

Hornsey Recycling Depot, High Street, Hornsey

in the London Borough of Haringey

planning application no. HGY/2014/1625

Strategic planning application stage 1 referral

Town & Country Planning Act 1990 (as amended); Greater London Authority Acts 1999 and 2007; Town & Country Planning (Mayor of London) Order 2008

The proposal

Demolition of existing structures and buildings and redevelopment of the site to provide a mixed-use development comprising approximately 3,250sqm (GIA) foodstore (A1 use) and 114 space surface level car parking for the foodstore; 432 residential units including affordable housing and ancillary residential gym, approximately 356sqm (GIA) unit on Hornsey High Street (flexible A1, A2 (including a temporary marketing suite), or D1 use); two live/work units fronting onto Cross Lane; together with private amenity space and new public realm, including publicly accessible routes through the site; an energy centre; 178 car parking spaces for the residential use (within a basement and undercroft); cycle parking; refuse storage; recycling centre in the foodstore car park; access; and other infrastructure work.

The applicant

The joint applicants are **St James Group Ltd** and **Sainsbury's Supermarkets Ltd**, and the architect is **GRID**.

Strategic issues

The **principle** of a residential-led mixed use development is supported in strategic terms; and matters relating to **housing choice, quality and density, affordable housing, urban design, heritage** and **inclusive access** are acceptable. Some further clarification and information is required on matters of **transport** and **energy** to ensure full compliance with the London Plan.

Recommendation

That Haringey Council be advised that the application broadly complies with the London Plan but that the issues set out in paragraph 50 of this report should be addressed before the scheme is referred back to the Mayor.

Context

1 On 23 June 2014 the Mayor of London received documents from Haringey Council notifying him of a planning application of potential strategic importance to develop the above site for the above uses. Under the provisions of The Town & Country Planning (Mayor of London) Order 2008 the Mayor must provide the Council with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. The Mayor may also provide other comments. This report sets out information for the Mayor's use in deciding what decision to make.

2 The application is referable under Categories 1A and 1B of the Schedule to the Order 2008:

Category 1A: *"Development which comprises or includes the provision of more than 150 houses, flats or houses and flats"*

Category 1B(c): *"Development (other than development which only comprises the provision of houses, flats, or houses and flats) 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."*

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

Site description

4 The 2.1 hectare site is located within the Haringey Heartlands/Wood Green Intensification Area, as identified by Policy 2.13 of the London Plan. It is located on the northern side of Hornsey High Street. Miles Road and Moselle Close form the northern boundary of the site, and Cross Lane and Myddleton Road define the eastern and western boundaries respectively. The nearest section of the Transport for London Road Network (TLRN) is Archway Road, 2.4 km to the east of the site. Green Lane, 1 km to the west is the nearest section of Strategic Road Network (SRN). The site exists within a predominantly urban setting.

5 The site is currently occupied by a household waste recycling centre (operating under temporary planning permission); a number of light/general industrial units (understood to be vacant); a former public baths building; and an area of hard-standing (some of which is partially reverting to scrubland). The recycling centre has a time-limited consent, which was first granted in 2005, and has been extended three times since. The recycling centre handles an annual throughput of approximately 3,900 tonnes of household waste, but acts solely as a local depository of waste and recyclables, with all materials collected and transported to processing/disposal facilities as part of arrangements under the North London Waste Authority's waste contract with London Waste Ltd.

6 The site is flanked by two conservation areas (Hornsey High Street to the south, and Hornsey Water Works and Filter Beds to the east). A portion of the southern part of the site (encompassing the former public baths building) falls within the Hornsey High Street Conservation Area, and also overlaps part of the local designation for Hornsey Local Shopping Centre. A culverted section of the Moselle Brook runs diagonally, from north to west, across the northernmost third of the site.

7 The site is served by Hornsey railway station located 300m to the south-east and Turnpike Lane Underground station on the Piccadilly Line located 1 km to the east. Bus stops are located on Hornsey High Street and on both sides of the Myddleton Road junction. The public transport accessibility level (PTAL) for this site is 3 (moderate).

