

REPORT FOR CONSIDERATION UNDER DELEGATED POWERS

Reference No: HGY/2014/0575

Ward: Tottenham Green

Date received: 27/02/2014

Last amended date: 07/04/2014

Drawing number of plans: 001-005, 011B, 012, 013, 014, 016, 017A, 018, 021, 022, 023, M000 and M1

Address: 231-243 High Road N15 5BT

Proposal: Restoration of the existing market and corner building bringing 2,150 sq. m of derelict space into A1, A2, A3 and B1 use, installation of bay windows to the front, dormer windows to the front and rear, reinstatement of chimneys, replacement of existing shop-fronts to the front of the market with new glazed facade, improvements to the public realm to the front of the market, new glazed rear doors added to the rear, new DDA compliant access to the first and second floor, reintroduction of internal light-wells from the first to ground floor and insulation of building to increase thermal efficiency

Existing Use: A1/A2/A3

Proposed Use: A1/A2/A3

Applicant: Wards Corner Community Coalition

Ownership: Public (TfL)

PLANNING DESIGNATIONS

Tube Lines
Conservation Area
Road Network: C Road

Officer contact: Jeffrey Holt

RECOMMENDATION

GRANT PERMISSION subject to conditions

SITE AND SURROUNDINGS

The subject site consists of the former Wards Department Store and an adjacent series of terrace buildings on the west side of Tottenham High Road, at the junction of Seven Sisters Road. The buildings contain an indoor market with a mix of retailers, businesses and cafes/restaurants. Most market operators are internal to the site however those

adjacent to the pavement have shopfronts onto High Road. The site is serviced from the rear by means of a service lane off Suffield Road.

The site is a Locally Listed Building of Merit and is in the Tottenham High Road / Seven Sisters / Page Green Conservation Area.

PLANNING HISTORY:

Planning Application History

HGY/2013/0208 - Display of 1 x hoarding sign, 6.516m in height and 19.360m in width - WITHDRAWN

HGY/2012/2015 - Display of 1 x non-illuminated hoarding sign - GRANTED

HGY/2012/0921 - Conservation area consent for demolition of existing buildings and erection of a mixed use development comprising class C3 residential, class A1/A2/A3/A4 uses, with access, parking and associated landscaping and public realm improvements – GRANTED

HGY/2012/0915 - Demolition of existing buildings and erection of a mixed use development comprising class C3 residential, class A1/A2/A3/A4 uses, with access, parking and associated landscaping and public realm improvements - GRANTED

HGY/2010/1103 - Conservation Area Consent for demolition of existing building – NOT DETERMINED

HGY/1998/1307 - Change of use of ground floor to (A3) restaurant use, erection of extract flue at rear of property - GRANTED

HGY/2008/0303 - Demolition of existing buildings and erection of mixed use development comprising Class C3 residential and Class A1/A2/A3/A4 with access, parking and associated landscaping and public realm improvements – REFUSED

HGY/2008/0177 - Erection of first floor rear extensions, alterations to rear elevation. Alterations to front elevation, including new bays at first floor level and dormer windows to front roofslope, installation of new shopfront, alterations to 3 storey corner block, internal alterations to create new shops/workshops/offices/cafe (A3) use on ground / first floors and creation of 8 x one bed flats at second floor. – NOT DETERMINED

HGY/1993/0484 - Variation of condition No.3 (Hours of Operation) attached to permission HGY/45601 from 2400 hours to 0200am – GRANTED

HGY/1992/1067 - Change of use of 1st floor from A2/B1 to A3 jazz cafe, use and installation of extract duct to rear – GRANTED

Planning Enforcement History

UNW/2012/00248 – Unauthorised canopies

DETAILS OF PROPOSAL

Permission is sought for the restoration of the existing market and corner building bringing 2150 sq. m of space into A1 (retail), A2 (financial services), A3 (cafe/restaurant) and B1 (office) use. In addition the following works are proposed:

- installation of bay windows to the front;
- dormer windows to the front and rear;
- reinstatement of chimneys;
- replacement of existing shop-fronts to the front of the market with new glazed facades;
- improvements to the public realm to the front of the market;
- new glazed rear doors; and
- plus internal alterations consisting of DDA compliant access to the first and second floor, internal light-wells and insulation of building to increase thermal efficiency.

