

# WARDS CORNER COMMUNITY PLAN



## DESIGN AND ACCESS STATEMENT

October 2022

This document was prepared by Unit 38 for the West Green Road/Seven Sisters Development Trust and Wards Corner Community Benefit Society, with the valued assistance of local traders and residents of Seven Sisters, Tottenham. It builds on previous versions prepared for the Trust, Save Latin Village and Wards Corner Community Interest Company, Wards Corner Community Coalition and El Pueblito Paisa Ltd.



Here and cover, external view of proposed market

**Unit 38**

Architectural Design + Co-research  
unit38.org



**WARDS  
CORNER  
COMMUNITY  
PLAN**

# CONTENTS

## **1.0 Introduction**

- 1.1 Wards Corner Community Plan
- 1.2 Contents of this Submission

## **2.0 Site and Context**

- 2.1 Site Location
- 2.2 Local Area
- 2.3 Development Plan Context
- 2.4 Planning History
- 2.5 TfL Temporary Market
- 2.6 Site Evolution
- 2.7 Site Photographs
- 2.8 Environmental Analysis

## **3.0 Wards Corner Today**

- 3.1 The Wards Corner Site
- 3.2 Seven Sisters Indoor Market
- 3.3 Economic, Social and Cultural Value

## **4.0 Consultation**

- 4.1 Community Engagement
- 4.2 Summary
- 4.3 First Plan
- 4.4 Second Plan
- 4.5 Third Plan
- 4.6 Fourth Plan (This Scheme)
- 4.7 Wider support for the Community Plan

## **5.0 The Scheme**

- 5.1 The Brief
- 5.2 Design Principles
- 5.3 Changes to Previous Consented Scheme
- 5.4 Facades
- 5.5 Elevation Details
- 5.6 Elevation Materials
- 5.7 Rear Elevation
- 5.8 Sustainability
- 5.9 Refuse/ Servicing/ Cycle Storage
- 5.10 Local Economy

## **6.0 Access Statement**

- 6.1 Access Statement
- 6.2 Public Transport
- 6.3 Cyclists/ Pedestrians
- 6.4 Vehicles/ Parking
- 6.5 Access into the Building
- 6.6 Evacuation and Means of Escape
- 6.7 Access for Emergency Vehicles

## **7.0 Heritage Statement**

### **8.0 Planning Statement**

- 8.1 Relevant planning policies
- 8.2 Land use
- 8.3 Design and Heritage
- 8.4 Impact on the amenity of existing residential occupiers
- 8.5 Other planning issues
- 8.6 Equalities Statement

### **9.0 Delivery**

- 9.1 West Green Road/ Seven Sisters Development Trust
- 9.2 Wards Corner Community Benefit Society
- 9.3 Viability and financing
- 9.4 Approach to development

### **10.0 Appendices**

- 10.1 List of relevant planning policies
- 10.2 Further evidence on economic, social and cultural value

# 1.0 INTRODUCTION

1.1 The Wards Corner Community Plan offers an alternative landmark development for Tottenham based on retaining and enhancing the Wards building and Seven Sisters Indoor Market, also known as 'Latin Village'. It will create a new gateway to Tottenham that directly responds to its existing social and cultural fabric and protects the tangible and intangible heritage of a celebrated and unique community asset. The Community Plan provides a starting point for a new approach to urban regeneration for the Wards Corner site and the West Green Road/Seven Sisters town centre more generally, directly involving and benefiting the diverse communities that live and work in Tottenham.

The Plan will restore the three storey steel-framed Edwardian building and remodelled residential brick terraces which housed the Wards Department Store from 1901 until 1972, when the store closed. This building plays a strong role in Tottenham's identity and history, marking its transition from the rural outskirts to a bustling urban place, following the housing boom of the early 20th century. It will reinstate the Market – which sadly has been closed since March 2020 - recognising and enhancing its unique economic, social and cultural value for Latin Americans across London and the diverse communities that live and work in Tottenham. Learning from the Market's success, the Plan will deliver new much-needed low-cost retail, small business, community and cultural space in the heart of the West Green Road/Seven Sisters town centre.

The Community Plan is the product of nearly 20 years of campaigning and community engagement, winning 'Best Community Campaign' for its achievements at this year's Sheila McKechnie Foundation's Campaigner Awards. It has been advanced and supported by a wide range of groups and organisations including El Pueblito Paisa Ltd, Seven Sisters Indoor Market Tenants Association (SSMTA), Wards Corner Community Coalition, Save Latin Village and Wards Corner CIC and the West Green Road/Seven Sisters Development Trust. In the last year, these groups and organisations have been working together to develop the new Wards Corner Community Benefit Society, a new collectively-owned and managed organisation to deliver on the ambitions and values of the Plan.

To deliver the Plan, the Wards Corner CBS will secure a long-term lease of the Wards building from current building owner, Transport for London (TfL). In 2021, TfL committed to a closed bidding process for trader-backed bids and provided funding to support the CBS' bid

earlier this year. While the CBS awaits further information regarding TfL's bidding process and requirements, work is advancing on design, technical studies, business plan and operating strategy, governance and management, and community and trader engagement.

Work so far confirms the Plan is financially viable and attractive to potential funders and investors. The estimated £12m construction cost will be met via a mixture of a £1m Community Share issue, up to £6m grant funding and up-front investment from TfL (amount tbc), with social and ethical investment making up any remainder. The business plan and financial model confirms financial viability, with any loans fully repaid after 17 years if 50% grant funding is secured or 28 years if 25% is secured. The success of the CBS in securing £120k funding in its first four months provides further confidence as to the viability of the Community Plan and its attractiveness to potential funders and investors.

Work is underway to recruit the Interim Board of the CBS, which will serve until its first Annual General Meeting when the members of the CBS will directly elect their Directors. Members of the CBS will be recruited via a Community Share issue under development. Seven Sisters Indoor Market traders will have direct representation on the Board of the CBS via two Board Members appointed by the traders, and via a Traders Sub-Committee of the Board. Work is begin to engage all traders on the process by which their representatives will be selected, the functioning of the Traders Sub-Committee and the management of the Market within the restored building. The Trust will directly appoint one representative to the Board of the CBS, reflecting its previous role as 'guardian' of the Community Plan and its broader goals to support community- and business-led development in the West Green Road/Seven Sisters town centre.

Beyond this application, the Trust will work together with local businesses, residents and others in the town centre, as well as Haringey Council and other partners, to explore and advance other proposals for incremental development directly involving and benefiting the diverse communities that live and work in Tottenham. The Council's recent decisions to purchase land on the wider Wards Corner site strongly resonates with this agenda and offers opportunities to advance collaborative and partnership working. This might include, for example, new sensitive council and/or community-led housing; enhanced retail, small business and community space; and new public space. The Trust is exploring these and other

possibilities with businesses, residents and town centre users via an initial engagement exercise to inform an emerging masterplan for the wider Wards Corner site.

The Wards Corner Community Plan and the Trust's wider agenda – together becoming known as 'the Tottenham model' - speak strongly to increasingly-influential community wealth building, public-commons partnerships and various community-, heritage- and market-led high street recovery agendas. As such, both the CBS and the Trust will be well placed to access support and grant funding from organisations such as the National Lottery, Power to Change, CoopsUK and the Architectural Heritage Fund as well as via national, metropolitan and local policy and programmes.

Two previous versions of the Community Plan gained planning permission in 2014 (HGY/2014/0575, prepared by Abigail Stevenson and colleagues) and 2019 (HGY/2019/2315, prepared by Unit 38). Both times planning permission expired prior to work beginning due to the ongoing uncertainty caused by other, ultimately-withdrawn plans. This resubmission incorporates TfL's proposals for a temporary market, until the permanent market is reinstated, and an improved rear elevation but is otherwise fundamentally unchanged



Exterior entrance to market prior to closure

1.2 Contents of this Submission

This submission has been prepared by Unit 38 on behalf of the West Green Road/Seven Sisters Development Trust Ltd. and the Wards Corner Community Benefit Society. In addition to the Design and Access Statement, it incorporates the application's Sustainability, Heritage and Planning Statements.

This s73 application is to amend the design based on the approved planning application by TfL for a temporary market in units 247-249 High Road (HGY/2022/0280 - approved 17/05/22). The design has been amended to minimise relocation of traders from the temporary market in to the new and refurbished market once the Wards building is restored.

The application is for:

Restoration of the Wards Corner Department Store building for community uses (F2) with restaurant (E) on the ground floor. Internal and external alterations at 229 - 249 to provide a refurbished market hall (E) at ground and first floor levels, plus office space (E) at second floor level. Associated works to remove the front canopy extensions at 231-243 and 247-249 High Road; replace existing shop fronts; install bay windows at first floor level; realign roof to rear elevation and to front elevation to form dormer windows at second floor level.

The application consists of:

- Full application form and attachments
- Existing and Proposed Drawing Package
- Design and Access Statement
- Planning Statement



From Top (clockwise): Children's Save Latin Village drawings, interior street, market unit and dancing salsa.

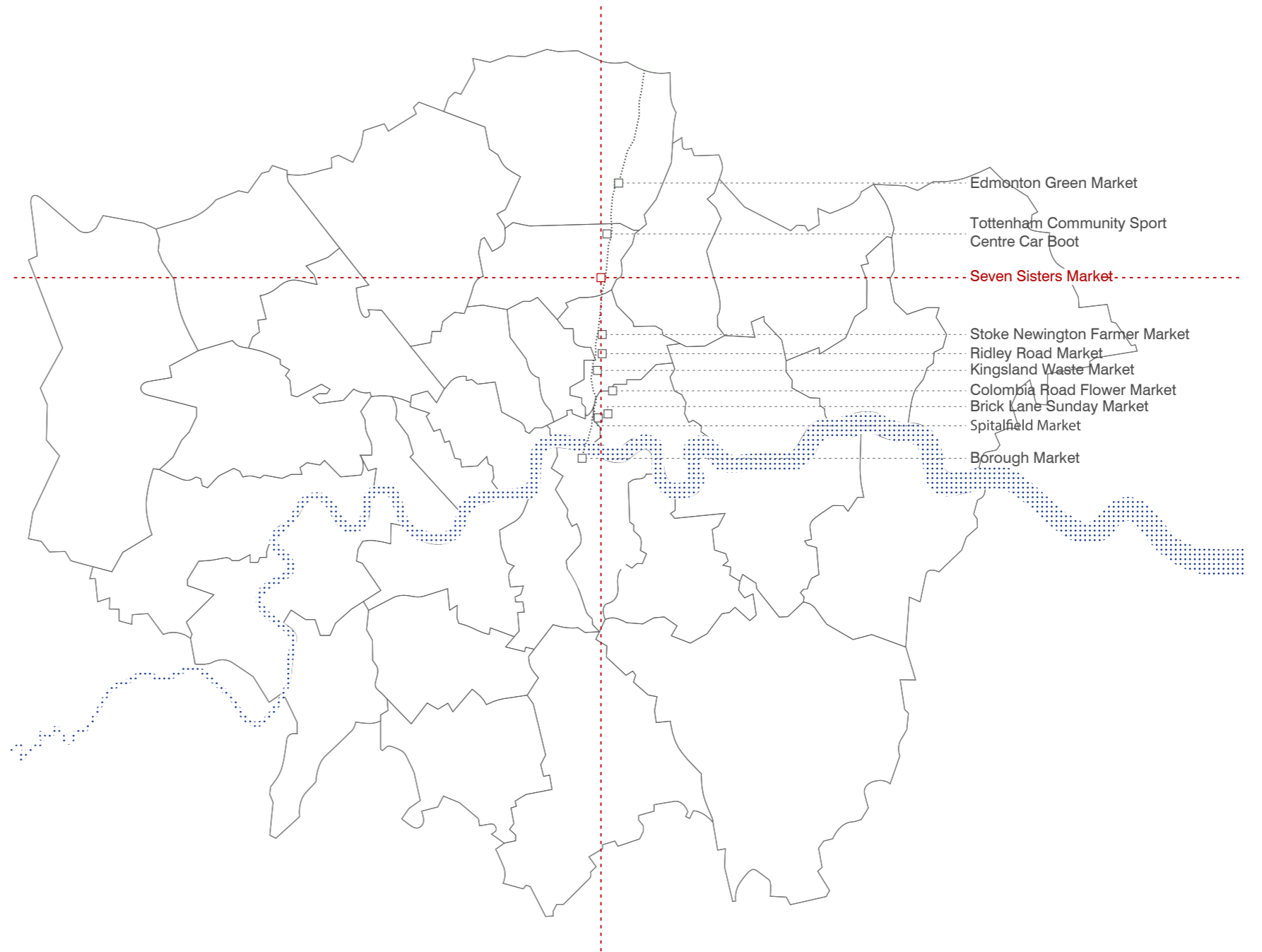
## 2.0 SITE & CONTEXT

### 2.1 Site Location

The historic Wards Corner is located at the foot of Tottenham High Road in the London Borough of Haringey. Throughout the 20th century, its location on a historic route in and out of London (Ermine Street/the Roman Road, now the A10), has given Seven Sisters junction a strong identity as a hub for business and trade. This historic corridor has created a strong commercial axis along this road, one that is continued north along Tottenham High Road.

The site is enclosed by West Green Road to the north, Seven Sisters Road to the south and Suffield Road to the west. A large housing development, Apex Gardens, was built and rented out in recent years.

Seven Sisters Underground and Overground Stations are located directly to the east and west of the site respectively, connecting the area to Central London.



Map of London showing the market's prominent position along the north-south corridor

**2.2 Local Area**

Wards Corner sits at the nexus of three fragmented but interdependent retail centres that make up the bulk of Tottenham's retail offer. A short walk or bus ride to the east sits Tottenham Hale retail park. To the west stretches West Green Road, while Tottenham High Road extends to the north.

Between these centres lie strong cultural and social landmarks including the Bernie Grants Art Centre, The College of Haringey, Enfield and North East London (CONEL), Tottenham Hotspur FC Stadium, The Selby Centre and Bruce Castle.

The rest of the local area is predominantly characterised by low-density, terraced housing, with the exception of Apex Gardens, a new 24 storey residential development opposite the site. A number of taller (4-5 storey) social housing blocks can also be found along Seven Sisters Road and Tottenham High Road.

The local area is socially and ethnically diverse, with high levels of deprivation. According to the 2011 Census, 65.3% of the population of Haringey identify as non-White British, higher than both London and England and Wales as a whole (55.1% and 19.5% respectively). In the Tottenham Green Ward, where Wards Corner is located, the largest ethnic group is Black/African/Caribbean/African/Black British at 28.8%, followed by White Other at 27.9%. The proportion of all ethnic groups except White British is higher in Tottenham Green than in Haringey as a whole.

Over 200 languages are spoken in Tottenham schools. Median household incomes are £28,920 in Tottenham Green, compared to an average of £37,696 in Haringey and £39,264 in London as a whole. Unemployment is also higher than both Haringey and London averages at 11.3%.



Map showing Wards Corner's location alongside other major retail, leisure and cultural destinations



Aerial views of the market and the surrounding context from 2019

**2.3 Development Plan Context**

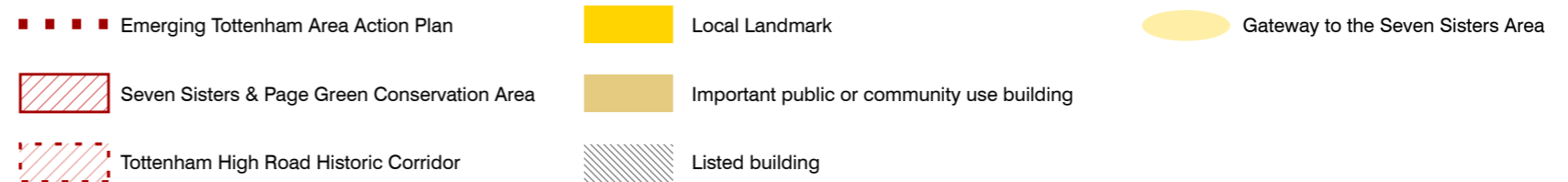
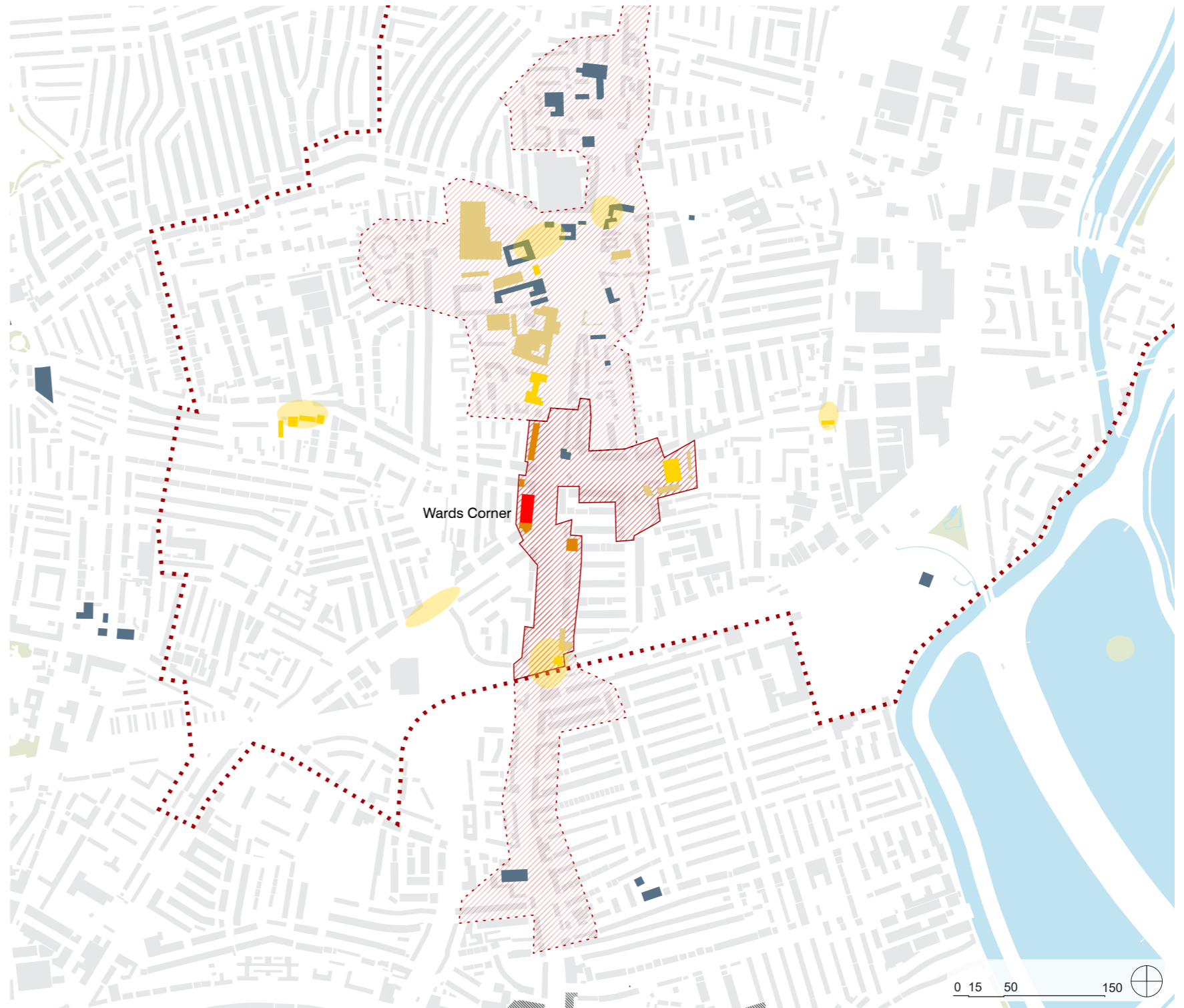
The statutory Development Plan for Haringey (insofar as it applies to this proposal) consists of the following documents:

- The London Plan (2021)
- Haringey's Local Plan: Strategic Policies (2013, with alterations in 2017)
- Development Management DPD (2017)
- Tottenham Area Action Plan (2017)

The site has the following designations under the Development Plan:

- Seven Sisters/Page Green Conservation Area (part of Tottenham High Road Historic Corridor)
- District Town Centre (West Green Road/Seven Sisters)
- Primary Shopping Area
- Primary Frontage (A10)
- Area of Change (Seven Sisters Corridor)
- Locally listed building (department store building only)
- Flood Zone 1 (low risk)

For an assessment of how this proposal positively addresses the relevant planning policy, please refer to the Planning Statement in Chapter 7.