Details of the proposal

8 This application follows very closely behind a recent grant of planning permission for a very similar scheme. Haringey Council issued the planning permission for this scheme on 4 April 2014, and judicial review proceedings have commenced against this decision. The current application differs slightly from the previous application in the following ways:

- Change in the mix of the affordable rented units: 12 x two beds and 6 x one beds have been replaced with 12 x three bed units. As a result, the mix of units has altered and the overall number of units has decreased from 438 to 432.
- The energy strategy has been revised to meet the Mayor's new standards (July 2014), including an improved building fabric for higher energy performance and incorporation of 1,666 square metres of PV panels on the buildings roofs.
- An additional computer generated image wireline view from Hornsey High Street towards Alexandra Palace, has been included in the Townscape Visual Impact Assessment.
- Alterations have been made to supporting documents including the Heritage Assessment, the Design and Access Statement, the Environmental Statement (ES) and the Floor Risk Assessment (contained within the ES) to reflect the updated proposals and to incorporate information requested by the Environment Agency.

9 In summary, the proposal is for the demolition of the existing buildings and redevelopment to provide a mixed use development comprising a foodstore of approximately 3,250 sq.m (net retail 2100 sqm); a flexible use unit (A1, A2 or D1 including temporary marketing suite) fronting Hornsey High Street of approximately 356 sq.m; 432 residential units (162 affordable units); two live/work units fronting Cross Lane; an energy centre; 178 car parking spaces for residential use (110 within a basement and 68 undercroft) and 114 space surface level car park for the foodstore.

10 Private and communal amenity space is proposed by way of balconies and roof gardens with children's playspace and a communal gym for residents; new public realm with new pedestrian links running east-west and north-south through the site; 453 resident and 22 visitor cycle parking spaces, refuse storage and customer recycling centre in the foodstore car park.

11 Vehicular access to the foodstore for customers and deliveries will be from Hornsey High Street via a new signalised junction. Vehicular access to residents car parking will be from New River Avenue and Miles Road

12 Building heights vary between three and eight stories, with the taller elements of the scheme being located in the central part of the site.

Case history

13 The site currently benefits from a temporary planning permission for use as a recycling and re-use depot for household waste, originally granted in 2005 and renewed a number of times since. The site has been a council depot since the 1980's although parts of the site were also granted various permissions for commercial workshops and storage etc.

14 Whilst never implemented and now expired, planning permission was previously granted in 2000 for a mixed use development of a much wider site including Hornsey Depot for, comprising a Sainsbury's foodstore, 162 residential units, car parking and open space.

15 Planning permission was also granted in 2012 for the land at Haringey Heartlands north-east of the site between Hornsey Park Road, Mayes Road, Clarendon Road and the Kings Cross/East Coast Mainline for a development comprising; between 950 and 1080 residential units,

460-700 sqm of office use, 370-700 sqm of A3 use, 325-550 sqm of D1/D2 use, landscaping, open space, energy centre, access and 251 parking spaces. This was referred to the Mayor and he supported it (ref: PDU/0130).

16 Two pre-application meetings were held on 5 March and 6 September 2013 and advice reports from those meetings were issued on 18 March and 20 September respectively.

17 As noted in paragraph eight above, planning permission was granted earlier this year for a very similar scheme. This application was referred to the Mayor at consultation stage (report reference D&P/3126/01), who broadly supported the development in principle, subject to minor revisions or more information on matters of waste displacement, design, residential mix, affordable housing, inclusive access, energy and transport. Following Haringey planning committee's resolution to grant planning permission, the application was referred back to the Mayor for final decision, who concluded that the issues raised at stage one had been addressed, and subsequently advised the Council that he was content for them to determine the case itself (report reference D&P/3126/02).

18 The difference between the two schemes is outlined in paragraph eight. Given the relatively minor nature of the changes and the overall reduction in unit numbers, it is not considered necessary to revisit all of the strategic issues dealt with under the previous report, as only a period of three months has elapsed since the grant of planning permission. The GLA's position on matters of land use principles, urban design, inclusive access, children's playspace, density and flood risk therefore, is unchanged and the assessments made in both the consultation report and stage two reports on these issues still apply.

Strategic planning issues and relevant policies and guidance

19 In light of the background to this case outlined above and the strategic issues outlined above that have already been assessed, the relevant issues and corresponding policies raised by this application are as follows:

- Housing *London Plan; Housing SPG; Housing Strategy; Draft Revised Housing Strategy.*
- Affordable housing *London Plan; Housing SPG, Housing Strategy; Draft Revised Housing Strategy.*
- Heritage *London Plan.*
- Sustainable development *London Plan; Sustainable Design and Construction SPG; Mayor's Climate Change Adaptation Strategy; Mayor's Climate Change and Energy Strategy; Mayor's Water Strategy;*
- Transport and parking *London Plan; the Mayor's Transport Strategy*

20 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 2013 Haringey Local Plan (Core Strategy); the 'saved policies' of the 2006 Haringey Unitary Development Plan, and the 2011 London Plan with 2013 Alterations.