CONSULTATION

Ward Councillors
130 local residents and businesses

LBH Transportation
LBH Waste Management
LBH Building Control
LBH Tottenham Team
LBH Food & Hygiene
LBH Conservation and Design
LBH Environmental Health

Tottenham CAAC
Tottenham Civic Society
London Fire Brigade

RESPONSES

Local residents/business

291 responses in support, including responses from Haringey Federation of Residents Associations

- scheme is community led;
- follows Council's planning brief for the site;
- will retain and restore Wards Corner building and adjoining terrace;
- will retain and support the existing market, distinctive small shops and local economy;
- will support local and long-term regeneration;
- provides a positive gateway to Tottenham;
- improves public realm;
- it is a sustainable development;
- requires less embedded energy to build than total demolition;

- design is in keeping with existing development;
- minimal disruption;
- should also provide spaces for entertainment, educational facilities for local children, space for community activities and for community support services;
- the units should be 2-storey as in the existing market;

The applicant has also used an online consultation platform called “Sticky World” which hosted images of the development and invited comments from the local community. The applicants have submitted a summary report showing that 73 people were involved in the discussion and were supportive.

1 local objection

- The design is bland.

Tottenham Civic Society

- Support. A sustainable and realistic option for the site.

Tottenham CAAC

- Support. Will enhance the conservation area, support regeneration and be sustainable.

LBH Building Control

- No objection

London Fire Brigade

- No objection

LBH Environmental Health

- No objection subject to conditions below
 - Control of construction dust and registration with considerate constructors scheme
 - Combustion and energy plant emission limit
 - Informative: Asbestos survey should be carried out

LBH Food Safety

- Plans do not show layout and construction retail/catering facilities. Informative added advising food business operators to contact the Commercial Environmental Health Team prior to operation.

LBH Waste Management

- Insufficient details supplied on waste and recycling storage and management
- Refuse area should be secured and cleansed regularly, not visible to the public and not detrimental to the local amenity

- Warning signage and CCTV should be considered
- Condition applied requiring such details to be approved by the Local Planning Authority prior to commencement

LBH Transportation

- Transport for London (TfL) consulted as the site is on the (TfL) road network but no response received following 21 day consultation period.

LBH Conservation

- Further details of the new architectural elements are required, including cross section at 1:5 of the bay and dormer windows
- Further details of shopfronts, including fascia heights and sections through, are required for approval
- Conditions have been applied requiring these details be submitted for approval by the Local Planning Authority

RELEVANT PLANNING POLICY

National Planning Policy Framework

London Plan 2011

Policy 4.7 Retail and town centre development
 Policy 4.8 Supporting a successful and diverse retail sector
 Policy 4.9 Small shops
 Policy 4.12 Improving opportunities for all
 Policy 5.2 Minimising carbon dioxide emissions
 Policy 5.3 Sustainable design and construction
 Policy 5.17 Waste capacity
 Policy 6.11 Smoothing traffic flow and tackling congestion
 Policy 6.12 Road network capacity
 Policy 7.4 Local character
 Policy 7.5 Public realm
 Policy 7.6 Architecture
 Policy 7.8 Heritage assets and archaeology

Haringey Local Plan 2013-2026

SP1 Managing Growth
 SP4 Working Towards a Low Carbon Haringey
 SP8 Employment
 SP10 Town Centres
 SP11 Design
 SP12 Conservation

Saved Unitary Development Plan 2006 Policies

UD3 General Principles
 UD7 Waste Storage

CSV5 Alterations and extensions in Conservation Areas
EMP5 Promoting employment uses

Supplementary Planning Guidance

SPG1a 'Design Guidance'
SPG2 Conservation and Archaeology
SPG6a Shopfront, signage and Security

Wards Corner/Seven Sisters Underground Development Brief 2004

ANALYSIS/ASSESSMENT OF THE APPLICATION

Principle of Use

The application seeks to retain the existing market as well as bring the first and second floors of the building into use. The retained market includes retail (A1), professional services (A2), cafe/restaurant (A3). The first floor will contain a mixture of office (B1) and retail and the second floor will be for office and workshop use (B1). The Wards building is proposed to be used for cafe/restaurant use.

These uses are considered appropriate to the West Green Road/Seven Sisters district centre and the uses on ground and upper floors are considered to be consistent with London Plan Policies 4.7 'Retail and town centre development,' Policy 4.8 'Supporting a successful and diverse retail sector' and 4.9 'Small shops' and Local Plan Policy SP10 'Town Centres'.

Design, appearance and impact on Conservation Area

Section 72 of the Planning Listed Buildings and Conservation Areas Act 1990 requires that in considering applications for development, the LPA shall pay special regard to the desirability of preserving or enhancing the character and appearance of the conservation area. Policies 7.4 and 7.6 of the London Plan and Policy UD3 of the Haringey UDP require development proposals be of high design quality, complement the character of the locality and are of a nature and scale that is sensitive to the surrounding area. London Plan Policy 7.8 'Heritage Assets and Archaeology' requires developments affecting "Heritage Assets" to conserve their significance. Saved UDP Policy CSV5 requires extensions in conservation areas to preserve or enhance the character of the conservation area.

