

**Haringey** Council

Report for:	CABINET	Item Number:	
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Title:	Finsbury Park Town Centre Supplementary Planning Document (SPD)
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Report Authorised by:	Lyn Garner, Director of Regeneration, Planning & Development <i>Stephen Kelly</i>
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Ward(s) affected: Harringay Stroud Green	Report for Key/Non Key Decisions: Key Decision
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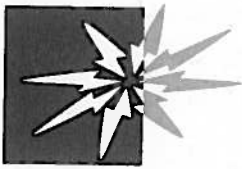
1. Describe the issue under consideration

- 1.1 To review the consultation responses to the draft SPD and the changes proposed to the final version, and to decide whether to formally adopt the SPD as a Supplementary Planning Document.

2. Cabinet Member introduction

Cabinet member for Planning & Enforcement

- 2.1 Planning and regeneration are closely linked, and whilst regeneration is the destination, planning is the journey to get there.
- 2.2 Finsbury Park Town Centre is quite unique amongst the significant towns in London, in that it is shared between three different boroughs and hence the production of this Supplementary Planning Document (SPD) is the embodiment of effective co-operation between Haringey, Islington and Hackney Councils.



- 2.3 The adoption of new Planning guidance, alongside the emerging Local Plan Policies, will shape the Finsbury Park's economic, social and physical development during the forthcoming decade. Transport improvements and over station development at Finsbury Park have revived interest from land owners and developers. The Implementation Strategy contained within the SPD has received positive comments from local stakeholders during the public consultation.

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Cabinet Member for Regeneration & Housing

- 2.4 This is the first joint document to be produced by the Finsbury Park Accord. It is an important statement of the three Councils ambitions to improve the area for local people. Finsbury Park has significant potential for change and improvement. Much closer working with Islington and Hackney will realise this potential. The document provides a coherent view, shared by three Boroughs, and a framework for the future regeneration of the area.

3. Recommendations

- To note the key points raised during public consultation and the proposed response as detailed in the consultation report (Appendix 2).
- To agree to adopt the revised SPD for Finsbury Park Town Centre (Appendix 1).
- To note that the Cabinets of Islington and Hackney Councils will also be asked to adopt the updated SPD..
- To delegate authority to the Director of Regeneration, Planning and Development to agree, in consultation with the Cabinet Member for Planning and Enforcement, any necessary minor revisions following approval by the Cabinets of Islington and Hackney Councils (subject to the call-in process).

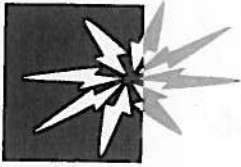
4. Alternative options considered

No alternative options have been identified.

5. Background information

- 5.1 Finsbury Park Town Centre is an area of enormous untapped regeneration potential with a number of strong attributes, including the nearby asset of the Grade II listed Finsbury Park, excellent and improving transport links, a vibrant entrepreneurial local community and an attractive although degraded built heritage. However, the area faces a number of challenges. Finsbury Park is one of the most deprived areas in the country, and the layout and functioning of the area is severely constrained by transport infrastructure, which creates a disjointed and unattractive area lacking a real centre.

