

## Pre-application briefing to Planning Committee 23 July 2015

### 1. DETAILS OF THE DEVELOPMENT

Ref: PPA/2015/0010

Site Address: Tottenham Hotspur Stadium, Bill Nicholson Way, 748 High Road N17 0AP

Ward: Northumberland Park

#### Description of Development:

Replacement 61,000 seat stadium with a retractable pitch, new club superstore and museum, 180 bed hotel, an extreme sports centre, a community medical centre, new public square and 579 residential units arranged in 4 towers ranging in height from 16 to 32 storeys located above a 2-3 storey podium. The proposals also include works to the Grade II Listed Warmington House and the demolition of three locally listed buildings.

Applicant: Tottenham Hotspur Property Company Ltd

Agent: DP9

Ownership: Private

Case Officer: Neil McClellan

### 2. BACKGROUND

- 2.1 Tottenham Hotspur Football Club were granted planning permission by Haringey Council in 2011 for the redevelopment of White Hart Lane Stadium and the land around it. This scheme was known as the Northumberland Park Development (NDP) scheme. Phase 1 of the NDP scheme has been completed and comprises the new Sainsbury's superstore on Northumberland Park Avenue and Lilywhite House which is home to Tottenham University Technical College and the football club's offices.
- 2.2 Earlier this year Haringey Planning Committee approved a material amendment to the approved stadium introducing a basement level to the scheme. Work has commenced on the stadium phase. Most of the land between Paxford Road and Lilywhite House has been cleared and ground works have commenced.
- 2.3 Tottenham Hotspur are now in discussions with the Council over plans to revise their proposals for the rest of the site. These changes comprise a larger stadium – 61,000 seats rather than the 56,250 approved in 2011 and more flats – 579 rather than the 285 previously approved. Other features of the revised proposal are a new club store and museum described as 'the Tottenham Experience', an extreme sports centre, a 180 bed hotel, a community medical centre and new public square. The proposals also include works to the Grade II Listed Warmington House and the demolition of three locally listed buildings.

- 2.4 Tottenham Hotspur has recently announced an agreement with the NFL to play a minimum of two games per year during a 10-year partnership at the proposed new stadium. As well as NFL games the Club also aspire to host other non-football events such as music concerts that the proposed new stadium would specifically designed to allow. A retractable 4G pitch has been included in the proposal for NFL games.
- 2.5 At a strategic level Council policy promotes regeneration in North Tottenham. The emerging Tottenham Area Action Plan supports the comprehensive regeneration of Northumberland Park including taller and higher density development near to the redeveloped Tottenham Hotspur FC Stadium.
- 2.6 The redevelopment of the stadium is also supported by the Council's High Road West regeneration scheme - a master planned comprehensive development creating a residential led mixed use neighbourhood opposite the stadium. It includes a new public square linking White Hart Lane Station with the redeveloped football stadium and an expanded local shopping centre on the High Road.

### **3. SITE AND SURROUNDS**

- 3.1 The application site consists of approximately 11.5ha of land located around White Hart Lane Stadium. It includes most of the land between Northumberland Park, Park Lane, Tottenham High Road and Worcester Avenue.
- 3.2 The northern end of the site is now occupied by the completed Phase 1 'Northern Development' of the original planning permission comprising a Sainsbury's superstore and Lilywhite House which is home to Tottenham University Technical College and the football club's offices.
- 3.3 A large section of the central portion of the site has been cleared of buildings and ground works in relation to Phase 2 'Stadium Development' of the original permission are currently underway.
- 3.4 The rest of the site is occupied by the existing stadium, 3 locally listed buildings and the Grade II listed Warmington House, all located at the site's southern end facing the High Road, and the remaining Archway Sheet Metal Works Limited on Paxton Road.

### **4. PROPOSED DEVELOPMENT**

- 4.1 Replacement 61,000 seat stadium, new club superstore and museum, 180 bed hotel, an extreme sports centre, a community medical centre, new public square and 579 residential units arranged in 4 towers ranging in height from 16 to 32 storeys located above a 5 storey podium. The proposals also include works to the Grade II Listed Warmington House and the demolition of three locally listed buildings.