The Tottenham High Road Conservation Area Character Appraisal identifies the subject properties as "unadorned", "utilitarian and somewhat run down", and suffering from the impact of poorly designed modern shopfronts. The proposed development seeks to address this by providing new shopfronts and reinstating the bay windows and front dormers which were once original features of these properties.

The proposed replacement shopfronts are of a "traditional" design. The Council's Conservation Officer is satisfied that subject to further details to ensure that the new shopfronts are of the appropriate detailing and quality, the proposals are acceptable. In this case, it is considered that such details could be secured by way of a planning condition.

On the upper floors it is proposed to install bay projections and front dormer windows on all of the buildings in the terrace. These will be built in handed manner replicating the original design of these properties. This can be seen on no.'s 247 and 249a, which still retain the bay window and dormer design. Subject to further details, requested by the Conservation Officer, this component of the scheme is also capable of being considered acceptable.

The proposed rear dormers follow the size and design of two existing dormers at 247 and 249a High Road. They are small and centrally located within the roof of each building. These dormers would have a minor impact on the appearance of the buildings.

New aluminium double glazed windows are proposed at the rear. Most of these windows make use of openings which are currently boarded up. The re-establishment of these windows will improve the appearance of the building and add visual interest and articulation to the elevations.

Officers therefore consider that provided that further details are provided prior to works taking place, the proposals would lead to improvements in the appearance of the building which are consistent with (and will therefore preserve) the character and appearance of the Conservation Area and will therefore also not harm the Conservation Area. The proposals also respond to and are consistent with the assessment of the site contained within the Conservation Area Character Appraisal. The proposed land uses, and physical works therefore satisfy the requirements for new development set out in the Act, and in the Local Development Plan polices referred to above.

Impact on Amenity

London Plan Policy 7.6 'Architecture' and Saved UDP Policy UD3 requires development proposals to have no significant adverse impacts on the amenity of surrounding development.

The proposed dormer extensions due to their size and position, would not cause any overshadowing or loss of outlook for neighbouring properties. The proposed windows on the rear are more than 20m away from the nearest facing windows on the houses on Suffield Road and would therefore cause no significant overlooking to nearby properties in accordance with the standards set out in the Housing SPD.

Notwithstanding the scope for more intensive occupation of the premises, and having regard to the impacts arising from the re-use of the established openings within the building the proposed development is not considered to give rise to an unacceptable, adverse impact upon neighbouring or nearby land uses and therefore satisfies the requirements of London Plan and UDP saved policy above.

Transportation

National planning policy seeks to reduce greenhouse gas emissions and congestion. This advice is also reflected in the London Plan Policies Policy 6.3 'Assessing effects of development on transport capacity', 6.11 'Smoothing Traffic Flow and Tackling Congestion' and 6.12 'Road Network Capacity', 6.13 'Parking' and broadly in Haringey Local Plan Policy SP7 and Saved UDP Policy UD3 'General Principles'.

The proposed development brings 2,150 sq. m of vacant space back into use. This space has been previously used for retail and related activities. The site is in a highly accessible

location, being adjacent to Seven Sisters Underground and train stations as well as close to a number of frequent bus services. As a result, it is expected that the majority of users and visitors would use sustainable modes of transport.

The site is on a TfL controlled road and TfL has been consulted. A 21 day consultation period was given but to date, no response has been received to the application. In recognition of the status of the highway in front of the site, and the importance of ensuring free flow on the road network, officers consider that control, by way of a condition, is required which would protect the free flow of highway during construction. Subject to this condition, and in the absence of any adverse response being received from TfL or the Highway Team within the Council, the proposal is not considered to give rise to an adverse transportation impact and would therefore satisfy the development plan policy objectives set out above.

Waste Storage

Saved UDP Policy UD7 requires all developments to include appropriate provision for the storage and collection of waste and recyclable material.

Waste and recycling is currently collected at the rear of the properties via Suffield Road by commercial contractors. No change to this arrangement is proposed. The Waste Management Team has commented that insufficient information about the ongoing storage and management of refuse and recycling has been submitted. This deficiency within the application can, in view of the previous and proposed uses, be resolved by way of a planning condition requiring these details to be submitted prior to works commencing.

