GREATER**LONDON**AUTHORITY

planning report D&P/3341/01

25 February 2014

Tottenham Hale Station, Station Road, London, N17 9LR

in the London Borough of Haringey

planning application no. HGY/2013/2610

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

Works to extend the operational railway station at Tottenham Hale including; the creation of a new station entrance; enlarged station concourse; improved access and a new 'Access for All' bridge; extension of the existing footbridge to form a new station entrance from Hale Village; relocation of the station vent shaft and provision of a new station control facility; provision of retail units and associated works, and; the closure of the existing Ferry Lane subway.

The applicant

The applicant is **London Underground Ltd** and the architect is **Landolt + Brown.**

Strategic issues

The **principle** of the station redevelopment is strongly supported in strategic terms, as it will improve the **layout, connectivity** and access to, and within, the station. Whilst the **design** is also broadly supported, some further design development is encouraged together with further exploration on **step-free access** to Hale Village. The proposals are also strongly supported in **transport** terms, subject to some further information being provided.

Recommendation

That Haringey Council be advised that the application is strongly supported broadly complies with the London Plan but that the issues set out in paragraph 43 of this report should be addressed before the scheme is referred back to the Mayor.

Context

1 On 22 January 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 has until 4 March 2014 to 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 Category 2C.1(d) of the Schedule to the Order 2008:

"Development to provide - a railway station or a tram station."

3 Once Haringey Council has resolved to determine the application, it is required to refer it back to the Mayor for his decision as to whether to direct refusal; take it over for his own determination; or allow the Council to determine it itself.

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

Site description

5 The site is approximately 0.44 hectares in size and irregular in shape. It comprises Tottenham Hale Underground Station box and concourse, Tottenham Hale National Rail station entrance and platforms, some small scale retail/food and drink units to the north-east, bus, taxi and private vehicle interchange areas with some limited public realm. There is a station car park to the north of the site, operated by National Car Parks (NCP) that accommodates approximately 63 spaces.

6 The site is bound by the A1055 Watermead Way to the north and north-west, an unused railway corridor to the east, the A503 Ferry Lane to the south, and bus and taxi service facilities to the north-west (currently undergoing redevelopment).

7 Tottenham Hale is located to the east of the London Borough of Haringey and comprises a mix of residential, retail, warehousing and industrial uses. The area is currently dominated by high traffic flows with a fragmented urban fabric due to a major gyratory road system and public transport interchange. Both of these are undergoing major improvement work including converting the existing gyratory system back to two-way traffic operation to ease congestion and improve the urban realm, and the delivery of a new integrated bus station and Station Square, which will enable better interchange between public transport modes. These works are scheduled to be completed by December 2014.

8 A number of industrial areas surround the site to the west, north-west and south-west including Ferry Island Retail Park, Lee Valley Technopark and Tottenham Hale Retail Park. To the east of the railway are residential areas as well as some commercial, retail, community and leisure facilities with the Lee Valley Regional Park beyond. Residential developments are concentrated on High Cross Estate and the new Hale Village development, which when complete, will comprise a mix of uses including residential, commercial/retail, student accommodation, hotel, school and other leisure/community uses. The Ferry Lane housing estate is also located to the south-east of the site, comprising predominantly 2-3 storeys flats and terraced dwellings.

9 The site is highly accessible, with a public transport accessibility level (PTAL) of 6a, on a scale of 1a to 6b. The station is served by the London Underground Victoria line which runs between Walthamstow to the east and Brixton to the south. It is also served by national rail services to the City, Stratford and Stansted Airport, as well as stations throughout the Upper Lee Valley and Hertfordshire. Funding is in place to upgrade main line service to include two new tracks and platforms at Tottenham Hale by 2019. There are also a number of bus routes on the surrounding road network with routes towards Enfield, Ilford, Wood Green and Archway.

Details of the proposal

10 The application is submitted in full and proposes a number of works to alter and extend the operational railway station at Tottenham Hale, including: the creation of a new entrance; enlarged

concourse; improved access and a new 'Access for All' bridge; extension to the existing footbridge and creation of a new station entrance from Hale Village; relocation of a vent shaft and provision of a new station control facility, and; provision of new retail units and other associated works. The proposals would also involve the closure of the existing Ferry Lane pedestrian subway.