## 5. PLANNING HISTORY

5.1 The Stadium and associated land have an extensive planning history with a large number of applications. The most relevant to the current application are:

**HGY/2010/1000** Demolition and comprehensive redevelopment of a stadium (Class D2) with hotel (Class C1), retail (Class A1 and/or A2 and/or A3 and/or A4 and/or A5), museum (Class D1) offices (Class B1) and housing (Class C3); together with associated facilities including the construction of new and altered roads, footways, public and private open spaces; landscaping and related works. Details of "appearance" and "scale" are reserved in relation to the proposed residential and hotel buildings. **Decided 20.09.2011.**

**HGY/2010/1001** Conservation Area Consent for demolition of 734-740, 742, 744a, 752a, 752b, 752c, 754-766, 768-772, 776 and 778-788, 806a, 806b High Road, N17, Paxton Hall, Paxton Road, N17, 2-6 Northumberland Park, N17 and any other buildings and structures within the curtilage of these buildings on land bordered by Northumberland Park N17 to the North, High Road N17 to the West, Park Lane N17 to the South and Worcester Avenue N17 to the East within the North Tottenham Conservation Area in conjunction with the comprehensive redevelopment of adjoining land for a stadium with hotel, retail, museum, offices and housing, together with associated facilities including the construction of new and altered roads, footways, public and private open spaces, landscaping and related works. **Decided 20.09.2011.**

**HGY/2011/2350** Planning Permission for proposed demolition of buildings and development of a foodstore (Use Class A1) together with educational uses (Use Class D1); stadium-related uses (Use Class D2); showroom/brand centre (sui generis); and associated facilities including car parking, the construction of new and altered vehicle and pedestrian accesses, private open spaces, landscaping and related works. **Decided 29.03.2012.**

**HGY/2011/2351** Outline Planning Permission for Proposed demolition and redevelopment to provide housing (Use Class C3) college (Use Class D1) and/or health centre (Use Class D1) and/or health club (Use Class D2) together with associated private and public open space, car parking, landscaping and related works; and altered footways, roads and vehicular accesses. Outline application with details of appearance, scale and landscaping reserved for subsequent approval. **Decided 29.03.2012.**

**HGY/2012/0096** Non- material amendment following a grant of planning permission HGY/2010/1000. **Decided 28.02.2012.**

**HGY/2013/1973** Variation of condition 42 attached to planning permission HGY/2011/2350 "Proposed demolition of buildings and development of a foodstore (Use Class A1) together with educational uses (Use Class D1); stadium-related uses (Use Class D2); showroom/brand centre (sui generis); and associated facilities including car parking, the construction of new and

altered vehicle and pedestrian accesses, private open spaces, landscaping and related works", for variation of fourth floor plan to allow for proposed change of use from stadium-related uses to Use Class B1a and associated minor alterations. **Decided 31.03.2014.**

**HGY/2013/1976** Variation of condition 42 attached to planning permission HGY/2011/2350 "Proposed demolition of buildings and development of a foodstore (Use Class A1) together with educational uses (Use Class D1); stadium-related uses (Use Class D2); showroom/brand centre (sui generis); and associated facilities including car parking, the construction of new and altered vehicle and pedestrian accesses, private open spaces, landscaping and related works", for variation of second floor plan to allow for proposed change of use from stadium-related uses (Use class D2); showroom/brand centre (sui generis), to Class D1 to form a new university technical college and associated minor alterations. **Decided 31.03.2014.**

**HGY/2014/2326** Non-material amendment following a grant of planning permission HGY/2013/1976 for variation of condition 3 in relation to rear boundary works. **Decided 26.08.2014.**

**HGY/2014/2327** Non-material amendment following a grant of planning permission HGY/2013/1973 for variation of condition 3 in relation to rear boundary works. **Decided 26.08.2014.**

**HGY/2015/0797** Application for approval of reserved matters relating to the scale of buildings in Phase 3 'the Southern Development' granted outline permission (HGY/2011/2351) for the redevelopment of site to provide housing (Use Class C3), college (Use Class D1) and/or health centre (Use Class D1) and/or health club (Use Class D2) together with associated private and public open space, car parking, landscaping and related works. **This application is pending.**

**HGY/2015/0964** Minor material amendment to the original planning permission (HGY/2010/1000) comprising a new basement under the proposed north, east and west stands and internal modifications to the ground floor of the approved stadium. **Decided 22.06.2015.**

In addition to the above all pre-commencement conditions relating to the Phase 1 'Northern Development' and Phase 2 'Stadium Development' have been discharged.

