

Planning Committee 13 January 2009

Item No.

REPORT FOR CONSIDERATION AT PLANNING COMMITTEE

Reference No: HGY/2008/2033

Ward: Tottenham Green

Date received: 14/10/2008

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Address: Tottenham Town Hall, Town Hall Approach Road N15

Proposal: Demolition of rear parts of the existing Town Hall Building; retention / refurbishment of frontage building with continued A2, B1 and D1 uses, demolition of the existing Clyde Road Depot buildings, including the existing bunker, (retaining central part of South Range Building) and erection of 4 blocks of houses / flats between 3 and 5 storeys comprising 109 units, associated landscaping, car parking and means of access.

Existing Use: Town Hall / Depot

Proposed Use: Community / office / residential

Applicant: Ms Lis Rodrigues Newlon Housing Trust

Ownership: Private

PLANNING DESIGNATIONS

Private Roads
Listed Buildings
UDP 2006 Archeological Importance
Conservation Area
Contaminated Land
Road Network: Classified Road

Officer Contact: Stuart Cooke

RECOMMENDATION

GRANT PERMISSION subject to conditions and subject to sec. 106 Legal Agreement

SITE AND SURROUNDINGS

The application site is located to the west side of Tottenham Green and forms one of the group of sites currently occupied by the large Edwardian municipal buildings fronting the Green. Directly to the north of the site is the former swimming pool buildings, now the entrance associated with the Bernie Grant Centre. To the south is the former Fire Station building, now occupied by xxxxxxxx. To the west, the site is bounded by the Kings Cross-Cheshunt railway line.

The Town Hall building occupies the east part of the site overlooking the Green, and is Grade 2 listed. The Town Hall has been extended to the rear in the mid-1930's and this extension is not included in the listing. To the rear of the Town Hall buildings is a space currently used as a car park for the Town Hall uses. To the rear of the car park is the former Clyde Road depot and buildings. The majority of the depot site is covered by a large steel canopy erected in the 1980's. The remaining buildings surrounding the depot site are in a very poor state of repair.

The application site is tightly constrained by the surrounding land uses, particularly the recently completed Bernie Grant Centre and the industrial starter units to the north, and the CONEL site and building and associated uses to the south east boundary. To the rear of the site on the south side is the residential development of Portland Place, built in the late 1970's.

In the wider context, the Town Hall is the central building within a group of municipal buildings of varying ages and styles from Tottenham Green. This grouping comprises the Tottenham Green Leisure Centre to the north, the group of buildings including the Town Hall as described, and the CONEL campus to the south. Surrounding this group, the area is generally residential, comprising largely Victorian terraced streets with some newer infill development. Tottenham High Road itself is a mixed use road with mostly shops and offices at ground floor level, with mixed uses, including residential, on the upper floors.

The application site is close to the junction of Tottenham High Road and Philip Lane. Both roads are busy through routes within the borough, well served by a number of bus routes. Seven Sisters underground station and Network Rail station is within a half mile walking distance to the south with Bruce Grove station a similar distance to the north. The area has a medium to good PTAL rating.

The site area is 0.93 hectares. The site is included in the Tottenham Green conservation area.

PLANNING HISTORY

A number of planning applications and applications for Listed Building Consent relating to the site have been made over the years, but none are considered particularly relevant to this application.

Two parallel applications for conservation area consent and Listed Building Consent are also lodged with the Council in relation to this scheme. The conservation area consent deals specifically with the demolition issues associated with the development and the Listed Building Consent considers the development in terms of its effect on the listed building.

DETAILS OF PROPOSAL

The scheme comprises two separate elements; first it proposes the demolition of the more recent rear additions to the Town Hall and the refurbishment and re-use of the Town Hall buildings for office and community uses.

The second element of the scheme involves the demolition of the canopy structure and other buildings currently occupying the former Clyde Road depot site and the redevelopment of this part of the site for residential use. However the centre part of the south Ranges will be retained and refurbished to form new residential accommodation. In addition, three new blocks will be built of between two and five storeys, comprising 109 units of residential accommodation in total. The new accommodation will comprise 34 x 1-bed, 60 x 2-bed, 12 x 3-bed and 3 x 4-bed units. 38% (44.9% habitable rooms), of the units will be for social rent, with the remaining 62 (55.1% habitable rooms) units being New Build Home Buy – either private or intermediate rent on Rent To Buy terms. These tenure arrangements are explained in paragraph 3 of the assessment below.

The new buildings are arranged to form two new courtyards within the site, the central element of two and three storeys being linked to the Town Hall building, positioned to the south of the main Bernie Grant Centre building. This block will face south looking over a new open courtyard area, retaining the large, mature Ash tree, towards the Firemans cottages and CONEL buildings to the south.

The buildings on the former Clyde Road depot part of the site will range from two to five storeys, being arranged in an open square, incorporating the retained south Ranges buildings to the southern boundary. The five storey element will form the north boundary of the square, adjacent to the existing industrial starter units. The height of the buildings will reduce down from five to three storeys along the west boundary following the railway line, returning along the south boundary with two and three storey buildings, designed to incorporate the retained south Ranges buildings.

Access to the site is from both Clyde Road and Town Hall Approach Road, but no through route will be formed to avoid potential rat-running through the site. The access arrangements will allow specific provision for refuse and

emergency vehicles to service the whole of the site with 26 car spaces being provided within the site.

