

**PLANNING CONSULTATION BY
LONDON BOROUGH OF HARINGEY**

LOCK KEEPERS COTTAGES, FERRY LANE, N17 9NE

**PLANNING APPLICATION FOR REDEVELOPMENT OF THE SITE
COMPRISING DEMOLITION OF EXISTING BUILDINGS AND ERECTION
OF A NEW BUILDING RANGING IN HEIGHT FROM 3 TO 6 STOREYS TO
ACCOMMODATE 13 RESIDENTIAL UNITS (USE CLASS C3),
EMPLOYMENT FLOORSFACE (USE CLASS B1A) AT UPPER GROUND
AND FIRST FLOOR LEVEL AND RETAIL / CAFÉ FLOORSFACE (USE
CLASS A1 / A3) AT LOWER GROUND FLOOR LEVEL, ALONG WITH
ASSOCIATED LANDSCAPING AND PUBLIC REALM IMPROVEMENTS,
CYCLE PARKING PROVISION, PLANT AND STORAGE AND OTHER
ASSOCIATED WORKS.**

Presented by Head of Planning

SUMMARY

This application seeks redevelopment of the two Lock Keepers Cottages situated on a narrow peninsula of land between Pymmes Brook and the River Lea Navigation, located within the Tottenham Hale area of the Regional Park. The surrounding environment has seen substantial change over the last few years with the delivery of major residential led developments at 'Hale Village' to the west of the application site and just to the east the Hale Wharf development; this has instigated a new character for Tottenham Hale, increasing both scale and density within the area.

The application proposes to replace the cottages with a residential-led mixed use development ranging in height from 3 to 6 storeys, with commercial space and a café on the ground floor. Whilst it is recognised that this application is seeking the redevelopment of an existing residential site, the report raises concerns about the landscape treatment of the site in relation to the Regional Park and the need for the required ecological surveys to be undertaken in order to fully assess the biodiversity impacts of the proposal. There is also a lack of clarity as to how land immediately north of the site will be treated. There is an opportunity to secure this as an area of public open space forming part of the towpath and to tie this into the new pedestrian bridge landing across from the Hale Village site.

These matters have been raised with the developer via the Case Officer at Haringey and it is understood that additional ecological surveys are underway and indicative details on landscaping and treatment of land north of the development are being drawn up. The landscaping scheme will form part of the discussions on planning obligations, together with wayfinding measures to acknowledge proximity of the entrance to Tottenham Marshes and contributions for the Paddock Community Nature Reserve. Consideration is also sought for contributions to be made towards open space and habitat enhancements within Tottenham Marshes to cater for the recreational needs of new residents and to mitigate for habitat loss and disturbance along the waterway as set out in Appendix C to this report.

RECOMMENDATIONS

- Members Approve:**
- (1) that the London Borough of Haringey be informed that whilst the Authority does not object to the principle of development proposed it has concerns about, and seeks further detail, in relation to:
 - a) landscape treatment of the development in relation to the Regional Park, namely Tottenham Marshes which lies on the opposite side of Pymmes Brook to the application site, and land to the north of the application site, contiguous with the towpath that could provide an additional area of public open space of benefit to Park visitors;
 - b) ecological value of the site and adjoining waterways; further detailed survey work is required in order to assess the application for biodiversity impacts, particularly in relation to protected species; this should be a material consideration in this case;
 - c) measures for habitat retention, enhancement, mitigation, and compensation, based on the findings of ecological surveys to be incorporated within the proposed development;
 - d) a lighting plan or strategy for the development both in operation and during the construction period, this should be informed by the ecological surveys and take particular account of the adjoining areas of the Regional Park and the habitats these contain.
 - (2) that the London Borough of Haringey be informed that the Authority would wish to see this detail provided prior to any grant of consent;

- (3) that should the London Borough of Haringey be minded to approve the planning application then efforts should be made to secure, via conditions or planning obligations:
- a) the area immediately north of the application site as an area of public open space forming part of the towpath and to implement a comprehensive landscape and access plan in association with the new footbridge landing;
 - b) wayfinding measures to identify access into Tottenham Marshes as part of the above wider landscaping scheme;
 - c) open space and habitat enhancements within Tottenham Marshes to cater for the recreational needs of new residents and mitigate for habitat loss and disturbance along the waterway as set out in Appendix C to this report.