## 6 CONSULTATION

### 6.1 Quality Review Panel

6.2 The new proposal will be presented to the Haringey QRP on Wednesday 15 July 2015. The Panel's comments will be reported to the committee in the form of an addendum.

### 6.3 DM Forum

6.4 The proposal will be presented to a Development Management Forum on the 15 July 2015. The matters raised at the Forum will be reported to the committee in the form of an addendum.

## **7 MATERIAL PLANNING CONSIDERATIONS**

7.1 The main planning issues raised by the proposed development, with internal officer comment thereon, are:

1. Principle of the development – The site is located within the Northumberland Park Area of Change as set out in Haringey's Local Plan Strategic Policies. Policy SP1 promotes development in the Area of Change.

The Council's aspirations for Northumberland Park include the provision of a mix of land uses including the redevelopment of the football stadium; renewal of existing and the provision of new housing and the provision of new retail and leisure uses. New development should contribute to the provision of open space, community facilities, regeneration initiatives and employment and training schemes. New development should be high quality, sustainable, should respect its surroundings and should preserve and enhance the area's historic environment.

The Council's strategic policies (SP1: Managing Growth, SP2: Housing) seek to maximise the supply of additional housing to meet and exceed 8,200 homes from 2011-2021 (820 per annum). Consultation on the Alterations to the Local Plan Strategic Policies reflects the increase in this target within the London Plan to 15,020 homes from 2011-2021 (1,502 per annum) but retains the spatial vision for the Borough, including a focus on certain key growth areas, including Northumberland Park.

The stadium and land to the north and south of it has a site allocation (NT5) in the "preferred option" draft of the Tottenham Area Action Plan. The allocation is for the redevelopment of the existing football stadium and the introduction of residential, commercial, education, community, leisure and hotel uses, and improved public realm across the site. Specifically the allocation seeks a high quality design, that responds positively to the Conservation Area and provides an active frontage to the High Road and Park Lane; an improved interface with sites to the east of the stadium to support regeneration objectives for this area; high quality publicly accessible spaces that complement other public realm/spaces in the area; complimentary leisure/ commercial uses; and an increase in the amount of residential development on the site.

Other allocations in the draft AAP are supportive of the redevelopment of the stadium, encouraging the regeneration of the wider North Tottenham area and new development that complements a redeveloped stadium.

Draft allocations for Northumberland Park North (NT1) to the north of the site and Northumberland Park (NT2) to the east propose the masterplanned regeneration of the area to improve existing, and create new, residential neighbourhoods. The allocation identifies land adjacent to the stadium development as being suitable for tall buildings. Between them the draft allocations for the Northumberland Park Regeneration Area propose providing at least 2200 new additional homes.

The redevelopment of the stadium is also envisaged by the Council's High Road West regeneration scheme - a masterplanned comprehensive development creating a residential led mixed use neighbourhood opposite the stadium.

Given the Council's aspirations for the site and for the regeneration of the wider North Tottenham area, the principle of a bigger capacity, more versatile stadium, with an increased leisure /commercial offer, additional housing, community uses and a new public square is not inconsistent with the emerging planning policy framework. However the environmental and transport impacts of the proposal will need to be assessed and found acceptable. Furthermore any benefits arising from the proposal will need to be balanced against the heritage impacts of the proposed removal of the three locally listed buildings, the works to Warmington House and the impact of a denser, taller development on the character of the Tottenham High Road conservation area.

2. Design and appearance – As has already been stated the site has been identified in the Council's draft Tottenham AAP as being a suitable location for a taller development, however in line with the Council's emerging policy on tall buildings, policy DM5 of the Haringey Development Management Policies (Preferred Options) Document, the proposed development will have to be of the highest quality.