CONSULTATION

Ward Councillors

Transportation
Conservation
Cleansing
Arboriculturist
Design
Environmental Health Service
Property Services

Tottenham Conservation Area Advisory Committee
Tottenham Civic Society

Thames Water
Network Rail
Bernie Grant Centre
CONEL
Age Concern

63-77 Clyde Road
31-35, 14-30 Nelson Road
57, 50-70 Grove Park Road
50-78, 80-120, 82a-c, 57-139 Beaconsfield Road
59-241, 70-120 Portland Road

A Development Control Forum was held on 13 November 2008 at 7.00pm at CONEL attended by Cllr Bevan, Tottenham Conservation Area Advisory Committee, Tottenham Civic Society, current occupiers of the Town Hall and approximately 15 local residents. Minutes of the Forum are appended to this report as Appendix 1.

In addition the applicant has carried out their own consultation exercise between December 2007 and February 2008 including two public exhibitions held at Tottenham Town Hall. Local stakeholders including local businesses, Residents Associations and community organisations were also consulted by letter, local advertisement displays and press coverage. Responses to this consultation exercise were taken on board and used to inform the scheme development.

RESPONSES

English Heritage – satisfied with the proposals. Have suggested conditions to be attached to any permissions/consents.

Tottenham Conservation Area Advisory Committee – Tottenham CAAC welcomes the restoration of Tottenham Town Hall and is pleased to see that all five windows (on each floor) at the sides of building are to be retained. We would like a record made of the sections of the Town Hall building that will be demolished.

The CAAC has concerns about the style and fabric of the building linking the Town Hall to the Eastern Block (with its frontage facing the Bernie Grants Centre open space area).

We welcome the restoration of the Southern Range but have concerns about the design of the adjoining houses.

We are pleased to see that the number of housing units has been reduced from 150 to 109.

We do not feel that the five-storey block (stepping down to four and three storeys) on the western edge of the development alongside the railway is a problem.

Transportation – do not object to the development. They consider that the majority of prospective occupiers will travel by public transport or other sustainable travel modes. Existing public transport provision is considered to be able to accommodate the additional passengers likely to be generated by the development. Good pedestrian links are provided through the site connecting with the public transport locations. Some improvements to Town Hall Approach Road and Tottenham Green are suggested to facilitate this, to be included within the S106 agreement. The general area is not one that is considered to suffer from particular parking stress and therefore the level of parking provided plus the measures included in the Travel Plan are considered sufficient for the development.

CONEL – Raise concerns about noise, dust and disturbance relating to the development .

Waste management - The provision shown is sufficient for the development.

LFCDA –

Thames Water – satisfied with proposal subject to informative being attached.

One letter responding to the consultation has been received - concerned with local youths climbing over walls into neighbouring gardens. Also concerned about construction noise.

RELEVANT PLANNING POLICY

Government guidance on planning issues is set out in a series of Planning Policy Guidance Notes (PPGs). PPGs are currently in the process of being replaced with Planning Policy Statements (PPSs). PPS1, PPS3, PPG13, PPG15, PPG16, PPS22 and PPG24 are considered relevant in this case.

PPS1 – Delivering Sustainable Communities

PPS1 provides an overview and general statement of the Government's objectives for the planning system. PPS1 is fully committed to achieving the aims of sustainable development. It indicates that Planning should facilitate and promote sustainable patterns of urban development by making suitable land available for development in line with economic, social and environmental objectives.

PPS3 – Housing

PPS3 sets out the Government's most up-to-date guidance with regard to the provision of housing. The Guidance sets out a commitment to promoting more sustainable patterns of development and emphasises the importance of making more efficient use of urban land within high quality development and encouraging greater intensity of development at places with good public transport accessibility and along public transport corridors.

PPG13 - Transport

PPG13 seeks to integrate planning and transport at the national, regional, strategic and local level and to help reduce the need to travel and the length of car journeys. Its objective is to make it safer and easier for people to access jobs, shopping, leisure facilities and services by public transport, walking and cycling.

PPG 15 – Planning and the Historic Environment

PPG15 provides guidance to local planning authorities to protect or enhance the character and appearance of the sites within Conservation Areas and preserve the settings of listed buildings and any features of architectural or historic interest that it might possess.

In relation to the determination of listed buildings consent applications PPG15 outlines a number of criteria which local planning authorities should consider. These include the importance and historic value of the building in both national and local terms, the individual physical features of the building, the buildings contribution to the street scene and the extent to which an approved consent would bring substantial benefits for the local community, particularly in terms of economic regeneration. The Guidance note also indicates that the most successful means of securing the upkeep of historic buildings is to maintain the buildings in active use. This may be achieved through the buildings adaptation.

PPG 16 – Archaeology and Planning

PPG16 sets out the government guidance for Local Planning Authorities in determining planning applications in areas of archaeological interest.

PPS 22 – Renewable Energy

PPS22 is intended to highlight the principles of the government following targets set in the Energy White Paper: “Our energy future: creating a low carbon economy”. The PPS states that this can be achieved through the provision of renewable energy, improvements in energy efficiency and the development of combined heat and power.

The Energy White Paper states that 10% of UK electricity should be generated by renewable energy sources by 2010 and 20% by 2020.

PPG24 – Planning and Noise

This document is intended to ensure that noise sensitive developments such as schools, hospitals and residential developments are protected from major noise generating uses. Where it is not possible to separate the two it may be necessary to mitigate the effects by imposing planning conditions.