## 2.4 Planning History

The following planning applications have been submitted for the site which is the subject of this application as shown on the submitted Site Plan:

**Council reference: HGY/2008/0177**  
**Applicant: El Pueblito Paisa Ltd.**

**Description:** 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 roof slope, 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.

**Decision:** None (not determined).

**Council reference: HGY/2011/1275**  
**Applicant: El Pueblito Paisa Ltd.**

**Description:** External alterations to front and rear elevation including new shopfronts, angled bay windows and dormers, and reinstatement of rear upper floor windows and formation of new windows.

**Decision:** None (not determined).

**Council reference: HGY/2014/0575**  
**Applicant: West Green Road/Seven Sisters Development Trust**

**Description:** Restoration of the existing market and corner building bringing 2150m<sup>2</sup> 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.

**Decision:** Approved 25 April 2014 (not implemented).

The following planning applications have been submitted for the wider Wards Corner site (not including applications for non-material amendments and approval of details reserved by condition):

**Council reference: HGY/2008/0303**  
**Applicant: Grainger (Seven Sisters) Ltd.**

**Description:** 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.

**Decision:** Refused 03 August 2011 (appeal lodged but subsequently withdrawn).

Associated Conservation Area Consent HGY/2008/0322 granted 24 December 2008.

**Council reference: HGY/2012/0915**  
**Applicant: Grainger Plc.**

**Description:** 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.

**Decision:** Approved 12 July 2012.  
Associated Conservation Area Consent HGY/2012/0921 granted 12 July 2012.

**Council reference: HGY/2017/0861**  
**Applicant: Grainger (Seven Sisters) Ltd.**

**Description:** Certificate of lawfulness that the development authorised by planning permission reference number HGY/2012/0915 ('the Planning Permission') may be lawfully be carried out as approved.

**Decision:** Approved 05 May 2017.

**Council reference: HGY/2017/1551**  
**Applicant: Grainger Plc.**

**Description:** Variation to the Section 106 legal agreement associated with Planning permission reference HGY/2012/0915 to amend the terms of the obligations in relation to the replacement and temporary market, sustainability and to include an affordable housing review mechanism

**Decision:** Approved 26 July 2017.

**Council reference: HGY/2019/2315**  
**Applicant: West Green Road/Seven Sisters Development Trust**

**Description:** Restoration of the Wards Corner Department Store building for community uses (D2) with restaurant (A3) on the ground floor. Internal and external alterations at 229-249 to provide a refurbished market hall (A1) at ground and first floor levels, plus 642.8m<sup>2</sup> of office space (B1) at second floor level. Associated works to remove the front canopy extensions at 231-243 and 247-249 High Road; replace existing shop fronts; install bay windows at first floor level; realign roof to rear elevation and to front elevation to form dormer windows at second floor level; and replace rear skylights with flush roof lights

**Decision:** Approved 20 November 2019

**Council reference: HGY/2022/0280**  
**Applicant: Transport for London**

**Description:** The amalgamation of ground floor units at 245 and 247-249 High Road into a single unit and use as a retail market and community space (Classes E and F2) for a temporary period of 3 years; and associated external alterations including to the shopfronts.

**Decision:** Approved 17 May 2022.

2.5 TfL Temporary Market

The market has been closed since March 2020 as TfL took back the management of the market and Grainger withdrew their development plans for the wider site including the temporary market at Apex House.

On 22 December 2021, TfL submitted plans for a proposed temporary market. The scheme was given planning approval on 17 May 2022. TfL's plans are similar in size of unit and layout to the wider layout of the Community Plan meaning it can be incorporated with minimal changes to either scheme. As many of the traders who will take units in the temporary market are likely to be the previous existing traders we set out to limit disruption to these traders as part of the amended scheme for this application. Traders from the existing market and the temporary market will be given first priority to move in to units in the main indoor market once complete.

Therefore the Community Plan seeks to only remove two units of the temporary market to connect the spaces internally - and not create two separate markets and convert the community space (which will be provided more generously within the corner building) into street facing retail units.

At the pre-app on 13 September 2022 the planning officers expressed concerns over the quality of the street elevation of the temporary market. The proposal will replace the oversized fascias of the temporary market with the new shop fronts and canopy as previously approved in 2019.



TfL proposed temporary market plan



TfL proposed external elevation



TfL proposed interior

2.6 Site Evolution

The current building encompasses a row of converted Victorian terraced houses (c. 1885) and a corner site which together formed the series of 'Broadway' stores and then Wards Corner Department Store, which opened around 1907. Highly renowned during this era, the store was known as Tottenham's answer to Selfridges.

Located at the foot of the High Road, the store marked a southern gateway to the rest of Tottenham. Throughout the 1930s, units facing the High Road were consolidated into a larger interior space, including via an extension to the rear of the site. Following the opening of Seven Sisters Underground Station as part of the Victoria Line in 1970, the department store closed and the building was acquired by Transport for London via a Compulsory Purchase Order in 1973.

Around 1985, Transport for London began leasing out the ground floor of part of the building to an independent private operator who developed an indoor market, principally serving the local African and Caribbean community. The current market was established in 2001, following a change in leaseholder. Over time, the new Seven Sisters Indoor Market increasingly catered to a growing number of Latin American traders and customers.

Following a fire, two units to the north of the current site were demolished in 2016 as they were deemed structurally unstable and beyond repair.

The market closed in March 2020 and has not re-opened since TfL have taken back management of the building. The historic buildings have been hidden behind hoardings for several years and now scaffolding for urgent building repairs being carried out by TfL.



From Top (clockwise): 1906 showing houses before being converted to shops at ground floor; indicative retail shopfronts; approx. 1920 after construction of corner building



From Top (clockwise): Illustration of Corner Site; Interior views of Ward's Furnishing Stores, the corner building and the building boarded up in 1976

2.6 Site Evolution continued

Wards Corner today has few of the distinctive features that defined the historic terraced houses. The bay windows and dormer windows have been removed.

The elevation drawings here indicate how with each change of use through the years the building's elevation has been seriously reconfigured. Since 2020 the elevation has changed further as the building has been covered in scaffolding and many of the units closed including the entrances to the indoor market.

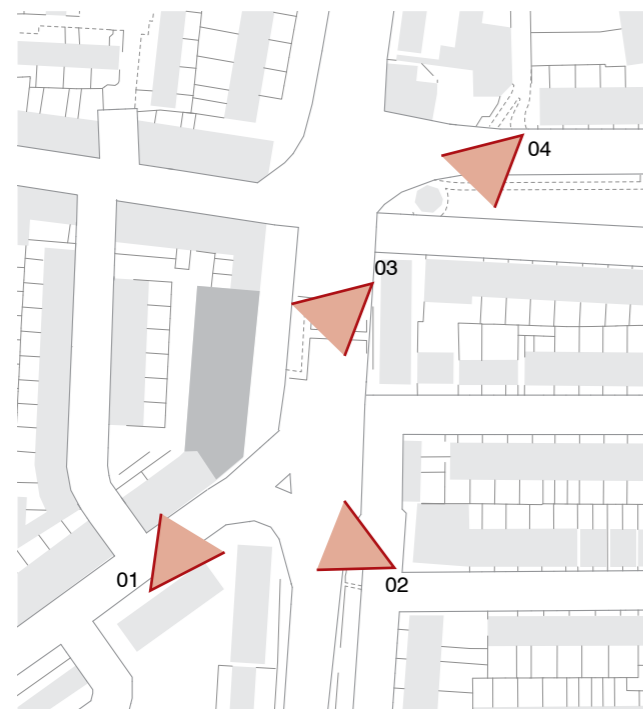


Evolution of the high street elevation along Tottenham High Road.  
1900, 1930 and 1980-2020

2.7 Site Photographs

The following photographs illustrate views towards the site from various perspectives, including Seven Sisters Road, West Green Road and pocket gardens and public areas neighbouring the site.

Principal views towards the site correspond with busy public transport and pedestrian intersections, including the corner of Seven Sisters Road and Tottenham High Road, Earlsmead Road and Ashmount Road (to the east, opposite the site) and the top of West Green Road looking south towards Tottenham High Road.



01-04 clockwise from top left  
The market and its surrounding context

2.8 Environmental Analysis

Landscape

Natural assets around the site include a line of landscaping along the High Road, stretching from South Tottenham station to the north of Tottenham High Road. Smaller nearby green spaces include the pocket park on West Green Road, Page Green Common and Tottenham Green. Markfield Park, to the east of the site, connects the area to the River Lea and Olympic Park, which lies to the south-east of Seven Sisters.

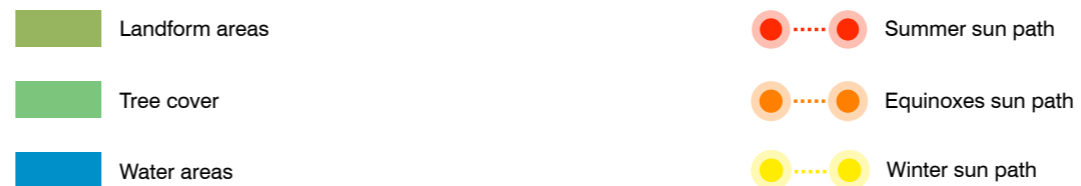
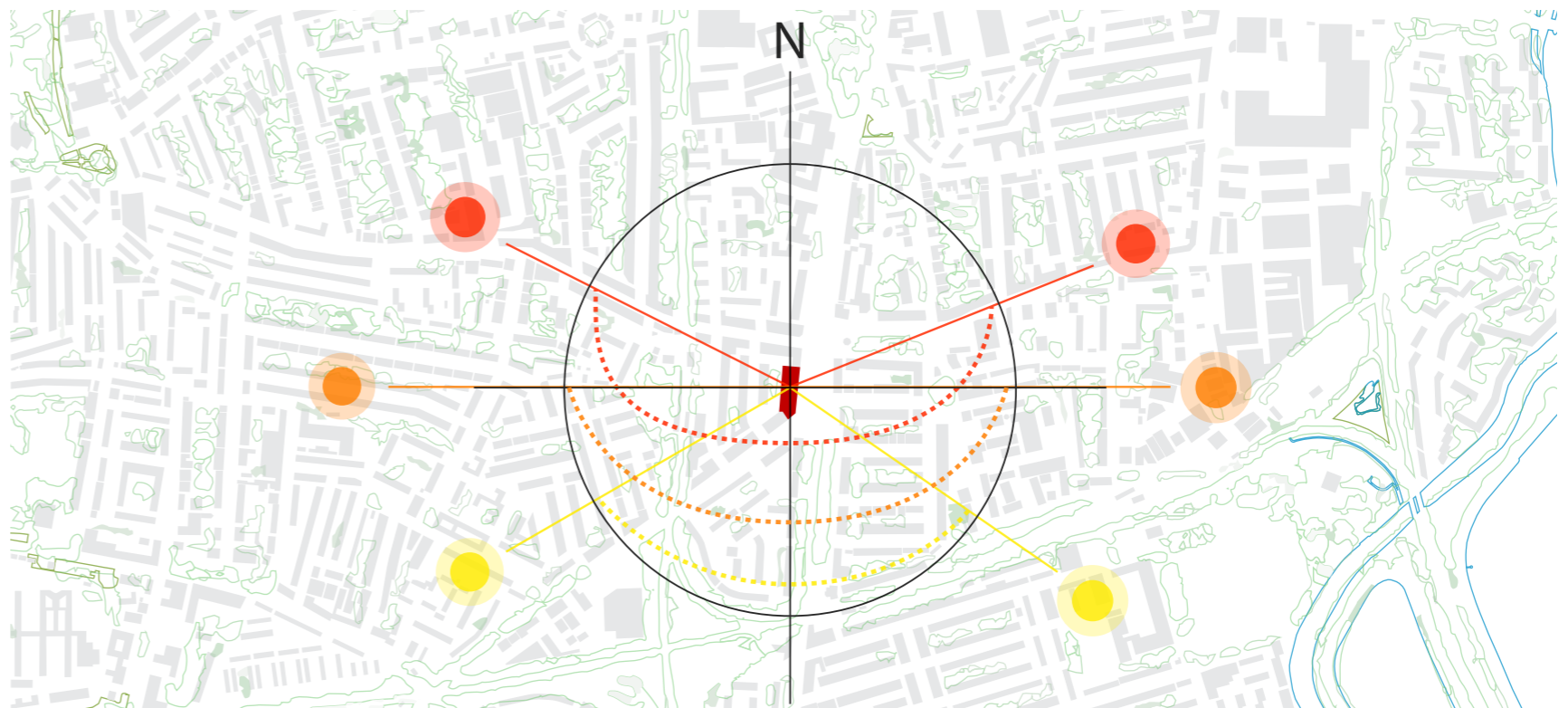
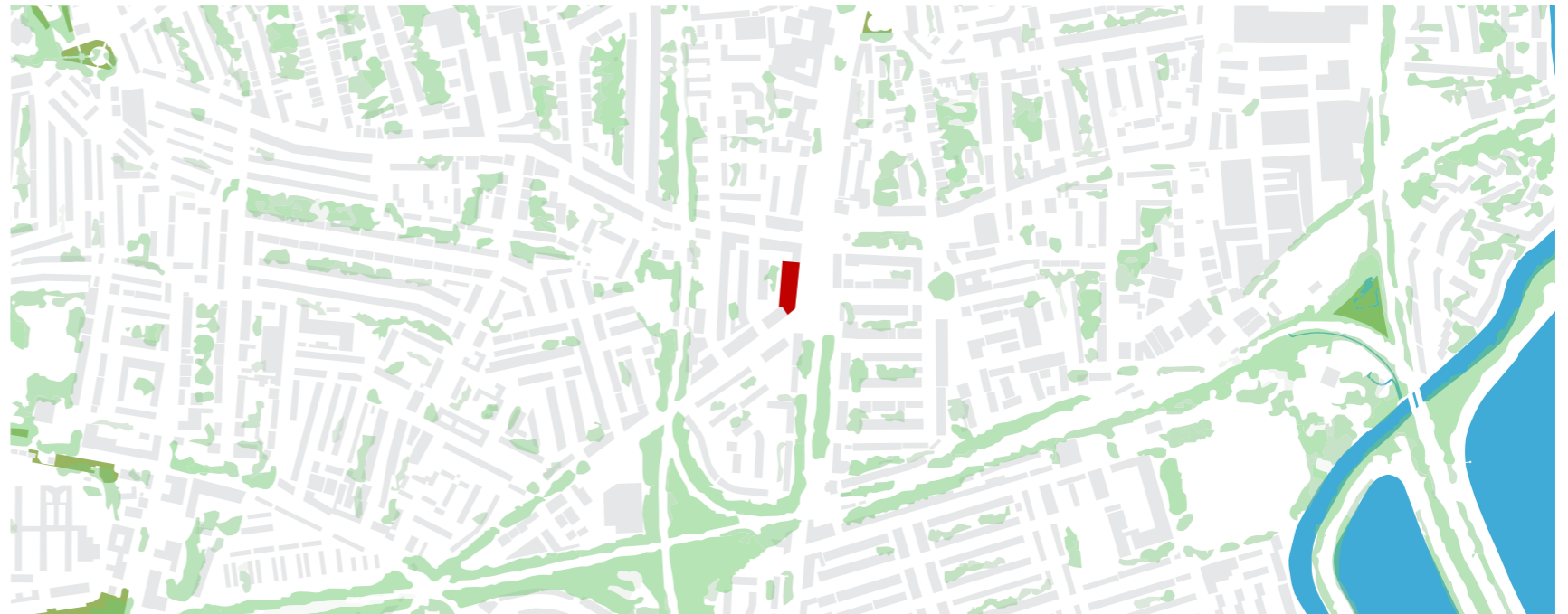
A second “green link” connects West Green Road and Seven Sisters Road through the Brunswick Road Open Space. This provides a pedestrian connection between West Green Road and Seven Sisters Rail Station.

