

planning report PDU/1322/01

25 April 2007

former GLS depot, Ferry Lane

in the London Borough of Haringey

planning application no. HGY/2006/1177

Strategic planning application stage 1 referral

Town & Country Planning Act 1990 (as amended); Greater London Authority Act 1999;
Town & Country Planning (Mayor of London) Order 2000

The proposal

Housing led mixed use regeneration scheme. Duplicate outline applications were submitted by the applicant. The applications were both amended in November 2006 and the subject application was further amended in April 2007. The applicant lodged an appeal for non-determination on the other application (PDU Reference 1699). The main differences between the November 2006 and April 2007 applications include a reduction in the quantum of residential units (from 1250 to 1210), an increase in the height of the tallest building (from 12 to 18 storeys), a reduction in the quantum of commercial floor space (from 24,700 square metres to 18,400 square metres) and the car parking (850 to 800). Both applications seek determination of the matters of access and siting.

The applicant

The applicant is **Lee Valley Estates** and the architect is **Building Design Partnership**.

Strategic issues

High density, mixed-use residential-led regeneration scheme that seeks to make best use of key brownfield site within Tottenham Hale Opportunity Area adjoining public transport hub. There have been significant improvements to the design of the scheme following extensive negotiations between the GLA group, Haringey Council, CABE and the applicant. The quality of place is significantly stronger following changes to the masterplan. The application proposal has the potential to be a catalyst for sustainable and high quality development growth at this important North London site.

Recommendation

That Haringey Council be advised that there is strategic support for the application proposal.

Context

1 On 21 June 2006 Haringey Council consulted the Mayor of London on a proposal to develop the above site for the above uses. Under the provisions of the Town & Country Planning (Mayor of London) Order 2000 the Mayor has the same opportunity as other

statutory consultees to comment on the proposal. This report sets out information for the Mayor's use in deciding what comments to make.

2 The application is referable under Categories 1A, 1B and 1C of the Schedule of the Order 2000: "1A: *Development which comprises or includes the provision of more than 500 houses, flats, or houses and flats*; 1B: *Development which comprises or includes the erection of a building or buildings outside Central London and with a total floorspace of more than 15,000 square metres*; 1C: *Development which comprises or includes the erection of a building in respect of which the building is more than 30 metres high and outside the City of London*".

3 If Haringey Council subsequently decides that it is minded to grant planning permission, it must first allow the Mayor an opportunity to decide whether to direct the Council to refuse permission.

4 The environmental information for the purposes of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 has been taken into account in the consideration of this case.

5 The Mayor of London's comments on this case will be made available on the GLA website www.london.gov.uk.

Site description

6 This is a site of 4.8 hectares occupied by a large, vacant warehouse (29,000 square metres) building with ancillary offices (6,000 square metres) and other smaller structures. The site is located adjacent to Tottenham Hale underground (Victoria line), rail (Network Rail London to Stansted) and bus (five routes serve the station being 41, 123, 192, 230 and W4) interchange station. The site has a public transport accessibility level of 4 where 1 is the least accessible and 6 is the most accessible. The site is bounded to the south by Ferry Lane (A503), to the east by Millmead Road with Pymm's Brook, the River Lee and the Hale Wharf industrial area beyond. Further to the east is the open space of Tottenham Marshes and Walthamstow Reservoirs of the Lee Valley Park. The Walthamstow Reservoirs are designated as a Site of Special Scientific Interest (SSSI), Lee Valley Special Protection Area (SPA) and Ramsar site. Immediately to the north of the application site is the Lockwood Industrial Estate with the Millmead Industrial Estate beyond. Further north is the Tottenham Marshes, a large expanse of semi-natural grassland within the Lee Valley Park. The western boundary is formed by the Liverpool Street to Stansted Airport railway lines as well as a strip of land reserved for the provision of additional rail lines as part of the proposed West Anglia Route Modernisation programme intended to enhance services on the Lee Valley line and link Stratford to Stansted. Beyond the railway lines is the elevated dual carriageway Watermead Way (A1055), which is a major north-south route. Also to the west is the Tottenham Hale gyratory, an out of centre retail park and the Haringey Technopark. The shops and services of Tottenham High Road are located some 800 metres to the east of the site. The site is designated as a defined employment area and is within the Millmead Strategic employment site – Industrial business park within the Haringey Council Unitary Development Plan (March 1998). The site is also located within the Environment Agency's indicative flood plain.

Details of the proposal

7 The application is in outline and the matters to be determined at this stage are access (pedestrian and vehicular to, within and from the site) and siting (of buildings). The application proposes:

- Up to 1,210 residential units (including affordable provision) or 97,500 square metres (a residential density of approximately 330 dwellings/910 habitable rooms per hectare).
- Up to 3,200 square metres office floor space.
- Up to up to 5,300 square metres floor space related to a primary school.
- Up to 600 square metres floor space for a health centre.
- A hotel incorporating up to 3,200 square metres floor space and up to 100 bedrooms.
- Up to 5,500 square metres related to local retail.
- Up to 19,100 square metres student accommodation incorporating up to 700 rooms.
- A creche (up to 600 square metres) and an estate management office.
- Up to 17,830 square metres of public open space.
- Up to 16,410 square metres of private open space, which includes rooftops, terraces and balconies.
- A combined heat and power facility with associated renewable energy systems.
- Up to 800 car parking spaces, within 1 basement and also includes an element of on-street parking (for visitors 50).
- Up to 1,625 cycle parking spaces.

8 The application (effectively a masterplan) consists of a development specification and framework (an environmental statement, drawings and a series of parameter plans) and a number of supporting documents including a planning statement, design statement, access statement, sustainability statement, transport assessment, retail impact assessment, energy statement, statement of community involvement, flood risk assessment, financial and viability statement and a housing toolkit appraisal. The application has now been amended three times (November 2006, December 2006 and April 2007) since its original submission to the local planning authority in June 2006 following detailed negotiations between the applicant, Haringey Council, the GLA group and CABA.