The London Plan (2008)

The Development Plan for the area comprises the London Plan Consolidated with Alterations since 2004 (February 2008) (the London Plan) and the Haringey Unitary Development Plan (UDP) 2006. The London Plan is a material consideration for local authorities when determining planning applications and reviewing their Unitary Development Plans.

In order to respond to the existing and future housing demand, the London Plan has increased the housing provisions targets; seeking the provision of 30,500 additional homes per year across London. For Haringey, it estimates a capacity of a minimum of 6,800 new dwellings between 2007/8 and 2016/7 which equates to 680 per year.

Local Planning Policy Context

Haringey Council adopted its Unitary Development Plan in 2006. The policies within this document have been “saved” by the Government Office for London (GoL), under the 2004 Planning and Compulsory Purchase Act 2004, for up to 3 years (from 27th September 2007). Also adopted with the UDP in 2006, were five Supplementary Planning Guidance documents (SPG’s).

The policies relevant to this application are:

AC3 – TOTTENHAM HIGH ROAD REGENERATION CORRIDOR

CSV1: DEVELOPMENT IN CONSERVATION AREAS

CSV2: LISTED BUILDINGS

CSV4: ALTERATIONS AND EXTENSIONS TO LISTED BUILDINGS

CSV6: DEMOLITION OF LISTED BUILDINGS

ENV9: MITIGATING CLIMATE CHANGE: ENERGY EFFICIENCY

ENV10: MITIGATING CLIMATE CHANGE: RENEWABLE ENERGY

HSG1: NEW HOUSING DEVELOPMENTS

HSG2: CHANGE OF USE TO HOUSING

HSG4: AFFORDABLE HOUSING

HSG9: DENSITY STANDARDS

HSG10: DWELLING MIX

M5: PROTECTION, IMPROVEMENT AND CREATION OF PEDESTRIAN
AND CYCLE ROUTES

M10: PARKING FOR DEVELOPMENT

UD3: GENERAL PRINCIPLES

UD4: QUALITY DESIGN

UD7: WASTE STORAGE

UD8: PLANNING OBLIGATIONS

SPG1a – Design Guidance (adopted 2006)

SPG2 – Conservation and Archaeology (draft)

SPG3a – Density, Dwelling Mix, Floorspace minima, Conversions, Extensions
and Lifetime Homes (adopted 2006)

SPG10a – The Negotiation, Management and Monitoring of Planning
Obligations

CONTEXT

Since 2002, a number of studies and plans have been produced in relation to the future development of the Town Hall site. These are:

Tottenham Town Hall and Clyde Road Depot Site Planning Brief 2002
Tottenham Baths and Clyde Road Masterplan 2002
Conservation Plan 2004
Tottenham Green Conservation Area Appraisal

Tottenham Town Hall and Clyde Road Depot Site Planning Brief 2002

A Planning Brief for the site titled "Tottenham Town Hall and Clyde Road Depot Site" was adopted by Haringey Council in 2002. The Brief, although developed before the adoption of the UDP, provides some guidance for the re-development of the site. The Brief area includes the land now developed as the Bernie Grant Centre.

The brief sets out a number of key development objectives that the Council will seek compliance with. These are:

- Restore/Refurbish the Town Hall and preserve/enhance the character of the Conservation Area
- Bring employment to the area
- Improve the local environment to actively benefit the local community
- Provide a mixed use scheme and a sustainable development to sit alongside the Bernie Grant Centre
- Attract private and public investment and act as a catalyst for the regeneration of the Tottenham Green Area

The Brief outlines a number of acceptable uses for the Town Hall, including B1 and D1 uses proposed. The Brief also the sustainable and appropriate future use of the Town Hall with appropriate uses and approved users. For development purposes the Clyde Road Depot and Town Hall Car Park should provide the following in a new scheme:

- Minimum of 1,858sqm of new build business space
- Residential accommodation, evenly divided between private and affordable key-worker accommodation, which will not result in the under provision of new build business space.

The Brief also outlines a number of acceptable uses for the Clyde Road Depot site including residential uses.

Tottenham Baths and Clyde Road Masterplan 2002

The Tottenham Baths and Clyde Road Masterplan was produced by by Llewelyn-Davies in conjunction with the Council and was adopted in 2002. It was intended that the document would provide guidance to developers in

redeveloping the two sites. As the UDP was adopted in 2006, the Masterplan also has reduced weight, but it does however, still provide an indication as to the Council's aspirations for the site.

The Masterplan outlines the following objectives for the Town Hall and Depot site:

- Bring employment to the Borough
- Improve the local environmental
- Benefit the local community
- Restore the listed buildings on-site
- Attract private investment
- Act as a catalyst for the regeneration of the Tottenham Green Area

The Masterplan outlines a number of acceptable uses for the Depot site including Non-family residential, Light industrial/workshops (Class B1), Education and Training (D1) among other uses. With regards to the Town Hall, the Masterplan indicates that the Town Hall should be preserved as a public building or used as a community facility. The Masterplan also states that new building additions at the rear of the Town Hall has led to the need for aesthetic improvements to the rear of the building and that the Council would therefore welcome a scheme that considers this part of the development.

In terms of heights and massing of a proposed development on the site, the Masterplan states these should reflect the surrounding building heights and that new buildings should not be able to be viewed above the roofline of the frontage buildings from and across Tottenham Green. It is recommended that these heights vary from three to five storeys in height.

