

## NOTICE OF MEETING

# REGULATORY COMMITTEE

**Monday, 15th February, 2016, 7.00 pm - Civic Centre, High Road, Wood Green, N22 8LE**

**Members:** Councillors Peray Ahmet (Chair), Vincent Carroll (Vice-Chair), Dhiren Basu, David Beacham, John Bevan, Clive Carter, Natan Doron, Makbule Gunes, Toni Mallett, Peter Mitchell, James Patterson, James Ryan and Elin Weston

Quorum: 3

### 1. **FILMING AT MEETINGS**

Please note this meeting may be filmed or recorded by the Council for live or subsequent broadcast via the Council's internet site or by anyone attending the meeting using any communication method. Although we ask members of the public recording, filming or reporting on the meeting not to include the public seating areas, members of the public attending the meeting should be aware that we cannot guarantee that they will not be filmed or recorded by others attending the meeting. Members of the public participating in the meeting (e.g. making deputations, asking questions, making oral protests) should be aware that they are likely to be filmed, recorded or reported on. By entering the meeting room and using the public seating area, you are consenting to being filmed and to the possible use of those images and sound recordings.

The Chair of the meeting has the discretion to terminate or suspend filming or recording, if in his or her opinion continuation of the filming, recording or reporting would disrupt or prejudice the proceedings, infringe the rights of any individual, or may lead to the breach of a legal obligation by the Council.

### 2. **APOLOGIES FOR ABSENCE**

### 3. **URGENT BUSINESS**

The Chair will consider the admission of any late items of urgent business. Late items will be dealt with under the agenda item where they appear. New items will be dealt with at item 12 below.

### 4. **DECLARATIONS OF INTEREST**

A member with a disclosable pecuniary interest or a prejudicial interest in a matter who attends a meeting of the authority at which the matter is considered:

- (i) must disclose the interest at the start of the meeting or when the interest becomes apparent, and

(ii) may not participate in any discussion or vote on the matter and must withdraw from the meeting room.

A member who discloses at a meeting a disclosable pecuniary interest which is not registered in the Register of Members' Interests or the subject of a pending notification must notify the Monitoring Officer of the interest within 28 days of the disclosure.

Disclosable pecuniary interests, personal interests and prejudicial interests are defined at Paragraphs 5-7 and Appendix A of the Members' Code of Conduct

**5. MINUTES (PAGES 1 - 20)**

To approve the minutes of the Regulatory Committee on 21 September and Special Regulatory Committees on 9 November 2015 and 4 January 2016.

**6. REVISION OF GAMBLING POLICY**

To receive a verbal update.

**7. REVIEW OF FEES AND CHARGES (LICENSES) 2016/17**

To follow

**8. NOEL PARK CONSERVATION AREA CHARACTER APPRAISAL AND MANAGEMENT PLAN (PAGES 21 - 126)**

To consider the finalised draft of the Conservation Area Appraisal and Management Plan document and recommend to Cabinet for adoption.

**9. REVISED LOCAL DEVELOPMENT SCHEME (PAGES 127 - 148)**

To consider the revised Local Development Scheme and recommend to Cabinet for adoption.

**10. REVISED PLANNING PROTOCOL 2016 (PAGES 149 - 188)**

To consider the adoption of a revised version of the Planning Protocol.

**11. HARINGEY QUALITY REVIEW PANEL (PAGES 189 - 194)**

To provide an introduction and brief overview of the work of the Haringey Quality Review Panel.

**12. NEW ITEMS OF URGENT BUSINESS**

To consider any new items of urgent business admitted under agenda item 2 above.

**13. DATES OF FUTURE MEETINGS**

To be confirmed inline with approval of the calendar for the new municipal year.

Maria Fletcher  
Tel – 0208 489 1512  
Fax – 020 8881 5218  
Email: [maria.fletcher@haringey.gov.uk](mailto:maria.fletcher@haringey.gov.uk)

Bernie Ryan  
Assistant Director – Corporate Governance and Monitoring Officer  
River Park House, 225 High Road, Wood Green, N22 8HQ

5 February 2016

This page is intentionally left blank

## **MINUTES OF MEETING REGULATORY COMMITTEE HELD ON Monday, 21st September, 2015**

### **PRESENT:**

**Councillors: Dhiren Basu, John Bevan, Vincent Carroll (Vice-Chair),  
Clive Carter, Makbule Gunes, Toni Mallett and James Patterson**

### **176. FILMING AT MEETINGS**

#### **RESOLVED**

- That the Chair's announcement regarding the filming of the meeting for live or subsequent broadcast be noted.

### **177. APOLOGIES FOR ABSENCE**

Apologies were received from Cllrs Beacham, Ryan and Weston.

### **178. DECLARATIONS OF INTEREST**

The Chair identified with reference to item 9 that she was a Noel Park ward councillor.

Cllr Bevan identified that he was a member of the Lee Valley Park Authority.

Cllr Carter identified that he was a director of the Friends of Finsbury Park group.

### **179. MINUTES**

#### **RESOLVED**

- That the minutes of the Regulatory Committee on 21 May and Special Regulatory Committee on 2 July be approved.

Further clarification was sought on the Council's powers regarding the sale of cigarettes from stalls at Finsbury Park events. The licensing officer confirmed that this issue was not covered under the licensing regime but that the Council's Park Service would potentially be able to impose restrictions under the terms of the hire agreement. This point could feed into the Finsbury Park Events Scrutiny review currently underway.

The Committee reiterated a previous request to meet the new Quality Review Panel in recognition of the important role and expertise they provided in encouraging good design within the borough. Officers agreed to look into arranging this. It was advised that a Development Quality Charter, a key document linked to the work of the Panel, would be submitted for Full Council consideration in November.

**(Action: Stephen Kelly/Emma Williamson)**

**180. THE LICENSING ACT 2003: REVIEW OF STATEMENT OF LICENSING POLICY 2016-2021**

The Committee considered a report on the statutory five year review of the borough's Statement of Licensing Policy (SoLP) and proposed draft 2016-2021 SoLP to be released for consultation. The draft would undergo a 6 week consultation period, the results of which would come back to Regulatory Committee before progressing to Full Council in November for adoption.

Confirmation was provided that the Cumulative Impact Assessment mooted for the east of the borough would not be progressed at the current time, with the Police not supporting implementation at this point.

Officers updated that a clear steer had been provided by the Council's Senior Leadership Team on consideration of the report for a stronger message covering the sale of high strength low cost alcohol and street drinking. It was however advised that a blanket ban could not be imposed on retailers across the borough restricting the sale of high strength alcohol but that the imposition of restrictions related to high strength low sales would be considered for licensing applications coming forward on a case by case basis with reference to evidenced crime and disorder in the area.

In response to a question, officers confirmed that Children's Services were categorised as a responsible authority as part of the consultation exercise.

An update was sought on plans for the imposition of a late night levy in the borough. Officers advised that this was not being taken forward at the current time as the late night economy was not considered significant enough to warrant a levy and at a wider level, boroughs that had imposed a levy were now rolling them back. Officers agreed to circulate a short briefing to the Committee. **(Action: Daliah Barrett)**

The Committee suggested that the scope of the consultation questions be extended to encourage residents to identify any problems linked to licensed premises within the borough. **(Action: Daliah Barrett)**

**RESOLVED**

- To approve for consultation the draft Haringey Statement of Licensing Policy 2016-2021 SOLP attached as Appendix 1A to the report.
- To agree the consultation questions on considering a Cumulative Impact policy and suggested areas to be considered.
- To note and agree the arrangements for public consultation and questionnaire as set out within the report at section 9.1 and 9.2.

**181. CONSULTATION ON REVISED STATEMENT OF LICENSING POLICY FOR GAMBLING ACT 2005**

The Committee considered a report on the statutory three year review of the borough's SoLP for the Gambling Act including the proposed draft for consultation. It was proposed to readopt the current policy at this time, with only very minor changes made.

Clarification was sought on the Council's position regarding the operation of any future casinos within the borough. Officers advised that a Full Council resolution had been passed to ban any prospective casino, a position which was reflected within the SoLP. Details of the resolution would be circulated to Cllr Carter. **(Action: Daliah Barrett)**

The Committee sought an update on progress made in establishing closer working relationships between the Planning and Licensing Services to facilitate, as far as possible, a cohesive approach to dealing with licensed premises under the separate legislative regimes. Officers advised that closer working practices were being developed including checking planning conditions related to licensing hours. A briefing report would be provided to the next meeting. **(Action: Daliah Barrett/Stephen Kelly/Emma Williamson)**

The Committee were advised of the recent reclassification of betting shops and pay day loan shops to sui generis use class. The draft DMP document would set out a position regarding the clustering of betting shops which would be adopted subject to the consultation process.

## **RESOLVED**

- That the draft Statement of Licensing Policy for the Gambling Act 2005 be noted.

### **182. DRAFT NOEL PARK CONSERVATION AREA CHARACTER APPRAISAL AND MANAGEMENT PLAN**

The Committee considered a report on a draft Noel Park Conservation Area Appraisal and Management Plan prior to its release for public consultation. Proposals included a review and extension of the boundaries to the Conservation Area and Article 4 direction area to harmonise.

Concerns were raised by the Committee regarding the available resourcing for enforcement of the management plan, particularly in the current financial climate and Council budget pressures.

Clarification was sought on the position regarding the installation of satellite dishes and security door and window grills to properties within the Conservation Area. Officers advised that the requirement for planning permission for the installation of dishes was set out within the management plan. Guidance was not explicitly set out within the plan covering security grills to residential properties, although commercial properties were referenced. Officers agreed to review this in order to emphasise that their installation was unacceptable within a Conservation Area. **(Action: Stephen Kelly)**

In response to a question regarding the review of Conservation Areas in Tottenham and links to the regeneration strategy, it was advised that consultants had been engaged to look at the 6 Conservation Areas in that area and that a report would be brought back for Committee consideration in due course.

## **RESOLVED**

- That the draft Noel Park estate Conservation Area Appraisal and Management Plan be noted as well as plans for Cabinet to release the draft for 6 weeks public consultation.

**183. DEVELOPMENT MANAGEMENT AND PLANNING ENFORCEMENT WORK REPORT FOR 2015/16**

The Committee considered a report and short presentation from officers setting out Development Management and Planning Enforcement performance to date in 2015/16 and progress with the Development Management Improvement Plan.

Performance overall continued to improve. The determination of major and minor planning applications remained above national and local targets. Significant progress had been made in reducing the amount of time taken to validate applications. In relation to challenges, officer caseload remained at the highest ever level and issues remained with variability and the discharge of conditions.

The Committee queried plans in place to help manage increased officer caseloads. Officers advised that efforts would include the reworking of processes to reduce hours spent per application, a continued focus on reducing failure demand costs and hand offs and achieving full service staffing to permanent roles.

Clarification was sought on a potential pooled resource provided mooted by the GLA to assist London planning authorities in determinations around viability assessments. The Assistant Director Planning advised that although this was under discussion, a firm position had yet to be reached. A Council scrutiny review looking at the issue of viability of new developments was currently being scoped, with a provisional completion date for the end of the financial year.

**RESOLVED**

- That the update report be noted.

**184. PROPOSED ARTICLE 4 DIRECTION RESTRICTING THE CONVERSION OF WAREHOUSES TO RESIDENTIAL USE**

The Committee considered a report setting out proposals for the making of a non-immediate Article 4 Direction withdrawing permitted development rights for the conversion of warehouses to residential use within the designated employment areas of the borough. This was in response to concerns regarding the impact of such conversions on jobs and job growth opportunities, with an evidence base provided by the employment land study and historical data.

It was updated that the Pinkham Way Alliance had made a representation seeking the removal of the Pinkham Way site from the Article 4 Direction. Officers had subsequently agreed to this removal on the basis that there were no buildings on the site to which the permitted development provisions would apply. The map at appendix A of the report would be amended going forward to reflect this.

Clarification was sought by the Committee regarding the non charging of fees for future planning applications for this specified change of use once the Direction was in

place and reasons for the non-immediate imposition of the Direction. Officers advised that legally the Council could not charge a fee for the submission of a planning application arising from the removal of permitted development rights and that a 12 month notification period was required for the Direction to minimise exposure to compensation provisions. The risk was acknowledged in conversions being undertaken during the 12 month lag period.

The Committee queried the risk of the Secretary of State challenging the imposition of an Article 4 Direction. Officers advised that the risk was mitigated as far as possible through using an evidenced, targeted approach focussed on employment generation as opposed to a blanket approach. Additional support was also provided under the London Plan.

## **RESOLVED**

- That the regulatory requirements for the making of a non-immediate Article 4 Direction be noted
- To recommend to Cabinet that it adopts the justification therein provided to support the making of a recommended Article 4 Direction referred to below
- To recommend to Cabinet to approve the making of and consultation (for a six-week period in accordance with the Council's Statement of Community Involvement) on a non-immediate Article 4 Direction under the Town and Country (General Permitted Development Order) 2015, to come into effect 12 months after it comes into operation, withdrawing permitted development rights to convert buildings of less than 500sqm in Use Class B8 (Storage and Distribution) to Use Class C3 (Dwellinghouse) for the areas of the Borough outlined in bold on the plan at Appendix A and subject to the removal of the Pinkham Way site.

## **185. LOCAL PLAN PREPARATION**

The Committee considered a report setting out the responses received to the public consultation on the four draft Haringey Local Plan documents including Local Plan; strategic policies, development management DPD, draft site allocations DPD and the draft Tottenham Area Action Plan. The report included a draft Council response to the points raised in the 650 written representations submitted.

The report would be submitted for Cabinet consideration in October, followed by progression to Full Council in November for approval for pre-submission.

A question was asked from the floor by a member of the public contesting the designation of the Pinkham Way site as open land. Officers advised that a set process had been followed during the consultation period to seek representations. Proposed Council responses to each issue raised had been drafted by officers and which did not in all occasions concur with consultee's views. It would be the role of an independent planning inspector to test the soundness of the Plans and thereby act as ultimate arbitrator.

Officers advised that the key themes raised during the consultation period included questioning the unrealistic level and potential harm from the quantum of housing growth to be made provision for; that development was unfairly weighted towards the

east of the borough and Tottenham; concerns that new housing would not be affordable for local people; the sell off of Council estates to private developers to fund estate renewal; increasing pressure on public services and infrastructure; height of buildings and the consequences of redevelopment plans on existing businesses.

The following questions were raised by the Committee in consideration of the report:

- Whether officers had undertaken an analysis of responses received broken down by area. Officers advised that predominantly responses had been received by email which restricted the ability to analyse on this basis. The issues receiving the most representations included BWF and Lordship Rec and in Wood Green, the intensification of the town centre and Haringey Heartlands. A significant number of responses were received regarding issues wider than the remit of the Local Plan.
- Clarification was sought as to whether plans were included to build on Lordship Rec. Officers advised that there had been initial plans to allocate a proportion of the Rec as a 'swap out' to allow the redevelopment of the BWF estate but that following the level of objections received, this allocation had been removed.
- The concerns of the Friends of Finsbury Park group were reiterated including opposition to any plans to build on MOL within Finsbury Park and direct overlooking of the Park from surrounding new developments and any loss of trees to make way for new entrances. Officers confirmed that this representation had been received and a draft response provided within the report. Plans to improve the reconfiguration of access to the Park through the Rowans site had now been omitted from the Plan documents.
- The use of the terms social housing and affordable housing needed to be set out within a glossary. Officers confirmed that a glossary was included within the full Cabinet report but agreed to review the consistency of use of these terms within the summary of comments. **(Action: Matthew Paterson)**
- Clarification was sought on how recent changes to the definition of Travellers would impact on provision for Traveller's sites within the borough. Officers confirmed that changes pertained to assessments of need and also could not be applied retrospectively. To this end, existing Traveller's sites would require re-provision if subject to redevelopment.
- Assurances were sought from the Committee that the inclusion of sites within the Site Allocations SPD did not presuppose the award of planning permission. Officers confirmed that inclusion did not confer any planning consent but did set out clear aspirations for sites. Planning Committee would have to have regard to Plans when determining planning applications coming forward.

## RESOLVED

- To note the summary of the main consultation comments received to the draft Local Plan documents (the draft alterations to the Strategic Policies DPD; the draft Development Management Policies DPD; the draft Site Allocations DPD; and the draft Tottenham Area Action Plan DPD) as set out in the tables at Appendices A through D of this report.
- To recommend to Cabinet that it adopt the Council's proposed response to the comments received, including proposed further amendments, as set out in the

tables at Appendices A through D of this report and report the same for consideration and approval to Full Council.

- To note that the report provided only a summary of the consultation responses received, and that the full list of responses was available to view on the Council's website.

**186. DATES OF FUTURE MEETINGS**

7 December.

CHAIR: Councillor Peray Ahmet

Signed by Chair .....

Date .....

This page is intentionally left blank

**MINUTES OF MEETING  
SPECIAL REGULATORY COMMITTEE HELD ON Monday, 9th  
November, 2015, 7pm.**

**PRESENT:**

**Councillors: Peray Ahmet (Chair), Dhiren Basu, David Beacham,  
John Bevan, Clive Carter, Makbule Gunes, Peter Mitchell,  
James Patterson and Elin Weston**

**ALSO ATTENDING: Councillor McNamara**

**187. FILMING AT MEETINGS**

**RESOLVED**

- That the Chair's announcement regarding the filming of the meeting for live or subsequent broadcast be noted.

**188. APOLOGIES FOR ABSENCE**

Apologies were received from Cllrs Carroll and Mallett.

**189. OUTCOME OF CONSULTATION ON REVISED STATEMENT OF LICENSING  
POLICY FOR LICENSING ACT 2003**

The Committee considered a report updating on responses received to the consultation on the revised Statement of Licensing Policy (SoLP) as part of the statutory five year review required under the Licensing Act 2003. The draft policy would progress to Full Council in November seeking approval for adoption. Regulatory Committee had considered the draft policy prior to its release for consultation at the last meeting on 21 September.

The Licensing Officer outlined the responses received during the 6 week consultation period. The two representations received from interested parties in response to the consultation were set out within the report including the proposed Council response. The first submission proposed that real ales and beers above 6.5% ABV (alcohol by volume) that appeal to the higher end market be exempt from licence conditions restricting high ABV products. Officers proposed to change the wording within the Policy to reflect this to emphasise the primary focus on cheap high strength products. The Committee expressed some concern that this distinction could be counterproductive and emphasised that clear definitions of the terms 'cheap' and 'premium' in this respect would need to be set out as well as clearly couching this consideration in terms of preventing binge drinking. The consultee also proposed that the policy covered all premises types in relation to framework hours and which officers confirmed was the case and therefore no Policy amendment was required. The

second representation proposed that the policy set out an expectation that premises should have the correct planning use in place prior to making a licence application. Officers proposed that this be added to the Policy although this could only constitute guidance as it was not a legislative requirement.

The Committee raised concern over the low number of representations received during the consultation period, including limited input from Councillors. Officers outlined the methodology used including notifications sent out, meetings held with licensees etc and confirmed that a link to the consultation had been circulated to all Councillors. Confirmation was also provided that input had been provided by all responsible authorities in the drafting of the Policy. Members proposed as a learning point for future consultations that a concise summary of proposed policy revisions be circulated to Councillors to encourage a greater level of response. In light of identified issues with street drinking in parts of the borough, it was also suggested that future consultation be expanded to cover groups such as HAGA (Haringey Advisory Group on Alcohol) involved in providing alcohol support services in the borough.

Clarification was sought on whether reference was made within the Policy to promoting the Pubwatch initiative. It was advised that Pubwatch was active in the borough but was an initiative led and run by licence holders and as such could not be imposed under the Policy. It was however recognised that engaging with smaller licence holders such as those running off licences remained an ongoing issue and the licensing service would be looking to improve this going forward.

The Council's position regarding the potential imposition of a late night levy within the borough was questioned. The Licensing Officer advised that consideration had been given to imposition of a levy in 2013 but that the management team had decided not to proceed at that time. As the government were currently reviewing the levy initiative due to concerns over its efficacy, Cllr McNamara as Cabinet Member for Environment advised that consideration of imposing a levy was currently on hold but could be revisited in the future accompanied by a detailed piece of work.

Plans to implement a Cumulative Impact Policy within the borough was questioned. Officers advised that currently there was not sufficient evidence to support imposing such a policy but that this position would be kept under review, including keeping a watching brief on LB Hackney in their efforts to impose such a policy in Shoreditch and which was proving controversial.

Clarification was sought on whether the SoLP would take into account any variation in approach across the borough to licensed premises to reflect differing characteristics of the town centres. The Licensing Officer advised that responsible authorities had a duty to consider licence applications on a case by case basis.

Cllr Carter sought assurances on any plans for the future licensing of casinos within the borough. The Licensing Officer outlined that this issue fell within the Council's Statement of Gambling Policy and not Licensing Policy. Confirmation was however provided that presently no Full Council resolution had been passed to prohibit any future casino within the borough and that no discussions were currently underway with any parties regarding the issuing of a future casino licence in the borough.

**RESOLVED**

- To note the outcome of the consultation, there were two responses to the consultation. A summary of the responses and effect if any on the policy are shown in paragraph 6.10 and also in Appendix 2 of the report.
- To approve the draft Statement of Licensing Policy at Appendix 1 for recommendation to Full Council for adoption in November 2015.
- In coming to their decision to note and take account of the EQiA set out at Appendix 3 of the report.

**190. DATES OF FUTURE MEETINGS**

7 December.

CHAIR: Councillor Peray Ahmet

Signed by Chair .....

Date .....

This page is intentionally left blank

## **MINUTES OF THE MEETING OF THE SPECIAL REGULATORY COMMITTEE HELD ON MONDAY, 4 JANUARY 2016**

### **PRESENT:**

**Councillors: Peray Ahmet (Chair), Vincent Carroll (Vice-Chair), David Beacham, Clive Carter, Toni Mallett, Peter Mitchell, James Patterson and Elin Weston**

### **191. FILMING AT MEETINGS**

The Chair referred Members present to agenda 1 as shown on the agenda in respect of filming at this meeting, and Members noted the information contained therein.

### **192. APOLOGIES FOR ABSENCE**

Apologies for absence were received from Cllr Basu, Cllr Bevan and Cllr Gunes.

### **193. URGENT BUSINESS**

There were no items of urgent business.

### **194. DECLARATIONS OF INTEREST**

Cllr Mitchell declared a personal interest as living within the safeguarding area for Crossrail 2, and in the vicinity of the Palace Gates disused railway, identified as a site for development in the report.

Cllr Patterson declared a personal interest as living in the vicinity of Alexandra Palace station.

Cllr Beacham declared a personal interest as living close to Alexandra Palace station, and possibly within the Crossrail 2 safeguarding area.

### **195. WOOD GREEN INVESTMENT FRAMEWORK & AREA ACTION PLAN: BROAD OPTIONS FOR REGULATION 18 CONSULTATION**

The Committee considered the report on the Wood Green Investment Framework and Area Action Plan (AAP): Broad Options for Regulation 18 Consultation, introduced by Stephen Kelly, Assistant Director, Planning. Attached to the report was a draft Wood Green AAP Issues and Options document, which set out four broad development options and a preferred option for how regeneration might take place in Wood Green. The report asked Regulatory Committee to recommend to Cabinet that the draft Issues and Options document be approved for publication and public consultation.

The report set out the strategic context and background to the development of the Wood Green Investment Framework and AAP, an overview of the four options and the preferred option, details of the public consultation exercises undertaken, a summary of responses arising from the consultations to date, and details of the proposed consultation.

In addition to those sites set out in the Site Allocations Development Plan Document (DPD), the Issues and Options document identified a number of additional sites viewed as making a significant contribution to growth in the area and Mr Kelly advised the Committee that the differences between the four options in the document largely focussed around proposals for these sites and those set out in the Site Allocations DPD. The preferred option, Option 4, was the most radical of the options in terms of the number of residential units and degree of change but also had the longest delivery period and consequent disruption. Each option had been scored against the criteria and objectives as set out on page 39 of the document, which were based on the vision for the area. It was assessment against these core objectives which formed the basis of the conclusions of the document.

Mr Kelly thanked Cllr Mitchell for having identified a number of typographical errors in the report and draft Issues and Options document in advance of the meeting, and advised that these would be addressed before the report went to Cabinet.

The Committee expressed disappointment that, having followed a similar process in respect of the Tottenham AAP and learnt lessons from that exercise, the Wood Green AAP Issues and Options report did not contain specific details at site level for each option. Mr Kelly noted that additional detail would be required before any proposals could be submitted to the Secretary of State, and that additional public consultation may be required on any additional details.

The Committee welcomed that a summary version of the document would be produced, as this would be more broadly accessible. Concern was expressed regarding some of the technical planning language used in the document, as it was felt that some terms would not be meaningful to the majority of people. Mr Kelly accepted this point and advised that a glossary would usually be provided as part of such a document. The Committee encouraged the use of plain English wherever possible, although it was accepted that some specialist terms were unavoidable in specific cases, and it was agreed that this would be taken into consideration. In respect of concerns regarding the use of the term 'Placemaking' specifically, Mr Kelly advised that this was used as the title for one of the key objectives and if the Committee felt that this was not a meaningful term, consideration would be needed as to the use of this term. It was noted, however, that in setting out the strategic objectives (on page 39 of the Issues and Options document) a number of bullet points set out what was meant by this term and it was hoped that this would help to address the concern.

The Committee noted that the Issues and Options document set out anticipated gains arising from the development options, for example increased business rate receipts, but did not give any indication of the costs associated with each option, for example the infrastructure costs associated with the provision of new school places and that it would be helpful for this detail to be included. Matthew Patterson, Head of Strategic

Planning and Policy, advised that there was a need to fully analyse the current infrastructure provision in order to understand what the current surpluses and deficits were. Once this work was complete, the additional infrastructure requirements and associated costs would be identified.

Specific points raised by the Committee in respect of the text of the Issues and Options document included:

- Page 15, under Key Boundaries, Harringay and West Green wards should be added.
- Page 16, under Public Spaces, the description of the High Road public spaces as 'poorly defined' despite recent improvements was felt to be inappropriate.
- Page 16, on the map of Greenspaces and Waterways, number 9 should be listed as Crescent Gardens and the George VI Memorial Gardens, and number 10 should be amended to read White Hart Lane Recreation Ground, not Woodside Park as currently listed.
- Page 34, the picture under the heading 'Civic Centre and Trinity Green' did not depict Trinity Green.
- Page 35, the final bullet point under The Mall, it was felt that stronger language than 'considered' should be used in relation to existing residents.
- Page 37, the description of Lordship Lane as being well-placed to support new residential development should be clarified to explain that this related specifically to Hollywood Green.
- Page 52, first paragraph, the second sentence referring to Crouch End to be deleted.
- Page 52, second paragraph, reference to the library should be reworded to say that it will be re-provided, not 'could' be, to provide assurance that there would continue to be library provision. Assurance that the library would be re-provided should also be included on page 58 in the overview of Option 3.
- Page 60, under the Mall and High Road new retail heading, it was agreed that this paragraph could be amended to clarify that there were separate issues relating to the Mall and to the rest of the retail along the High Road.
- Page 73, Financial performance, concern was expressed regarding the implications of the phrase 'better quality tenants' and whether this could be reworded.
- Page 74, it was suggested that the table relating to urban renewal and intensification could be revised to make clearer that density and height were distinct issues, albeit related to one another.

In response to a question from the Committee regarding the significance of Metropolitan Town Centre status, Mr Kelly advised that this was a category within the London Plan, and was secondary only to those areas identified as International Centres. Wood Green was defined as a Metropolitan Centre, indicating an area with a high concentration of metropolitan activity.

The Committee also asked about the issue of the ownership of Alexandra House; Mr Kelly confirmed that the Council is the leaseholder and that the freehold of Alexandra House was in private ownership but that there was no suggestion that this would cause an issue in respect of the deliverability of any development on this site. Mr Kelly

agreed that he would look into whether this was inconsistent with the options as set out in the document, however.

In response to a question from the Committee regarding the location of the Crossrail 2 station in Option 4, Mr Kelly advised the Committee that the proposed site for the station in the current consultation was on the site of the Vue cinema, but that discussions were being held with TfL regarding the possibility of providing access to this station close to the current library site. In response to a comment from Cllr Carter that a Crossrail 2 station at Alexandra Palace would be preferable as this would help to support regeneration at the Palace, for which the Council had responsibility, Mr Kelly agreed that there was a range of views on this subject, but it was the Council's position that the preferred option was for a single Crossrail 2 station based in Wood Green from a deliverability perspective, and due to the contribution this would make to Wood Green as a town centre.

The Committee also asked whether 'civic functions' and 'democratic services' referred to in the document were the same thing, as if so there was some inconsistency in the proposals relating to these. Mr Kelly advised that he understood that these were distinct, as there were some matters dealt with, for example, by customer service centres which could be classified as civic functions, and these were different in nature from the democratic Council services such as public committee meetings.

In respect of Option 4, the Committee asked about the range of heights, given as 18-35 storeys under the first Output bullet point on page 64 of the Issues and Options document, and whether this meant that 18 storeys was a minimum height, or whether this should be read to mean a range between 'up to 18 and up to 35 storeys'. Mr Kelly advised that he understood this to mean 'up to 18 and up to 35 storeys' depending on location, and that the illustration on page 67 of the document could be improved to make the proposed heights clearer.

In response to a question from the Committee regarding the possibility of a swimming pool, Mr Kelly advised that this was not a suggestion that had emerged from the initial consultation work, and that it would be a challenge for the Council to demonstrate the financial sustainability of such a project. The Committee also asked about the assumptions for continued demand for physical shopping spaces, given the recent changes in shopping patterns. Mr Kelly reported that the options set out in the report aimed at broadening the offer from just retail, given changes in what people wanted from an area such as Wood Green, however it was important that the retail units that were in place were suitable for the current market. In relation to retail provision, Mr Kelly advised that the Council did receive advice from commercial agents, and that retail provision had also emerged as an important issue from the consultation with residents so far.

The Committee noted that Harringay residents had raised concerns regarding the possible impacts that Wood Green development might have on traffic elsewhere, for example Wightman Road, and that this was something that should be taken into consideration. Mr Kelly advised that the Council was working with TfL on traffic modelling and improvements that could be made to junctions, etc, but that there were wider traffic management issues that needed to be addressed and there was no guarantee that any development of Wood Green would improve the traffic situation in

the borough, especially taking into account population growth. The rationale behind each of the options, however, was to provide homes in areas where ownership of a car was unnecessary, as part of wider strategies to reduce the level of traffic.

In respect of the wards affected as set out in the report, the Committee noted with concern that ward Councillors for only some of the wards listed had been consulted prior to this point, and that West Green ward was not even mentioned. Cllr Mallet, as ward Councillor for West Green, advised that there was significant interest in her ward in relation to the Crossrail 2 consultation. It was felt that it would have been helpful for ward councillors for all wards affected to have been engaged at an earlier stage. Going forward, it would be important to agree how all the wards affected would be consulted as part of the formal consultation process.

The Committee further advised that consultation needed to take into account that the location of democratic and civic functions, such as registry services, affected all residents in the borough. It was noted that the locations of these services was linked to the Council's Accommodation Strategy, and the Committee emphasised the need for as wide consultation on the Accommodation Strategy as possible, including all Members, and for the Cabinet Member for Resources to take this into consideration in planning the consultation on this strategy.

In relation to the consultation itself, the Committee felt that a period of longer than the minimum of six weeks would be preferable, given the extent of the changes the consultation related to. It was also suggested that consultation should be as broad as possible, rather than limited to those who were already on the Council's databases as having expressed an interest in such matters. Promotion of the consultation and the adoption of as inclusive an approach as possible was strongly encouraged. Mr Kelly advised that the available consultation period was limited by purdah for the London Mayoral elections and, in response to a query from the Committee, agreed to confirm the start date for the purdah period. The Committee asked whether there was any scope either to begin the consultation period earlier, or to wait until after the elections rather than limit the duration of the consultation.

Mr Kelly reported that they were working with the Council's communications team on ways of promoting the consultation as widely as possible, and via a range of media, and that the comments of the Committee would be taken into consideration as part of the exploration of how best to engage more broadly. Claudette Forbes, Interim Head of Regeneration, further advised that the Council was working with its consultants on how to ensure that the consultation went beyond the statutory minimum requirements. The Committee emphasised that it was essential that the consultation be comprehensive and meaningful, and that there should not be any perception of things being 'rushed through'.

The Committee emphasised the importance of the affordable housing proposal in any of the options, as this would be a crucial factor and should be highlighted to Cabinet. The feedback from the consultation so far, especially residents' and businesses' concerns about being priced out by any redevelopment also needed to be addressed. The Committee felt that the content of what was being consulted on was just as important as the way in which the consultation was undertaken, and concern was

expressed that at this point residents were being asked for their views on a document which did not set out what the implications would be in terms of affordable housing.

The Committee noted that the outcome of the Crossrail 2 consultation would ultimately determine which of the options were deliverable and suggested that the report should reflect this. Concern was expressed that it would not be possible to progress in respect of any of the options until the outcome of the Crossrail 2 consultation was known.

In considering the recommendations of the report, the Committee expressed some concern at agreeing to recommend to Cabinet that the draft document be approved for consultation, bearing in mind the issues that had been raised during the discussion. In addition to the specific revisions that had been requested to the draft Issues and Options document, the Committee considered the key areas of concern that they wished Cabinet to take into consideration, and summarised these as the adequacy of the consultation period, the content of the consultation and whether there was sufficient detail in the documentation to make consultation meaningful, and whether it was premature to be consulting on these options at the present time, given that the Crossrail 2 decision would have a significant impact on what would ultimately deliverable. Taking these issues into consideration, the Committee agreed to vary the wording of the recommendations of the report and it was

## **RESOLVED**

- i) That the Committee note the content of the draft Regulation 18 Wood Green Area Action Plan: Issues and Options Report.
- ii) That the Committee recommend to Cabinet that the draft Regulation 18 Wood Green Area Action Plan: Issues and Options Report, as amended in accordance with the discussions held at the Committee meeting on 4 January 2016, be approved for publication and public consultation for a period of at least 6 weeks, provided that before approving it for consultation the Cabinet satisfy itself that:
  - a) The consultation period is sufficient.
  - b) The Area Action Plan contains sufficient detail to permit meaningful consultation.
  - c) The consultation is not premature, having regard to other consultations.

## **196. PLANNING SERVICES 2015 REVIEW**

The Committee considered the report on the review of the work of the Planning Service in 2015, presented by Emma Williamson, Head of Development Management. The report covered performance in respect of Development Management and Building Control, as well as updates on planning policy, Member development and challenges facing the Service. A separate planning appeals report also set out performance against appeals and details of individual appeal cases.

In response to a question from the Committee regarding the number of enforcement notices issued compared with the number of complaints received, and why this

appeared so low, Ms Williamson advised that the level of enforcement notices issued had been fairly consistent, at around 100 per year. Stephen Kelly, Assistant Director, Planning, advised that around 60% of enforcement cases were resolved by agreement and that of the complaints received, some would not turn out to be breaches, some would be very minor and some would be resolved by means other than enforcement notices. It was clarified that each complaint related to an individual breach – multiple complaints relating to the same breach would still count as a single complaint. Looking at the figures for the issuing of enforcement notices across the London boroughs, it was noted Haringey was performing relatively well, and the Committee felt that it was important to promote this. Ms Williamson advised that the Enforcement policy was something that the Committee should review later in the year, including a review of the indicators used in relation to enforcement policy to ensure that performance reports contained meaningful data and comparators.

The Committee asked whether there were plans for another Planning Conference, and it was confirmed that the Council had committed to holding this as an annual event and the next was planned for September 2016.

The Committee asked for more information about the protocol for assessment of viability in respect of affordable housing, as mentioned in the report. Mr Kelly advised that this was a cross-London project, aimed at establishing a new protocol for all London Boroughs and the GLA, and that Haringey had committed to engaging with this project. It was felt that having a consistent methodology across London would be a sensible way forward and it was hoped that consultation on this would be launched later in 2016. The Committee welcomed the Council's proactive involvement in this work, and felt that this was also something that it would be good to promote. The Chair noted that information on positive performance in respect of affordability had been circulated to Members previously and that this could be repeated.

In response to a question from the Committee regarding the pre-application service and whether the Government would consider increasing the chargeable fee to cover the cost of offering the service, it was reported that the Council was making a case for an increase in fees to cover costs, but that it was unlikely that this would be agreed.

Cllr Mitchell requested that further details be provided to him outside the meeting regarding the appeal against the delegated decision in relation to the use of the site at 743-744 Lordship Lane as a mini cab office.

## **RESOLVED**

That the content of the report be noted.

The Chair expressed the Committee's thanks to the Planning Service for all their work during 2015.

## **197. DATES OF FUTURE MEETINGS**

15 February 2016.

The meeting closed at 9.25pm.

CHAIR: Councillor Peray Ahmet

Signed by Chair .....

Date .....

**Report for:** Regulatory Committee 15<sup>th</sup> February 2016

**Title:** Noel Park Conservation Area Character Appraisal and Management Plan

**Report**

**authorised by :** Stephen Kelly, Assistant Director, Planning

**Lead Officer:** Lucy Morrow, Conservation Assistant (x4497)  
Nairita Chakraborty, Principal Conservation Officer (x2841)

**Ward(s) affected:** Noel Park

**Report for Key/**

**Non Key Decision:** Non key

**1. Describe the issue under consideration**

- 1.1 Following publication of the draft Noel Park Conservation Area Appraisal and Management Plan for public consultation from 27<sup>th</sup> November 2015 to 8<sup>th</sup> January 2016, the document has been amended in light of the representations received. The regulatory committee is now requested to review the finalised draft of the document and recommend it to Cabinet for adoption.

**2. Recommendations**

- 2.1 That Regulatory Committee:

- A. Notes the comments received to the consultation on the draft document and how these have been taken into account in the finalising the draft Noel Park Conservation Area Appraisal and Management Plan, highlighted at paragraph 5.18 and set out in the Consultation Statement at Appendix 2;
- B. Recommend to Cabinet that it adopt the finalised draft Noel Park Conservation Area Appraisal and Management Plan as attached at Appendix 2;
- C. Recommends to Cabinet that the Article 4 Direction be extended to include the whole of the Noel Park Conservation Area in accordance with the appraisal recommendations.

**3. Reasons for decision**

- 3.1 The Council has a statutory duty to ensure that conservation areas are preserved or enhanced and publish policies for the implementation of the same. The various insensitive alterations within the area have resulted in the conservation area being included in Historic England's 'At Risk' register. It is therefore important that the Council publishes this appraisal along with the management plan to ensure that the significance of the area is preserved or enhanced.

#### **4. Alternative options considered**

- 4.1 The appraisal explores the possibility of leaving the boundaries of the conservation area and the area covered by the Article 4 Direction as they currently are. The proposed addition to the conservation area is contemporary with the Noel Park Estate and has the same architectural and historic significance therefore it was considered preferable that it be recommended for inclusion in the conservation area and given the same protection as the rest of the estate.
- 4.2 Given the cumulative impact of the loss of architectural detailing, it is imperative that a consistent control over such alterations is implemented across the whole of the conservation area. It is, therefore considered preferable to extend the Article 4 direction (which removes permitted development rights to alterations to the front of the property only).

#### **5 Background information**

- 5.1 Noel Park was designated as a conservation area in 1982 in recognition of its special architectural and historic significance. The estate is a fine example of a planned Victorian artisan estate and the architecture and townscape are of high quality. The Council implemented an Article 4 Direction in 1983 restricting permitted development rights in order to further protect the area's special character. Despite this designation, a great many buildings in the area have been altered poorly with unsympathetic additions, and the Council has been unable to enforce against many of these. Significant harm has been caused to area's character, leading to the conservation area being placed on Historic England's At Risk Register.
- 5.2 The undertaking of an up to date Conservation Area Appraisal and Management Plan represents an opportunity to address the above issues. It will clearly identify those elements that make the area special and provide further guidance to residents, members and agents on how best to preserve these. It will ensure that decisions going forward are made in the best interests of the estate and reflect the need to preserve and enhance its special character, and it will provide the council a firm basis from which to consistently enforce planning rules.