9 The development will be divided into a series of separate blocks, which will range in height from one to eighteen storeys, and include a fully permeable network of streets and areas of open space. Public open spaces will be provided to benefit the wider community of Tottenham Hale. To the north, the existing watercourse (Moselle Brook) will be de-culverted and will form an integral part of the site-wide sustainable urban drainage system. It is proposed to plant the river banks to enhance local amenity and setting to form a public area of open space of high quality amenity (Eco Park). A hierarchy of spaces will ensure that a range in the type and size of open space is provided as integral elements to the scheme. The southern part of the site will include a hard landscaped formal Gateway Square, which will provide an inviting area of open space with Ferry Lane. At the heart of the scheme will be located a central square which will contain a children's play area, and which will form the first and key component to the longer term east-west Linear Park that runs right across the area of Tottenham Hale.

10 The scheme will include power and heating to the development as part of a site-wide infrastructure system. A central combined heat and power or tri-generation (combined cooling heating and power) generator will be located in a central energy centre on the site. The generator is proposed, to be sized, to meet the base energy requirements for the overall site,

with peak loads potentially being met through the mains supply. The applicant states that the supply of fuel and financing for the system will be provided by an energy services company.

11 The application comprises simple courtyard blocks defining streets and parks, at the heart of which lies a residential quarter surrounded by very distinct edge conditions on the north, south, east and west. To the south the scheme will present a strong and defined frontage to Ferry Lane, as the site is approached from the east, with a proposed tall building (eighteen storeys) adjacent to Tottenham Hale station to form a site gateway. The development proposal will integrate pedestrian circulation with its surroundings at the south west corner adjacent to Tottenham Hale station and a green bridge from the west connects the scheme across the Lee Valley to the adjoining Hale Wharf site.

12 The residential heart of the scheme is organised around the east to west linear park and the two north to south residential boulevards. The residential accommodation is largely designed as simple courtyard housing, with six storeys north to south orientated blocks and four storeys east to west orientated blocks and four storeys east to west orientated blocks, these elements will be accessed from the main residential boulevards and define internal semi-private, communal or private gardens. The four storey wings of the courtyard enclosures on the southern and northern wings have been designed to maximise southern and northern light. Circulation cores are located on the public, or noisy side, of the blocks to ensure all apartments benefit from the better amenity aspect.

13 The development will have permeable edges, each of which responds to its context in differing ways. Approaching from the east, the development site will act as a gateway to the whole regenerated Tottenham Hale area. A strong urban edge on the north side of Ferry Lane will be provided to act as a balance with the green space to the south to assist in creating a sense of entrance. Part of this edge design is to locate a tall building adjacent to the station and signing both the entrance to Hale Village and the broader Tottenham Hale urban centre. To the east of the site, the edge is opened up as a series of pavilions (five in number) in a park in an attempt to create a strong sense of visual connectivity with the adjacent Lee Valley. The pavilion concept should allow the Lee Valley to be viewed from deeper within the application site, maximising the benefits of waterside views to the largest number of the residential units. On the west railway side of the site a stronger urban edge is created with taller north to south, orientated residential blocks. These blocks are designed to take greatest advantage of views across the railway as well as across the development site. Cores are appropriately located to maximise these benefits. Nevertheless, this western edge will need careful architectural treatment to ensure the delivery of high quality design and thereby consistent with other components of the overall development. The northern edge is defined by an ecological park, which is to be created by the opening of an existing culvert. This northern edge will also act as a buffer to further development opportunities to the north as an extension of the application (Hale Village) project. The applicant and Haringey Council continue to work collaboratively to agree a design code document to secure the delivery of a high quality design resolution to the development challenges.

Case history

14 The application site has been identified as key to the regeneration of Tottenham Hale within local (draft Tottenham Hale International Regeneration Framework 2003 and the adopted Haringey Revised Unitary Development Plan 2006) and strategic (London Plan 2004 and the North London Sub-Regional Development Framework 2006) planning documents.

15 In September 2002 an outline (matters of siting, massing of buildings and the principle of access were determined) application for a new university campus was submitted by Middlesex University. The redevelopment of the site sought to provide a new university campus for 13,212 students (10,570 full-time equivalent) and 895 staff. The development was to comprise up to 59,100 square metres of non-residential institution floor space, including academic teaching and research facilities, Middlesex Innovation Centre, student union, indoor sports and recreation facilities, offices for the University's corporate services staff and ancillary services and facilities; up to 31,700 square metres of student residential accommodation; and 200 car parking spaces. The scheme included eight large buildings, five non-residential institutional buildings and three student residencies. The proposals also involved the creation of a new publicly accessible landscaped open space that sought to provide a link between Tottenham Hale station and Tottenham Marshes and the wider Lee Valley Regional Park. Haringey Council resolved to grant conditional planning permission subject to a Section 106 agreement in November 2003 and the Mayor supported the decision in December 2003. Middlesex University subsequently did not sign the Section 106 agreement and sold the site to the current applicant, Lee Valley Estates in 2004.

Strategic planning issues and relevant policies and guidance

16 The relevant issues and corresponding policies are as follows:

- Economic development *London Plan; the Mayor's Economic Development Strategy*
- Housing *London Plan; PPS3; Housing SPG; draft Providing for Children and Young People's Play and Informal Recreation SPG*
- Affordable housing *London Plan; PPS3; Housing SPG*
- Density *London Plan; PPS3; Housing SPG*
- Urban design *London Plan; PPS1*
- Mix of uses *London Plan*
- Regeneration *London Plan; the Mayor's Economic Development Strategy*
- Transport *London Plan; the Mayor's Transport Strategy; PPG13; draft Land for Transport Functions SPG*
- Parking *London Plan; the Mayor's Transport Strategy; PPG13*
- Retail *London Plan; PPS6; PPG13*
- Employment *London Plan; PPG4; draft Industrial Capacity SPG*
- Biodiversity *London Plan; the Mayor's Biodiversity Strategy; PPS9*
- Access *London Plan; PPS1; Accessible London: achieving an inclusive environment SPG; Planning and Access for Disabled People: a good practice guide (ODPM)*
- Equal opportunities *London Plan; draft Planning for Equality and Diversity in Meeting the spatial needs of London's diverse communities SPG; Diversity and Equality in Planning: A good practice guide (ODPM)*
- Tall buildings *London Plan; RPG3A, draft View Management Framework SPG*
- Sustainable development *London Plan; PPS1, PPS3; PPG13; PPS22; the Mayor's Energy Strategy; Sustainable Design and Construction SPG*
- Blue ribbon network/flooding *London Plan; Mayor's draft Water Strategy; PPS25, RPG3B*
- Tottenham Hale Opportunity Area *London Plan, North London Sub-Regional Development Framework.*

17 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area is the 2006 Haringey Unitary Development Plan and the 2004 London Plan (with 2006 Alterations).