Daylight and Sunlight

The site is aligned along a north-south axis, producing principally east and west facing elevations, though the corner site features a slight southern elevation.

Units facing the High Road are oriented to the east, receiving direct sunlight during the morning and earlier hours of the day. The west elevation, principally a car park and service yard, receives direct sunlight during the later hours of the day. The southern facade of the corner site guarantees good quality daylight during the majority of the day.

Access to daylight has been compromised following the recent construction of Apex Gardens, opposite the site. This 24-storey tower has resulted in some overshadowing to the corner site, high street units and public space outside of the market.



**Noise**

Located beside a popular transport intersection, the site suffers from a degree of noise pollution, principally stemming from the A10, a 6-lane road. In addition to road traffic, the site also experiences a degree of noise pollution from the underground line running beneath the current building.

The building is set back from the road and tube entrances, creating a buffer zone through the public realm, cycle lane and line of landscaping. Consequently, the building itself is not unusually affected by noise, particularly when compared to local high road businesses or other London high streets.

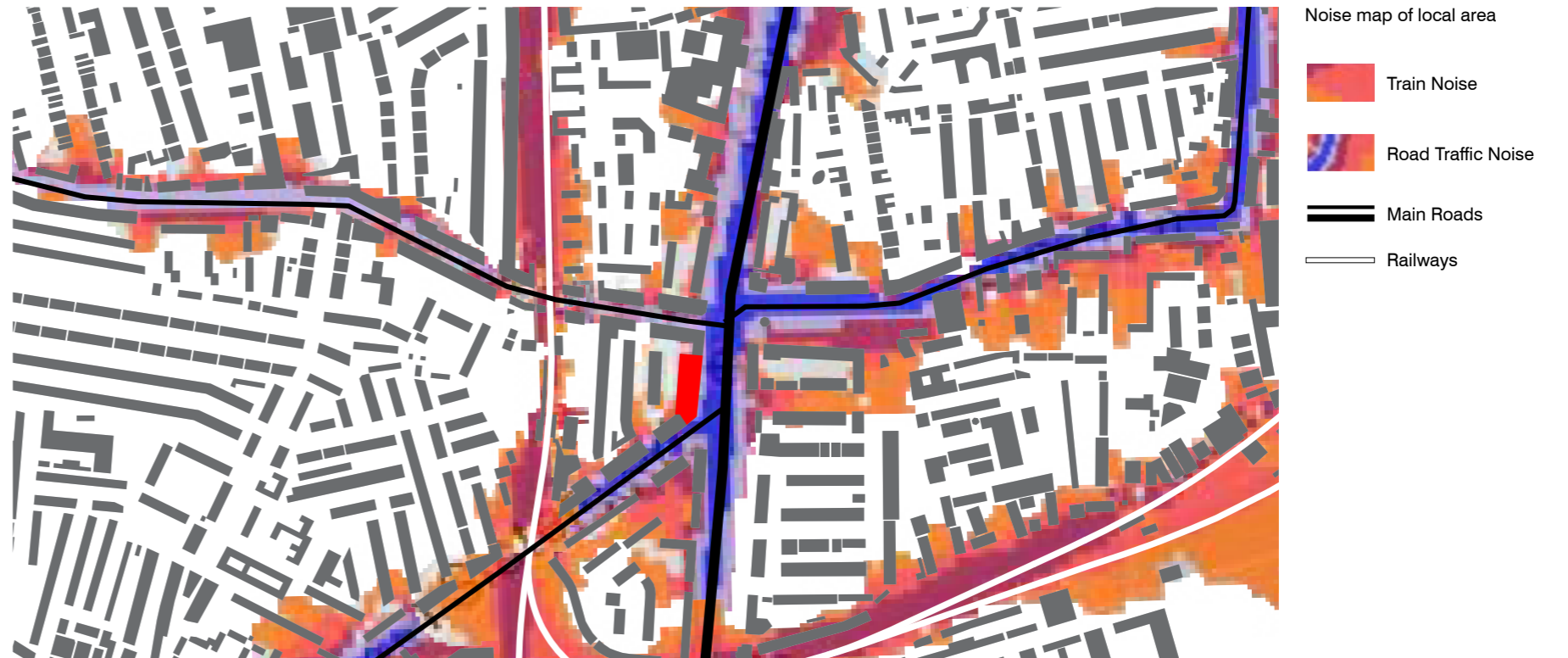
**Site Access**

The site is very well connected by road, with the A10 passing through from Central London to Cambridge and the North and the A503 (Seven Sisters Road) partly connecting the east and west regions of the borough.

The site is well-connected to Central London and outer regions via Seven Sisters Underground and Overground Stations, Tottenham Hale Underground and National Rail Stations, and South Tottenham Station. The Victoria line to Central London and rail connection to Liverpool Street means that many of the city's key locations are just over fifteen minutes away from Tottenham. This connectivity suggests the site represents a promising prospect for growth.

A segregated cycle lane - Cycle Superhighway CS1 - stretches along the High Road beside pedestrian walkways and Seven Sisters Underground tube exits. The superhighway connects the City of London with North Tottenham, providing direct access to Central London.

The tube exits provide a consistent stream of pedestrian traffic to both the north and south of High Road, as well as to West Green Road and Seven Sisters Road. Pedestrian traffic is particularly heavy during events at the Tottenham Hotspur Stadium





## 3.0 WARDS CORNER TODAY

### 3.1 The Wards Corner site

The steel framed corner building that formed the main entrance to the Wards Corner Department Store has been vacant since the premises closed in the 1970s. Many of its original features remain.

The first floor of 229-249 High Road - which has also remained empty for the past 30 years - is in good condition. Some repair work is needed on the existing decorative plasterwork which has in places been removed to check the structural integrity of the steel frame. The timber floor is in good order but will need patching due to structural investigations and some roof leaks.

There is a large expanse of flat roof to the rear of 229-249 High Road, which has been patched over the years as lead flashings were stolen. The roof to the converted terraces at the front of the market was replaced in the 1980s, at which time the original dormers, chimneys and bay windows at first floor level were removed.

Ten businesses open onto the High Road frontage, several businesses use the curtilage in front of the building for displaying goods or for outdoor seating. Whilst this helps create an active and vibrant street frontage, it also adds to an inconsistent urban fabric and limits access to the public realm.

At the rear of the building is a car park which is used by shop owners, customers and London Underground staff. Customers frequenting the shops also use the car parks on Westerfield Road. The goods delivery for the retail units on the site occurs through the front and/or the rear of the shops.



From Top (clockwise): Exterior condition of the Corner Building; Retained historic dormers and bay windows; Vacant first floor with original skylights.

3.0 WARDS CORNER TODAY

3.2 **Seven Sisters Indoor Market**

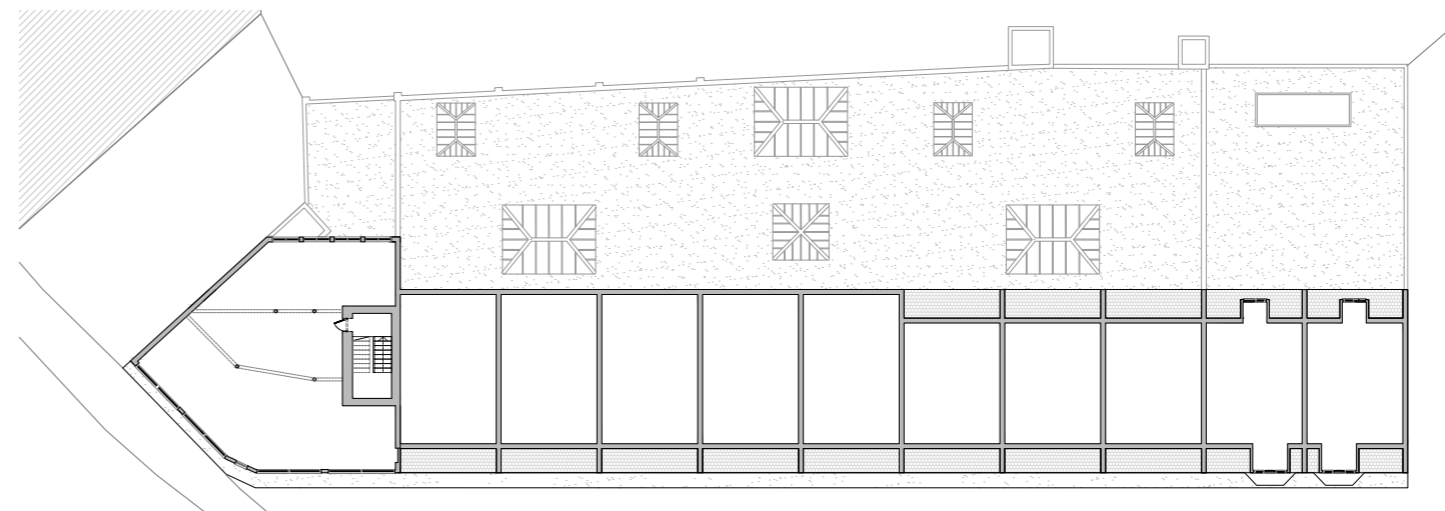
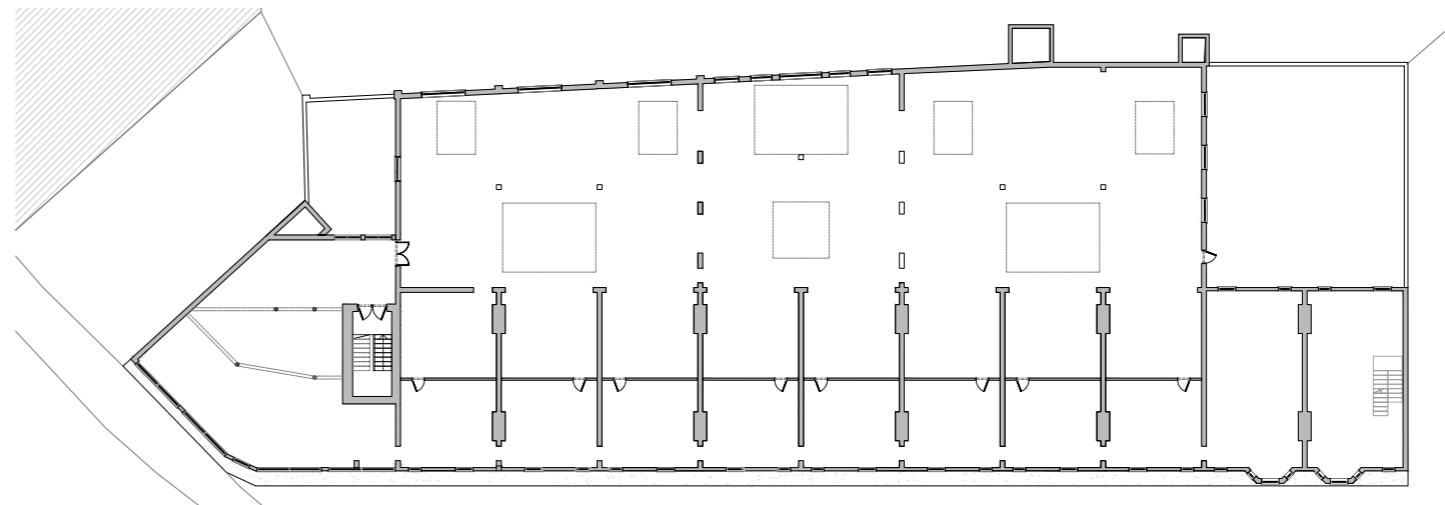
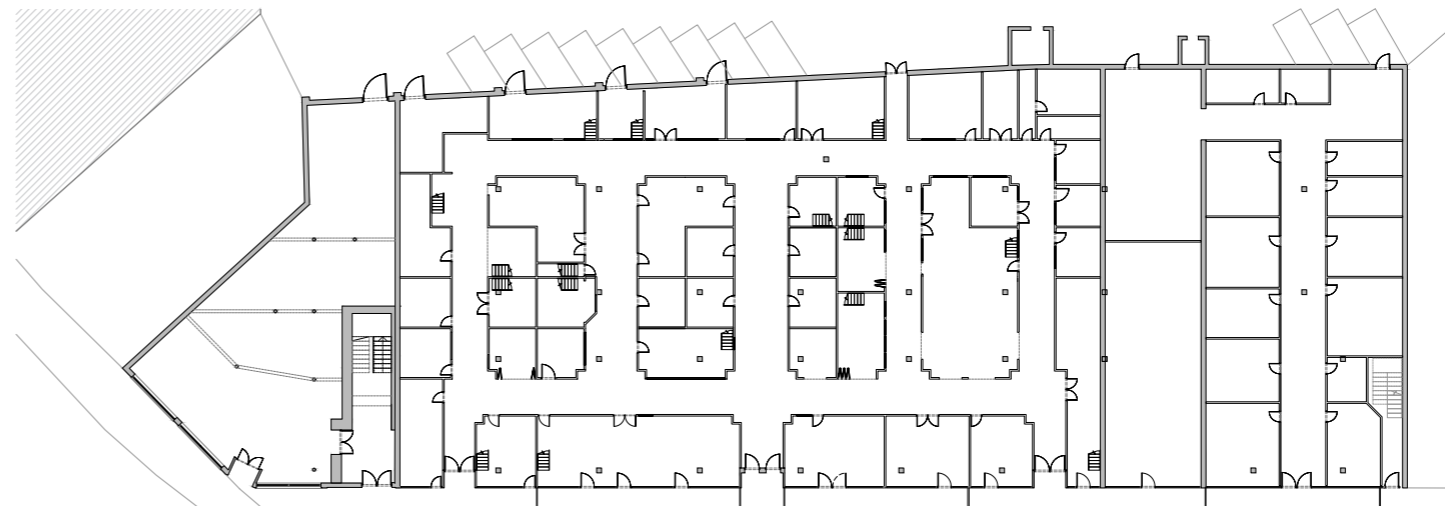
The ground floor 229-249 High Road contains Seven Sisters Indoor Market. The market has remained closed since March 2020. Prior to closure this large space was partitioned into individual retail units, each one customised by its occupying trader. Each stall had a distinct character and this myriad of styles and colours gives the market a vibrant and lively feel.

Arranged into bays divided by long and short circulation routes, the market evokes and references Latin American (though principally Colombian) streetscapes. As a result, the character of the market is one of being a small, Latin village - a 'pueblito paisa'.

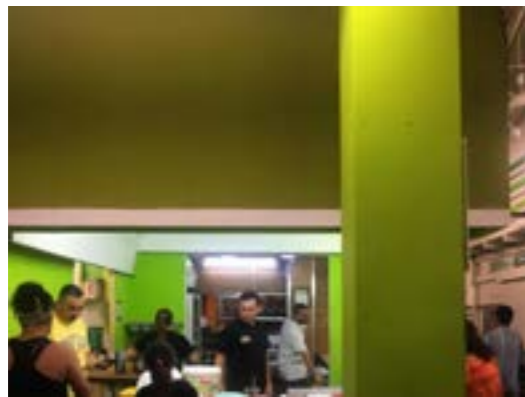
Much of the original cornicing on the beams and mouldings on the columns remains. This adds an interesting historical character to the space, however these original features are in need of some restoration. The floor is a mixture of different finishes, ranging from concrete slab to herringbone timber tiles. The majority of the market has a short pile blue carpet covering the floor, which causes maintenance problems and detracts from the quality of the interior. On the first floor there is a timber floor throughout.

The existing services run below the finished floor level. Electricity meters were installed to each unit in 2005 and stall holders pay for the power they use. The electricity for the shared spaces is paid for by the market manager. There is no heating in the common areas of the market and the stall holders are responsible for heating their own space, which happens mostly via inefficient electrical heaters. There is a gas supply to each unit which has a kitchen.

The lighting mostly consists of T8 and T5 fluorescent tubes throughout the market, with individual stall holders installing their own lights to meet their requirements. There is limited natural light in the market, as the only windows into the space are via the shops at the front of the building. The existing building has very little insulation, resulting in poor energy efficiency.



Existing ground, first and second floor plans



The interior of the market, showing the character and colours of each individual stall prior to closure

**3.3 Economic, Social And Cultural Value**

Seven Sisters Market has been listed as an Asset of Community Value by Haringey Council since 2014 and was successfully renewed in 2019.

The market has remained closed since March 2020. The market was a home to a diverse BME community. The 60+ businesses operating within the market provided around 150 jobs and represent over 20 different nationalities, though the majority of these businesses were run by or cater to the Latin American community.

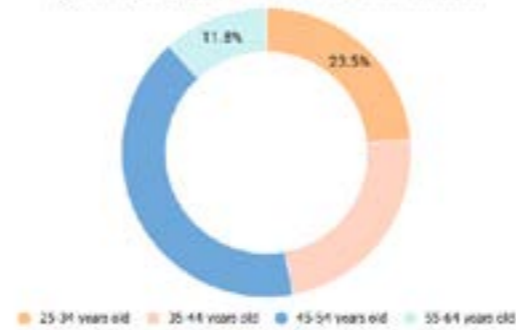
The significance of the market as a cultural and social hub for this migrant community is widely recognised and celebrated, customers travelled throughout London and further afield to visit its businesses.

Beyond selling products or services, the businesses within the market formed part of a crucial support network for the local migrant community, as well as acting as the stage for social and cultural life. Businesses represented more than just supermarkets, hairdressers, restaurants, etc. - they also served as resources for accommodation, employment, immigration advice, business support, education and language learning.