11 The works will create a new landmark entrance to the station. They will also increase and improve the capacity of the station concourse and interchange by relocating gate lines and doubling the size of the current ticket hall. Access will be improved through the delivery of the new Access for All (AfA) bridge to all platforms (being delivered separately by Network Rail), and by extending the existing bridge to form a new station entrance from Hale Village.

12 The station's existing gross internal area is 1,514 sq.m (excluding sub-surface platforms). The total new gross internal area, including the new ancillary retail units, enlarged station concourse, Hale Village link and AfA bridge equates to 1,833 sqm.

13 The proposals link in and are compatible with the wider infrastructure enhancements at Tottenham Hale. These include: the construction of a new integrated bus station to the west of the station; the provision of two new platforms for the West Anglia mainline to the east of the current Network Rail tracks, and; the road works to remove the gyratory in favour of a two-lane traffic operation; all of which are outside the scope of this application. The integrated bus station will allow for clear and unhindered interchange between public transport modes. The new platforms will facilitate an increased service frequency and improve access to the station within the Lee Valley.

Strategic planning issues and relevant policies and guidance

14 The relevant issues and corresponding policies are as follows:

- Regeneration — *London Plan; Mayor's Economic Development Strategy*
- Economic development — *London Plan; Mayor's Economic Development Strategy*
- Urban design — *London Plan; Shaping Neighbourhoods: Character and Context Draft SPG*.
- Inclusive access — *London Plan; Accessible London: achieving an inclusive environment SPG; Planning and Access for Disabled People: a good practice guide (ODPM)*.
- Transport — *London Plan; the Mayor's Transport Strategy (2010)*.
- Crossrail — *London Plan; Mayoral Community Infrastructure Levy*

15 For the purposes of Section 38(6) of the Planning and Compulsory Purchase Act 2004, the development plan in force for the area are Haringey's Local Plan: Strategic Policies 2013-2026 (adopted March 2013), the 'saved policies' of Haringey's Unitary Development Plan (July 2006), and the 2011 London Plan with 2013 Alterations.

16 The following are also relevant material considerations:

- The National Planning Policy Framework and Technical Guide to the National Planning Policy Framework; and,
- Draft Further Alterations to the London Plan (January 2014)
- Haringey's Draft Development Management Development Plan Document (DPD) (May 2013 consultation draft)
- Upper Lee Valley Opportunity Area Planning Framework (OAPF) (adopted July 2013)
- Tottenham Hale Urban Centre Masterplan Supplementary Planning Document (SPD) (adopted October 2006)

Principle of development

17 Tottenham Hale falls within the southern part of the Upper Lee Valley Opportunity Area (London Plan Policy 2.13 and Map 2.4), identified as one of London's major growth areas where 15,000 new jobs and 20,100 new home are projected up to 2031. In the corresponding Opportunity Area Planning Framework (OAPF) Tottenham Hale alone is identified as a Key Growth Point with the capacity to deliver 5,000 new homes and 4,000 new jobs by 2031. Tottenham Hale is also identified as an Area of Regeneration in the London Plan (Policy 2.14, Map 2.5),

18 Within this context, Tottenham Hale station is an important transport hub at both a local and sub-regional level, and is identified in the Mayor's Transport Strategy as a Strategic Interchange. With the anticipated scale of growth outlined above and already being seen in the area, together with the new bus station, upgrades to the West Anglia mainline and possibility of Crossrail 2, increasing demands are being placed on the station to perform as a first class interchange.

19 In its current form, the station cannot fully support the regeneration objectives for Tottenham Hale. Its capacity is significantly constrained and improvements are required to reduce congestion levels and accommodate future growth and demand. The station building also performs poorly in terms of design, appearance and accessibility.

20 The proposals are strongly supported in strategic terms, and are consistent with the aims of London Plan Policies 6.1, 6.2 and 6.4 seeking to enhance strategic interchanges and London's transport connectivity and improve public transport capacity. The proposals will result in significant improvements to the station and the supporting infrastructure which is critical to accommodating the significant growth planned for the area. The scheme will increase the stations capacity by doubling the size of the ticket hall and relocating gate lines and overall improve the accessibility within the station and between platforms. The provision of the two retail units in this location is acceptable, as they will be ancillary to the primary function of the station, and provide small scale convenience shopping for commuters.