18 The Further Alterations to the London Plan, which have undergone public consultation and the Tottenham Hale International Urban Centre Masterplan, which was adopted in October 2006 are also relevant material considerations.

Mix of uses, urban design, density, play space and tall buildings

19 The proposed mix of uses (residential, primary school, health care facility, hotel, local retail units, student accommodation, creche, office accommodation, estate management, combined heat and power plant facility, associated parking, landscaped areas and amenity space both public and private) is comprehensive and supported on strategic grounds. The uses are encouraged by the adopted Tottenham Hale International Urban Centre Masterplan and will help to create a new urban centre. Such uses will, in principle, help to promote a vibrant new place and thereby secure the objectives of the Tottenham Hale Opportunity Area Planning Framework to accommodate new job and housing opportunities with appropriate mixed-use development. On-going negotiations between the GLA group, Haringey Council, CABI and the applicant have resulted in significant urban design improvements for the scheme. The changes will help to deliver a quality and robustness that the Tottenham Hale International Urban Centre Masterplan, which was adopted in October 2006, aspired to ensure that the new place is of high quality and to deliver a sustainable community.

Plan and Layout

20 The plan and layout of the scheme have improved considerably from the initial submissions. There is now a clear and legible hierarchy of public and private spaces anchored by a generous central public park, including play space, which provides a key link east to west across the site. The latter will be connected by pedestrian footbridges to the east and west linking the site to the Lee Valley Regional Park and to Tottenham. This would help to deliver a key part of the planning framework for the area, which promoted a green link through the heart of the site and also help towards the delivery of the wider “Green Grid” framework. The park is not dissimilar in principle to the Hammersby housing scheme in Stockholm, which is promoted by CABI as an exemplar.

21 At the eastern side of the site the scheme now includes a series of pavilion buildings against the Lee Valley Regional Park and canal side, rather than the perimeter blocks originally proposed. This draws the landscape of the park and waterside into the scheme, addressing Blue Ribbon Network design policy 4C.20 “Design-starting from the water” by more closely integrating the scheme with its riverside setting. The pavilion buildings also avoid the need for long internal corridors and provide better aspects for the flats contained therein.

22 The crescent to the south of the site, which contains the commercial and shopping uses has been realigned at its eastern end to have a far better relationship to the canal and to increase visibility into the street when approaching from the east. In addition vehicles are able to access part of the street, which is likely to benefit the viability of the proposed shop units and add to activity on the street increasing security through natural surveillance. Car parking will be provided on street as well as in basement areas to further provide overlooking and encourage activity at street level throughout the development.

23 The school site has been relocated away from the railway to the east of the site. Great care would need to be taken in designing the school given its relatively constrained site. The move away from the railway is welcomed but it is considered that the school would benefit from having a frontage onto the central park space.

Height mass and bulk

24 The original proposals for the site resulted in a confused and random mixture of heights and types of building and this has been fundamentally rethought. The result is a clear and calm massing that relate well to the internal spaces and to the surrounding sites. Taller buildings are now located adjacent the eastern side of the site and at the point closest to the rail and underground stations. The proposed tall building at the entrance to the site from the west performs an important function marking the regeneration of the site and also providing orientation within the wider area. This location is considered entirely appropriate for a tall building given its high transport accessibility and the contribution that it could make as a catalyst for the regeneration of an area as set out in London Plan policy 4B.8 “Tall buildings-location”. The tower would benefit from being taller to give it slimmer and more elegant proportions and Haringey Council is urged to take the opportunity provided by the development of this site to provide a genuine landmark for the regeneration of the area.

Building typologies

25 The scheme has been amended to avoid single aspect north facing flats and internal corridor runs and to maximise aspects and the number of cores that open onto the streets. Flats at ground floor level will have access to private gardens, those above have reasonably sized and usable balcony spaces and many of the roof spaces are designed as accessible garden spaces as promoted by the Mayors guidance on roof terraces. The typologies indicated should produce a dense, high quality residential scheme.

Density

26 The application proposal will have a density of approximately 330 dwellings/910 habitable rooms per hectare. This is above the density figures within the London Plan, which suggest an upper range of up to 275 dwellings per hectare for in an urban area with a PTAL of 4, and the range published within the adopted “Tottenham Hale urban centre design framework masterplan” document, which suggested 280 dwellings per hectare. The London Plan recognises that the density matrix is not static because it provides a tool for increasing density in situations where transport proposals will change the public transport accessibility ranking as in this instance. The London Plan further recognises that appropriate density is also a function of design quality and local context and is not just a matter of mathematical calculation. The existing local context is primarily that of a large industrial estate whilst the aspiration for the area, which is an Opportunity Area within the London Plan, is for a new urban centre of the highest quality. Whilst above the London Plan density range the quality of design has been tested and is considered to be of a high standard. This combined with the potential accessibility improvements to the area are considered to justify the density of development proposed.

Outline nature of the application

27 Given that the application is in outline it will be vital to ensure that the qualitative aspects of the scheme are not lost as detailed proposals come forward. The indicative plans set a high benchmark for future submissions and in addition Haringey Council is working with the developer to produce a design code, which should secure commitments to building

typologies, core access points, balcony and terrace provision as well as detailed aspects such as material finishes and elevation treatments.