DESCRIPTION OF SITE

- 1 The application site forms part of the Regional Park and lies within an area broadly known as Tottenham Hale, to the south east of Tottenham Marshes. It consists of a narrow peninsula of land set in between Pymmes Brook to the west and the River Lea Navigation to the east. Orientated north/south the site sits at a level lower than the A503 Ferry Lane which runs adjacent to its southern boundary. An existing ramped pedestrian route from Ferry Lane provides access to the site and the towpath system, which runs alongside the eastern boundary, and continues north eventually connecting with the main body of Tottenham Marshes at Stonebridge Lock. Further to the west lies the southern entrance point and access path into Tottenham Marshes itself.
- 2 The surrounding area has seen substantial change over the last few years. The Tottenham Hale Development (Hale Village) lies close on the western side of the application site, a large mixed use residential led development including 1,210 residential units, student accommodation, offices, hotel, and retail units, in buildings ranging from 1 to 18 storeys in height. Currently under construction just to the east of the site is the residential led Hale Wharf redevelopment with buildings of circa 16 to 21 storeys. These developments have instigated a new character for Tottenham Hale, increasing both scale and density within the area.
- 3 To the east of Hale Wharf is the Paddock Community Nature Park, accessible via Ferry Lane. This is designated as a Site of Importance for Nature Conservation (SINC) and is within the Green Belt. Beyond the Paddock, to the north-east and south-east of the application site, lie the Walthamstow Wetlands a designated Site of Special Scientific Interest (SSSI) also within the Green Belt. Please refer to the Plan at Appendix A to this report.
- 4 The site comprises two, semi-detached 1960s dwellings, of two-storeys with gardens, set back well into the site. The cottages are largely hidden from the main road by a small but mature tree belt and screened by further trees along

the western and southern boundaries. North of the application site the towpath is bounded by a line or hedge of mature trees. Immediately to the east and outside the application site boundary lies a hard surfaced area associated with the lock gates and the River Lea Navigation towpath, part of the Lee Valley Walk. Tottenham Hale Underground Station is located within a 280m walking distance from the site to the west.

POLICY BACKGROUND

- 5 Both national and local policy directs development to previously developed land thereby encouraging the effective use of land. The draft Intend to Publish London Plan (2019) places an emphasis on making the best use of land, particularly through prioritising the development of Opportunity Areas and brownfield land. Tottenham Hale is identified as a Growth Area within the Upper Lee Valley OAPF, and Policy SP1 (Managing Growth) of Haringey's Strategic Policies DPD states that the Council will promote development in Growth Areas (such as Tottenham Hale).
- 6 Within this Local Plan context, the application site forms part of the Tottenham Area Action Plan growth area and is within the Hale Wharf Site Allocation; TH9 which states that this area is suitable for comprehensive mixed use redevelopment (employment, residential and leisure) and that... *"the Lock Keepers Cottage to the east should be developed as part of a comprehensive proposal"*. It also states that *"the design of the new development will need to have regard to environmental, ecological interests in the locality, particularly relating to the water environment and habitat of the Lee Valley Regional Park."*
- 7 Haringey's Local Plan (2017) biodiversity policy SP13 states that all development should protect and improve sites of biodiversity and nature conservation, through its:
 - Contribution to wildlife and ecological habitats and, where possible, include green and brown roofs, rainwater harvesting, green walls, bird and bat nesting/roosting opportunities;
 - Protection, management and maintenance of existing trees and the planting of new trees where appropriate; and
 - Protection, enhancement and creation of Sites of Importance for Nature Conservation (SINCs) and Local Nature Reserves (LNRs)."
- 8 **Park Development Framework (PDF)**
The PDF adopted Area Proposals 3.A.4 address the Tottenham Marshes and Ferry Lane location including the application site and seek development compatible with the Park; for recreational or sporting facilities, accommodation and waterside visitor facilities, and to improve connections for pedestrians across and between open spaces and the various water courses. Biodiversity proposals seek to safeguard and enhance the watercourses that pass through the area as part of the ecological landscape and to improve wetland connectivity. Proposals also seek to protect the Paddock Nature Reserve as an Access to Nature site and to enhance its ecological values.
- 9 The site sits within the Landscape Strategy Character Area 'C2 Tottenham Marshes', part of the Urban Valley Floor with Marshlands character type. The focus within this area should be to maintain the valued qualities of the area, such as the sense of openness, the variety of the semi-natural space and the diversity of flora and fauna present, as well as improving integration (physical, functional and visual) with the surrounding areas.