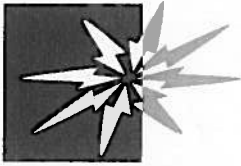
Finsbury Park Accord



## Haringey Council

- 5.2 Haringey, Islington and Hackney Councils share a long standing ambition to improve the area. The first step in working together and overcoming cross-boundary challenges to deliver lasting change came in the form of a tri-borough agreement, the Finsbury Park Accord. In June 2012 the three councils signed the Accord to establish the terms of cross-borough delivery of strategic policy, planning and public services in the Finsbury Park area.
- 5.3 The Accord is focused around eleven key priorities, one of which seeks to manage the future development of the area through a cross-borough spatial strategy in the form of a SPD. An SPD for Finsbury Park Town Centre has been prepared and consulted on jointly by the three local authorities (see Appendix 1).
- Location
- 5.4 The Finsbury Park Town Centre SPD is centred on Finsbury Park railway and underground stations and extends up Stroud Green Road and down Blackstock Road, and in both directions along Seven Sisters Road. Although the larger part of the area falls within Islington, the north east side of Stroud Green Road from Hanley Road to the junction with Seven Sisters Road is in Haringey. It does not include Finsbury Park (the park) itself.
- Planning Policy
- 5.5 The Council's Local Plan Strategic Policies 2013-2026 does not contain a policy relating to Finsbury Park town centre, however, paragraph 1.21.13 identifies Finsbury Park as a major regeneration project action area, which requires partnership working with neighbouring boroughs.
- 5.6 Within the Finsbury Park Town Centre Area shown in the SPD there are two designated Local Shopping Centres: Stroud Green Road North (no's 178-202) and Stroud Green Road South (no's 74-104). Finsbury Park Town Centre is identified as a District Centre in the text of London Plan 2011.
- 5.7 At the time of the retail capacity study (finalised April 2013) it was considered that these local centres did not warrant reclassification as a district centre based on the current scale of commercial floor space. However, it was noted that local centres should be closely monitored to take account of changes.
- 5.8 Haringey's draft Site Allocations Development Plan Document (DPD), which was subject to public consultation between 17 January 2014 and 7 March 2014, identified opportunities to significantly improve the retail frontage and non-retail uses including residential, leisure and commercial uses on Stroud Green Road. The potential regeneration of the SPD area and the opportunities identified in the Site Allocations DPD may in due course justify revisiting the Stroud Green Road local centres to reflect these changes.

### Purpose of the SPD

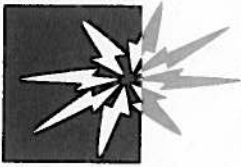


5.9 SPD's add further detail to the policies in a Local Plan, and in this case to the Local Plans of the three local authorities in the Finsbury Park Accord. The primary purpose of this SPD is to guide and inform the continuing redevelopment of the area, ensuring that development proposals come forward within an agreed framework, and that small-scale improvements are linked to an over-arching area strategy. The document will also be used to guide the delivery of area-based improvement works within the Town Centre. The SPD therefore includes an Implementation Strategy and Monitoring Framework to deliver these improvements in the short to medium term

- 5.10 The SPD has been developed in close partnership with planning and regeneration officers at Islington and Hackney Councils aiming to:
- Promote the incremental regeneration, to reduce deprivation and support the Town Centre's economic, social and physical development.
  - Set out a place-based approach to tackling cross-boundary issues.

#### Key opportunities

- 5.11 There are six key opportunities to achieve the shared aspirations for the area:
- I. Strengthen the existing retail offer in the Town Centre, including on Fonthill Road, Stroud Green Road, Blackstock Road and Seven Sisters Road, to include the strengthening of the specialist retail functions, diversification of the retail offer, promotion of creative industries and small and medium-sized enterprises (SMEs), and improvement of shop fronts and the surrounding public realm;
  - II. Promote mixed use development, employment and training opportunities around Finsbury Park Station, including: housing, employment (office, light industrial, storage and distribution, and affordable space for SMEs), retail, arts and leisure, in particular at the following sites: City North, John Jones, the Rowan's and other allocated sites (set out in Section 3.6 and in detail in Appendix 1 Section A1.1.9 of the SPD) and the site of the former Sir George Robey public house;
  - III. Improve the function and role of the station by delivering works that will facilitate an improved and less confusing transport interchange, enhancing connections and safety through high quality public realm; to include improvements to the station itself, such as the Western ticket hall, and improvements to Station Place, Wells Terrace and the areas under the railway viaducts (e.g. by improving the area through public art);
  - IV. Enhance walking and cycling routes, strengthening links between Finsbury Park, the Parkland Walk, Gillespie Park, Highbury Corner, Highbury Fields, Caledonian Park and the Emirates (Arsenal) Stadium, encouraging walking and cycling for local residents and visitors; to include joint working with TfL to improve pedestrian and cycling links across Seven Sisters Road;



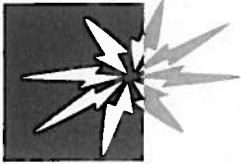
- V. Protect and enhance the historic character of the area through high quality design, respecting the local context of Finsbury Park and its surroundings; in particular by improving the setting of its listed buildings (i.e. the former Rainbow Theatre and 85 Stroud Green Road) and improving the appearance and condition of the area's Victorian building stock, both within and outside conservation areas (e.g. the Triangle site); and
  - VI. Improve connections to the wider area by establishing a clear physical and visual link between Finsbury Park station and the park, and improve access to the station from the west (i.e. encouraging redevelopment of the City North site).
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#### Public consultation - process

