

REPORT FOR CONSIDERATION AT PLANNING APPLICATION SUB-COMMITTEE

Reference No: HGY/2006/2336

Ward: Tottenham Green

Date received: 30/11/2006

Last amended date: N/A

Drawing number of plans 68811/PL300, 68811/PL301, 68811/PL302, 68811/PL303, 68811/PL304, 68811/PL305, 68811/PL306, 68811/PL307, 68811/PL308, 68811/PL309, 68811/PL310, 68811/PL311, 68811/PL312, 68811/PL313, 68811/PL314, 68811/PL315, 68811/PL316, 68811/PL317, 68811/PL318, 68811/PL319, 738_03D, 738_04, 738_11

Address: Tottenham Hale Retail Park, Broad Lane, N15

Proposal: Erection of Management Suite, four small retail (A1) units, 2 small units for retail (A1) or restaurant/cafe (A3) purposes, one unit for restaurant/cafe (A3) purposes (relocation of existing Burger King unit), enlarged garden centre, electricity substation, revised car parking, circulation and hard and soft landscaping layout.

Existing Use: Retail Park

Proposed Use: Retail Park

Applicant: Britel Fund Trustees Ltd.

Ownership: Private

PLANNING DESIGNATIONS

Road – Classified

Officer Contact: Stuart Cooke

RECOMMENDATION

GRANT PERMISSION subject to conditions

SITE AND SURROUNDINGS

Tottenham Hale Retail Park is located at the junction of Ferry Lane and Broad Lane, close to the major transport interchange at Tottenham Hale. It is currently undergoing a major facelift to improve the attractiveness of the estate.

Retailers within the estate include a mix of national food and non-food operators e.g. Argos, Lidl, B & Q, Currys, PC World and Burger King.

The site is within the Tottenham International Strategic Regeneration Area identified in the London Plan and the Unitary Development Plan 2006, in strategic policy G12 Priority Areas and policy AC2 Tottenham International. These policies recognise the area as being identified in the sub-regional context for significant regeneration and development.

The Tottenham Hale Masterplan will elaborate on the Tottenham International Development Framework. The Masterplan will be an essential tool to guide development in the area over the next five to ten years, so that it takes place in a co-coordinated way and to the highest standards possible. It will set out the vision for the transformation of the area, with the creation of a new high density, urban centre focused around an enhanced public transport interchange and a high quality public realm. The Masterplan will also seek to improve access to the Lee Valley Regional Park with its waterways, wildlife and wide range of leisure activities.

PLANNING HISTORY

The retail Park was originally consented in the 1980's. Since then, its appearance has become dated resulting in a major programme of upgrading and improvements to increase its attractiveness. Planning permission was granted for these works were granted planning permission in 2005 and 2006.

DETAILS OF PROPOSAL

This scheme proposes the introduction of new A1 retail and A3 restaurant units and a new management suite building as the next phase of the upgrading of the retail park.

In particular, the scheme proposes:

- Four new retail units are proposed, between 101 square metres and 106 square metres to the north side of the site.
- Adjacent to these is a replacement Burger King unit of 235 square metres.
- Two new single storey, contemporary style buildings for either A1 or A3 use fronting Broad Lane.
- A new management suite building of 40 square metres located close to the access to Ferry Lane.
- Enlargement of the B & Q garden centre by 400 square metres
- Revisions to the public and staff car parks
- New electricity sub station
- Improved landscaping.

In total, the scheme proposes 1052 square metres of new floorspace, of which a maximum of 777 square metres will be retail. The intention of the scheme is to further contribute to the upgrading of the retail park removing the unsightly current Burger King unit and improving the appearance of the retail park from the surrounding roads, thereby helping to consolidate the retail park into the surrounding area.

CONSULTATION

Ward Councillors
Transportation (Tfl)
Cleansing
Legal Service

Building Control
Arboriculturist
Design Team
Strategic Sites
Policy

Ferry Lane Action Group (FLAG)
Ferry Lane Residents Association

L B Waltham Forest
Network Rail
London Underground
LRT Buses
EDF Energy

RESPONSES

Cllr Reith – *“I am writing to support this application. Although the site is not technically in my ward it runs alongside and is heavily used by residents from my ward. I have seen the plans and they have my full support.”*

TfL – *“do not believe the development represents any additional traffic risk to the safe operation of the TfL road network – A503 Broad Lane.”*