Equalities

In determining this application the Council is required to have regard to its obligations under Section 149 of the Equality Act 2010. Under the Act, a public authority must, in the exercise of its functions, have due regard to the need to:-

- eliminate discrimination, harassment and victimisation and any other conduct that is prohibited by or under this Act;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it

The protected characteristics comprise age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

The applicant has submitted an Equalities Statement with its application. The statement does not include an explicit examination of the development on those groups that share the above protected characteristics. Instead, the statement sets out that the development is intended to:

- retain existing businesses on-site
- support up to 300 new jobs
- create a multicultural destination
- enhance the conservation area

Officers have considered the above statement and the submitted plans and documents accompanying the application with the statutory duties in mind.

The existing market is characterised by the diversity of its business and the cultural diversity of the traders and visitors. Due to this diversity, any changes to the ongoing operation of the market is likely to have an equalities impact on the protected characteristics of race and religion/belief. The submitted plans show that the layout of the market and the size and nature of the retail units is similar to the existing and would therefore provide a familiar trading environment for existing traders. Although there would be disruption caused by demolition and construction works, it is considered likely that existing traders will move into the refurbished market. Consequently, following short term disruption, there would be no significant or differential long term impacts upon the occupiers or any of the protected characteristics of occupiers or visitors.

The proposed development also provides additional retail and commercial units on the upper floors. These small units are intended to be used by small and medium enterprises and are likely to be attractive to black and minority ethnic (BME) business owners and the establishment of such businesses would provide employment for people of similar background or people in the local area with the protected characteristics. The proposed development would have a positive equalities impact in this respect.

The proposed development is designed to be fully accessible and this will therefore have a positive equalities impact for those with disabilities.

The proposed improvements to the condition and quality of the buildings and forecourt area are likely to result in an urban environment which feels safer, particularly at night. This will reduce fear of crime in the immediate area, resulting in positive equalities impacts for all groups but particularly those groups which experience a greater fear of crime, such as women, young people, BME people, lesbian, gay bisexual and transgender (LGBT) people and disabled people.

The Council has considered the likely equalities impacts of the proposed development and they are considered to result in no significant or differential long term impacts on persons sharing the protected characteristics. In doing so, the Council has had due regard to its duties under the Act.

CIL APPLICABLE

n/a

SUMMARY AND CONCLUSION

The proposed development, would serve to restore and alter the existing buildings on the site in a manner consistent with the Council's duty to have special regard to the preservation or enhancement of the character and appearance of the Conservation Area. As such the proposal does not cause harm to the Conservation Area. Subject to specific conditions, the design of the alternations to the exterior of the building is considered to be acceptable. The reinstatement of town centre uses within the building would not give rise to significant adverse impacts upon the amenities of surrounding properties, or conditions on the highway network. The proposals are not considered to give rise to an adverse

impact upon the protected characteristics of any individual or group such that permission should be denied. Accordingly, the proposal is considered to satisfy the policy objectives of the development plan as follows:

- London Plan 2011 Policies 4.7 'Retail and town centre development', 4.8 'Supporting a successful and diverse retail sector', 4.9 'Small shops', 4.12 'Improving opportunities for all', 6.11 'Smoothing traffic flow and tackling congestion', 6.12 'Road network capacity', 7.4 'Local character', 7.5 'Public realm', 7.6 'Architecture', 7.8 'Heritage assets and archaeology';
- Haringey Local Plan 2013-2026 Policies SP1 'Managing Growth', SP10 'Town Centres', SP11 'Design' and SP12 'Conservation'; and
- Saved UDP 2006 policies UD3 'General Principles' and UD7 'Waste Storage',

RECOMMENDATION

GRANT PERMISSION subject to conditions

Registered No. HGY/2014/0575

Applicant's drawing No.(s) 001-005, 011B, 012, 013, 014, 016, 017A, 018, 021, 022, 023, M000 and M1

Subject to the following condition(s)

1. The development hereby authorised must be begun not later than the expiration of 3 years from the date of this permission, failing which the permission shall be of no effect.

Reason: This condition is imposed by virtue of the provisions of the Planning & Compulsory Purchase Act 2004 and to prevent the accumulation of unimplemented planning permissions.

2. The development hereby authorised shall be carried out in accordance with the plans and specifications submitted to, and approved in writing by the Local Planning Authority.

Reason: In order to avoid doubt and in the interests of good planning.

3. No works shall be carried out on the site until a detailed report, including risk assessment, detailing management of demolition and construction dust has been submitted and approved by the LPA. This shall be with reference to the London Code of Construction Practice. In addition either the site or the Demolition Company must be registered with the Considerate Constructors Scheme. Proof of registration must be sent to the LPA prior to any works being carried out on the site.