Conservation Plan 2004

Alan Baxter was commissioned by London Borough of Haringey to look at the refurbishment and reuse of the site, especially in relation to the Town Hall in terms of the historical context of the site and surrounding buildings.

Tottenham Green Conservation Area Appraisal

This document highlights the open character of the Green and the special Edwardian character of the institutional buildings on the east side, including the Town Hall. It recognises that the Bernie Grant Centre has been constructed, which changes the context of the land immediately to the north of the Town Hall and Depot.

ANALYSIS/ASSESSMENT OF THE APPLICATION

The main issues to be considered with regard to this application are:

1. the principle of the uses proposed
2. the effect on the listed building
3. density/mix
4. design and appearance
5. traffic and parking provision
6. amenity space
7. waste storage/recycling
8. energy efficiency/renewable energy
9. sustainability
10. planning obligations

1. The principle of the uses proposed

The application site is identified in the UDP as SSP18. This is listed in Schedule 1 of the Plan as a mixed use development site including arts and education uses. In addition, Table 4.1 of policy HSG1 specifies an indicative number of dwelling units for both the Baths site and Clyde Road depot of 140 residential units.

Policy AC3 Tottenham High Road Regeneration Corridor includes the entire length of Tottenham High Road and sets out a general approach of positive regeneration along Tottenham High Road, to create a safe and secure environment, encourage the vitality and viability of the town centres as well as promoting new residential development. It recognises Tottenham Baths and Clyde Road depot as suitable for mixed use development. This scheme, which includes the refurbishment and re-use of the Town Hall for community based purposes with residential to the rear, meets the objectives of this policy.

Both the Brief for the site and the Masterplan, both prepared in 2002, considered that mixed use development, including residential, was appropriate for the site. The Brief sets out a number of key development objectives including restoring and refurbish the Town Hall to preserve and enhance the character of the Conservation Area, and provide a mixed use scheme and a sustainable development to sit alongside the Bernie Grant Centre. As such, the use of part of the site for residential is considered appropriate and to meet the requirements of policies HSG1 and HSG2, which seek to ensure that new housing is appropriately located and does not adversely affect other important land uses.

The Masterplan outlines a number of acceptable uses for the Depot site including non-family residential, light industrial/workshops (Class B1), Education and Training (D1) among other uses. With regards to the Town Hall, the Masterplan indicates that the Town Hall should be preserved as a public building or used as a community facility.

The development of the Bernie Grant Centre and the associated starter industrial units, all of which are now complete, achieve some of the preferred uses for the site. The development proposed by this application achieves the retention and refurbishment of the Town Hall, and the provision of residential accommodation. As such, the scheme, when considered in conjunction with the previous development of the Baths site for the Bernie Grant Centre, is considered to meet the preferences expressed in both the Brief and the Masterplan as well as the SSP18 designation.

2. The effect on the listed building and the conservation area

The proposal involves the demolition of the 1930's extension to the rear which is considered to detract from the character of the listed building.

Policies CSV2 and CSV6 of the UDP seek to protect listed buildings against complete or insensitive demolition, but permit sensitive proposals that result in preservation and enhancement of the historic character of the building, including new appropriate uses.

Preserving the historical significance and architectural importance of the Town Hall is the main priority of the development of this site. PPG15: Planning and the Historic Environment advises the best means of maintaining the upkeep of a listed building is to keep it in active use. This means that these uses must be economically viable and this may require adaptation of listed buildings to ensure that the uses are viable. The proposed demolition of the rear element of the Town Hall allows for the retention of those elements of the building that are indicated as being of critical, significant or minor significance. In this context the Masterplan acknowledged the poor quality of the rear of the Town Hall.

The proposed refurbishment of the interior and exterior of the retained Town Hall has been considered in the light of advice in the Conservation Plan 2004 and English Heritage. The refurbishment works, as well as the demolition works proposed, will preserve the character, appearance and setting of the listed building whilst allowing for suitable and viable uses within the Town Hall. A number of revisions have been made to the scheme at the recommendation of English Heritage, principally in terms of the detailing of the junction of the new building with the rear of the retained Town Hall buildings and alterations to improve the appearance of the new west facing elevations of the retained Town Hall.

The works to the Town Hall building, including the demolition and internal works, are covered by condition and included in the S106 to ensure that these

works are carried out prior to the commencement of the new build. Similar provisions are included in the development agreement and lease arrangements agreed with Newlon.

In terms of the uses proposed for the Town Hall building, it is not possible to identify specific future users ahead of the planning permission being granted. However, the S106 agreement includes provisions to ensure that suitable future users are identified through either Lee Valley Estates as Newlon's commercial partner or, in the event of LVE not being secured, another approved commercial agent.

The residential development to the rear of the Town Hall is designed to have minimal visual impact on the character and appearance of the conservation area, in line with the approach set out in the Planning Brief and Masterplan. This is achieved by keeping the heights of the proposed buildings to a level where they will not be visible above the existing roofline of the Town Hall buildings. The proposed buildings will be visible between the listed buildings but, with careful selection of materials, the buildings will not adversely affect the appearance of these buildings or their setting in the conservation area. As such, the scheme is considered to comply with policy CSV1.

As such the scheme is considered to comply with PPG15 and policies CSV1, CSV2, CSV4, and CSV6 of the Haringey UDP, the Tottenham Baths and Clyde Road Masterplan, Tottenham Town Hall and Clyde Road Depot Site Planning Brief and 2004 Conservation Plan.

