

Pre-application briefing to Committee

1. DETAILS OF THE DEVELOPMENT

Reference No: PPA/2017/0010

Ward: Tottenham Hale

Address: Strategic Development Partnership (SDP) Sites (Welbourne North Island, Ferry Island, Ashley Road East and Ashley Road West), Tottenham Hale

This report pertains to a pre-application presentation to Members by the applicant. The report is for information only.

Proposal: Demolition works and clearance of existing site to provide a mixed-use development comprising 6 buildings up to 38 storeys in height, which together with pavilion and basement accommodation will provide up to 104,053m² of floorspace (GIA), comprising residential (Use Class C3) (up to 1,036 units), retail (Use Class A1-A4), health centre (Use Class D1), office (Use Class B1), leisure (Use Class D2) parking and servicing areas, hard and soft landscaping (including the provision of a new public square), highways works, creation of new vehicular accesses and the realignment of Station Road, decentralised energy network works and other associated works.

Applicant: TH Ferry Island Limited Partnership (Agent)

Agent: Quod

Ownership: Private/Council/Homes for Haringey

Case Officer Contact: James Hughes

2. BACKGROUND

- 2.1. The proposed development is being reported to Planning Sub Committee to enable members to view it prior to formal submission. Any comments made are of a provisional nature only and will not prejudice the final outcome of any planning application submitted for formal determination. It is anticipated that the proposal will be presented to the Planning Sub-Committee later in 2018. The applicant is engaged in pre-application discussions.
- 2.2. The Council entered into a Strategic Development Partnership (SDP) with Argent Related in 2016, bringing together key sites central to Haringey's ambitions for a new District Centre at Tottenham Hale. Alongside new mixed-tenure homes, the partnership envisages new shops, cafes, restaurants, community facilities and improved green spaces. The SDP is a cornerstone of the wider regeneration of Tottenham Hale.

3. SITE AND SURROUNDS

- 3.1. At present, Tottenham Hale is fragmented and dominated by traffic but does benefit from a key public transport interchange and good quality public transportation links. The River Lee runs to the east of the SDP sites within the Lea Valley Regional Park. Down Lane Park lies to the north.
- 3.2. The SDP sites are predominantly characterised by a mixture of industrial uses and a retail park. A map of the SDP sites is **Appendix 1**. Each existing site is described below.

3.2.1. *Welbourne Centre*

This is the westernmost of the five plots, and is bounded by Monument Way to the south, Fairbanks Road to the west, Chesnut Road to the north and Park View Road to the East. The plot is currently vacant but formally contained a community centre.

3.2.2. *Ashley Road West*

This plot is west of Ashely Road and north of Hale Road. It is currently occupied by a petrol filling station and a retail shop. The plot is bound by hardstanding associated with a light industrial yard to the north.

3.2.3. *Ashley Road East*

The plot is situated to the east of Ashley Road West separated by Ashley Road. The plot contains Stratford College, which is a three storey building fronting Hale Road and also contains other meanwhile street food and bar uses (Styx) to the rear. Ashley Road East is bound by a light industrial estate to the north.

3.2.4. *Ferry Island*

This is the southernmost plot and is bound by Ferry Lane/The Hale to the south, Station Road to the north and west and Tottenham Hale Bus Station to the east. Ferry Island is currently occupied by Ferry Island Retail Park, which includes KFC and Pizza Hut and the former Maplin store, and associated car parking.

3.2.5. *North Island*

This plot is currently occupied by a vacant public house and car wash yard. The plot also incorporates a section of Station Road and associated public highway in the south. The plot is located to the north-west of the Ferry

Island. The North Island is bound by two retail units to the north, a hotel to the east, Station Road to the south and The Hale to the west.