The applicant argues that the he proposed changes to the scheme are positive. They set out that the proposed new stadium has a much better relationship to the High Road than the consented scheme, introducing more activity and interest along it's frontage to the High Road; The creation of a new terrace fronting the High Road and housing a new club superstore and museum helps the scheme to present a continuous series of active uses and more generous public realm along the sites frontage. This new terrace will incorporate the Grade II Listed Warmington House. More detail will need to be provided to allow officers to assess the impact of this on the Listed Building and its setting. The stated improvements in the design of the new stadium and its supporting development will need to be balanced against the impact of the proposals on the heritage assets in line with the statutory test and NPPF obligations.

3. Heritage Impact– The western edge of the site lies within the North Tottenham High Road Conservation Area, which forms part of the Tottenham High Road Historic Corridor of six connected Conservation Areas. The Council has a duty under s72 of the Act to consider any

potential harm caused by the development, giving it significant weight, and considering the desirability of preserving or enhancing the character or appearance of the conservation area.

The proposal to retain and intergrate Warmington House into the new Tottenham Experience building is positive. However the justification for and assessment of the impact of the development on the heritage assets within the locality will require comprehensive assessment and justification. This will also include the need to understand and consider the impact of the taller buildings on the conservation area.

4. Transport Impact –There is already a consented scheme for a 56,250 seat stadium and the transport impacts were mitigated by a travel plan and management plans. No information on these matters has been provided to date. Work needs to be done demonstrating how the proposed increase in capacity to 61,000 spectators and the aspiration to host more non-football events at the new stadium can be accommodated by the transport network. The Council has not yet had sight of a Transport Assessment, Stadium travel Plan, Event Day Management Plan or a Stadium Servicing Plan.

There is an ongoing dialogue in relation to parking, servicing, or travel planning in relation to the rest of the scheme. However the transport impacts of this part of the scheme and in particular the additional housing will need to be fully assessed and found acceptable. Any transport assessment will need to be tested against the significant growth planned for the wider area.

The Site has a high Public Transport Accessibility Level ("PTAL") rating of 4.

The following Saved UDP and Local Plan Policies are relevant:

- 1) Saved UDP Policy M9 Car free developments.
- 2) Saved UDP Policy M10 Parking requirements for New Developments.
- 3) Local Plan Strategic Police SP1 (Managing Growth), SP4 (working Towards a Low carbon) and SP7 transport.

The proposed development will have to be supported by a transport assessment (TA); the applicant is required to conduct a joint TA scoping meeting with TfL and Haringey Transportation and Highways.

5. Environmental Impact – A draft scoping opinion has been circulated and officers are currently forming a response. Like most of London all of Haringey exceeds national emission targets. Given Haringey's responsibility under Local Air Quality Management (LAQM) legislation the Council is required to put measures in place to reduce emissions. The impact on air quality will need to be considered and given the aspirations to hold music concerts and other public events in the evening, the impact of noise from these and other

events will need to be assessed.

6. Public Realm – As well as the more generous public realm along the High Road frontage discussed above the new scheme also proposes the creation of a new public square on the podium to the south of the stadium which will be comparable in size to Trafalgar Square. Further development work is expected on the public realm around the site including the square and the shared amenity space serving the new homes.
7. Affordable housing – The scheme currently proposes 579 residential units. Initial indications are that the development will contribute towards the Council aspiration for new affordable homes. Discussions on the precise format and quantum are ongoing.

The preferred affordable housing mix, in terms of unit size and type of dwellings on individual schemes will be determined through negotiation, scheme viability assessments and driven by up to date assessments of local housing need and will be secured via a section 106 agreement.

8. Impact on residential amenity – Any design proposal should consider the impact on the amenity of the surrounding properties. . A daylight & sunlight and shadowing report would be expected with the submission of a planning application taking into account the proposed units and any sensitive surrounding uses.
9. Quality of accommodation – All accommodation must accord with Haringey and London Plan standards. Currently, there are no floor plans of the proposed units and therefore this aspect cannot be formally commented on. The development will also need to consider air quality conditions in the locality as part of the design process.
10. Sustainability - The site has been identified as being in an area with potential for being part of a decentralised energy network. This may be as a decentralised energy hub, as a customer, or requiring part of the site to provide an easement for the network.

The applicant is preparing a comprehensive statement to accompany the proposal exploring the feasibility of all potential sustainability measures.

**Aerial View from South**



**Aerial View from West**



**High Road View from South**



Dial House View