Reason: In order to ensure that the effects of the construction upon air quality is minimised.

4. Prior to installation, details of the boilers to be provided for space heating and domestic hot water shall be submitted to and approved in writing by the Local Planning Authority and implemented accordingly. The boilers to be provided for space heating and domestic hot water shall have dry NOx emissions not exceeding 40 mg/kWh (0%).

Reason: In order to minimise impact on local air quality having regard to London Plan Policy 7.14

5. Detailed plans at a scale of 1:20 of the design and external appearance of the shopfronts, including details of the fascias, section of the shopfront including fascia heights, method of illumination and position of hanging signs, if any, shall be submitted to and approved in writing by the Local Planning Authority in consultation with the Conservation Officer before any shopfront is installed.

Reason: The submitted plans are considered to be insufficient to ensure that the design of the proposed shopfronts within the development preserve and enhance the character and appearance of the building or Conservation Area having regard to Policies 7.4 and 7.6 of the London Plan, Haringey Local Plan Policies SP11 and SP12 and Saved policies UD3 and CSV5 of the Haringey UDP 2006.

6. Detailed plans including sections at a scale of 1:5 of the bay and dormer windows shall be submitted to and approved in writing by the Local Planning Authority in consultation with the Conservation Officer prior to commencement of development.

Reason: The submitted plans of the bay and dormer windows are considered to be insufficiently detailed to ensure that the design of the proposed bay and dormer windows will preserve or enhance the character and appearance of the building or Conservation Area having regard to Policies 7.4 and 7.6 of the London Plan, Haringey Local Plan Policies SP11 and SP12 and Saved policies UD3 and CSV5 of the Haringey UDP 2006.

7. All vehicles associated with the construction and maintenance of the proposed works and all loading and unloading must take place to the rear and away from the Transport for London Road Network (TLRN) public highway at all times. The bus stop and footway adjacent to the bus stop/ tube station entrance must not be blocked or obstructed at any time.

Reason: In order to protect the free flow and safety of traffic on the adjacent Transport for London Road Network (TLRN).

8. No development shall take place until a detailed scheme for the provision of refuse and waste storage and recycling facilities and the management thereof has been submitted to and approved in writing by the Local Planning Authority. The detailed scheme should include warning signage and CCTV to deter fly tipping in accordance with the advice received from the Council's Waste Management Team.

Such a scheme as approved shall be implemented and permanently retained thereafter.

Reason: In order to ensure that waste facilities are provided within defined spaces to the rear of the property, in the interests of encourage responsible waste disposal, to protect the amenities of the locality and safeguard the character and appearance of the conservation area in accordance with Saved Policy UD7 of the Haringey Unitary Development Plan 2006, Policy 5.17 of the London Plan 2011 and Haringey Local Plan Policy SP12.

INFORMATIVES

TRANSPORT FOR LONDON ROAD NETWORK

During the course of work/ maintenance, obstruction to the footway of Seven Sisters Road/ High Road must be kept to a minimum and must not be blocked at any time; this is to ensure the safe and smooth passage of pedestrians.

No skip/ construction materials shall be kept on the TLRN public highway (footway & carriageway) at all times.

The applicant shall submit hoarding licence application (if required) to TfL if hoardings are to be put up on the TLRN public highway footway of Seven Sisters Road or High Road.

Any new fixture/ structure that over-sails the TLRN public highway (including footway) would be subject to a S177 licence application to TfL.

ASBESTOS

Prior to demolition of existing buildings, an asbestos survey should be carried out to identify the location and type of asbestos containing materials. Any asbestos containing materials must be removed and disposed of in accordance with the correct procedure prior to any demolition or construction works carried out.

FOOD SAFETY

The proposed plans do not show layout & construction details for the units that will be used by retail/catering food businesses such as hand washing & equipment cleaning facilities & associated drainage; mechanical extract ventilation which has been an issue particularly with 'internal' units; pest proofing provision; siting of waste food storage etc Food Business Operators must be advised to contact the Commercial Environmental Health team on 0208 489 8229 to register their business and guidance prior to opening

BUILDING CONTROL

This type of work will require a Building Regulation application to be made after Planning permission has been granted. Haringey Building Control Service is able to provide a range of services and products such as warranties, fire engineering, fire risk assessments, structural engineering, party wall surveying, SAP, EPC, SBEM calculations, BREEAM, CfSH calculations, acoustic advice, air pressure testing etc in consultation with the LABC (Local Authority Building Control). For more information contact :
building.control@haringey.gov.uk