- 5.3 The appraisal follows relevant guidance published by Historic England. It covers the historical context of the area and provides an assessment of the area's character and special interest. It addresses planning policy and development management issues and provides design guidance. It also includes a review of the boundaries of the conservation area and a recommendation that the boundaries of both the conservation area and Article 4 Direction are extended. A separate process will be followed to extend the Article 4 direction and cabinet will receive a further report about this in due course.
- 5.4 The character appraisal supports the Council's existing Local Plan Strategic Policies and emerging development management policies, and does not seek to introduce new policy.
- 5.5 The appraisal has been produced with support from Historic England, and working with the community under the Community Heritage Initiative Partnership (CHIP). Officers have also worked closely with Homes for Haringey during this time to ensure that the work undertaken by Decent Homes Programme is sensitive towards the character of the area. Thus the document has been produced in close liaison with residents, Homes for Haringey and Historic England.
- 5.6 There are 29 conservation areas in Haringey, designated over a period of 45 years, of which 13 have adopted character appraisals. Noel Park was designated as a conservation area in 1982. The Article 4 Direction implemented in 1983 restricts permitted development (PD) rights to the front of the properties. The conservation area was extended in 1991 to cover most of the original estate, but the Article 4 Direction was not extended at this time and currently only applies to part of the conservation area.
- 5.7 The Council has a statutory requirement to '*...formulate and publish proposals for the preservation and enhancement of any parts of their area which are conservation areas*' under Section 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990. Conservation area character appraisals are primary evidence-based documents which aid the implementation of approved development plan policies for the preservation and enhancement of conservation areas.
- 5.8 It is important to stress that a character appraisal or management plan **cannot introduce new policy**. The purpose of the appraisal and management plan is to provide a clear indication of the Council's approach to the preservation and enhancement of the Noel Park conservation area, as well as supplement existing planning policy already set out in the Local Plan.
- 5.9 The National Planning Policy Framework (NPPF) issued by the Government in March 2012 requires local planning authorities to set out in their Local Plan a

positive strategy for the conservation and enjoyment of the historic environment. In doing so, they should recognise that heritage assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance. In this regard, character appraisals are primary guidance which define the special character of conservation areas, and identify what is of special architectural and historic interest within them.

- 5.10 The Council's strategy for the conservation and enjoyment of the historic environment takes into account the desirability of new development that makes a positive contribution to local character and distinctiveness. This position is reflected in the Council's adopted UDP and emerging Local Plan Strategic Policies.
- 5.11 The emerging Development Management Plan Policies states that the preservation and enhancement of historic environment should be given highest regard as per statutory duty and should be used as the basis for good design and positive change. All new development should be of the highest standard of design that respects its local context, character and historic significance.
- 5.12 An adopted character appraisal provides a sound basis, defensible on appeal, to implement the Council's approved development plan policies and to inform development management decisions. The appraisal is for the use of local residents, community groups, businesses, property owners, architects and developers and is an aid to the formulation and design of development proposals and change in this particular area. The document will be used by the Council in the assessment of all development proposals.
- 5.13 An adopted character appraisal is taken into account by the Planning Inspectorate when it considers and determines planning appeals. The character appraisal is also helpful to those considering investing in the area, and can be used to guide the form and scale of new development proposals. When funding was sought for grant aid schemes, such as the Townscape Heritage Initiative at Bruce Grove, Tottenham, an adopted character appraisal was essential to demonstrate the value of the area.

#### Structure of the Noel Park Conservation Area Appraisal and Management Plan

- 5.14 The Noel Park Conservation Area Appraisal and Management Plan has been written to reflect the framework set out in *Understanding Place: Conservation Area Designation, Appraisal and Management*, published by Historic England in March 2011. A brief structure of the appraisal and the issues it addresses is set out below:

- a) **Introduction:** the background and aims of the study, general identity and character of Noel Park Conservation Area and details of its designation;
- b) **Summary of special interest:** a vivid, succinct picture of the overall conservation area as it is today;
- c) **Community based partnership:** details of the Community Heritage Initiative Partnership;
- d) **Location and setting:** the context of Noel Park within the wider settlement and landscape;
- e) **Origin and Development:** The history of the area and its development up to the present day;
- f) **Character Assessment**  
An overall assessment of the current character and appearance of the area, including;
  - Townscape analysis
  - Layout and plan form
  - Architectural character
  - Hierarchy of streets
  - Boundary treatments
  - Uses within the area
  - Public Realm
  - Trees and open space
  - Views
  - Positive contributors
  - Negative contributors
- g) **Problems, issues and opportunities:** alterations to properties, subdivision of properties, poor quality public realm, opportunity for boundary review, opportunity to upgrade some properties through the decent homes programme, opportunity for public realm enhancements;
- h) **Management plan and design guidance:** details of the council's plans for the management of the area, including:
  - Boundary review: proposals to extend the boundaries of the conservation area and Article 4 Direction;
  - The planning process: the council's approach to planning decisions and enforcement; and
  - Design guide: guidance on how to repair and maintain buildings and how to alter them sensitively.

Please see the Appendix 1 for the Noel Park Conservation Area Appraisal and Management Plan.

### Community Involvement and Public Consultation

- 5.15 The appraisal has been produced as part of a Community Heritage Initiative Partnership in collaboration with Historic England, aimed at encouraging the local community to better understand their historic surroundings, and engaging with the issues around the future management of the area. The process involved a training workshop for volunteers including representatives from various amenity and conservation societies, the appointment of a group of stakeholders as a steering group who undertook survey work, and then a review of the draft document by stakeholders prior to the formal consultation period. Their observations, where consistent with current planning policy and guidance, have been included in the draft appraisal.
- 5.16 A six-week public consultation of this draft appraisal was undertaken from Friday 27 November 2015 to Friday 8 January 2016, in line with the Council's Statement of Community Involvement (SCI).
- 5.17 Consultation activities included: writing to residents of the conservation area and the proposed extension to the conservation area; issuing a press notice giving details of the consultation; providing paper copies of the draft appraisal to the Wood Green Central Library and making them available at River Park House and Wood Green Civic Centre; publishing the draft document on the Council's website, accompanied by an electronic feedback form to facilitate responses; and holding a drop-in session at Shropshire Hall on 16<sup>th</sup> December, where officers were available to answer questions and members of the public were invited to comment on the draft document.
- 5.18 Following the consultation period, representations were collated and analysed. A consultation report is included in Appendix 2. The majority of those responding to the consultation supported the adoption of the appraisal and the recommendations of the management plan (including the extensions to the conservation area and Article 4 area), recognising the need to do more to protect the area's heritage. A small number did not support it, many citing the fact that a lot of original features have already been lost.
- 5.19 Notification letters including clear information about the consequences of the designation were sent to all addresses within the proposed extension. There were no objections directly addressing the extension to the conservation area although a small number of respondents indicated that they didn't support it via

the online survey. There were a small number of comments directly addressing the proposed extension to the Article 4 Direction, mainly citing the additional cost and inconvenience of complying with stricter planning rules.

- 5.20 Where appropriate, the draft document was amended to reflect consultation responses. A schedule of amendments is included in appendix 3. Minor amendments were made to the character appraisal and the design guidelines have been refined and added to in order to better reflect the needs of residents.

## **6 Implementation**

- 6.1 Should Cabinet formally adopt the Conservation Area Appraisal and Management Plan, officers will notify respondents and property owners in the area of the change to boundary of the conservation area. They will ensure the extension to the conservation area boundary is made to the Borough's Policy Map and that the conservation area designation applying to the new properties is placed on the land registry title.
- 6.2 Officers will also undertake such steps as necessary under the Article 4 Direction legislation to extend this to cover the entire designated conservation area.

## **7 Contribution to strategic outcomes**

- 7.1 The Appraisal and Management Plan support the Council's strategic objective 3 (A clean and well maintained and safe borough where people are proud to live and work) by providing a document that in collaboration with resident stakeholder groups highlights the architectural and significance of the area. It also gives guidance on how the area can be maintained and enhanced in the future for our future generations to enjoy.

## **8 Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)**

### Finance and Procurement

- 8.1 Any costs associated with the adoption and publication of the Conservation Area Appraisal and Management Plan will be contained within existing approved budgets for Planning Policy & Design

### Assistant Director of Corporate Governance and legal implications

- 8.2 The Assistant Director of Corporate Guidance has been consulted on the preparation of this report and comments as follows.
- 8.3 Local planning authorities are under a duty to formulate and publish proposals for the enhancement of conservation areas under section 71 Planning (Listed Buildings and Conservation Areas) Act 1990. The power to vary and extend the nature and extent of a conservation area is provided for in sections 69 and 70 thereof and there are associated notification requirements to be complied with. Where the local planning authority publishes proposals for the preservation and enhancement of any parts of their area which are existing conservation areas those proposals shall be submitted for consideration to a public meeting in the area to which they relate and the local planning authority shall have regard to any views concerning the proposals expressed by persons attending the meeting.
- 8.4 The procedure for making and extending Article 4 Directions is contained in Schedule 3 to the Town and Country Planning (General Permitted Development) (England) Order 2015.
- 8.5 The Cabinet will need, following the Regulator Committee's recommendations, to consider the proposals in light of the requirements for not only conservation areas but also Article 4 Directions and provide any necessary authority to action any agreed proposals.

### Equality

- 8.6 The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:
- tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;
  - advance equality of opportunity between people who share those protected characteristics and people who do not;
  - foster good relations between people who share those characteristics and people who do not.
- 8.7 This report does not introduce any new policy. The guidance in the document clarifies how the Council's existing planning policy will be implemented, and relates mainly to the architectural character of buildings in the area. It will apply equally across the area. The public consultation period, highlighted at paragraph 5.18 and set out in the Consultation Statement at Appendix 2, allowed for any equalities issues to be raised and none were.

- 8.8 The report includes guidance about the installation of access ramps in front gardens, which does not prohibit their installation but offers advice about appropriate design.

## **9 Use of Appendices**

Appendix 1: Noel Park Conservation Area Character Appraisal and Management Plan for adoption

Appendix 2: Consultation Statement

Appendix 3: Schedule of amendments

## **10 Local Government (Access to Information) Act 1985**

- a) Planning (Listed Buildings and Conservation Areas) Act 1990
- b) Town & Country Planning (General Permitted Development) (England) Order 2105
- c) National Planning Policy Framework (NPPF), March, 2012;
- d) Planning Policy Statement (PPS) 5 Practice Guide, English Heritage, March 2010;
- e) Understanding Place: Conservation Area Designation, Appraisal and Management, English Heritage, March 2011.

This page is intentionally left blank

# NOEL PARK CONSERVATION AREA APPRAISAL AND MANAGEMENT PLAN





1.

## FOREWORD

It is with great pleasure that I am able to present the Noel Park Conservation Area Appraisal and Management Plan. It is hoped that this document will play a significant role in guiding all aspects of the future management of Noel Park Conservation Area. It is hoped that the document will guide developers, residents, planners and the Planning Inspectorate in any future planning decisions.

This document has been prepared in close collaboration with Noel Park Conservation Area Advisory Committee and Homes for Haringey, whose invaluable input and co-operation has broken new ground and enabled the project to be one of the first of its kind in London. The essence of this approach lies in the benefits of community engagement in local decision making. The preparation of this document has brought together a range of expert and community views in order to gain a fully integrated understanding of Noel Park: evaluating the built environment, public realm and landscape which together form the vital character of the area. This 'holistic' and partnership based approach will be the only way that Noel Park's precious heritage can be protected for future generations.



**Councillor Ali Demirci**

*Cabinet Member for Planning*

**Picture 1.** Morley Avenue roofscape: courtesy of Bruce Castle Museum, Haringey Libraries, Archives and Museums Service

## ACKNOWLEDGEMENTS

This document has been produced by the council in close liaison with Noel Park Conservation Area Advisory Committee (CAAC), Homes for Haringey, Historic England and the Council's own conservation officers. In particular, contributors include Heidi Saarinen, Rachella Sinclair, Rebecca Threlfall and Nick Threlfall. In addition we would like to thank Mei Wang (Noel Park CAAC); Rachael Mcmillan and Richard Parish (Historic England); Eddie Booth and Rob Lloyd<sup>1</sup> (Conservation Studio) and Jacinta Walters (Haringey Council) for their support during the project.

We would also like to extend our gratitude to Councillor Peray Ahmet and Councillor Ali Demerci for their continued support for the promotion and enhancement of the borough's historic environment.

---

<sup>1</sup> Rob Lloyd is currently working for Historic England



# CONTENTS

1.	INTRODUCTION	1
2.	SUMMARY OF SPECIAL INTEREST	3
3.	COMMUNITY BASED PARTNERSHIP	5
4.	LOCATION AND SETTING	11
5.	ORIGIN AND DEVELOPMENT	15
6.	CHARACTER ASSESSMENT	27
6.1	Townscape analysis	27
6.2	Layout and plan form	29
6.3	Architectural character	31
6.4	Hierarchy of streets	35
6.5	Boundary Treatment	39
6.6	Uses within the area	41
6.7	Public Realm	41
6.8	Trees and Open Space	43
6.9	Views	43
6.10	Positive contributors	45
6.11	Negative Contributors	47
6.12	Summary	49
7.	PROBLEMS, ISSUES AND OPPORTUNITIES	51
8.	MANAGEMENT PLAN AND DESIGN GUIDANCE	53
8.1	Boundary Review	53
8.2	Development Management	55
8.3	Design Guide	57
9.	APPENDICES	70



## 1. INTRODUCTION

Noel Park Estate is a planned estate of approximately 2000 terraced properties in Wood Green, North London. It was planned and developed by the Artizans, Labourers and General Dwellings Company circa 1881-1913. The houses were designed to house the families of workers and artisans (skilled labourers) in fashionable cottage style dwellings. The area retains its homogenous appearance and much of its attraction, and is easily distinguished from the surrounding Wood Green area.

The estate was designated as a conservation area on 4 November 1982 in recognition of its special significance. Conservation Areas are designated under the provisions of Section 69 of the Planning (Listed Buildings and Conservation Areas) Act 1990.<sup>1</sup> A conservation

area is defined as “an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance”.

To further protect the area’s special interest, the Council implemented an Article 4 Direction on 18 February 1983, restricting permitted development rights on works to the front elevation, roof and front boundary of buildings.<sup>2</sup>

The Conservation area was extended on 16 September 1991 to include Pelham Road, to the West of Gladstone Avenue, and the area to the South of Lymington Avenue which was built during the later phase of development. However, the article 4 direction was not extended at this time.

<sup>1</sup> See Appendix 1 for further details on designation of conservation areas

<sup>2</sup> See Appendix 2 for a copy of the Article 4 direction and restrictions

## **NOEL PARK ESTATE CONSERVATION AREA APPRAISAL AND MANAGEMENT PLAN**

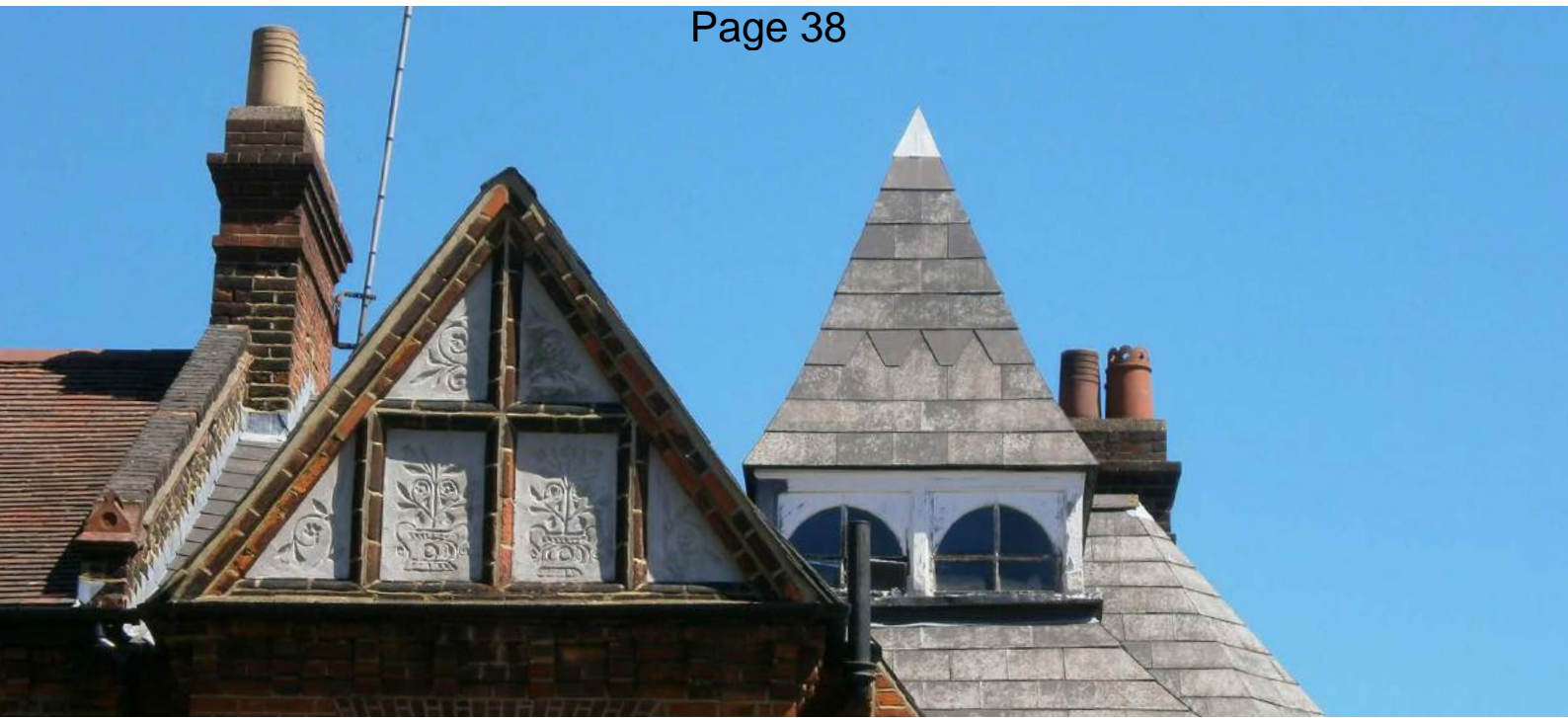
Section 71 of the Planning (Listed Buildings and Conservation Areas) Act, 1990 requires local planning authorities to formulate and publish proposals for the preservation and enhancement of conservation areas. Section 72 also specifies that, in making a decision on an application for development in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

Working in partnership with Historic England and the local community, the Council has produced this document the objectives of which are:

- To understand the significance of Noel Park Estate and its historical, architectural and landscape assets; and to protect and enhance these assets through positive management.
- To provide a long-term, evidence based, comprehensive approach to the future of Noel Park Estate as a firm basis against which planning applications can be assessed.
- To support the long term sustainability of the significance of the Noel Park Estate as a heritage asset.

This document therefore seeks to:

- Define the special interest of the conservation area and identify the issues which threaten its special qualities (the “Appraisal”).
- Provide guidelines to prevent harm and achieve enhancement (the “Management Plan”).



## 2. SUMMARY OF SPECIAL INTEREST

The picturesque architectural composition of the Noel Park estate, with its narrow plots, hierarchical house types, and closely planned grid of tree-lined streets encompasses c.2000 terraced dwellings. Since its development between 1881 and 1913, Noel Park has fostered a tightly-knit community, attracted by its richly decorated, small, well designed houses. One of four London estates developed by the Artisans, Labourers and General Dwellings Company, it reflects the wider Victorian philanthropic aspirations to provide better conditions for workers.

Noel Park is one of the few examples of planned Artisan estates within London, built at the height of Victorian philanthropy. “It is the physical manifestation of a particular aspect of Victorian philanthropy, and as a ‘model’ housing estate it is infused with

ideals of improvement, order, and morality.”<sup>1</sup>

Although Artizans Company were not the first philanthropic venture to attempt this type of development, they were larger and more successful than their contemporaries such as Suburban Village and Dwellings Company (Milkwood Road, Brixton, 1868). Their houses were well constructed of good quality materials and were deemed to have excellent drainage and sanitation. They were designed to house one individual family, avoiding sub-letting or sharing amenities and promoting harmonious family units. Built on open land and not in city centres, cottage estates of this type contrasted dramatically with the contemporary tenement blocks of other charitable bodies. They were the forerunners of the Garden City movement which was influential in the design and layout of later residential areas and the development of Town Planning.

<sup>1</sup> Welch, C (2006). *Noel Park: A Social and Architectural History*. London: Haringey Council

The estate also reflects the creation of speculative suburban development in the latter half of the nineteenth century, enabled by the development of London's railways network. Noel Park, alongside other historic estates such as Tower Gardens and the Campsbourne Cottage Estate, form an important part of the history of the development of the borough from isolated hamlets and villages to denser suburbs.

An important aspect is the typology of the housing. The Artizans Company organised the properties in a number of different house types or 'classes'. Smaller houses were available at lower rents and larger ones, with more rooms, at higher rents. Houses were zoned, to a certain extent, with 'higher' and 'lower' class areas within the estate.

St Mark's Church and Noel Park School are located at the heart of the estate. Many of the streets are lined with trees, with houses set

behind small front gardens. Architecturally, the appeal of the streets in Noel Park comes primarily from the small details of each building such as original sash windows in various designs, garden walls, panelled front doors, ironwork, decorative brickwork and porches. Some corner houses have turrets, and the flats on Gladstone Avenue have very striking and unusual veins of grey brick (to the east), and bright green brick (to the west).

Each terrace row is different, with distinctive variations in architectural detailing: some with rounded porches, some with sloped, tiled porches; some with round attic windows and some with double fronted windows. The terraces are brought together with commonalities such as the layout of the streets, corner features such as turrets, and the extensive use of red brick which forms the overall backdrop.



### 3. COMMUNITY BASED PARTNERSHIP

Community Heritage Initiative Partnership (CHIP) is a collaborative project between the Council and Historic England to encourage the local community to get involved with and understand their historic surroundings. CHIP aims to encourage a “grass roots” approach to conservation through a collaborative approach. The initiative is the first one of its kind in London and has been made possible by support from Historic England.

In Noel Park Estate, the issues regarding enforcement are severe and the Council recognises this. Over the past years, the estate has generally seen a decline in its quality with loss of local architectural details such as original windows, boundary walls, gates, poorly maintained properties, installation of satellite dishes, front porches etc. The declining condition was highlighted by the

Council and the area was included in the Heritage at Risk Register by Historic England.

However, due to lack of resources, an Appraisal and Management Plan, the Council has failed to take appropriate actions to reverse the works and has often lost at planning appeals and enforcement prosecutions. Recognising the need for a detailed Appraisal to highlight the special features of the area and its significance, the Council approached Historic England requesting for support on how the residents could be involved in writing the document. Essentially, the purpose of the project was to engage residents in understanding and appreciating their neighbourhood and provide guidance for future development and management in the area.



## Conservation Area Characterisation and Community Engagement

**HELM**  
HISTORIC ENVIRONMENT  
LOCAL MANAGEMENT

An opportunity to join a free workshop to understand and assess the significance of the historic environment in your community

### What is the workshop for?

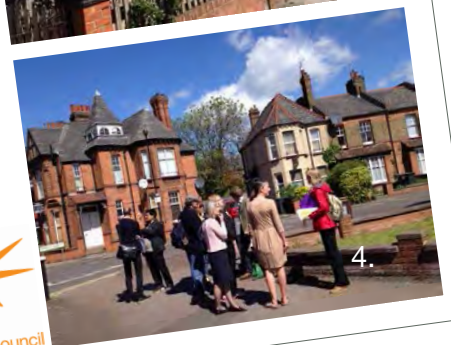
English Heritage, in partnership with Haringey Council is holding a one day workshop in Haringey for local authority and community representatives from across the borough.

The aim of the day is to provide the skills needed to understand and explain the significance of local heritage using a simple toolkit.

The workshop is aimed primarily at anyone who would like to get involved in managing their local conservation areas, and learn how to how assess local character to help inform local planning policies.

### What will the workshop cover?

- An outline of the tools and approaches available to appraise and manage local historic areas and how to choose the most appropriate one for your aims;
- Actively learn how to use some of the these tools to help understand and appraise the Noel Park conservation area in a practical workshop;
- Learn how to address some of the challenges an area may face through a range of management options, including gaining an understanding of how your appraisal can fit into wider conservation and planning policy frameworks.



**Date:** 26<sup>th</sup> June 2014

**Time:** 9:30am to 4:30pm

**Venue:** St Mark's Church Hall, Ashley Crescent, London N22 6LJ

**Booking:** Please complete the booking form and return it to:  
rachael.mcmillan@english-heritage.org.uk



Picture 2. Workshop at St Marks Mission Hall

Picture 3. Walk-around

Picture 4. Flyer distributed to the community

Project work began in summer 2014, with a training workshop for volunteers in Noel Park. The volunteers included local residents, local Councillors, representatives from a variety of historical, amenity and conservation societies [including the Conservation Area Advisory Committees] and officers from Haringey Council and Historic England. Heritage consultants Conservation Studio were appointed to facilitate the workshop and provide relevant training to the attendees.

Following the workshop, a group of stakeholders were selected to lead on the project with the Council officers. Project methodology and time table were discussed and agreed with the group. Further discussions were held regarding methodology. The survey sheets for site visits were based on the Oxford Tool kit and adapted to suit Haringey and Noel Park.<sup>1</sup>

During the autumn and winter of 2014, residents completed the first draft of the survey work and this was reviewed by officers. However, due to lack of resources, additional workshops and feedback on the survey work was not undertaken. There were further delays in the project due to other work commitments.

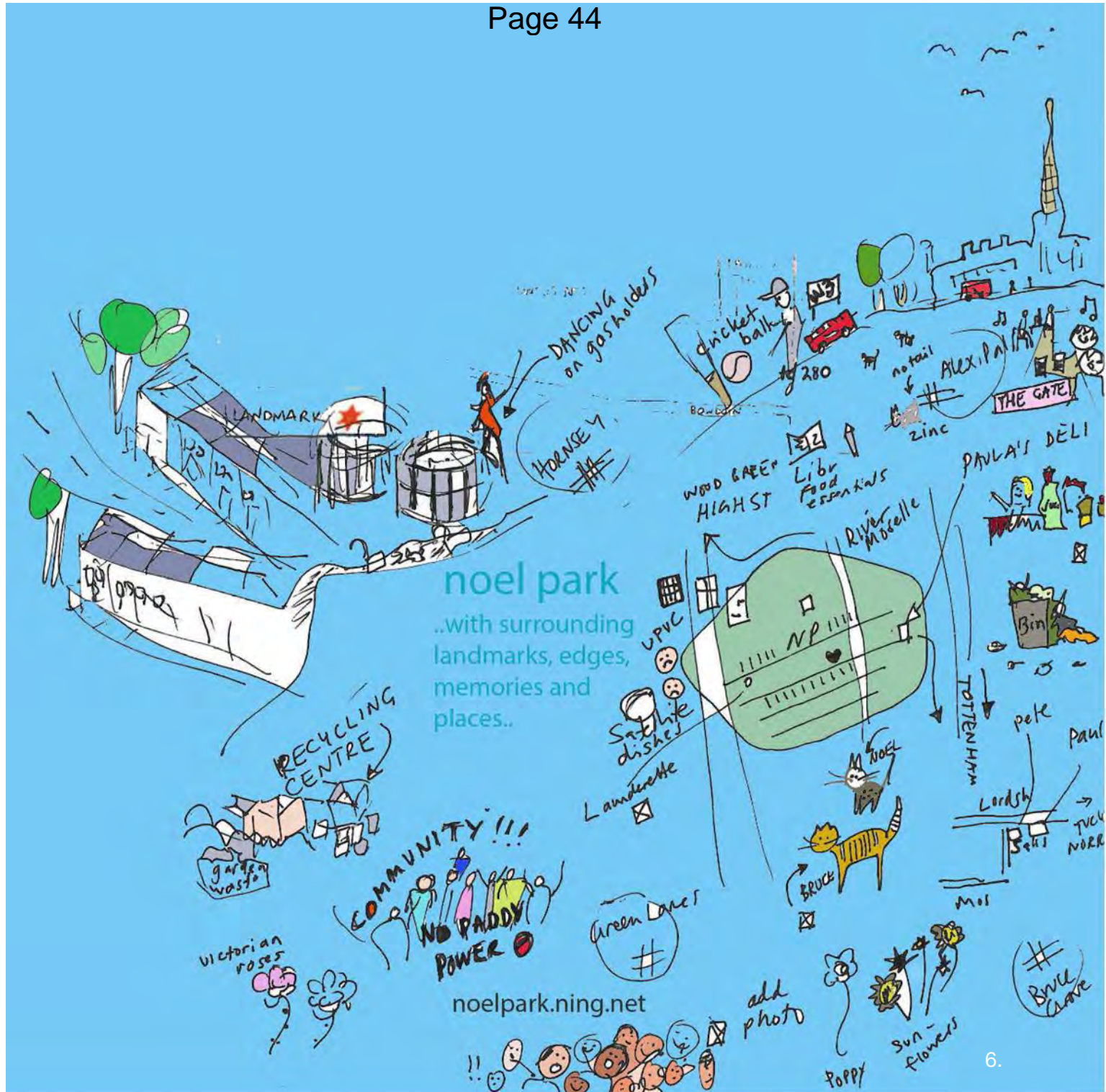
Following advice from Historic England, further resources were allocated to complete the survey work and prepare a draft appraisal on that basis. Maps and sketches were completed to be included in the appraisal and Design guidance as part of the management plan was also prepared. The draft document was then reviewed by the stakeholders. A six-week public consultation on the draft document was held in December 2016. The document was made available on the Council's website as well as at Wood Green Central Library and the Haringey Civic Centre. Notices were issued in the press and information about the consultation mailed to each address within the area on the Council's database. Consultees were invited to comment on the document online or by post or email. Additionally, a public meeting was held at Shropshire Hall in Noel Park where consultees were invited to ask questions and make detailed comments.

The public consultation was considered a success, demonstrating a good level of support within the community for the adoption of the new appraisal, and providing input and suggestions so that the final document better reflects the needs and outlook of the local community.

<sup>1</sup> See Appendix 3 for a copy of the survey sheet used for the appraisal



Picture 5. A walk-around of the estate during the training workshop

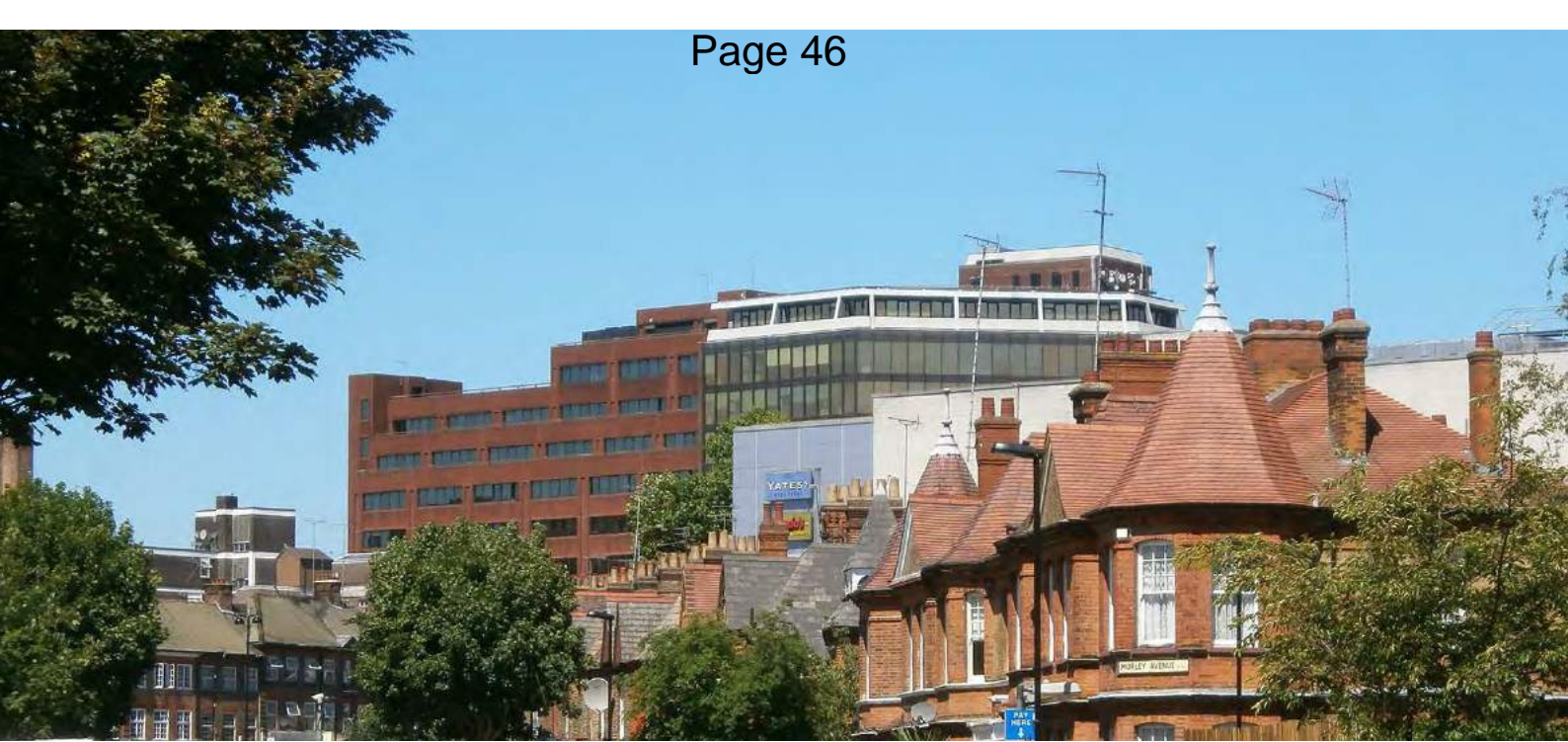


6.

Residents were asked to create mental maps as part of the appraisal process.

Picture 6. Mental map of Noel Park by local resident Heidi Saarinen

Picture 7.



## 4. LOCATION AND SETTING

### LOCATION

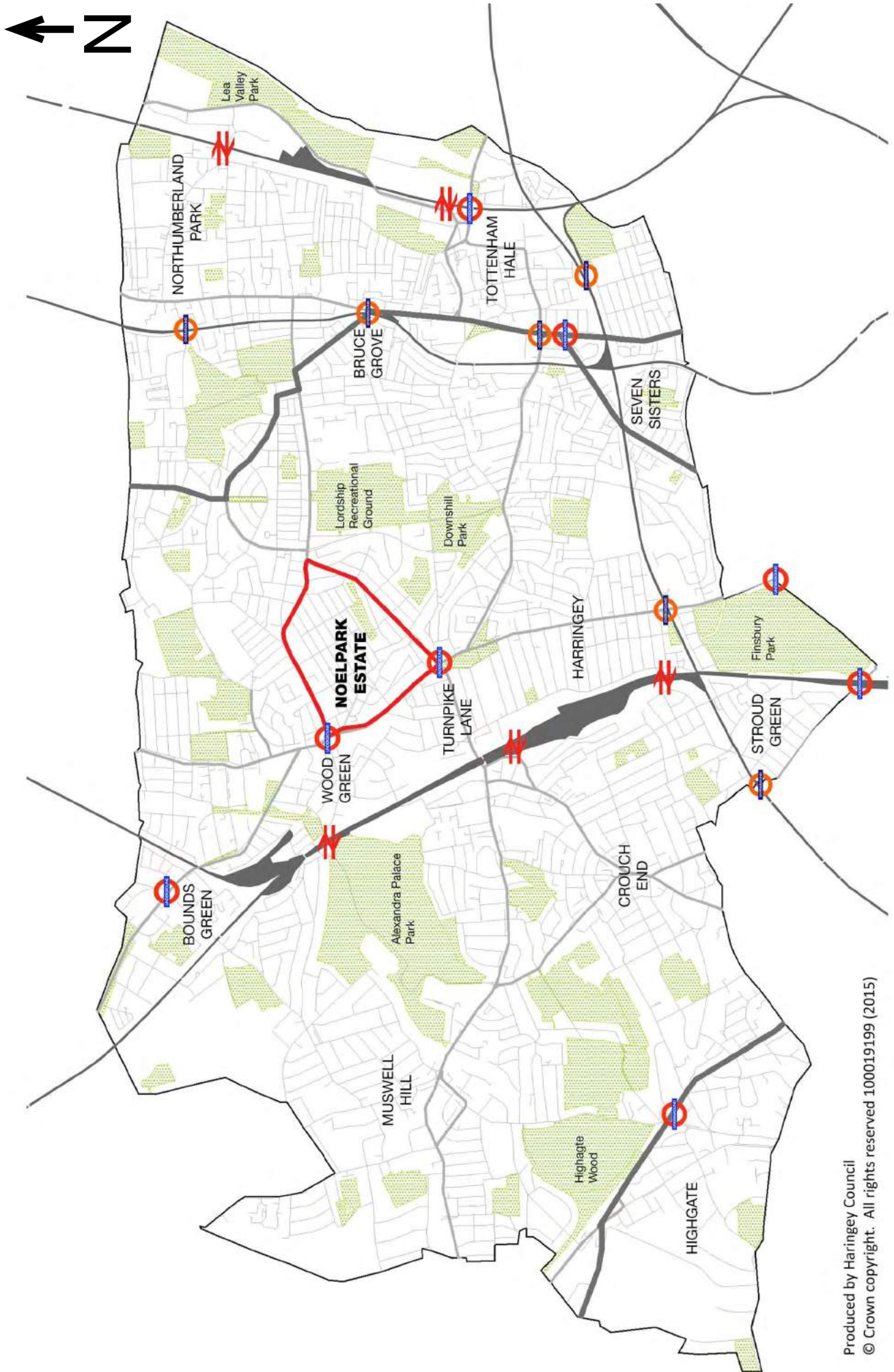
Noel Park Estate is located almost at the heart of Wood Green, around halfway between Highgate and Tottenham. The area forms a rough triangle, with Lordship Lane to the north and north-east, Wood Green High Road to the west and Westbury Avenue to south and south-east.

### BOUNDARIES

The River Moselle, which historically formed the northern boundary of the estate running parallel with Lordship Lane, was culverted during construction. To the west, the Palace Gates Line of the Great Eastern Railway (now defunct) formed the western boundary. Since the closure of the railway line the land between the High Road and the western edge of the

estate has become dominated by a large shopping mall at Wood Green (Shopping City).

To the North West, River Park House at the top of Wood Green High Road and the commercial centre of Wood Green form the setting of the area. Along Lordship Lane, generally domestic scale late Victorian and Edwardian residential buildings integrate the estate with the wider suburban area to the north and east. Westbury Avenue, close to but not adjoining the estate, is a busy road connecting Wood Green High Road with Lordship Lane. The scale of the buildings remains largely suburban, characterised by later Victorian or Edwardian terraces.



Map 1. Location and setting of the area

Produced by Haringey Council  
© Crown copyright. All rights reserved 100019199 (2015)

## **CIRCULATION AND ACCESSIBILITY**

Gladstone Avenue and Lymington Avenue are the two main thoroughfares in the estate and have junctions with Wood Green High Road, a busy highway and shopping street. The junction with Lymington Avenue has been pedestrianised reducing through traffic and making the junction with Gladstone Avenue the main gateway to the estate on the West side.

Aside from Gladstone Avenue, there is no direct vehicle access to surrounding streets on the South East side of the estate. This contributes to a quiet residential character and pattern of use, and limiting through traffic.

