

REPORT FOR CONSIDERATION AT PLANNING COMMITTEE

Reference No: HGY/2008/2035

Ward: Tottenham Green

Date received: 14/10/2008

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Drawing number of plans J06.357/D(01)01, 02, 03C, 04 - 11, 12A, 13A, 14, 15A, 16B, 20 - 26 incl., 30, 31A, 32A, 33A, 34A, 40 - 50 incl., 60, 61, 100, 101, 102.

Address: Tottenham Town Hall, Town Hall Approach Road N15

Proposal: Conservation area 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 Range Building) and erection of 4 blocks of houses / flats between 3 and 5 storeys comprising 109 units, associated landscaping, car parking and means of access.

Existing Use: Town Hall / Depot

Proposed Use: Community / office / residential

Applicant: Ms Lis Rodrigues Newlon Housing Trust

Ownership: Private

PLANNING DESIGNATIONS

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

Officer Contact: Stuart Cooke

RECOMMENDATION

GRANT 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 planning permission and Listed Building Consent are also lodged with the Council in relation to this scheme. The planning permission deals with the whole development and the Listed Building Consent considers the development in terms of its effect on the listed building.

DETAILS OF PROPOSAL

The complete 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 block 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.

This application considers the issues relating to the proposed demolition of the rear part of the Town Hall buildings and the “ranges” buildings in the former Clyde Road depot site.

CONSULTATION

English Heritage

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

CSV1: Development in conservation areas

CSV2: Listed Buildings

CSV5: Alterations and extensions in conservation areas

CSV7: Demolition in conservation areas

CSV8: Archaeology

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

2002 Tottenham Town Hall and Clyde Road Depot Site Planning Brief

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

Advice in PPG15 states:

“4.26 In exercising conservation area controls, local planning authorities are required to pay special attention to the desirability of preserving or enhancing the character or appearance of the area in question; and, as with listed building controls, this should be the prime consideration in determining a consent application. In the case of conservation area controls, however, account should clearly be taken of the part played in the architectural or historic interest of the area by the building for which demolition is proposed, and in particular of the wider effects of demolition on the building's surroundings and on the conservation area as a whole.

“4.27 The general presumption should be in favour of retaining buildings which make a positive contribution to the character or appearance of a conservation area. The Secretary of State expects that proposals to demolish such buildings should be assessed against the same broad criteria as proposals to demolish listed buildings (paragraphs 3.16-3.19 above). In less clear-cut cases - for instance, where a building makes little or no such contribution - the local planning authority will need to have full information about what is proposed for the site after demolition. Consent for demolition should not be given unless there are acceptable and detailed plans for any redevelopment. It has been held that the decision-maker is entitled to consider the merits of any proposed development in determining whether consent should be given for the demolition of an unlisted building in a conservation area.”

It is clear from this advice that Local Planning Authorities should grant conservation area consent for demolition where an acceptable scheme for the replacement development is in place. In the light of the fact that the planning application for the redevelopment of this site is recommended for approval, it is considered appropriate for this application for conservation area consent to demolish the existing buildings to be agreed.

Policy CSV7 of the Unitary Development Plan reflects this advice and for demolition in conservation areas where that demolition would not have an adverse impact on the character and appearance of the conservation area. As the replacement scheme is considered acceptable in this case, it is considered appropriate to grant conservation area consent.

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.

The complete 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.

Advice in PPG15 states Local Planning Authorities should grant conservation area consent for demolition where an acceptable scheme for the replacement development is in place. Policy CSV7 of the Unitary Development Plan 2006 reflects this advice. As the replacement scheme is considered acceptable in this case, it is considered appropriate to grant conservation area consent.

RECOMMENDATION

GRANT CONSENT

Registered No. HGY/2008/2035

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Subject to the following conditions:

1. The development hereby authorised must be begun not later than the expiration of 3 years from the date of this permission, failing which the permission shall be of no effect.
Reason: This condition is imposed by virtue of the provisions of the Planning & Compulsory Purchase Act 2004 and to prevent the accumulation of unimplemented planning permissions.
2. The development hereby authorised shall be carried out in complete accordance with the plans and specifications submitted to, and approved in writing by the Local Planning Authority.
Reason: In order to ensure the development is carried out in accordance with the approved details and in the interests of amenity.
3. The demolition hereby permitted shall not be undertaken before a contract for the carrying out of the works of redevelopment of the site has been made and planning permission has been granted for the redevelopment for which the contract provides. Reason: In order to safeguard the special architectural or historic interest of the building.