3. Density/mix

The London Plan requires that development proposals achieve the maximum intensity of use compatible with local context, the design principles in Policy 4B.1 and with public transport capacity. Table 3A.2 of the London Plan sets a density range of 200-700 habitable rooms per hectare for a site in an urban setting with a PTAL rating of 4-6. Policy HSG9 of the UDP also requires development of sites of this type to fall within this density range. Paragraph 4.33 goes on to state, "the density ranges will be applied flexibly in light of local circumstances. Therefore, the Council will adopt a 'design-led' approach to density and will consider the following factors:

- a) the character of the surrounding area, in terms of existing building form, massing and building heights;
- b) historic heritage context, including listed buildings and conservation areas;
- c) the characteristics of the site;
- d) the quality of the design;
- e) the range and mix of housing types;
- f) the level of service provision and public spaces; and
- g) car parking provision.

SPG3a advises that the residential density of mixed use schemes should be calculated on a proportional basis.

The scheme proposes a total of 109 units within the site. This is reduced from the 140 units set out in Table 4.1 of the UDP. The scheme includes 34x1-bed units, 60x 2-bed units, 11x3-bed units and 4x4 bed units. This results in a total of 312 habitable rooms. The net residential site area, (excluding the Town Hall), is 0.75 hectares. This results in a residential density for the development of 416 habitable rooms per hectare. This falls within the density range set out in both the London Plan and the UDP. As such, this figure is considered to comply with policy HSG9.

In terms of the mix proposed, the scheme includes 34x1-bed units, 60x 2-bed units, 11x3-bed units and 4x4 bed units. Whilst this mix does not comply with the Council's preferred mix as set out in policy HSG10 of the UDP and SPG3a, in that it has a higher proportion of 1- and 2-bed units than the policy specifies, this is in line with the preference set out in the Masterplan which considered the site was more appropriate for non-family accommodation. This view has been upheld more recently by the Housing Service who are happy with the mix proposed.

Proposed Tenure arrangements

Under the New Build Home Buy - Rent to HomeBuy scheme, applicants selected under the nomination arrangements for North London Sub-Region will initially rent a property on intermediate rent terms for up to five years. The overriding objective is that New Build Home Buy properties developed for sale on shared ownership terms do not become or remain void. It is a condition of Rent to HomeBuy that where all eligibility criteria are met tenants have the opportunity to purchase during the tenancy and be granted a New Build Home Buy lease. Government Guidance is to be issued on the use of Option agreements.

The Housing Enabling Team recommend that:

- options be non-assignable,
- an option price be accumulated as part of the rent and deducted from the sale price, or held in trust for the purchaser if the tenant is not
- after the options are exercised a minimum period of two years elapse before full staircasing, and
- occupation be restricted to owner occupiers or members of the owner's family or if let only to be occupied to tenants not in receipt of public funds.

Tenants under the Option agreements must be allowed the opportunity to buy on New Build Home Buy terms at any point during their tenancy and will then undergo formal assessment by a HomeBuy Agent to determine the size of the share they are able to afford to purchase and sustain longer term.

Tenants who are assessed as not being in a position to buy at the end of the defined period will have their position reviewed by their landlord, but there is no guarantee that the intermediate rent tenancy will be renewed. Landlords will be expected to discuss alternative housing options with these tenants and provide advice in order to prevent the tenant becoming homeless.

Further details of the Rent to Homebuy scheme will be given verbally at the meeting if required.

4. Design and appearance

Policies UD3 and UD4 require new development to be of a high standard of design using good quality materials. In particular, they should respect the rhythm, form and massing, the height and scale and the historic heritage context of the site. Similarly policy CSV1 requires development to preserve and enhance the historic character and appearance of the conservation area.

The layout of the proposed residential element of the scheme is divided between two separate groups of buildings focussed around two amenity areas. Block B is an “L”-shaped building of between two and four storeys linking to the Town Hall building at its eastern end. The main part of the building faces south overlooking the amenity space. The Block B runs adjacent to the Bernie Grant Centre to the north, at a distance of approximately 4 metres. At its western end, Block B also aligns with the western elevation of the Bernie Grant Centre. The siting of the Block B adjacent to and in alignment with the Bernie Grant Centre provides for a clear boundary definition between the Bernie Grant Centre and its associated square and the proposed development whilst also protecting the amenity of the buildings to the south of the Town Hall. The siting of the Block B in this position also creates a substantial courtyard which will incorporate a communal amenity space to the rear of the Town Hall, which will significantly improve the views to the rear of the listed building.

The west part of the development comprises Block C and D which are arranged in a crescent around the former Clyde Road Depot site and incorporate the central part of the “south Ranges” associated with the depot. Blocks C and D vary between two and five storeys, with the higher parts to the north, stepping down to the two storey elements adjacent to the “ranges” buildings. This arrangement allows all the units views over the central amenity space and all to have south and west facing aspects. Overall, the design of the layout of the proposed development maximizes the amount of light and warmth into the flats and gives all the flats pleasant aspects over the amenity areas.

The proposed buildings are designed to blend with and complement the retained Town Hall and “ranges” buildings in terms of proportion, massing and appearance. Materials have been selected to match and reflect the existing buildings, principally red brick with a proprietary through coloured cladding system for the top storey. The elevations of the buildings, balconies and fenestration are modeled and proportioned to reflect the features of the retained buildings to produce a modern, attractive appearance which complements the site and the conservation area.