28 Overall the scheme is considered to be of a very high design quality that addresses London Plan requirements to maximise the use of the site whilst not compromising the design lead principles of development as set out in part 4B of the London Plan “Design for London”. The developer’s willingness to engage in a thorough review of the original scheme is acknowledged and the scheme has the potential to become an exemplar development.

Housing

29 The provision of residential-led, mixed-use regeneration of this important sub-regional site is supported by the London Plan. The London Plan definitions do not consider the student housing provision to be counted towards the 50% affordable housing target. Discounting the student housing, the proposal is that some 321 units (26.5%) of the proposed 1210 units be provided as affordable housing. However, the quantum of affordable housing expressed as habitable rooms would be 30% (1004 habitable rooms). It is proposed that 181 of these units are provided as intermediate housing with 140 homes as social rented provision. When expressed as habitable rooms the intermediate housing will occupy 497 habitable rooms and the social rented accommodation will occupy 507 habitable rooms. This gives a social/intermediate ratio of roughly 50/50, relative to the guidance within the London Plan of 70/30. This ratio is accepted due to the existing social mix in the local area adjoining the application site and is as set out in the adopted Tottenham Hale Urban Centre Design Framework, 2006 document. Some 43% of the social rented units would be 3 and 4 bedroom units. This element of the scheme comfortably exceeds the 35% target required by the London Housing Strategy. The financial information has been thoroughly assessed by GLA officers and the affordable housing offer made by the applicant has been verified.

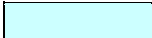
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Child Yield

Inner London					
	LFS	LHS	SSSS	Wandsworth	Anticipated child yield
Overall	342	340	-	253	319
Market	159	135	-	62	62
Affordable	184	204	-	191	257
Social	99	103	200	133	200
Intermediate	85	101	-	57	57

Notes

Source: DMAG Briefing 2005/25 - Child Yield (Page 14, Table 9, LFS measurements)

 Represents source used

 Combines various sources to produce total anticipated child yield

31 The scheme will make on-site play space provision for children using a mixture of private gardens, communal courtyard space, rooftops and the linear park. The nearby Lee Valley Park will also be utilised for wider and larger play space requirements. This strategy will make satisfactory provision for the 319 children that are anticipated to be accommodated on the site as a result of the application development.

Bio-diversity, blue ribbon network and flooding

32 The applicant has completed a Flood Risk Assessment, which indicates that the site is not at risk of flooding from a 1 in 100 year flooding risk.

33 It is acknowledged that the development will reduce surface water run-off. This reduction will, however, need to be maximised and the developer will need to incorporate further water storage facilities and sustainable urban drainage systems.

34 The de-culverting of the Moselle Brook is supported in principle. However, the culvert is likely to contain highly polluted water and thus must be done in a very sensitive manner. The de-culverting of the Brook will bring with it bio-diversity benefits in terms of improved habitats for plant and wildlife in proximity to the Lee Valley Park. The application makes provision for a new linear park and will also incorporate the use of green roofs for the new buildings. This is strongly welcomed.

Sustainable development (energy)

35 The London Plan energy policies seek to reduce carbon dioxide emissions by requiring developments to incorporate energy efficiency and renewable energy measures. The further alterations to the London Plan contain stronger requirements with developments required to make the fullest contribution to tackling climate change through minimising carbon dioxide emissions, adopting sustainable design and construction measures and prioritising decentralised energy systems.

36 The applicant had early pre-application discussions with GLA officers and is currently working more detail into its strategy after a follow-up meeting. The current proposal can be considered in three parts – carbon dioxide emissions reductions, the sustainable design and construction principles and the sustainable energy technologies.

Carbon dioxide emissions

37 The applicant has submitted an energy demand assessment and details of the proposed technologies. The applicant has been asked to demonstrate the extent to which the above design and technology measures are likely to meet or exceed minimum building regulations target for carbon dioxide reductions.

38 The proposed technologies will result in the following savings:

	Phase 1 (tonnes per year)	Phases 1 & 2
Baseline emissions	1,528	Information still to be assessed
Emissions with CCHP (% saving)	1,173 (23%)	Information still to be assessed
Emissions with CCHP + Biomass (% saving)	879 (42%)	Information still to be assessed

39 The outstanding potential savings are from design measures that should exceed the minimum requirements of building regulations (see sustainable design and construction below).

Sustainable design and construction

40 The scheme is at outline stage and the design has not been developed in any particular detail. The applicant has submitted a sustainability statement which states that it will adopt the use of passive solar design for the site including consideration of orientation, room layout, natural ventilation, the use of shading, thermal mass, and the consideration of window sizing and positioning. Improved insulation, air tightness and low energy lighting and equipment are also proposed.

41 Whilst this approach is welcome it does not appear to have been carried through into the design of the scheme. Given the outline nature of the application, the applicant should establish and justify a target for carbon emission reductions from these measures. They should also form the basis for any Section 106 agreement to ensure that the detailed planning applications can be reasonably assessed. The above list should identify the use of dual aspect units as a potential measure to allow for cross ventilation and reduce the need for cooling.

42 In addition, the design should ensure that the buildings can support solar panels at a future date, and this should be secured through the Section 106 agreement.

Sustainable energy technologies

Power and heating

43 The scheme will contain district heating infrastructure, whilst district cooling infrastructure has been raised as part of discussions with the applicant and is discussed below.

44 An energy centre will be provided in phase one, containing a gas-fired combined heat and power plant, supplemented by a biomass boiler and gas boilers. There will be a store for heat to allow the system to run efficiently to generate the heat and release the heat when it is needed.

45 The combined heat and power plant will be linked to a private-wire electricity system to sell electricity to the development. Any excess electricity will be exported to the grid, although it is technically possible to sell electricity to neighbouring development, subject to the viability of extending the private wire network.