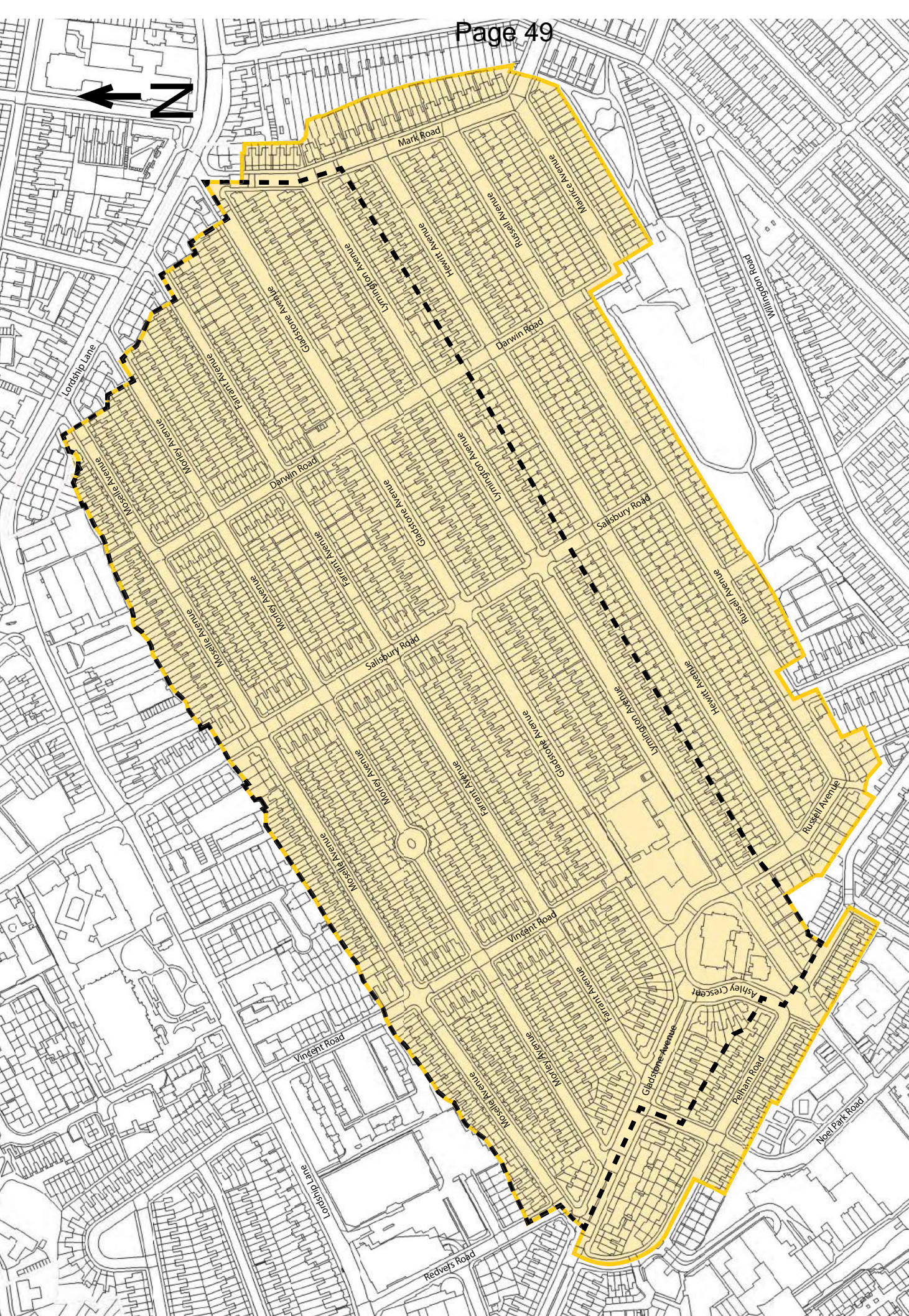
Accessibility is good due to the estate's proximity to transport hubs at Wood Green and Turnpike Lane. There are currently no bus routes within the boundaries of the estate which reduces traffic issues and contributes to the quiet character and relatively safe roads.

## **LAND USE**

The estate is nestled within the urban centre of Wood Green, with mixed land use and higher density developments of a different scale from that of the estate. Wood Green is a designated town centre and is the main commercial centre of the area as well as a transport interchange. The section of Green Lanes between Wood Green underground station and Turnpike Lane station (also part of Wood Green High Road) is busy, with excellent bus routes to central London as well as other parts of the borough. However, the estate forms a quiet residential area within the 'hustle and bustle' of the town centre.

## **TOPOGRAPHY AND LANDSCAPE**

The area is generally flat which allows for long views along the streets. There are few open spaces within the immediate vicinity, the nearest being Ducketts Common and Lordship Recreation Ground. Russell Park is the only open space within the estate itself, but sits just outside of the conservation area. Landscaping within the estate is limited to street trees and front gardens of properties.



**Map 2. Boundaries of the conservation area**  
Produced by Haringey Council, Crown Copyright. All rights reserved 100019199 (2015)

Article 4 area  
Conservation area

## 5. ORIGIN AND DEVELOPMENT

In medieval times, much of Wood Green was owned by the Lord of the Manor. However, there were some freehold estates, and some lands were owned by the Church. One of these privately owned estates was Ducketts, which extended along the banks of the Moselle River and along what is now Westbury Avenue. It was mentioned in 1256 when James de Stevinton and his wife Isabella granted 160 acres of arable land to a John Renger, who was a clerk to Henry III.

Wood Green remained a small settlement until the 1850s with houses widely scattered around Ducketts Common and Wood Green Common, and a few to the east along Lordship Lane. From the 1840s onwards, Wood Green began to grow rapidly with the opening of a new Church in 1844 and the opening of the railway. The area, still partly wooded with undulating countryside, was attractive to speculators planning a new middle class suburb.

### THE ARTIZANS, LABOURERS AND GENERAL DWELLINGS COMPANY

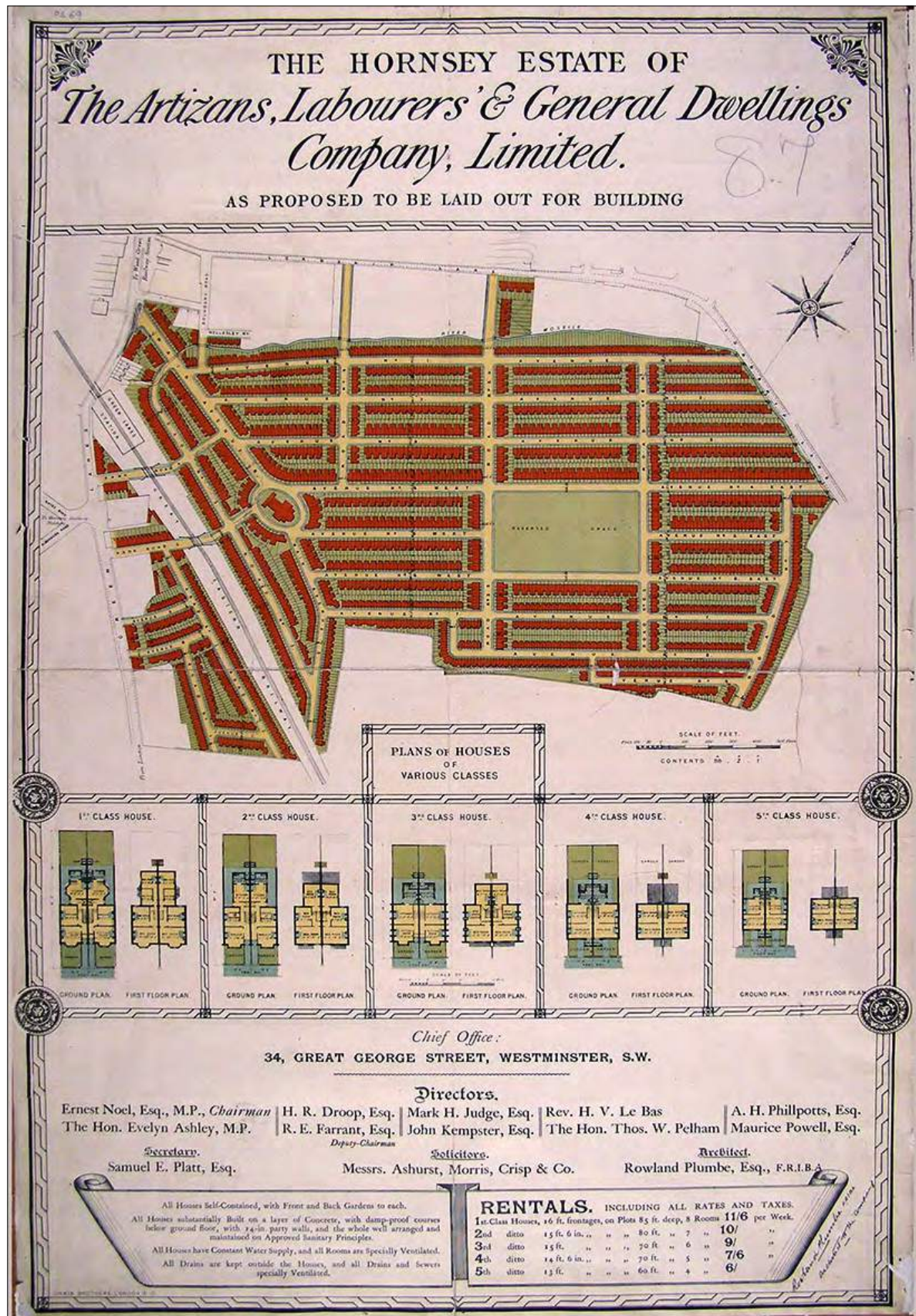
The Artizans, Labourers and General Dwellings Company was established in 1867, by a small group of clerks and working men, under the guidance of the noted philanthropist Lord Shaftesbury<sup>1</sup>. As a result of Industrial

Revolution more and more workers were moving to London, which was increasingly becoming over-crowded and polluted with poor quality back to back housing. The Artizans Company aimed to address the housing shortage and targeted workers (skilled and unskilled) and artisans (the higher ranks of the working classes).

Within the centre of London, other contemporary philanthropic organisations such as Peabody Estates concentrated on multi-storey block dwellings. The Artizans Company, on the other hand, planned low rise picturesque housing estates with integrally planned amenities, around existing railway lines. The first of the Artizans Company's four London estates was begun in Battersea in 1872, and named Shaftesbury Park after the Company's President. The second estate, Queen's Park, was built in Paddington.

In 1881 the Artizans Company hired Rowland Plumbe as their consulting architect, in consultation with Royal Institute of British Architects (RIBA). The same year the Company purchased 100 acres of land in Wood Green which was well served by rail transport links. By November 1881 Rowland Plumbe had already submitted his plans to the Board of Directors of the Company.

<sup>1</sup> Welch, C (2006). *Noel Park: A Social and Architectural History*. London: Haringey Council



Picture 8.

The original estate plan from the Artizans, Labourers and General Dwellings Company (Courtesy of Bruce Castle Museum, Haringey Libraries, Archives and Museums Service)

The area was intended to provide 2000 to 2600 self-contained cottage style homes for the industrial classes at a density of 27 houses per acre, to be owned exclusively by the Artizans Company and rented out at a low price. In 1883, the estate was named Noel Park after the chairman of the company board, Mr Ernest Noel MP. Later, Farrant Avenue, Morley Avenue, Russell Avenue and other roads took the names of prominent members of the company.

The Earl of Shaftesbury attended the opening of the estate in August 1883, and laid a stone on the corner of one of the Avenues. By this time two or three hundred houses were already completed. Within three years the estate had 7000 inhabitants. Nevertheless, progress was slow. Although the area was thought to be easily accessible by rail for the many potential residents who would need to commute to central London, in practice the cost of rail fares meant this wasn't feasible for many. For a time construction outstripped lettings, and work had to stop. Eventually campaigning and negotiations resulted in the Great Northern Railway granting some half price fares to Noel Park residents in 1886, after which demand gradually increased and works on the estate resumed. The construction of Noel Park was largely completed by 1907, although Noel Park Recreation Ground did not open till 1925, and some work on the estate continued until 1927.

As with the Artizans Company's earlier estates at Shaftesbury Park in Battersea and Queens Park in Paddington, the low-rent housing consisted of small cottage-style houses in long straight terraces of stock brick. There were five main dwelling types of varying sizes to cater for different budgets. In addition to the houses, the company built some flats on Gladstone Avenue.

With its long, tree-lined avenues, a school, a church, shops, a theatre (on the site on Lymington Avenue now occupied by shopping city), a community hall and a variety of high quality housing, Noel Park set a standard for later suburban Council estates. Indeed, the idea was to create a 'model town' that contained everything necessary to sustain and entertain the residents. At the opening ceremony in 1883 the Earl of Shaftesbury said he hoped that residents would take advantage of the proximity of Alexandra Palace and Park. The only establishments that were not allowed on the estate were public houses.





Map 4. 1894-6: The first phase of development, north of Gladstone Avenue, is complete.



## MATERIALS, DECORATION AND DETAILING

Another well reported fact at the time of construction was the quality of the buildings.

A well built and well ventilated house was considered essential to maintaining good health. The architect Roland Plumbe also paid attention to the visual appeal of his designs, enlivening facades through the use of gables and turrets, projecting and recessed bays, decorative polychrome brickwork and terracotta panels.

Three of Roland Plume's original drawings for Noel Park were published in *The Builder* on 30th June 1883, which reported that:

"The houses are all built with a layer of concrete over the whole area of the buildings; the walls are of brickwork- the party walls being hollow to prevent the passage of sound between the tenements; slate and cement damp proof courses are used; the walls are faced with red and yellow bricks, with terracotta cills and flower guards; the roofs are mostly slated, but to give variety many are tiled; the whole being built with the best materials and designed to have bright and cheerful appearance".

The January 23rd 1884 edition of the *Pall Mall Gazette* speaks of 'New London', and contains a special feature dedicated to the Noel Park estate. The article described how at least

30,000 "bricks" were required to build each house, and high quality Blue Lias lime mortar (allowing the building to 'breathe') was used throughout. It also stated that:

"The differences between the classes [of the houses] is alone to be discovered in the amount of accommodation provided. Tobin's ventilating tubes are fitted in every room of the house; and it is manifest that in every direction there has prevailed a zealous determination to secure for the inhabitants of these estates the very best health conditions attainable."

"An inspection of any one of these houses cannot fail to afford pleasure. The stoves, the marble mantelpieces, the wall-papers are all admirable. Mr Farrant [the Deputy Chairman of the Board of Directors of the Artizans, Labourers and General Workers' Dwellings Co.] makes it a matter of personal pride that the inch flooring boards (an unusual thickness, mark you) shall lie so close that not even a threepenny piece can pass between them. A 6 shilling house has the same features and the same finish as a 12 shilling house; and, altogether, the houses, every one of them, are fitted, furnished, and papered with excellent taste and in first class style."

The building of these cottage style estates was considered an enormous improvement on the living conditions that many working class people endured in London's slums.



**Picture 9.** Gladstone Avenue, 1905: The view looking SW towards St Mark's Church

**Picture 10.** House on the corner of Gladstone Avenue and Morley Avenue, 1905

(Pictures courtesy of Bruce Castle Museum, Haringey Libraries, Archives and Museums Service)

## THE FIVE 'CLASSES OF HOUSE'

Noel Park estate was planned with five different 'classes' of houses, as opposed to only three at Queens Park and Shaftesbury Park. The plans were deep and narrow conforming to the traditional house plans prevalent at the time, with essential functions such as cooking and bathing in rear out shots.

The larger 'first class' and 'second class' houses had two reception rooms and a hallway which led through to the back for the carrying of coal etc. The third, fourth and fifth class houses were of the 'half-hall entranced' type. The fifth class had a tiny scullery, kitchen and parlour on the ground floor and two bedrooms above.

Each house was designed with a porch, scaled proportionally according to the size of the house. Each house, irrespective of "class", had a front garden bounded by a low brick wall with coping, capitals and railings.

Houses were fitted out with fireplaces, flues and coppers. Some were connected to mains gas and electricity and all houses had running water. Each had a WC, accessed only from the yard "on the most approved sanitary principle" (The Builder, August 11th 1883), but only first class houses had toilets upstairs.

## THE LAST PHASE OF THE ESTATE

Buildings in the southern section of the Noel Park Estate differ distinctly in elevation from the rest, and plans for houses on Lymington Avenue and Mark Road were drawn by the Company's Surveyor, G J Earle. Houses on Mark Road and Russell Avenue are recognisably turn of the century in their use of Arts and Crafts devices such as regular gables to the facade, the use of brick and white render, curved window hoods to the ground floor and white painted woodwork.

## COMMUNITY AMENITY

Amenities for the new residents were integrated into the plan of the Estate, as they were at Queens Park and Shaftesbury Park. The site for St Mark's Church was allocated in early plans; however, the church was not erected until 1889. The earliest place of worship at Noel Park was founded by the 'Shropshire Mission to East London' in 1884, using shop premises on Lymington Avenue.

The Mission Hall (now known as Shropshire Hall) was opened in 1913 and named after Bishop William Walshaw-How.

Noel Park School was founded and built in 1889 by the Wood Green School Board, who employed the architect Charles Wall, of Chelsea. It is set back in its own grounds but the scale of the building is such that it appears prominent on the street scene.

Terraces of shops were built to cater for the residents of the Noel Park Estate, and also perhaps to attract residents from the adjacent suburbs. The remaining parades include the terrace of shops between Gladstone Avenue and Shopping City, and the grander Cheapside Shopping Parade, built before 1911, running from Shopping City to Dovecote Avenue.

The centrepiece of the Cheapside Shopping Parade was the Wood Green Empire theatre. The architect was Frank Matcham, renowned for his opulent and fashionable theatres all over London and the UK (including Hackney Empire, London Coliseum and Buxton Opera House). Wood Green Empire opened on 9th September 1912 and boasted a 43 foot proscenium opening and a sliding roof “which will render the theatre the coolest in the very hot weather” (Weekly Herald, 6th September 1912). It had a large auditorium seating 3000.

The final performance at the Wood Green Empire was held on 31st January 1955. The building was then used as a production studio by Associated Television until 1963. The interior was demolished in December 1970 and the crowning turret and cupola have since been removed. However, much of the facade remains above the first floor level.



**Picture 11.** The Wood Green Empire in 1945, courtesy of Bruce Castle Museum, Haringey Libraries, Archives and Museums Service

## **WORLD WAR II**

Noel Park was badly hit during the air raids of World War II. Many lost their lives and flying bombs destroyed dozens of houses. Gladstone Avenue, Farrant Avenue, Pelham Road and Vincent Road were the worst hit. A feeding centre was set up in the estate, which also contained washing facilities. There was a public shelter in Noel Park Recreation Ground.

## **NOEL PARK ESTATE AT PRESENT**

The original layout of the Estate survived until the middle of the 20th Century when Noel Park Station closed, the Goods Yard was demolished, and Wood Green Shopping City was built in their place. Some properties adjacent to the railway line were demolished. The most obvious visual impact today is to the east, where views are abruptly terminated by the rear elevation of Shopping City.

In 1966, the Noel Park Estate comprising of some 2175 properties was purchased by Haringey Council. Some modernisation, for example the introduction of gas, had been undertaken by the Artizans Company in the early 20th Century. However, during the 1970s, Haringey Council recorded that many of the houses lacked basic amenities such as baths, internal WCs and hot water systems.

During the 1980s, The Housing Act gave tenants the right to buy their houses. This resulted in a complex pattern of ownership, with some houses privately owned, some privately rented, some Council owned and some leased by the Council.



- Picture 12.** “Fourth class” houses on Pelham Road 1905
- Picture 13.** Children playing on Russell Avenue, 1905.
- Picture 14.** Bomb damage on Gladstone Avenue, 1945
- Picture 15.** Morley Avenue in the 1970s

(Pictures courtesy of Bruce Castle Museum, Haringey Libraries, Archives and Museums Service)



## 6. CHARACTER ASSESSMENT

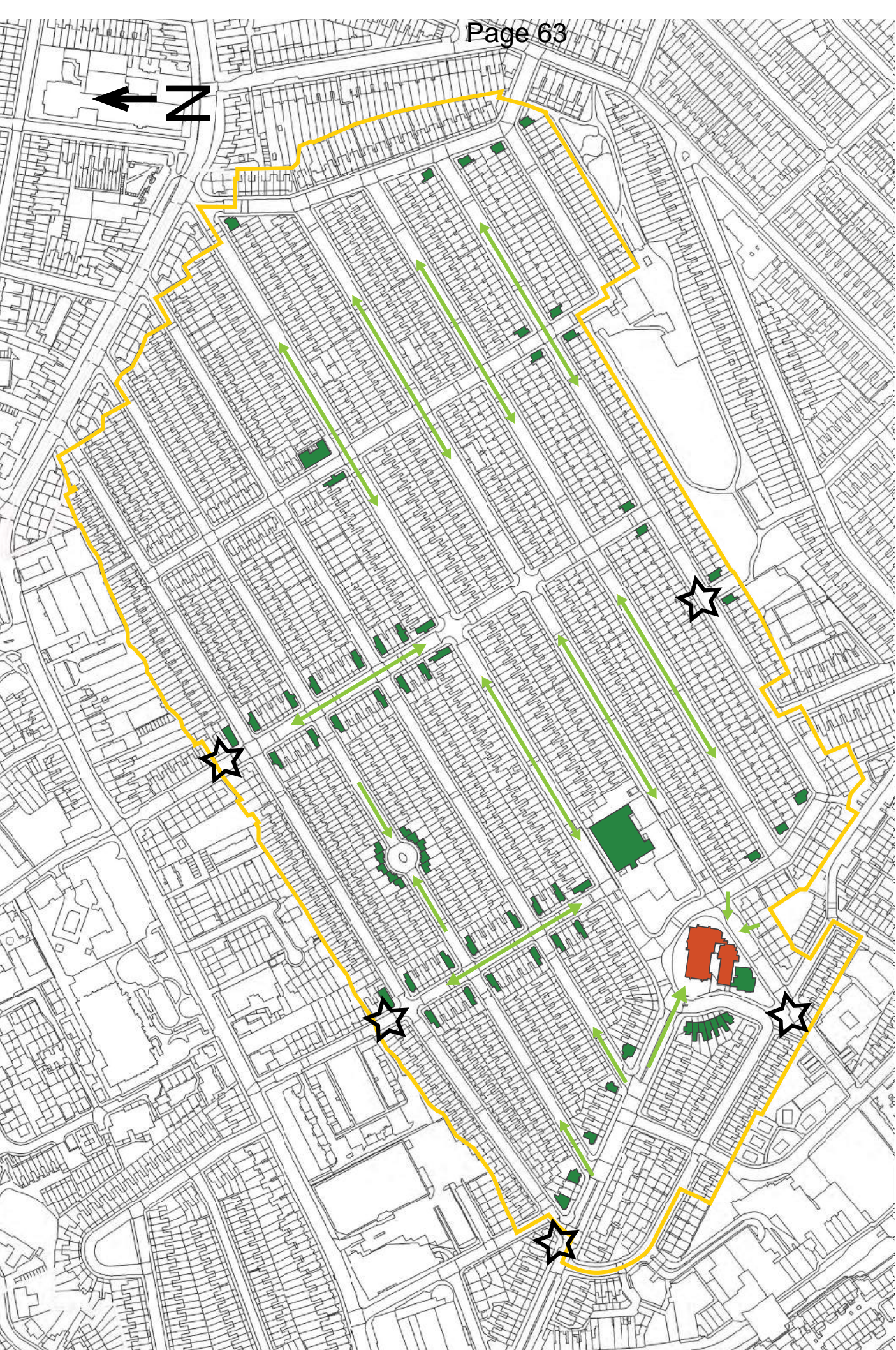
### 6.1 TOWNSCAPE ANALYSIS

The layout of streets, composition of terraces, architectural character, boundary treatments and open space collectively form an attractive and coherent townscape. There is a clear hierarchy of streets reflected in land use, building size and design, and road width. The grid layout, straight streets, continuous building line and treatment of corner properties create an organised and legible space with attractive long street views throughout. Homogeneity in the streetscape gives the estate a clear identity and sense of place. Garden spaces and trees contribute to a pleasant and spacious residential character.

Much of the Estate's charm and interesting character derives from the quality of the architecture. The architects' consistent use

of gothic ornamental detail and high quality materials in complementary designs is visually appealing. Facades are enlivened with decorated gables and recession and projection of bays. The red and yellow brickwork in bands and continuous roof lines emphasise the horizontal mass, while the differentiated gables and corner houses with their fully hipped turrets give each composition rhythm and unity. All around the estate, decorative details further added variety to the terraces.

Consistency across the estate gives the area a distinctive character. Each property is an integral part of the design and makes its own contribution towards the character of the neighbourhood, however some of the properties have been "improved" or repaired in a way which has affected their character detrimentally, and thereby damaged the homogeneity of the townscape.



- Conservation area boundary
- Gateway
- Important building or frontage
- Statutory listed building
- Important view



16.

## 6.2 LAYOUT AND PLAN FORM

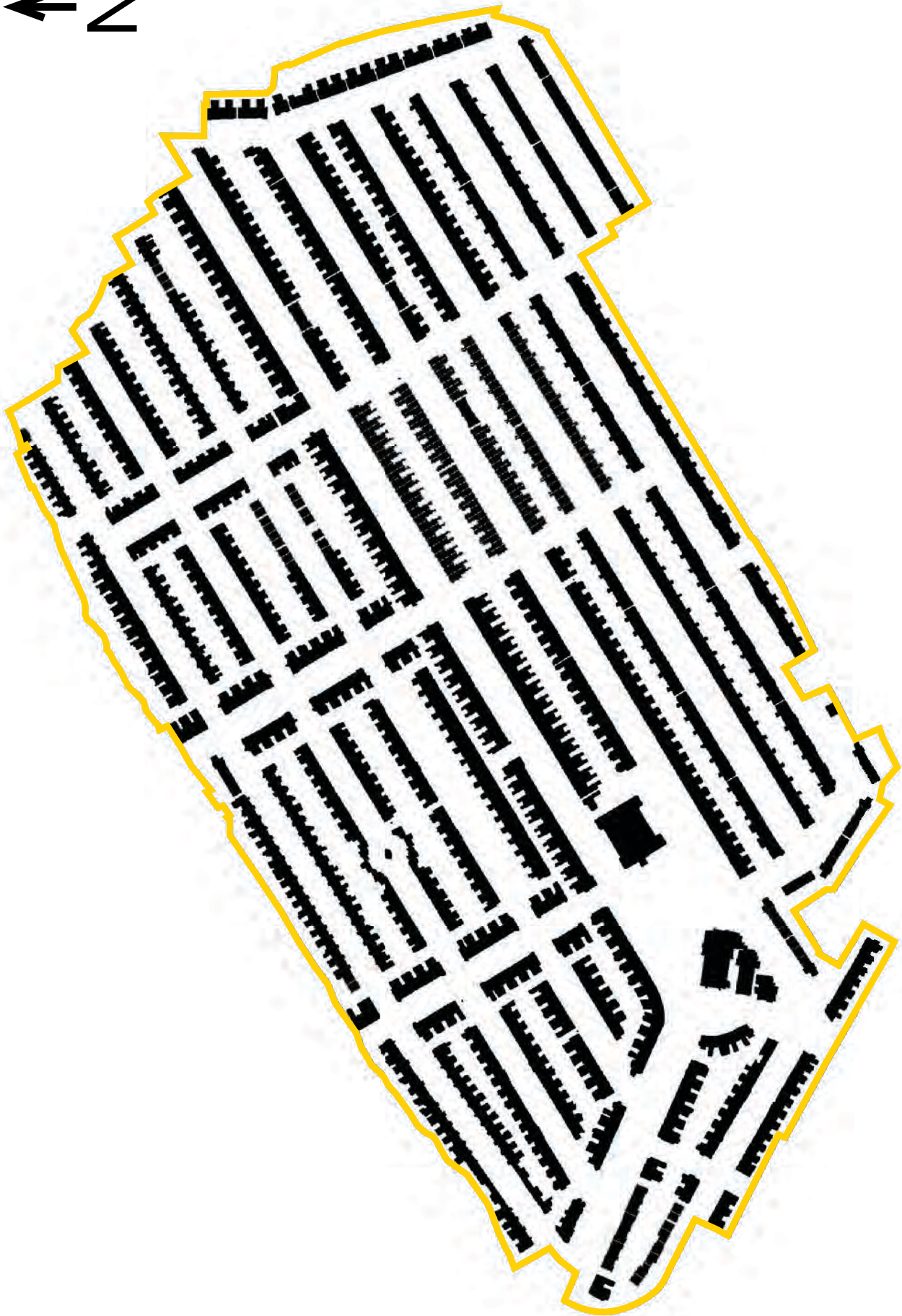
The estate is laid out in a grid pattern, with long straight streets creating formal, well-ordered and uniform streetscapes with good legibility. The Avenues (Farrant Avenue, Moselle Avenue, Morley Avenue, Hewitt Avenue, Lymington Avenue, Russell Avenue) run south-west to north-east, and have long sections of unbroken terrace between junctions. Vincent Road, Salisbury Road and Darwin Road run south-east to north-west with shorter street sections, and connect with Lordship Lane.

The exception is Gladstone Avenue, the central street and 'backbone' of the estate which runs parallel with the other Avenues for most of its length but veers North at St Mark's church to join the High Road. Ashley Crescent curves around St Mark's church creating a focal point in an otherwise uniform layout.

**Picture 16.** Morley Avenue in the 1970s, courtesy of Bruce Castle Museum, Haringey Libraries, Archives and Museums

The grid pattern and small blocks mean that the area within the estate has good permeability and good connections with surrounding streets to the north and east. Permeability is poorer on the south side where the park and shopping developments cut off access and visual connections to adjacent areas. Streets in this part of the estate have reduced through traffic.

The area to the south of Gladstone Avenue which was completed during the later phase of development has a slightly different building layout, but is in keeping with the street pattern of the original plan. The townscape therefore has collective consistency and coherence.



**Map 7. Buildings and space**

Produced by Haringey Council, Crown Copyright. All rights reserved 100019199 (2015)

Conservation area boundary

Buildings





### 6.3 ARCHITECTURAL CHARACTER

Much of the estate's character derives from the visual appeal of the buildings and the way they are laid out. The terraces are modestly proportioned with two storeys and pitched roofs. Plots are narrow and the terraces are built across the full width, resulting in a tightly knit streetscape. Individual terraces or street sections are of uniform design, making each individual street visually harmonious.

The composition of terraces is important. Consistent building lines with rhythm and vertical articulation define ordered streetscapes. Most terraces have differentiated houses at their centre with features such as

prominent decorated gables to the façade, projecting bays and additional decorative detail. Corner properties are also treated differently and act as focal points at junctions. These often have prominent gables or turrets with hipped roofs, and additional decorative details.

Designs throughout the estate have a collective consistency in which each individual house makes a contribution to the character of the area as a whole. Different designs complement each other and share similar proportions, materials and architectural style. The style is distinctive and unusual in the wider area contributing to a sense of place.



17.



18.



19.



20.

- Picture 17.** Russell Avenue: A turret with pyramidal roof and finial marks the end of a terrace
- Picture 18.** Morley Avenue: A double gable feature at the centre of the terrace.
- Picture 19.** Tyneside flats with Gabled frontage on Gladstone Avenue
- Picture 20.** Ashley Crescent: The corner house is decorated with gables and turrets.

The architectural style of the houses on the estate is best described as a variation of Victorian Gothic. Ornamental detail and high quality materials have been used throughout. Facades are in red and yellow stock brick in Flemish bond. Decorative brickwork with corbelling, coloured banding, diaper pattern, and gauged brick arches is used throughout. There are decorative clay hanging tiles and terracotta detailing including rosettes, panels, string courses and window sills with corbels. All house designs feature paired entrances with projecting or recessed porches. Windows throughout are double hung wooden sash windows with narrow glazing bars. There is great harmony in design, but the estate is not simply row upon row of identical façades. The subtle variety in detailing gives each row of terraces its individual character and distinctiveness.

The roofscape makes an important visual contribution. Pitched roofs are in welsh slate with clay ridge tiles and lead flashing. Clay tile is used on some corner properties, turrets and dormers. Gabled party wall parapets with brick and terracotta corbels, and prominent chimney stacks with decorative polychrome brick work and clay pots add visually interest and rhythm.

Throughout the estate, many properties have been either altered or repaired in a way that doesn't reflect the original design or materials. Examples include painting, pebble dashing or cladding of facades, replacing windows and removing, enclosing or replacing porches. This has damaged the original character



- Picture 21. A gable decorated with brickwork and terracotta rosettes
- Picture 22. Sash window with brick arched lintel and sill with corbels
- Picture 23. Parapets and prominent chimneys in the roscape
- Picture 24. Decorative brickwork and corbelling on a bay window

## 6.4 HIERARCHY OF STREETS

One of the significant features of the estate is the clear hierarchy of streets. Gladstone Avenue is the widest and larger buildings including St Mark's Church and the school are located here. Vincent Road, Salisbury Road and Lymington Avenue are also well connected and relatively wide with some retail use. Other streets tend to be narrower and have only residential land use.

This hierarchy is reflected in the arrangement of house types on the estate. Plumbe's original designs specified five different types of house. The largest houses are around St Mark's church, with houses decreasing in size with distance from the central area.

The largest type of house is found on Gladstone Avenue and Ashley Crescent. These have double height bay windows. There are projecting dormer windows at the centre of terraces and corner properties are accented with elaborate roof configurations including turrets and prominent decorated gables.

There are also several terraces of Tyneside flats on Gladstone Avenue which are larger in scale. Numbers 105–221 (odd) are particularly distinctive in design, with a regular rhythm of large projecting gables decorated with vivid green or grey glazed brick in diaper pattern. The scale and detailing of the buildings here, as well as the width of the road, set it apart from other streets within the estate.

Vincent Road and Salisbury Road are wider than the more modest residential streets on the estate, with shorter terraces between junctions. The second largest type of house is found on these streets, as well as on Farrant Avenue (numbers 1-35 odd and 2-22 even). These houses have square projecting bays at ground floor level and corner properties have square or angled turrets with hipped roofs. There are short shopping parades at the Northern end of Vincent Road and Salisbury Road. These have an attic storey with dormer windows and additional architectural detailing including hanging tiles, finials and terracotta panels.



25.



26.



27.



28.

Picture 25. Tyneside flats on Gladstone Avenue

Picture 26. "First class" houses on Gladstone Avenue

Picture 27. Vincent Road

Picture 28. "Second class" houses on Salisbury Road

Moselle Avenue, Morley Avenue, Farrant Avenue, Darwin Road and Pelham Road have long unbroken terraces between junctions and are relatively narrow with a strong sense of enclosure. The modest scale and style of houses on these streets give them a cosy residential character. The three smaller house types are found on these streets. These are small cottage-style houses with projecting porches. A large mature tree on Morley Avenue ("The friendship tree") is an attractive focal point. Buildings are set back to accommodate it, creating an enclosed circular space.

Houses to the south of Gladstone Avenue were built during a later phase of the estate's development. These don't reflect Plumbe's original typology exactly but there are several

apparent styles of house which also decrease in size with distance from Gladstone Avenue. The largest houses are on Lymington Avenue, Hewitt Avenue and Mark Road. Houses on Russell Avenue and Maurice Avenue are smaller and do not have projecting sections to the rear. Houses reflect the style, materials and proportions of houses found elsewhere on the estate, but there are some differences in architectural detailing including the use of brown glazed bricks on porches and boundary walls. Houses on Russell Avenue and Maurice Avenue are noticeably later in style and show the influence of the Arts and Crafts movement, with large gables at regular intervals and rough cast render to facades.



- Picture 29.** Lymington Avenue: Facades are different in design, featuring glazed bricks.
- Picture 30.** Darwin Avenue has a cozy, residential character.
- Picture 31.** Russell Avenue: Facades have sweeping gables, render and recessed arched porches in glazed brick.
- Picture 32.** Modest cottage style houses on Moselle Avenue

## 6.5 BOUNDARY TREATMENT

All houses have dwarf boundary walls which delineate small front gardens of uniform size. These are of brick in Flemish bond and with piers at gateways and in some cases between properties. Boundary walls have moulded or terracotta coping and capitals. They originally featured cast iron fences and gates though almost all of these have been removed. Corner plots have the same boundary treatment and garden width on both frontages, keeping the consistency of building line. Areas of infill often reflect the original boundary treatment.

Boundary treatments make an important contribution to character by creating space in an otherwise tightly packed streetscape, and providing a buffer of clearly delineated private space between front doors and the public street. The consistency of boundary walls and

the rhythm of piers and gateways contribute to the ordered, formal character of streetscapes and views.

Many boundary walls have been altered, replaced or repaired in a way that doesn't reflect the original design. This includes alterations in height, addition of fencing or blockwork, rebuilding in a different material or (unusually) removal. This has damaged the homogeneity of the streetscape.

Where there are gaps between terraces at junctions, Rear gardens are enclosed with high brick walls in Flemish bond which are contemporary with the rest of the estate and in keeping with its character. These typically have piers with decorative capitals and moulded or terracotta coping stones.



33.



34.



35.



36.

**Picture 33.** Moselle Avenue: A rear garden wall with decorative pilaster

**Picture 34.** Gladstone Avenue: The boundary treatment continues around the corner of the property.

**Picture 35.** Glazed brick wall with iron railings on Hewitt Avenue

**Picture 36.** Russall Avenue: Front garden

## 6.6 USES WITHIN THE AREA

Though the majority of land use is residential, there are currently other land uses including the church, community centre, primary school, and some small parades of local shops. Shops are found near the pre-existing thoroughfares of Lordship Lane and Wood Green High Road. The Church, School and Shropshire Hall Children's centre are grouped together around Gladstone Avenue, providing a focus for the whole estate. This area takes on a noticeably different and more vibrant character at the end of the school day, when the streets fill up with families leaving school. These community assets lend spatial and functional coherence to the estate and are characterised by purpose built, larger and more ornate buildings.

Whilst most of the houses were built as family houses, many have been subdivided into flats. The only purpose built flats are found on Gladstone Avenue which has several terraces of 'Tyneside flats' or tenement flats. These have a smaller unit size but the building has a large elevation and mass.

## 6.7 PUBLIC REALM

Pavements throughout the estate retain the original wide granite curbs. Streets completed during the first phase of development generally have a tarmac pavement surface which is patchy in places where work has been carried out. Streets completed during the later phase of development have concrete paving slabs.

Street furniture is generally standard and includes standard black street lights, parking signage, telephone poles and signal boxes. Apart from in a few areas, it is not too cluttered and makes a neutral contribution while doing little to enhance the character of the streetscape.

There are some examples of traffic calming measure including widened pavement with narrowed carriageway at major junctions, speed bumps, raised junctions and pedestrianised areas with raised paving.



Picture 37. Cluttered public realm on Pelham Road.

Picture 38. Active shop frontage on Salisbury Road

## 6.8 TREES AND OPEN SPACE

There are no large public open spaces within the conservation area. Russell Park is located at the Southern-most corner of the estate, outside of the conservation area. It contributes to the amenity of the estate, and allows for some views through to trees and greenery. It is surrounded by the rear elevations of houses and accessible only through one of several gateways. It is generally poorly integrated with surrounding streets though this layout lends the park a pleasing element of surprise, and enclosure.

St Mark's church and Noel Park School both sit in fairly large open plots. These spaces do not have public access and are enclosed behind fences, but provide a visual opening in the townscape allowing for views through to trees and greenery.

All houses have private open space in the form of small front gardens and larger rear gardens enclosed behind terraces. These spaces make an important contribution to the quality of the streetscape, softening hard urban lines to create a relaxed, residential, and sometimes leafy character. Where gardens are poorly maintained or paved, there is a negative effect on character. In some streets bins in front gardens also have a negative effect.

Trees make an important contribution to the area. Many streets have tree lines which give them a pleasant leafy character in the summer, provide shade, and frame long street views. At the edges of the estate, the start of the tree line is often a visual marker of the estate's boundary. Tree lines vary in quality, consistency, maturity and species. The friendship tree on Morley Avenue is a particularly important example, providing a focal point for street views and being well-liked by those living locally. Unfortunately it has suffered from some fly-tipping.

## 6.9 VIEWS

Long linear streets mean that there are striking street views in much of the estate which are enhanced by tree lines and terraces. Moving through the space, there are unfolding views into adjacent streets, creating connections between spaces. There are opportunities for glimpses through to rear elevations and greenery in rear gardens where there are gaps in the terraces around junctions.

Many long street views and views out of the area terminate on the imposing rear elevation of Shopping city, or other large modern buildings nearby (including Wood Green Crown Court, River Park House, and blocks of flats.) This sometimes creates a striking contrast but in streets near the boundary of the estate these large buildings can be overbearing.