The layout of the scheme also results in very good overlooking of all parts of the site, especially the communal areas, which will improve the security of the site. In particular, the windows in the north elevation of Block C will provide high levels of overlooking along Clyde Road, which will mean this main entrance into the site from Philip Lane will be well surveilled. As such, the

scheme is considered to meet the requirements of policies UD3, UD4 and CSV1 of the Unitary Development Plan 2006.

5. Traffic and parking provision

There are two accesses to the site, one from Clyde Road linking to Philip Lane and one from the Town Hall Approach Road. Whilst the two access roads are linked, they are separated by lockable bollards to avoid a “rat run” being created through the development. The bollards are able to be dropped by Waste collection vehicles which will enter the site from Clyde Road and exit to the Approach Road.

The scheme includes 24 car spaces in two locations related to Block B and to Blocks C and D. Four disabled spaces are included in this provision. Adequate bicycle parking provision is also included within the scheme. The scheme is also designed to allow pedestrian movement through the site, creating a new pedestrian route from Tottenham High Road through to Clyde Road and Clyde Circus and Philip Lane. Improvements to pedestrian facilities are encouraged in both PPS3 and policy M5 of the UDP. Given the good level of public transport in this location including buses, the underground and main line train services, Transportation Group are satisfied with this level of provision and therefore the proposal is considered to meet the requirements of policies M5 and M10.

The applicant is proposing the introduction of a car club for use by occupiers of the development. The car club will reduce the need for most occupiers to own a private car in line with the advice in PPS3 and the London Plan, which will reduce the need for parking provision within the development as well as reducing harmful emissions.

6. Amenity space

Two principal areas of communal amenity space are designed into the scheme, one related to Block B and the second to Blocks C and D. The space fronting block B links to the existing courtyard within the rear of the Town Hall buildings, which will be opened up as a result of the demolition of the 1930's extension. This space forms an attractive setting for Block B and is naturally overlooked by that building. Pedestrian walkways are designed to run through these areas. The large mature Ash tree within the site is retained and will form a particularly attractive feature of this space.

The communal space related to Blocks C and D forms almost an enclosed courtyard with the proposed buildings and the retained “ranges” buildings wrapping round it on three sides. Within this space is a play area for young children which is directly overlooked by Block D. Directly adjacent to this area is a separate play area for older children.

7. Waste storage/recycling

Policy UD7 requires all new development to include adequate provision for the storage and collection of waste and recyclable material. The scheme includes seven bin storage areas distributed throughout the site which combined will provide adequate bin storage for the number of units proposed. Refuse vehicles will access the site from Clyde Road and will be able to pass through the site exiting from Town Hall Approach Road. Waste Management will be provided with a key to lock/unlock the bollard in the centre of the site which will prevent a rat run being created through the site. A turning head is provided outside Block C to allow the refuse vehicle to turn within the site. In addition each dwelling has its own internal waste storage area.

Waste Management have commented that the bin storage areas are adequate for a development of this size. The external waste storage areas have been designed to accommodate all the required bins for both recyclable and non-recyclable waste. Dedicated internal storage space for recyclable waste is provided within each dwelling.

8. Energy efficiency/renewable energy

A renewable energy assessment carried out by Faber Maunsell has been submitted as part of the application. This Report has considered the various available options for the scheme in terms of renewable energy including such technologies as CHP and ground source heat pumps. The report concludes that the option best suited to this scheme is a combination of 489 square metres of photo voltaics panels and gas condensing boilers as the most appropriate means of reducing CO2 emissions. The Report establishes that the 489 square metres of photo voltaics is the maximum reasonable amount of photo voltaic panels possible given the amount of available roof space on the proposed scheme and the partial overshadowing of the roof. For the dwellings this will reduce the CO2 emissions by 25% and the photo voltaic panels will reduce CO2 emissions by 10%.

9. Sustainability checklist appraisal

A sustainability checklist appraisal has been prepared by Faber Maunsell in support of the application. The report assesses the scheme under each of the categories in the Councils sustainability checklist. The report concludes that the scheme achieves a Level 3 rating under the Code for Sustainable Homes based on the BRE EcoHomes scheme. As such, the scheme meets all the mandatory criteria and scores particularly well in the water, surface water, waste and management categories.

10. Planning obligations

Policy UD8 requires development, where appropriate, to be subject to a S106 agreement in order to secure appropriate benefits in line with guidance set out in SPG10a and SPG10c. Rent to HomeBuy is a pilot scheme for affordable housing being promoted by the Government partly because of a collapse in market confidence in Shared ownership tenures. It is considered that Rent to

HomeBuy is appropriate for the Town Hall scheme and will facilitate a sustainable community while assisting the developer by not incurring disproportionate risk at a time when market confidence has plummeted.

On this basis, the applicant has agreed to enter into an agreement under S106 of the Town and Country Planning Act 1990 (as amended), to provide:

- affordable housing, based on, 41 units (38 %of total number of units) 44.9% habitable rooms - social rent, and 68 units (62 %of total number of units 55.1% habitable rooms private or intermediate Rent to HomeBuy. An explanatory note is included in this section to form the basis of the documentation in the Agreement on intermediate Rent to HomeBuy.

- an education contribution of £366,000 based on the formula set out in SPG10c,

- provision of highways works to a value of £115,000 including construction of a raised table in Town Hall Approach Road and pedestrian improvements to the route to Seven Sisters station,

- Environmental improvements, including the installation of public art, to the frontage of the site to a value of £100,000,

- the preparation and implementation of a Conservation Management Plan to ensure the proper refurbishment/re-use of the retained Town Hall building,

- provision of a car club, and a restriction on eligibility of residents from applying for a resident's parking permit,

- a administrative charge of £24,000 as required by SPG10a.