46 The size of the combined heat and power plant will increase as the scheme develops. Initially it will be 225 kilowatts of electricity and 300 kilowatts thermal rising to 850 kilowatts of electricity 1000 kilowatts thermal. The combined heat and power plant will cover approximately 45% of the annual heat load for the site, with a further 40% (approximately) covered by the biomass boiler (1500 kilowatts), along with the thermal store. The remainder will be met by gas boilers. The biomass boiler will be incorporated in phase 1 with any additional heat demand from phase 2 to be met by the increase in combined heat and power plant provision and gas boilers.

47 The Section 106 agreement should ensure that CHP and biomass plants are specified to mitigate any air quality (nitrogen dioxide and fine particulates) impacts. The potential

impact has been incorporated in the revised air quality assessment submitted on 15 November 2006 and is currently being assessed.

Cooling

48 The applicant has investigated the use of a 150 kilo watts absorption chiller to provide cooling and if viable will install this in phase 1. However, it states that this use of a district cooling network may not be technically effective and that any connection will be discussed with future tenants. At present, it is proposed to use electric chillers to provide cooling, for later phases. It is unclear whether the cooling infrastructure will be provided for the entire site and on what basis connection to a site-wide system will be determined. As such, this remains an outstanding issue.

49 GLA officers have asked the applicant to work in conjunction with the neighbouring Hale Wharf site to look at the potential to provide a joint energy solution. Discussions are on going but the energy centre has been designed for expansion to adjacent sites.

Summary

50 Overall the applicant has taken a positive approach to the requirements of the London Plan energy policies. The site-wide infrastructure and substantial CHP and bio-mass plant is particularly welcome. The scheme, however, still needs further measures to be secured to be consistent with the London Plan. In particular the energy efficient design needs focus through the Section 106 agreement, and the applicant needs to establish a target to exceed minimum building regulations requirements based on potential savings through the measures outlined in its sustainability statement. The commitment to using absorption chillers in phase 1 is welcome but further clarity is required to ensure there is a robust site-wide cooling strategy. The contribution from renewable energy technologies is welcome but only just consistent with the current London Plan policies. Any increase in provision, or scope to increase provision, should continue to be explored given the new London Plan target of 20%.

51 The section 106 agreement will need to secure the proposed measures, in particular the carbon target savings from design, the heating and cooling infrastructure, the broad scale of the combined heat and power plant and biomass and the implementation and continued use of these measures.

Access and equal opportunities

52 The scheme requires a firm commitment to secure 100% Lifetime Homes standards and the 10% wheelchair homes across tenure standard. The equal opportunities agenda of the London Plan has the potential to be delivered by the application proposal in terms of the mix of land uses, the quantum and mix of affordable housing, inclusive design, quality of place and play space. Nevertheless there is concern about: the location of the education facility, delivery of affordable employment space and training opportunities and promotion of employment and enterprise opportunities for small and medium sized businesses and black and ethnic minority businesses (detrimental to social inclusiveness and widening employment opportunities to all members of society); the quantum of financial contributions towards the Section 106 pool to help secure public transport improvements by Transport for London for the local and wider area.

Economic development, regeneration, mix of uses, retail and employment

53 The LDA supports the principle of this mixed use redevelopment scheme and accepts the loss of the employment site for the wider regeneration benefits that the scheme will bring to the area. The Agency welcomes this scheme as a key component towards achieving the regeneration aspirations for the wider area consistent with the Masterplan's vision to transform Tottenham Hale. The principle of a mixed use development at this location will contribute to the delivery of the Mayor's Economic Development Strategy objectives in relation to;

- *London's Places and Infrastructure* – Support the delivery of the London Plan, to promote sustainable growth and economic development, and deliver healthy, sustainable, high quality communities and urban environments.
- *London's People* - Tackle barriers to employment.
- *London's Enterprise* - Improve the skills of the workforce.

54 The North London Sub Regional Development Framework states that some of the employment functions around Tottenham Hale can be expected to be relocated in the wider Upper Lee Valley area as the role of Tottenham Hale as a sub regional focal point grows. On this basis, the redevelopment of the site for a mixed use scheme is supported by the LDA.

55 The site is located within the Tottenham Hale Opportunity Area identified within the London Plan and falls within the London-Stansted-Peterborough Growth Area. The application site is also highlighted as a key site within the Tottenham Hale International Urban Centre Masterplan. This Masterplan promotes the site as a high density, mixed use community with residential, including student accommodation, employment, community uses and local retail. This scheme is in conformity with the uses promoted within the Masterplan.

56 The Agency is concerned that the proposal would result in the displacement of active employment uses given that no provision is to be made within the scheme for storage or distribution uses. The Environmental Statement submitted as part of the planning application suggests that alternative jobs and sites for existing industry on the site will be promoted and there will be phased removal of existing industry on the site. Furthermore, during officer negotiations the applicant has asserted that some support will be offered to existing occupiers. These measures should be formalised within the Section 106 agreement between the Council and the applicant to ensure that the applicant will undertake to assist in relocating the existing businesses.

57 A site for a primary school of up to 5,300 square metres in floor space is an integral component of this scheme, in accordance with the Masterplan, to serve the development and the surrounding area. The LDA welcomes proposals that provide a qualitative improvement to educational facilities in the area and support the Agency's objectives for improving educational attainment in London. Clarification is sought on whether the provision of land for, and construction of, the new school is to be provided in kind by the developer or deducted from the residual land value of the site.

58 The Agency is encouraged by the applicant's willingness to make the school's facilities available for community use out of normal school hours and term-time and this should be formalised within the proposed section 106 agreement.

59 In addition to the provision of a primary school, a creche is also proposed as part of the scheme. The LDA welcomes the provision of a creche within the mixed use

development, given that the affordability and availability of childcare can be a barrier for those that are unemployed or are returning to work. The Council should apply appropriate development conditions that require that the creche is linked with phasing of the development - meaning that it should be built, equipped, and operating at first occupation of other uses within the development.

60 Provision should also be made within the section 106 agreement to secure the affordability of this service for residents, local employees and potential employees of uses within the development. The LDA requests that there is a commitment to ensuring affordable childcare provision, that eligibility be limited to employees and potential employees and prioritised on the basis of need linked to barriers to employment. The LDA would welcome a discussion with both the applicant and the Council on the detail of these initiatives.