DESCRIPTION OF DEVELOPMENT

- 10 The application proposes demolition of the existing cottages on site and development of a residential-led mixed use development. This will comprise a new building ranging in height from 3 to 6 storeys to accommodate 13 residential units on the upper levels, of which five are 1-bed, seven are 2-bed and one is a 3-bed dwelling. Employment floorspace is proposed at upper ground and first floor level and retail floorspace – including a café - is indicated at the lower ground floor level. The café has a spill-out onto a terrace space at the northern end, with connection to the waterway beyond. The Upper Ground Floor is the main access entrance from Ferry Lane with access to the residential and commercial components separated.
- 11 The applicant considers the proposed housing mix responds appropriately to the constraints of the site (at 0.0892 hectare) and the need to optimise brownfield sites in sustainable locations in close proximity to public transport. Viability work submitted in support of the application states that the site is not able to support any affordable housing. It is understood this is to be assessed by an independent expert appointed by the Council.
- 12 **Layout**
The tallest part of the scheme is approximately 25.7m (AOD) in height and the taller elements of the scheme are located towards the centre of the site where the topography is lower. According to the application's Design and Access Statement (DAS), the existing constraints of the site and the surrounding context and neighbouring buildings has influenced the building heights and the tiered profile of the upper levels, with raked facades acting as a screen for the private terraces from the neighbouring buildings. The DAS describes each level stepping down from a green rooftop, with generous amenity space as well as a band of planting to form a cascading green roof line. Please refer to the images included at Appendix B to this report.
- 13 **Materials**
Building materials are predominantly brick using three tones with two mortar colours and changing bonds to add texture and patterning into the façade. Windows are generous particularly at the lower level for commercial uses with some projecting bay windows above on the flanks. On the east frontage to the waterway there are more prominent windows, whilst on the west this is pared back. The north and south elevations are more heavily glazed and address the cascading terraces.
- 14 **Parking and access**
The proposals are to be car-free with a range of cycle parking, both for residents and commercial users, with extra provision for visitors including space for visitor cycles provided within the café spill out area. The site can be accessed from Ferry Lane and from Hale Village to the west and from the towpath. One of the new bridge crossings for pedestrians proposed as part of the Hale Wharf development will extend over Pymmes Brook onto land north (and just outside) the application site, linking Millmead Road and Hale Village with the towpath.
- 15 **Amenity/open space and Landscaping**
The proposals show an element of public realm space (c.49sqm) to the Ferry Lane entrance area. All units benefit from private amenity space and the DAS describes the provision of generous balconies for residential units, which total

an overall provision of 253.2sqm of private amenity space across the development, considered to be significantly in excess of the requisite standard.

16 The entrance plaza is proposed to include a series of planters with perennial and shrub planting, two small specimen trees and intensive green walls along the southern façade/elevation. Green walls on some other sections of the building's façade are also proposed. The café outdoor seating area to the north includes two large raised timber planters to frame the terrace space. The landscape drawings also show a potential new island garden situated on the central lock gate area to the east and areas of low vegetation and grass to the north of the building and café, but no detail is provided in the main body of the DAS.

17 **Ecology**

A Preliminary Ecological Appraisal (PEA) was carried out in October 2019. It considered that the on-site mature vegetation and buildings provide suitable habitat to support protected species, including roosting bats and breeding birds. They also form part of the wider ecological network of trees and hedgerows in the locality, providing wildlife corridors for mobile species to move through the urban landscape.