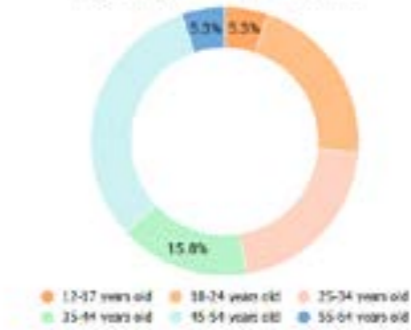
The many roles performed by the businesses in Seven Sisters Market guaranteed the space was more than just a market, it is a vital support centre for the local community in Tottenham, as well as the migrant community throughout London.

The long campaign to save Seven Sisters market and Wards Corner has generated increasing evidence about its specific economic, social and cultural value. Further details are included in appendix 9.2 of this document.

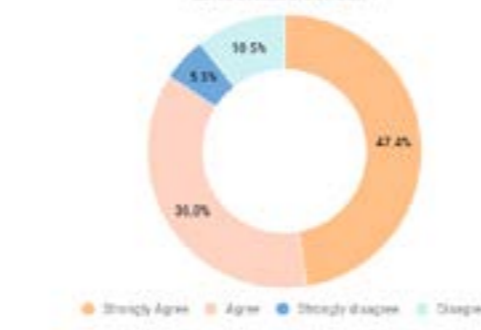
Age category of the traders & staff members



Age category of the customers



Do you agree or disagree with the following statement: "I know there will always be someone I know at the market?"



Do you agree or disagree with the following statement: "When I visit the market I feel like home, because I remember my country of origin?"



Do you agree or disagree with the following statement: "When I visit the market I feel like home, because I feel comfortable in this environment?"



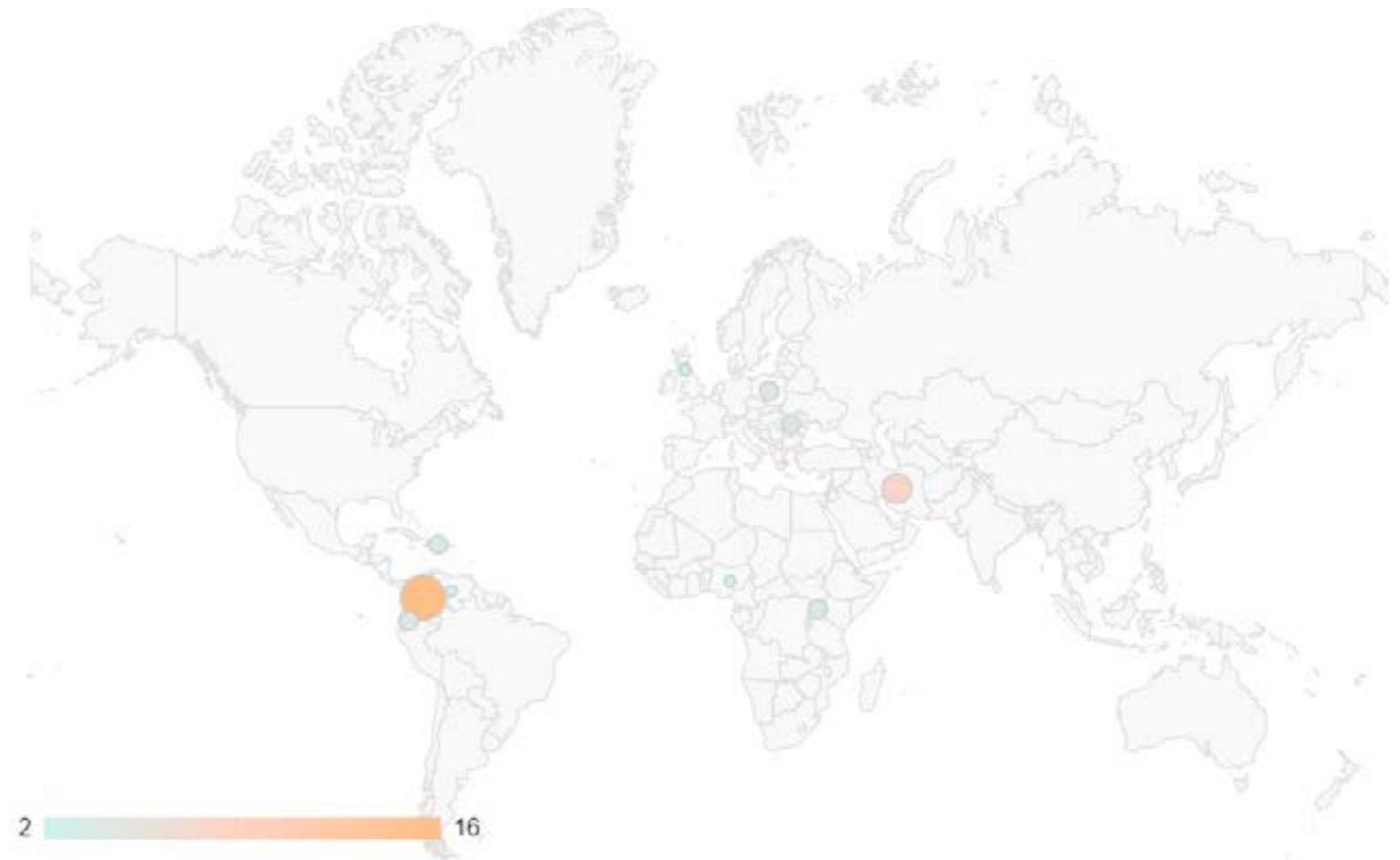
Do you agree or disagree with the following statement: "I tend to have social interactions with the traders?"



Survey data from the New Economics Foundation taken from surveys conducted at the market from February - July 2019

'Traditional Retail Markets (TRMs) are at the heart of many communities around the UK. [...] Yet without a good understanding of the more-than-economic value of TRMs, even well-intentioned redevelopment and refurbishment plans may neglect or damage their wider social and cultural contribution. [...] TRMs [are important] places of social interaction in particular for older people, women, families with children and single parents.'

'Measuring the Value of TRMs : towards a holistic approach', Bua, Taylor and Gonzalez, 2018



Map indicating the nationality of surveyed traders in the market

## 4.0 CONSULTATION

### 4.1 Community Engagement

The Community Plan was initiated by a group of Seven Sisters market traders under the auspices of El Pueblito Paisa Ltd. in 2007, and was subsequently developed by Wards Corner Community Coalition, the West Green Road/Seven Sisters Development Trust and Save Latin Village and Wards Corner CIC, evolving through several iterations.

### 4.2 Summary

The development of the Community Plan has been an iterative process, informed by around 15 years of campaigning. The proposals have emerged from a strongly and widely held desire to retain and enhance Seven Sisters Market and the surrounding small independent businesses serving low-income and diverse ethnic and migrant communities as well as loved local heritage buildings. The Plan is not merely a physical proposal for the restoration of a building - it is a proposition for a form of self-management and community-led development to which existing traders, businesses, residents, town centre users, community groups and others can contribute to, shape and benefit from.

Many dedicated consultation events and activities on the Community Plan have been undertaken as successive iterations have been prepared for planning permission, and these are detailed here. As a result, the design has been able to incorporate the experiences and views of market traders, local businesses, local residents and others over time, responding to new knowledge and understanding - in addition to local and wider policy changes on local economies (retail, markets) and housing.

### 4.3 First Plan (planning reference HGY/2008/0177)

This was informed by a first phase of community engagement during 2007 and 2008. This included a series of sessions with market traders during July and August 2007 and a public meeting with workshops on key issues in February 2008, attended by 350 people.

### 4.4 Second Plan (planning reference HGY/2011/1275)

This version of the Community Plan was refined through a second phase of community engagement activities. This included a two-day workshop in May 2008, facilitated by The Glass-House and East Architects, to explore ideas for the future of the site with 28 residents and traders. In October 2009, three local architects spent the day at Seven Sisters market talking to traders and residents about their aspirations for the site.



**2007**

***First Community Plan***

The first Community Plan, submitted before Grainger's original regeneration proposal for the area. This plan proposed:

- Renovated corner site and market building.
- A new outdoor market and plaza behind the current indoor market building.
- Affordable and Social rent residential blocks along Suffield Road and West Green Road.
- Public Realm improvements to the outside of the market.



**2014**

***Third Community Plan***

This second iteration was developed from over 5 years close work and consultation with local residents and traders. It features:

- Renovated corner site and market building.
- Restoration of historic bay windows and dormers.
- New canopy along High Road.
- Terrace to first floor of corner building.



**2019**

***Fourth Plan (this Scheme)***

Our most recent Community Plan evolved from the two previous schemes:

- Renovated corner site and market building.
- Restoration of historic bay windows and dormers.
- New canopy along High Road.
- Redesigned public realm.

#### 4.5 Third Plan (planning reference HGY/2014/0575)

The third iteration of the Community Plan gained planning permission in April 2014, following a further intensive phase of community engagement. This included:

- An extensive consultation process running between summer 2010 and April 2012 from a unit in Seven Sisters Market, manned for at least one day a week throughout;
- Door-to-door leafleting, posters and emails during a further consultation period between November 2011 and January 2012, during which time the plans were permanently exhibited in English and Spanish in a unit in the market;
- Individual meetings with local groups and stakeholders, and presentation/exhibition of the plan at numerous local events and meetings, affording opportunities to engage with a diverse range of people across the borough;
- The development of an online 3D interactive model of the Community Plan, on the Sticky World platform, attracting over 11,600 visits, and 230 comments from around 70 people.

These activities demonstrated strong support for a form of redevelopment at Wards Corner that retained the existing market, independent businesses and historic buildings whilst also providing new community facilities. There was strong support for more social and affordable housing on the wider site (though concerns were raised about the size of potential developments). There was also a desire to retain the Latin American character of the market and ensure a broad cultural appeal, as well as a desire for greater visibility for the market and improved loading and storage space. Further information can be found in Appendix 2 of the 2014 version of the Community Plan.

Haringey Council's statutory consultation on the third iteration of the Community Plan attracted over 300 responses in support. These confirmed the importance of Seven Sisters Market and the heritage buildings at Wards Corner and demonstrated strong support for the Plan. The proposed Wards Corner Compulsory Purchase Order also re-confirmed the extent of support for an alternative approach to re-development at Seven Sisters Market and Wards Corner,

attracting 163 objections, six of which were signed by a total of 1,907 signatories, triggering a public inquiry. Traders' testimony at this public inquiry clearly communicated the importance of retaining and enhancing the market's role as a space of economic flourishing and refuge, rich with resources, connections and therapeutic benefits.

After the planning permission expired, a working group was established to prepare the Community Plan for resubmission. The working group met regularly during 2019. West Green Road/Seven Sisters Development Trust and Save Latin Village and Wards Corner Community Interest Company appointed designers Unit 38 to prepare the resubmission.

#### 4.6 Fourth Plan (This Scheme)

Unit 38 were based within a unit within the market between November 2018 and February 2019. This allowed for daily engagement with market traders at an important stage of the design process. Furthermore, working plans were presented at two meetings with traders in February, March and July 2019. Unit 38 and the market also hosted an event with traders and members of the Royal Society of Arts in March 2019 where the scheme and wider Community Plan were discussed.

Any changes to previous iterations were agreed with the Trustees for both Save Latin Village and Wards Corner CIC and the West Green Road/Seven Sisters Development Trust, which include traders, residents and community leaders, through the working group's regular meetings and discussions.

Since the scheme was submitted in 2019 there has been continued engagement with traders and residents including fundraisers, kids days, community meetings, the launch of the Community Benefit Society and an ongoing crowdfunder.





Photos of previous consultation events and activities

**4.7 Wider support for the Community Plan**

The Community Plan is widely supported within Haringey, London and beyond, including by:

Wards Corner Community Coalition,  
Save Latin Village and Wards Corner CIC,  
El Pueblito Paisa Ltd,  
Seven Sisters Market Tenants Association,  
Bindmans LLP,  
Tottenham Traders Partnership,  
Seven local residents' associations,  
Tottenham Civic Society,  
Sustainable Haringey,  
Haringey Federation of Residents Associations,  
Our Tottenham,  
St Ann's Redevelopment Trust,  
Peacock Estate,  
Rockstone Foundation,

Haringey Unite Community branch,  
Haringey London Renters Union branch,  
Unit 38,  
Pedro Achata Trust,  
Amigo Month,  
Latin Elephant,  
London Latinxs,  
Latin Front,  
Just Space,  
New Economics Foundation,  
Common Wealth,  
Architectural Heritage Foundation,  
Rosa Luxemburg Stiftung (London office),

and many other organisations and hundreds of volunteers and supporters.

## 5.0 THE SCHEME

### 5.1 The Brief

The aim of the Community Plan is to:

- provide improved trading space for existing and new small businesses
- protect the physical heritage of the market, the Wards Corner building and the integrity of the high street; and
- democratically own and manage the building for the benefit of the community.

### 5.2 Design Principles

The proposal is designed to enhance the character and appearance of the Seven Sisters/Page Green Conservation Area. For an assessment of the conservation area's significance and the impact of the proposals on that significance, please refer to Section 8.0 below. The corner building is also locally listed and is therefore handled particularly sensitively. It is proposed to restore this building faithfully to its former condition, including the reinstatement of the parapet wall at roof level and the ground floor shop windows and fascias, using materials and techniques to match the original.

Nos. 229-249, the terraced properties, have been affected by unsympathetic alterations, particularly at ground floor level. However, they do still possess some architectural quality. A new canopy and shopfronts are proposed to reinstate the unity to the ground floor of these properties. Two new entrances will bookend the units, creating a clear and accessible route into Seven Sisters Market.

As the terraced properties were originally constructed as residential units, a faithful restoration of their original features would render them unsuitable for commercial use. Consequently, the bay window and dormer windows will be reinstated to reflect the historic pattern, but adjusted to suit their new use requirements. The bay windows follow the same proportions and height of the existing bay windows at nos. 247-249, but are more contemporary to provide suitable headroom for the office space on the second floor.

New windows are proposed to the rear elevation to bring more daylight in to the indoor market and improve traders' working conditions. The existing skylights are to be removed and new roof lights positioned to reflect the proposed internal layout.

The second floor is to be extended at the rear without increasing the height or the width of the building. This will provide suitable headroom in the proposed office space. The extension is to be clad in roof tiles with new metal framed windows to match the existing.

Prior to its closure, the indoor market was highly successful and the proposal sets out to improve and extend what is already there. The spacing and size of the units reflects the existing layout, maintaining the proximity that has helped grow this community space.

Lightwells will be opened between ground and first floor to bring daylight in from the skylights above. These voids are on the junctions of the internal streets making the circulation around the building legible as soon as you enter.

A new lift is proposed within the corner building, also accessible from within the indoor market. The lift lobby can be accessed separately from the corner building and the indoor market allowing the two uses to operate on different schedules.

New accessible toilets are provided on each floor to cater for the market traders and visitors.



Proposed external view of the market looking south

### 5.3 Changes To Previous Consented Scheme

While the brief and overall intention of the project has not changed since the previously consented scheme (HGY/2019/23155), there have been several minor changes to the design to accommodate new planning approvals and policy, improve accessibility to the upper floors and improve means of escape. The majority of these changes are internal and have no material change to the exterior.

The main changes are:

- Amendments to corner building following updated information on the existing building's rear facade
- Inclusion of TfL's temporary market layout
- Keeping the position of the first floor rooflights to reduce embodied carbon of new structure required
- Changes to the internal layout of the market to align better with existing rooflights;
- Repositioning of lift and stair in corner building to improve accessibility to the market and corner building, and allow them to function independently.