**Picture 39.** Long street view on Vincent Road looking south

**Picture 40.** Morley Avenue: There are views through to the rear elevation of houses on Salisbury Road.

**Picture 41.** Morley Avenue: Street trees and greenery in front gardens softens the streetscape

**Picture 42.** Front garden greenery on Gladstone Avenue

## 6.10 POSITIVE CONTRIBUTORS

The homogeneity of terraces and streetscapes is an important part of the character of the estate. Where there are variations in design within a street, these complement each other and reflect the character and proportions of the street as a whole.

Architectural detailing is attractive and distinctive, contributing to the estate's unique character. There is great harmony in design and houses share a similar palette of materials and features. Front gardens and boundary treatment which are consistent throughout the whole estate help create collective consistency. Individual features including sash windows, decorative brickwork, chimneys and chimney pots, roofs, ridge tiles finials and porches, collectively give the buildings their distinctive character.

The flats at 105-221 (odd) Gladstone Avenue are particularly distinctive. These have large gables to the facade with vivid green or grey brickwork in diaper pattern and a small rounded pediment at the apex. Almost all windows in these terraces are original or in keeping with the original style.

The terrace of houses on Ashley Crescent is a fine example of the largest type house found on the estate. The roofscape and decoration is particularly striking and the curve of the terrace

creates a sense of enclosure. These houses are generally well-preserved.

119 -137 Darwin Road form a particularly well-preserved terrace of smaller houses, with shared cantilevered gabled porch canopies. Many have their original windows and there have been few alterations to facades.

The Noel Park School located on Gladstone Avenue is an imposing three-storey red brick building built in 1889. It is relatively plain in design and has very large windows with arched lintels and small panes separated by thick glazing bars. There is some parquetry to gables. The school is set on a large plot with open space and mature trees.

St Mark's Church is located to the west of the school on a large plot. This is a well preserved grade II listed building, designed by Roland Plumbé in 1889. The church, in early gothic style, is in red brick with glazed terracotta detailing, simple stepped arches and grouped lancet windows. The church forms a group with the grade II listed Mission Hall built in 1884, and an attractive vicarage designed by J.S Adler in 1903. All three buildings sit on a large island site which is a focal point for the estate.

The "Friendship Tree" on Morley Avenue and the buildings which surround it create an important focal point within that street.



Picture 43. Multi-layered roofscape of St Mark's Church and Mission Hall, seen from Lymington Avenue



Picture 44. The Vicarage next to St Mark's Church

## 6.11 NEGATIVE CONTRIBUTORS

Loss of architectural detailing has damaged the character of some buildings, either through buildings falling into disrepair, or through repairs or alterations that do not reflect the original materials and details.

There are a great number of small scale renovations and alterations to properties that are insensitive and damage character of buildings and the homogeneity of terraces. These include UPVC window replacements which do not reflect the original configuration, the replacement of porches (or the enclosing of existing porches) in an inappropriate style or with poor-quality materials, the removal or alteration of boundary treatments (including changes in height, painting, replacement and complete removal) and the cladding or painting of facades.

Alterations and loss of original detail are present throughout the estate, but some streets or street sections are particularly badly affected. Moselle Avenue and Farrant Avenue (especially towards the east near junctions with Lordship lane) have a great number of

poor quality alterations, especially replacement porches and cladding. These areas appear quite run down. Mark Road, Russell Avenue and Maurice Avenue (which lie outside of the Article 4 direction) have also been altered extensively.

The proliferation of satellite dishes on front elevations has a negative impact on the character of many streets, especially where properties have been sub-divided. Large numbers of wheelie bins in front gardens also have a negative effect. In the narrower streets, parked cars can have a negative impact through restricting views and reducing the navigability of the space.

There are some rear extensions that are visible from the street, where there are gaps in the building line around junctions. Views through to rear elevations contribute to the character of streets throughout the estate and where rear elevations have been unattractively altered there is a negative effect. Rear extension 'pods' to flats on Gladstone Avenue are particularly noticeable.



45.



46.



47.



48.

**Picture 45.** Morley Avenue: Brickwork and windows have been replaced with inappropriate materials

**Picture 46.** Poor quality porch replacements on Moselle Avenue

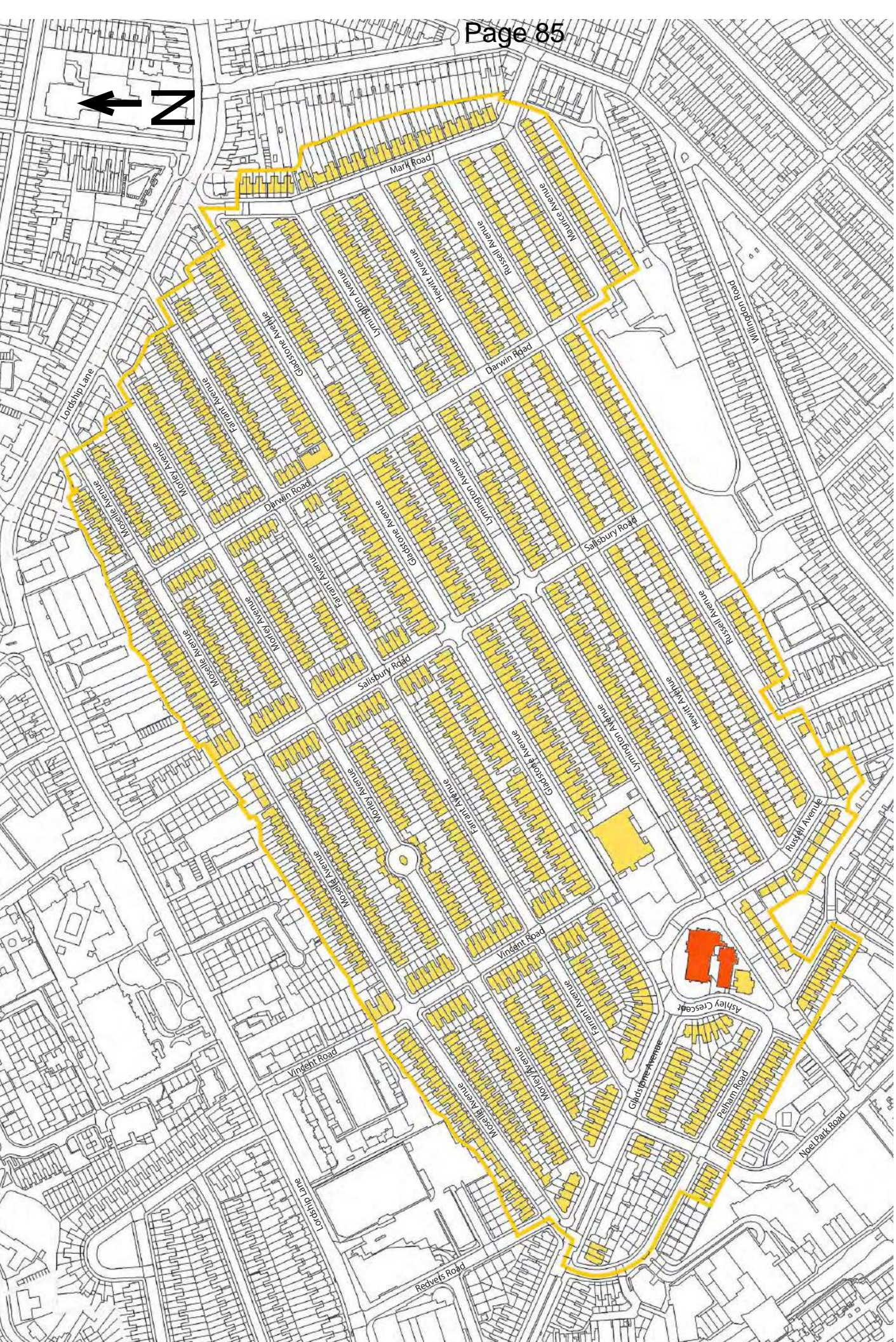
**Picture 47.** Rear extension 'pods' on Gladstone Avenue are visible from the street

**Picture 48.** Farrant Avenue: Pebble dashing and poor maintenance leading to the loss of roof features.

## 6.12 SUMMARY

The Noel Park estate has collective value by virtue of the quality and architectural features of the buildings, harmony in design across different streets, consistency in layout and streetscapes, and the coherence and legibility of the estate as a whole. The special character has been damaged extensively by the loss of original features, and small scale alterations that have damaged the homogeneity of streets and groupings of buildings.

Extensions and subdivision of properties, linked to a complex pattern of ownership have resulted in proliferation of bins, parked cars and satellite dishes. The deterioration of the original built fabric and the inadequacies of the original houses (when judged by modern standards) mean that appropriately designed alterations and repairs have been necessary and will continue to be necessary in order to preserve the usefulness of the estate.



**Map 8. Positive contributors**

Statutory listed buildings

Conservation area boundary

Positive contributors to character

Produced by Haringey Council, Crown Copyright. All rights reserved 100019199 (2015)



## 7. PROBLEMS, ISSUES AND OPPORTUNITIES

Some features including brickwork, roofs, windows and boundary walls are in poor repair and in need of work in order to prevent their loss and improve the condition of the homes. Residents have suggested that the type and condition of windows causes problems such as condensation, drafts and poor energy efficiency. Of the repairs that have been carried out, some are sensitively done while others have altered the appearance and character of properties.

There are a great many small scale additions and alterations to properties, and examples of complete replacement of original features in a different style. These have damaged the homogeneity and character of terraces and streetscapes. The proliferation of these, despite conservation area status and article 4 directions having been in place since 1982

and 1983 respectively, would suggest that residents find the original features (especially windows) inadequate to their needs, and find it difficult to meet the maintenance needs of their properties and ensure liveability while also respecting the heritage character. There is a clear need to work with residents to ensure that properties can be upgraded in a way that ensures their utility and meets Decent Homes standards, while also ensuring the preservation of the area's character.

Many of the properties that were originally designed as single family dwellings have been subdivided or are in multiple occupation, leading to proliferation of bins, satellite dishes and cars. There may also be issues around the provision of space within properties. Many have been extended at the rear.

Public realm in the estate including paving and street furniture is inconsistent and parts are cluttered or unsightly. It generally does not serve to enhance the character of the area. Some areas suffer from a cluttered appearance due to the proliferation of signs, etc. The area is dark and less inviting after dark, and might benefit from improvements to street lighting. Residents report increased incidents of fly-tipping which may be linked to general run-down appearance of some areas.

Setting is an important consideration in the ongoing management of heritage assets. In this case, changes in areas outside the boundary of the conservation area have had an effect on its significance. The cohesive character of the conservation area and its legibility has been eroded by nearby developments, the design of which does not respect the setting of the estate. This is particularly pronounced in respect of the scale of nearby large commercial premises, and the location of their service access.

---

There are no sites or spaces within the conservation area which are likely to present development opportunities. Future patterns of change are likely to result from ongoing processes of incremental change.

The appraisal and management plan is an opportunity to review the boundary of the conservation area and of the article 4 designation in order to reflect the current condition and ensure that the character of the whole area is protected by policy. There is an opportunity, through the use of planning enforcement, provision of advice and guidance, and through working closely with residents, to encourage the repair and reinstatement of original features which will greatly enhance the character of buildings and streetscapes.

A number of the streets in the estate are part of the Haringey decent homes programme phase 8 (2015/16, currently in the survey/planning stage) and will benefit from investment to ensure that homes are safe, wind and watertight, and have efficient and effective heating. There is an opportunity to work with Homes for Haringey to devise a programme of renovations which also respect and enhance heritage value.

There are opportunities for improvements in public realm for example replacement of poor quality paving and renovation of original street signs. There may be opportunities to improve access (to Russel Park) and the quality of pedestrian and cycle routes and connections through the estate.

## 8. MANAGEMENT PLAN AND DESIGN GUIDANCE

### 8.1 BOUNDARY REVIEW

As part of the ongoing management of the conservation area this appraisal includes a review of the area's boundaries.

#### CHANGES TO CONSERVATION AREA BOUNDARY

It is not recommended that any areas are removed from the conservation area. Although the character of some street sections has been damaged, the special character of these areas is still discernible, marking them out as part of the estate. Furthermore, the streets within the estate form a coherent whole with a planned layout and hierarchy of streets. It is therefore desirable to protect the area as a whole rather than to consider streets individually.

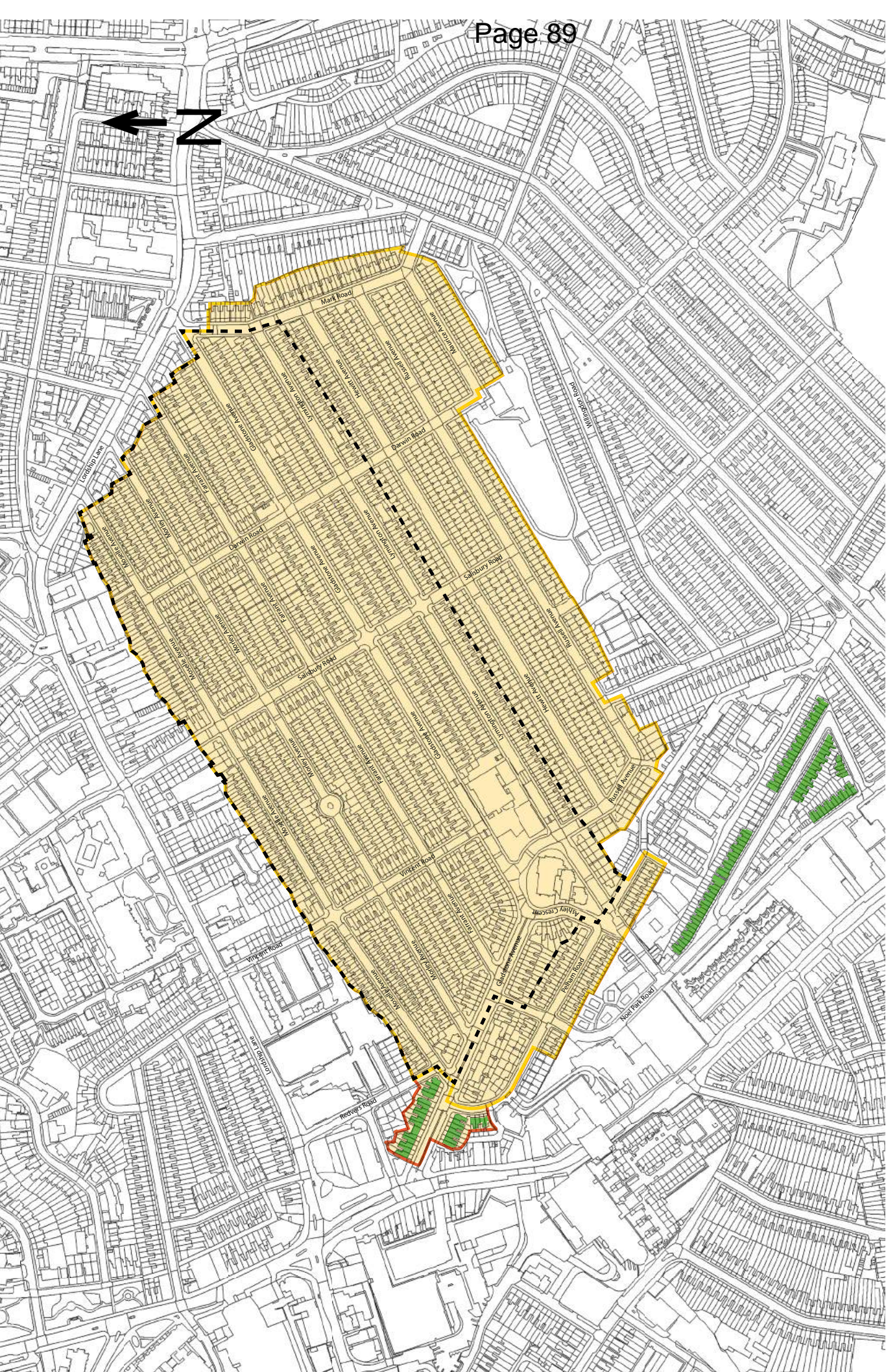
There are some areas of housing and parades of shops near the boundary of the conservation area which are contemporary with the rest of the estate and share the same architectural style and features. However, these are not recommended for inclusion in the conservation area. In some cases they are not contiguous with the rest of the estate: they are separated from it by areas of later infill in the area previously occupied by the railway line. Furthermore, the streetscapes in which these buildings sit have a different character

due to large areas of modern development, the proximity of large modern buildings, or loss of architectural character and original features. For these reasons it is not suggested that they are included within the conservation area

There is a section of Gladstone Avenue which was part of the original estate and is not currently within the conservation area boundary. Houses here are similar in design and condition to those found elsewhere in the estate and the street shares the same character. It is proposed that the boundary is amended to include this area.

#### ALTERATION TO ARTICLE 4 DIRECTION

It is recommended that the area covered by the Article 4 direction is amended to include the whole of the designated conservation area and the proposed new addition to it. Streets which are currently not covered by the Article 4 direction (Hewitt Avenue, Russell Avenue, Maurice Avenue, Mark Road and Pelham Road) share the special character of the estate as a whole. The above streets demonstrably suffer from the same pattern of incremental change as the estate as a whole. The additional controls over small scale changes afforded by the Article 4 direction would allow the council to better manage and control such change.



**Map 9. Proposed changes to boundaries**  
 Produced by Haringey Council, Crown Copyright. All rights reserved 100019199 (2015)

- Housing that was originally part of the estate
- Proposed conservation and article 4 area
- Existing boundary to conservation area
- Existing boundary of article 4 area
- proposed extension to conservation area



## 8.2 DEVELOPMENT MANAGEMENT

New developments, demolitions and alterations within the conservation area are managed through the planning process. Decisions about planning permission will reflect the need to preserve and enhance the special character of the Noel Park estate, in line with statutory requirements and Haringey's local plan policies.

This means that the council will resist loss of, or harm to, the significance of the heritage assets. The council will seek to retain buildings and structures that make a positive contribution to the character and appearance of the area, as shown on the Positive Contributors map (p50), and substantial harm to them will generally not be permitted.

There may be opportunities for development within or in the context of the conservation area where buildings detract from the area's significance, character and appearance. (see positive contributions map, p49). The Council will require that such proposals enhance the area's special character, appearance and setting and are compatible with and/or complement the significance of the area.

### ALTERATIONS TO BUILDINGS

The Noel Park Estate is subject to Article 4 restrictions which gives the council increased control over certain small scale alterations to properties. The Article 4 Direction removes permitted development rights relating to enlargement, improvement or alteration to houses, construction or alteration of boundary walls and painting of the exterior of houses, insofar as these relate to the front facade of the property or certain other important facades. This means that the following would require

planning permission at the front of the house and on some side elevations:

- Replacement of windows and doors
- Exterior painting
- Alterations to boundary walls, gates, fences and other means of enclosure
- Installation of roof lights or alterations to roof materials

The following are not considered permitted development in a conservation area, and would require planning permission:

- Installation or alteration of chimneys, vents, and flues on walls or roof slopes at the front or side of the house
- Installation of dormers or extensions to roofs
- Installation of satellite dishes on a wall or roof slope that is visible from the road
- Exterior cladding

In considering proposals for alterations to buildings, the council will have regard to its statutory duty and national and local plan policies. Alterations or extensions will be expected to complement the architecture and layout of the original buildings, and retain or

reinstate original features. Basic guidance on works that are considered appropriate in the conservation area is given in the Design Guide (p57). Further advice on planning issues in conservation areas is available on the council's web page.

## TREES

Trees within the conservation area enjoy additional protection. The council must be notified at least six weeks in advance where it is intended that works are carried out to a tree within the conservation area. This gives the council time to enact a tree preservation order if it is considered necessary.

## ENFORCEMENT

The council, under its statutory power, can take enforcement action towards unauthorised works that detract from the significance of the conservation area. Unauthorised demolition or alterations to buildings within a conservation area is a criminal offence and those responsible may face prosecution.

It is recommended that as an aid to enforcement and monitoring, the Council considers establishing a comprehensive dated photographic record of the condition of properties in Noel Park. It may be possible to engage volunteers in this project.

---

Planning Enforcement page: <http://www.haringey.gov.uk/housing-and-planning/planning/planning-enforcement>

Pre-application advice service: <http://www.haringey.gov.uk/housing-and-planning/planning/planning-applications/pre-application-planning-advice-services>



## 8.3 DESIGN GUIDE

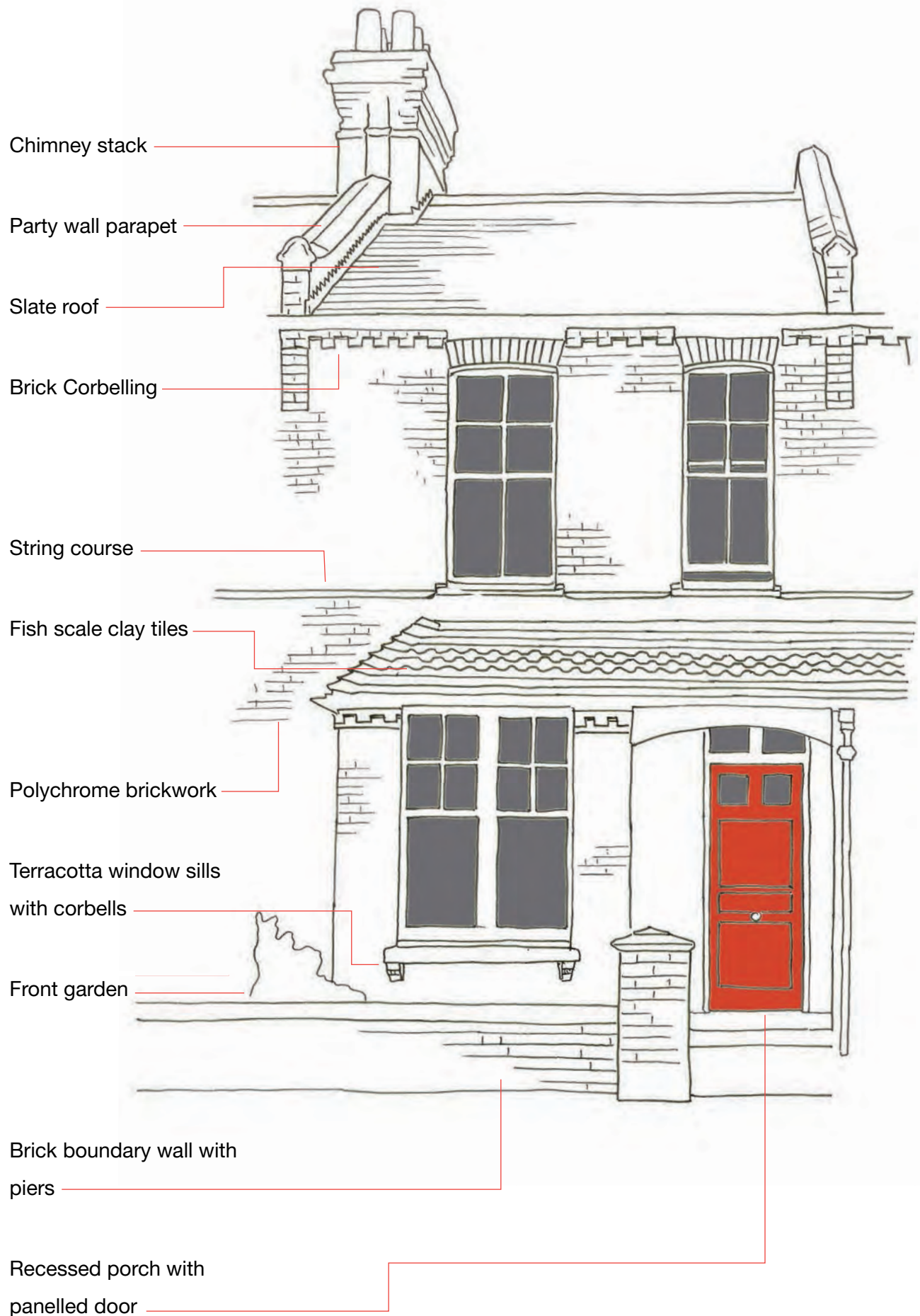
When applying for planning permission to make changes to a property in the Noel Park Conservation Area, applicants should make sure that the proposed scheme is in line with the design guidelines contained here.

When making changes to properties that do not require planning permission, residents may still wish to follow these guidelines in order to maintain and highlight the traditional character and features of the property. The guidelines reflect what the council considers to be the best approach, but it may also be possible to preserve and enhance the appearance of buildings in Noel park using techniques or approaches to design not specified here.

It is recommended that resident keep their houses in good repair. Planning permission is not required for repairs using tradition techniques, materials and finishes.

## KEY POINTS TO REMEMBER

- Proposals should seek to retain as much of the original fabric of the building as possible.
- Regular maintenance is important and can prevent bigger and more expensive problems later on, for example blocked gutters can lead to damp problems and damage to brickwork.
- Old buildings are constructed differently from modern ones. Their construction makes them more porous and naturally ventilated, so they 'breathe'. They generally include softer materials such as lime based plasters and mortars which respond to air and moisture differently. It is usually a good idea to use traditional materials and techniques when repairing older buildings so as not to change their natural thermal behaviour.



Picture 49.

The distinctive features of a typical Noel Park house which should be retained, repaired or reinstated wherever possible.

## WINDOWS

Residents are encouraged to retain and existing sash windows where possible. UPVC replacement windows cannot replicate the appearance of original windows and are not appropriate in the conservation area. It is never appropriate to alter the configuration of windows or the size of openings. Where windows have been altered, every opportunity should be taken to restore them to their original style.

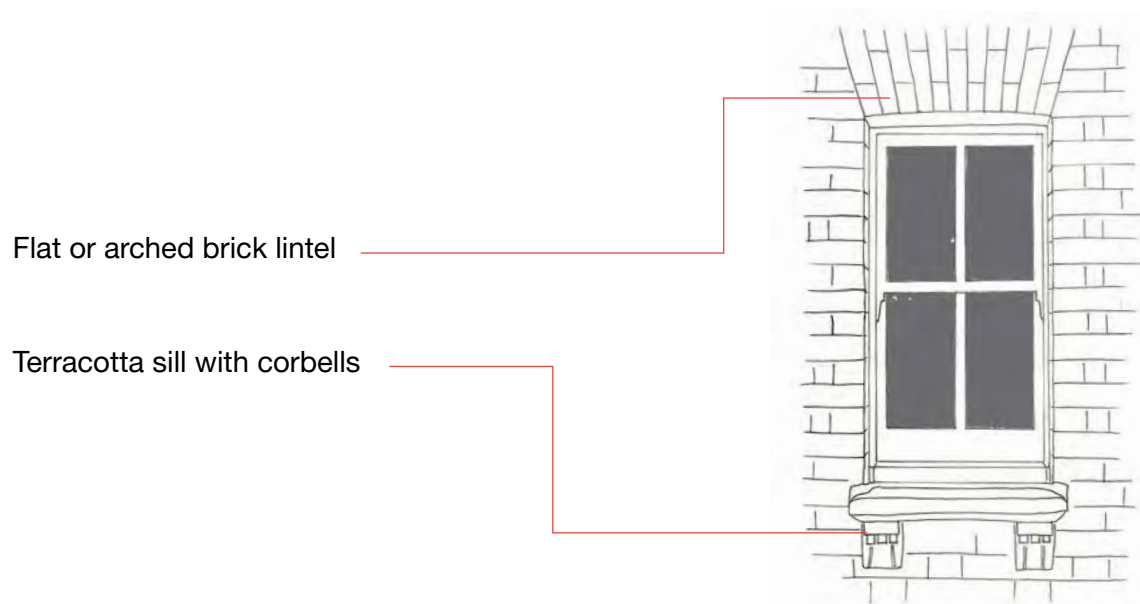
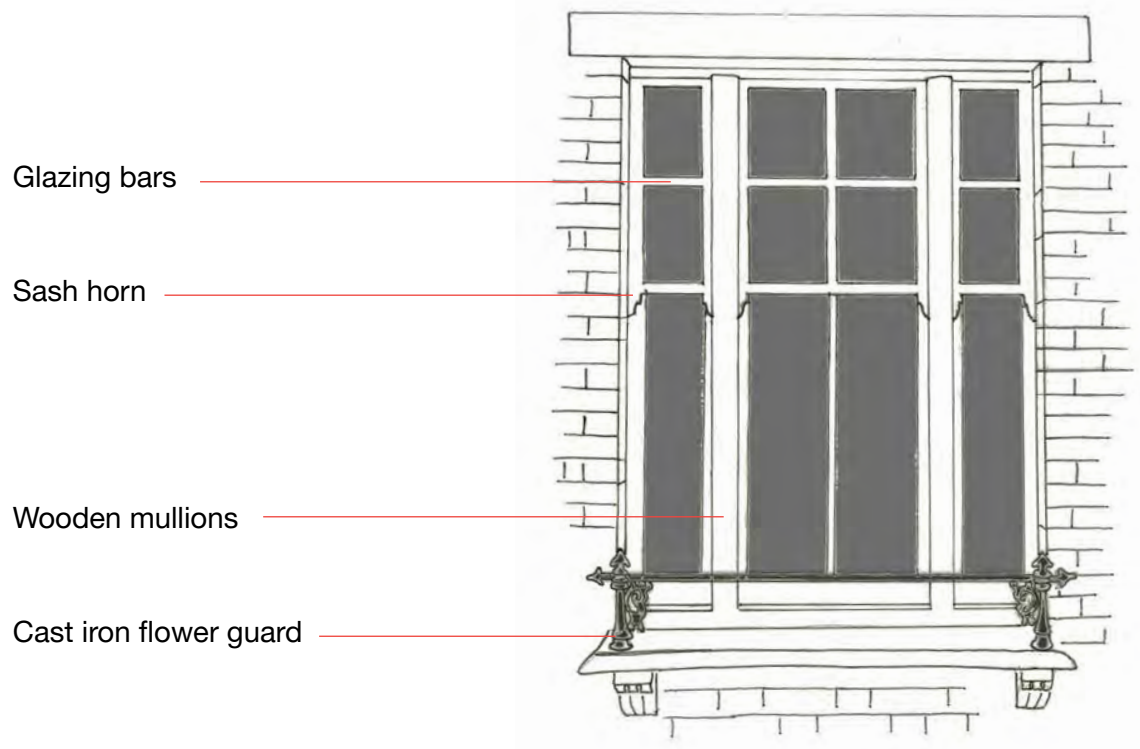
### Repair

- Repairs should be made by removing decayed wood and grafting in a new piece to match the existing.
- Decay can be minimised by maintaining the putty to the glazing (therefore preventing water build up around the frames) and by regular painting.
- The thermal performance of windows can be significantly improved through the use of draught excluders made especially for sash windows and/or discreet secondary glazing.

### Replacement

- Replacement windows should be wooden sashes which carefully match the original design. These should replicate all dimensions including the thickness and profile of frames and sash horns, and the configuration, thickness and profile of glazing bars.
- Windows can be double-glazed, provided it is still possible to replicate the original frame profile.
- There may be more flexibility about materials where windows are on rear elevations and not visible from the street.
- In cases where a previously altered window is to be replaced, the new window should seek to replicate the original details, which can usually be ascertained by looking at nearby houses of the same type.

Where the Article 4 Direction applies, planning permission is required for the replacement of windows. Permission is not required for maintenance and like for like repairs.



**Picture 50.** The features of typical Noel Park windows, which should be retained, repaired or reinstated where possible.

## DOORS

Most houses in Noel Park have partially glazed wooden panelled doors. There are a variety of original door designs on the estate. As far as possible, original doors should be retained.. Repairs can be made by removing decayed wood and grafting a new piece to match the original. It is never appropriate to replace original panelled doors with a different style or material. Some doors have original stained glass which should be retained or replaced on a like for like basis, as this is an important feature.

Where doors need to be replaced the original design should be replicated in wood. Advice from an appropriately experienced joiner should be sought. Where the original door has been lost every opportunity should be taken to replicate the original design. It is usually possible to ascertain the original design by looking at other houses of the same type on the street.

Side lights and and top lights are an important part of the door design and should not be covered or altered. The configuration of door panelling often relects the dimensions of side lights and top lights so it is important to choose the correct door design for your house type.

Doors should be painted regularly to prolong their life. The council, with their partners Homes for Haringey, have developed a palette of paint colours that would be considered appropriate.

External security grills, gates and shutters should not be installed as this harms the character of the area. Residents wishing to improve security are advised to install internal solutions.

Where the Article 4 Direction applies, planning permission is required for replacing front doors. Permission is not required for maintenance, painting and repairs to the original door.

---

### Colour palette for doors



Tomato Red

RAL 3013



Black Blue

RAL 5004



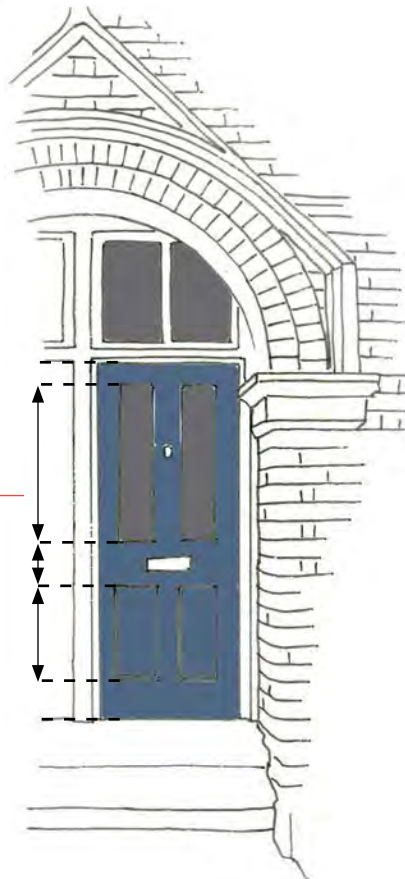
Fir Green

RAL 6009



Traffic Black

RAL 9017



It is important to replicate the dimensions and proportions of the original door design.

Picture 51. Doors of Noel Park

## ROOFS

Most of the houses in Noel Park have slate roofs. Plain clay tiles are used in some cases, especially on corner gables, turrets, roofs to bay windows and porches. Damaged or loose tiles can allow water to penetrate the roof and should be repaired as soon as possible.

Where it is necessary to repair or replace a slate roof, new or salvaged natural slates should be used. These should match the colour, size, texture and thickness of the originals. Whilst natural Welsh slate is ideal, imported slate is often a cheaper option and can achieve a good match. Slates should be fixed with copper or aluminium nails (not hooks). Artificial slates such as Eternit should never be used as these products cannot replicate the original appearance and have a short life. Surface coatings should not be applied to slates in an attempt to extend their life or make them appear old, as this is only a short-term measure and results in poor appearance.

Where it is necessary to repair a clay tile roof, replacement tiles should be made of clay and should match the existing ones in type and colour. Often some tiles can be salvaged and reused, and wherever possible these salvaged tiles should be used on the front of the house, and the new ones on the back of the house, to avoid a patchwork appearance.

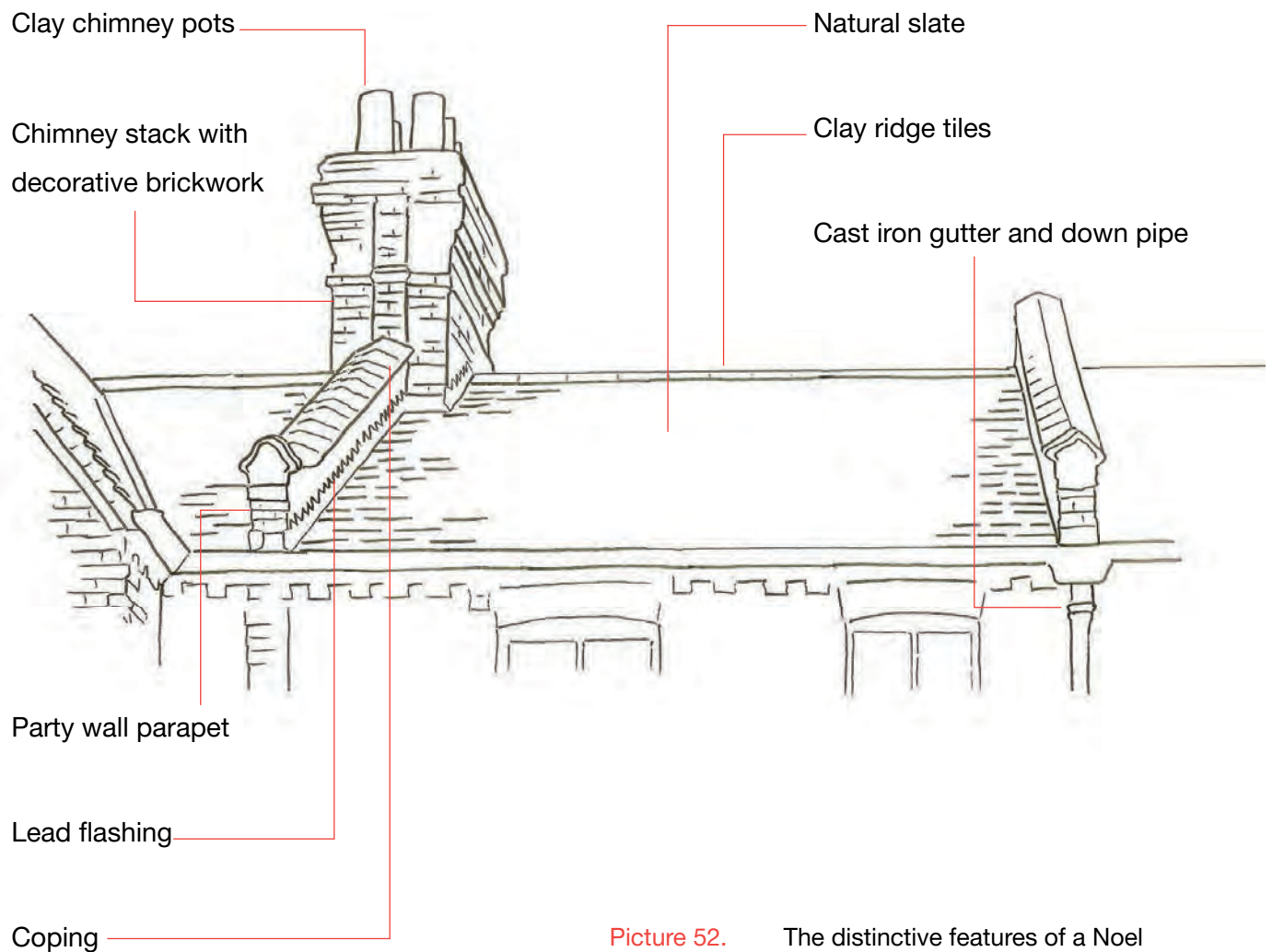
The original clay ridge and hip tiles are an important feature and where possible these should be retained. New tiles should match the originals. Where modern insulation is installed in the roof, it may be necessary to provide additional ventilation to prevent moisture build-up within the roof structure. This can be achieved sensitively by incorporating an unobtrusive ventilation system under the ridge tiles and at the eaves. Vents should not be installed on the roof slope.

Flues or windows should not be installed on the front of the roof or any part of the roof that is visible from the street.

## Flashings

Flashings are the strips of lead that protect the openings and joins between the roof and party walls and chimneystacks. Repairs to flashings should match existing materials in appearance, should be stepped in to the brickwork, and should not be painted.

Where the Article 4 Direction applies, permission is required for extensions and alterations to roofs, the introduction of new materials, the wholesale replacement of roof structures and alterations to chimneys. Maintenance and like for like repairs do not require planning permission.



**Picture 52.** The distinctive features of a Noel Park roof, which should be retained, repaired and reinstated

## Chimneys

Chimney stacks should never be removed or altered without consent. Repairs may be necessary to stabilise the chimney, but the Council recommends that the height is not reduced and pots are not removed. Where original pots have been lost, these can be reinstated.

## Gutters and Pipes

Rainwater gutters and downpipes were originally in cast iron, though many of these have now been replaced with other materials. Regular maintenance is important as leaking rainwater can damage the fabric of the building. Repairs and renewal should preferably be in cast iron, painted black, but black plastic is an alternative if the shape is the same as the original.

