

REPORT FOR CONSIDERATION AT PLANNING COMMITTEE

Reference No: HGY/2008/2036

Ward: Tottenham Green

Date received: 14/10/2008

Last amended date: December 2008

Drawing number of plans J06.357/D(01)01, 02, 03C, 04 - 16 incl., 20 - 26 incl., 30, 31A, 32A, 33A, 34A, 40 - 50 incl., 60, 61

Address: Tottenham Town Hall, Town Hall Approach Road N15

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

Existing Use: Town Hall / Depot

Proposed Use: Community / office / residential

Applicant: Ms Lis RodriguesNewlon Housing Trust

Ownership: Private

PLANNING DESIGNATIONS

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

Officer Contact: Stuart Cooke

RECOMMENDATION

GRANT CONSENT subject to conditions and subject to section 106 Legal Agreement

SITE AND SURROUNDINGS

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

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

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

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

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

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

PLANNING HISTORY

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

Two parallel applications for conservation area consent and planning permission are also lodged with the Council in relation to this scheme. The conservation area

consent deals specifically with the demolition issues associated with the development and the planning permission considers the whole development.

DETAILS OF PROPOSAL

This application is for Listed Building Consent relating to the works proposed to the Town Hall building and the “ranges” in the former Clyde Road depot site.

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

The second element of the scheme involves the demolition of the canopy structure and other buildings currently occupying the former Clyde Road depot site and the redevelopment of this part of the site for residential use. However the centre part of the south Ranges will be retained and refurbished to form new residential accommodation. In addition, three new blocks will be built of between two and five storeys, comprising 109 units of residential accommodation in total. The new accommodation will comprise 34 x 1-bed, 60 x 2-bed, 12 x 3-bed and 3 x 4-bed units. 38% of the units will be for social rent.

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

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

Access to the site is from both Clyde Road and Town Hall Approach Road, but no through route will be formed to avoid potential rat-running through the site. The access arrangements will allow specific provision for refuse and emergency vehicles to service the whole of the site with 26 car spaces being provided within the site.

CONSULTATION

English Heritage

Conservation team

Tottenham Conservation Area Advisory Committee
Tottenham Civic Society

RESPONSES

English Heritage

Tottenham Conservation Area Advisory Committee -

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

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

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

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

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

RELEVANT PLANNING POLICY

PPG15: Planning and the Historic Environment

Unitary Development Plan 2006

CSV1: Development in conservation areas

CSV2 Listed Buildings

CSV4: Alterations and Extensions to Listed Buildings

CSV6: Demolition of Listed Buildings

CONTEXT

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

Tottenham Town Hall and Clyde Road Depot Site Planning Brief 2002

Tottenham Baths and Clyde Road Masterplan 2002

Conservation Plan 2004

Tottenham Green Conservation Area Appraisal

Tottenham Town Hall and Clyde Road Depot Site Planning Brief 2002

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

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

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

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

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

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

Tottenham Baths and Clyde Road Masterplan 2002

The Tottenham Baths and Clyde Road Masterplan was produced by by Llewelyn-Davies in conjunction with the Council and was adopted in 2002. It was intended that the document would provide guidance to developers in redeveloping the two sites. As the UDP was adopted in 2006, the Masterplan also has reduced weight, but it does however, still provide an indication as to the Council's aspirations for the site.

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

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

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

that new building additions at the rear of the Town Hall has led to the need for aesthetic improvements to the rear of the building and that the Council would therefore welcome a scheme that considers this part of the development.

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

Conservation Plan 2004

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

Tottenham Green Conservation Area Appraisal

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

ANALYSIS/ASSESSMENT OF THE APPLICATION

Where Listed Building Consent is being sought for partial demolition of a listed building, the advice in paragraphs 3.12 and 3.16 of PPG15 requires Local Planning Authorities to consider the proposed works in the context of the building and any new uses proposed for the building. This advice is reflected in policies CSV1, CSV2, CSV4 and CSV6 of the UDP.

In this case, in terms of external works, the parts of the town hall building proposed to be demolished are more recent additions, dating from the 1930's, and are not considered to be architecturally significant. In fact it is considered the proposed demolition of the rear parts will expose certain attractive features of the building previously not visible from the rear. In addition, the exposed ends of the rear parts of the building will be rebuilt in an appropriate manner as agreed with English Heritage.

In relation to the buildings on the former Clyde Road depot site, it has been agreed with English Heritage that the "ranges" buildings, with the exception of the south ranges buildings, and the modern steel canopy in the centre of the site may be demolished. The south ranges buildings will be repaired and refurbished as part of the residential redevelopment of that part of the site. There is a bunker structure, possibly dating from WW2 in this area, and English Heritage have required a condition to be attached to the permission to record the details of the bunker prior to its demolition.

With regard to the uses proposed for the main Town Hall building, the applicant has prepared a management plan for the future use of the Town Hall, which envisages the continued use of the Town Hall for offices and community uses. The development agreement between the applicant and the Council sets out the terms of the future arrangements for the Town Hall and these are reflected in the S106 agreement.