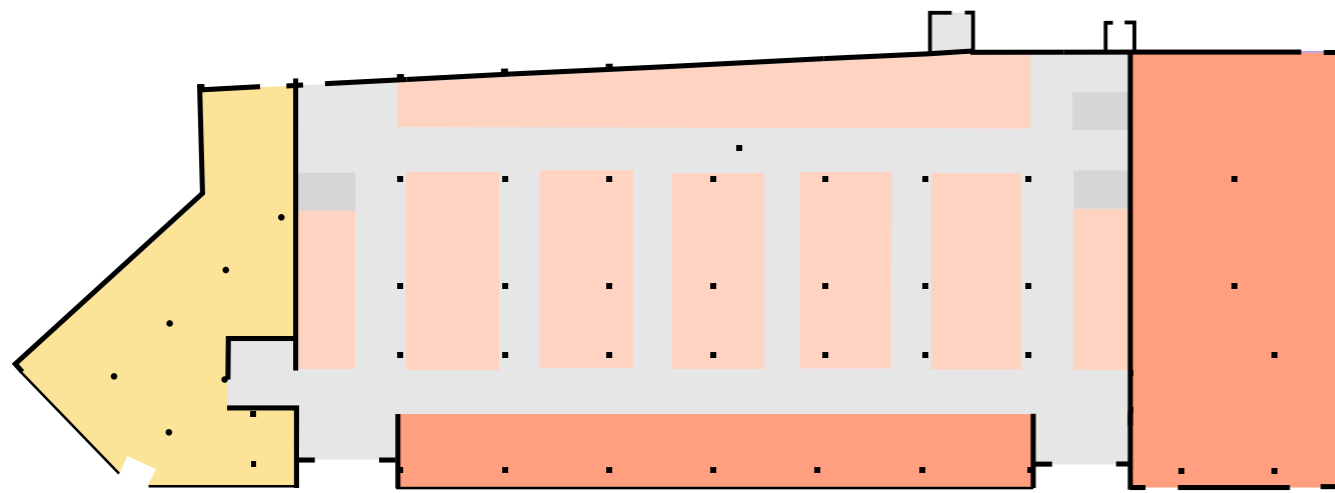
The main external changes are:

- Opening up units on ground floor to the rear facade
- New external escape stair on rear facade
- Repositioning of northern entrance to the market to accommodate TfL's temporary market

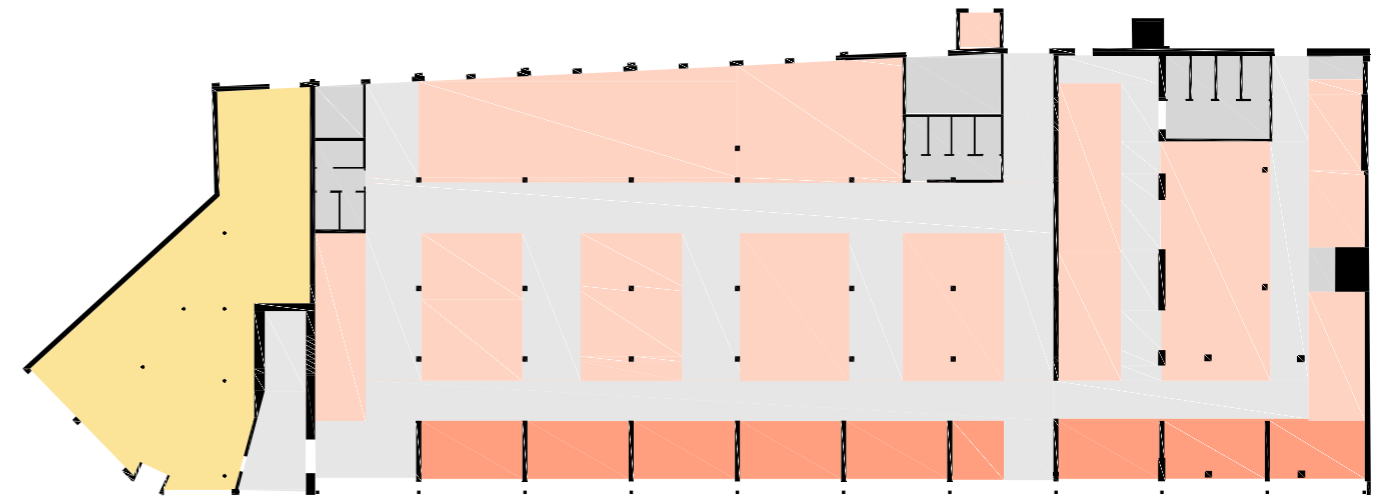


Proposed external view of the market looking north

5.3 Changes To Previous Consented Scheme - Ground Floor



Approved scheme 2019



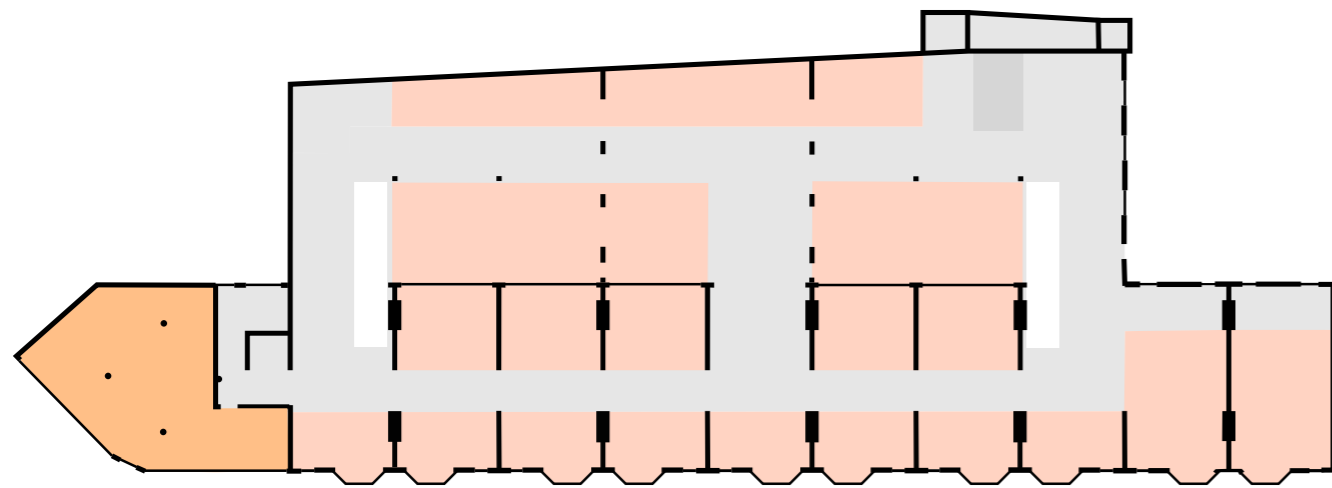
Amended scheme 2019

- Key changes:
- New stair and lift in corner building to retain existing core
  - Inclusion of TfL temporary market layout to minimise trader relocation
  - Repositioning of stairs to first floor at rear of building to improve means of escape
  - Opening up of ground floor units at rear to street

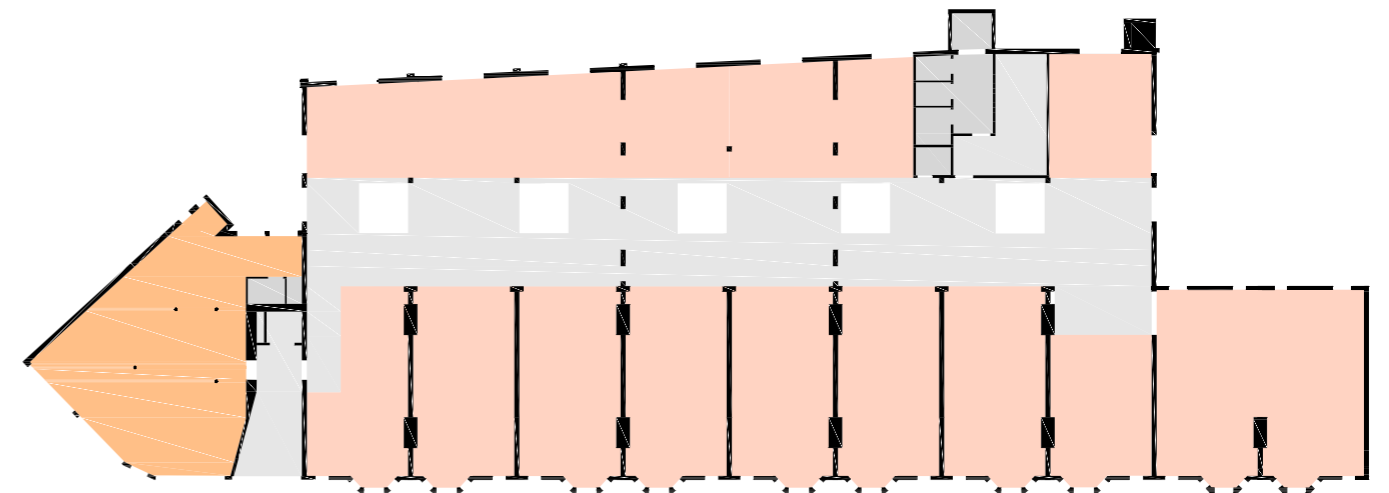
0 5 10m

- Restaurant (E)
- Community space (F2)
- Primary retail (E)
- Market units (E)
- Workspace (E)
- Circulation
- WCs and plant

5.3 Changes To Previous Consented Scheme - First Floor



Approved scheme 2019



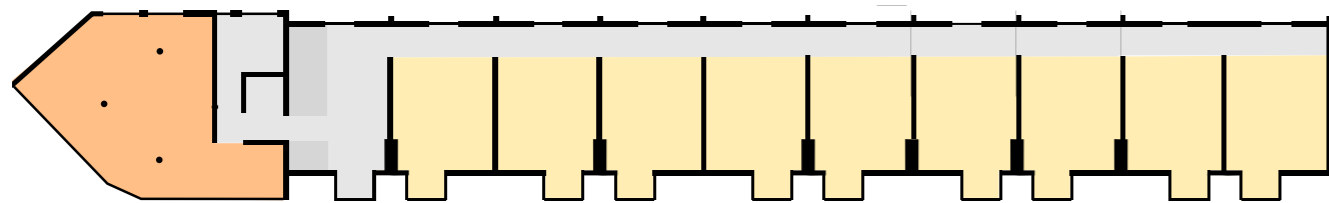
Amended scheme 2019

- Key changes:
- New stair and lift in corner building to retain existing core
  - Accessible WC in corner building
  - Repositioned lightwells to align with stall layout on ground floor

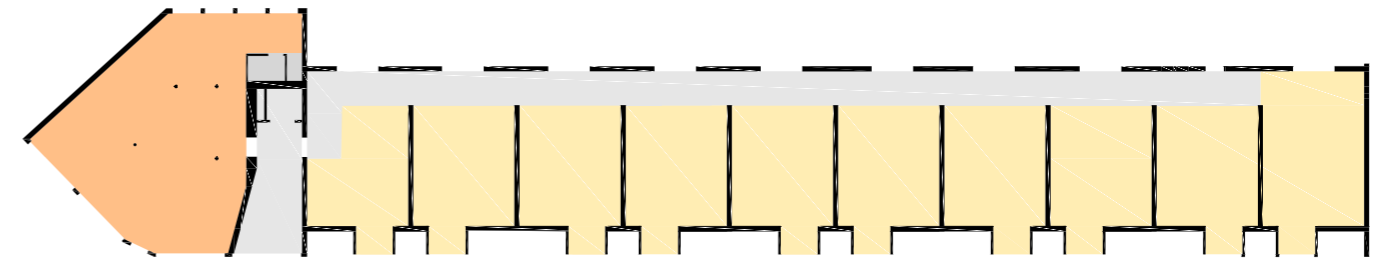
0 5 10m

- Restaurant (E)
- Community space (F2)
- Primary retail (E)
- Market units (E)
- Workspace (E)
- Circulation
- WCs and plant

5.3 Changes To Previous Consented Scheme - Second Floor



Approved scheme 2019



Amended scheme 2019

- Key changes:
- New stair and lift in corner building to retain existing core
  - Accessible WC in corner building
  - New external escape stair to north of building

0 5 10m

- Restaurant (E)
- Community space (F2)
- Primary retail (E)
- Market units (E)
- Workspace (E)
- Circulation
- WCs and plant





Internal view of community space in the corner building

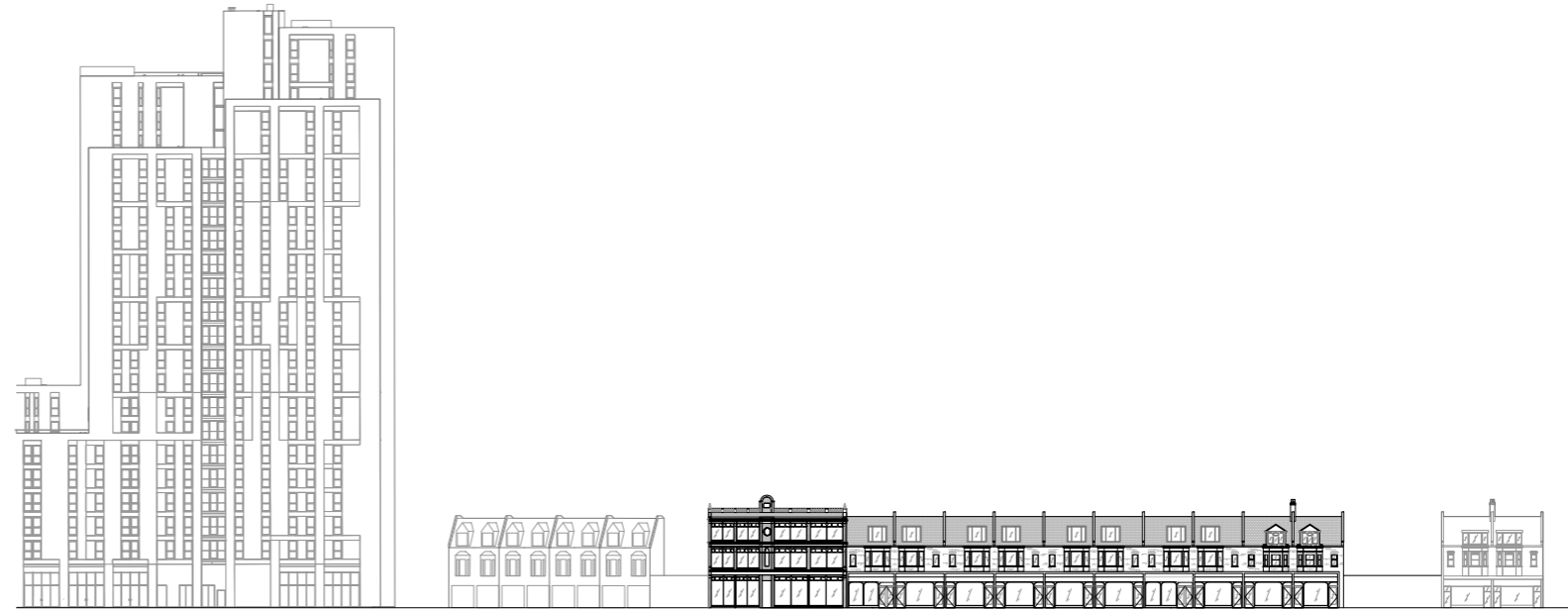
5.4 Facades

The row of terraced houses nos. 227-249 were constructed at the end of the 19th century and included typical residential features such as bay windows and dormer windows set in to the slate roofs. These were gradually bought up by Wards store until they owned the majority of the terrace, and the houses were extended by introducing a large steel frame to allow for large clear internal spans for the shop layout within. The shopfronts were unified in material and signage reflecting the large department store behind, with the corner building becoming a recognisable landmark in the streetscape.

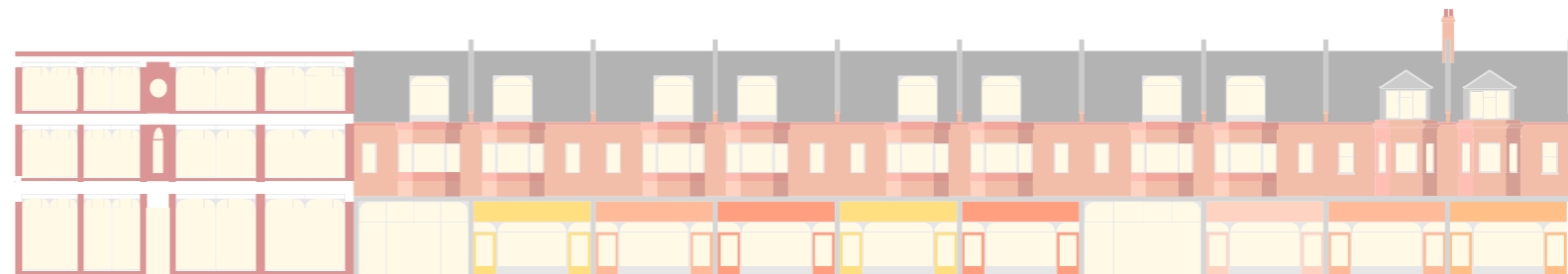
The department store was closed in the 1970s and the buildings were gradually converted to other uses, including small independent shops facing the high street and the indoor market that still operates today. During this time, the bay windows and dormers were removed, and individual shop owners introduced their own shop windows and signage.

The proposal will reinstate the unity of the Wards department store. Each unit facing the high street will have the same shop windows and individual shop signage will be contained under a projecting canopy. The canopy expresses the scale of the internal steel structure that made the conversion of these terraced houses in to a department store and subsequent market possible.

The proposed elevation seeks to make the program of the building legible from the high street. Two new public entrances to the market are provided at either end, with the canopy stretching between them to reveal the extent of the market beyond. The new bay windows with large amounts of glazing indicate the new commercial uses behind. The unique character of the corner building lends itself to different uses so will contain a restaurant at ground level with community space on the first and second floor.



Site elevation showing Apex House



Proposed elevation - new dormers, bay windows and shopfronts



The market's functions are indicated by the different components of the buildings facade

**5.5 Elevation Details**

The corner building is to be faithfully restored and the proposed additions to the elevation will respect the proportion of the corner building and the retained elements at nos. 247-249. The canopy is aligned with the fascias of the corner building. Each retail unit facing the high street will have the same shop windows, designed in accordance with Haringey Council's design guidance and following a study of local historic shopfronts.

The sill and lintel heights of the bay windows align with the original bay windows at nos. 247-249, continuing the horizontal expression of the high street elevation. The corner posts have been reduced in size to create larger windows more suitable for the commercial use. The sill, lintel and corner posts will be precast concrete with the brickwork matching the existing. The posts will contrast with the brickwork referencing the post and frame details of the large glazing on the corner building.

The dormer windows are set back from the edge of the roof so that the corner building is still the most prominent building when viewed down the high street. Their width aligns with the bay windows below and their height below the ridge of the existing dormers on the adjacent buildings.



Restored facade of Wards Corner



Proposed facade of retail unit facing the market

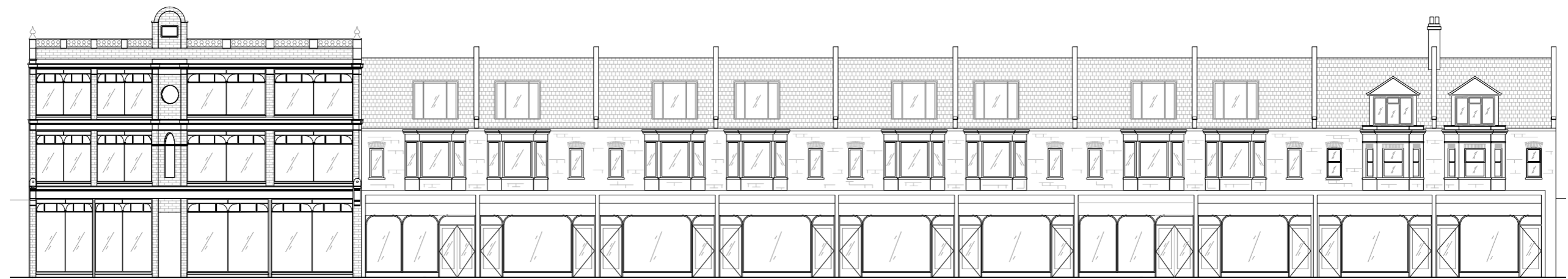
5.6 Elevation Materials

All proposed materials are sympathetic to the existing building and the historic nature of the conservation area. All repairs to the corner building will match new materials with the existing and restore existing details to a high quality. The ground floor canopy will be a painted steel frame along with the new shop windows, referencing the expressed steel frame of the windows on the corner building.