61 The increase in households within this area should not create a deficiency in community facilities within this part of the borough. Although a range of facilities are provided as part of this scheme, the Council should be satisfied that the needs of the community can be satisfactorily met, given the number of new households proposed in the immediate area, as a direct result of the scheme.

62 The LDA believes that the applicant should make provision for affordable office space for small to medium size businesses within the proposed development. The applicant has asserted that a major pre-let is currently being negotiated; however, there may still be some scope for affordable work space units. The LDA recommends that Haringey Council pursue this option. Any Section 106 agreement should secure the management of any subsidised workspace to ensure that local small and medium businesses and starter businesses benefit from this proposal. To be effective it will require the inclusion of safeguards within the Section 106 agreement and/or by condition. These could include:

- A minimum floor space to be used.
- A maximum floor space that can be leased to any one organisation/business.
- Target marketing of units through local agents, council website etc.
- Capping of rental rates for a specified period.

63 A major issue for start-ups and small businesses is the availability of affordable premises. This could be by developer subsidy through a mediator such as the Council, or capping of rents over a defined period. Affordability should also consider the service charges.

64 The application will provide up to 5,500 square metres gross retail floor space related to local retail. A retail impact assessment has been undertaken in support of this planning application. The assessment states that the existing shopping provision close to the application site is poor and there are a limited number of locally accessible town centres at each level of the shopping hierarchy. It also states that there is a need to provide for the district and local needs of the immediate population for the successful transformation of Tottenham Hale and ensure the sustainable development of the Opportunity Area. The impact assessment also states that the Hale Village proposal has been cautious to ensure that the level of retail provided responds to a local need and a local catchment area to serve the new development and its immediate surroundings. The Council should be sure that it is satisfied that there will not be any detrimental impacts at the borough or sub regional level

as a result of this retail offer and that the retail and commercial units complement the existing retail offer in the area.

65 The LDA supports the provision of a hotel comprising of up to 100 beds on the site to serve tourists and business visitors to London thereby contributing to the London Plan target of 36,000 additional hotel bedrooms by 2016 and implementing London's Tourism Strategy. The provision of a hotel supports the Agency's promotion of tourism in the Capital and its status as a World City and would be consistent with the uses proposed by the Tottenham Hale Urban Centre Masterplan. The proposed hotel would have very good public transport connectivity with Tottenham Hale Station and is in a location, which would reinforce links with Stansted Airport and the Lee Valley Regional Park. The hotel use would also contribute to significant local employment opportunities.

66 The proposal includes student accommodation incorporating up to 700 rooms, in accordance with the Masterplan. The London Development Agency supports the proposed student accommodation given the potential economic and regeneration benefits this will deliver within the area. The proposed development will also contribute to efforts to attract high calibre students and staff and, through this, to London's broader educational and research offer.

67 The existing activities on the site employ approximately 100-120 people. The London Plan identifies Tottenham Hale as an Opportunity Area, which has the potential to accommodate 5,000 new jobs. The existing scheme will generate an estimated 650 jobs (shared within the office, retail, restaurant, bar, primary school, estate management, hotel, health center and creche elements of the proposal). The LDA welcomes the proposed increase in employment opportunities, which would contribute to the overall target of 5,000 new jobs within the Tottenham Hale Opportunity Area as specified within the North London SRDF.

68 The site is located within the London- Stansted-Cambridge- Peterborough Growth Area. It is therefore important that the regenerative benefits of this residential led mixed-use scheme are maximised. In particular, the employment opportunities presented by the redevelopment should be maximised for the benefit of local residents and businesses as set out in London Plan Policy 3B.12 and EDS objectives.

69 The Environmental Statement submitted as part of the planning application suggests that there will be employment of local contractors and construction workers where possible and new jobs to be targeted at residents within the local area. Consideration should be given to firming up and further developing these proposals to create training and employment opportunities for local people and businesses both during construction and within the completed development through the production of an employment and training strategy. As part of this strategy the applicant should be encouraged to submit details of the creation of, or utilisation of existing, appropriate training schemes, the availability of employment for local people and the use of local businesses, small and medium sized enterprises and black and ethnic minority enterprises to supply goods and services throughout the construction period and within the completed development. The Council should consider requiring the strategy to cover the following elements:

- Timing and arrangements for its implementation including funding arrangements.
- A stakeholder charter to ensure initial and subsequent employers, within the completed development, participate in the implementation of the strategy.

- Minimum local recruitment targets for employees and targets for the involvement of local businesses and measures to be undertaken by the Developer to meet with these targets.
- Periodical workforce and business monitoring and reporting of the results to the Council and such other parties as may be set out in the approved strategy.
- A programme for skills training for local residents and/or businesses, including the potential for the provision of suitably equipped training premises.
- Local publicity, awareness raising proposals and methods for advertising employment opportunities and impending contracts.
- Initiatives to promote the involvement of local businesses including sub-contracting and the supply of goods and services.
- Initiatives to promote the employment of small and medium businesses.
- Initiatives to promote the employment of black and ethnic minority businesses.
- Projects for removing barriers to employment including the availability of childcare.

These elements should be formalised through a Section 106 agreement between the applicant and the Council.

70 The proposed scheme will be developed in a phased manner. Consideration should be given to the pooling of contributions from this development and/or over different development schemes within the area coming forward as part of the Tottenham Hale Master Plan. The LDA also welcomes a discussion with both the applicant and the Council on the detail of any initiatives and the potential to complement and link into any existing projects in the area.

71 In summary, the LDA supports the mixed-use scheme in principle subject to the resolution of issues raised in this report. It is satisfied that the proposal will meet the relevant strategic objectives contained within the Economic Development policies of the London Plan and the London Economic Development Strategy, subject to Haringey Council satisfying itself that the balance on offer is acceptable, and appropriate undertakings are incorporated within a Section 106 Agreement.