21 The following are also relevant material considerations:

- The National Planning Policy Framework and Technical Guide to the National Planning Policy Framework
- The draft North London Waste Plan (Launch Consultation, June 2013);
- The Haringey Site Allocations DPD (Consultation Stage); and
- The Haringey Heartlands Development Framework SPD (adopted April 2005).

Housing

22 The scheme includes the provision of 432 residential units, which equates to 43% of the indicative residential capacity of the Haringey Heartlands Intensification Area (as identified by London Plan Policy 2.13 and Table A1.2). This is strongly supported by GLA officers. The table below sets out the proposed housing schedule:

Unit type	Social rented	Shared ownership	Total	%
Studio	0	0	12	2.7
One bedroom	5	32	135	31.3
Two bedroom	26	62	258	59.7
Three + bedroom	27	0	27	6.3
Totals	68	94	432	100

Table 1: Housing mix

Affordable housing and tenure split

23 Based on the above housing schedule, the applicant is proposing 38% of affordable housing by unit numbers and 42% by habitable rooms, and states that the proposed scheme will incorporate the maximum reasonable amount of affordable housing within the development, in order to comply with London Plan Policies 3.11 and 3.12. A viability appraisal was submitted with the previous application which was independently verified by a consultant appointed by the Council. The consultant concluded that the affordable housing offer at that time (the same as now proposed), the mix of units and tenure split was the best possible offer to maximum the quantum of affordable housing, and GLA officers agreed with that position.

24 The tenure split proposed is 42% social rent and 58% shared ownership by unit number or 48:52 by habitable room, which is broadly similar to the recent permission with a slightly greater preference towards shared ownership (previously 45:55 by unit number or 50:50 by habitable room). The mix of social rented units now includes 12 three bed units instead of 12 one bed and 6 two bed units, and a total of 27 family sized units (compared with 15 previously). This is welcomed as it meets the strategic need for affordable accommodation for families in London whilst also retaining the overall percentage of affordable units.

25 The overall quantum of affordable housing proposed is the same as that secured in the recent permission, albeit with a greater portion of family units). This proportion was independently verified as being the maximum reasonable amount in accordance with London Plan Policy. As the offer is broadly the same, with an improved mix of family units, and given the short length of time that has elapsed since the viability appraisal was verified, GLA officers do not require the applicant to submit a further viability appraisal as the inputs and assumptions will be broadly the same.

26 Provided the affordable units are delivered as phase one of the development (ahead of both the foodstore and the market units), as proposed in the previous scheme, GLA officers do not require a financial review mechanism to be included in the S106 agreement. The phasing should however be secured by the Council.

Housing Choice

27 London Plan policy 3.11 accords priority to family housing in residential development. In addition, London Plan Policy 3.8 and the Mayor's Housing SPG promote housing choice and seek a balanced mix of unit sizes in new developments.

28 The scheme includes an improved proportion of family sized units, with a total of 27 units or 6.3% of the total. All of these will be provided as social rent, which is supported.

Heritage

29 The design of the proposed scheme is no different from the earlier scheme recently granted planning permission. The design has therefore been commented on extensively both at pre-application stage and in the earlier consultation and stage two reports. As a result of the amendments to the scheme, a revised Heritage Assessment has been submitted with the application, with additional evidence to justify the impact on nearby heritage assets including the three conservation areas affected, statutorily and locally listed buildings in the vicinity, and the registered Alexandra Park.

30 London Plan Policy 7.8 requires development proposals to identify, value, conserve, restore, re-use and incorporate heritage assets where appropriate. It also requires new development that affects the settings of heritage assets to conserve the significance of these assets by being sympathetic to their form, scale, materials and architectural detail.

31 A former public baths building dating from 1932 occupies part of the High Street frontage of the site, within the Hornsey High Street Conservation Area. The building is single storey and of a plain red brick construction with stone string courses, its only concession to ornament being the arched central entrance and the arms of the former Metropolitan Borough of Hornsey. The former public baths building is not statutorily or locally listed (nor is it considered to be of nationally listable quality), but nevertheless forms part of the fabric of the conservation area and is considered to make a modest contribution to its character, though this is primarily limited to the central entrance bay described above, and also its long-gone historical associations with the local community as a baths before its closure in 1970. This modest contribution is also diluted by the building's marked under-scaled nature, being a single storey structure in a predominantly three storey streetscape, thus creating an unsatisfactory gap in the sense of enclosure of the high street.