The bay windows will be of a red brick to match the existing brickwork with expressed concrete lintels, sills and posts of a light colour to match the corner buildings cornice. All new windows on the upper floors will be dark metal framed openable windows. The dormers and rear extension will be clad in slate tiles to match the existing roof.



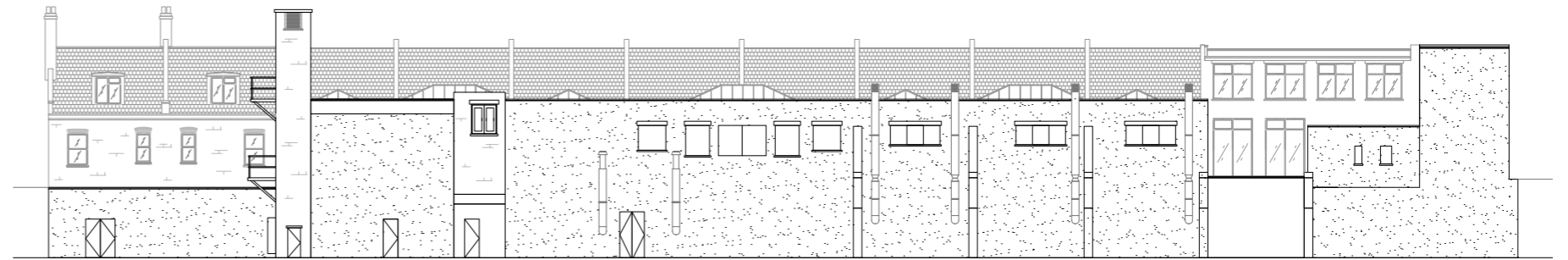
Material Precedents



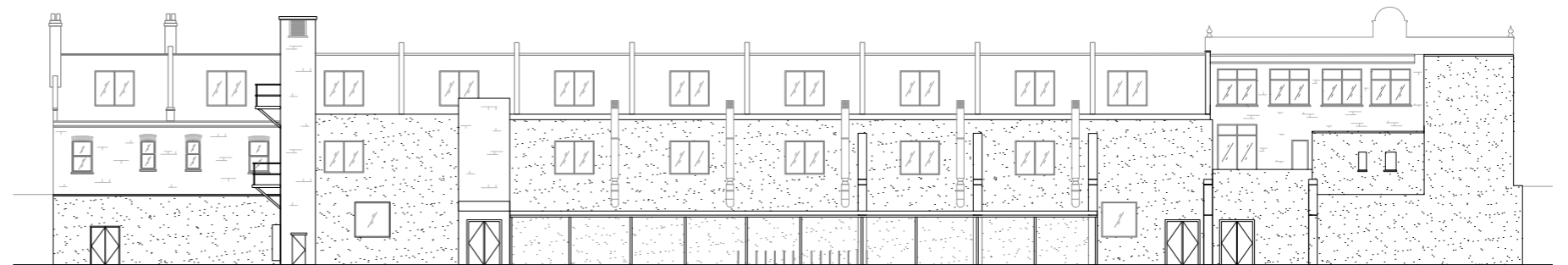
Street elevation

5.7 Rear Elevation

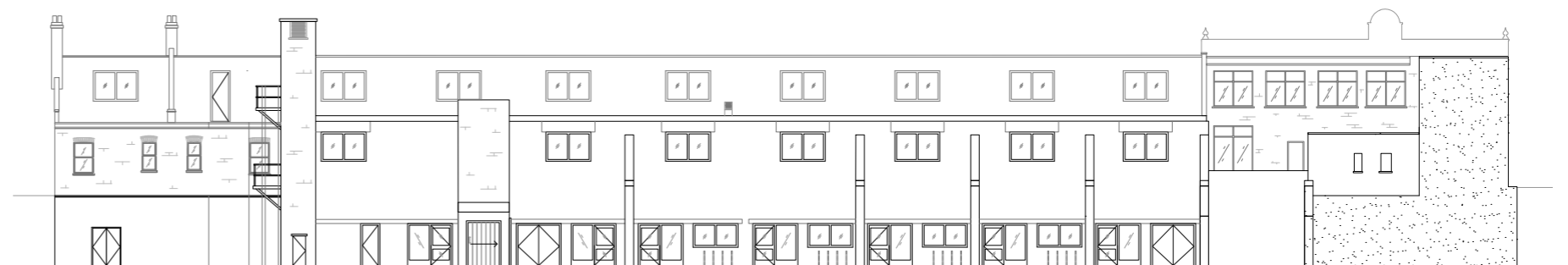
The rear roof of the second floor is to be realigned to create useable floor space for small businesses with a floor to ceiling height of 3.4m. The extension has new window openings centred between the historic party walls. New windows at the first floor bring daylight to the new workspaces on the first floor. New entrances to the units from the street on the ground floor will provide activity to this otherwise neglected access route. The proposed ductwork in the consented scheme from 2019 will now be routed internally and vent out of the first floor roof.



Existing rear elevation



Previously consented rear elevation



Amended rear elevation

**5.8 Sustainability**

The reuse and refurbishment of the existing buildings is the most sustainable way to provide much improved employment space for the area. Materials will be repaired and reused as far as possible to reduce wastage. The embodied energy in the construction will be maintained as far as possible, with all existing building fabric particularly the roofs being upgraded to meet contemporary insulation values.

All new lighting to communal areas will be low energy LED fittings with control settings to reduce energy consumption. All new windows will be openable to allow for natural ventilation, with the skylights above the indoor market allowing for passive ventilation of warm air. Heating to the communal spaces will be provided by a combined heat and power system. A green roof is proposed on the first floor behind the high street, this will reduce the heat-island effect of the building, encourage biodiversity on the otherwise built over site, and reduce rainwater runoff.

The location of the site and the proposed new employment space will ensure all employees can easily access the site by walking, cycling or various modes of public transport.

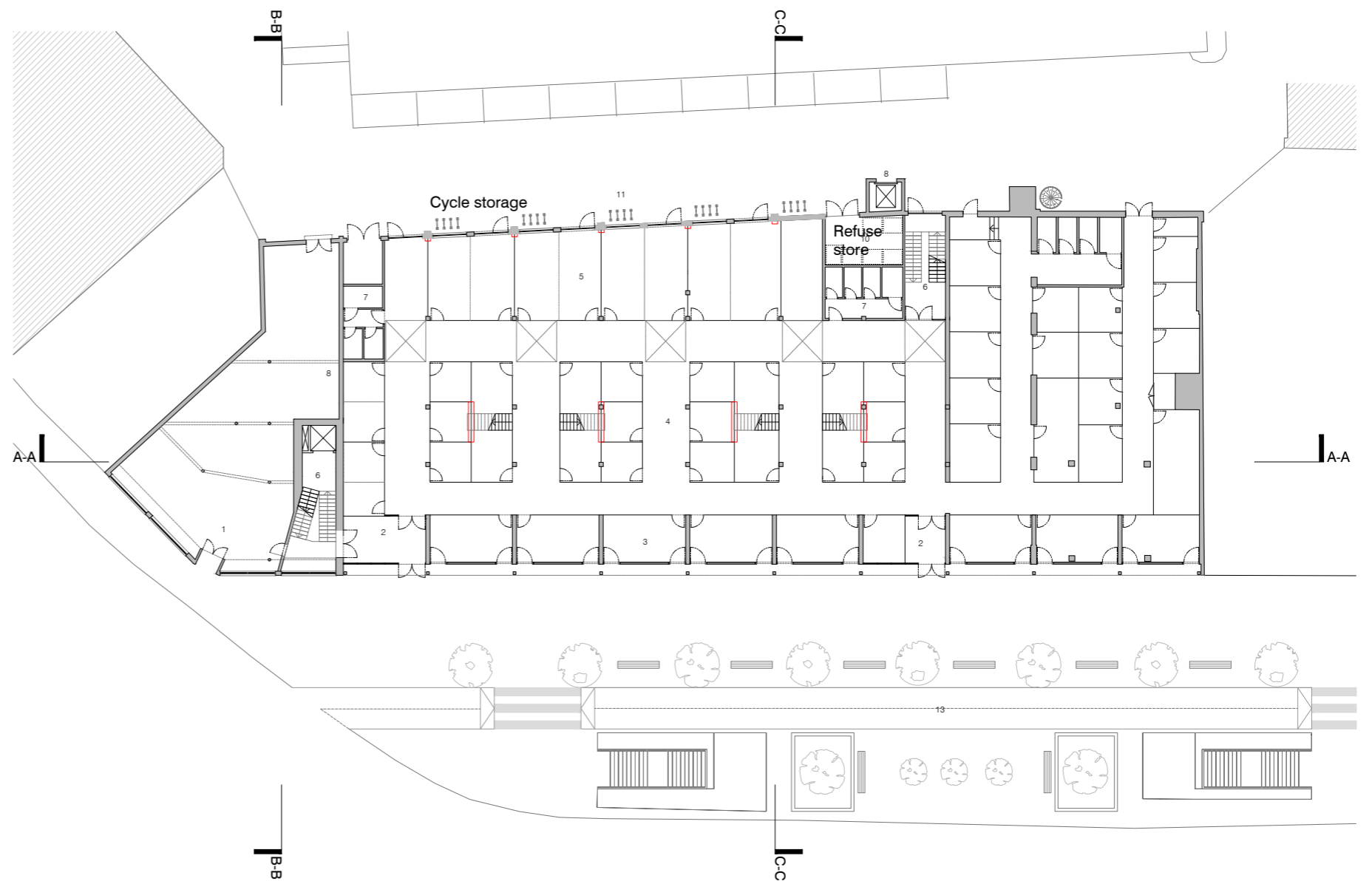
**5.9 Refuse/Servicing/Cycle Storage**

All deliveries to businesses will be carried out to the rear of the building as is currently the case off Suffield Road. A proposed goods lift will give service access to units on the first floor.

Waste storage for the building is provided within a new shelter to the rear of the building and will provide suitable storage for general waste, recycling and food waste.

Storage for twenty-eight cycles is provided along the rear elevation to encourage employees and business owners to cycle to work.

The existing ventilation ducts will be replaced with RAL coated metal and rationalised across the rear elevation for consistency.



Ground floor plan

**5.10 Local Economy**

The plan will lead to growth in the micro economy that existed on the site, before its closure in 2020, through a better trading environment and increased footfall resulting from the proposed refurbishments of the building and Wards Corner's promotion as a retail destination. Not only will the proposal strengthen the position of the businesses that have traded on the site, it will also provide space for the retail offer at Wards Corner to grow, drawing in a wider range of customers making full use of the site's strategic position above Seven Sisters Station.

The site supported around 60 businesses prior to closure, providing around 150 jobs. Post-completion, projected figures indicate 300 new long-term full- and part-time jobs, bringing the number of jobs provided up to approximately 450.

The construction process will create a number of temporary jobs as well as providing training and apprenticeship opportunities in partnership with local education institutions, providing both short-term economic gain and longer-term stability in a skilled workforce.

Estimates suggest 40 new jobs, 20 volunteering roles, 20 work experience/employability placements, and up to 30 local people acquiring accredited vocational skills can be generated per annum.

A key aim of the West Green Road/Seven Sisters Development Trust is to support and foster the creation of new businesses in Tottenham. The provision for incubation and start-up businesses on the site will provide a reliable structure for new businesses to grow in Tottenham, drawing on the wealth of entrepreneurial talent in the area. This will not only have a positive impact on the micro economy at Wards Corner but will have a boosting effect on the rest of the borough as businesses grow and relocate.

'Markets positively impact on town centres. Markets can generate footfall increases of around 25% for town centres as new research for this project shows. Markets increase retail sales, with significant numbers (55%-71%) of market visitors spending money in other shops.'

'Market matters', ESRC, IPM, NABMA, Manchester Metropolitan University, 2015

'The study also estimated the 'market effect' showing that 57% of market customers spent money in nearby areas.'

'Measuring the value of TRMs', 2012

## 6.0 ACCESS

### 6.1 Access Statement

The scheme provides an inclusive, safe and legible environment that will be easily used by as wide a range of people as possible without undue effort, special treatment or separation whilst working within the restraints of the existing building.

### 6.2 Public Transport

The site is directly on top of Seven Sisters underground station, facing the High Road, where several bus routes run in to central London and within close proximity to Seven Sisters and South Tottenham overground station. The site is very easily accessed from multiple modes of public transport and has a good PTAL rating, ensuring all those travelling to the scheme can do easily.

### 6.3 Cyclists/Pedestrians

The scheme will improve the accessible width of the footpath surrounding the site. A major cycle lane heading north-south provides a safe cycle route directly to the site.

### 6.4 Vehicles/Parking

There is to be no additional car parking provided on the site.

### 6.5 Access into building

All entrances in to the building will be clearly signposted and provide level thresholds. A new passenger lift will provide level access to every space within the scheme. The lift is located in the corner building but can be accessed separately from the market to allow the different uses to operate at different times of day without impeding security in to each space. Handrails to ramps and stairs provided are suitably detailed in line with Part M.

### 6.6 Evacuation and Means of Escape

In the event of an emergency, evacuation from all buildings is by stairwell and a protected refuge for the mobility impaired is provided at the core. All fire alarms will be both visual and auditory as required by Part B.

### 6.7 Access for Emergency Vehicles

Access for Emergency Vehicles In the event of an emergency, evacuation from all buildings is by stairwell and a protected refuge for the mobility impaired is provided. Emergency vehicles can access the site via the High Road or Suffield Road.



## 7.0 HERITAGE STATEMENT

### 7.0 Conservation Area

The Wards corner building sits within the The Seven Sisters / Page Green Conservation Area, which was designated in 1998. The Seven Sisters/Page Green - Conservation Area Appraisal and Management Plan details how the buildings have been altered: *little now remains of the former Ward's Stores and its once impressive length of shopping frontage facing the High Road.*

The existing buildings on the High Road that make up the Seven Sisters Indoor Market are marked as having a neutral contribution to the character and appearance of the Conservation Area. However, the corner building (of the former department store Wards) is locally listed. The existing buildings have been significantly altered since they were constructed in the later half of the 20th century with the dormers and bay windows removed, poor quality shopfronts and the loss of vertical divisions (pilasters) between shop units disrupting the rhythm of the commercial frontage.

The application proposes reinstating the bay windows to the first floor and dormer windows to the first floor - not as historic reconstructions but sensitive additions to improve the useable floor area of the building and improve the character of the building to the High Road. A new canopy the length of the building will reinstate the impressive length of the frontage and re-introduce the vertical rhythm of the smaller units that has been lost.

During the pre-app on 13 September 2022 the planning officers raised concerns of the view towards the building from Suffield Road (which is outside of the conservation area). The views to the right show that the changes to the rear elevation of the building aren't prominent from the street and will only improve what is currently a low-quality and neglected facade. Haringey's ambitions with the wider site will hopefully improve the wider aspect of the surrounding area and the application has been considered within this context. New windows, a repaired facade and new ground floor openings will greatly improve the setting of the building.

The Conservation Area Appraisal states that the building's *frontage is a key part of the conservation area and it is important that any eventual development or refurbishment or mix of the two is of a high design standard that properly contributes to its historic and townscape setting.* The proposed development will be of a high quality, greatly improving the setting of the conservation area.



Existing view from Suffield Road



Proposed view from Suffield Road - the second floor is barely visible as it is set back from the first floor

## 8.0 PLANNING STATEMENT

### 8.1 Relevant planning policies

Section 38(6) of the Planning and Compulsory Purchase Act (2004) requires planning applications to be determined in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan for Haringey (insofar as it applies to this proposal) consists of The London Plan (2021), Haringey's Local Plan (2017): Strategic Policies (2013, with alterations in 2017), the Haringey Development Management DPD (2017) and the Tottenham Area Action Plan (2017).

The policies considered relevant to the determination of this application are listed in Appendix 9.1.

Since the application in 2019 a new London Plan was published by the Mayor in 2021. The London Plan is a material consideration in making planning decisions.

The National Planning Policy Framework (2019) sets out the Government's planning policies for England and how these are expected to be applied, and is a material consideration in the determination of this application.

### 8.2 Land use

#### 8.2.1 Suitability of proposed uses

The Haringey Strategic Policies SPD lists a number of key priorities for the Seven Sisters Corridor Area of Change. These include the renewal of Wards Corner, improvements to Seven Sisters Station and the provision of new social infrastructure and community facilities. Policy SP8 encourages new B1a and B1b floorspace as part of mixed-use development on suitable sites, and provides support for local employment and regeneration aims, as well as small and medium sized businesses. Policy SP9 provides support for initiatives which supports access to jobs, community cohesion and inclusion.

Policy SP10 provides that the Council will promote, inter alia, the development of retail, office and community activities within its town centres, and also seeks to strengthen the borough's district town centres as 'important shopping and service centres to meet people's day-to-day needs.' Policy DM41 of the Development Management DPD seeks to sustain and enhance the vitality and viability of the borough's District Town Centres, whilst Policy DM42 provides that within Primary Shopping Frontages, the continuity of the retail frontage should be maintained, and active frontages should be provided. This is echoed by Policy SS1 of the Tottenham AAP, which requires active town centre uses on all ground floor street frontages and small floor plate units near the station. The AAP also confirms that Seven Sisters Market should be retained on the site. Policy DM45 seeks to optimise the use of land and floorspace within town centres by encouraging new mixed use development, including new or re-used space above shops and commercial premises.

The Community Plan introduces 471m<sup>2</sup> of lettable office space in a highly accessible town centre location; furthermore, that office space is specifically aimed at small/start-up businesses in accordance with the aspirations of the London Plan and Policy SP8. The scheme proposes a significant uplift (798m<sup>2</sup>) in lettable retail space, bringing a series of vacant showrooms above ground floor level back into

use, and creating small floor plate units fronting onto the High Road in accordance with the aspirations of Policy SS1 and Policy DM45 (it is noted that Policy 4.9 of the London Plan also encourages smaller shop units). The Community Plan provides a continuous retail frontage along the High Road, including a café use on the ground floor of the department store building, which will provide a focal point for activity on the corner of High Road and Seven Sisters Road.