## FACADES AND BRICKWORK

Most walls are of red or yellow stock brick set in lime mortar. Some are decorated with brown, green or grey glazed bricks. Brickwork should never be painted or covered with cladding or render. Where this has taken place the council wishes to encourage the removal of the paint or cladding, provided this can be achieved without damaging the fabric of the building. Where paint cannot be removed, it will be acceptable to repaint in a suitable colour that appears unobtrusive in the context of the street. This would usually be a carefully chosen matt brick red or neutral shade.

Re-pointing should be with a 1:2:9 cement/lime/sand mortar carefully matching the existing mix in texture and colour. Cement based hard mortar is not recommended as it is less permeable than a lime mortar mix and

can lead to deterioration of brickwork. A flush or bucket handled mortar joint profile is most appropriate. A weather-struck joint profile should not be used.

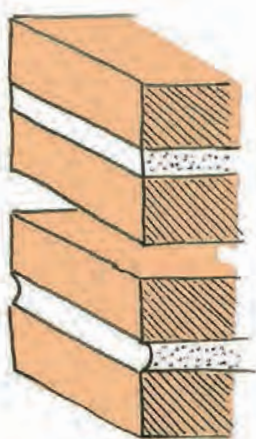
Decayed bricks should be replaced with bricks of a similar quality and colour, and laid in the same pattern as the original.

Residents should not install satellite dishes to the front of properties without first obtaining planning permission. It is recommended that either a shared satellite dish in a discreet location, or cable television is installed, as multiple dishes harm the character of the conservation area.

Planning permission is required for painting or replacing brickwork, but not for maintenance and like for like repairs.

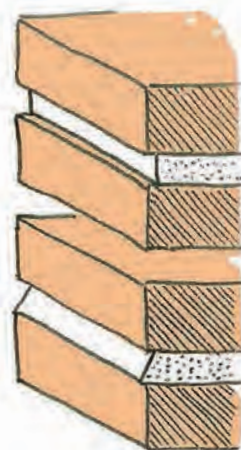
Flush

Slightly recessed



Recessed

Weather-struck



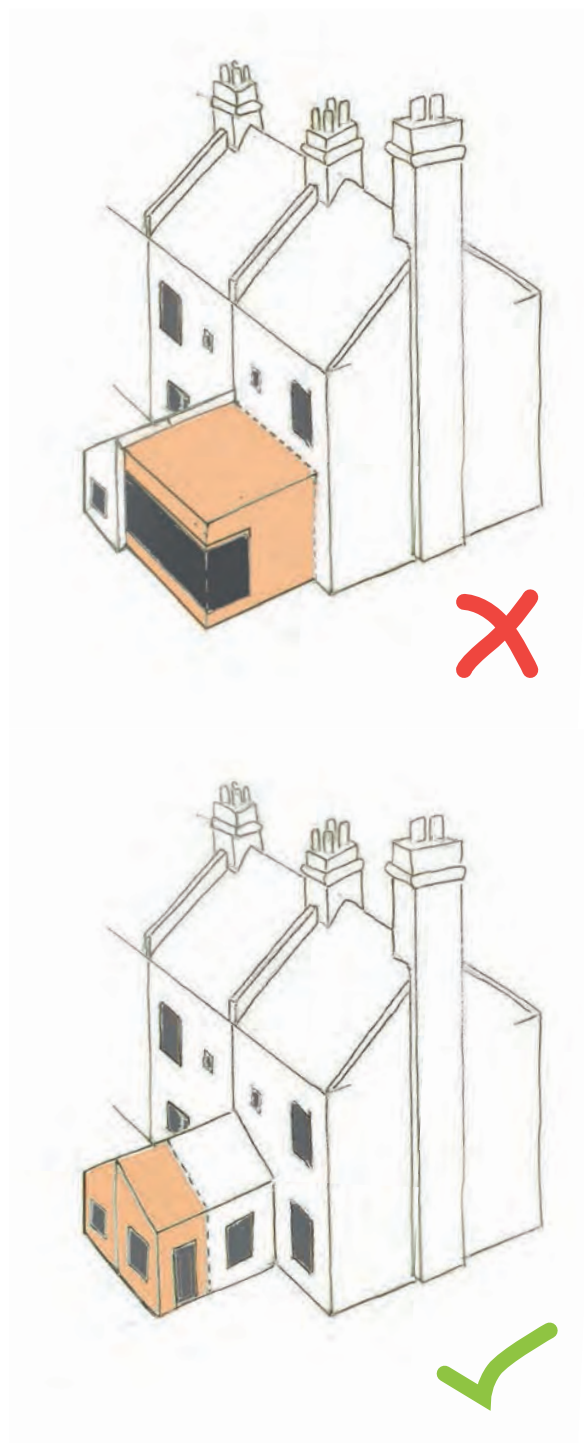
Picture 53.

Mortar joint profiles

## EXTENSIONS

Single terraced family houses may be extended to the rear without a requirement for planning consent, provided that the extension has a single storey and is within certain size limits. All extensions with more than one storey will require planning permission. Whether or not works require planning permission, building regulations approval may be required. It is strongly advised that anyone considering an extension should seek the advice of the planning department and the building control department, and where possible, discuss proposals with their neighbours.

All extensions should be subordinate in size to the original house. Extensions should complement the historic character and make use of high quality design and materials. Alterations to the shape of the roof or dormer windows will not be considered appropriate, although roof windows that are flush with the roof slope will be acceptable on roof slopes that are not visible from the street. Where the original house has an 'L' shaped footprint, rear extensions should reflect the original layout and should not be built across the full width of the plot. Extensions should not usually extend more than three metres beyond the rear wall.



Picture 54. Appropriate and inappropriate rear extensions

Building Control page: <http://www.haringey.gov.uk/housing-and-planning/building-control>

Pre-application advice service: <http://www.haringey.gov.uk/housing-and-planning/planning/planning-applications/pre-application-planning-advice-services>

## PORCHES

It is not appropriate to replace porches in a different style or material, or to enclose open porches. Where porches have been lost or replaced, the council will encourage reinstatement of the original design. Some doors are set back in a small lobby, sometimes shared with an adjoining house. These lobbies should not be fitted with new doors or storm porches; nor should they be subdivided into two separate compartments.

Where the Article 4 Direction applies, planning permission is required to alter or replace porches. Permission is not required for maintenance and like for like repairs.

## BOUNDARY WALLS AND FRONT GARDENS

Low brick garden walls in Flemish bond, and piers with moulded cappings are an important feature of the street scene. Some are in distinctive brown glazed brick. Walls should not be removed or rebuilt in a different style or with different materials. Additions to walls such as wooden fencing or block work are also inappropriate.

The original boundary treatment included simple cast iron railings however almost all of these are now lost. In streets where examples

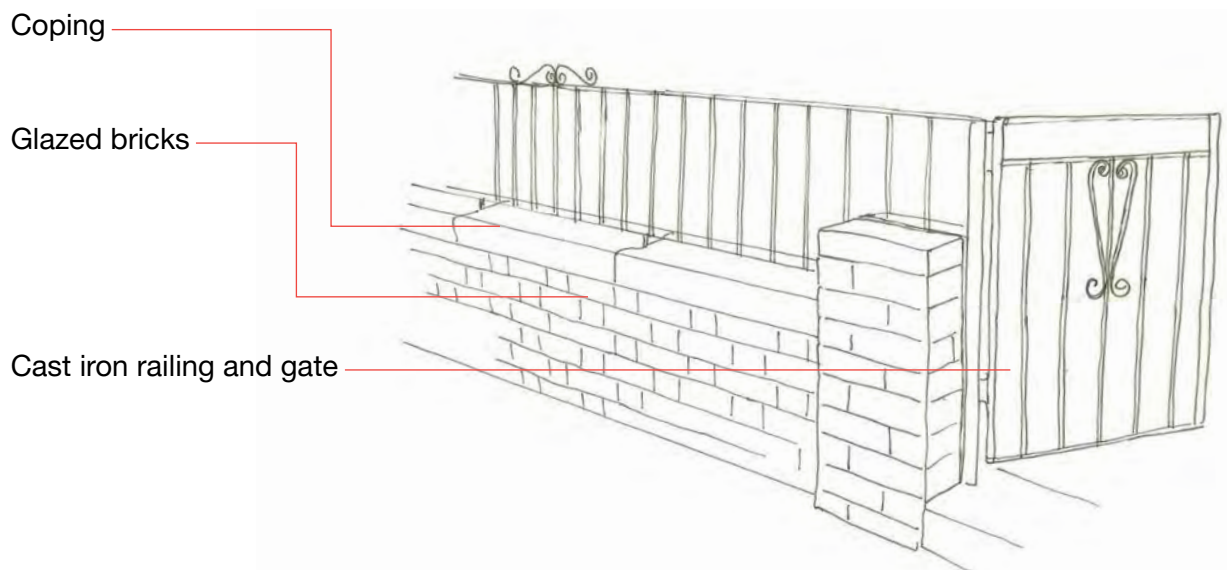
of the original railings remain, cast iron railings that replicate the design and dimensions of the originals will be considered appropriate.

Where boundary walls are in poor repair they should be carefully repaired or rebuilt to reflect the original appearance. Many rear garden boundary walls feature decorative brickwork, coping and capitals. These should not be removed or altered, but many are in need of repair and should be carefully repaired or rebuilt to reflect the original appearance.

Ramps and other alterations to improve access to houses should only be installed where necessary. These should be of bespoke design and should complement the character of the house and front boundary treatment. Where possible solutions should be reversible.

Residents are encouraged to keep front gardens in good repair and avoid replacing greenery with hard surfaces, as this can have a detrimental effect on the streetscape. Refuse should not be stored in front gardens.

Where the Article 4 Direction applies, planning permission is required for alteration, removal or replacement of all boundary walls fronting on to the street. Permission is not required for maintenance and like for like repairs.



Picture 55. Front boundary wall with glazed bricks and cast iron railing

Picture 56. A rear garden wall with decorative pilaster

## SHOP FRONTS

Many of the original Victorian shop fronts in Noel Park have been extensively altered or are in poor repair. Nonetheless, many original features remain and these should be retained. The council will generally encourage shop owners to repair original shop fronts or re-instate the traditional architectural frame.

Large expanses of glass are usually out of scale. The use of transom and mullions ensures that glazing panels are broken visually. Stallrisers should be retained and restored. These are traditionally in timber. Laminates, tile or render are not usually appropriate materials and should be avoided. Fascias should be in proportion with the shop front. Box plastic fascias or internally illuminated fascia panels should not be installed.

Solid roller shutters will be unacceptable as these can appear visually intrusive when closed. Open roller grills, removable grills or internal grills are preferable as these allow the shop front to be seen and contribute to the street frontage. Shutters and grills should be incorporated in to the design of the shop front. Shutter grills should not cover pilasters when in the down position, and all shutters should have a paint or coloured finish to harmonise with the rest of the shop front.

Planning permission is required for any alterations or removals that affect the appearance of the shop front. This includes removals or alterations to doors, windows and stall risers, and the installation of shutters or security grills. A separate consent is required for advertisements and shop signs.



Picture 57. Appropriate and inappropriate shopfront treatments

## ENERGY EFFICIENCY AND MICROGENERATION EQUIPMENT

When upgrading older properties for energy efficiency, it is important not to disrupt the natural thermal performance of the building. Older buildings tend to be constructed from permeable materials and it is important that water vapour is able to evaporate from the fabric to prevent moisture build up. The installation of some modern insulation materials can alter this and cause damp to build up on or within the structure leading to problems such as mould growth, rot and decay. It is usually better to choose vapour permeable materials such as natural wool, and great care should be taken to provide appropriate ventilation and to avoid 'cold spots' where condensation can occur.

The first measure should always be repairs and draft proofing, which can deliver significant improvements with very little disruption and cost. Care should be taken to provide sufficient ventilation. The installation of modern energy efficient boilers, appliances and heating systems, which will generally not harm the building's character.

Repairing and draft-proofing windows can deliver significant improvements in their thermal performance, as can the use of blinds, shutters, and secondary glazing. Where it is necessary to replace a window, appropriately designed

double glazing will be considered appropriate (see p59 'Windows').

It will usually be possible to install insulation in the roof with good results. If additional ventilation is needed, this should be incorporated in to the ridge and under the eaves. Vents should not be installed on the roof slope. Walls in Noel Park are of solid brick so will be difficult to insulate effectively. External wall insulation should not be used. It may be possible to insulate the walls internally but materials should be chosen and installed with great care in order to avoid moisture build-up or cold spots. Expert advice should be sought.

Micro-generation equipment such as solar panels will often deliver improvement in the overall energy efficiency of the building but its application in the conservation area will necessarily be limited. It is not appropriate to install solar panels or other microgeneration equipment on facades or roof slopes that are visible from the street, and other interventions should be considered in the first instance.

Detailed advice about improving energy efficiency in older buildings is published by Historic England and is available on their website: [www.historicengland.org.uk/advice/your-home/saving-energy/](http://www.historicengland.org.uk/advice/your-home/saving-energy/)

## 9. APPENDICES

### APPENDIX 1: CONSERVATION AREA POLICY CONTEXT

#### NATIONAL

*The Planning (Listed Buildings and Conservation Areas) Act 1990* requires that councils designate as conservation areas any “areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance.” Designation provides the basis for policies designed to preserve or enhance the special interest of such an area.

Section 71 of the same act requires local planning authorities to formulate and publish proposals for the preservation and enhancement of conservation areas. This character appraisal is primarily an evidence based document which defines the special architectural and historic character of the conservation area, clarifying the qualities and attributes of the area to be preserved or enhanced.

The conservation of historic assets is a core principle of the *National Planning Policy Framework (NPPF)*. This character appraisal is an evidence based-primary document consistent with NPPF chapter 12: Conserving

and enhancing the historic environment, para.126.

The English Heritage publication *Understanding Place: Conservation Area Designation, Appraisal and management*, dated March 2011, is the latest relevant guidance document.

#### REGIONAL

The mayor of London’s *London plan: Spatial Development Strategy for Greater London July 2011* forms part of the statutory plan for the borough. It contains a range of policies relating to the historic environment and historic landscapes. This character appraisal takes into account policy 7.8: Heritage Assets and Archaeology, and policy 7.9: Heritage-led regeneration.

#### LOCAL

Haringey’s *Local Plan: Strategic Policies* (adopted March 2013) sets out a vision and key policies for the future development of the borough up to 2026. Policy SP12 of the Local Plan: Strategic Policies states that ‘The council shall ensure the conservation of the historic significance of Haringey’s assets, their setting, and the wider historic environment.’

Haringey's emerging *Development management DPD* has further detailed policies on design and conservation.

## CONSERVATION AREA DESIGNATION

Conservation areas are considered 'designated heritage assets' in the *National Planning Policy Framework* 2012. The aim of conservation area designation is to protect the wider historic environment. Areas may be designated for their architecture, historic street layout, use of characteristic materials, style or landscaping. These individual elements are judged against local and regional, rather than national, criteria. Conservation areas should be cohesive areas in which buildings and spaces create unique environments that are of special interest and are irreplaceable.

Local authorities have responsibility for designating conservation areas. They also have a statutory duty to review all their conservation areas periodically. English heritage recommends that each area is reviewed every five years.

Conservation area designation provides extra protection within these areas in the following ways:

- Planning permission is required for some demolition

- Local authorities have some additional controls over some minor householder developments which are normally considered to be permitted development.
- Special provisions are made to protect trees.
- When assessing planning applications, the local authority must take in to account the desirability of preserving or enhancing the area's character and appearance.
- The local authority can include policies in the local development framework to help preserve or enhance the character and appearance of conservation areas.

The contents of this appraisal are intended to highlight significant features but should not be regarded as fully comprehensive and the omission of or lack of reference to a particular building or feature should not be taken to imply that it is of no significance. This may only be fully identified at such time as a feature or building is subject to the rigorous assessment that an individual planning application necessitates. Similarly, the controls that apply to elements may vary and in some instances the items that have been identified as significant cannot be fully protected by planning legislation.

## APPENDIX 2: ARTICLE 4 DIRECTION

TOWN & COUNTRY PLANNING GENERAL DEVELOPMENT ORDERS 1977 TO 1981  
 THE TOWN & COUNTRY PLANNING (NATIONAL PARKS, AREAS OF OUTSTANDING  
 NATURAL BEAUTY AND CONSERVATION AREAS) SPECIAL DEVELOPMENT ORDER 1981  
ARTICLE 4 DIRECTION - NOEL PARK CONSERVATION AREA N22

WHEREAS the Council of the London Borough of Haringey being the appropriate local planning authority for the said Borough within the meaning of article 4 of the Town and Country Planning General Development Order 1977 as amended by article 2(a) of the Town and Country Planning General Development (Amendment) Order 1980 are of the opinion that development of the descriptions set out in the Schedule hereto should not be carried out on land at Noel Park Conservation Area N22 (being the land shown edged by a broken black line on the plan annexed hereto) insofar as such development affects the front elevation of buildings and those side elevations indicated on the plan annexed hereto unless permission therefor is granted on application made under the Town and Country Planning General Development Order 1977 as amended.

NOW THEREFORE the said Council in pursuance of the powers conferred upon it by the said article 4 hereby directs that the permission granted by article 3 of the Town and Country Planning General Development Order 1977 as modified by the Town and Country Planning (National Parks, Areas of Outstanding Natural Beauty and Conservation Areas) Special Development Order 1981 shall not apply to development on the said land (being land within an area designated as a conservation area) of the description set out in the Schedule hereto insofar as such development affects the front elevation of buildings and those side elevations indicated on the plan annexed hereto.

SCHEDULE

Class I - Development within the curtilage of the dwellinghouse

1. The enlargement, improvement or other alteration of a dwellinghouse so long as:
  - (a) the cubic content of the original dwellinghouse (as ascertained by external measurement) is not exceeded by more than 50 cubic metres or ten percentum whichever is the greater, subject to a maximum of 115 cubic metres;
  - (b) the height of the building as so enlarged, improved or altered does not exceed the height of the highest part of the roof of the original dwellinghouse;
  - (c) no part of the building as so enlarged, improved or altered projects beyond the forwardmost part of any wall of the original dwellinghouse which fronts on a highway;
  - (d) no part of the building (as so enlarged, improved or altered) which lies within a distance of two metres from any boundary of the curtilage of the dwellinghouse has, as a result of the development, a height exceeding four metres;

- (e) the area of ground covered by buildings within the curtilage of the dwellinghouse (other than the original dwellinghouse) does not thereby exceed 50 per cent of the total area of the curtilage excluding the ground area of the original dwellinghouse;

Provided that:

- (a) the erection of a garage, stable, loosebox or coachhouse within the curtilage of the dwellinghouse shall be treated as the enlargement of the dwellinghouse for all purposes of this permission (including calculation of cubic content);
- (b) for the purposes of this permission the extent to which the cubic content of the original dwellinghouse is exceeded shall be ascertained by deducting the amount of the cubic content of the original dwellinghouse from the amount of the cubic content of the dwellinghouse as enlarged, improved or altered (whether such enlargement, improvement or alteration was carried out in pursuance of this permission or otherwise); and
- (c) the limitation contained in paragraph (d) above shall not apply to development consisting of:
  - (i) The insertion of a window (including a dormer window) into a wall or the roof of the original dwellinghouse, or the alteration or enlargement of an existing window; or
  - (ii) Any other alterations to any part of the roof of the original dwellinghouse;

- 2. The erection or construction of a porch outside any external door of a dwellinghouse so long as:

- (a) The floor area does not exceed 2 square metres;
- (b) No part of the structure is more than 3 metres above the level of the ground;
- (c) No part of the structure is less than 2 metres from any boundary of the curtilage which fronts on the highway.

#### Class II - Sundry Minor Operations

- 1. The erection or construction of gates, fences, walls or other means of enclosure not exceeding 1 metre in height where abutting on a highway used by vehicular traffic or 2 metres in height in any other case, and the maintenance, improvement or other alteration of any gates, fences, walls or other means of enclosure; so long as such improvement or alteration does not increase the height above the height appropriate for a new means of enclosure.
- 3. The painting of the exterior of any building or work otherwise

than for the purpose of advertisement, annoucement or direction,  
and the painting of doors and window frames.

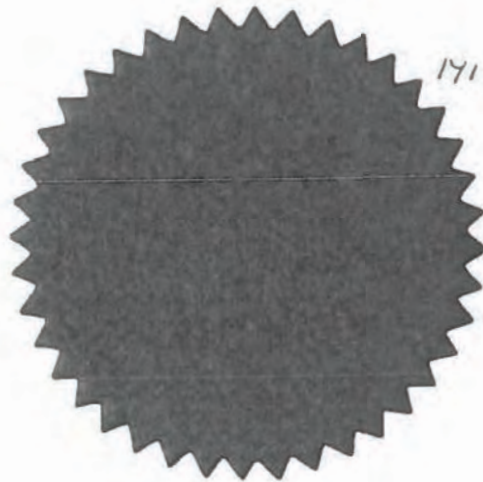
Being development comprised within Classes I and II referred to in  
Schedule I of the said Order as amended by article 2(b)(i) of the Town  
and Country Planning General Development (Amendment) Order 1981 and  
modified by article 3(a) of the Town and Country Planning (National  
Parks, Areas of Outstanding Natural Beauty and Conservation Areas)  
Special Development Order 1981 and not being development comprised  
within any other Class.

GIVEN UNDER THE COMMON SEAL OF  
THE LONDON BOROUGH OF HARINGEY

THIS 18th DAY OF February 1983

THE COMMON SEAL OF THE COUNCIL  
WAS HEREUNTO AFFIXED BY ORDER

*[Handwritten signature]*



19104

The Secretary of State for the Environment  
hereby approves the foregoing document.

*A Buchanan*

Signed by authority  
of the Secretary of  
State

Chief Planner  
Department of  
the Environment

16 May 1983

# Noel Park Conservation Area and Article 4 Direction

In addition to the properties shown on the map, the following properties are also included in the conservation area: see also the map.

*Dated this 18th day of February 1974*

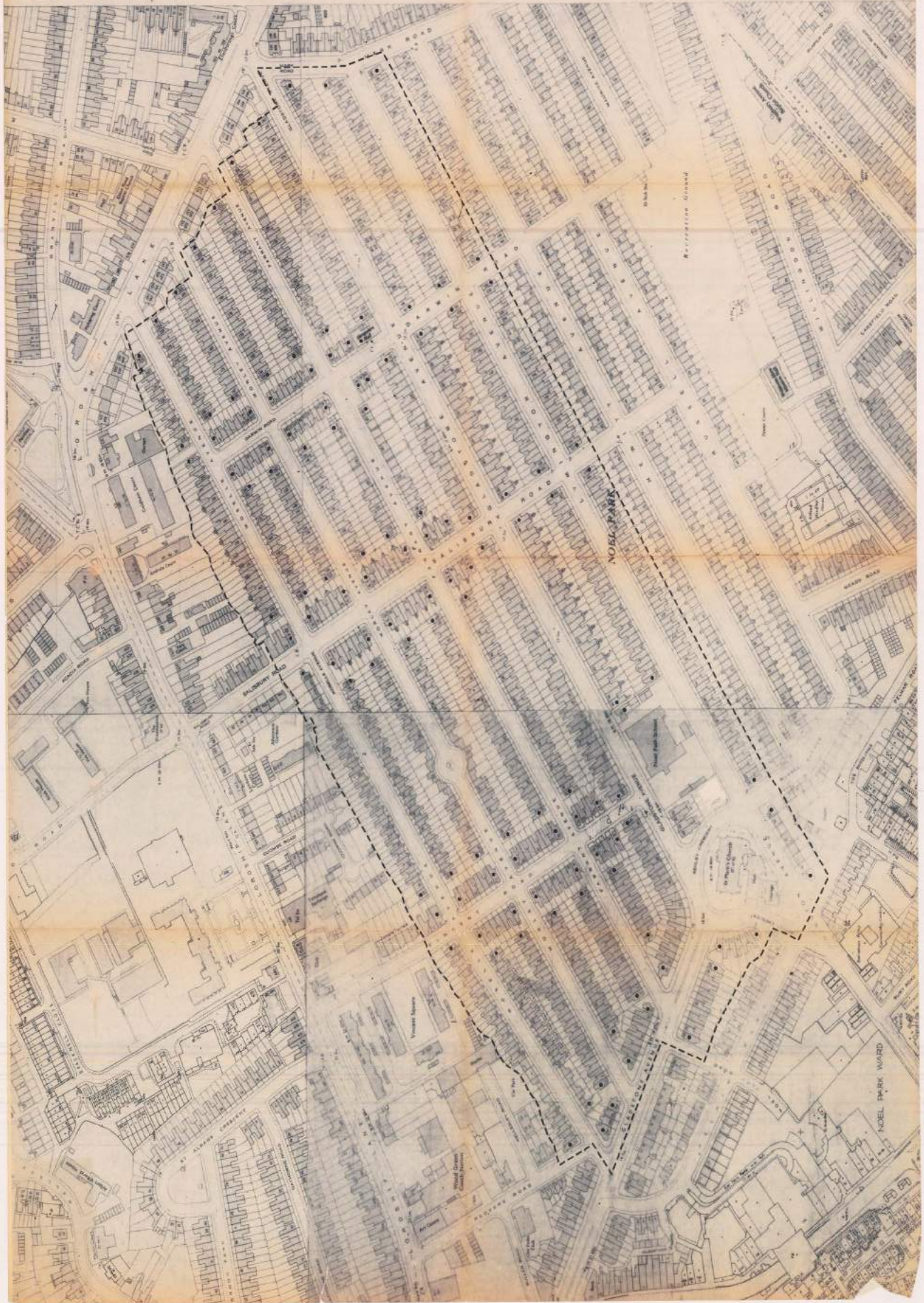


*[Signature]*



**Haringey**  
TOWN PLANNING  
DWYTH DUNN & ASSOCIATES  
Haringey Town Planning Officer  
The Broadway, Crouch End  
London N11 9JL

Drawn by	Nov 82
Checked by	Jan 83
Approved by	6032
Date	11/1990



## Noel Park Estate Character Assessment Survey Sheet

SURVEY DETAILS	
Street/Building/Area name or numbers	
Date	
Time	
Weather	

Overall character (Highlights to be filled after the survey)

1. SPACES: Gaps between built elements- Streets, gardens etc	Value -5 to +5
Gaps between buildings (wide/narrow?)	
Means of enclosure (Boundary wall/ hedges/ blank?)	
Building plots (Deep/narrow/wide/deep and narrow?)	
Relationship of the space to buildings and structures (Creates a tight frontage/ Gaps create more suburban look/ can see trees in rear gardens?)	
Uses and activity (Busy/Quiet/retail/residential/Noisy because of a particular use such as a school or transport node?)	
Paving Materials (Concrete/York stone/ Tarmac/ none?) Also note its quality- consistency and wear and tear?	
Street furniture (Public bins/seating/BT boxes/street lights/ poles?)	
Impact of vehicles and traffic (Quiet residential area/ busy through traffic/ parked cars on both sides) Also think about its impact (Do parked cars block views of the terrace behind/ does the noise from the traffic detract from the feel of the area?)	

## Noel Park Estate Character Assessment Survey Sheet

2. Buildings: Contribution of buildings to the space, size, scale form, frontage onto street, materials etc		Value -5 to +5
Contribution of buildings to the space (positive/negative/neutral) Also think about what bits a positive and what are negative-eg satellite dishes are negative to otherwise attractive terrace		
Size/Scale (Height, depth, width- eg two storey terrace with pitched roof and chimneys)		
Age- Estimate whether it is Victorian, Inter War or modern?		
Materials (Bricks, doors, windows, porches) Also think of lost windows eg. UPVC replacement		
Roofscape (Gables, chimneys, roofs) Also think of consistency- eg consistent slate roof' chimney stacks with clay pots at regular intervals?)		
Condition (Good/poor/poor but retains original features/alterd poorly/alterd sensitively?)		

3. Views: Within the space- long/short; focal points; vistas		Value -5 to +5
Form of view (Short/long/unfolding/ glimpsed/channelled/ wide?)		
Focal points (street intersection/ cross roads/ particular buildings) Eg- Friendship Tree		
Streetscape (Homogenous/varied) Eg- consistent materials and style would be homogenous and different materials and roof forms would be variety)		
View on and out of the area (Good/bad/ugly?) Eg View of the shopping Mall from Ashley Crescent?)		
Urban/Rural Views (Continuous terraces would be urban whereas lots of gaps and green spaces would be suburban. Similarly hedgerows with narrow winding road would be rural)		

## Noel Park Estate Character Assessment Survey Sheet

4. Landscape: Hedgerows, grass verges, parks, street trees		Value -5 to +5
Leafy and/or green image (Street trees providing avenues, front gardens with hedgerows?)		
Public/Private greenery (Is the above due to landscaping in the public realm or within private gardens?)		
Topography (Does the land feel generally flat or undulating- where and what does it result in- long and short views etc?)		

5. Ambience: Activities, noise levels, smells, light/dark spaces		Value -5 to +5
Activities (Retail/residential/traffic/ school)		
Level of activity (Busy through the day or certain part of the day/always busy/quiet)		
Dark, shady, light, airy		
Smells and noises (Does it smell of the leafiness or of traffic or the bins?)		

**If you want this in your own language, please tick the box, fill in your name and address and send to the freepost address below**

**Shqip****Albanian**

Nëse dëshironi ta keni këtë në gjuhën tuaj, ju lutemi vendosni shenjën në kuti, shënoni emrin dhe adresën tuaj dhe niseni me postë falas në adresën e mëposhtme.

**বাংলা****Bengali**

আপনি যদি এটা আপনার নিজের ভাষায় পেতে চান তাহলে অনুগ্রহ করে সঠিক বাক্সে টিক্ চিহ্ন দিন, আপনার নাম ও ঠিকানা লিখুন এবং নিচের বিনা ডাকমাল্যের ঠিকানায় পাঠিয়ে দিন।

**Français****French**

Pour recevoir ces informations dans votre langue, veuillez inscrire votre nom et adresse et renvoyer ce formulaire à l'adresse ci-dessous. Le port est payé.

**Kurmanci****Kurdish**

Hek hun vêya bi zimanê xwe dixwazin, ji kerema xwe qutîkê îşaret bikin, nav û navnîşana xwe binivîsin û ji navnîşana jêrîn re bi posta bêpere bişînin.

**Soomaali****Somali**

Haddii aad qoraalkan ku rabto luuqadaada, fadlan sax mari sanduukha, kusoo buuxi magaca iyo ciwaankaaga, kuna soo dir boostada hoose ee lacag la'aanta ah.

**Türkçe****Turkish**

Bu kitapçığın Türkçesini istiyorsanız lütfen kutuyu işaretleyip, adınızı, soyadınızı ve adresinizi yazarak posta pulu yapıştırmadan aşağıdaki adrese gönderin.

**Please indicate if you would like a copy of this letter in another language not listed or any of the following formats and send to the freepost address below.**

- Large print
- On disk
- On audio tape
- Braille
- Another language

*Please state:* \_\_\_\_\_

Name: \_\_\_\_\_

Address: \_\_\_\_\_

**Freepost RLXS-XZGT-UGRJ, Translation & Interpreting Services,  
6 Floor, River Park House, 225 High Road, N22 8HQ**

This page is intentionally left blank

## Consultation Statement

On the draft Noel Park Conservation Area Appraisal and Management Plan

February 2016

### 1. Consultation Overview

- 1.1 Recognising the special historic character of the Noel Park area as well as the issues and challenges facing the area, the Council undertook to produce an appraisal and management plan. This was done with support from Historic England, and by working closely with a steering group drawn from the local community under the Community Heritage Initiative Partnership (CHIP).
- 1.2 The council approved a six-week consultation of the draft document in November 2015, aimed at gauging public support for the adoption of the appraisal and the recommendations of the management plan, as well as giving residents the opportunity to comment in detail on the document and make suggestions.
- 1.3 A total of 72 responses were received and the process allowed the council to engage with the wider local community outside of the steering group. Responses were generally positive and in support of the appraisal's adoption. There were also a number of useful suggestions relating to the content of both the appraisal and management plan.
- 1.4 The consultation methodology was in line with the Council's statement of community involvement (SCI).

### 2. Methodology

- 2.1 The consultation took place between 27<sup>th</sup> November 2015 and 8<sup>th</sup> January 2016. Letters were sent to all addresses on the Council's database within the conservation area notifying them of the purpose of the consultation, detailing how to respond, and including a leaflet summarising the main content of the document. Additionally, letters were sent to all addresses on the Council's database within the proposed extension to the conservation area, including information about the effects of designation.
- 2.2 A notice was placed in the Haringey Independent on the 27<sup>th</sup> November stating the dates of the consultation, where to view the document and how to respond. Relevant information was made available on the Council's website with the documents available to download.
- 2.3 Paper copies of the document were made available to view at Wood Green Central Library, River Park House, and Haringey Civic Centre.

- 2.4** Consultees were invited to submit comments either through an online questionnaire accessed from the council's website, through a printed questionnaire submitted via a freepost address, via email, or in person at a public meeting.
- 2.5** A public drop-in session was held at Shropshire Hall in Noel Park on 16<sup>th</sup> December 2016 where officers were available to answer questions and consultees were invited to make detailed comments and suggestions which were recorded. Additionally, officers attended the Noel Park Community Conference on 22<sup>nd</sup> November and were available to answer questions. Both meetings were well attended and allowed for discussion related to the document.

### **3. Summary of responses**

- 3.1** Following the consultation, all comments received were summarised and analysed. There were a total of 72 responses. 18 were submitted either by email or post. 53 were submitted via the online survey. Additional comments were made either verbally or by annotating posters at the drop-in meeting.
- 3.2** The majority of respondents supported the adoption of the appraisal, and agreed with the recommendations of the management plan. Many agree that more should be done to protect the character of the area.
- 3.3** 41 respondents answered 'yes' to the question 'Do you support the adoption of the Noel Park Conservation Area Appraisal and Management Plan?' 13 respondents answered 'no' to the same question.
- 3.4** 39 respondents answered 'yes' to the question 'Do you agree with the recommendations of the management plan?' 12 respondents answered 'no' to the same question.
- 3.5** 23 respondents answered 'yes' to the question 'Do you support the proposed extension to the conservation area?' 11 respondents answered 'no' to the same question.
- 3.6** 15 anonymous responses were received via the online survey. These were received in quick succession and didn't provide name, address, contact details or comments, so were disregarded for the purposes of the above analysis. It is however noted that all 15 answered 'no' to all three of the questions given above.
- 3.6** The table on the next page summarises the main concerns expressed in the consultation responses, and the Council's response to them.

Consultation comments	Council response
<p>The majority of respondents are in support of adopting the appraisal, and agree with the recommendations of the management plan</p> <p>Many emphasise the area's special character and think more should be done to protect it.</p>	<p>Support noted</p>
<p>Many respondents consider that the design guide is a valuable part of the appraisal. There are some suggestions for additional advice to be included, and minor amendments to be made to the existing advice. It is suggested that the information be summarised in a leaflet to be distributed within the estate.</p>	<p>Ch 8.3 (Design Guide) to be revised accordingly. Advice to be added or clarified: Energy efficiency and micro-generation equipment, placement of satellite dishes, advice on brickwork maintenance, gardens, roof ventilation, paint colours.</p> <p>The council will consider producing a leaflet summarising the design guidelines after adoption of the appraisal.</p>
<p>There was concern expressed that (on a small number of issues) the advice in the design guide is too prescriptive and limiting (e.g. advice on paint colours), when a different solution might work equally well.</p>	<p>Text amended at Ch 8.3 Design Guide to clarify that there may be other options available.</p>
<p>Many respondents expressed concern over the number of inappropriate alterations to houses especially UPVC windows, which have harmed the character of the area. Many respondents support stricter enforcement of planning rules. There are some concerns that it might not be possible to enforce the rules effectively, especially given the extent of existing unsympathetic alterations.</p>	<p>The adopted appraisal will support our ability to enforce effectively in the area, as well as support consistent decision making in development management and improve public awareness of which alterations require planning consent. The proposed extension of the conservation area and Article 4 direction will give consistency across the estate, and increase our control with regard to minor alterations.</p>
<p>There were suggestions that a comprehensive written or photographic record of the current state of Noel park properties would enable more effective enforcement, providing a means of determining which alterations have taken place recently and are therefore enforceable.</p>	<p>A recommendation will be included in the document that the council considers compiling a dated photographic survey of the conservation area as an aid to monitoring changes and enforcement. It may be possible to engage local volunteers in this.</p>

<p>It was suggested that a short row of shops (numbers 1-17 odd Salisbury Rd) is also included in the conservation area. The buildings are identified by some consultees as making potentially making a contribution to local amenity and character.</p>	<p>Initial site research for the appraisal included a comprehensive assessment of areas surrounding the conservation area with a view to amending the boundaries if necessary. There are a number of buildings outside of the conservation area boundary that were contemporary with the original estate, but weren't recommended for inclusion because their character had changed.</p> <p>NPPF Policy 127 states that when designating conservation areas, local planning authorities should ensure that an area justifies such status because of its special architectural or historic interest. A further site visit was conducted to assess the condition of this terrace, and it is not recommended for inclusion in the conservation area as much of the architectural quality has been lost (including all original shop front and the majority of windows.)</p>
<p>A number of consultees thought that Noel Park properties are cold and/or damp, and that there is a need to improve thermal performance.</p>	<p>Advice on insulation and energy efficiency improvements to be included within the design guide.</p>
<p>A number of concerns were expressed that the rear extension 'pods' on Gladstone Avenue are not fit for purpose and should be replaced with something more appropriate.</p>	<p>The conservation team will work with Homes for Haringey to ensure that any solution is appropriate to the historic setting.</p>
<p>Concern expressed over the number of houses being subdivided for rental purposes, and the detrimental effect on the neighbourhood.</p>	<p>While it is recognised that subdivisions can lead to problems such as proliferation of bins, this is not a conservation issue and is dealt with by the Council's wider planning policy, and enforcement team.</p>
<p>Many respondents expressed concerns about fly-tipping, proliferation of bins in the street and other rubbish related issues. It was suggested that more enforcement in this area would be beneficial.</p>	<p>While it is recognised that these things can have an effect on the character of the area, it is not really a conservation issue. The team Noel Park initiative is working hard to address issues such as fly-tipping and waste management in the area.</p>

There was a detailed response from Historic England which generally supports the documents, with some minor suggested amendments to the design guide and character appraisal, and support expressed for the extension to the conservation area.	Minor amendments to be made in line with recommendations in most instances. The wording of <i>Summary of Special Interest</i> (Ch 2) is to be amended to more accurately reflect the value of the area to the community, and its borough-wide significance.
A small number of respondents do not support the introduction of stricter rules (with the extension of the Article 4 Direction), citing the additional cost of complying with conservation guidelines, or concern about the loss of their permitted development rights.	While there can be additional costs associated with living in a historic building, the design guidelines in the management plan offer advice that balances the practical needs of residents with the need to preserve the area's historic character. In many cases, the measures recommended in the design guide reflect the most efficient and effective ways to keep the houses in good repair.
Some respondents have concerns about the appraisal and management plan on the grounds that much of the original character of the area has already been lost due to insensitive alterations, making the document a waste of time.	We recognise there has been a lack of enforcement in the area, and the historic character has been harmed in the past. However, the estate is still considered to be a significant heritage asset, and with many features worth protecting.
Comments to the effect that street lighting is inadequate and certain areas are too dark at night.	Text amended to address this issue in Ch 7, Problems, issues and opportunities.

#### 4. Next steps

- 4.1** The council considers all comments and where appropriate and within the remit of the conservation area appraisal and management plan, has suggested amendments to the document to reflect consultation comments. The consultation exercise is considered to be successful, demonstrating widespread support for the aims and recommendations of the appraisal and management plan, and providing input and suggestions so that the final document will better reflect the needs and outlook of the local community.
- 4.2** The final amended appraisal and management plan will be referred back to the cabinet for adoption in March 2016.