- 3.3. The plots are not located within or adjacent to any Conservation Areas and do not contain any statutory or locally listed buildings. The western end of Ferry Island and the western edge of North Island lie within an Archaeological Priority Area (APA).
- 3.4. The SDP sites cover several allocations in the Tottenham Area Action Plan (TH2, TH4, TH5 and TH10). Tottenham Hale is also a Housing Zone and identified as an area for accelerated housing delivery. A locally protected linear view from Quernmore Road crosses the southern part of the site.

SUMMARY OF SITE ALLOCATIONS

4. PROPOSED DEVELOPMENT

- 4.1. The applicant proposes a comprehensive mixed use redevelopment of the SDP sites. Images of the pre-application proposals are contained in Appendix 2. The applicant intends to seek full planning permission for:
 - Demolition of existing buildings and structures;
 - Six new buildings with heights ranging from 4 to 38 storeys.
 - 1036 new residential units, including 25% affordable housing (shared ownership)
 - Up to 7,045m² Gross Internal Area (GIA) of non-residential uses including retail, office, leisure and health centre uses (Use Classes A1-A4, B1 and D1/D2);
 - Three new main public spaces and a 'pavilion' building
 - Improved permanent public realm and hard and soft landscaping
 - Car parking, servicing areas and cycle parking spaces;
 - A basement cinema option (depending on commercial outcomes)
- 4.2. A summary of the development proposed for each plot is below.

Welbourne Centre

- 16 storey building with two lower 'wings' of 7 and 6 storeys, and row of duplexes 4 storeys in height, set around an internal courtyard.
- 137 residential units (54 market and 83 shared ownership)
- 1,643 m² GIA - new health centre
- 267 m² GIA flexible commercial space (Use Class A1-A4/B)

Ashley Road West

- L-shaped block of 15 storeys, stepping down to 5 storeys along Hale Road with an interior courtyard to the rear.
- 98 residential units (70 market and 28 shared ownership)
- 522m² GIA flexible commercial space (Use Class A1-A4/B)

Ashley Road East

- Part 19 storey, part 13 storey and part 5 storey building, and podium amenity space.
- 183 residential units (all market)
- Two flexible commercial spaces (Use Class A1-A4/B - 551 m² GIA and Use Class A1-A4/D - 519 m² GIA) as well as dedicated office space of 831 m² GIA.

North Island

- 19 storey building
- 136 Residential Units (all shared ownership)
- 448m² GIA flexible commercial use (Use Class A1-A4/D)

Ferry Island

- Two buildings:
 - Building 1 - a part 38 storey and part 20 storey building, with a connecting 7 storey element. 375 units (all market)
 - Building 2 - a part 14 storey and part 7 storey building. 107 units (all market).
- Flexible commercial space (A1-A4/B - 888m² and A1-A4/D) 1,375m².
- New public amenity spaces including a public square (provided at ground level) and a pavilion.
- Communal residential amenity spaces at the upper levels of proposed buildings.

5. PLANNING HISTORY

5.1. Strategic Development Partnership (SDP) Sites:

- **HGY/2018/0268** - Request for Scoping Opinion - Town and Country Planning (Environmental Impact Assessment) Regulations 2017 – Welbourne, North Island, Ferry Island, Ashley Road East and Ashley Road West. Granted – Scope of EIA Acceptable 15.03.2018

- **HGY/2018/3649** - Reconfiguration of Tottenham Hale Bus Station to provide a new access onto Watermead Way, removal and replacement of fences, bus shelters and external lighting and other associated works. Granted 02.05.2018

5.2. A map of recently approved development in Tottenham Hale and summary of key planning applications is contained in Appendix 3.

6. CONSULTATION

6.1. Internal/external consultation:

6.2. This scheme is currently at pre-application stage and therefore no formal consultation has been undertaken.

6.3. The applicant has undertaken extensive non-statutory public consultation during the pre-application process. A summary of the engagement is below:

- Late 2017 - Introductions to the local community, key stakeholders and local groups. Events at two venues. First newsletter issued.
- Early 2018 - Further meetings with local ward councillors and other key stakeholders, workshops with local residents, school children and retailers/businesses. Launch of second phase of consultation with second public exhibition.
- Early/Mid 2018 - Pop-up events outside Tottenham Hale Station, separate workshop with ADA National College for Digital Skills. Meetings with Ferry Lane Residents' Association, Dowsett Estate Residents' Association and Chesnut Residents' Association. SDP Development Management Forum.