- 5.12 The Finsbury Park Regeneration Board has acted as the steering group during the development of the SPD. This includes Executive/Cabinet Members from Haringey, Islington and Hackney. The board agreed the scope of the draft SPD in December 2012, considered the development potential of key sites around the station in February 2013 and reviewed the draft SPD at its meeting on 25 April 2013.
- 5.13 Public consultation took place between Monday 1 July 2013 and Monday 12 August 2013, allowing six weeks for the local community to express their views and feedback on the draft SPD. Due to the high level of interest, comments were accepted until Monday 19 August 2013. Five drop-in information sessions were held during the consultation period, attended by around 120 people in total.
- 5.14 Overall, 24,000 information leaflets were distributed to residents, businesses and stakeholders. Information about the consultation was posted on Haringey Council's website and Haringey officers attended the Crouch End & Stroud Green Joint Area Assembly on 22 July 2013.
- 5.15 The objectives of the consultation were to provide the opportunity to feedback on the draft SPD, which has informed the final SPD; understand local views; demonstrate that the three local authorities are being open and transparent; and answer any questions that people may have.

#### Public consultation - feedback

- 5.16 Five hundred and twenty three (523) responses were received in total. This is a good response rate, and indicates that there is support for change in the area.
- 5.17 There was general support for the broad objectives of the SPD and therefore the key opportunities identified, so these have been retained. In addition, requests were made for measures to improve personal safety, street cleaning and litter collection, and greening the town centre.



5.18 Whilst the overall response to the SPD was positive a number of concerns were raised. Some respondents expressed concern about any additional high street chain stores. Other respondents requested that the SPD boundary be significantly extended. A number of respondents expressed concerns regarding potential local impacts of any redevelopment in the Town Centre, including overpopulation, disruption during construction and over-subscribed local services. Lastly, some respondents objected to the proposal to create a new public space at Station Place and the removal of the bus station that would facilitate this. However on balance, more comments were received in support of creating a new public space so this aspiration has been retained.

#### Public consultation feedback – Rowan’s Bowling Alley

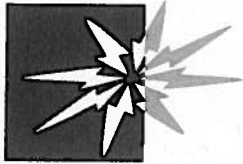
5.19 A number of concerns were raised, specifically about the loss of Rowan’s bowling alley as a local leisure facility, requesting that the use is re-provided as part of any redevelopment. On 16 December 2013, the three Councils were made aware of a petition regarding Rowan’s. This was after the end of the formal consultation period. The petition refers to the SPD as ‘the plan to rip down Rowan’s’. It has some 3,500 signatures and was reported to the meeting of Council on 24<sup>th</sup> March 2014 where the Portfolio Holder supported the principle of retaining leisure use on the site as part of a mixed use scheme without offering a specific comment on the precise form that such a development might take.

5.20 Other respondents expressed concerns that the redevelopment of the Rowan’s site would have a negative impact on the park itself, and requested that new development responds to the park’s protected status. Some objected to the redevelopment of the site as shown on the artist impression in the draft SPD.

5.21 Whilst noting the clear concerns for the site as set out in the petition, a number of comments were also received in support of the redevelopment of the site and the creation of a new route between Station Place and the park. The site has also recently been accepted onto the Boroughs list of assets of community value. The aspiration to secure improved access to the park is a key objective within the SPD which has received support. Redevelopment of the Rowans site, including re-provision of a leisure/community use, currently forms part of the emerging policy requirements within the site allocations DPD and will be subject to independent examination as part of that statutory plan. The SPD recognises the primacy of the emerging statutory plan, and defers consideration of the final site specific solution to Rowans to the statutory planning process.

#### Changes to the SPD

5.22 The section of the SPD that has undergone the most change as a result of the consultation exercise is Section 5, the Implementation Strategy and Monitoring Framework, an action plan with activities that contribute towards



achieving the shared vision for the area. This action plan includes environmental improvements alongside strategic and longer-term activities. In response to the feedback received, an additional 15 actions have been added. The Implementation Strategy and Monitoring Framework now comprises 42 actions in total.