Urban design

Layout and connectivity

21 The proposal is an improved and rationalised layout to the existing station concourse, including new vertical connections to surface rail platforms and the extension of an existing Network Rail bridge to provide a pedestrian link through to Hale Village. The redevelopment of the station has been developed in tandem with the new bus station, which as a design approach, is strongly supported as it forms a much improved spatial configuration between the new ticket hall and public realm which links with the bus station and taxi rank.

22 The intention to provide a legible and simple box-like form to the ticket hall is welcomed as it brings clarity to an otherwise complex arrangement of spaces. Whilst it is acknowledged that the layout and configuration of the new ticket hall and vertical circulation elements is restricted by the location of existing platforms and level changes, the opportunity to include a secondary public entrance into the ticket hall from the north should be explored further to prevent a bottle-neck in pedestrian flow at the north-west corner of the block.

23 The extension of the Hale Village link bridge provides a clear through-route connecting the bus station with Hale Village. This is supported, although the form of the eastern end of the bridge should be carefully developed in order to ensure a high quality appearance and integrated relationship with the emerging public realm.

24 The proposals include the removal of the existing Ferry Lane pedestrian subway that connects the station with the south side of Ferry Lane. The design and access statement details the assessment that has been carried out of this route and the options available for its retention or removal. It is accepted that the subway currently provides a very poor pedestrian environment, with narrow, dark alleyways and sharp corners. The applicant has looked into usage of the subway, alternative pedestrian connections available and travel time impacts. The applicant has also explained the difficulty and implications of retaining the subway, considering matters such as cost, the arrangement of gate lines and overall concourse layout, pedestrian flow conflicts and potentially inhibiting a future third escalator serving the Victoria Line.

25 Taking all these matters into account, GLA officers agree with the applicant's assessment that the dis-benefit of removing the Ferry Lane subway is substantially outweighed by the significant overall improvements to the station which includes enhanced accessibility to and within the station and platforms.

Appearance

26 The north facing frontage of the new ticket hall block is shown as a blank elevation and would benefit from further design development to ensure that it does not become a dark and under used area, given that it is north facing and the ground floor cladding is shown as opaque-back painted glass panels. Whilst it is acknowledged that the area to the north of the proposed ticket hall is earmarked for residential led development in the future, in the meantime, opening up the northern edge of the commercial space would encourage pedestrian movement and activate the north frontage of the block. The spatial quality of this area would also be improved with the inclusion of a shelter and seating area serving the adjacent taxi rank. This should be designed in order to clearly relate to the form and proportions of the ticket hall block.

27 The appearance and materiality of the proposed ticket hall block is simple and refined, creating strong building lines to the north and west edges of the station with a legible and accessible main entrance area. The use of glass panels allows daylight to flood the ticket hall during the day and to be illuminated after dark while also allowing for ease of maintenance. The structural make-up of the building will also allow flexibility in terms of opening up the north elevation where feasible.

28 In conclusion, the proposal offers the potential to provide an improved configuration of the station concourse both in terms of pedestrian way-finding and improved connectivity.

Inclusive access

29 Extending the inclusive access concept to the neighbourhood level as well as the design of the landscaping and the public realm can help to ensure that the public realm, the parking areas, the routes to the site and links to adjacent public transport and local services and facilities are also designed to be accessible, safe and convenient for everyone, particularly disabled and older people.

30 The proposals will vastly improve accessibility, legibility and wayfinding through the station concourse and to all platforms, with step-free access where possible, and this is strongly supported. Lift access to all surface rail platforms will be provided via new fully-accessible lifts, and the blue badge car parking spaces and drop-off area to be retained close to the station. The scheme also includes fully accessible ticket counters and machines, and materiality that provides necessary visual contrast, lighting at key decision points (such as steps, ramps, handrails and junctions), to aid natural wayfinding; these features are all strongly supported.

31 The removal of the subway and proposed new surface crossing on Ferry Lane will improve accessibility for all pedestrians, especially wheelchair users and those with mobility issues.