6.4. Development Management (DM) Forum

6.5. Proposals for the Welbourne site were presented at DM Forum in December 2017. A DM Forum for all the SDP sites (including revised proposals for Welbourne) was held on 20th June 2018. A note of the issues raised at 20th June 2018 DM Forum is Appendix 4.

6.6. Quality Review Panel

6.7. The applicant has engaged extensively with the Quality Review Panel (QRP) during the pre-application process. The QRP has reviewed various parts of scheme on 5 occasions. The QRP reviews included:

- 14 June 2017 - Welbourne
- 6th November 2017 - SDP Masterplan and Island Sites

- 14 February 2018 - Ashley Road East and West
- 28 March 2018 – Welbourne
- 17 April 2018 - Island Sites, Pavilion, Ashley Road East/West

6.8. The QRP's has expressed strong support for the principle of the SDP proposals and broad support for the scale and form of the emerging designs of individual plots. The QRP has noted certain areas where there is room for refinement to layouts and detailed designs. Officers will continue to work with the applicant and QRP at application stage.

6.9. *Greater London Authority (GLA)*

6.10. The applicant has engaged GLA Officers in pre-application discussions. Haringey Officers understand the GLA to be broadly supportive of the scheme in principle subject to affordable housing discussions and detailed design considerations. The scheme will require referral to the Mayor at application stage.

6 MATERIAL PLANNING CONSIDERATIONS

6.1 *Principle of the Development*

6.2 The London Plan, Haringey's Strategic Policies and the Tottenham Area Action Plan (AAP) promote the positive regeneration of Tottenham Hale. A comprehensive master planned development is required to meet the Council's overarching strategic objectives including:

- a) Substantially improved public realm that unifies the streets and spaces around the former gyratory, improves access to Tottenham Hale Station, and prioritises pedestrian and cyclist circulation and safety;
- b) A new urban form – consistent with the area's status and accessibility;
- c) Attractive and functional public spaces located around the gyratory;
- d) Incorporation of permeable surfaces, green space and trees.

6.3 A new district Centre for Tottenham Hale is envisaged by the AAP to provide a range of retail, leisure or community facilities alongside a significant quantum of residential housing that maximises pre-existing public transport connections and links to the open spaces and waterways of the Lea Valley.

6.3.1 The re-development of Tottenham Hale also presents the opportunity for tall buildings to provide a land-marking role for the district centre, as well as identifying the locations of the bus and railway station.

6.3.2 The applicant's proposals for the SDP sites contribute to the Council's in principle objectives to regenerate Tottenham Hale, deliver a new urban form, improve the public realm and deliver new commercial and intuitional spaces.

6.3.3 Officers also acknowledge the scale of development proposed will provide a significant number of new homes that will assist in meeting Haringey's housing need. However, this quantum of development will need to be robustly supported by exceptional urban design.

6.3.4 Subject to a detailed and rigorous assessment of site-specific planning issues, the redevelopment of the SDP sites is acceptable in principle.

6.4 *Design and Appearance*

6.4.1 The London Plan and the Local Plan both require exceptional quality of design for buildings and the spaces they create. The Tottenham Hale area is highly constrained, and a Master Planned approach is required to demonstrate that any proposal will accord with the Council's wider policy objectives for Tottenham Hale.

6.4.2 The applicant has sought variation across the sites with a diverse project team - this includes six separate architects and the architectural concept for each building and public space is unique.

6.4.3 The emerging buildings have been refined during pre-application discussions and the applicant has presented a master plan concept that demonstrates the mixed use proposals will integrate with existing and emerging development. Further refinement of the visual appearance of the buildings will emerge as the scheme progresses to application phase.