32 The traditional brick facing materials of the new development fronting the High Street within the conservation area and its vertical emphasis of fenestration, similar parapet heights to the adjacent historic buildings, sympathetic massing stepping up in height well behind the frontage block, and the creation of an active frontage replacing the dead frontage of the 1932 building, will conserve the character of the conservation area and the settings of the locally and nationally listed buildings on this stretch of Hornsey High Street. The break in the street frontage required by the vehicular entrance to the supermarket car park is recognised as not being an ideal scenario, but this is outweighed by the new three-storey development occupying the other half of this site which will improve the sense of definition and enclosure of this part of the High Street.

33 The development would result in the loss of the former baths building but given its lack of national or local listing and its unremarkable design (except for the central bay) it is considered this will be of a less than substantial harm by virtue of the benefits of the new development outlined above. The scheme proposes to retain the decorative frontage elements of the building referred to above (the borough arms and arched doorway) and incorporate them into the scheme on the frontage of the sub-station. A heritage assessment has been carried out which concludes that the loss of the building will have little detrimental impact on the character of the conservation area and this is not disputed. Given the wider benefits of the development, including the development of a very large and derelict vacant site on the edge of the conservation area, GLA officers are satisfied that with the retention and incorporation of the two principle features on the central bay of the building, the overall loss of the building is outweighed by the benefits of the new development.

34 As stated above, the positioning of taller buildings in the centre of the site will ensure that the views of listed and locally buildings on the High Street will not be harmed. It is conceded that the existing glimpsed view of Alexandra Palace as one progresses down the high street will be lost, but this is only an incidental view and does not have any form of protection. There are also good views of the Palace from many other vantage points in the locality, and the loss of one glimpsed view will therefore have very little impact on the conservation area

35 It is however recommended that a condition is attached requiring the developers to erect a plaque beside the relocated portico and borough arms which interprets the significance of these features giving a short account of the history and description of the architecture of the former baths, and also the role they played in serving the community between 1921 and 1970. Without this information the relocated features will be meaningless to future generations.

Climate change adaptation

36 The applicant has broadly followed the energy hierarchy to reduce carbon dioxide (CO₂) emissions and submitted sufficient information. Whilst the proposals are broadly acceptable, some further information should be provided to the Council in order to verify the carbon savings claimed.

Energy efficiency standards

37 A range of passive design features and demand reduction measures are proposed to reduce the CO₂ emissions of the development. Both air permeability and heat loss parameters will be improved beyond the minimum backstop values required by building regulations. Other features include low energy lighting and ventilation systems. The demand for cooling will be minimised through passive design features including balconies.

38 The development is estimated to achieve a reduction of 18 tonnes per annum (2%) in regulated CO₂ emissions compared to a 2010 Building Regulations compliant development, from energy efficiency measures.

District heating

39 The applicant has identified that the Lea Valley Opportunity Area district heating network is within the vicinity of the development but it will not be available in time for the development's construction. The applicant has, however, provided a commitment to ensuring that the development is designed to allow future connection to a district heating network should one become available.

40 The applicant is proposing to install a site heat network supplied from a single energy centre in the basement, and the energy assessment confirms that all apartments and non-domestic building uses will be connected to it. A drawing showing the route of the heat network linking all

buildings on the site should be provided to the Council, together with a floor plan of the energy centre.

Combined heat and power (CHP)

41 The applicant is proposing to install a 154kWe 231kWth gas fired CHP unit as the lead heat source for the site heat network, which is sized to provide a proportion of the combined domestic hot water and space heating load. A feasibility assessment for the proposed CHP system has been provided, and a reduction in regulated CO₂ emissions of 217 tonnes per annum (26%) is envisaged through this part of the energy hierarchy.

Renewable energy technologies

42 The applicant has investigated the feasibility of a range of renewable energy technologies and is proposing to install 1666 sq.m (238kWp) of solar PV on the roof of the buildings. A floor plan showing the proposed installation has been provided.

43 The applicant is also proposing air source heat pumps (ASHPs) to provide heating to the staff areas in the food store. In order to demonstrate compliance with the energy hierarchy the use of CHP should be optimised before considering the use of renewables for heating. Further information should be provided to the Council on how the ASHPs proposed will not impact on the optimisation of the CHP system and on ensuring that the development is designed to connect to district heating in the future.

44 A reduction in regulated CO₂ emissions of 97 tonnes per annum (16%) will be achieved through this part of the energy hierarchy.