This page is intentionally left blank

## Noel Park Conservation Area Appraisal and Management Plan

## Schedule of Amendments

P3	<p><b>Summary of Special Interest</b></p> <p>The picturesque architectural composition of the Noel Park estate, with its narrow plots, hierarchical house types, and closely planned grid of tree-lined streets encompasses c.2000 terraced dwellings. Since its development between 1881 and 1913, Noel Park has fostered a tightly-knit community, attracted by its richly decorated, small, well designed houses. One of four London estates developed by the Artisans, Labourers and General Dwellings Company, it reflects the wider Victorian philanthropic aspirations to provide better conditions for workers.</p>	<p>Wording changed to better capture the special significance of the estate, reflecting recommendations from Historic England</p>
P3	<p><b>Summary of special interest</b></p> <p>The estate also reflects the creation of speculative suburban development in the latter half of the nineteenth century, enabled by the development of London's railways network. Noel Park, alongside other historic estates such as Tower Gardens and the Campsbourne Cottage Estate, form an important part of the history of the development of the borough from isolated hamlets and villages to denser suburbs.</p>	<p>Paragraph added to better capture the borough wide significance of the estate, reflecting recommendations from Historic England</p>
P5	<p><b>Community Based Partnership</b></p> <p>A six-week public consultation on the draft document was held in December 2016. The document was made available on the Council's website as well as at Wood Green Central Library and the Haringey Civic Centre. Notices were issued in the press and information about the consultation mailed to each address within the area on the Council's database. Consultees were invited to comment on the document online or by post or email. Additionally, a public meeting was held at Shropshire Hall in Noel Park where consultees were invited to ask questions and make detailed comments.</p> <p>The public consultation was considered a success, demonstrating a good level of support within the community for the adoption of the new appraisal, and providing input and suggestions so that the final document better reflects the needs and outlook of the local community.</p>	<p>Text added to reflect the current stage of the project</p>

P41	<b>Uses Within the Area</b> The Church, School and Shropshire Hall Children's centre are grouped together around Gladstone Avenue, providing a focus for the whole estate. This area takes on a noticeably different and more vibrant character at the end of the school day, when the streets fill up with families leaving school. These community assets lend spatial and functional coherence to the estate and are characterised by purpose built, larger and more ornate buildings.	Paragraph amended to better reflect both the significance of community amenity uses within the area, and their changing character at different times, in response to comments from Historic England.
P43	<b>Trees and Open Space</b> The friendship tree on Morley Avenue is a particularly important example, providing a focal point for street views and being well-liked by those living locally. Unfortunately it has suffered from some fly-tipping.	Paragraph added to acknowledge the special significance of the 'friendship tree' in response to comments from consultees.
P49	<b>Summary</b> The deterioration of the original built fabric and the inadequacies of the original houses (when judged by modern standards) mean that appropriately designed alterations and repairs have been necessary and will continue to be necessary in order to preserve the usefulness of the estate.	Text amended for clarity in response to comments from Historic England.
P51	<b>Problems, Issues and Opportunities</b> Some areas suffer from a cluttered appearance due to the proliferation of signs, etc. The area is dark and less inviting after dark, and might benefit from improvements to street lighting. Residents report increased incidents of fly-tipping which may be linked to general run-down appearance of some areas.	Reference to street lighting added to reflect a number of comments from residents.
P51	<b>Problems, Issues and Opportunities</b> Setting is an important consideration in the ongoing management of heritage assets. In this case, changes in areas outside the boundary of the conservation area have had an effect on its significance. The cohesive character of the conservation area and its legibility has been eroded by nearby developments, the design of which does not respect the setting of the estate. This is particularly pronounced in respect of the scale of nearby large commercial premises, and the location of their service access.	Discussion of setting added in response to comments from Historic England, to reflect the importance of setting in the management of a heritage asset.
P53	<b>Boundary Review</b> There are some areas of housing <u>and parades of shops</u> near the boundary of the conservation area which are contemporary with the rest of the estate and share the same architectural style and features. <u>However, these are not recommended for inclusion in the conservation area. In some cases</u> they are not contiguous with the rest of the estate: they are separated from it by areas of later infill in the area previously occupied by the railway line. Furthermore, <u>the streetscapes in which these buildings sit</u> <del>these areas</del> have a different character due to large areas of later development, the proximity of large modern buildings, or <u>loss of architectural character and original features</u> . For these reasons it is not suggested that they are included within the conservation area.	Text amended to more clearly reflect the boundary review process, in the light of questions and suggestions received during consultation.

P55	<b>Development Management</b> Trees within the conservation area enjoy additional protection. The council must be notified at least six weeks in advance where it is intended that works are carried out to a tree within the conservation area. This gives the council time to enact a tree preservation order if it is considered necessary.	Additional information included in response to consultation comments.
P55	<b>Enforcement</b> It is recommended that as an aid to enforcement and monitoring, the Council seek to establish a comprehensive dated photographic record of the condition of properties in Noel Park. It may be possible to engage volunteers in this project	Additional recommendation included in response to suggestions made in consultation comments.
P57	<b>Design Guide</b> The guidelines reflect what the council considers to be the best approach, but it may also be possible to preserve and enhance the appearance of buildings in Noel park using techniques or approaches to design not specified here.	Sentence added for clarity/accuracy, and in response to comments concerned that the guidelines are too prescriptive.
P63	<b>Design Guide – Roofs</b> The original clay ridge and hip tiles are an important feature and where possible these should be retained . New tiles should match the originals. Where modern insulation is installed in the roof, it may be necessary to provide additional ventilation to prevent moisture build-up within the roof structure. This can be achieved sensitively by incorporating an unobtrusive ventilation system under the ridge tiles and at the eaves. Vents should not be installed on the roof slope.	Advice revised to reflect our experiences renewing roofs as part of Decent Homes upgrades, to reflect the preferred method.
P65	<b>Design Guide – Facades and Brickwork</b> Where paint cannot be removed, it will be acceptable to repaint in a suitable colour that appears unobtrusive in the context of the street..This would usually be a carefully chosen matt brick red or neutral shade.	Advice amended to address concerns raised at consultation that 'matt brick red' was not appropriate in some street contexts, and that some of the reds were too garish.
P67	<b>Design Guide – Boundary Walls and Front Gardens</b> Residents are encouraged to keep front gardens in good repair and avoid replacing greenery with hard surfaces, as this can have a detrimental effect on the streetscape. Refuse should not be stored in front gardens.	Advice added in response to consultation comments to reflect the importance of front gardens to the character of streets.
P70	<b>Design Guide</b> ENERGY EFFICIENCY AND MICROGENERATION EQUIPMENT When upgrading older properties for energy efficiency, it is important not to disrupt the natural thermal performance of the building. Older buildings tend to be constructed from permeable materials and it is important that water vapour is able to evaporate from the fabric to prevent moisture build up. The installation of some modern insulation materials can alter this and cause damp to build up on or within the structure leading to problems such mould growth, rot and decay. It is usually better to choose vapour permeable materials such as natural wool, and great care should be taken to provide appropriate ventilation and to avoid 'cold spots' where condensation can occur.  The first measure should always be repairs and draft proofing, which can deliver significant improvements with very little disruption	Advice added in response to a number of comments about damp/cold issues and at the suggestion of Historic England.

and cost. Care should be taken to provide sufficient ventilation. The installation of modern energy efficient boilers, appliances and heating systems, which will generally not harm the building's character.

Repairing and draft-proofing windows can deliver significant improvements in their thermal performance, as can the use of blinds, shutters, and secondary glazing. Where it is necessary to replace a window, appropriately designed double glazing will be considered appropriate (see p59 'Windows').

It will usually be possible to install insulation in the roof with good results. If additional ventilation is needed, this should be incorporated in to the ridge and under the eaves. Vents should not be installed on the roof slope. Walls in Noel Park are of solid brick so will be difficult to insulate effectively. External wall insulation should not be used. It may be possible to insulate the walls internally but materials should be chosen and installed with great care in order to avoid moisture build-up or cold spots. Expert advice should be sought.

Micro-generation equipment such as solar panels will often deliver improvement in the overall energy efficiency of the building but its application in the conservation area will necessarily be limited. It is not appropriate to install solar panels or other microgeneration equipment on facades or roof slopes that are visible from the street, and other interventions should be considered in the first instance. Detailed advice about improving energy efficiency in older buildings is published by Historic England and is available on their website: [www.historicengland.org.uk/advice/your-home/saving-energy/](http://www.historicengland.org.uk/advice/your-home/saving-energy/)

**Report for:** Regulatory Committee 15<sup>th</sup> February 2016

**Title:** Revised Local Development Scheme.

**Report**

**authorised by :** Stephen Kelly, Assistant Director, Planning

**Lead Officer:** Matthew Patterson, Head of Strategic Planning (x5562)

**Ward(s) affected:** All

**Report for Key/**

**Non Key Decision:** Key Decision

**1. Describe the issue under consideration**

This report sets out the revised timetable for the Local Plan documents the Council is intending to prepare over the coming years. The revised Local Development Scheme (LDS) is intended to replace the current outdated LDS published in January 2015.

**2. Recommendations**

The Committee is requested to:

- A. Note and comment on (if necessary) the revised Local Development Scheme (LSD) at Appendix A; and
- B. Subject to any comments the Committee might have, recommend that Cabinet approve the revised Local Development Scheme (LDS) at Appendix A and that in doing so Cabinet resolve that the LDS is to have effect and in the resolution specify the date from which the scheme is to have effect.

**3. Reasons for decision**

Under Section 15 (1) of the Planning and Compulsory Purchase Act 2004 (as amended), the Council has a statutory duty to maintain an up-to-date LDS. The revised LDS fulfils this duty, reflecting the current timetable for the preparation of the Development Planning Documents that, when adopted, will comprise Haringey's Local Plan.

**4. Alternative options considered**

The option of not updating the LDS has been considered but is dismissed. Section 19 (1) of the Planning and Compulsory Purchase Act 2004 (as amended) requires that all Development Plan Documents (DPDs) be prepared in accordance with the LDS. This includes complying with the timetable contained in the LDS for each of the relevant DPDs. If the project timetables for preparing a DPD and that in the LDS differ significantly, this is likely to lead to a finding of non-compliance with the statutory legal test at the independent examination of the relevant DPD, making the document 'unsound'.

Therefore, the only valid option available is to revise the out-of-date project timetable in the LDS to reflect the current timetable to satisfy the legal requirements of the Act.

## 5. Background information

The LDS is important because it is intended to keep the public and other stakeholders informed of the planning policy documents the Council has or is intending to prepare that will comprise the Local Plan for the Borough. Importantly, it also establishes the timetable for when each document will be prepared, highlighting key milestones such as the public consultation stages. Haringey's Local Plan will guide the quantity, quality and spatial distribution of new development in the Borough, updating the current Strategic Policies DPD and replacing the current saved policies of the Unitary Development Plan.

Council's current LSD was revised and adopted in January 2015. It sees the alterations to the Strategic Policies DPD, the Development Management Policies DPD, the Site Allocations DPD, and the Tottenham Area Action Plan all progress in tandem to the same timetable. In accordance with the current LDS timetable, Preferred Options consultation was undertaken on all four documents in January 2015. The volume and nature of comments received was significant and resulted in further time being required to analyse these, respond to each, and to amend the documents ready for Pre-Submission publication and Submission. As a result the current timetable has slipped by approximately 3 months but has also impacted on the proposed timetable for preparing and consulting on the Wood Green Area Action Plan, which has also slipped 3 months.

A further Regulation 18 consultation stage has also been proposed for the Wood Green AAP, reflecting the fact that Council will wish to prepare draft site allocations and locally specific policies for the area, and will want to get residents and landowner views on these before finalising the AAP.

Delays to the North London Waste Plan are as a result of further work to be done on site selection and ensuring a robust assessment of these.

The following table shows the current and revised timetable for preparing the Local Plan documents.

DPD	Stage	Current LDS	Revised LDS
Alt to Strategic Policies Site Allocations DM Policies Tottenham AAP	Pre-submission	Sept 2015	Jan 2016
	Submission	Nov 2015	March 2016
	Examination	April 2016	July 2016
	Adoption	Aug 2016	Nov 2016
Wood Green AAP	Issues & Options	Nov 2015	Feb 2016
	Preferred Option		Oct 2016
	Pre-submission	June 2016	April 2017
	Submission	Sept 2016	June 2017
	Examination	Jan 2017	Oct 2017
	Adoption	May 2017	Dec 2017
North London Waste Plan	Pre-submission	Feb 2016	June 2016
	Submission	June 2016	Aug 2016
	Examination	Nov 2016	Dec 2016
	Adoption	March 2017	March 2017

## 6. Contribution to strategic outcomes

The completion of key planning documents assists in the delivery of corporate priorities 4 & 5 primarily. Not only does it enable the Council to better manage development in the Borough, but assist in the delivery of other corporate priorities around regeneration, economic development and housing delivery including:

- identifying sufficient land for Haringey's future growth and development needs;
- focusing growth and development to where it can be best managed;
- securing inward investment through the development of key strategic sites, including those in Tottenham and Wood Green;
- assisting with land assembly required to bring about comprehensive development that maximises the delivery of community benefits;
- ensure Wood Green town centre fulfils its potential as a thriving and distinctive metropolitan centre;
- securing and sustaining the vitality and viability of our District and Local Centres and designated employment areas; and
- enhancing the quality and capacity of social and physical infrastructure required to support growth and achieve more sustainable communities.

## 7. Statutory Officers comments

### Finance and Procurement

The documents to be prepared under this LDS have been budgeted for, and are covered under existing planning team budgets, with the exception of the North London Waste Plan. The next iteration of the NLWP is programmed to be reported to Cabinet in June this year, at which point a request for the necessary budget will be made (noting that the NLWP is being prepared by consultants on behalf of all seven North London boroughs. It should also be noted that any reduction in funding over the LDS timetable will necessarily have an impact upon the timely production of these documents.

### Legal

The Assistant Director of Corporate Guidance has been consulted on the preparation of this report and comments as follows.

Under section 15 (1) of the Planning and Compulsory Purchase Act 2004 (as amended) local planning authorities must prepare and maintain a Local Development Scheme (LDS).

The local planning authority must revise their LDS at such time as they consider appropriate or when directed to do so by the Secretary of State or the Mayor of London.

The LDS must specify the following:

- the local development documents which are to be development plan documents;
- the subject matter and geographical area to which each development plan document is to relate;
- which development plan documents (if any) are to be prepared jointly with one or more other local planning authorities;

- any matter or area in respect of which the authority have agreed (or propose to agree) to the constitution of a joint committee under section 29;
- the timetable for the preparation and revision of the development plan documents; and
- such other matters as are prescribed.

LDSs are subject to direction by the Secretary of State and or the Mayor of London and these must be complied with.

To bring the scheme into effect, the local planning authority must in due course resolve that the scheme is to have effect and in that resolution specify the date from which the scheme is to have effect.

Local planning authorities should publish their Local Development Scheme on their website.

### **Equality**

An Equalities Impact Assessment (EQIA) of the LDS is not required that detailed equality impact assessment issues will fall to be considered when any new policy document emerges.

## **8. Use of Appendices**

Appendix A: Proposed Revised Local Development Scheme

## **9. Local Government (Access to Information) Act 1985**

Background documents:

Current Local Development Scheme (adopted January 2015)

[http://www.haringey.gov.uk/sites/haringeygovuk/files/timetable\\_for\\_development\\_plan\\_documents\\_for\\_haringey\\_local\\_development\\_scheme\\_2015-2018.pdf](http://www.haringey.gov.uk/sites/haringeygovuk/files/timetable_for_development_plan_documents_for_haringey_local_development_scheme_2015-2018.pdf)

## **Haringey Revised Local Development Scheme 2016 - 2019**

**Draft January 2016**

---

### **Contents**

<b>1.</b>	<b>Introduction</b>	<b>2</b>
<b>2.</b>	<b>Background to Plan Making</b>	<b>2</b>
<b>3.</b>	<b>Haringey's Local Plan</b>	<b>8</b>
<b>4.</b>	<b>Managing the Local Plan Process</b>	<b>14</b>

### **Appendices**

<b>A.</b>	<b>Haringey's Local Plan Evidence Base</b>	<b>16</b>
-----------	--	-----------

### **Preface**

This revised Local Development Scheme (LDS) replaces that which was brought into effect in January 2015 and is intended to provide an update as to the current programme for preparing the various documents that make up the Haringey Local Plan, in compliance with the Localism Act 2011.

## **1. INTRODUCTION**

- 1.1 Local Planning Authorities are required to produce a Local Development Scheme (LDS). This is a rolling three-year project plan setting out all the planning documents to be produced by the authority and the timetable for their preparation. The timetable should identify specific milestones for measuring completion of each part of the document preparation process.
- 1.2 Local Plan documents contain the policies which all planning applications are considered against, unless a material consideration indicates otherwise.
- 1.3 The Localism Act 2011 allows Local Planning Authorities to adopt their own Local Development Schemes without approval from the Secretary of State and Mayor of London. However, it makes provisions for certain interventions by the Secretary of State or Mayor of London. It also maintains the requirements to produce an LDS and keep it up to date as set out by the Planning and Compulsory Purchase Act 2004.
- 1.4 This LDS covers the period 2016 - 2019 and supersedes the Council's adopted LDS published in January 2015.

## **2 BACKGROUND TO PLAN MAKING**

### **Local Development Framework and the Local Plan**

- 2.1 The Planning and Compulsory Purchase Act 2004 introduced the Local Development Framework which comprises different sorts of Local Development Documents. However, these terms are no longer used in the new national guidance. The National Planning Policy Framework (March 2012) defines the Local Plan as the plan for the future development of the local area, drawn up by the Local Planning Authority in consultation with the local community. Core Strategies and other planning policies, which under the regulations would be considered to be Development Plan Documents (DPDs), now form part of the Local Plan. Therefore, documents which previously were referred to as the Haringey Local Development Framework are now referred to as the Haringey Local Plan.
- 2.2 The NPPF requires Local Planning Authorities to produce a Local Plan for their area. This can be reviewed in whole or in part to respond flexibly to changing circumstances. Any additional DPDs should only be used where clearly justified. Supplementary Planning Documents (SPDs) should be used where they can help applicants make successful applications or aid infrastructure delivery, and should not be used to add unnecessarily to the financial burdens on development.
- 2.3 This LDS contains details of the production timetable of Haringey's DPDs that form the Local Plan for the Borough.

### **The Local Development Scheme**

- 2.4 The LDS is a 3-year project plan setting out all the DPDs to be produced along with a timetable for their preparation. It allows the community and stakeholders to find out about the Council's future intentions for the planning of the Borough.

### Plan Making

- 2.5 Local Plans must be prepared with the objective of contributing to the achievement of sustainable development. They should be based on a proportionate evidence base which includes adequate, up-to-date and relevant evidence about the economic, social and environmental characteristics and prospects of the area.
- 2.6 All of the DPDs which the Council intends to produce must also be:
- consistent with national planning policies (unless there is a robust reason for why Haringey requires any variation to those policies);
  - in general conformity with the adopted Mayor's London Plan; and
  - all of the DPDs and subsequent SPDs must conform with the Borough Spatial Strategy.
- 2.7 The Council is required to identify a clear chain of conformity between documents. The Mayor will provide an opinion as to the general conformity of all DPDs with the London Plan. If his opinion is that the document is not in general conformity with the London Plan, the Mayor will make representations to this effect for the Council and the Planning Inspector, appointed to undertake the independent examination of the DPD, to consider.

### Development Plan Documents

- 2.8 There are two types of Local Development Documents: Development Plan Documents (DPDs): This includes adopted Local Plans, neighbourhood plans and the London Plan. These plans are statutory and are scrutinised by a Planning Inspector at an examination and can comprise a Local Plan, Core Strategy, Site-specific Allocations, and Area Action Plans.
- 2.9 The key stages of DPD preparation are set out in **Figure 1** below.

**Figure 1: Key Stages of Development Plan Document Preparation**

Stage	Description
Consult on sustainability appraisal scoping report	The SA scoping report sets out the sustainability objectives used to appraise the economic, social and environmental effects of the DPD. The SA scoping report is subject to consultation.
Public participation (Regulation 18)	Opportunity for interested parties and statutory consultees to consider the options for the plan before the final document is produced. Community engagement on the emerging DPD is undertaken in accordance with the regulations and the adopted Haringey Statement of Community Involvement

Pre-Submission Publication (Regulation 19)	The Council publishes the DPD which is followed with a minimum 6 week period when formal representation can be made to the DPD.
Submission (Regulation 22)	The Council submits the DPD to the Secretary of State with the representations received and Council's summary of those representations.
Examination in Public	The Planning Inspector appointed by the Secretary of State hears evidence from invited parties to inform his or hers consideration of the soundness of the DPD.
Receipt of Inspector's Report	The Council receives the Inspector's report, which may contain minor modifications that will need to be incorporated before adoption
Adoption	The Council can formally adopt the DPD and use it for the purpose of development management.

2.10 Supplementary Planning Documents (SPDs): These are non-statutory plans that are not scrutinised by a Planning Inspector and can be formally adopted by the Council's Cabinet. SPDs do not set policy, but expand upon or explain how policies in adopted DPDs should be applied, and are capable of being a material planning consideration in planning decisions, but are not part of the development plan. The key stages of SPD preparation are set out in **Figure 2** below:

**Figure 2: Key Stages of Supplementary Planning Document Preparation**

Stage	Description
Undertake and consult on strategic environmental appraisal screening opinion	SEA screening opinion in accordance with EU Directive on environmental assessment to determine whether a proposed SPD requires full appraisal. The SEA screening opinion is subject to consultation.
Publish draft SPD for consultation (Regulation 12)	Representations invited on a draft SPD, in accordance with the regulations and the adopted Haringey Statement of Community Involvement.
Adoption	The Council makes necessary amendments to the SPD to take account of comments made and adopts the SPD for use as material consideration.

2.11 The list of adopted SPDs is as follows:

#### Borough wide

- Planning Obligations
- Sustainable Design and Construction

#### Area Specific

- Tottenham Hale Urban Centre Masterplan
- Haringey Heartlands Development Framework
- Lawrence Road Planning Brief
- House Extensions in South Tottenham
- Finsbury Park Town Centre
- Myddleton Road Local Shopping Centre - Policy Guidance Note

- 2.12 The Council intends to review the above existing SPDs once the Local Plan policies have been adopted, and is proposing to prepare further SPDs targeting site delivery, including area and site based masterplans and design codes for growth areas, as well as topic based guidance to aid policy interpretation around proposals for tall buildings and basements. The timetable for the review and preparation of new SPDs will be made available on the SPD homepage on the Council's website.

### Supporting evidence and other planning documents

- 2.13 Whilst not forming part of the Local Plan, the Council has also produced other supporting documents to aid in the preparation or implementation of Local Plan policies:
- A detailed evidence base;
  - The Statement of Community Involvement (revised and adopted February 2011);
  - Sustainability Appraisal & Strategic Environmental Assessment;
  - Local Plan Policies Map (Hard and online versions last updated March 2013);
  - Community Infrastructure Levy: Charging Schedule (Implemented 1st November 2014); and
  - Authority's Monitoring Report (prepared annually).

### Evidence Base

- 2.14 In order to carry out the preparation of the Local Plan, the Council will develop and maintain a sound evidence base. Necessary research has already been conducted, and will be supplemented by research undertaken by partners, other organisations, and the community. Providing a sound and comprehensive evidence base is fundamental to developing sound planning documents. **Appendix A** outlines the key evidence base documents prepared to date to help inform preparation of the Local Plan.

### Statement of Community Involvement (SCI)

- 2.15 A significant concern of planning policies is to improve community and stakeholder involvement from the outset so they reflect a collective vision. This commitment is reinforced by the requirement for all Local Authorities to produce a Statement of Community Involvement (SCI). The Haringey SCI was adopted in February 2008. Given the changes to the planning system since 2008, the Haringey SCI has been the subject of two revisions, in 2011 and in 2015 (the latter not adopted as yet). The current and previous iterations of the Haringey SCI are made available on the Council website at [http://www.haringey.gov.uk/index/housing\\_and\\_planning/planning-mainpage/policy\\_and\\_projects/local\\_development\\_framework/sci.htm](http://www.haringey.gov.uk/index/housing_and_planning/planning-mainpage/policy_and_projects/local_development_framework/sci.htm). The SCI details how the community and stakeholders will be involved in the preparation, alteration and review of all local Development Plan Documents, as well as the consideration of minor and major planning applications. The SCI is not a DPD, and the requirement for SCIs to be subject to public examination has been removed. However, to ensure the SCI remains relevant and has regard to new methods of

engagement, the SCI will continue to be subject to review and updating as necessary.

### **Duty to Cooperate**

2.16 Under the Localism Act 2011 local planning authorities are required to “engage constructively, actively and on an ongoing basis” with neighbouring planning authorities and a prescribed list of bodies when preparing DPDs and other local policy documents concerning matters of “strategic significance” – which are matters affecting two or more local planning authorities.

2.17 The prescribed list of bodies is:

- The Environment Agency;
- The Historic Buildings and Monuments Commission for England;
- Natural England;
- The Mayor of London;
- The Civil Aviation Authority;
- The Homes and Communities Agency;
- NHS (Joint Commissioning Bodies);
- Office of Rail Regulation;
- The Highways Agency;
- Transport for London;
- Integrated Transport Authorities;
- Highways Authorities; and
- The Marine Management Organisation.

2.18 Neighbouring Boroughs, Lee Valley Regional Park Authority, and the prescribed list bodies will be engaged during the preparation of local development documents. An auditable record of duty to cooperate actions will be maintained.

### **Sustainable Appraisal (SA) & Strategic Environmental Assessment (SEA)**

2.19 Sustainability Appraisal (SA) is required for all DPDs. It is an integral component of all stages of plan preparation. The purpose of a SA is to promote sustainable development through better integration of sustainability considerations into the preparation and adoption of plans. The SA embraces economic, environmental and social objectives, and therefore has a wider scope than Strategic Environmental Assessment (SEA), which is required by EU Directive (2001/42/EC) and is primarily concerned with environmental impacts.

2.20 An SA/SEA is undertaken in 4 key stages:

- Stage A, Scoping report - published at the pre-production stage;
- Stage B, Interim Sustainability Appraisal - published at the Issues and Options stage;
- Stage C, Interim Sustainability Appraisal - published at the Preferred Options stage;
- Stage D, Final Environmental Report published at the Pre-Submission stage.

2.21 Work on producing a DPD cannot proceed without corresponding work on the SA/SEA. Therefore, each DPD produced within the Council's LDF will be supported by an SA. Both the draft documents and the SA will be made publicly available for

consultation at the same time and comments invited on both. The findings of the SA, in informing each DPD, will be a material consideration in determining soundness of the documents at the examination in public.

## **Local Plan Policies Map**

- 2.22 The Policies Map identifies site allocations and areas of planning constraint, such as the Green Belt and other local and national environmental designations. The policies map is updated as new DPDs are prepared or revised so as to illustrate, graphically, the application of the policies of the DPD. The policies map is typically made available as both a hard copy but more often as electronic version, allowing for designations and other policy layers to be switched on or off as required and the scale to be altered to focus in on a relevant area or site.

## **Community Infrastructure Levy (CIL)**

- 2.23 Haringey's CIL came into effect on 1st November 2014 and enables the Council to levy a charge on certain types of new development to help fund improvements to local infrastructure such as schools, transport, green spaces, health and leisure facilities necessary to support new development and ensure these create sustainable communities. Haringey's CIL is an additional levy on top of the London Mayor's existing Crossrail CIL. Further details on the Haringey CIL are available on the Council's website: <http://www.haringey.gov.uk/CIL>. Given the setting of the levy is based on development viability, it is appropriate that charging rates are kept under review and a new charging schedule prepared when values change significantly.

## **Authority's Monitoring Report (AMR)**

- 2.24 The Localism Act 2011 requires monitoring of both the production and implementation of the plans through an Authority Monitoring Report (AMR). The AMR is published yearly and assesses:
- The state of the Borough's environment, identifying development trends, patterns of land-use, as well as transport and population/ socio-economic trends in order to provide a 'baseline' for sustainability appraisal, the identification of issues or problems, providing the context reviewing development plan policies or policy omissions;
  - The implementation of the Local Development Scheme and whether revisions to the scheme are necessary;
  - The extent to which the development plan objectives and policies are being achieved; and
  - Development management performance.
- 2.25 Haringey's AMRs are available on the Council's website at: [http://www.haringey.gov.uk/index/housing\\_and\\_planning/planning-mainpage/policy\\_and\\_projects/local\\_development\\_framework/amr.htm](http://www.haringey.gov.uk/index/housing_and_planning/planning-mainpage/policy_and_projects/local_development_framework/amr.htm)

## **Neighbourhood Plans**

- 2.26 A further recent Government led initiative is allowing communities to directly plan for the development and growth of their local area by preparing a neighbourhood plan. These are required to go through a similar process for preparation as DPDs, must be in conformity with national, regional and local core policies, and when adopted, form part of the Borough Local Plan.
- 2.27 There are currently two emerging neighbourhood plans within the Borough. These relate to the Highgate area, which includes areas in both Haringey and Camden, and the Crouch End area. The Council will support both Neighbourhood Forum in bring forward their plans and will engage with other local communities groups across the Borough who may also wish to consider preparing a neighbourhood plan for their area in the future. Further information on neighbourhood plans is provided on the Council's website: [http://www.haringey.gov.uk/neighbourhood\\_planning](http://www.haringey.gov.uk/neighbourhood_planning), including useful guidance on the process to be followed and a link to Neighbourhood Plans being advance in Haringey.

### 3. HARINGEY'S LOCAL PLAN

- 3.1 Planning applications for development must be determined in accordance with the development plan for the area unless material considerations indicate otherwise<sup>1</sup>. The development plan for Haringey currently comprises:
- The London Plan (July 2011) <http://www.london.gov.uk/priorities/planning/londonplan>
  - The Haringey Local Plan Strategy Policies (March 2013) [http://www.haringey.gov.uk/index/housing\\_and\\_planning/planning-mainpage/policy\\_and\\_projects/local\\_development\\_framework/local\\_plan\\_adoption/corestrategy.htm](http://www.haringey.gov.uk/index/housing_and_planning/planning-mainpage/policy_and_projects/local_development_framework/local_plan_adoption/corestrategy.htm)
  - Saved Policies of the Haringey Unitary Development Plan (UDP) (July 2006). [http://www.haringey.gov.uk/udp\\_saved\\_policies\\_post\\_local\\_plan\\_adoption\\_march\\_2013\\_1.pdf](http://www.haringey.gov.uk/udp_saved_policies_post_local_plan_adoption_march_2013_1.pdf) . Further UDP policies were deleted after the adoption of the Strategic Policies in March 2013 and are listed in Appendix 1 of that document.
- 3.2 Other proposed DPDs (as set out in the remainder of this section) in Haringey's Local Plan will replace the remaining saved policies in the Haringey Unitary Development Plan once adopted.
- 3.3 Relevant national, regional and local guidance, including supplementary planning documents and guidance, as well as planning briefs make up the remainder of the documents used in determining planning applications in Haringey.
- 3.4 The schedule below outlines all the DPDs that the Council has, or proposes to produce, and indicates how these relate to each other and with national and regional planning policy (i.e. the 'chain of conformity').

#### Haringey's Local Plan

Document	Status	Brief Description	Geographic	Chain of	Schedule
----------	--------	-------------------	------------	----------	----------

<sup>1</sup> Section 38(6) of the Planning and Compulsory Purchase Act 2004

Title			Coverage	Conformity	Date of Adoption
Strategic Policies	DPD	Sets out the Council's Spatial Strategy for how Haringey will develop and grow over the next 15 years taking account of social, environmental and economic issues and pressures.  <b>Currently subject to a partial review</b>	Borough Wide	General conformity with National Planning Policy Framework and London Plan  All other DPDs will conform with the Strategic Policies	Initially March 2013  Partial Review version to be adopted November 2016
Development Management Policies	DPD	Contains detailed criteria based policies that planning applications for development or land use will be assessed against	Borough Wide	To conform with the Strategic Policies	November 2016
Site Allocations	DPD	Identifies the locations and sites, except for those set out in the Area Action Plans, for specific types of development in order to ensure the vision, objectives and strategy of the Strategic Policies are implemented.	Borough outside of the Area Action Plan areas	To conform with the Strategic Policies	November 2016
Tottenham Area Action Plan	DPD	Sets out a comprehensive set of policies, proposals and site allocations for future development within the Tottenham area	Tottenham area	To conform with the Strategic Policies and London Plan designation	November 2016
Wood Green Area Action Plan	DPD	Sets out a comprehensive set of policies, proposals and site allocations for development and growth within the Wood Green and Haringey Heartlands area	Wood Green and Haringey Heartlands area	To conform with the Strategic Policies and London Plan designation	December 2017
North London Waste Plan	DPD	Joint waste plan for North London, identifying and safeguarding sufficient sites and capacity to manage North London's own waste up to 2031.	North London	General conformity with National Planning Policy Framework and London Plan	March 2017

### Documents Under Preparation

3.5 As noted above, the only Local Plan document adopted to date is the Strategic Policies in 2013. However, since this was adopted, the London Plan has been subject to further alterations, taking account of new growth projects for London. As a result, Haringey's strategic housing requirement will increase from 820 to 1,502 net new homes per annum alongside higher jobs growth projections. This has necessitated a partial review of the Strategic Policies to bring this into line.

3.6 The tables below set out the stages and timetable for the production of each of the Local Plan documents, including the partial review of the Strategic Policies.

**PARTIAL REVIEW OF THE STRATEGIC POLICIES DPD**

<b>Document Profile</b>	
Role and Subject	<p>Adopted in March 2013, it sets out the long term vision of how Haringey, and the places within it, should develop by 2026 and sets out the Council's strategy for achieving that vision.</p> <p>Since adoption, new growth requirements for London and Haringey have been set out in the London Plan. A partial review is required to update, in particular, the quantum of housing to be delivered, as well as to take account of new evidence from updated base studies.</p> <p>The Strategic Policies DPD also sets the context for the other policy documents that make up the Haringey Local Plan.</p>
Geographic Coverage	Borough Wide
Status	DPD
Chain of Conformity	National Planning Policy Framework (NPPF) London Plan consolidated with amendments (2015)
<b>Key Milestones</b>	
Regulation 18: Public participation in the preparation of the DPD	February – March 2015
Regulation 19: Pre-Submission publication (minimum six week period for representations)	January – March 2016
Regulation 22: Submission of DPD and representations to the Secretary of State	March/April 2016
Pre-Examination Meeting	June 2016
Independent Examination	July 2016
Receive Inspector's Report	September 2016
Adoption	November 2016

Partial Review of the Strategic Policies DPD Timetable																							
2016												2017											
J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
	O	O										P	P	P	S		I	E				A	
O	Regulation 18 Consultation											P	Pre-Submission Consultation										
S	Submission to Secretary of State											I	Pre-Examination Meeting										
E	Examination in Public											A	Adoption										

**DEVELOPMENT MANAGEMENT POLICIES DPD**

<b>Document Profile</b>	
Role and Subject	Will contain detailed policies for the assessment of planning applications for development and land use across the borough unless otherwise provided for within an AAP. The policies will generally be criteria based and will focus on giving effect to the strategic objectives and core policies of the Strategic Policies
Geographic Coverage	Borough Wide
Status	DPD
Chain of Conformity	National Planning Policy Framework (NPPF) London Plan consolidated with amendments (2015)

	Haringey Strategic Policies (2013) including that subject to draft partial review
<b>Key Milestones</b>	
Regulation 18: Public participation in the preparation of the DPD	March 2013 February 2015
Regulation 19: Pre-Submission publication (minimum six week period for representations)	January – March 2016
Regulation 22: Submission of DPD and representations to the Secretary of State	March/April 2016
Pre-Examination Meeting	June 2016
Independent Examination	July 2016
Receive Inspector's Report	September 2016
Adoption	November 2016

<b>Development Management Policies DPD Timetable</b>																							
2015												2016											
J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
	O	O										P	P	P	S		I	E				A	
O Regulation 18 Consultation												P Pre-Submission Consultation											
S Submission to Secretary of State												I Pre-Examination Meeting											
E Examination in Public												A Adoption											

**SITE ALLOCATIONS DPD**

<b>Document Profile</b>	
Role and Subject	Identifies sufficient development sites, outside of Tottenham, to meet the identified growth needs/targets of the Local Plan, including those for housing, jobs, and the delivery of required infrastructure. Also establishes specific site requirements against which planning applications will be considered. Council will actively bring forward these sites over the plan period to 2026.
Geographic Coverage	Borough excluding the Tottenham AAP Area
Status	DPD
Chain of Conformity	National Planning Policy Framework (NPPF) London Plan consolidated with amendments (2015) Haringey Strategic Policies (2013) including that subject to draft partial review
<b>Key Milestones</b>	
Regulation 18: Public participation in the preparation of the DPD	January 2014 February 2015
Regulation 19: Pre-Submission publication (minimum six week period for representations)	January – March 2016
Regulation 22: Submission of DPD and representations to the Secretary of State	March/April 2016
Pre-Examination Meeting	June 2016
Independent Examination	July 2016
Receive Inspector's Report	September 2016
Adoption	November 2016

**Site Allocations DPD Timetable**

2015												2016											
J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
	O	O										P	P	P	S		I	E				A	
<b>O</b> Regulation 18 Consultation												<b>P</b> Pre-Submission Consultation											
<b>S</b> Submission to Secretary of State												<b>I</b> Pre-Examination Meeting											
<b>E</b> Examination in Public												<b>A</b> Adoption											

## TOTTENHAM AREA ACTION PLAN

Document Profile	
Role and Subject	Sets out a comprehensive set of policies, proposals and site allocations for development within the Tottenham area. It will ensure development is managed in a comprehensive manner and delivers the social, environmental and economic outcomes sought for this area.
Geographic Coverage	Tottenham
Status	DPD
Chain of Conformity	National Planning Policy Framework (NPPF) London Plan consolidated with amendments (2015) Haringey Strategic Policies (2013) including that subject to draft partial review
Key Milestones	
Regulation 18: Public participation in the preparation of the DPD	January 2014 February 2015
Regulation 19: Pre-Submission publication (minimum six week period for representations)	January – March 2016
Regulation 22: Submission of DPD and representations to the Secretary of State	March/April 2016
Pre-Examination Meeting	June 2016
Independent Examination	July 2016
Receive Inspector's Report	September 2016
Adoption	November 2016

Tottenham Area Action Plan DPD Timetable																							
2015												2016											
J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
	O	O										P	P	P	S		I	E				A	
<b>O</b> Regulation 18 Consultation												<b>P</b> Pre-Submission Consultation											
<b>S</b> Submission to Secretary of State												<b>I</b> Pre-Examination Meeting											
<b>E</b> Examination in Public												<b>A</b> Adoption											

## WOOD GREEN AREA ACTION PLAN

Document Profile	
Role and Subject	Will provide a comprehensive policy framework for the delivery of key sites and regeneration of the central areas of Wood Green/Haringey Heartlands.
Geographic Coverage	Wood Green/Haringey Heartlands

Status	DPD
Chain of Conformity	National Planning Policy Framework (NPPF) London Plan consolidated with amendments (2015) Haringey Strategic Policies (2013) including that subject to draft partial review
Key Milestones	
Regulation 18: Issues & Options Public participation in the preparation of the DPD	February – March 2016
Regulation 18: Preferred Option Public participation in the preparation of the DPD	October – November 2016
Regulation 19: Pre-Submission publication (minimum six week period for representations)	April – May 2017
Regulation 22: Submission of DPD and representations to the Secretary of State	June 2017
Pre-Examination Meeting	August 2017
Independent Examination	October 2017
Adoption	December 2017

Wood Green AAP Timetable																							
2016												2017											
J	F	M	A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D
	O	O							O	O					P	P	S		I		E		A
<b>O</b> Regulation 18 Consultation												<b>P</b> Pre-Submission Consultation											
<b>S</b> Submission to Secretary of State												<b>I</b> Pre-Examination Meeting											
<b>E</b> Examination in Public												<b>A</b> Adoption											

## NORTH LONDON WASTE PLAN

Document Profile	
Role and Subject	To provide clear policies for the management of waste, recycling and disposal across the relevant West London sub-region. Enabling Haringey to meet its strategic requirements as determined by international, national and regional waste policies and guidance.
Geographic Coverage	North London Sub-Region
Status	Joint DPD
Chain of Conformity	National Planning Policy Framework (NPPF) London Plan consolidated with amendments (2015) Haringey Strategic Policies (2013) including that subject to draft partial review
<b>Key Milestones</b>	
Regulation 18: Public participation in the preparation of the DPD	May - June 2015
Regulation 19: Pre-Submission publication (minimum six week period for representations)	June – July 2016
Regulation 22: Submission of DPD and representations to the Secretary of State	August 2016
Pre-Examination Meeting	October 2016
Independent Examination	December 2016
Adoption	March 2017

Strategic Policies DPD Timetable																							
2015									2016												2017		
A	M	J	J	A	S	O	N	D	J	F	M	A	M	J	J	A	S	O	N	D	J	F	M
	O	O												P	P	S		I		E			A
O	Regulation 18 Consultation												P	Pre-Submission Consultation									
S	Submission to Secretary of State												I	Pre-Examination Meeting									
E	Examination in Public												A	Adoption									

## 4 MANAGING THE LOCAL PLAN PROCESS

### Governance

- 4.1 The effective implementation of this LDS will require the consideration of the most effective governance support procedures. According to the Council's constitution, full Council approval is required prior to formal submission of a DPD. During the preparation stage (Regulation 18 stage), Local Plan Documents are to be reported to Regulatory Committee for recommendation to Cabinet for approval for public consultation. The Regulatory Committee is charged with overseeing the preparation and implementation of the LDS and making recommendations to the Cabinet.
- 4.2 On occasion the Council's Overview and Scrutiny Committee may 'call in' decisions from the Regulatory Committee, prior to being considered by Cabinet. The Overview and Scrutiny Committee is charged with ensuring the Council is accountable for its decision processes.
- 4.3 The timeframe necessary to comply with the Council's in house processes and procedures have been included within timeline given for preparing the DPDs, although where necessary this will include special committee meetings.