18 It found that the site offered potential to support breeding birds and roosting bats and recommended that a series of bat activity surveys are undertaken to establish if and how the site is being used by bats. It recommended a precautionary approach to site clearance and that development is implemented with respect to breeding birds, otter, badger, water vole and reptile, in order to minimise harm to these protected species groups. It also made recommendations for habitat enhancements, including incorporation of bird and bat boxes, control of INNS and compensatory planting e.g. tree and shrub planting. These matters have not been adequately addressed in the planning statement.

19 **Lighting**

No lighting strategy has been supplied but the applicant states that external lighting will be provided and main entrances will have key feature lighting.

20 **Flood risk**

The Applicant considers the site is located in an area at low risk of flooding despite the Environment Agency Flood Map for Planning showing the site as located in part within both Flood Zone 2 and 3. The accompanying FRA concludes that the Site will not be at significant risk of flooding, nor will it increase the risk of flooding elsewhere.

PLANNING APPRAISAL

21 **Principle of Development**

The application site is a developed or 'brownfield' site in residential use. As such the principle of redeveloping this site for a mix of residential and commercial uses is accepted. The proposed provision of a waterside café, adjacent to the towpath, if secured, provides a new leisure use on part of the site that is in accordance with PDF proposals and will be of benefit to Regional Park visitors.

22 Given the above, the main issues for the Authority are how the proposals relate to the adjoining areas of the Regional Park. In particular, its impact upon the

recreational and visual amenity of Tottenham Marshes, the towpath and the ecological value of the waterway corridor. Opportunities to enhance the Regional Park through planning obligation contributions also need consideration.

23 Recreational and Visual amenity

Developments at the adjoining Hale Village and adjacent Hale Wharf have significantly altered the scale and density of the built environment in the vicinity of the towpath and Tottenham Marshes. It is important that this latest proposal does not add to this but rather through its design and placement within the site assists in opening up access into the Park, providing a welcoming aspect for visitors both along the towpath and in relation to routes into Tottenham Marshes off from Ferry Lane.

24 Given the scale of the neighbouring developments, the visual impact of this building on the amenity of the nearby Tottenham Marshes entrance and towpath environment can be considered moderate. Its proximity will narrow the outlook and block views of the Navigation to some extent for those entering and leaving Tottenham Marshes from its southern entrance. Its position within the site hard up against the western boundary leaves little room for landscape adjacent to this elevation, although views will open out across the café terrace at the northern end.

25 The design of the building, with its tiered profile to the front and rear elevations combined with green terraces and sections of 'green walls' does however offer visual interest to the road frontage and helps to soften the impact of the building when viewed from along the waterway and towpath. The green roof is also a positive feature. The quality of materials, varied tone of the brickwork and window designs also provide an active frontage to the towpath on the eastern side with the position of the café helping to provide interest at ground floor that interacts with visitors using the towpath.

26 Unfortunately, the landscape and public realm details included do not provide much detail on the relationship between this proposal and the adjoining Regional Park. There is no space to provide for landscaping along the western boundary of the site and no recognition of the close proximity of the entrance for Tottenham Marshes, which lies on the opposite side of Pymmes Brook to the application site.

27 More detail on the treatment of the area immediately north of the café would be helpful. Although shown as outside the application boundary it is notated within the DAS as a grassed area of amenity open space. This would lie contiguous with the towpath and could provide an additional area of public open space of benefit to Park visitors using the towpath. Likewise the DAS shows a potential new 'Lock Island Garden' in the centre of the adjoining lock gates but it is not clear that this forms part of the landscape proposals.

28 One of the new pedestrian bridges proposed as part of the Hale Wharf development will extend over Pymmes Brook onto land north of the application site, linking Millmead Road with the towpath and thereby providing off road access to the towpath and the Regional Park. This is shown as an indicative route in the applicant's DAS but no explanation is given as to how this would be knitted into the landscape design for the grassed area and space north of the new building and café. These points have been raised with the applicant via the Case Officer at Haringey and an indicative landscape scheme is to be

submitted. The Case Officer has also confirmed that wayfinding in relation to the Regional Park and Tottenham Marshes will be included within this landscaping scheme. These sites are however outside the application site and in the ownership of the Canal & River Trust. Additional landscaping and access connections on this land would need to be secured via a planning obligation and management agreement.