Commission for Architecture and the Built Environment comments

72 The application proposal has been subject to three design review panel sessions in order to improve the urban design of the scheme. The final design review panel was held on 21 March 2007 and CABE wrote on 13 April 2007 to state that the:

“masterplan now has the makings of a successful new neighbourhood... The scheme is a significant improvement on the last proposal we reviewed, and we warmly welcome the further work on the design approach and the energy strategy that has taken place. The shaping of the public realm now benefits from much greater clarity and the massing has a sound rationale. The principle of a tall building here is sound but its form and design are not yet successful, in our view. The overall scheme should be further tested and refined at the next design stage; the linear park in particular will benefit from additional attention.”

Transport for London comments including transport and parking

73 The proposals represent the first in a number of applications that are expected to be brought forward as part of the Tottenham Hale Masterplan. The Masterplan area could see the development up to 5,000 new homes with a further 5,000 potential across a wider area of supporting a residential led regeneration of the Tottenham Hale area.

Tottenham Hale Urban Centre Design Framework Masterplan

74 The Tottenham Hale Masterplan has been prepared as a joint scheme funded by the London Development Agency with Transport for London the Greater London Authority and Haringey Council on the Steering Group. It includes two significant infrastructure projects which are of importance to TfL namely returning the existing gyratory system around Tottenham Hale to two way working and a new interchange at Tottenham Hale to providing extra bus standing provision, improved taxi rank, additional station and capacity improvements for the underground (Victoria Line) and overland rail (London to Stansted).

75 Given the site's access to the existing public transport network there is an emphasis on car parking restraint. An 0.5 residential car parking ratio across the Masterplan area is envisaged as there is a need to limit car parking to ensure that the gyratory can return to two-way working.

76 TfL and the LDA have jointly funded further development work to look at options and costs involved with both providing a new interchange and the gyratory proposals. The results from that work has already been used to help consider the subject application and will also inform future decisions on delivering the gyratory and interchange schemes.

77 Haringey Council is developing a pooling regime for Section 106 infrastructure contributions to support the development of the Masterplan Area. This will need to include contributions towards the interchange including the gyratory proposals, bus service infrastructure improvements and other transport related infrastructure that arise as a result of the individual application proposals. TfL will therefore expect the Hale Village application site to contribute to this pool.

Car Parking

78 The site's public transport accessibility level (four) will support car free development. The current proposals are for 800 car parking spaces and a residential car parking ratio of 0.58 spaces per dwelling (706 spaces in total). Car parking for the office, retail and health centre are well within London Plan standards. The hotel is proposing 25 car parking spaces and given the site's location on a key arterial road but also alongside Tottenham Hale Interchange this level of parking is considered to represent a reasonable balance between car and users of public transport. The student accommodation is proposing no car parking which is consistent with the car free approach that is recommended.

79 The primary school and creche proposals will provide 40 car parking spaces, which is considered excessive. This number should be reduced given the site's public transport accessibility level and its proximity to the interchange. This figure is seen as a maximum and should be related to the nature/extent of the final school development. Appropriate provision for disabled parking provision across the site will be required.

Servicing

80 Access for all vehicles to the site will be from Millmead Road. TfL has recommended, to the applicants, that servicing/deliveries to the commercial uses on site be consolidated through a specific commercial travel plan.

Cycle parking

81 TfL guidelines require 1:1 cycle parking for every residential unit together with one cycle parking space for every two students together with cycle parking for all non-residential uses. The applicant has confirmed in the revised proposals that there will be provision for 1,625 cycle parking spaces which will meet TfL's previous requests and the London Plan standards. Details of the cycle stands should be provided.

Buses

82 Buses can currently be accessed by using the existing bus station at Tottenham Hale together with the bus stops in Ferry Lane, immediately to the south of the application site. Looking ahead as other sites develop out in the Masterplan area, the applicant has been requested to acknowledge possible future bus stops in Millmead Road. There has also been a request for contributions towards an upgrade of the two bus stops on Ferry Lane to current accessibility standards for which TfL seeks a contribution of £20,000.

83 The development of this site will have an impact on bus services. Haringey Council has been advised that if the wider Masterplan development scenario comes forward this will need to be supported by an £8 million bus service improvement subsidy, which must be delivered through the Section 106 pooling strategy. TfL is therefore seeking a proportional contribution from the Hale Village site based on the residential and student elements of this development, which would amount to a £1.6 million contribution towards bus service enhancements.

Rail and Underground

84 Rail and Underground capacity improvements will need to be delivered through improvements to the Tottenham Hale station interchange. TfL is currently conducting work on developing proposals for the interchange, which takes into account the nature and extent of development in the Masterplan area in order to accommodate the projected demand for bus, rail and underground services.

85 Haringey Council's proposed Section 106 pooling regime includes contributions towards the interchange project which is an approach endorsed by TfL. It is, however, clear at this early stage that the level of contributions needed to deliver a new interchange and gyratory proposals at Tottenham Hale will need significant contributions from the public purse if they are to be realised.

86 TfL has established that the additional land along the western boundary of the application site, adjacent to Network Rail's land ownership, is needed if future four tracking of the London – Stansted line is to be delivered (details of the land take are shown on the amended drawings). TfL recommends that this safeguarding needs to be dimensioned. Work to date suggests at the southernmost end, the safeguarded strip needs to be 8.2 metres wide, this is confined to the first 12.5 metres of the platform's length. For the central section, the land-take is in the order of 6.4 metres and at the northern end, it reduces to 5.4 metres. TfL will provide greater certainty over these dimensions in the near future when

further design and survey work is completed. It is also requested that Haringey also secure the future long term safeguarding for this land notwithstanding the current application proposals.

Pedestrian movements and pedestrian link bridge(s)

87 It would have been preferable to include more information with regard to pedestrian desire lines and walking routes to bus stops. The applicant has reconsidered the pedestrian crossings at the Ferry Lane/Mill Mead Road/Jarrow Road junction to improve the pedestrian connectivity with housing to the south. Revisions to this junction are proposed which should be secured through Section 106/Section 278 agreements.