### Staff and Resource Allocated to the Preparing the Local Plan

- 4.4 The Council's Planning Policy Team will take the lead on preparing all Local Plan documents. This includes the DPDs and most SPDs but also the SA/SEA, thematic studies, and the preparation of evidence base studies to support the Local Plan.
- 4.5 The Planning Policy Team will be supported where necessary by the Development Management, the Design & Conservation, the Economic Development, and Regeneration teams. Where necessary, specialist external consultants may also be used, especially for technical background evidence base studies.
- 4.6 Overall management responsibility for the Local Plan will be with the Assistant Director of Planning. It will be the responsibility of the Assistant Director to allocate sufficient staff from within the Planning Service and to negotiate for corporate staff resources and funding where necessary.

## **Monitoring and Review**

- 4.7 The LDS will be subject to both annual and in-year monitoring to ensure the timetables outlined are being met. Where this indicates otherwise, the Planning Policy Team will analyse the reasons for this and determine whether actions can be taken to bring a DPD back into line with the programme. Where the analysis highlights significant variance that cannot be overcome, the LDS will need to be revised accordingly to ensure it remains up to date.

## Appendix A: Haringey's Local Plan Evidence Base

- A1. The following sets out the main baseline documents prepared to support and inform the Haringey Local Plan. It should be noted that the list does not include all relevant documents that may be relied upon to inform local plan policy, such as national and regional strategies and guidance, or the Council's strategies for Economic Development, Housing, Biodiversity, Climate Change etc. A comprehensive list of all studies and relevant documentation will be prepared prior to pre-submission of any DPD. As each of the evidence base studies are completed, these are made available to view on the Council's website:

### Key Evidence Base Studies

Topic	Status	Commentary
Housing and Demographics		
GLA – Strategic Housing Land Availability Assessment	Completed January 2014	Lead by the GLA, with the support of all boroughs, considers the availability and residential capacity of strategic sites as well as past completions performance to derive an overall strategic requirement.
Strategic Housing Market Assessment	Completed May 2014	Undertaken by GVA the study seeks to understand the current and future housing market and how this related to Haringey's housing growth, needs and regeneration.
Development Appraisals & Viability Testing	Completed January 2015	This study has been prepared by GVA to provide a general understanding of the ability of development to meet proposed policy requirements, including affordable housing and other contributions, and remain viable.
Gypsy & Traveller Needs Assessment	In draft, due for final completion in June 2016	The purpose of the Study is to assess the accommodation needs of Gypsies and Travellers living on site and in housing in Haringey. The recent change to Government's definition of Gypsies & Travellers needs has necessitated resurveying before the final assessment can be completed.
Retail and Employment		
Employment Land Study	Completed February 2012	Initial employment land assessment prepared by Atkins, including projections of demand against supply and the implications for Local Plan policies.
Employment Land Study Update	Completed January 2015	Undertaken again by Atkins, this provides updated analysis of employment land supply and an assessment of likely demand to 2016 and beyond.
Retail and Town centre Study	Completed April 2013	Nathaniel Lichfield & Partners were commissioned to update their 2008 Retail Study, auditing the health of the Borough's town centres and determining the need and capacity for retail floorspace to 2031.
Workspace Viability Assessment	Completed January 2015	Undertaken by GVA, this study builds upon the Employment Land Study, by reviewing individual employment sites and investigates how economic growth can be delivered.
Tottenham Hale	February 2016	Undertaken by GVA, this study is a retail impact

District Centre Study		assessment of the re-orientation of Hale Retail Park to a District Centre, ensuring this aspiration can be supported without impacting on the vitality and viability of surrounding town centres.
Hot Food Takeaway Technical Paper	January 2016	Prepared by Council's Public Health Team, examines evidence in relation to diet, fast food consumption, the location of hot food takeaways and the ensuing relations to health and wellbeing of children and young people.
<b>Environment, Leisure &amp; Culture</b>		
Urban Characterisation Study	Completed January 2015	Prepared in-house, the UCS is an assessment of the different urban character of neighbourhoods that make up Haringey, identify those features that add value to local character and which people appreciate and that local policies should seek to enhance.
Conservation Area Appraisals and Management Plans	Ongoing	The Council is in the process of preparing or updating Conservation Area Appraisals and Management Plans for its 29 designated Conservation Area, identifying those features of historic importance within each that warrant preservation and appropriate management.
Potential Tall Buildings Locations Validations Study	Completed November 2015	Prepared by SLR, the study assesses the locations suitable for tall buildings and, therein, those areas that are not appropriate, based on an analysis of place-making, townscape and landscape, sensitive receptors, and views.
Strategic Flood Risk Assessment	Completed March 2013	Prepared by JBA consulting the study updates the previously commissioned North London Level 1 SFRA, looking exclusively at flood risks within the Borough
Surface Water Management Plan	Completed August 2011	Outlines the preferred surface water management strategy for the borough to manage surface water flooding from sewers, drains, groundwater and runoff.
Open Spaces Study	Completed January 2015	A quantitative and qualitative assessment of current and future open space provision across the Borough having regard to a wide array of open space typologies.
<b>Transport and Infrastructure</b>		
Transport Modelling Analysis for Tottenham	January 2015	An assessment undertaken by Steer Davies Gleave to consider the implications of the growth planned for Tottenham on existing public and private transport.
Infrastructure Delivery Plan	First published April 2013	This is a living document – First prepared in 2013, the IDP is to be updated as necessary to reflect the Council's priorities and those of partner organisations, to deliver the infrastructure required to match growth.
Upper Lee Valley Development Infrastructure		Prepared on behalf of the GLA, it aims to assess the infrastructure needed to support the growth proposed by the Upper Lee Valley OAPF and the current funding gap.

Local Implementation Plan II	Completed in February 2011	This document is completed in house by the Transport Planning team, and identifies future transport projects within the Borough to give effect to the Major's Transport Strategy, and priority areas for transport improvements.
Decentralised Energy Masterplan	January 2016	Prepared by Parsons Brinckerhoff, it identifies areas of high heat densities and potential new ones (i.e. areas earmarked for growth) and shows how a DE network might be laid out.
Plan Assessments		
Sustainability Framework and Appraisals	Iterative assessment	Prepared by URS, this builds upon the SA undertaken for the Strategic Policies, and assess the likely impacts of the proposed policies and sites, seeking to mitigate negative impacts and maximise positive impacts.
Equality Impact Assessments	Iterative assessment	Incorporated within the Sustainability Appraisal above, being undertaken by URS
Habitats Assessment	Iterative assessment	Prepared by URS, the HA assesses the likely potential of impacts arising from the Local Plan proposals and policies on European protected habitats and species.

**Report for:** Regulatory Committee

**Title:** Revised Planning Protocol 2016

**Report  
authorised by :** Stephen Kelly

**Lead Officer:** Emma Williamson, [emma.williamson@haringey.gov.uk](mailto:emma.williamson@haringey.gov.uk)

**Ward(s) affected:** All

**Report for Key/  
Non Key Decision:** N/A

### **1. Describe the issue under consideration**

- 1.1 Under the Localism Act 2011 the Council is required to adopt a local code of conduct for Members. A Members' Code of Conduct is set out within the Council's constitution and deals with, among other things, the declaration of interests both personal and pecuniary. The purpose of the planning protocol is to provide more detailed guidance on the standards to be followed in relation to planning matters which supplements the Members' Code of Conduct. A revised Planning Protocol was adopted in June 2014 with a commitment to review this protocol after a year of operation. This report seeks approval to adopt a revised version of this protocol taking account of the lessons learnt in its first year of operation and the comments made by Members of the Planning Committee and other Members.

#### Purpose of the Planning Protocol

- 1.2 The Council originally produced the updated protocol to accompany the ongoing improvement project in the Development Management service and to set out the commitments being made during the planning process. Quality decision making is a three way process involving a partnership between the Council, the local community and the business/development industry. All parties need to recognise and acknowledge the others' responsibilities. The aim of the protocol is to ensure that in the performance of its statutory planning function, the Council gives no grounds for suggesting that a decision has been biased or partial.
- 1.3 The Council wants to ensure that everyone participating in the planning process in Haringey can understand and navigate their way successfully through the process and understand the role that they play. For Members and officers of the Council especially, the protocol aims to provide a clear statement of their role and responsibilities – including provision for Members' participation in pre application advice. For others wishing to participate, the protocol sets out new arrangements for public speaking at meetings, and explains more clearly the process the Council will follow in such circumstances. The objectives of the protocol are to complement the improvements elsewhere within the service to support high quality development in the borough through an inclusive, open and fair process. To succeed all parties must play a part. If the protocol is followed

it will help the Council to deliver a high quality service and to make decisions in a timely manner.

Outcome of the review

1.4 A workshop to discuss the operation of the Planning Protocol, open to all Members was held on 5 October 2015. The main matter raised was the potential for the inclusion of speaking rights for ward Members and the Cabinet Member for Planning at pre-application briefing meetings of Planning Committee. These are included at 3 minutes each in the proposed revised protocol.

1.5 Further additional changes are proposed which result from reflections on the operation of the protocol since its adoption in June 2014:

- the removal of reference to the weekly list of planning applications as this is being phased out as a list, by ward, and can be run from the website at any time
- clarification that if an application is recommended for refusal a request for referral to Planning Sub-Committee will not be accepted
- clarification that there are no public speaking rights at pre-application briefings to committee
- the introduction of the opportunity for Ward Members or Cabinet Members to speak for three minutes at pre-application briefing meetings to Planning sub-committee
- Encouraging Ward Members to register their intention to speak at pre-application briefing meetings or at planning sub-committee by midday on the working day prior to the Planning Sub-Committee meetings in order to manage the efficient operation of the Planning Sub-Committee (this cannot be required because of the Committee Procedure rules which allow for any member to speak at the Chair's discretion).
- Clarification that proposals should go before the Quality Review Panel prior to presentation at pre-application committee briefing meetings unless scheduling and programming prevents this.
- Changing references to the Design Review Panel to its replacement the Quality Review Panel
- Clarifying that the applicant has a right to reply of the equivalent length of time of the objectors and any objecting ward councillors.

**2. Recommendations**

3.1 (i) That the Regulatory Committee adopt the revised planning protocol;

(ii) That the Regulatory Committee requires that the Planning Sub-Committee implement the provisions of the revised planning protocol; and

(iii) That the Regulatory Committee authorises the Assistant Director Corporate Governance in consultation with the Assistant Director Planning to make

any consequential amendments to the protocol arising out of any changes made to the Council's constitution or scheme of delegation

### **3. Other options considered**

- 4.1 The revised procedures and recommendations developed within the proposed protocol have been reached after consideration of best practice in other local authorities and advice from national organisations.

### **4. The Planning Protocol**

- 6.1 The proposed planning protocol for adoption is set out in Appendix 1 to the report.

### **5. Comments of the Chief Finance Officer and financial implications**

- 7.1 The Head of Finance has been consulted and has commented that the costs of implementing the revised planning protocol can be met within the existing approved budget.

### **6. Comments of the Assistant Director of Corporate Governance and legal implications**

- 8.1 The Assistant Director of Corporate Governance has been consulted on the preparation of this report, and makes the following comments:
- 8.2 The adoption of the updated and revised planning protocol will undoubtedly assist the Council deliver an improved, effective, transparent and inclusive development management service for the benefit of all stakeholders.
- 8.3 Adherence to and compliance with the updated and revised planning protocol will greatly assist the Council to resist unmeritorious legal challenges to its planning decision making process.

### **7. Equalities and Community Cohesion Comments**

- 9.1 There are no specific equalities implications

### **8. Head of Procurement Comments**

- 10.1 Not applicable

### **9. Policy Implications**

- 11.1 It is intended that the revised Planning Protocol will contribute and add value to the work of the Council and its partners in meeting locally agreed priorities.

### **10. Appendices**

- 12.1 Appendix 1 – Planning Protocol 2015

### **11. Local Government (Access to Information) Act 1985**

**Background Documents**

The Council's Constituion and Committee procedure rules.

# Planning Protocol 20164

## 1. PURPOSE OF THE PROTOCOL

- 1.01. This Protocol has been adopted by Haringey Council's Regulatory Committee to ensure the highest standards of probity in the performance of its planning function.
- 1.02. Consistency, fairness and openness are important qualities for any regulatory function in the public eye and they are vital to the conduct of a planning committee. Adherence to the Protocol is intended to build public confidence in the Council's planning system.
- 1.03. The purpose of the Protocol is:
  - (a) to state how the Members of the Planning Sub-Committee will exercise those functions, including behaviour in relation to applicants, residents and other third parties;
  - (b) to ensure a consistent and proper approach by all Members to the exercise of planning functions;
  - (c) to ensure applicants and their agents, residents and other third parties are dealt with by Members consistently, openly and fairly;
  - (d) to ensure the probity of planning transactions and the high standards expected in public office; and
  - (e) to ensure planning decisions are made openly, fairly and in the public interest, in accordance with legislation and guidance.
- 1.04. This Protocol relating to planning matters is intended to be supplementary to The Members' Code of Conduct (Part Five Section A of the Council's Constitution). The Localism Act 2011 sets out a duty for each local authority to promote and maintain high standards of conduct by councillors and to adopt a local code of conduct. The Council adopted a Code of Corporate Governance in July 2008 which was updated in July 2013 and contains 6 key principles based on the Nolan Committee on Standards in Public Life. The provisions of the Code of Conduct continue to have full force and effect. The purpose of this Protocol is to provide more detailed guidance on the application of the guidance in relation to planning matters.

- 1.05. Copies of this Protocol will be made publicly available online and will be kept under review.

## 2. BACKGROUND TO THE COUNCIL'S PLANNING FUNCTIONS

### Determination of Applications

- 2.01. The planning process is governed by legislation, both primary and secondary, and in particular the Town and Country Planning Act 1990, the Planning and Compulsory Purchase Act 2004, the Planning Act 2008 and the Localism Act 2011. The National Planning Policy Framework (NPPF) together with Government guidance set out in the National Planning Practice Guidance provides a policy context for the preparation of statutory plans and the discharge of a Local Planning Authorities functions. In addition, the Courts have also provided a large body of "case law" in respect of planning matters.
- 2.02. Planning law requires the Local Planning Authority to determine all planning applications "in accordance with the plan unless material planning considerations indicate otherwise" (Section 38(6) 2004 Act). The Plan in Haringey comprises the London Plan 2011 together with the Council's Local Plan 2013 and the saved provisions of the London Borough of Haringey Unitary Development Plan 2008. In cases of development involving works within a conservation area, or where the development is likely to affect the setting of a listed building, Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 contains a duty on the Council to the desirability of preserving the listed building or its setting and Section 72 of that Act requires LPAs to pay special attention to the desirability of preserving or enhancing the character or appearance of a conservation area.." In accordance with paragraph 197 of the NPPF, in assessing and determining development proposals, local planning authorities should apply the presumption in favour of sustainable development.
- 2.03. The responsibilities of the local planning authority must be performed without undue influence or consideration of a personal interest. When determining planning applications Members must only take into account the Plan and any material planning considerations. The **Members** of the authority are elected to represent the interests of the whole community in planning matters. Views expressed by neighbouring occupiers, local residents and any other third parties must be taken into account but local opposition or support for a proposal is not in itself a ground for refusing or granting planning permission.

- 2.04. The planning system does not exist to protect the private interests of one person against the activities of another. The basic question is not whether owners and occupiers of neighbouring properties would experience financial or other impacts as a result of a particular development, but whether the proposal would unacceptably affect amenities and the existing use of land and buildings which ought to be protected in the public interest.

### **Enforcement**

- 2.05. The purpose of the planning enforcement provisions of the 1990 and 2004 Acts is to protect the integrity of the planning system and the development control process. Whether to take enforcement action in any particular case and what action to take in the circumstances are matters for the authority's discretion. The existence of a breach of planning control is not in itself grounds for the institution of enforcement action. Paragraph 207 of the NPPF provides that "Effective enforcement is important as a means of maintaining public confidence in the planning system. Enforcement action is discretionary, and local planning authorities should act proportionately in responding to suspected breaches of planning control. Local planning authorities should consider publishing a local enforcement plan to manage enforcement proactively, in a way that is appropriate to their area. This should set out how they will monitor the implementation of planning permissions, investigate alleged cases of unauthorised development and take action where it is appropriate to do so".
- 2.06. Haringey Council has published a guide to planning enforcement (July 2012) which sets out the Council's approach to the enforcement of breaches of planning control. This will be regularly reviewed and used to guide decisions in respect of planning enforcement by officers and, where required, Members.

### **Appeals to the Secretary of State**

- 2.07. An applicant who has not received a determination within the requisite period of time; has been refused planning permission or other approval; or who is unhappy with conditions attached to a permission granted, and those responsible for developments the subject of enforcement action, have a right of appeal to the Secretary of State for Communities and Local Government ("the Secretary of State"). If it is shown that the Council's conduct in dealing with the matter was unreasonable, the appellant's costs may be awarded against the Council. The most frequent example of unreasonable behaviour is a failure to substantiate an authority's decision on the relevant planning grounds in the particular case.

### Other Powers of the Secretary of State

- 2.08. The Secretary of State possesses a range of powers which could be exercised where a local planning authority appears to be making inconsistent decisions or decisions which are seriously in conflict with national and Plan policies. This could involve use of the power to "call in" applications, so the application would be determined by the Secretary of State following a public inquiry. A permission granted by the Council can in special circumstances be revoked, modified or discontinued. Such decisions may be subject to compensation payable by the Council.
- 2.09. In addition there is the power in Section 62A 1990 Act (inserted by Section 1 of the Growth and Infrastructure Act 2013) which allows certain applications to be made directly to the Secretary of State, where the local planning authority for the area has been designated for this purpose. Designation can occur in circumstances where the local planning authority's performance in terms of its decision making falls short of pre-determined criteria for the timeliness or quality of decisions in respect of major applications. These criteria will be kept under review by the Secretary of State and any changes thereto will be laid before Parliament.

### Powers of the Mayor of London

- 2.10. The Mayor of London possesses a range of planning powers with regards to developments taking place in London. For strategic developments<sup>1</sup>, the Mayor has the power to allow the Local Planning Authority to determine the application itself, direct refusal of the planning application or to take over the application for determination. The London Plan sets out the Mayor's policies and guidance for development taking place within London, in particular major developments or those with London wide significance. The Mayor can in certain circumstances prevent developments going ahead that are inconsistent with the London Plan.

### Administration of Planning Functions in Haringey

- 2.11. The performance of the Council's planning function is largely delegated to the Planning Sub-Committee, and to officers of the Council pursuant to arrangements made under Section 101 of the Local Government Act 1972. Approximately 9 out of 10 planning decisions in Haringey are made by officers, through

---

<sup>1</sup> The Town and Country Planning (Mayor of London) Order 2008 sets out the range of applications on which the Mayor should be consulted. These include development of more than 150 dwellings, development of more than 15,000 square metres and buildings over 30 metres high

authority delegated to them by the Council. This level of delegated decision making is consistent with other Council's across the Country and allows the majority of planning decisions to be determined promptly, allowing **Members** of the committee to focus on the most significant and controversial proposals.

- 2.12. Many decisions are made under delegated powers by the Assistant Director or Head of Development Management in accordance with a scheme of delegation approved by the Council. (See the Terms of Reference of the Planning Sub-Committee and the Scheme of Delegation in the Constitution).

#### **Planning Applications by Councillors or Officers of the Council**

- 2.13. When a planning application is submitted by a serving councillor; or more senior officers (above SM1 Grade); or officers within the planning directorate; or by a close relative or a close friend of either an officer or Councillor; or by a councillor acting as agent for the applicant, the councillor or officer concerned will:

- take no part in the processing and determination of the application; and
- advise the Monitoring Officer and the Head of Development Management of the application.

- 2.14. All such applications will be reported to the Planning Sub-Committee and determined by the Sub-Committee and not by an officer under delegated powers.

- 2.15. The report of the Head of Development Management will include confirmation from the Monitoring Officer that these requirements have been met.

#### **Planning Applications by the Council**

- 2.16. Subject to the provisions of the Town and Country Planning General Regulations 1992 planning applications made by or on behalf of the Council will be treated in the same way as those made by or on behalf of private applicants.

#### **Delegation to Officers**

- 2.17. The Council's Scheme of Delegation specifies clearly the categories of applications that may be determined by officers. This scheme may be reconsidered from time to time by the Council.
- 2.18. Where officers are determining applications under their delegated powers, an officer report will be completed which must record the material planning considerations that have been taken into account in the decision making process.

- 2.19. The Planning Sub-Committee will receive, for its information, a regular monthly report identifying the planning applications which have been determined by officers under the Scheme of Delegation, and the decisions thereon.

#### Referring applications to the Planning Sub-Committee

- 2.20. ~~All members of the Council receive copies of the weekly list detailing the applications that have been received.~~ All members of the Council can use the Council's website to search for planning applications in their ward.
- 2.21. If a Member wishes an application to go before the Planning Sub-Committee rather than be determined through officer delegation, he/she should make this request as soon as possible (and within one week of the expiry of the 21 day neighbour notification period) and ensure that any such request states the planning grounds on which it is based. The Head of Development Management in consultation with the Chair of the Sub-Committee will consider such requests and whether the application should be referred to the Sub-Committee. The criteria to be used for determining such requests will include:
- whether the proposal is a significant development which has caused substantial local interest;
  - where the officer recommendation is for approval contrary to policy in the Local Plan, DPD or other adopted guidance; and
  - whether the application is recommended for approval.  
Applications that are to be refused will not be determined at planning committee.
- 2.22. The Assistant Director, Planning is responsible and accountable to the Council for the Planning and Development Service which deals with the administration of all planning matters. The Head of Development Management is responsible and accountable to the Assistant Director, Planning for the immediate management of the Council's development management function.

### 3. APPLICATION OF THE PROTOCOL

- 3.01. The Protocol applies to the conduct of Members in relation to all applications for permission/approval under the Planning Acts. The Protocol also applies to decisions to take or not to take enforcement action under the Acts. The principles (below) would also apply where consideration was to be given to the inclusion or otherwise of specific proposals within the statutory local plan even when the Sub-Committee was being consulted informally rather than making the final decision.

- 3.02. In the following sections references to determination of planning applications should be taken as referring also to all these other matters.

#### 4. THE MEMBERS' CODE OF CONDUCT

- 4.01. The Members' Code of Conduct applies to Members of the Planning Sub-Committee as to all Members of the Council. The parts of the Code on personal and prejudicial interests, the register of those interests and receipt of gifts and hospitality are particularly relevant. Members of the Sub-Committee should also have regard to the general principles of conduct when exercising their Planning functions.

#### 5. CONDUCT OF MEMBERS OF PLANNING SUB-COMMITTEE

##### Training

- 5.01. The Council will ensure that all Members of the Planning Sub-Committee have undertaken appropriate training on planning legislation and relevant matters prior to their participation in the work of the Sub-Committee. The Council will make available regular updates/training for Planning Members, and will encourage all other Members of the Council to take part in planning training.
- 5.02. For Planning Sub-Committee **Members** and substitute **Members** of the Planning Sub-Committee there is a requirement to undertake training prior to sitting on the Committee. Ongoing training is **required and** each **Member** should undertake at least 5 hours of training per annum.

##### General Principles

- 5.03. This section of the protocol applies solely to Members of the Council's Planning Sub-Committee when determining planning applications or considering the inclusion of local plan proposals or resolving to take planning enforcement action. It is intended to ensure that the integrity of the decision making process is not impaired, either in reality or in perception, through a lack of openness in decision-making, or through the lobbying of those Members who will make decisions.

- 5.04. This part of the protocol is also designed to ensure that, wherever possible, representations made to Members form part of the public information leading to any decision.
- 5.05. The conduct of Members of the Council who are not Members of the Planning Sub-Committee is governed by the next section of the protocol, where greater flexibility is permitted, and where those Members are given greater freedom to discharge their role as representatives of the local community within a clear framework.
- 5.06. The Council (as Local Planning Authority) has a responsibility to make decisions with knowledge of the relevant Plan policies, taking into account all other material considerations and any representations, applying the appropriate weight to each. In addition, it is important that elected Members receive open and impartial professional advice from their Planning Officers. Members should make planning decisions by reference to a written officers' report.
- 5.07. This can only be done at the Sub-Committee. Conclusions reached in advance of the Sub-Committee risk being on partial facts, without the relevant advice, and without the ability to view all the material considerations before applying appropriate weight. They are therefore open to misunderstanding, and possibly, to legal challenge on the grounds that the right things have not been taken into account, or immaterial things have been taken into account, or that the Members concerned have been subject to "bias" or "pre-determination".
- 5.08. For these reasons Members should not reach or express any firm conclusion on an application prior to the relevant Sub-Committee meeting. If, for any reason a Member decides, in advance of the Sub-Committee meeting, to express a firm and final view on the development, he or she shall not take part in the deliberations of the Sub-Committee but may exercise the rights in paragraph 5.13 below.
- 5.09. Where any Member makes representations to the 'Planning Service', in writing or orally, in relation to any application, those representations will be recorded for inclusion in the officers' report. Where these representations constitute a firm and final view on the development, the Member will not take part in the deliberations of the Sub-Committee but may exercise the rights in paragraph 5.13 below.

#### **Open and fair decisions**

- 5.10 At the London Borough of Haringey decisions on controversial planning applications are taken in public by the Planning Sub-Committee.

For a decision to be open and fair:

- Those taking the decision should not be biased or have pre-determined how they will decide;
- Those taking the decision should not have a prejudicial interest in the outcome;
- The decision should be consistent with others taken previously unless there are good reasons to decide otherwise; and
- The reasons for the decisions should be clearly set out.

#### **Bias or predetermination**

- 5.11 It is entirely permissible for Planning Sub-Committee Members, who are democratically accountable decision makers, to be predisposed towards a particular outcome. Nonetheless they must address the planning issues before them fairly and on their merits. That means they can have a view on the application or matter but must not make up their minds on how to vote before formally considering the application and any representations. Planning Sub-Committee Members must have an open mind to the merits of a proposal before it is formally considered at the Sub-Committee meeting and they must be prepared to be persuaded by a different view in the light of any detailed arguments or representations concerning the particular matter under consideration.
- 5.12. If the Sub-Committee's decision on a planning application is challenged in the High Court by way of judicial review on the grounds that some of the Sub-Committee Members were biased, or had predetermined the application, the court will assess the case on the basis of what a fair-minded observer, knowing the relevant facts would think.
- 5.13. Section 25 of the Localism Act 2011 provides that a decision maker is not to be taken to have had, or appeared to have had, a closed mind when making the decision just because:
- the decision maker had previously done anything that directly or indirectly indicated what view the decision maker took, or would or might take, in relation to a matter; and
  - the matter was relevant to the decision.
- 5.14. This provision does not change the law on bias and pre-determination which means that Sub-Committee Members must still take planning decisions with an open mind and having taken into account all relevant material planning considerations. What s.25 does provide is that

statements made by Members cannot be used in court as evidence that the Member in question had or appeared to have a closed mind. Other evidence or any evidence that a Member has taken into account irrelevant considerations, however, is not so restricted by s.25.

- 5.15. Notwithstanding the s.25 provisions, the safest course is for Sub-Committee Members to avoid making public statements (including expressing views in emails) as to their support for or opposition to any application which would indicate they had made up their minds before the formal consideration of the application at the meeting. If a Sub-Committee Member has made such a statement they must be satisfied that they can still consider the application with an open mind and are prepared to take into account any new matters or any new arguments in favour of or against the proposed development until the decision is made otherwise they should not take part in any decision on the application in question.

#### **Declaring an interest**

- 5.16. It is important that Sub-Committee Members should not be influenced or perceived to be influenced by any interests that they, their family or close associates may have in a particular application. To this end at the start of every Sub-Committee meeting Sub-Committee Members will be asked to declare any interests they may have in relation to the matters before them. As outlined in the Members' Code of Conduct, "disclosable pecuniary interests" are prescribed by law and are entered in the register of interests maintained by the Council's Monitoring Officer. The Members' Code of Conduct also provides for the disclosure of other interests at meetings in certain circumstances.

#### **Disclosable pecuniary interests**

- 5.17. 'Disclosable pecuniary interests' are prescribed by the Relevant Authorities (Disclosable Pecuniary Interests) Regulations 2012 and are set out in Appendix A to the Members' Code of Conduct. The categories of disclosable pecuniary interests include employment or office, interests in land in the Borough and contracts with the Council.
- 5.18. An interest is a 'disclosable pecuniary interest' if it is of a type described above and it is an interest of the Member or of their spouse or civil partner, a person with whom they are living as husband and wife or a person with whom they are living as if they were civil partners and the Member is aware of the interest.

#### **Other interests**

- 5.19. A Sub-Committee Member may have other interests such as 'Personal' or 'Prejudicial' interests which, whilst not falling within the legal definition of disclosable pecuniary interests should, it is strongly

advised, be declared in the public interest. For example, such an interest may arise where the Sub-Committee Member resides near a development which is the subject of the planning application under consideration. While it is for the Sub-Committee Member to judge, a useful rule of thumb is “will my enjoyment of my property be affected either positively or negatively by this application?” If the answer is in the affirmative, it would be advisable for the Sub-Committee Member to declare a prejudicial interest.

- 5.20. A prejudicial interest would also arise, for example, if the affected property were to be owned by a company of which the Sub-Committee Member is a director.
- 5.21. Advice is given below regarding what Sub-Committee Members and non-Sub-Committee Members should do if they have a disclosable pecuniary interest or other interest in an application due to be considered at a Sub-Committee meeting.
- 5.22. It is important to note that the rules relating to declarations of interest apply equally to non-Sub-Committee Members who may from time to time wish to attend a Sub-Committee meeting and speak on a particular matter. Each Member who attends a meeting must make an assessment of whether they have an interest in the matters under discussion, whether they intend to participate in proceedings or not.

### Consistency

- 5.23. Decisions will not be seen as fair if they are different from those taken on previous similar cases without good reason. The Sub-Committee report will set out the relevant considerations and will draw attention to decisions on any other similar cases where appropriate.

### Reasons

- 5.24. Fair and open decision making requires the reasons for the decision to be clear. This is particularly important when the Sub-Committee’s decision differs from that recommended in the report.
- 5.25. Members will want to actively and positively engage with planning decisions. All [Members](#) can:
  - advise objectors/applicants/others on planning processes and how to get involved;
  - give advice about adopted planning policies and local priorities
  - direct lobbyists, applicants or objectors to the relevant planning officer so that their opinions can be included in the officer’s report;

- lead on local discussions in the preparation of the development plan documents, area action plans and supplementary planning documents;
- provide input into the preparation of planning briefs and guidance;
- receive and pass on information, for example weekly lists and briefings from officers on key proposals;
- attend Development Management Forum meetings, ask questions there; and
- raise issues important to local people and to the developers.

5.26. To ensure that **Members** and the Council are not open to challenge Members should:

- preface relevant discussions with a disclaimer; the nature of this will depend on their role within the authority in the context of planning;
- clearly indicate that any discussions with them are not binding on the Council;
- be clear about the distinction between giving advice and engaging in negotiation so only engaging in the former;
- involve officers where this will help to safeguard transparency and the appearance of bias;
- be aware of relevant policies included in the Council's adopted plans but give consideration to other matters relevant to planning; and
- seek the advice of the Monitoring Officer when they are unsure of what they are able to do and in relation to any potential "interest".

5.27. Members should not:

- expect to lobby and actively support or resist an application/decision and subsequently vote at committee or Cabinet; or
- seek to put undue pressure on officers or **Members** of a deciding committee to support a particular course of action in relation to a planning application or other planning decision.

This does not mean that a Councillor may not question robustly or argue forcefully for a particular course of action.

### Pre-Committee procedures

Developer's briefings to Planning Sub-Committee

5.28. Enabling a Developer to brief and seek the views of elected **Members** about planning proposals at an early stage (usually pre-application or where this is not possible, very early in the

formal application period) is important in ensuring that new development is responsive to and reflects local interests/concerns where possible. Early member engagement in the planning process is encouraged and supported by the NPPF. Haringey proposes to achieve this objective through formal briefings of the Planning Sub-Committee in accordance with procedures set out in this Protocol. No decision will be taken at such meetings and the final applications will be the subject of a report to a future meeting of the Sub-Committee. [These meetings are held in public and are webcast although there are no public speaking rights.](#)

5.29. The purpose of briefings are:

- To enable [Members](#) to provide feedback that supports the development of high quality development through the pre-application process, and avoid potential delays at later stages;
- To ensure Members are aware of significant applications prior to them being formally considered by the Planning Sub-Committee;
- To make subsequent Planning Sub-Committee consideration more informed and effective;
- To ensure issues are identified early in the application process, and improve the quality of applications; and
- To ensure Members are aware when applications raise issues of corporate or strategic importance.

5.30. What sort of presentations would be covered in the briefings?

- Presentations on proposed large-scale developments of more than 50 dwellings, or 5,000 sq m of commercial or other floorspace or which includes significant social, community, health or education facilities, or where the Head of Development Management considers early discussion of the issues would be useful; and
- Presentations on other significant applications, such as those critical to the Council's regeneration programmes, significant Council developments, or those requested by the Chair of the Sub-Committee.

5.31. Frequency and timings of meetings

Once a month or by agreement with the Chair and Head of Development for all [Members](#) of the Planning Sub-Committee plus Cabinet [Members](#) and [Ward Members](#) – supported by Head of Development Management and other relevant officers.

5.32. Format of the meetings

- The meeting will be chaired by the Chair of the Planning Sub-Committee who will ask **Members** attending to disclose any relevant interests; and
- The Developer will supply all presentation materials including any models, and these will be displayed in the meeting room;
- Officers to introduce the proposal and advise of issues arising from the Development Management Forum (where this has taken place):
  - The Developer and agents will be invited to make a presentation of up to 15 minutes;
  - Ward **Members** will have the opportunity to give their views for a maximum of three minutes each.
  - The Cabinet Members will have the opportunity to give their views for three minutes.
  - Members of the Planning Sub-Committee will be able to ask questions to the Developer and officers. These questions will be restricted to points of fact or clarification and must be structured in a way that would not lead to a member being perceived as taking a fixed position on the proposals;
  - Members' eComments of **Members** of the Planning Sub-Committee; and
  - Summary of the comments raised.

5.33. A short note of the meeting summarising Members' comments would be made.

#### Other matters

5.34. Developer participation in the Developers' briefings would not normally happen prior to a Development Management Forum or other public meeting or public consultation being held relating to the site or prior to attendance at the Quality Review Panel subject to programming and scheduling pressures.

5.35. Members who have attended and participated in Developer briefings will be advised to declare their involvement for reasons of transparency at Planning Sub-Committee when any proposals are subsequently considered. Whilst comments and questions can be raised, **Members** should ensure that they are not seen to pre-determine or close their mind to any such proposal as otherwise they may then be precluded from participating in determining the application.

5.36. Generally ward members will wish to attend meetings of the Planning Sub-Committee when early/interim presentations concerning a development in their community are programmed

#### Development Management Forum

5.37. The Council has established a Development Management Forum to facilitate the discussion of large-scale or contentious planning proposals. The forum does not reach a decision about a proposal. Its purpose is to allow participants to raise issues of concern and obtain answers to questions about the particular application. The aim is to allow early discussion by Members and members of the public on planning issues related to these planning proposals and to explore the scope for agreement between all parties in a positive and constructive way prior to the later decision being made at the Planning Sub-Committee. Forum meetings will usually take place prior to the submission of an application but can take place at an early stage of the formal process before the Planning Sub-Committee meeting. They do not remove the opportunity for objectors, supporters and applicants to address the Planning Sub-Committee when an application is to be determined or the holding of exhibitions and or public meetings where these are considered appropriate.

What applications does the forum consider?

5.38. Applications that may be considered by the forum include major applications and those of significant local interest. It is not possible to prescribe the exact type of proposals but they may include the following:

- Applications which involve more than 10 residential units or over 1,000 sq m of floor space;
- Those applications that involve a major departure from the Council's planning policy; or
- Those applications that involve high buildings i.e. over 5 storeys.

5.39. Applications that will not generally be considered by the forum include:

- Minor planning applications to alter or extend houses;
- Applications to confirm whether a use of land or buildings needs planning permission (a 'lawful development certificate');
- Applications to put up advertisements;
- Amendments to applications or those which have already been the subject of a forum discussion; or
- Applications where there will be a recommendation for refusal.

5.40. A forum meeting will be held when:

The Head of Development Management, in consultation with the Chair of the Planning Sub-Committee, considers that a forum would be beneficial in resolving issues on a particular planning proposal. For development management forum meetings held at the pre application

stage site notices and [emails](#) to local groups and councillors will be sent advising them of a proposed meeting. For those meetings held following the submission of a planning application consultees will be advised ~~in accordance with the Council's consultation policy as set out in the Council's SCI in force at the time by way of the consultation letter (whilst the current SCI is in place)~~ as part of the consultation on the planning application ~~in accordance with the Council's consultation policy~~.

Who can attend?

5.41. Meetings are open to all Members, local businesses and residents. Normally one application or proposal will be considered at each forum to allow for effective discussion. To assist the running of the meeting an agenda is prepared and a short briefing note on the proposal is available.

5.42. The format of the meeting is as follows:

- A senior planning officer chairs the forum. They ensure that all planning issues arising from the proposal are raised but that there is no discussion on the merits of the proposal. The applicant is invited to make a presentation of the proposal for a maximum of 15 minutes.
- Local residents and organisations have an opportunity to present their views either for or against the proposal.
- Planning officers provide information on the progress of the proposal.
- The applicant responds to questions from [Members](#) of the Planning Sub-Committee, ward councillors and local business and residents.

5.43. An attendance record is kept, the discussion is recorded and a note of the meeting is made which is reported to the Planning Sub-Committee when any subsequent proposal is submitted for determination.

All Members: Haringey's Development Management Forum

5.44. All [Members](#) can attend Development Management Forum meetings which are called to promote early exploration of issues relevant to a particular development. They do not seek to reach any decision about the likely outcome of an application.

5.45. The particular role that [Members](#) can play at the meetings is dependent on whether or not they have a formal role within the planning system of the authority, for example are a member of Planning Sub Committee or the Cabinet, but all [Members](#) will need to take account of the generic guidelines for example, publicly clarifying their particular role.

| 5.46. All [Members](#) can:

- use the meeting to understand the development, the issues important to local people and to the developers, and how the relevant policies are being applied by asking questions;
- give advice about adopted planning policies and local priorities and clarify or seek clarification of policies and priorities;
- give advice about planning processes or direct those present to relevant officers or other sources of advice and information both present or outside the meeting;
- refer local objectors or supporters to ward colleagues who are in a position to take a wider role if theirs is limited and further Member assistance is required; and
- seek advice from officers as to the process to be followed, issues being reviewed and the likely policy position.