London Underground Ltd – *“The Victoria Line tunnels lie under the northern end of the retail park. Subject to foundation details and loading calculations, LUL has no comment to make on the application.”*

Building Control – *“the proposals are considered to be acceptable for fire brigade access and fire fighting in this particular case.”*

Strategic Sites – *“we have no objections in terms of the Tottenham Hale Masterplan.”*

B & Q – *“seeking advice in respect of this application as we consider this proposal to be over development of the retail park. In addition we have concerns about the proposal to provide staff car parking in the service areas”.*

RELEVANT PLANNING POLICY

NATIONAL POLICY

PPS6

PPS6 requires applications for significant retail floorspace to be assessed in terms of need for the proposal, a sequential assessment of site selection and an estimate of the net effect of any diversion of trade or ‘impact’ on the retail ‘health’ and ‘vitality and viability’ of other centres within Haringey.

POLICY AC2: TOTTENHAM INTERNATIONAL

The Lea Valley and the areas linked to Stansted Airport and Central London will be improved as a key regeneration, open space and recreational corridor in North London.

There should be the creation of a new urban focus centred around Tottenham Hale Station. Development should have regard to the development framework for the area which:

- a) creates a comprehensive mixed use development including appropriate retailing, such as a small food store and development of a cinema and hotel; supports the London Plan designation as a Major Development Opportunity and Strategic Employment location suitable for a business park, potentially achieving 5,000 new jobs and a minimum of 200 new homes.

Tottenham Hale is identified as an Opportunity Area in the Mayor's London Plan and is located within the London-Stansted-Cambridge-Peterborough Growth Corridor. It provides a major opportunity to create a thriving, sustainable urban centre with a significant number of new homes, together with an integrated mix of employment, retail and leisure uses, focused around an enhanced, fully accessible transport interchange with rapid access to Central London, Cambridge and Stansted International Airport.

POLICY TCR2: OUT OF CENTRE DEVELOPMENT

Proposals for new retail development outside the identified town and local shopping centres should demonstrate that:

- a) there is a need and the sequential approach as advocated by Government guidance has been appropriately applied (see paragraph 6.28);
- b) it will not have a demonstrably harmful effect on the vitality and viability of any nearby centres;
- c) the amenity and environment of occupiers of adjacent and nearby properties are not adversely affected;
- d) it is, or can be made, readily accessible by a choice of means of transport, including by bike and foot; or
- e) the proposal complies with an adopted Planning Framework.

POLICY UD3: GENERAL PRINCIPLES

New development in the borough should complement the existing pattern of development in that part of Haringey. The policy aims to ensure that future development in the borough will not worsen the quality of life for those living and working in Haringey.

POLICY UD4: QUALITY DESIGN

The Council wishes to support good and appropriate design, which is sustainable, improves the quality of the existing environment, reinforces a sense of place and promotes civic pride.

The Council considers that people deserve a safe environment in which they can live and move around without fearing that they might be a victim of crime. This is an important component of peoples' quality of life. Good design of buildings and their relationship with their environment affects the perception of an area, as well as the opportunity for disorderly or criminal behaviour.

Any proposals for developments and alterations or extensions, which require planning permission or listed building consent, will be expected to be of high design quality.

POLICY UD2: SUSTAINABLE DESIGN AND CONSTRUCTION

This policy is primarily concerned with the environmental/natural resource aspects of sustainable development. (The social and economic aspects of sustainable development are addressed elsewhere in the UDP). The Council would prefer, all things being equal, that all development in the borough is designed in a way that maximises the potential of the site without causing any unnecessary local nor global environmental consequences.

POLICY M10: PARKING FOR DEVELOPMENT

The Council will apply its parking standards to restrain car use, to reduce congestion, to improve road safety, to give priority to essential users and people with disabilities, to improve the environment, to improve local accessibility and to encourage sustainable regeneration.

ANALYSIS/ASSESSMENT OF THE APPLICATION

The main issues to be considered with this application are:

- Impact of additional retail floorspace
- Design
- Traffic/Car parking

IMPACT OF ADDITIONAL RETAIL FLOORSPACE

PPS6

PPS6 requires applications for significant retail floorspace to be assessed in terms of need for the proposal, a sequential assessment of site selection and an estimate of the net effect of any diversion of trade or 'impact' on the retail 'health' and 'vitality and viability' of other centres within Haringey.