6.4.4 The applicant's proposed new public spaces - including a new public square west of the Tottenham Hale Bus Station that incorporates a pavilion - are supported however greater detail is required to ensure a high level of public access and quality.

6.4.5 Officers will continue to work with the applicant and the Quality Review Panel to ensure the design of the development delivers overarching policy aims and provides a cohesive building group that mitigates any visual, functional and environmental impacts.

6.4.6 A full townscape assessment, including verified views of the development, will accompany a future planning application.

6.5 *Unit Quality and Mix*

6.5.1 All residential units are proposed to meet London Plan space standards. The applicant has designed the amenity spaces in response to site constraints, including proximity to the Tottenham Hale Bus Station and busy roads. Where there are units proposed that do not incorporate private external amenity spaces, communal rooftop amenity space and oversize unit floorplans are proposed.

6.5.2 The number of residential units per core across the six buildings is generally acceptable, although refinement of the design may be required for particular buildings.

6.5.3 The applicant proposes the following unit mix across 6 buildings:

Studio	1-Bedroom	2-Bedroom	3-Bedroom	Total
76	432	453	75	1036
7.3%	41.6%	43.7%	7.3%	100%

6.5.4 The applicant's approach is broadly in line with policy and Haringey's Housing Strategy, which targets housing provision for smaller households in accessible settings and prioritises higher densities in areas with good public transport accessibility.

6.5.5 The scheme contains 65% single aspect units, however there are no directly north-facing single aspects units proposed.

6.5.6 The applicant will provide a full assessment of the expected child population generated by the scheme and child play space need at application stage. The applicant's preliminary assessment indicates the requirement will be met as follows:

- Under 5 - on site provision
- 5 -11 - predominantly on site provision
- 11+ - off site provision

6.5.7 The applicant is in discussion with officers regarding S106 contribution to address any short fall, and further detail will be provided as the application progresses.

6.6 *Affordable Housing*

6.6.1 The sites are located within the Tottenham Hale Housing Zone. The Housing Zone programme is designed to encourage developers, boroughs and other key partners to consider innovative and flexible approaches to accelerate sustainable development and increase housing delivery.

6.6.2 Through early discussions on the Housing Zone, it was recognised that a pragmatic approach was needed to ensure that an improved mix of housing types and tenures could be delivered alongside significant requirements for infrastructure investment. Policy AAP3 of the Tottenham AAP therefore specifically commits the Council to a 'Portfolio Approach to Sites' in Tottenham Hale.

- 6.6.3 This approach ensures that different sites may contribute a higher or lower proportion of affordable housing of a particular tenure, in line with an overall Zone-wide target of policy compliance (40%). Contributions will depend on individual site's characteristics and viability, and the Council's ability to capture and re-allocate value from one site to another, as is the case with the SDP. Latest estimates are that this process will achieve 42% affordable housing overall, against a very low pre-Housing Zone estimated baseline of 7%.
- 6.6.4 The applicant proposes 25% affordable housing (by habitable room) comprised of 100% shared ownership units. However, this percentage should read in the context of the contribution that SDP Land Receipts are able to make against other sites in Tottenham Hale.
- 6.6.5 A portion of these receipts have already been allocated to convert 113 units from market to affordable homes at the Ashley Road South site, and latest estimates of contributions indicate that another 133 units could be paid for elsewhere in the Housing Zone area. This in turn enables efficient delivery of proportionately more affordable homes than might otherwise be secured by Haringey. These receipts would be unavailable in an absence of a strategic partnership with the applicant.
- 6.6.6 The shared ownership units are targeted to be delivered on three sites - Welbourn (83 Units), Ashley Road West (28 Units) and the North Island – Building 3 (136 Units). This yields 247 shared ownership units across the SDP sites.
- 6.6.7 Officers are working with the applicant regarding viability testing of this position. The Council has contacted BNP Paribas to undertake a third party assessment of the applicant's forthcoming viability appraisal. This testing will ensure the developer's contribution represents that maximum amount of affordable housing that may be delivered in the context of the Housing Zone approach, while balancing infrastructure and other S106 obligations.
- 6.1.6 Further details around shared ownership eligibility and affordability criteria, along with viability outcomes, will be will be provided at application stage.
- 6.7 *Transportation and Parking*
- 6.7.1 The applicant proposes 33 car parking spaces (which equates to 3% parking per unit across the five sites). All of the parking provided is proposed to be for disabled persons, otherwise the scheme is car-free. This approach is broadly in line with the draft London Plan.
- 6.7.2 The proposed on-site car parking provision by site is below:

Ferry Island	Ashley Road East	Ashley Road West	North Island	Welbourne	Total
3	11	8	0	10	33

6.7.3 The applicant will be required to submit a full Transportation Assessment (TA) which will set out detailed traffic modelling.

6.7.4 Each site will benefit from direct access to an on-street loading bay for servicing and waste requirements. Officers will continue to work with the applicant regarding waste and servicing issues in particular the proposed Welborne Health Centre.

6.7.5 Argent is undertaking works separate to this proposal to upgrade the Tottenham Hale Bus Station. These works were recently granted planning permission. The improved transport connectivity arising from the works will reduce average bus journey times to and from Tottenham Hale, benefiting current and future users and reduce the footprint of the station.

6.8 *Amenity of Adjoining Occupiers*

6.8.1 The Ashley Road and Ferry Island sites are comparatively removed from existing residential development, with the Welbourne site being closer to existing homes. Officers have worked with the applicant during pre-application discussions to refine the scale the Welbourne proposals, and the total quantum of residential development has been reduced during the pre-application process.

6.8.2 The applicant's preliminary assessment indicates that the overshadow impacts to adjoining residential occupiers would be limited and the proposed massing of the Welbourne development would protect the evening sunlight provision to the amenity area of the public house the north. Officers will continue to work with the applicant regarding amenity impacts, including overshadow impacts to Down Lane Park and adjoining homes.

6.8.3 The remaining sites are largely of an industrial character and direct impacts to residential amenity are anticipated to be limited. The residential terrace of Victorian homes west of the Ashley Road West site on Hale Road is allocated for redevelopment in the Tottenham Area Action Plan (AAP). The tallest building in the proposed cluster (at 38 storeys) will adjoin the Tottenham Hale Bus Station and the cluster itself is designed to form an interior space that will allow for a higher quality pedestrian realm and mitigate the amenity impacts to existing and future occupiers in the vicinity of Tottenham Hale Station.

6.8.4 A comprehensive daylight/sunlight assessment (including an assessment of the quality of provision for future occupiers of the six buildings), a wind and

microclimate assessment, and verified views of the buildings will be submitted with the planning application.

6.8.5 *Trees and Ecology*

6.8.6 There are no statutorily designated nature conservation areas on the sites. An Ecological Appraisal will be submitted with the planning application. If there is evidence of any significant habitats on site, mitigation measures will be required. There are a limited number of existing trees across the sites given the industrial character of the land, however redevelopment will require the removal of several existing trees on the Welbourne site. The applicant is currently proposing over 50 new trees across the sites and a comprehensive replanting program for Welbourne. The applicant will provide further detail at application phase and officers will work with the applicant to ensure landscaping proposals are of a high quality.

6.8.7 *Energy and Sustainability*

6.8.8 The London Plan requires all new homes to achieve zero carbon. Carbon offset contributions are expected to be required to meet this target, however this will be set out in detail at application stage. The applicant has committed connection to the Tottenham Hale District Energy Network (DEN), and has engaged with Council's Carbon Management Team and the Greater London Authority at pre-application stage. An energy statement addressing the London Plan energy hierarchy will be forthcoming.