containers and 1 additional 1100 litre recycling container, the locations for these containers to be agreed with the Local Planning Authority prior to the development hereby permitted commencing.
Reason: to ensure a satisfactory level of waste provision is provided within the scheme.

REASON FOR APPROVAL

The proposal is considered to comply with the Design Code for the Hale Village development and the Tottenham Hale Urban Centre Masterplan 2006 and not to result in any adverse effects on the development or surrounding area in line with the relevant policies of the London Plan 2008 and the saved policies of the Unitary Development Plan 2006.