New Build Home Buy - Rent to HomeBuy. Applicants selected under the nomination arrangements for North London Sub-Region will initially rent a property on intermediate rent terms for up to five years. The overriding objective is that New Build Home Buy properties developed for sale on shared ownership terms do not become or remain void. It is a condition of Rent to HomeBuy that where all eligibility criteria are met tenants have the opportunity to purchase during the tenancy and be granted a New Build Home Buy lease. Further details regarding the Rent To Homebuy scheme will given verbally at the meeting if required.

SUMMARY AND CONCLUSION

The application site is located to the west side of Tottenham Green and forms one of the group of sites currently occupied by the large Edwardian municipal buildings fronting the Green.

The scheme comprises two separate elements; first it proposes the demolition of the more recent rear additions to the Town Hall and the refurbishment and re-use of the Town Hall buildings for office and community uses. The second element of the scheme involves the demolition of the canopy structure and other buildings currently occupying the former Clyde Road depot site and the redevelopment of this part of the site for residential use. The new accommodation will comprise 34 x 1-bed, 60 x 2-bed, 12 x 3-bed and 3 x 4-bed units. 38% of the units will be for social rent.

Two parallel applications for conservation area consent and Listed Building Consent are also lodged with the Council in relation to this scheme. The conservation area consent deals specifically with the demolition issues associated with the development and the Listed Building Consent considers the development in terms of its effect on the listed building.

The proposal has been assessed in the light of the appropriate national, strategic and local guidance and is considered to meet the provisions of the relevant policies and guidance. As such, conditional planning permission is recommended subject to a S106 agreement to secure principally the satisfactory completion of works to the retained Town Hall and its future management, affordable housing provision, education contribution and monitoring charge.

RECOMMENDATION 1

That planning permission be granted in accordance with planning application reference number HGY2008/2033 subject to a pre-condition that the applicant shall first have entered into an Agreement with the Council under Section 106 of the Town and Country Planning Act 1990 (As Amended) and Section 16 of the Greater London Council (General Powers) Act 1974] in order to secure:

- affordable housing, based on, 41 units (38 %of total number of units) 44.9% habitable rooms - social rent, and 68 units (62 %of total number of units 55.1% habitable rooms private or intermediate rent to HomeBuy An explanatory note is included in this section to form the basis of the documentation in the Agreement on intermediate rent to HomeBuy.
- an education contribution of £366,000 based on the formula set out in SPG10c,
- provision of highways works to a value of £115,000 including construction of a raised table in Town Hall Approach Road and pedestrian improvements to the route to Seven Sisters station,
- Environmental improvements, including the installation of public art, to the frontage of the site to a value of £100,000,

- the preparation and implementation of a Conservation Management Plan to ensure the proper refurbishment/re-use of the retained Town Hall building,
- provision of a car club, and a restriction on eligibility of residents from applying for a resident's parking permit,
- a monitoring charge of £24,000 as required by SPG10a.

RECOMMENDATION 2

GRANT PERMISSION

Registered No. HGY/2008/2033

Applicant's drawing Nos. J06.357/D(01)01, 02, 03C, 04 - 11, 12A, 13A, 14, 15A, 16B, 20 - 26 incl., 30, 31A, 32A, 33A, 34A, 40 - 50 incl., 60, 61

Subject to the following conditions:

1. The development hereby authorised must be begun not later than the expiration of 3 years from the date of this permission, failing which the permission shall be of no effect.
Reason: This condition is imposed by virtue of the provisions of the Planning & Compulsory Purchase Act 2004 and to prevent the accumulation of unimplemented planning permissions.
2. The development hereby authorised shall be carried out in complete accordance with the plans and specifications submitted to, and approved in writing by the Local Planning Authority.
Reason: In order to ensure the development is carried out in accordance with the approved details and in the interests of amenity.
3. Notwithstanding the description of the materials in the application, no development shall be commenced until precise details of the materials to be used in connection with the development hereby permitted have been submitted to, approved in writing by and implemented in accordance with the requirements of the Local Planning Authority.
Reason: In order to retain control over the external appearance of the development in the interest of the visual amenity of the area.

4. Notwithstanding the details of landscaping referred to in the application, a scheme for the landscaping and treatment of the surroundings of the proposed development to include detailed drawings of:

- a. those existing trees to be retained.
- b. those existing trees to be removed.
- c. those existing trees which will require thinning, pruning, pollarding or lopping as a result of this consent. All such work to be agreed with the Council's Arboriculturalist.
- d. Those new trees and shrubs to be planted together with a schedule of species shall be submitted to, and approved in writing by, the Local Planning Authority prior to the commencement of the development. Such an approved scheme of planting, seeding or turfing comprised in the approved details of landscaping shall be carried out and implemented in strict accordance with the approved details in the first planting and seeding season following the occupation of the building or the completion of development (whichever is sooner). Any trees or plants, either existing or proposed, which, within a period of five years from the completion of the development die, are removed, become damaged or diseased shall be replaced in the next planting season with a similar size and species. The landscaping scheme, once implemented, is to be maintained and retained thereafter to the satisfaction of the Local Planning Authority.