Need

Need is assessed in terms of both 'quantitative' and 'qualitative' need. Quantitative need is assessed in terms of expenditure capacity. The Chesterton Study

commissioned by the Council in 2003 in forms the Councils policies on retail development in the borough. This study concluded that Tottenham Hale is an important destination within the borough, but despite this, significant retail expenditure was leaking out of the borough to other retail parks and the West End. Apart from the new retail floorspace in Green Lanes, this position is largely unchanged and therefore it may be concluded that a quantitative need for additional retail floorspace still exists in the borough.

In terms of qualitative need, three elements are relevant. First, Tottenham Hale is an established retail centre in the borough capable of attracting additional customers and therefore 'clawing back' some of the trade currently lost to the borough. Second, there is high demand for floorspace here from retail operators. Third, there is confidence in the development market for the need for additional floorspace in this location. Taken together, these three elements indicate a strong qualitative demand exists at Tottenham Hale.

Sequential test

It is necessary to apply a 'sequential' test approach to additional retail floorspace of this size. To this end, the applicant has considered 13 alternative sites in existing Town Centres, Edge of Centre sites and Out of Centre sites, in terms of their suitability, viability and availability. As a result of this assessment, none of the sites considered met all three criteria and was suitable.

Trade diversion

The application study also includes a 'health check' of the existing centres relative to this proposal. The study finds that all the centres surveyed are both 'vital' and 'viable' and that the limited diversion of trade likely to occur as a result of the additional floorspace proposed as part of this application will have a minimal effect on the vitality and viability of any of these centres.

UNITARY DEVELOPMENT PLAN 2006 POLICY

Policy TCR2: Out of Centre Development sets out Council policy relating to larger new retail floorspace proposals in line with central government advice contained in PPS6 Planning For Town Centres.

The maximum total additional retail floorspace proposed by this scheme is 777 square metres and 400 square metres of garden centre space. This will be divided between up to 6 small units of between approximately 100-120 square metres each. The level of additional retail floorspace is therefore relatively small compared to the total floorspace of the retail park. The retail assessment carried out by the applicant in relation to the earlier application for additional mezzanine floorspace, HGY2006/2070, identified both quantitative and qualitative need for additional floorspace within the retail park to i) prevent "leakage" of expenditure out of the borough to surrounding retail parks and ii) to improve its attractiveness to shoppers.

This assessment identified overwhelming quantitative need. The additional floorspace is therefore appropriate for the site and will help to address the identified need.

DESIGN

Policy UD4 Quality Design requires all developments to be of high quality design appropriate to the use and the surrounding area.

The general approach to the design of the new units is to create a modern, contemporary appearance to enhance and blend with the existing buildings in the retail park which are currently being upgraded to give a more contemporary attractive appearance. The group of four new small retail units is designed to blend with the larger new units already approved for the corner of Ferry Lane and Broad Lane. The unit facing Ferry Lane features a larger shop window facing the road to add interest to the street and attract people into the site.

The replacement Burger King unit is located within the car park area and designed in a similar vein to match the other buildings in the site. The new management suite is a relatively small building featuring curved facades and sweeping rooflines to create an interesting and attractive feature building at the entrance to the site.

The new A1/A3 units fronting Broad Lane are single storey again in similar style and materials, featuring large glazed areas facing the road, to add interest to the street scene as well as attracting people into the site.

TRAFFIC/PARKING

The scheme proposes a reduction of 48 visitor car spaces in the Retail Park along with an increase in staff parking spaces of 29 located in the service areas. The visitor spaces lost are principally from the area where the new small units and Burger King unit will be placed.

Policy M10 Parking for development seeks to restrain car use, reduce congestion, improve road safety, give priority to essential users and people with disabilities, improve the environment, improve local accessibility and encourage sustainable regeneration in line with central government guidance in PPS3.

Tottenham Hale Retail Park has a high PTAL rating due to its location opposite the Tottenham Hale transport interchange. It also has good pedestrian accessibility which is being further improved. The proportion of people driving to the site ranges between 48% on Thursdays to 58% on Saturday. These proportions are significantly lower than those which would be expected for an average retail park where the norm is 85 – 90%. In this light, the reduction of car spaces complies with government guidance and the requirements of policy M10 of the Unitary Development Plan 2006.

Also, 44 additional cycle parking spaces are provided to improve facilities for cyclists.