In addition to the E uses, 233.5m<sup>2</sup> of community space F2 is proposed over the first and second floors of the department store building. It is intended that this will be available for hire - at a low cost - by local community groups from a diverse range of backgrounds. Policy SP15 seeks to support new facilities that support all formal and informal cultural and leisure activities; Policy DM49 encourages proposals for new community facilities where they are accessible, located within the community they are intended to serve, provide flexible and multifunctional space and do not have any adverse impact in terms of road safety, traffic or amenity. The proposed community space is in a highly accessible location close to rail, underground and local bus services, meaning that users of the community space will likely travel to the site via public transport. The facilities would be located directly in the heart of the community it is intended to serve and is open-plan, meaning that it could be used for a wide range of purposes.

Overall, the proposed uses would considerably enhance the vitality and viability of the District Town Centre, improve the range of local services on offer and would be fully compliant with land use policies in the Development Plan.

**8.2.2** Policy AAP1 and the wider Wards Corner site

Policy AAP1 of the Tottenham Area Action Plan (hereafter 'the AAP') sets out an expectation that development proposals in the AAP area will come forward comprehensively to meet the wider objectives of the AAP. Applications for development forming part of a Site Allocation included in the AAP will be required to demonstrate how the proposal: a. Contributes to delivering the objectives of the site, Neighbourhood Area and wider AAP; b. Will integrate and complement successfully with existing and proposed neighbouring developments; and c. Optimises development outcomes on the site. Policy DM55 (Part C) of the Development Management Policies DPD provides that in the interim period - where a masterplan is to be prepared but has not come forward as part of a planning application - proposals must demonstrate that they will not compromise delivery of the outcomes sought by the site allocation.

The site is allocated under SS5 for 'mixed use development providing town centre uses at ground floor level, including a replacement market, with residential use above'. The Community Plan proposes town centre uses at ground floor level and across the front of the site, and therefore complies with this part of the site allocation. It also enhances the public realm, as specified by SS5. However, residential units are not being provided, as this is an application for the re-use of existing commercial buildings which are currently unsuitable for residential occupation (in terms of their layout and access arrangements, but predominantly because they would be in extremely close proximity to the market hall).

The application site is approximately 0.25 hectares and the wider redevelopment site, as identified in the AAP, is 0.7 hectares. If the Community Plan was approved and implemented, approximately 65% of the site would remain available for redevelopment. This is an adequate amount of land to fulfil the housing requirements of the site allocation. Furthermore, the rear of the site is a more suitable location for residential uses, being situated away from the High Road, and the application site would be a 'good neighbour' to any

future development in that commercial uses are generally afforded fewer protections than residential uses in terms of amenity issues such as access to daylight/sunlight and loss of privacy.

The New London Plan recognises, in Policy SD10, that regeneration is not just about wholesale renewal, but about tackling spatial inequalities and the environmental, economic and social barriers that affect the lives of people in the area, especially in Strategic and Local Areas for Regeneration. It is emphasised in the supporting text that "regeneration can take many forms, and involve changes of different scale and with different impacts, depending on the needs of local communities and the character of the area. Often regeneration will take the form of incremental improvements over a number of years, involving a range of projects and initiatives" (para 2.10.2). The Community Plan provides an opportunity to successfully regenerate part of the site allocation in a sustainable way, re-purposing existing buildings and providing locally valuable community space and business start-up space at the same time. It is symbolic of the proposition that regeneration does not need to involve wholesale demolition and renewal but can be achieved just as successfully by the incremental development of sites in accordance with local needs.

In July 2022, Haringey Council announced plans to acquire land held by Grainger and create a new approach to Wards Corner. This new vision as yet hasn't been updated in planning policy. However, the council has announced its ambitions to work alongside members of the community and co-design plans for Seven Sisters. The Community Plan aligns with this wider ambition for the site and aligns with their placemaking ambitions for the town centre.

There are opportunities to deliver sensitive council and/or community-led housing developments on the wider Wards Corner site. The West Green Road/Seven Sisters Development Trust is committed to exploring the potential and need for such housing developments with

the local community, the Council and potential development partners, including new and emerging community-led housing organisations. Likewise, there may be a need and opportunity to enhance retail, small business and community space on the wider site, especially where commercial units have been left empty while previous failed development plans were in place. The Trust is ready to explore these issues also with local businesses and their associations as well as local community organisations who report a need for more meeting and activity spaces in the area. Finally, especially given the current dominance of transportation infrastructure at Seven Sisters, there would seem to be a need and opportunity to improve public space provision in the town centre.

The Trust will explore these and any other needs and opportunities with businesses, residents and town centre users via an initial engagement exercise to inform an emerging masterplan for the wider Wards Corner site. The Trust will continue to work in partnership with Haringey Council and any other relevant local partners to ensure the future development of the town centre remains meets the needs and advances opportunities for Tottenham's diverse communities, including by expanding collective ownership and management and via meaningful and substantive collaborations with public bodies and other partners.

**8.2.3 Loss of housing unit at 249a High Road**

Policy DM10 (Part C) of the Development Management DPD provides that the Council will resist the loss of all existing housing unless it is replaced with at least equivalent new residential floorspace. There is an existing residential unit at 249a High Road. Given that the Community Plan seeks to develop the site as comprehensively as possible within the limitations of what the Trust is able to deliver, the decision has been taken to remove this residential unit, incorporating the first and second floor of 249 into the new upper level market hall (at first floor level) and start up B1 space (at second floor level). This makes for a more effective and legible use of the building and avoids any conflict between the new market hall and any residential uses in terms of noise, disturbance and access arrangements.

The dwelling at 249a is in a serious state of disrepair. To the applicant's knowledge the unit has been vacant for some time. The former tenant was an individual associated with the market's management company, Market Asset Management (Seven Sisters), and ostensibly has a role in the maintenance of market premises. It is therefore unclear whether this residential unit can be considered a separate residential unit within use class C3, or as an ancillary use to the market. If the latter, it is arguable whether its loss should be assessed in accordance with Policy DM10.

As noted above, in accordance with SS5, the remainder of the site should be redeveloped for housing. It is therefore the case that the loss of a single unit on the site is likely to be offset by an uplift in housing at a later date. Policy H8 of the London Plan, whilst resisting the loss of existing housing, also provides (in H9) that boroughs should promote efficient use of the existing stock by reducing the number of vacant, unfit and unsatisfactory dwellings. By removing the substandard dwelling at No. 249a and incorporating the space into the existing commercial uses, the Community Plan would be promoting the more efficient use of land.

Notwithstanding the above, should the local planning authority consider the loss of the unit problematic, it is argued that the harm is offset by the considerable benefits offered by this scheme, such as retention of the market in its historic location, the additional community space provided, and retention and restoration of the locally listed Wards department store building.

**8.3 Design and Heritage****8.3.1 Relevant legislation and policy**

Section 72 (1) of the of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the Local Authority to pay special attention to the desirability of preserving or enhancing the character or appearance of Conservation Areas. Paragraph 192 of National Planning Policy Framework (2019) states in determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution.

Paragraphs 194-196 of the NPPF (2019) deals specifically with harm to the significance of a designated heritage asset and asks local authorities to consider whether this harm is substantial or less than substantial. In cases where the harm is less than substantial harm, this should be weighed against the public benefits of the proposal. This is reflected at local level by Policies SP12 and DM9, which provide that development that conserves and enhances the significance of a heritage asset and its setting will be supported, and that proposals affecting a designated or non-designated heritage asset and its setting will be assessed against the significance of the asset and its setting, and the impact of the proposals on that significance.

Policies SP11 of the Strategic Policies DPD and DM1 of the Development Management Policies DPD seek to secure good design in all new development and ensure that new development relates positively to its locality, having regard to building heights, form, scale and massing prevailing around the site, and the need to provide active, lively frontages to the public realm. Policy DM8 deals specifically with shopfronts and provides that they must be designed to a high standard and contribute to a safe and attractive environment.

Policy AAP5 of the Tottenham AAP provides that the Council will seek to strengthen the historic and local character of Tottenham by conserving and enhancing heritage assets, their setting, and the wider historic environment. It goes on to state that new development will be required to identify and respond positively to heritage assets and their settings, whilst balancing the need to sensitively facilitate neighbourhood regeneration and renewal and put heritage assets to viable uses consistent with their conservation, including through the adaptive re-use of vacant historic buildings. Policy AAP8 also encourages heritage-led regeneration and development on Tottenham High Road.

**8.3.2 Assessment of significance**

There are two heritage assets considered to be affected by this proposal - the Seven Sisters/Page Green Conservation Area and the locally listed building at No. 227 High Road (the former Wards department store). The setting of the Grade II listed former Barclays Bank at 220-224 High Road is considered to be unaffected by the scheme as it is located on the other side of the High Road, approximately 70 metres away from the application site. This approach is consistent with that taken during the determination of application HGY/2012/0915.

The London Borough of Haringey adopted a Conservation Area Appraisal and Management Plan for the Seven Sisters/Page Green Conservation Area in 2017. This document sets out how the special interest of the conservation area derives from the rapid residential development of the area in the late 19th century and the existence of historic open spaces in the form of Page Green Common and the wide verges to the east and west of the High Road, which gives the area a spacious character. There is one such verge in front of the application site and, although it has been concreted over and its openness has been compromised by various unsympathetic extensions and alterations, it remains a significant contributor to the street pattern and public realm in this part of the conservation area.

As recognised during the determination of HGY/2012/0915, the area immediately surrounding the site is not characterised by any particular architectural or townscape style but has instead become

dominated by the wide High Road and the busy junctions with Broad Lane, West Green Road and Seven Sisters Road. The buildings themselves have also lost some of their former significance. The locally listed building at No. 227 has been altered and has lost elements of its original design. However, it is still listed in the Conservation Area Appraisal as making a positive contribution and was considered to possess enough significance to add to the local list in 1997 (25 years after it ceased trading).

Officers are reminded that Haringey originally refused planning permission (under Ref: HGY/2008/0303) on the basis that loss of the buildings on site would result in substantial harm to the conservation area. Despite previous applicants' rather negative assessment of the buildings on site, Historic England (then English Heritage) strongly objected to their demolition during both previous applications, and their value has also been recognised by Save Britain's Heritage and the Tottenham Civic Society. It is contended that these buildings taken as a whole still positively contribute to the conservation area and should be retained.

### 8.3.3 Impact of the proposals on the significance of heritage assets

The Community Plan not only seeks to retain the wide verge in front of the site but also proposes to enhance it by removing the harmful front extensions located at 231-243 and 247-249 High Road and 'opening up' a new area of public realm. In this respect, it adds to and enhances a special feature of the conservation area considered to be integral to its significance. In addition, the Community Plan as whole seeks to address the harm that has been caused, incrementally, to the conservation area in this location. These enhancements consist of:

- The faithful restoration of the derelict Wards Department Store and its reactivation for town centre and community uses;
- The reinstatement of the dormer windows and first floor bay windows at No. 229-245 High Road;
- The installation of new shopfronts at Nos. 229-249 High Road.

These elements of the scheme represent a vast improvement on the current situation and are significant enhancements to both the conservation area and locally listed building (and would do no harm to either heritage asset). The proposals also respond to and are consistent with the assessment of the site and area contained within the Conservation Area Appraisal. In terms of its impact in heritage terms, and in accordance with the NPPF 2019, Policy 7.8 of the London Plan and Policies SP12, DM9 and AAP5, the Community Plan should be supported

Notwithstanding the above, if officers were to reach the conclusion that less than substantial harm would be caused by the proposed additions, in accordance with the NPPF this harm should be weighed against the public benefits of the proposal, which are considered to be significant.

### 8.3.4 Further comments on design and impact on streetscape

Whilst a traditional approach has been taken with the locally listed building at No. 227 - with the aim of restoring it accurately to its former condition - a more contemporary approach has been taken to the alterations at 229-249 High Road. The proposed bay windows, dormers and shopfronts respect the proportions of the original features but are designed to be of a more modern, lightweight appearance. The dormer windows to the front elevation are set back from the eaves and sit below the roof ridge, and are approximately the same size as the two existing dormers at 247 and 249a High Road. These dormers are subordinate in scale and would not dominate the building when viewed from either direction down the High Road.

The current shopfronts on the site are of poor quality and consist of many features that Haringey's policy and guidance considers to be undesirable, such as awnings, external security shutters and illuminated box fascia signs. The proposal seeks to removal all inappropriate additions and create a consistent retail frontage along High Road using high quality materials. The large amount of glazing at ground floor level combined with the A1/A3 uses facing the High Road will ensure lively, active frontages in accordance with Policies SP11 and DM1.

The rear extension is a minor addition designed to provide additional headroom to the second floor of the building, which will house affordable workspace (E). This extension will be visible only from the rear of the site, will be clad in slate tiles to match the existing roof, and is not considered to have any detrimental impact on the street scene or the wider conservation area.

For further information on design detail and materials, please refer to Section 5.0 above.

**8.4 Impact on the amenity of existing residential occupiers**

Policy D3 of the London Plan provides that development should not cause unacceptable harm to the amenity of surrounding properties, particularly residential buildings. This is reflected at local level in Policy DM1 (Part D), which requires development proposals to ensure a high standard of amenity for the development's neighbours in terms of daylight and sunlight, privacy, and any other impacts that may arise as a result of the proposal.

The only significant bulk to be added to the building is the second floor rear extension to the rear. This does not exceed the ridge height of the existing building and would have no daylight and sunlight impacts (or any impact on outlook) on any of the residential properties directly to the rear (on Suffield Road). Nor would it have any such impact on any residential properties which may exist on the upper floors of 709-719 Seven Sisters Road due to the orientation of these properties and the fact that the extension does not exceed the depth or height of the adjacent corner building.

In terms of privacy, the new windows to be inserted in the second floor rear extension (and the replacement windows to be inserted in the existing rear elevation, which are currently boarded up) are further than 18 metres away from the rear windows of properties on Suffield Road, and are at too oblique an angle to cause overlooking to any properties on Seven Sisters Road.

Whilst the application does represent an intensification of use on the site, the property already experiences high levels of activity. The potential for additional noise disturbance over and above that already experienced by residents is extremely low. Notwithstanding this, the majority of activities in the main building are likely to be limited to the daytime only. Proposed hours of opening for each proposed use can be found on the submitted planning application form.

It should also be noted that implementation of the Community Plan will considerably improve the physical environment around the site

and will bring a dilapidated, vacant building back into active use; it will also enhance natural surveillance to the front and rear of the site and provide active frontages. The proposal therefore has the potential to reduce fear of crime and increase residents' perceptions of safety and security.

**8.5 Other planning issues**

For further details on public realm, sustainability, access, refuse and recycling, servicing and cycle parking, please refer to **Sections 5.9 above**.

## 8.6 Equalities Statement

The Community Plan is expected to have a positive impact on groups with characteristics protected under the Equalities Act 2010, namely age, disability, gender reassignment, marriage, civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

Seven Sisters Market is presently a particularly important economic, social and cultural asset for Latin Americans and other migrant and diverse ethnic groups. It includes the second largest cluster of Latin American businesses in the UK. According to research by Dr Patria Roman-Velazquez (Loughborough University London), all traders are from a black or minority ethnic (BME) background, the majority of whom identify as having a Latin American background. The market is also an important space of female entrepreneurship: Dr Roman-Velazquez' research found that 41% of Latin American businesses were owned by women. Customers include Latin Americans from all over London and further afield, as well as ethnically diverse customers living and working in the area. The market is also well used and loved by children, as an after-school, weekend and holiday club. Groups such as Latin Corner UK also provide cultural and educational activities to traders' children and children of the local community. The importance of the market has been widely recognised including by the United Nations Human Rights Office of the High Commissioner as well as by Lucy Claridge, Legal Director of Minority Rights International and Alexandra Xanthaki, Professor of Law, Brunel University.

The Community Plan retains, enhances and expands the existing market. Existing traders will be accommodated within the refurbished market, with existing rent levels maintained. The refurbishment project will be phased to allow all existing traders to remain on site during the construction works. New retail, office and community spaces will also be provided, offering further opportunities for small BME-owned businesses as well as migrant and entrepreneurship

advice services and other community uses to expand, for example. The Community Plan will therefore retain and enhance the market's present importance to women, children, and migrant and diverse ethnic groups.

When assessing the previous iteration of the Community Plan in relation to its obligations under the Equalities Act 2010, Haringey Council concluded that the retention of the market in a similar layout and form, as well as traders would move into the refurbished market, meant that there would be no significant or detrimental long-term impacts on either traders or customers with protected characteristics. Furthermore, the Council considered that the development would have a positive equalities impact by providing new retail that would be likely to be attractive to black and minority ethnic-owned businesses and by providing new employment opportunities for BME groups and other local people with protected characteristics.

Being a fully accessible development, Haringey Council also determined that it would have a positive impact on people with disabilities. It also assessed that in improving the buildings and their immediate surroundings, the Community Plan would reduce fear of crime in the immediate area, resulting in positive equalities impacts for all groups, in particular those which experience a greater fear of crime, e.g. young people, women, BME people, LGBT people and disabled people.

This being a resubmission of the Community Plan which remains fundamentally the same as the previous iteration, we anticipate a similarly positive assessment of the equalities impacts of the scheme.

## 9.0 DELIVERY

### 9.1 West Green Road/Seven Sisters Development Trust

The West Green Road/Seven Sisters Development Trust (the Trust) is a vehicle for community- and business-led development of the town centre for the direct benefit of people who live in, work in and use the area. It was established in 2008 as a non-profit Company limited by four Latin American traders and community leaders with strong links to Seven Sisters Indoor Market and Wards Corner. The Trust is also known as the N15 Development Trust, signifying its area of focus, which is the most ethnically mixed postcode in Britain.