29 Ecological Impacts

The application site sits within an important wildlife corridor formed by the waterways and associated waterside space of the Lea Navigation and Pymmes Brook. This wildlife corridor is recognised as a Site of Metropolitan Importance for Nature Conservation and links through the length of the Regional Park, acting as a foraging and commuting route for a range of species.

30 The recommendations of the PEA for a series of bat activity surveys to establish if and how the site (including the trees) is being used by bats and to inform specific mitigation and enhancement measures has not taken place. Bats are a protected species and Government advice is clear that the extent to which they could be affected by proposed development should be established before planning permission is granted, as this is a material consideration in making any decision. Use of planning conditions to secure ecological surveys after planning permission has been granted should only be applied in exceptional circumstances (British Standard BS42020:2013 and Circular 06/2005).

31 The PEA has also raised the need for precautionary approaches to other wildlife that may be using the waterways and waterside habitats and proposes measures for habitat retention and enhancement, including compensatory planting, none of which is included in the proposed scheme.

32 Mitigation as a result of survey work should inform a lighting strategy and scheme that is sensitive to bats and other wildlife, especially in relation to the waterway corridor and is linked with measures to tackle and reduce levels of light pollution generally across the site.

33 Officers raised these issues as a matter of concern at the pre-application stage, as the application should seek to resolve these issues from the outset to ensure a robust and sustainable development. Additional habitat enhancements were also suggested, for example floating reed beds along Pymmes Brook, although the viability of any proposed habitat would need to be proven, as there is concern that the height of the surrounding buildings will have a limiting effect on any growth. At the time of writing this report it is understood that further survey work and detail on landscaping/public realm is being undertaken, including additional bat surveys.

34 Section 106

The applicant has indicated a willingness to enter into discussions with Haringey Council in due course to discuss Section 106 contributions (para 7.7 of the Planning Statement). It is understood the Council are looking at a number of matters including contributions to affordable housing, employment initiatives, local walking and cycling improvements and energy networks. It is understood that £65k is being sought in contributions for works within the Paddock Community Nature Reserve, which lies within and will benefit the Park, and this is supported.

35 Although the development provides for private terraces and balconies it is likely

that informal recreational, play and sporting needs will be met by the adjacent open spaces within Tottenham Marshes. Contributions should therefore be sought towards open space and habitat enhancements within Tottenham Marshes to cater for the recreational needs of the new residents and to mitigate for habitat loss and disturbance along the waterway as set out in the indicative list attached as Appendix C to this report.

- 36 In addition, efforts should be made to secure via conditions or planning obligations, the area immediately north of the application site as an area of public open space forming part of the towpath and to implement a comprehensive landscape and wayfinding scheme in association with the new footbridge landing. This should incorporate additional tree and shrub planting to compensate for those removed to facilitate the works.

ENVIRONMENTAL IMPLICATIONS

- 37 These are addressed in the body of the report.

FINANCIAL IMPLICATIONS

- 38 There are no financial implications arising directly from the recommendations in this report.

LEGAL IMPLICATIONS

- 39 Planning applications referred to this Authority are submitted under the consultative arrangements of Section 14 (4-7) of the Lee Valley Regional Park Act 1966 (the Park Act). The Park Act requires a local planning authority to consult with the Authority on any planning application for development, whether within the designated area of the Park or not, which might affect any part of the Park.

- 40 The Park Act enables the Authority to make representations to the local planning authority which they shall take into account when determining the planning application.

RISK MANAGEMENT IMPLICATIONS

- 41 There are no risk management implications arising directly from the recommendations in this report.

EQUALITY IMPLICATIONS

- 42 There are no equality implications arising directly from the recommendations in this report.