5.47. Members should not use the forum to undertake negotiations or appear to put undue pressure on the officers in relation to any future decision on the scheme. Members are however entitled to robustly question developers and officers in order to fully understand issues before the forum.

| Ward [Members](#): Development Management Forum

5.48. Ward Members who are not on the Planning Sub Committee can greatly assist this process by taking an active part in the forum meeting, asking questions, commenting on planning policies and local priorities, and advising on the planning process. They can usefully draw attention to local circumstances and issues, and comment on the appropriate weight to be given to those. It will be important that [Ward Members](#) ensure that their remarks and advice are based on adopted Council planning policies as far as possible, or if not that the divergence is made clear. This is important to avoid creating any confusion in the minds of developers or local people about who speaks for the Council in negotiations or about the Council's negotiating position.

| [Design Quality](#) Review Panel

5.49. As part of the pre-application process for major and /or sensitive applications, the Council encourages applicants to present their proposals to the [Haringey Quality](#) Design Panel. The panel is a group of independent and objective experts, including experienced architects and other built environment professionals, who meet on a regular basis. The Panel's advice is provided for the benefit of the Planning Sub Committee. The advice will also be used to help officers and the developer to improve upon the quality of the scheme as it evolves.

5.50. The best design outcomes generally occur when schemes are presented to the panel at the pre-application stage, as this allows applicants sufficient time to amend proposals following panel feedback.

5.51. ~~Relevant wards members, members of the Planning Sub-Committee and the Council's lead member for Design are invited to the Panel meeting as observers~~

~~Role of Councillors:-~~

5.52. ~~All councillors who attend design review meetings do so as observers and do not take part in discussions. Members should not use the Panel to undertake negotiations, comment on the proposals and to put undue pressure on the officers in relation to any future decision on the scheme.~~

Discussions and negotiations while the application is current but prior to determination:

5.53. Once an application has been submitted, officers are working to strict deadlines to ensure that the application can be efficiently and properly determined. They may, during that period, enter into discussions, and sometimes negotiations, with the applicant or their agent in order to clarify aspects of the scheme or to ensure that the applicant is aware of the council's policy requirements. Sometimes such discussions will also convey to an applicant the views of third parties or consultees.

5.54. At this stage it is not appropriate for Members, whether or not they are on the Planning Sub-Committee, to enter into direct discussions and /or negotiations with applicants or consultees. Members should recognise the clear distinction between negotiation and listening without prejudice to views which may be expressed to them (see the section on Lobbying below). For Members to enter into negotiations whilst an application is current at best sends a confused message to applicants and consultees about who is officially speaking on behalf of the Council, and at worst will without doubt result in the Member appearing to show bias or pre-disposition. However, this does not prevent Members at this stage asking officers for information about an application, or from passing on the views of constituents or others, indeed this would be a proper area of Member activity. Members should at the same time ensure that any requests for advice or interpretation are passed to officers.

Briefings/interim reports

5.55. An effective way of building a degree of certainty into pre-application or post submission discussions is for officers to engage with **Members** at an appropriate stage in negotiations. Officers may prepare a committee

report, briefing note or a site visit in order to identify the key issues that have emerged during discussion, and, where necessary, seek member endorsement to the approach that is being pursued, or simply to present the scheme as an information item to [Members](#). This provides the opportunity for committee [Members](#) to raise questions of their own or seek further information regarding the proposed development.

#### Approaches by applicants

- 5.56. Members of the Planning Sub-Committee will discourage any applicant or agent, or other interested party such as a landowner from approaching them directly in any way in relation to planning proposals. If an approach is received, the Member will take care not to give any commitment, or the impression of a commitment that he or she holds any particular view on the matter.
- 5.57. If an approach is received by a Member of the Planning Sub-Committee from an applicant or agent or other interested party in relation to a particular planning application, then the Member will:
- (a) Inform the applicant that such an approach should be made to Officers of the Council;
  - (b) Keep an adequate written record so as to enable the Member to disclose the fact of such an approach if and when the application or proposals is considered by the Planning Sub-Committee; and
  - (c) Disclose the fact and nature of such an approach at any relevant meeting of the Planning Sub-Committee.

In this context an approach should be noted where the discussion extends beyond simple information to the merits or demerits of the particular proposals.

- 5.58. Where a Member of the Planning Sub-Committee receives written representations directly in relation to a planning application, the Member will pass the correspondence to the Head of Development Management in order that those representations may be taken into account in any report to the Planning Sub-Committee.

#### The Sub-Committee meeting

- 5.59. The Planning Sub-Committee will normally meet monthly on the second Monday of the month (except August). Meetings start at 7.00pm and the Council's standing orders provide that they will end at 10.00pm except that discussion of the specific item or

case in hand at 10.00pm may continue thereafter at the discretion of the Chair. There are 1~~120~~ **Members** of the Sub-Committee. The quorum for making a decision as set out in the Council's constitution (January 2013) is at least one quarter of the whole number of voting **Members** are present. Where notified in advance to the Sub-Committee Clerk and subject to them having attended the mandatory training, substitute **Members** may attend in place of a Planning Sub-Committee member.

### Lobbying and representations

- 5.60. The proper place for objectors to raise their concerns is in writing in response to public consultation on a planning application or by making representations at a Sub-Committee meeting. Sub-Committee Members may nevertheless receive lobbying material through the post or by email from either the applicant or the objectors or be approached personally by interested parties. In dealing with such approaches, it is important for Sub-Committee Members not to do or say anything that could be construed as bias or pre-determination.
- 5.61. Where Sub-Committee Members receive lobby material through the post or by email they should forward it to the Head of Development Management. If Sub-Committee Members feel it is necessary to acknowledge receipt of or comment on the correspondence, they should consider the advice on bias or predetermination in this Protocol and should send a copy of their response to the Head of Development Management.
- 5.62. If a Sub-Committee Member is approached by an individual or an organisation in relation to a particular planning application they may listen to what is said but they should explain that because they are a member of the Sub-Committee they must keep an open mind until they have seen all the material before the Sub-Committee. A Sub-Committee Member might suggest that the individual or organisation should:
  - Where an application is not yet on a Sub-Committee agenda, write to the Planning Officer responsible for the particular case who will take into account any material planning considerations raised in the representations when preparing a report for the Sub-Committee; or
  - If the application is already on a Sub-Committee agenda contact the Sub-Committee Clerk to make a request to speak at the Sub-Committee meeting.
- 5.63. In either case contact another Member who is not a Sub-Committee Member to seek their support. Generally speaking this should be the Ward Councillor for the Ward within which the application is made.

- 5.64. If a Sub-Committee Member does decide to become involved in organising support for or opposition to a planning application or has offered an opinion on a planning application then that Sub-Committee Member must take into account the advice on bias or predetermination in this Protocol. If after considering that advice the Sub-Committee Member comes to the view that on an objective assessment they cannot sit on the Sub-Committee and decide the application with an open mind, they should not be part of the Sub-Committee that decides the application. They can however attend the Sub-Committee meeting and speak on their constituent's behalf and adopt the role of local member rather than decision taker.

**'Decision Maker' role**

- 5.65. A Councillor who is a member of the Planning Sub-Committee or a suitably trained substitute and who takes part (or who intends to take part) at a meeting of the Planning Sub-Committee in the determination of particular Planning Application will for the purposes of this Protocol be a "Decision Maker" in relation to such Planning Application.
- 5.66. A Councillor who is a Decision Maker shall comply with the provisions of the Members' Code of Conduct generally.

**'Local Member' role of a Planning Sub-Committee member**

- 5.67. Where a Planning Sub-Committee member wishes to make representations on behalf of his/her constituent(s), for the purposes of this Protocol he/she will be a "Local Member" in relation to that Planning Application. He/she may attend a meeting of the Planning Sub-Committee to make representations about the planning application on behalf of their constituents
- 5.68. A Councillor who is a Local Member shall comply with the Public Speaking Provisions and the Members' Code of Conduct generally. Further provisions relating to the "Local Members" role are also contained in the next following section.

**Non Planning Sub-Committee /Local Ward Member role**

- 5.69. Subject to the provisions of the Members' Code of Conduct generally a Councillor who is not a Member of the Planning Sub-Committee (whether or not he/she plays or intends to play the role of "Local Member") will be free to:
- discuss any planning application with the applicant / agent / objector / lobby group;

- attend any locally organised meeting concerning the application;
- attend any meeting concerning the application and speak about the application (including expressing a view either for or against the application relay relevant information about the application to a planning officer;
- seek information/clarification about the application from a planning officer; and
- should follow the rules on lobbying in accordance with this Protocol.

5.70. Where a Member of the Planning Sub-Committee has had any personal involvement with an applicant, agent or interested party, whether or not in connection with a particular application before the Planning Sub-Committee, or any other personal interest which an observer knowing the relevant facts would reasonably regard as so significant that it was likely to prejudice the member's judgement of the public interest, then the Member will declare a prejudicial interest in accordance with the provisions of the Members' Code of Conduct (Part 5 Section A of the Council's Constitution). The Member must abstain from discussion and voting on the matter and leave the room while that application or other matter is under discussion except as provided in paragraph 5.34 below. The Member must also avoid any attempt to influence the decision improperly.

5.71. A Member declaring a prejudicial interest in an item may attend during that item but only for the purposes of making representations about the matter, answering questions or giving evidence about it and then only when the meeting is open to the public. Otherwise the Member must leave the room while that application or other matter is under consideration.

### **Social Contacts**

5.72. Members of the Planning Sub-Committee will minimise their social contacts with known developers and agents and refrain altogether from such contacts when developments are known to be contemplated or applications are being proposed, or where controversial decisions are likely to be needed.

### **Hospitality**

5.73. Members of the Planning Sub-Committee will reject any offers of gifts, hospitality or future favours made personally or by way of deals for the Council or the community, from lobbyists. Any such improper approach will be reported immediately to the Chief Executive.

**Residents/Local Groups/ Other Occupiers**

- 5.74. If a Member of the Planning Sub-Committee is approached by local residents, business or other occupiers in relation to an application, which the residents or others wish to object to or support, the Member will listen to the views but will take care not to give any commitment, or the impression of a commitment that they hold any particular final view on the application.
- 5.75. Members of the Planning Sub-Committee will:
- (a) Encourage the interested party to contact another Ward Member or other elected Member who is not a Member of the Planning Sub-Committee;
  - (b) In the case of significant meetings on planning matters keep an adequate written record so as to enable the Member to disclose the fact of such an approach if and when the application or proposals is considered by the Planning Sub-Committee; and
  - (c) Disclose the fact and nature of significant discussions at and relevant meeting of the Planning Sub-Committee.

In this context "significant" would include any meetings or discussions which consider the merits or demerits of the particular proposals extended beyond simple information.

- 5.76. Meetings and discussions with constituents are an important part of a Ward Member's functions, and this Protocol is not intended to harm those contacts unnecessarily. Members of the Planning Sub-Committee should avoid taking an active role in meetings to promote residents' objections to applications. Nothing in this Protocol prevents Members from listening to local concerns, giving factual information about an application or the planning process, or from directing residents to other sources of information or assistance.
- 5.77. Where a Member of the Planning Sub-Committee receives written representations directly in relation to a planning application, the Member will pass the correspondence to the Assistant Director (Planning) in order that those representations may be taken into account in any report to the Planning Sub-Committee.

**At Committee**

- 5.78. The responsibilities of Members of the Planning Sub-Committee in considering planning matters are set out above. At the Sub-

Committee, Members will, in particular, avoid expressing any view on the matters under consideration until the report has been presented, any other relevant advice is given, and all oral representations have been heard.

#### Decisions contrary to officer recommendation and/or the Plan

5.79. Decisions on planning proposals have to be taken in accordance with the development plan unless material considerations indicate otherwise. In determining planning and other applications the Committee is entitled to decide the weight to be attached to the various planning considerations which are relevant to the application. This can lead to a decision which is contrary to the recommendation of the Officers. The Committee can for example decide:

- to refuse planning permission where officers have recommended approval;
- agree with officers that permission should be refused but for different reasons; or
- grant permission subject to different conditions or legal requirements than those recommended.

5.80. Where any [Members](#) are proposing to put forward a motion contrary to the officer recommendation, the Committee Chair will ensure that the planning reasons are apparent before a vote is taken. In order to do this the Chair will ensure that:

- The planning officer/legal officer is given an opportunity to explain to the Sub-Committee the implications of their decision; and
- Where the Sub-Committee wish to add or amend conditions the planning officer is given the opportunity to draft the condition(s) and refer to appropriate [Members](#), for approval.

When the Planning Sub-Committee makes a decision which is contrary to the recommendation of the planning officers, whether the decision is one of approval or refusal, a detailed minute of the Sub-Committee's reasons for its decision will be made. A copy of the minute will be kept on the application file.

5.81. When a decision is made which is contrary to the Plan the material considerations which led to this decision and the reason(s) why they are considered to override the development plan will be clearly identified and minuted.

#### Council Owned Land

5.82. The Planning Sub-Committee from time to time considers applications involving land owned or recently owned by the Council. Members will consider carefully whether they should

take part in the deliberations of the Sub-Committee on an application, involving that land, where they took part in any decision of the Cabinet or other Council body in relation to the land. They will take into account whether an observer with knowledge of all the relevant facts would suppose that there might be any possibility that the involvement in the decision on the land could amount to reaching prior conclusions on the planning issues, or other-wise adversely affect the Member's judgement in any way.

- 5.83. Any Member, whether or not a Member of the Cabinet, will take great care in the consideration of applications, or local plan proposals, affecting land owned or recently owned by the Council to ensure that the planning decision is made and seen to be made solely on planning grounds.

#### **Legal Advice**

- 5.84. The Assistant Director of Corporate Governance and Monitoring Officer will ensure that a suitably experienced legal officer is present at all Sub-Committee meetings to give legal, governance and procedural advice.
- 5.85. Members need to be mindful of the rules on declarations of interests and if Sub-Committee Members or other Members require advice about possible disclosable pecuniary interests or other interests or if Sub-Committee Members are in any doubt as to whether they have expressed a view that could give rise to the appearance of bias or that they have pre-determined a matter they may seek advice from the Monitoring Officer in advance of the Sub-Committee meeting. If that has not proved possible they should seek advice from the legal officer to the Sub-Committee before the meeting starts. Once advice has been given, it is up to the Member to make their own decision on whether or not they have a declarable interest and whether or not they can participate in the decision.

#### **6. MEMBERS NOT ON PLANNING SUB-COMMITTEE**

- 6.01. The Members' Code of Conduct applies to all Members of Council. The parts of the Protocol which will be particularly kept in mind as a general context for the exercise of planning functions are set out in paragraph 4.01 above.
- 6.02. Where any Member submits representations in writing or orally in relation to any application, local plan proposal, or enforcement decision those representations will be recorded for inclusion in the officers' report.

- 6.03. Councillors who are not Members of the Planning Sub-Committee may attend meetings of the Sub-Committee, and ~~at the discretion of the Chair of the Sub-Committee~~ may address the Sub-Committee. ~~In that case~~ paragraph 46 of the Committee Procedure Rules (Part 4 Section B of the Council's Constitution) will apply. This requires the Member to give written notice to the Chair of the Sub-Committee of his/her attendance, preferably before the meeting but in any event as soon as the Member arrives at the meeting. In order to promote efficient business of the Sub-Committee, and in order to give certainty to the applicant of the time available for speaking, Members are asked to register their intentions to speak by midday on the working day prior to committee with the Committee Clerk.
- 6.04. Where a Councillor who is not a Member of the Planning Sub-Committee has had any personal involvement with an applicant, agent or interested party, whether or not in connection with a particular application before the Planning Sub-Committee, or has any other personal interest which an observer knowing the relevant facts would reasonably regard as so significant that it was likely to prejudice the Member's judgement of the public interest then the Member will declare a prejudicial interest in accordance with the provisions of the Members' Code of Conduct. The Member may only attend the meeting as provided in paragraph 6.05 below. The Member must also avoid any attempt to influence the decision improperly.
- 6.05. A Member declaring a prejudicial interest may attend the meeting but only for the purposes of making representations for or against the relevant application, answering questions or giving evidence about it and only when the meeting is open to the public. Otherwise the Member must leave the room while that application or other matter is under consideration.
- 6.06. Where an approach has been received by an elected Member (not being a Member of Planning Sub-Committee) from an applicant, agent or other interested party in relation to a planning application, that Member will, in any informal discussions with any Member of the Planning Sub-Committee, disclose the fact and nature of such an approach and have regard to the matters set out at paragraph 7.01 below.

## 7. OTHER CONDUCT OUTSIDE COMMITTEES

- 7.01. In discussions between Members generally and Members of the Planning Sub-Committee (at party group meetings or other informal occasions) Members will have regard to: -

- (a) the principles governing the conduct of Members set out in the Members' Code of Conduct.
- (b) the principles governing the conduct of Members of Planning Sub-Committee set out in this Protocol.
- (c) the obligations placed on Members of the Planning Sub-Committee not to give commitments in relation to any planning application prior to consideration of the full Officer report, advice and representations at the Sub-Committee meeting dealing therewith.

## 8. SANCTIONS

- 8.01. The Council will seek to ensure adherence to this Protocol by all Members.
- 8.02. Complaints about failure to adhere to the Protocol should be made to the Chief Executive of the Council.
- 8.03. A failure to adhere to the Protocol gives rise to a range of potential consequences to the Council, and individual Members, especially if this results in inconsistency. The normal sanction of the democratic process is through the ballot box. Councillors may make a reputation in their community not only for their beliefs but also for their general conduct. Beyond the normal democratic process, a number of specific consequences can be identified.

## 9. MEMBERS AND OFFICERS OF THE COUNCIL

### The role of elected Members

- 9.01. In respect of any planning application Members will:
  - declare any pecuniary or non-pecuniary interest and take no part or a restricted part, as appropriate, in the processing and determination of the planning application;
  - act impartially and honestly;
  - approach each application with an open mind;
  - take into account and carefully weigh up all relevant issues;
  - determine each application on its own merits and in accordance with the requirements of planning law and the guidance of planning policy;
  - avoid inappropriate contact with interested parties (see also the section on lobbying ); and

- ensure the reasons for their decision are recorded in writing.

### The role of officers

9.02. Officers in their role of advising and assisting elected Members in their determination of planning applications will provide:

- impartial and professional advice;
- consistency of interpretation of the planning policies; and
- complete written reports which will include:
  - a clear and accurate analysis of the issues in the context of the relevant development plan policies and all other material considerations;
  - the substance of the representations, objections, and views of all those who have been consulted;
  - a clear written recommendation of action and where that recommendation is contrary to the development plan, the material considerations which justify the departure; and
  - all necessary information for the decision to be made.

9.03. Members should not put any pressure on officers for a particular recommendation and, as required by the Code of Conduct or the Protocol on Member/ Officer Relations (Part Five section B of the Council's Constitution), should not do anything which compromises, or is likely to compromise, their impartiality. Members should recognise that officers are part of a management structure and should address any concerns which they may have about the handling of a planning application to a departmental manager at the appropriate level of seniority. In general, however, officers and Members should adopt a team approach to the determination of planning proposals, and should recognise and respect each other's different roles

9.04. In common with Members generally, all Members of the Planning Sub-Committee may contact the relevant Planning Officer to seek information in relation to any planning application.

9.05. Members of Planning Sub-Committee will not attempt in any way to influence the contents of the Officer's report or the recommendation made on any matter. Representations made by Members whether or not in writing will be recorded by the relevant officer and included in the report.

9.06. Any criticism of Planning Officers by Members of the Planning Sub-Committee shall be made in writing, to the Director of Regeneration, Planning and Development or the Assistant Director, Planning and not to the Officer concerned. Members will endeavour to avoid any public

criticism of officers but this does not prevent Members asking officers proper questions.

| **Contact between Members and officers**

- | 9.07. Involving Members early and throughout the application and determination process leads to better committee meetings, better decisions and better developments. Pre-committee meetings between officers and the Chair and other senior Members can enable strategic applications to be highlighted and procedural committee issues agreed. Other contact is described elsewhere in this protocol including planning committee briefings.

**10. PROTOCOL FOR HEARING REPRESENTATIONS AT PLANNING SUB-COMMITTEE**

**General Principles**

- 10.1. The Planning Sub-Committee will operate this Protocol with two particular aims:

- | (a) to allow those who have applied to make representations to be heard by the Sub-Committee on items on the agenda for the meeting; and  
(b) to get through the agenda expeditiously to avoid delay to applications and wasted journeys by the public.

- | 10.2. Objectors or supporters, including Ward Members where possible, should advise the Council by noon on the working day immediately prior to the Sub-Committee meeting (for a Monday meeting this would be by noon on the Friday prior to the Sub-Committee) in order to allow appropriate administrative arrangements to be put in place. The number of speakers will usually be limited to two speaking for a proposal and two speaking against the proposal with a time limit of 3 minutes i.e a maximum of 6 minutes. Ward Members will have a time limit of 3 minutes each.

- 10.3. Speaking should take place immediately before the Sub-Committee debates a particular application (see running order for the sub-committee) and after the planning officer has set the scene and updated the meeting on any late matters not dealt with in the published report.

- | 10.4. The circulation of materials will not normally be accepted during the meeting. If new or further material is to be allowed following the publication of the Sub-Committee papers it should be received in advance of the meeting so that it can be circulated to Members of the Sub-Committee.

- 10.5. Speakers should not be allowed to engage in discussion with **Members** of the Sub-Committee during public speaking or the Sub-Committee deliberations, to avoid any risk of accusation of bias or personal interest.

#### The procedure for addressing the Sub-Committee

- 10.6. ~~Although the Committee Procedure rules allow for The rule in paragraph 10.2 does not apply to~~ Members not on the Planning Sub-Committee, ~~or to~~ officers outside the Planning Service who wish to address the Sub-Committee, ~~to. They should~~ give written notice of their attendance to the Chair of the Sub-Committee ~~preferably before the meeting but in any event as soon as they arrive at the meeting~~ rather than inform the committee clerk by 12 pm on the working day prior to committee ~~Members and Council Officers are asked to inform the committee clerk by 12pm on the working day prior to committee where possible.-~~

~~The Chair will generally allow such Members and officers to speak but this is always at the Chair's discretion in accordance with paragraph 46 of the Committee Procedure Rules in Part 4 Section B of the Council's Constitution.~~

- 10.7. The Chair will allow those persons outside the Council completing the form to address the Sub-Committee except where there are several people applying to speak, in which case there will be a limit as shown below. The right to speak shall be on a first come first served basis.
- 10.8. For any issue which is within the Sub-Committee's terms of reference, but for which there is not a report on the agenda, members of the public may use the Deputations Procedure in accordance with paragraph 29.10 of the Committee Procedure Rules to make their representations to the Sub-Committee.
- 10.9. With respect to Petitions, for this Sub-Committee the requirement in paragraph 11.1 of the Council Procedure Rules for 5 days' notice will not apply so that members of the public may submit petitions (without addressing the meeting) on any issue which is within the Sub-Committee's terms of reference at any meeting without giving due notice.

Formatted: Indent: Left: 0 cm,  
Hanging: 1.27 cm

#### Running order for planning applications

- 10.10. Declarations of interest will be taken at the start of the meeting (**Members** will be invited to *clearly state their interest in an item and whether they believe it to be personal, prejudicial or pecuniary. To include whether they will leave, stay, refrain from debate and whether they will vote*).

(a)	Announce application and give description.
(b)	Name the public speakers.
(c)	<i>Advise the meeting of the declarations of interest that have been made in relation to the item</i>
(d)	Local Member declaration to represent their constituents or vote ( <i>Where a local Member sits on the Sub-Committee they should state whether they intend to vote on the application or instead to represent their constituents. If representing their constituents they should move to the area reserved for speakers and remain there until the end of the item</i> )
(e)	Planning officer presents case including update of any late representations or new issues, with possible supplementary presentation from other officers.
(f)	Speaking arrangements Objectors - up to 2 speakers with a total time of 6 minutes divided between them.
(g)	Any interested Councillors who are not Members of the Sub-Committee <del>may</del> or officers outside the Planning Service <u>who have informed the committee clerk or the Chair in advance of the meeting; may with the permission of the Chair,</u> address the Sub-Committee for up to 3 minutes.
(h)	The Applicant and any supporters of the proposal will have the right to speak for an equivalent length of time as given to those objecting to the application i.e. maximum of 6 minutes (the total time to be divided between them) For each speaker clarification questions from Members should be made through the Chair and should be points of fact only. It is expected that most speakers will require no clarification.
(i)	Debate – Members through Chair with support from officers / legal providing clarification. Sub-Committee Members debate the case and consider the recommendation including conditions.
(j)	Summing up Chair brings discussion to conclusion and seeks a decision on the recommendation/alternative recommendation proposed.
(k)	Vote and explicitly record decision s), taking vote(s) as necessary. Following the vote, there will be no further discussion of the item.
(For certain cases the procedure may be varied to allow for adjournments for confidential legal advice.)	
The Sub-Committee will be aware that some parties listed as "objectors" can be overall in support of a development but be looking, for example, for some amendment or condition to protect their amenity.	

#### For applications which are considered but deferred

10.11 Normally, the Sub-Committee will hear representations on both / all sides before they make a decision to defer for any reason. When the application is re-submitted to the Sub-Committee, further representations will normally only be allowed if some fresh matter has arisen since the first Sub-Committee meeting. If this further

submission is exceptionally allowed, the number of people speaking will be limited to one objector for a further 3 minutes. The applicant will have a right to reply of 3 minutes.

#### **For larger or more contentious applications**

- 10.12. (a) In relation to larger and/or more controversial applications (as agreed by the Sub-Committee), the Chair may allow double the number of speakers, with double the total length of time to be divided between them).
  - (b) For example: in relation to para. 10.2 above this would be four speakers with a total of 12 minutes divided between them.
  - (c) The applicant and any supporters will normally have a right to reply of the same length of time as taken by the objectors.
- 10.13. The Sub-Committee will aim to deal with all applications, except those of exceptional significance, within one hour, and the Chair will take active steps to keep to these time-scales in the interests of all participants. Members will also act to deal fairly and expeditiously and will therefore limit themselves to 5 minutes for questions and 5 minutes for comments in relation to each application, and will act jointly to limit themselves as a whole to a maximum of 30 minutes of questions and comments for any one application.

#### **Equal Opportunities**

- 10.14. The adoption and publication of a Protocol giving clear information about planning procedures and getting involved in decisions would improve access to the system by all communities in the Borough, as well as potential investors. Arrangements will be put in place to make the policy principles within this protocol available in pamphlets in different languages and in larger print.

## **11. CODE OF CONDUCT FOR MEMBER SITE VISITS**

### **Background**

- 11.01. At the Sub-Committee meeting site maps, scheme drawings and sometimes photographs are on display and available. Officers' reports describe relevant site characteristics, following their own site visits. Officer visits are not routinely made to the homes / premises of objectors, as adequate technical assessments can usually be made from maps, drawings and by visiting the application site.

11.02. This site knowledge and information will usually be sufficient for the Sub-Committee to reach a decision on applications and accompanied Committee site visits will not automatically be required for all items. .

11.03. The Assistant Director, Planning /Head of Development Management, in consultation with the Chair of the Sub-Committee, will decide which cases require a site visit according to the criteria set out below:  
Examples where a site visit would not normally be appropriate include where:

1. purely policy matters or issues of principle are at issue;
2. the report, together with drawings, photographs and other material is sufficient to provide the context; or
3. where Councillors have already visited the site within the last 12 months.

11.04. Site visits where required will be normally be scheduled for the week before the Sub-Committee meeting at which the application is to be discussed during daylight hours.

#### **The purpose of site visits**

11.05. The purpose of such site visits is for the Members of the Sub-Committee to see the site in order to reach an informed decision. It is not intended to provide a separate opportunity for objectors, supporters, applicants or others to lobby the Members, to argue their case or discuss the merits of the application.

11.06. It is essential that fairness and probity are safeguarded in all the proceedings of the Planning Sub-Committee. This means preventing even the appearance of undue or unfair influence, or biased behaviour.

11.07. In accordance with the Protocol, Members must avoid being involved in lobbying for or against an application, or reaching a firm view on an application before final determination at Sub-Committee. The proper place for discussion and presentation of views is therefore at the Sub-Committee meeting itself.

11.08. On site, without some safeguards, there is a serious risk of breaching the principles of fair hearings. Individual Members can hear different arguments from different people, and all sides are not heard equally.

11.09. To ensure fairness and probity, therefore the Sub-Committee will observe the following Protocol for site visits. The on-site procedures are based on those followed by the national Planning Inspectorate.

#### **Site Visit protocol**

- 11.10. Access to the site will be arranged with the site owners or their agent. In some cases arrangements will also have to be made with adjoining properties which have to be entered.
- 11.11. Procedure on Site: The planning officer(s) will show the Members round the site(s) / area, showing relevant scheme drawings, and pointing out significant features. Some practical assistance from the owner / agent may be necessary. Members may ask officers or others factual questions, but will not otherwise discuss the application.
- 11.12. In a few cases the Assistant Director, Planning / Head of Development Management, in consultation with the Chair of the Sub-Committee, may decide to invite particular local residents or objectors / supporters to attend a site visit for the purpose of ensuring access, pointing out specific matters or answering factual questions. Normally, neither objectors nor supporters will be invited to site visits.
- 11.13. If a site visit becomes the occasion for lobbying by numbers of people or for demonstrations, the visit may have to be adjourned and rearranged as a more private visit.
- 11.14. As a result of the visit, the Members of the Sub-Committee may ask the officers to address some specific issue in the presentation to the Sub-Committee.
- 11.15. Any Member of the Sub-Committee who is unable to attend the official site visit should endeavour to visit the site him / herself before the meeting and will avoid any discussion of the merits of the application while at the site.
- 11.16. Members of the Sub-Committee have to come to an independent view on an application, taking into account all relevant facts and views. If a Member of the Sub-Committee is unable to attend the site visit, this does not disqualify him / her from taking part in the final decision. The Member will, however, listen very carefully to the views of those Members who benefited from the visit. In some cases the Member may decide it would be better not to take part in the decision.

#### | Site visits by individual **Members** of the Planning Sub Committee

- 11.17. Many **Members** will already be familiar with sites which are subject to applications but not in all cases. It is normal and proper for **Members** in these circumstances to visit a site themselves before the committee meeting. Where individual **Members** of the committee wish to undertake their own site inspection, prior to the committee meeting, these should be conducted unannounced and from a public vantage point. Members of the committee should not arrange to meet applicants/agents or third parties for the purpose of a site inspection

11.18. If a committee member is approached on site by any applicant/agent, objector or other third party interest they should seek to avoid discussion of the application and should ensure they do not give any indication of their views or the likely decision of committee. Where it is not practical to avoid some discussion the member should note that it took place and pass the information to the officers, so that it can be recorded at Committee.

## 12.0 REVIEW OF THE PROTOCOL

12.01. The protocol will be regularly reviewed to take account of:

- new planning legislation;
- changes to national codes of conduct; and
- emerging examples of good practice.

This page is intentionally left blank

**Report for:** Regulatory Committee

**Title:** Haringey Quality Review Panel

**Report authorised by :** Lyn Garner Corporate Director Planning, Development and Regeneration

**Lead Officer:** Stephen Kelly Assistant Director – Planning

**Ward(s) affected:** All

**1. Describe the issue under consideration**

The report provides an introduction and brief overview of the work of the Haringey Quality Review Panel

**2. Recommendations**

That the report and associated presentation be noted.

**3. Reasons for decision**

Not applicable

**4. Alternative options considered**

This report is for noting. Alternative options are not applicable.

**5. Background information**

The Haringey Quality Review Panel was established in April 2015 with an independent chair, Peter Studdert. The panel comprises 21 experts appointed from over 60 applications following a national recruitment campaign. The panel members encompass a range of disciplines, including architecture, urban design, landscape design, building engineering, conservation and accessibility.

Since April, applicants for major development have been encouraged to submit their proposals to the quality review panel for consideration and comment. To date over 20 schemes have been reviewed – some schemes have been reviewed more than once (see appendix A).

The comments from the Quality Review Panel have been included in planning officer reports to the Planning Committee and have assisted the Local Planning Authority when it is balancing the sometimes competing policy considerations that are part of the decision making process.

In parallel with the work of the Quality Review Panel, the planning authority has also undertaken a range of other activities aimed at supporting and promoting improved development outcomes for the borough. These include the development of a suite of new Local Plan documents – including the creation of a “Haringey Development Charter” (contained within the Draft Development Management Policy DM1) and revisions to the Planning Protocol for members

and officers – to enable development proposals to be presented to the Planning Committee for comment at the “pre-application” stage.

The Chair of the Quality Review Panel will attend the regulatory Committee meeting to report on the progress made and experiences of the Panel since it was established and to receive questions from the Committee on matters relating to the work of the panel.

**6. Contribution to strategic outcomes**

The QRP is part of a service wide programme of measures that aim to promote and secure higher quality development outcomes for the Borough. The work of the Panel and the Planning Service plays a central role in the physical renewal and regeneration of the Borough and contributes to the successful achievement of outcomes associated with priority three, four and five of the Corporate Plan – including the Wood Green and Tottenham regeneration programmes.

**7. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)**

Not applicable

**Finance and Procurement**

The establishment costs (advertisement and project management) were paid for through the planning service budget. The operating costs of the Panel are recovered in full through charges levied upon the developers that use the panel.

**Legal**

The Assistant Director of Corporate Governance has been consulted on the preparation of the body of this report and confirms that there are no immediate legal issues arising from it.

**8. Appendices**

Appendix A: Schedule of schemes reviewed and QRP members.

**9. Local Government (Access to Information) Act 1985**

- a. Haringey Development Management Policies DPD January 2016
- b. Planning Protocol 2015

## **Appendix A Quality Review Panel: Schemes reviewed and list of Members 2016**

### **Schemes reviewed April 2015 to January 2016**

1. Connaught House
2. 33-35 Crouch End Hill
3. Apex House
4. Tottenham Hale District Centre Framework
5. Beacon Lodge, 35 Eastern Road
6. 191-201 Archway Road
7. 255 Lordship Lane
8. Northumberland Development Project (THFC)
9. 109 Fortis Green
10. Technopark through School
11. Canning Crescent
12. St. Ann's Police Station
13. 500 White Hart Lane
14. Bruce Grove Station
15. Templeton Road Garages
16. Cross Lane
17. Hale Wharf
18. Tottenham Hale Green Grid
19. 45 – 63 & 67 Lawrence Road
20. Hawes and Curtis Building

### **Current list of Panel members**

#### **Architects**

**Andrew Matthews** Director of Proctor and Matthews Architects

Principal of well-respected and established firm of architects specialising in housing design. Abode, Great Kneighton won a Civic Trust Award, and was Housing Design Awards Supreme Winner in 2015. [www.proctorandmatthews.com](http://www.proctorandmatthews.com)

**Annalie Riches** Director of Mikhail Riches

Principal of small architectural practice, producing high quality work. They have won several Housing Design Awards and made the Stirling Prize mid-list for their Clay Field project in Suffolk and Church Walk in London, which also won Building of the Year in 2013. [www.mikhailriches.com](http://www.mikhailriches.com)

**Hari Phillips**, Bell Phillips Architects

Bell Phillips Architects was established in 2001 after Tim Bell and Hari Phillips won an international design competition to carry out a major regeneration project in East London. They have particular expertise in housing design. [www.bellphillips.com](http://www.bellphillips.com)

**John Lyall**. Lyall Bills and Young

John Lyall is currently vice chair of the LLDC Quality Review Panel, and has substantial experience of design review. John Lyall Architects designed the Tottenham Hale tube modernisation. [www.lbyarchitects.com](http://www.lbyarchitects.com)

**Phyllida Mills**, Mills Power

Phyllida is a current member of the Haringey DRP, and has recently established her own practice. Previously she was a partner at Penoyre & Prasad Architects. She has particular expertise in school design. [www.millspower.com](http://www.millspower.com)

**Stephen Davy**, Stephen Davy Peter Smith Architects

Stephen is a current member of the Haringey DRP, and grew up in the Borough. His practice specialise in housing design – often working with Housing Associations.

[www.davysmitharchitects.co.uk](http://www.davysmitharchitects.co.uk)

**Tim Pitman**, Pitman Tozer

Tim's practice is one of 6 practices chosen from more than 300 entries to join the Peabody Trust Small Projects Panel. Their Mint Street Project for Peabody has won numerous awards including the Housing category at the New London Architecture Awards in 2014.

[www.pitmantozer.com](http://www.pitmantozer.com)

**Wen Quek**, Cullinan Studio

Wen is a partner at Cullinan Studio, a highly respected architectural practice with a broad range of completed projects, many of which have won awards. She is also an external examiner at the University of Nottingham, and was previously a Design Council CABE Enabler. [www.cullinanstudio.com](http://www.cullinanstudio.com)

## **Landscape architects**

**Deborah Nagan**, (uncommon)

Deborah is principal of a small landscape architecture practice based in London. She is also on the steering group for the South Bank and Waterloo Neighbourhood Plan, and serves with Peter Studdert on the Oxford Design Review Panel.

[www.uncommonland.co.uk](http://www.uncommonland.co.uk)

**Robert Aspland**, LDA Design

Robert is a partner at LDA Design, a well-established landscape architecture practice, who are probably best known for their work on the Olympic Park. [www.lda-design.co.uk](http://www.lda-design.co.uk)

**Hugo Nowell** Urban Initiatives

Hugo is a Director of Urban Initiatives Studio with 20 years experience of urban design master planning and public realm design. His work ranges from city centre and residential master planning, preparation of design codes and design guidance through to detailed design and delivery on site. <http://www.uistudio.co.uk>

## **Urban designer / heritage experts**

**Charles Wagner**, English Heritage

Charles was formerly Head of Planning and Urban Advice at English Heritage. He has an interest in joining the panel because of his 6 years' experience helping with the regeneration of Tottenham High Road.

**David Birkbeck**, Design for Homes

David Birkbeck wrote the Building for Life matrix, and is a leading thinker on housing design. [www.designforhomes.org](http://www.designforhomes.org)

**Esther Kurland**, Urban Design London

Esther Kurland is Director of Urban Design London, who provide support and training for London Boroughs, TfL and the GLA. They also provide design surgeries, which are an informal type of design review. Esther Kurland previously served as a member of CABE's Crossrail design review panel. [www.urbandesignlondon.com](http://www.urbandesignlondon.com)

**Selina Mason**, LDA Design

Selina Mason was previously Director of Design Review at CABE, before moving to the Olympic Delivery Authority as Deputy Director of Design. She is now a partner at LDA Design, and specialises in urban design and master planning. [www.lda-design.co.uk](http://www.lda-design.co.uk)

### **M & E engineering / sustainability**

**Chris Twinn**, Twinn Sustainability Innovation

Chris Twinn was previously an Arup Fellow / Director, and has participated in a large number of government advisory committees on low carbon and sustainable development. He has also served as a member of CABE's design review panel.

**David Lindsey**, Max Fordham

David is a senior partner at a highly respected firm of M & E engineers, with a particularly strong reputation for energy efficient and sustainable design. [www.maxfordham.com](http://www.maxfordham.com)

### **Civil / structural engineer**

**Gary Elliot**, Elliot Wood

Gary Elliot is a founding partner and now managing partner of Elliot Wood. He has worked on numerous award winning projects with leading architects and clients. He has also sat on the Merton Design Review Panel. [www.elliottwood.co.uk](http://www.elliottwood.co.uk)

### **Property Developer**

**Andrew Beharrell**, Pollard Thomas Edwards

Andrew is senior partner at PTEa an architectural practice specialising in housing design. He is also a Haringey resident, and lives in a development that won a Haringey Design Award in 2012 – for which they were both designer and developer. [www.pollardthomasedwards.co.uk](http://www.pollardthomasedwards.co.uk)

### **Inclusive Design**

**Ann Sawyer**, Access=Design

Ann is an architect who has specialised in inclusive design. Her book *The Access Manual* has recently been published in its 3<sup>rd</sup> edition and she has written many other design and policy guidance documents on inclusive design. She is also a member of the LLDC Quality Review Panel. [www.accessdesign.co.uk](http://www.accessdesign.co.uk)

This page is intentionally left blank