32 Whilst in principle the inclusion of a new pedestrian link to Hale Village is supported, the proposals currently do not include a lift to provide step-free access. The applicant has confirmed their recognition of the importance of providing step-free access but at the current stage of design development, they have not been possible to design this to a sufficient level of detail. Network Rail is undertaking further design work to understand the engineering constraints associated with the upgrade of the West Anglia mainline, as this work directly impacts on the potential to provide a new lift structure, its location and associated costs. Until the outputs of this work are clear, TfL has identified a potentially feasible location based on current engineering assumptions, and if it is possible to deliver this, further detail will be provided at a later stage. GLA officers strongly encourage the applicant to secure step-free access within the Hale Village link, and detail of this provision or otherwise, should be provided before the application is referred back at stage two.

Transport for London

33 The scheme results in the closure of the Ferry Lane subway that currently links the station with the residential properties to the south in Jarrow Road. It is recognised however, that its retention would compromise the wider benefits that the proposed scheme delivers. A new link bridge to Hale Village and pedestrian crossings (part of the gyratory project) will provide alternative pedestrian routes, which is supported by TfL.

34 Further work has been undertaken on the cycle parking provision at the station interchange since the application was first submitted. The proposals show 45 cycle stands providing 90 cycle parking spaces accommodate existing and expected cycle parking demand, which is consistent with London Plan Policy 6.9 cycling and is therefore supported.

35 The proposals however, do not currently provide a direct line of sight to the new taxi rank for passengers exiting the station, which may result in operation issues for the station and the smooth interchange of passengers. This needs to be explored further through a wayfinding strategy which will need to be developed and agreed with TfL.

36 The application states that there would be minimal disruption caused during construction works. To that end, TfL require a construction logistics plan (CLP) to be submitted, which can be secured either through condition or part of a S106 agreement to satisfy London Plan Policy 6.14. Given the proximity to TfL/London Underground assets, it is essential that works are not carried out that compromise either the bus or the existing London Underground infrastructure. How the applicant proposes to deal with the following matters during construction works must therefore be agreed with TfL through the CLP: wayfinding strategy particularly for pedestrians and cyclists accessing the station, and; taxi and vehicle drop off arrangements. Other suggested conditions have been forwarded to the council addressing these issues.

37 TfL also require a delivery and servicing plan (DSP) to be secured by condition or S106 agreement dealing with the proposed retail units.

38 In accordance with London Plan policy 8.3 'Community Infrastructure Levy', the development is liable for a Mayoral CIL which, in Haringey, is charged at £35 per square metre.

Community Infrastructure Levy

39 In accordance with London Plan policy 8.3, the proposed development is liable for a Mayoral CIL which, within the London Borough of Haringey, is charged at £35 per square metre of gross internal area (GIA). Further details can be found at:
http://www.london.gov.uk/publication/mayoral-community-infrastructure-levy

Local planning authority's position

40 The applicant has engaged extensively Haringey Council, and also Network Nail and London Underground Ltd, who are all broadly supportive of the proposals. Haringey Council are due to present the application to the planning committee on 10 March 2014.

Legal considerations

41 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

42 There are no financial considerations at this stage.

Conclusion

43 London Plan policies on the **principle of development, urban design, inclusive access and transport** are relevant to this application. The application complies with the majority of these policies and is strongly supported but further information is needed in order to fully comply with the London Plan. The potential remedies to issues of non-compliance are set out below:

- **Principle of development**: The principle of the station redevelopment is strongly supported in order to enhance the strategic interchange to support the regeneration objectives for Tottenham Hale.
- **Urban design:** The design, layout and appearance of the scheme are supported as they will vastly improve connections, the visual quality of the area and the public realm around the station. Officers would however encourage the architect to explore the opportunity for a secondary public entrance from the north, develop further the design of the north-facing frontage of the ticket hall block, and open up the northern edge of the commercial space to encourage pedestrian movement and activate the north frontage of the block. The applicant is also encouraged to consider the inclusion of a shelter and seating area to serve the adjacent taxi rank
- **Inclusive access**: Overall the scheme responds well to the principles of inclusive design, although further detail is required on the potential for step-free access to be included within the Hale Village link.
- **Transport**: Whilst TfL is supportive of the application which meets the transport aspirations for the interchange at Tottenham Hale, there are a number of areas that the applicant needs to address for the proposals to be considered fully compliant with the London Plan as follows: construction logistics plan, including TfL infrastructure protection; delivery and servicing plan; wayfinding, and; CIL liability.

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