The Trust's vision for the regeneration of the town centre prioritises inclusive regeneration and sense of place for the diverse communities living, working and using the town centre; a local economy that meets diverse community needs; and self-determination by traders, businesses and residents. It aims to support communities and businesses to advance their plans and aspirations for the local area, providing access to advice, resources, funding and networks. The Trust has received funding from a wide-range of organisations, including Locality, Power to Change, Architectural Heritage Fund, Democracy Collaborative, Disrupt, Guerilla Foundation, Rosa Luxembourg Foundation London and Transport for London.

The role of the Trust in relation to the Community Plan has been to serve as 'guardian' or 'interim delivery vehicle' until a separate dedicated organisation could be set up. This role has included advancing technical and financial studies, re-securing planning permission, managing key stakeholder relationships, fundraising and facilitation and supporting the registration and early development of the Wards Corner Community Benefit Society. Throughout, the Trust worked alongside and in collaboration with other key groups, including the market traders, Wards Corner Community Coalition, Save Latin Village, Our Tottenham and many other local groups.

When the Community Plan first gained planning permission in 2014, the Trust held a series of meetings with market traders, local businesses and residents during 2014 and 2015 in order to advance

to deliver the Plan. Funding from Locality was used to produce an Action Plan, and a steering group and four working groups were set up to progress this work, focusing on business plan and funding, feasibility studies, stakeholder engagement and communication, and governance. The Action Plan was launched in February 2016. Many of the priority actions identified in the Action Plan have since been advanced.

Despite the progress made, the demands of the wider campaign to save the Market and Wards Corner meant that planning permission expired in April 2017 before work could begin. This galvanised new work on the Community Plan, supported by a £10k crowdfunding campaign and £5k match funding from the Architectural Heritage Fund. A Working Group was set up to oversee new work from Unit 38 to re-submit the Plan and Eastside Primetimers to develop an outline business plan which demonstrated the potential for the restored Wards building to generate a sizeable annual surplus. Sub-groups were set up on other key areas, building on the working groups established through the First Steps project.

In 2020, the Trust responded to the closure of the Market by advancing proposals for a temporary market and community resource hub. £4k funding was assembled to support development of a proposition for a temporary market, informed by co-design workshops with traders. The Trust and Save Latin Village launched a crowdfunding campaign for a temporary community resource hub in the empty corner building, attracting nearly £13k pledges from over 300 backers over a couple of months. This time was also used to commission further financial studies with additional funding secured from the Democracy Collaborative and Guerrilla Foundation, including a construction cost estimate from Robert Lombardelli Partnership and a bespoke long-term financial model from Altair.

In 2021, the Trust secured support from the CoopsUK/Mayor of London's Boosting Community Business programme to develop a new Community Benefit Society (CBS) to restore and manage the Wards building for the benefit of the community, delivering the

Community Plan. This support took the form of eight days support, mentoring and training from a CoopsUK approved support provider, in this case Dave Hollings from Cooperative and Mutual Solutions Ltd (CMS). CMS facilitated a series of workshops and a survey on key governance issues for the new Community Benefit Society in Autumn 2021, with over 100 people participating. Presentations were also made to Haringey Council and TfL.

During and after the workshops, many market traders, local businesses and local residents came forward to volunteer their time, knowledge and skills to support the development of the CBS. Out of this group, 13 people – a mix of traders, businesses and residents - came forward to serve as 'Founding Members' of the CBS in order to enable its formal registration with the Financial Conduct Authority. Only three founding members are required to register a CBS but a larger and diverse group was felt appropriate in this case. CMS prepared a report summarising findings and recommendations for the governing Rules of the new Wards Corner CBS, which was discussed and finalised by the Founding Members and the wider volunteer group. The registration of the Wards Corner CBS – including its governing Rules and 13 Founding Members – was approved by the Financial Conduct Authority on 13 June 2022. The Trust will continue to support the early development of the CBS until it is ready to take full responsibility for the Community Plan.

### 9.2 Wards Corner Community Benefit Society

CBSs are commonly used when a community wants to buy or take over land or buildings. A CBS is the most appropriate type of organisation for delivering on the vision and values of the Community Plan, offering greater democratic ownership and control than a CIC or charity for example. CBSs are collectively owned and democratically managed by their members, who directly elect their Directors. A CBS exists for the benefit of a defined community – a broad community that extends beyond its own members. CBSs must use their assets only for the benefit of the community; if a CBS is sold or converted, its assets must continue to be used for the



benefit of the community; specific wording can be introduced into their governing Rules to reinforce this 'asset lock'. Collective control and community benefit are particularly important in the case of Wards Corner where market traders, local businesses and residents have been at risk of displacement for nearly two decades.

CBSs are able to issue Community Shares to enable supporters and beneficiaries to invest in a project. Community Shares are different to company shares in several ways. Importantly, no matter the value of a member's shareholding, they have one vote (this is known as 'one member, one vote'). Since 2012, over £200m in community shares has been invested in over 500 community businesses including shops, pubs, community hubs, energy schemes and housing projects. For example, in 2017 Stretford Hall - a historic Victorian community hall in Stretford, Manchester – raised £255k out of the £350k total restoration cost through Community Shares.

CBSs must register their governing Rules with the Financial Conduct Authority, which checks they are in line with the legal requirements of the Co-operatives and Community Benefit Societies Act 2014. The FCA has a legal duty to determine that CBSs are operating for community benefit and meeting their other legal obligations, and has powers to inspect, sanction and suspend or cancel CBSs if necessary.

The community benefit objects of the Wards Corner CBS are 'to carry on any business for the benefit of the diverse communities, in particular but not limited to Latin American, Black and other minoritised groups, who live and work in Tottenham or who use its economic, social and cultural facilities by the restoration and operation of the Wards building.' Measures have been included within the governing Rules to enable the CBS to ensure strong representation of its beneficiary communities amongst its membership.

The recruitment of the Interim Board of the CBS is the responsibility of the Founding Members, and is well underway. The Interim Board will serve until the first Annual General Meeting of the CBS, at which

the members will directly elect their representatives. Seven Sisters Indoor Market traders will have direct representation on the Board of the CBS via two Board Members appointed by the traders, and via a Traders Sub-Committee of the Board. The Trust and the CBS have commissioned consultant and market expert, Roger Austin, to engage all traders on the process by which their representatives will be selected, the functioning of the Traders Sub-Committee and the management of the Market within the restored building. The Trust will also directly appoint one representative to the Board. Members of the CBS will be recruited via a Community Share issue under development. In preparation for this, work is underway to formally sign-up registered supporters to the CBS via a wide-range of engagement and outreach activities.

The development of the CBS continues to be led by market traders, local businesses and local residents, with funding being used to commission specialist studies and other support required. This work is led by the Wards Corner Coordination Group, made up of representatives of the CBS' active working groups: Founding Members, Organisational Development, Finance and Fundraising, Community Organising, Communications and Design and Bid.

In its first four months, the Wards Corner CBS secured £120k funding from the Tudor Trust, Lankelly Chase, Power to Change, the Civic Power Fund and a successful crowdfunder. This is in addition to £60k funding the Trust is managing on behalf of the CBS from Transport for London, Power to Change and Disrupt. This early funding provides a strong foundation for the development of the CBS and its bid for a long-lease of the Wards building from Transport for London.

As it grows and develops, the CBS will continue to operate in accordance with the principles and values of the Community Plan and the wide-ranging coalition that produced it. These principles and values include:

- Collective ownership, democratic management and horizontal decision-making using a wide-range of lively and creative methods

and activities to expand and develop member involvement.

- A grassroots ethos driven by and accountable to an active membership and volunteer base.
- Protection of economic and community assets which serve migrant, minoritised and working class communities.
- An incremental approach to development which retains, values and supports existing local economic and community assets.
- Retaining and recirculating wealth amongst beneficiary communities, including via local procurement and partnership working.
- A community-build approach which maximises livelihood opportunities for local residents and workers, as well as other opportunities to contribute and gain skills, knowledge and experience.
- Building confidence in the local community and beyond that a bottom-up approach to urban development is possible, and supporting and resourcing other similar initiatives where possible.
- Working in partnership with public bodies wherever possible, including working to advance policy agendas that support and enable bottom-up urban development.
- Effective financial, asset and project management to ensure timely and successful delivery, redressing the damage caused by previous failed projects.

### 9.3 Viability and financing

Construction cost estimates have been obtained for the permitted scheme in 2020 and 2022 from Robert Lombardelli Partnership, with the most recent estimate putting the total cost at £12.2m. However, it is expected that the actual cost falling to the CBS will be significantly lower than this in light of indications from building owner Transport for London that it will be making a significant initial investment prior to handing the building over to the leaseholder.

Funding for the scheme will come from an estimated £1m Community Share issue and up to £6m grant funding, with any remainder being met via local authority, social or ethical investment. Likely grant funders include Lankelly Chase, National Lottery Heritage Fund,

Architectural Heritage Fund, Power to Change and CoopsUK. Initial discussions with social and ethical investors confirm the scheme will not struggle to attract additional investment if needed.

An outline business plan prepared by Eastside Primetimers in 2019 demonstrated the potential for the restored Wards building to generate a sizeable annual surplus. Architecture 00 have been commissioned to refresh this work, advancing both the business plan and operating strategy for the project.

A bespoke long-term financial model prepared for the Trust by Altair in 2020 confirms the financial viability of the scheme. Even in the highly unlikely scenario of 0% grant funding, loans would be repaid fully after 42 years. With 25% grant funding, loans are fully repaid in 28 years; with 50% grant funding, loans are fully repaid after 17 years. These calculations include the development of a 'Community Fund' of around £1m for reinvestment – built up before any loan repayments are made – for reinvestment in other community initiatives and projects in Tottenham. Figures from the revised construction cost and business plan will be inputted into the Altair model together with updated financial assumptions.

#### 9.4 Approach to development

The Wards Corner CBS will bid for a long-term lease to the Wards building and Seven Sisters Market from building owner. Transport for London has confirmed that groups linked to market traders will be able to bid for a long lease for the Wards building including Seven Sisters Indoor Market. The CBS's bid is supported by the Seven Sisters Market Tenants Association.

The CBS will pursue a community-build approach to the development, supported by partners. A community-build approach will involve delivering training programmes with local education and training partners (e.g. The College of Haringey, Enfield and North London) as part of the refurbishment, helping to reduce costs, increase community participation and local economic impact, and improve

and make use of the vocational skills and experience of local people. The primary development partners for the Wards building and Seven Sisters Market will be the market traders, local business owners, residents and town centre users, supported by funders, advisors and other partners as required. Relevant development partners could include Haringey Council, Transport for London, social housing providers, housing cooperatives, self-build housing funders and groups, and local landowners.

## **10.0 APPENDICES**

**10.1 List of Relevant Planning Policies**

**10.2 Further Economic Study**

## 10.1 LIST OF RELEVANT PLANNING POLICIES

### 10.1.1 The London Plan (2021)

GG1 Building strong and inclusive communities  
 GG2 Making the best use of land  
 GG5 Growing a good economy  
 GG6 Increasing efficiency and resilience  
 SD6 Town centres and high streets  
 SD10 Strategic and local regeneration  
 D4 Delivering good design  
 D5 Inclusive design  
 D11 Safety, security and resilience to emergency  
 D12 Fire safety  
 S1 Developing London's social infrastructure  
 E2 Providing suitable business space  
 E3 Affordable workspace  
 E9 Retail, markets and hot food takeaways  
 SI 2 Minimising greenhouse gas emissions  
 SI 7 Reducing waste and supporting the circular economy  
 SI 13 Sustainable drainage  
 T2 Healthy Streets  
 T5 Cycling

### 10.1.2 Supplementary Planning Guidance/Documents

Social Infrastructure (2015)  
 Character and Context (2014)  
 Sustainable Design and Construction (2014)  
 Town Centres (2014)  
 Planning for Equality and Diversity in London (2007)

### 10.1.3 Haringey Strategic Policies (2013, consolidated 2017)

SP0 Presumption in favour of sustainable  
 SP1 Managing growth development  
 SP2 Housing  
 SP4 Working towards a low-carbon economy  
 SP5 Water management and flooding  
 SP6 Waste and recycling  
 SP7 Transport  
 SP8 Employment  
 SP9 Improving skills and training to support access to jobs and community cohesion and inclusion  
 SP10 Town centres  
 SP11 Design  
 SP12 Conservation  
 SP14 Health and wellbeing  
 SP15 Culture and leisure  
 SP16 Community facilities

### 10.1.4 Haringey Development Management DPD (2017)

DM1 Delivering high quality design  
 DM2 Accessible and safe environments  
 DM3 Public realm  
 DM4 Provision and design of waste management facilities  
 DM8 Shopfronts, signs and on-street dining  
 DM9 Management of the historic environment  
 DM10 Housing supply  
 DM21 Sustainable design, layout and construction  
 DM24 Managing and reducing flood risk  
 DM25 Sustainable drainage systems  
 DM31 Sustainable transport  
 DM41 New town centre development  
 DM42 Primary and secondary shopping frontages  
 DM45 Optimising the use of town centre land and floorspace  
 DM49 Managing the provision and quality of community infrastructure  
 DM55 Regeneration/Masterplanning

### 10.1.5 Tottenham Area Action Plan (2017)

AAP1 Regeneration/masterplanning  
 AAP3 Housing  
 AAP4 Employment  
 AAP5 Conservation and heritage  
 AAP6 Urban design and character including tall buildings  
 AAP8 Development along Tottenham High Road  
 SS1 Seven Sisters and West Green Road District Centre  
 SS5 Wards Corner

### 10.1.6 Supplementary Planning Guidance/Documents

Page Green/Seven Sisters Conservation Area Appraisal and Management Plan (2017)  
 Sustainable Design and Construction (2014)

## 10.2 FURTHER EVIDENCE ON ECONOMIC, SOCIAL AND CULTURAL VALUE

### 10.2 Economic, Social And Cultural Value

The long campaign to save Seven Sisters market and Wards Corner has generated increasing evidence about its specific economic, social and cultural value. This includes:

- A group of United Nations human rights experts highlighted the importance of the market both as a space of business and livelihood for Latin American and Hispanic traders and as a 'dynamic cultural space', a 'renowned space for social and cultural interactions' and 'inclusive of people from a diversity of places and from different generations'[1].
- Minority rights experts, Lucy Claridge and Alexandra Xanthaki, have highlighted the importance of Seven Sisters Market to the London Latin American community as an informal cultural centre, meeting place, traditional music and dancing venue and sense of belonging[2]
- Traders gave direct testimony about the importance of the market during the public inquiry into Haringey Council's proposal to use its CPO powers to facilitate the Grainger development. In their witness statements, traders described how the market has supported migrants and refugees to develop their businesses and lives in the U.K, and to employ others, providing an alternative to low-waged and insecure jobs (e.g. cleaning).; enabled Latin American traders, customers and their children to connect with their culture, language, architecture, food and music; provided access to crucial information and advice services; provided a safe space for traders' and customers' children to spend time after school and on the weekend; offered opportunities for inter-generational and inter-cultural work, learning and connections; inspired a series of traders', cultural and community associations. These statements clearly communicate the role of the market as a space of economic flourishing and a space of refuge, rich with resources, connections and therapeutic benefits. Save Latin Village has collected further evidence about the importance of the market to minorities, children and young people in particular, through individual testimony, letters, drawings and video footage.

- Myfanwy Taylor's doctoral research included 13 qualitative interviews with market traders, local businesses and other community actors which provide further evidence about the importance of Seven Sisters Market and Wards Corner in supporting employment, entrepreneurship, livelihoods and basic needs; its specialist role in serving low-income, migrant and diverse ethnic communities; provision of community advice services; and its potential as a site of holistic economic and social development[3]. The community advice services on offer at the market include housing, legal matters, domestic violence, business support, translation services and the integration and promotion of Latin Americans in London.

- A face-to-face survey with 26 traders carried out by Patria Roman-Velazquez with Santiago Peluffo also shows how livelihoods and employment are bound up with culture and conviviality in Seven Sisters Market [4]. The market is valued not only as a space of trade by traders but also because it provides a 'sense of belonging and purpose' and 'a sense of community' (para 33).

- Isa Gutierrez Sanchez' Masters research for the London School of Economics and Political Science explores how trading activities are integrated with social reproduction, exploring the caring work that underpins the market, its function as a home and the networks of sharing, solidarity and 'commoning' which have been produced through the struggle to save it.

[1] [https://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=21911&LangID=E\\_blank](https://www.ohchr.org/EN/NewsEvents/Pages/DisplayNews.aspx?NewsID=21911&LangID=E_blank)

[2] <http://bailey.persona-pi.com/Public-Inquiries/seven-sisters/proofs/objectors/market-traders/poe-claridge-and-xanthaki.pdf>

[3] <http://discovery.ucl.ac.uk/10040423/>

[4] <http://bailey.persona-pi.com/Public-Inquiries/seven-sisters/proofs/objectors/poe-patria-roman-valazquez.pdf>

*"Seven Sisters Market is an excellent example of the holistic economic, social and cultural potential of markets and other small independent retail clusters. There is wide-ranging recognition both within the UK markets sector and from academic research across a number of disciplines that markets are particularly important for low-income, migrant and ethnic minorities communities and other marginalised or vulnerable people, 'providing access to good quality, healthy and affordable fresh food, opportunities for social and cultural interaction and relatively low-cost and accessible trading' (Bua, Taylor and Gonzalez 2018 p2). There is also increasing evidence that small independent retailers such as those on the wider Wards Corner site make a contribution to urban economies and urban life more generally beyond their narrow financial interests by providing access to goods, services, employment and social spaces to local, low-income, migrant and ethnic minority communities. (Zukin et al 2009, Hall 2011, McLean et al 2015)"*

Taylor, M. 2019. *The Haringey Council Housing & Regeneration Scrutiny Panel's scrutiny review of matters relating to Seven Sisters Market and Wards Corner: Written evidence from Dr Myfanwy Taylor*, 4 June 2019