English Heritage have been involved in the development of this scheme both in terms of the physical works and the uses proposed and are satisfied with the scheme, subject to appropriate conditions being attached. As such, the scheme is considered to meet the provisions of policies CSV1, CSV2, CSV4 and CSV6 of the UDP.

SUMMARY AND CONCLUSION

The application site is located to the west side of Tottenham Green and forms one of the group of sites currently occupied by the large Edwardian municipal buildings fronting the Green. The site is included in the Tottenham Green conservation area and the Town Hall is a Grade 2 listed building.

The whole scheme comprises two separate elements; first it proposes the demolition of the more recent rear additions to the Town Hall and the refurbishment and re-use of the Town Hall buildings for office and community uses. The second element of the scheme involves the demolition of the canopy structure and other buildings currently occupying the former Clyde Road depot site and the redevelopment of this part of the site for residential use.

The physical works involve the demolition of the more recent rear additions to the Town Hall and the "Ranges Buildings", with the exception of the south ranges, on the former Clyde Road depot site. This demolition is considered acceptable in terms of the listed building and is agreed by English Heritage. The Town Hall building will be refurbished and used as offices and community uses which is also regarded as acceptable. The retained Ranges buildings will be refurbished and used for residential use. English Heritage have been involved in the development of this scheme both in terms of the physical works and the uses proposed and are satisfied with the scheme, subject to appropriate conditions being attached.

RECOMMENDATION

GRANT CONSENT

Registered No. HGY/2008/2036

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

Subject to the following conditions:

1. The works of demolition or alteration by way of partial demolition hereby approved shall not be commenced before contract(s) for the carrying out of the completion of the entire scheme of works for which consent is hereby granted, including the works contract, have been made and evidence of such contract(s) has been submitted to and accepted in writing by the Council as local planning authority.
Reason: To ensure that premature demolition does not take place.

2. Before any work is undertaken in pursuance of this consent to demolish or to alter by way of partial demolition any part of the building, structural engineers' drawings a method statement, indicating the proposed method of ensuring the safety and stability of the building fabric to be retained throughout the period of demolition and reconstruction, shall be submitted to and approved by the Council as local planning authority. The relevant work shall be carried out in accordance with such structural engineers' drawings method statement thus approved.
Reason: In order to safeguard the special architectural or historic interest of the building.

3. The position, type and method of installation of all new and relocated services and related fixtures (for the avoidance of doubt including communications and information technology servicing), shall be specified in advance of any work being carried out, and the prior approval of the Council as local planning authority shall be obtained wherever these installations are to be visible, or where ducts or other methods of concealment are proposed. Any works carried out shall be in accordance with such approval
Reason: In order to safeguard the special architectural or historic interest of the building.

4. No new plumbing, pipes, soilstacks, flues, vents or ductwork shall be fixed on the external faces of the building unless shown on the drawings hereby approved.
Reason: In order to safeguard the special architectural or historic interest of the building.

5. No new grilles, security alarms, lighting, cameras or other appurtenances shall be fixed on the external faces of the building unless shown on the drawings hereby approved.
Reason: In order to safeguard the special architectural or historic interest of the building.

6. All new external and internal works and finishes and works of making good to the retained fabric, shall match the existing adjacent work with regard to the methods used and to material, colour, texture and profile, unless shown otherwise on the drawings or other documentation hereby approved or required by any condition(s) attached to this consent.

Reason: In order to safeguard the special architectural or historic interest of the building.

7. The new facing brickwork to the Town Hall shall match the existing brickwork adjacent in respect of colour, texture, face bond and pointing, unless shown otherwise on the drawings or other documentation hereby approved or required by any condition(s) attached to this consent.

Reason: In order to safeguard the special architectural or historic interest of the building.

8. The new joinery work shall match the existing joinery work adjacent in respect of materials, dimensions and profiles, unless shown otherwise on the drawings or other documentation hereby approved or required by any condition(s) attached to this consent.

Reason: In order to safeguard the special architectural or historic interest of the building.

9. Sample panels of all new facing brickwork showing the proposed brick types, colour, texture, face bond and pointing shall be provided on site and the specification approved in writing by the Council as local planning authority (in consultation with English Heritage) before the relevant parts of the works are begun. The relevant parts of the work shall be carried out in accordance with such approved sample panels. The approved sample panels shall be retained on site until the work is completed and has been approved.

Reason: In order to safeguard the special architectural or historic interest of the building.

10. All redundant plumbing, mechanical and electrical services and installations, including the external dumb waiter on north elevation, and air conditioning units, shall be carefully removed from the listed building. The internal and external fabric, materials and finishes of the building be properly restored with matching materials

Reason: In order to safeguard the special architectural or historic interest of the building.

11. Details in respect of the following shall be submitted to and approved in writing by the Council as local planning authority in consultation with English Heritage before the relevant work is begun. The relevant work shall be carried out in accordance with such approved details [specify: detailed drawings at [scale]; samples of materials, schedule of works/specification, method statement, other]:

a The applicant shall prepare a full condition survey of the Town Hall and Clock House Range detailing the necessary repairs and restorations which will inform the specification for works. This should be prepared by a suitably qualified professional experienced in the repair and refurbishment of historic buildings.