Reason: In order for the Local Authority to assess the acceptability of any landscaping scheme in relation to the site itself, thereby ensuring a satisfactory setting for the proposed development in the interests of the visual amenity of the area.

5. Details of a scheme depicting those areas to be treated by means of hard landscaping shall be submitted to, approved in writing by, and implemented in accordance with the approved details. Such a scheme to include a detailed drawing of those areas of the development to be so treated, a schedule of proposed materials and samples to be submitted for written approval on request from the Local Planning Authority.

Reason: In order to ensure the development has satisfactory landscaped areas in the interests of the visual amenity of the area.

6. The existing trees on the site shall not be lopped, felled or otherwise affected in any way (including raising and lowering soil levels under the crown spread of the trees) and no excavation shall be cut under the crown spread of the trees without the prior written permission of the Local Planning Authority.

Reason: In order to safeguard the trees in the interest of visual amenity of the area.

7. Before any works herein permitted are commenced, all those trees to be retained, as indicated on the approved drawings, shall be protected by secure, stout, exclusion fencing erected at a minimum distance equivalent to the branch spread of the trees and in accordance with BS 5837:2005 and to a suitable height. Any works connected with the approved scheme within the branch spread of the trees shall be by hand only. No storage of materials, supplies or plant machinery shall be stored, parked, or allowed access beneath the branch spread of the trees or within the exclusion fencing.
Reason: In order to ensure the safety and well being of the trees on the site during constructional works that are to remain after building works are completed.

8. Notwithstanding the details contained within the plans hereby approved, full details of boundary treatments, including gates, to the entire site be submitted to and approved by the Local Planning Authority prior to the commencement of the development.

Reason: In order to safeguard the visual amenity of the area and to ensure adequate means of enclosure for the proposed development.

9. The construction works of the development hereby granted shall not be carried out before 0800 or after 1800 hours Monday to Friday or before 0800 or after 1200 hours on Saturday and not at all on Sundays or Bank Holidays.
Reason: In order to ensure that the proposal does not prejudice the enjoyment of neighbouring occupiers of their properties.

10. Notwithstanding the provisions of Schedule 2, Part 1 of the Town & Country Planning (General Permitted Development) (Amendment) (No.2) (England) Order 2008, no enlargement, improvement or other alteration of any of the dwellings hereby approved in the form of development falling within Classes A to H shall be carried out without the submission of a particular planning application to the Local Planning Authority for its determination.

Reason: To avoid overdevelopment of the site.

11. The development hereby approved shall be built in phases in accordance with a phasing programme to be agreed in writing with the Local Planning Authority before works commence. Subsequent phases shall not be commenced until the completion of the previous phase to the satisfaction of the Local Planning Authority.

Reason: In order to reduce the impact of a large scheme by ensuring progressive completion of limited areas within the site.

12. The proposed development shall have a central dish/aerial system for receiving all broadcasts for all the residential units created, details of such a scheme shall be submitted to and approved by the Local Planning Authority prior to the occupation of the property and the approved scheme shall be implemented and permanently retained thereafter.

Reason: In order to protect the visual amenities of the neighbourhood.

13. That the accommodation for car parking and/or loading and unloading facilities be specifically submitted to, approved in writing by and implemented in accordance with the requirements of the Local Planning Authority before

the occupation of the building and commencement of the use; that accommodation to be permanently retained for the accommodation of vehicles of the occupiers, users of, or persons calling at the premises and shall not be used for any other purposes.

Reason: In order to ensure that the proposed development does not prejudice the free flow of traffic or the conditions of general safety along the neighbouring highway.

14. That a detailed scheme for the provision of refuse and waste storage within the site shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the works. Such a scheme as approved shall be implemented and permanently retained thereafter to the satisfaction of the Local Planning Authority.

Reason: In order to protect the amenities of the locality.

15. Notwithstanding the details contained in the drawings hereby approved, fully annotated and dimensioned detailed drawings showing the access gate at north corner of front elevation of the listed building, illustrating how its detail design relates to the design and alignment of the boundary fencing, and associated landscaping, to the Bernie Grant Centre Square, with plans and elevations at a scale of 1:20.

Reason: to ensure the satisfactory development of the site and protection of the setting of the listed building.

16. Notwithstanding the details shown on the application plans fully annotated and dimensioned detail design showing a gate access and railings enclosure to the rear courtyard of the listed building with plan and elevation at a scale of 1: 20

Reason: to ensure the satisfactory development of the site and the protection of the setting of the listed building.

17. Notwithstanding the description of the proposed boundaries in the application documentation, fully annotated and dimensioned details at a scale of 1: 20 of boundary fencing to the site, including access metal gates to the alleyway behind Block B backing onto the Bernie Grant Centre.

Reason: To ensure the satisfactory development of the site.

18. Notwithstanding the details contained within the development hereby approved, full details of the artificial lighting scheme to the public realm courtyards, vehicular routes and parking areas, pedestrian routes and designated community amenity open space shall be submitted to and approved in writing by the local planning authority prior to the commencement of the development.

Reason: to ensure the satisfactory appearance of the development.

19. Notwithstanding the details contained in the drawings hereby approved, fully annotated and dimensioned plans, sections and elevations at a scale of 1: 10 showing the proposed external facing materials and typical detail design features of the central range of Clyde Road Depot, including Clock Tower, roof verge, gable and eaves details, typical door, typical window details shall

be submitted to and approved in writing by the local planning authority prior to the commencement of the development.

Reason: to ensure the satisfactory development of the retained Ranges buildings.