Overall CO₂ savings

45 A reduction of 331 tonnes of CO₂ per year in regulated emissions compared to a 2010 Building Regulations compliant development is expected, equivalent to an overall saving of 40%. This figure meets the target of Policy 5.2 of the London Plan, although the comments above should be addressed to the Council's satisfaction before full compliance with the policy can be verified.

Transport

46 Detailed comments on the current application were issued by TfL to Haringey Council on 15 July 2014. In particular, TfL needs to ensure that the current application reflects the same transport position achieved on transport issues when the previous application was determined. If the Council resolves to approve the application, TfL require the same conditions and section 106 transport mitigation measures to be secured. In these circumstances the application is not expected to raise any strategic transport issues.

Local planning authority's position

47 Haringey Council supported the earlier scheme and have sought the regeneration of this site for some time. The Council's position on the detail of the current scheme is unknown.

Legal considerations

48 Under the arrangements set out in Article 4 of the Town and Country Planning (Mayor of London) Order 2008 the Mayor is required to provide the local planning authority with a statement setting out whether he considers that the application complies with the London Plan, and his reasons for taking that view. Unless notified otherwise by the Mayor, the Council must consult the Mayor again under Article 5 of the Order if it subsequently resolves to make a draft decision on the application, in order that the Mayor may decide whether to allow the draft decision to proceed unchanged, or direct the Council under Article 6 of the Order to refuse the application, or issue a direction under Article 7 of the Order that he is to act as the local planning authority for the purpose of determining the application and any connected application. 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 statement and comments.

Financial considerations

49 There are no financial considerations at this stage.

Conclusion

50 London Plan policies on **principle of development (waste, employment, retail), affordable housing, housing mix, residential density, residential quality, children's play space, urban design, Blue Ribbon network, inclusive access, sustainable development and transport** are relevant to this application. As set out in paragraph 18, the GLA's position on matters of principle, design, inclusive access, density, residential quality, playspace, flooding, Blue Ribbon network and transport is set out in the previous consultation and stage two reports (reference D&P/3126/01 and 02). Matters relating to housing, affordable housing, housing mix and heritage have been reassessed in this report in light of the revisions to the scheme. The application complies with the relevant policies of the London Plan, as summarised below:

- **Principle of development:** The principle of a mixed use development comprising of a foodstore (A1), flexible A1/A2/D1 unit and 438 residential units can be accepted, provided the Western Road Depot site envisaged for the relocated waste provision is secured.
- **Affordable housing:** The affordable housing offer is acceptable. GLA officers do not require the applicant to submit a further viability appraisal as the results from the previous appraisal are still relevant, given the short period of time since it was conducted. Conditions and S106 obligations are required to secure the delivery and phasing of the affordable housing.
- **Residential mix:** The residential mix is varied, and includes an increased provision of family sized units which is supported.
- **Residential density:** Whilst the density is higher than the range indicated in the London Plan (Table 3.2), it would comply with that indicated in the Haringey Heartlands Development Framework SPD. The site is located in an Intensification Area, where higher densities are generally supported. The scheme is well designed, with a good layout and appropriate building heights and does not display any symptoms of overdevelopment.
- **Residential quality:** As noted in the previous stage two report, the residential quality of the scheme overall is broadly acceptable.
- **Children's play space:** The playspace provision and strategy is acceptable and in accordance with London Plan policy 3.6 and the Play and Informal Recreation SPG.

- **Urban design:** The design is supported in strategic terms. The layout and building heights knit together the high street frontage and regenerate a partly vacant town centre site that is suitable for the mix of uses proposed. The layout, architectural treatment and building heights are appropriate to the setting.
- **Heritage:** The impact of the development on heritage assets, including the conservation area, listed buildings and views of Alexandra Palace, have been fully assessed and is acceptable.
- **Inclusive access:** Supported subject to conditions as set out in the previous consultation and stage two reports.
- **Sustainable development:** The applicant has broadly followed the energy hierarchy to reduce carbon dioxide (CO₂) emissions and expects to achieve 40% savings. Some further information is required to verify the savings to comply with London Plan Policy 5.2.
- **Transport:** Provided the applicant clarifies detailed matters and the Council secures the same mitigation measures as outlined in the previous stage two report, there are no strategic issues relating to transport.

for further information, contact GLA Planning Unit (Development & Projects):

Colin Wilson, Senior Manager – Development & Projects

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

Justin Carr, Strategic Planning Manager (Development Decisions)

020 7983 4895 email: justin.carr@london.gov.uk

Natalie Gentry, Senior Strategic Planner

020 7983 5746 email: natalie.gentry@london.gov.uk