- b. A full specification for repairs to the Town Hall and Clock House Range shall be prepared by a suitably qualified professional experienced in the repair and refurbishment of historic buildings submitted prior to the commencement of works on site.
- c. Fully annotated and dimensioned plans, sections and elevations at a scale of 1: 20 showing all proposed internal alterations to the listed building.
- d. Samples of new facing materials to the Town Hall, Clock House range and new buildings are to be made available of site prior to the start of works for approval.
- e. Fully annotated and dimensioned plans, sections and elevations at a scale of 1: 50 showing the detail design of the new rear gable wall, including central chimney, stone capping, all associated lead flashings to the roof, and associated external refuse stores at ground floor level.
- f. A salvage strategy for the reuse of historic materials including bricks and the extensive granite setts throughout the site shall be submitted prior to the commencement of works.
- g. A detailed landscape strategy including a plan at a scale of 1:200 illustrating the existing paved areas where existing granite sets on site are to be retained, and the areas where they will carefully taken up and re-laid as the principal paving material in the public realm courtyards and access roads of the development. Samples of new hard landscaping materials will be made available on site for approval
- h. Fully annotated and dimensioned plans, sections and elevations at a scale of 1: 10 showing the proposed external facing materials and typical detail design features of the central range of Clyde Road Depot, including Clock Tower, roof verge, gable and eaves details, typical door, typical window details.
- i. A detailed schedule of boundary treatments, showing gates and railings, with detailed drawings as appropriate. Specifically this should include:
- " fully annotated and dimensioned details showing the access gate at north corner of front elevation of the Town Hall, illustrating how its detail design relates to the design and alignment of the boundary fencing, and associated landscaping, to the Bernie Grant Centre Square, with plans and elevations at a scale of 1:20.
 - " Town Hall - fully annotated and dimensioned detail design showing a gate access and railings enclosure to the rear courtyard of the listed building with plan and elevation at a scale of 1: 20
 - " fully annotated and dimensioned details at a scale of 1: 20 of boundary fencing to the site, including access metal gates to the alleyway behind Block B backing onto the Bernie Grant Centre.
- j. Full details of artificial lighting scheme to the public realm courtyards, vehicular routes and parking areas, pedestrian routes and designated community amenity open space, and for the Town Hall Building.
- k. Fully annotated and dimensioned typical bay elevation and section drawings of Blocks B, C & D at a scale of 1:50, showing details of roof, facing materials, finishes, windows, balcony, doors, walls.

Reason: In order to safeguard the special architectural or historic interest of the building.

12. No works authorised by this consent shall take place until the applicant has implemented a programme of building recording and analysis by a person or body approved by the Council as local planning authority. This programme shall be in accordance with a written scheme which has been submitted by the applicant and approved by local planning authority advised by English Heritage. This programme of recording should correspond to Level 3 as set out in English Heritage's published guidance Understanding Historic Buildings : A guide to good recording practice. A separate report corresponding to Level 3 recording will be undertaken in respect of the Cold War Bunker.

Reason: To ensure that an appropriate record is made of any fabric of architectural/historic/archaeological significance which may be revealed or affected by the works hereby approved.

13. No cleaning of masonry, other than a gentle surface clean using a nebulous water spray, is authorised by this consent without prior approval of details. Proposals shall be submitted to and approved by the Council as local planning authority before the work is begun and the work shall be carried out in accordance with such approved proposals.

Reason: In order to safeguard the special architectural or historic interest of the building.

14. No repointing of brickwork is authorised by this consent without prior approval of details. Proposals shall be submitted to and approved by the Council as local planning authority before the work is begun, and the work shall be carried out in accordance with such approved proposals.

Reason: In order to safeguard the special architectural or historic interest of the building.

15. All new external joinery shall be of painted timber.

Reason: In order to safeguard the special architectural or historic interest of the building.

16. All new external rainwater goods and soil pipes on the visible elevations shall be of cast iron, painted black.

Reason: In order to safeguard the special architectural or historic interest of the building.

17. No development shall take place within the area indicated until the applicant has secured the implementation of a plan of archaeological work in accordance with a written scheme of investigation which has been submitted to and accepted in writing by the Council as planning authority.

Reason: Important archaeological remains may exist on this site. Accordingly the planning authority wishes to secure the provision of archaeological investigation and the subsequent recording of the remains prior to development, in accordance with the guidance and model condition set out in PPG16

INFORMATIVE: Listed Building Consent may be required for cleaning operations to listed buildings.

INFORMATIVE: Listed Building Consent may be required for the repointing of brickwork to listed buildings.

INFORMATIVE: The development of this site is likely to damage archaeological remains. The applicant should therefore submit detailed proposals in the form of an archaeological project design. This design should be in accordance with the appropriate English Heritage guidelines.