OTHER ISSUES

LANDSCAPING

The scheme proposes some alterations to the landscaping scheme approved as part of the previously approved scheme for the upgrading of the retail park in 2005, HGY2005/1447. The provision of Unit F in Broad Lane will require the loss of 3 Plane trees. These are misshapen and will be replaced by 3 Birch trees, which are expected to grow into a better shape more suited to this location. Along Ferry Lane, 5 small trees will be removed due to Unit C and will be replaced by 4 new Plane trees of suitable size and shape. Conditions are attached to ensure that replacement trees of suitable size and type are planted.

In addition, the general quality and amount of landscaping will be upgraded throughout the retail park in line with the overall site improvement programme.

SUSTAINABILITY

In line with policy UD2, Sustainable Design and Construction, the new-build elements are designed to be thermally efficient, use sustainable materials where possible and minimise energy consumption, similar to the new and upgraded buildings within the rest of the site.

SUMMARY AND CONCLUSION

Tottenham Hale Retail Park is located at the junction of Ferry lane and Broad Lane, close to the major transport interchange at Tottenham Hale. It is currently undergoing a major facelift to improve the attractiveness of the estate.

This scheme proposes the introduction of new A1 retail and A3 restaurant units and a new management suite building as the next phase of the upgrading of the retail park.

The retail assessment identified overwhelming quantitative need. The additional floorspace is therefore appropriate for the site and will help to address the identified need.

The general approach to the design of the new units is to create a modern, contemporary appearance to enhance and blend with the existing buildings in the retail park which are currently being upgraded to give a more contemporary attractive appearance

The scheme proposes a reduction of 48 visitor car spaces in the Retail Park along with an increase in staff parking spaces of 29 located in the service areas. The reduction of car spaces complies with government guidance and the requirements of policy M10 of the Unitary Development Plan 2006.

Also, 44 additional cycle parking spaces are provided to improve facilities for cyclists.

In conclusion, the proposal complies with the relevant central government guidance and policies of the Unitary Development Plan 2006.

RECOMMENDATION

GRANT PERMISSION

Registered No. HGY/2006/2336

Applicant's drawing Nos. 68811/PL300, 68811/PL301, 68811/PL302, 68811/PL303, 68811/PL304, 68811/PL305, 68811/PL306, 68811/PL307, 68811/PL308, 68811/PL309, 68811/PL310, 68811/PL311, 68811/PL312, 68811/PL313, 68811/PL314, 68811/PL315, 68811/PL316, 68811/PL317, 68811/PL318, 68811/PL319, 738_03D, 738_04, 738_11

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. Before any works herein permitted are commenced, all those trees to be retained, as indicated on the approved drawings, shall be protected by secure, stout, exclusion fencing erected at a minimum distance equivalent to the branch spread of the trees and in accordance with BS 5837:2005 and to a suitable height. Any works connected with the approved scheme within the branch spread of the trees shall be by hand only. No storage of materials, supplies or plant machinery shall be stored, parked, or allowed access beneath the branch spread of the trees or within the exclusion fencing.
Reason: In order to ensure the safety and well being of the trees on the site during constructional works that are to remain after building works are completed.

5. No detriment to the amenity of the neighbourhood shall be caused by noise or other disturbance than is reasonable as a result of the use of the premises hereby authorised.

Reason: In order to ensure that the proposal does not prejudice the enjoyment of neighbouring occupiers of their properties.

6. The construction works of the development hereby granted shall not be carried out before 0800 or after 1800 hours Monday to Friday or before 0800 or after 1200 hours on Saturday and not at all on Sundays or Bank Holidays.

Reason: In order to ensure that the proposal does not prejudice the enjoyment of neighbouring occupiers of their properties.

That the accommodation for car parking and/or loading and unloading facilities be specifically submitted to, approved in writing by and implemented in accordance with the requirements of the Local Planning Authority before the occupation of the building and commencement of the use; that accommodation to be permanently retained for the accommodation of vehicles of the occupiers, users of, or persons calling at the premises and shall not be used for any other purposes.

Reason: In order to ensure that the proposed development does not prejudice the free flow of traffic or the conditions of general safety along the neighbouring highway.

INFORMATIVE: Regarding proposed foundation layouts and loading calculations for the new buildings. The applicant is advised to contact London Underground Ltd, Engineering Directorate, 105 Victoria Street, London, SW1E 6AD, tel: 020 7027 9549.

REASONS FOR APPROVAL

The proposal has been assessed against the relevant national and local policies and guidance and is considered to comply with Policies AC2: Tottenham International, TCR2: Out of Centre Development, UD3: General Principles, UD4: Quality Design, Ud2: Sustainable Construction and M10: Parking for Development of the Unitary Development Plan 2006.