88 The future pedestrian links from the application site to land to the north, should it be developed, are supported by TfL and should be included as part of any future Section 106 agreement.

89 A pedestrian footbridge from the south-west piazza to the station is shown on the drawings. It is unclear as to who will provide, pay and manage this access particularly if it were to land on controlled station infrastructure. The applicant has advised that it is likely that an agreement with Haringey Council, Network Rail and Lee Valley Estates for maintenance and security would be sought, though the details of such an agreement has yet to be established. TfL would also request that its interests be safeguarded in any agreement.

90 The pedestrian “green link” passing east west across the application site, with bridges over the waterways and railway line linking both the application site with the Hale Wharf site to the east requires adequate safeguarding. The applicant has advised that a safe pedestrian crossing will need to be provided between the application site and the proposed link bridge to the east but it is understood that this does not form part of the submission. TfL supports Haringey Council in pursuing the link bridges and crossing provision through other external funding measures supported by the Section 106 pooling regime.

91 All pedestrian bridges must be provided with step free access for cyclists and those with mobility difficulties.

92 The proposal shows a footway widening from 1.5 metres to 2.4 metres on Ferry Lane which is essential to provide improved safer access to the interchange and must be secured through a Section 278 agreement as part of the Section 106 planning obligations package.

93 TfL welcomes the lighting plan within the site and this concept should be extended onto Ferry Lane. Similarly, a review of the pedestrian barriers, particularly on Ferry Lane could also be beneficially undertaken.

94 It is understood that Haringey Council is looking to secure passive provision for improving the link between Jarrow Road and the new piazza linking the residential area to the south of the application site off Jarrow Road beneath Ferry Lane. This provision would be supported by TfL particularly as the proposals for the gyratory would mean no new at grade crossing on Ferry Lane. Any future link would need to consider personal safety, looking at natural surveillance, lighting and CCTV provision.

Travel plan

95 The applicant has submitted an outline of the proposed travel plan and revised it in the current submission to take account of the car parking restraint measures outlined above.

TfL has recommended that the travel plan be further developed to segregating the residential, educational and commercial elements of the development. The travel plan must promote walking and cycling and it is noted that a car club is to be pursued together with car sharing options. As with any travel plan, targets should be based on measurable outcomes, which will need to be developed together with appropriate monitoring and review to support the reduction on private car dependency.

Section 106 agreement

96 TfL will need to be a co-signatory to the Section 106 agreement (solely to cover the public transport elements of the scheme) to ensure the delivery of the public transport infrastructure necessary to support this and other developments in the Masterplan area. TfL considers that a formal memorandum of agreement or other similar document should be agreed between TfL and the Council to establish a protocol to ensure that the allocation of funds for transport from the Section 106 pot can be drawn down by joint agreement.

Summary

97 TfL supports the Section 106 pooling regime promoted by Haringey Council for this and the other sites in the Masterplan area. TfL will need to be a signatory as part of the Section 106 agreement and a separate agreement between Haringey Council and TfL to establish a protocol for drawing down monies from the Section 106 pot for transport infrastructure improvements.

98 The reduction in car parking numbers is supported and in particular the reduction in the residential car parking ratio. It is, however, requested that the number of car parking spaces for the school/creche be limited depending on the extent of the school development and this should also be linked through an appropriate travel plan for the school and creche. Disabled car parking provision at London Plan standards must also be provided.

99 Deliveries on site should be consolidated through a specific commercial users/occupiers travel plan. The amended scheme has increased cycle parking provision to meet the TfL's cycle parking requirements and more detail of the cycle stands should be provided.

100 Future bus service infrastructure and service enhancements need to be delivered through the Section 106 pooling regime together with improvements to the existing bus stops on Ferry Lane. Rail/Interchange safeguarding for four-tracking needs to be provided through an appropriate condition and/or clause within the Section 106 agreement. Support for the interchange/gyratory through the pooled Section 106 contributions is required, even though these significant infrastructure proposals will require additional funding.

101 Highway works to Ferry Lane to widen the footway near Tottenham Hale station the new crossing proposals and the junction of Ferry Lane, Millmead Road and Jarrow Road need to be secured through a Section 106/Section 278 agreement. Similarly the Green and other links, which improve pedestrian connectivity across the site and to the wider area must be safe and accessible and need to be secured through the Section 106 process. TfL's interests, particularly where the links may arrive on protected station infrastructure needs to be safeguarded.

102 Comprehensive but separate Travel Plans need to be developed for the residential elements incorporating car parking restraint measures, commercial and school/creche which allow for subsequent robust monitoring and review.

Local planning authority's position

103 The Council's officers are continuing to negotiate the heads of terms agreement for the scheme with the applicant and they are expected to recommend that conditional planning permission is granted for the amended scheme when the Council meets on 16 May 2007 to formally consider the scheme.

Legal considerations

104 Under the arrangements set out in article 3 of the Town and Country Planning (Mayor of London) Order 2000 the Mayor has an opportunity to make representations to Haringey Council at this stage. If the Council subsequently resolves to grant planning permission, it must allow the Mayor an opportunity to decide whether to direct it to refuse planning permission. There is no obligation at this present stage for the Mayor to indicate his intentions regarding a possible direction, and no such decision should be inferred from the Mayor's comments unless specifically stated.

Financial considerations

105 There are no financial considerations at this stage.

Conclusion

106 The application proposal has the potential to deliver a high quality, high density, mixed use, regeneration scheme of an important brownfield sub-regional site in an exemplar fashion in accordance with London Plan policies. Nevertheless the development needs to be underpinned by a Section 106 package that is robust enough and of sufficient quantum to deliver the necessary regeneration and transport improvement for the local and wider development site.

for further information, contact Planning Decisions Unit:

Giles Dolphin, Head of Planning Decisions

020 7983 4271 email giles.dolphin@london.gov.uk

Colin Wilson, Strategic Planning Manager (Development Decisions)

020 7983 4783 email colin.wilson@london.gov.uk

Paul Ricketts, Case Officer

020 7983 4310 email paul.ricketts@london.gov.uk