5.23 At the request of English Heritage, the Grade II designation boundary of Finsbury Park itself has been added to the local heritage plan (refer to Figure 3.2). ~~Given the emergent policy framework in the DPD, the visualisation of the~~ redevelopment of Rowan's has been removed from page 34. A new policy reference to Islington Council's Development Management Policy 4.10 (Public Houses) to emphasise Islington Council's aspiration to protect pubs has been added (refer to section 4.2.4). A new policy reference to Haringey's strategic policy on new homes (Policy SP2) of the Local Plan Strategic Policies document has been included at 4.2.17, and a new reference to Hackney Core Strategy Policies CS19-23 and Chapter 5 policies of Hackney's emerging Development Management Local Plan has been added to section 4.2.19. A reference to Islington Council preparing an SPD aimed at managing the location and concentration of certain uses has also been added (refer to section 4.2.4).

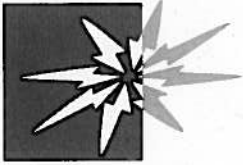
5.24 References have also been added to reflect the recommendations of Haringey's draft Site Allocations DPD, which was subject to public consultation between 17 January 2014 and 7 March 2014. The changes to the SPD in response to the draft Site Allocations DPD are at sections 2.3.3, 3.5.11, 3.6.4, 3.6.12, and 4.2.16, with a new section included at A1.1.16 that sets out the detail of the allocations S5: Finsbury Park Bowling Alley, and S6: Finsbury Park and Stroud Green Road. Allocation S5 referred to "the appropriate reprovision of community facilities" in the implementation considerations.

5.25 Figures 3.5, 3.7, 3.14 and 3.17 have also been amended to reflect the ownership boundary of the Rowan's site and to mark the location of the two sites identified within Haringey's draft Site Allocations DPD. Finally, the boundary of the SPD has been amended to include the whole of site S5.

5.26 A number of small textual changes have been made, including clarification of meaning where appropriate, additional references to policies and corrections of policy references. The full list of textual changes is included at Appendix C of Appendix 2.

## 6. Comments of the Chief Finance Officer and financial implications

6.1 The cost of producing the SPD has been largely funded by Islington, with some minor costs for distribution of consultation materials met from existing Haringey Council budgets. There will be costs of delivering the Implementation plan for initiatives designed to improve the Public Realm,



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although in most cases the Council already has identified budgets for these areas or external funding may well be available. Where funding does not presently exist then the works should not proceed until an appropriate budget have been identified.

### 7. Head of Legal Services and legal implications

- 7.1 The Head of Legal Services has been consulted on this report and makes the following comments.
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- 7.2 The Council is required under the Town and Country Planning (Local Planning) (England) Regulations 2012 to consult on the SPD and to take into account all consultation responses received before adopting the SPD.
- 7.3 Under the Localism Act 2011 there is placed on plan making authorities a statutory duty to co-operate with adjoining authorities and prescribed bodies and persons in the preparation of development plan documents and other local development documents. This duty requires active and constructive engagement with those parties and to have regard to the activities of those parties.
- 7.3 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that, if regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts, the determination must be made in accordance with the plan unless material considerations indicate otherwise.
- 7.4 Although the proposed SPD is not a development plan document it will, upon adoption, be a material consideration in the determination of planning applications within the area covered by the SPD.

### 8. Equalities and Community Cohesion Comments

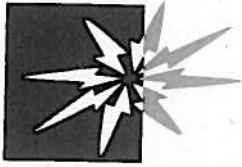
- 8.1 An Equality Impact Assessment (EqIA) of the SPD is attached see Appendix 3. It concluded that the Finsbury Park Town Centre SPD has no negative impact on any group or person with protected characteristic. The six key opportunities seek to create an inclusive, accessible built environment and safe town centre for all.

### 9. Head of Procurement Comments

- 9.1 There are no procurement implications.

### 10. Policy Implication





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- 10.1 Following adoption, the SPD will assist with the assessment of any future planning applications without prejudice to any decisions that the Council may take as Local Planning Authority in respect of individual site/s and any future planning applications.

#### 11. Reasons for Decision

1. To support the partnership with Islington and Hackney to achieve cross-borough delivery of strategic policy, planning and public services in the Finsbury Park area.
2. To adopt the SPD as a spatial strategy to manage the future development of the area.

#### 12. Use of Appendices

- Appendix 1: Finsbury Park Town Centre Supplementary Planning Document
- Appendix 2: Consultation Report
- Appendix 3: Equalities Impact Assessment