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BACKGROUND REPORTS

Application Papers 20.041

April 2020

APPENDICES ATTACHED

Appendix A	Plan of the application site
Appendix B	Illustrative images of proposed development
Appendix C	Indicative Schedule of Section 106 Projects

LIST OF ABBREVIATIONS

DAS	Design and Access Statement
INNS	Invasive non-native species
PEA	Preliminary Ecological Assessment
PDF	Park Development Framework
the Park Act	Lee Valley Regional Park Act 1966
SINC	Site of Importance for Nature Conservation
SSSI	Site of Special Scientific Interest
LNR	Local Nature Reserve



Proposed new mixed use development: The Lock Keepers Cottage, Ferry Lane, Haringey, N17 9NE

NTS @ A4
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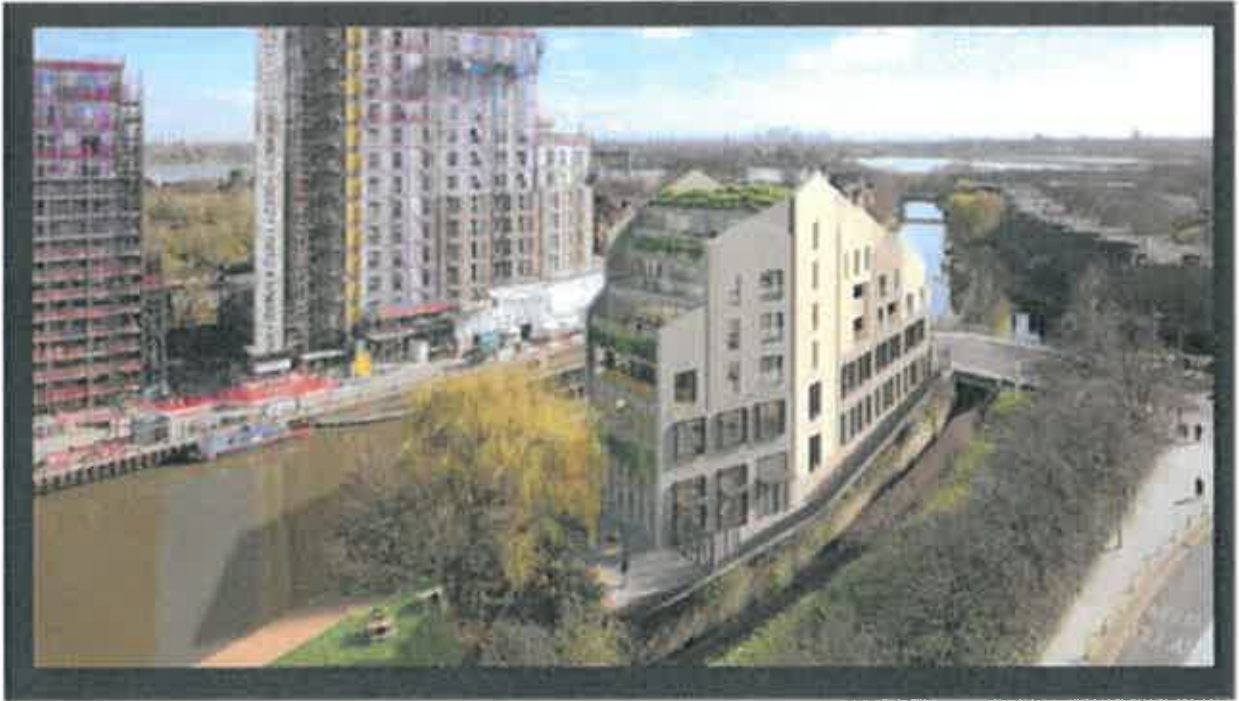
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Indicative images taken from Design and Access Statement

View looking south showing proposed development and buildings on Hale Wharf.



View from Ferry Lane looking at eastern elevation and towpath



Open space/habitat works Tottenham Marshes	Indicative costs
Bench replacements and contributions to sculpture trail.	£5k
Scarifying and seeding meadows	£3k
Habitat bunds	£3k
Swales	£3k

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