

DRAFT – FOR PUBLIC CONSULTATION

**MYDDLETON ROAD LOCAL SHOPPING CENTRE
POLICY GUIDANCE NOTE**

London Borough of Haringey

May 2012

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INTRODUCTION

1.1 Vision

- 1.1.1 To recreate an economically viable and vibrant local shopping centre for Myddleton Road that supports and services the needs of the local community.

1.2 Purpose

- 1.2.1 The Council recognises the challenging economic characteristics of Myddleton Road and seeks to support the changing nature of the local shopping centre.
- 1.2.2 However, there is an increasing recognition by the Council and the local community that Myddleton Road is underperforming as a local shopping centre. Vacancy rates are high and the current evidence is that these are increasing.
- 1.2.3 In addition to this, it has been recognised by the Council that there is increasing pressure for the conversion of retail units along Myddleton Road to residential dwellings.
- 1.2.4 Section 2 of this Note sets out the background and history of Myddleton Road, while Section 3 provides a summary of the relevant current planning policy framework including land use, design and conservation as well as relevant background documents. Sections 4 and 5 provide guidance on how the Council will be applying this policy for planning applications coming forward. Section 6 sets out the process going forward.
- 1.2.5 This Note can not set new planning policy or change the current land use designations of Myddleton Road. It provides further clarification on how to apply the Council's relevant planning policies.

1.3 Weight

- 1.4 Applications for planning permission will be decided in accordance with the policies of the development plan unless material planning considerations indicate otherwise.
- 1.4.1 It is intended to adopt this Planning Guidance Note. The Council will follow the process for the adoption of an SPD as outlined within Appendix 6: Supplementary Planning Document Stages of the Statement of Community Involvement (SCI) 2011. Once adopted, this Note will have weight as a material consideration in the determination of planning applications.

2 BACKGROUND

2.1 History

- 2.1.1 Myddleton Road is situated in the ward of Bounds Green. It adjoins Whittington Road to the west and the A105 High Road to the east.
- 2.1.2 The western half of Myddleton Road from no. 74-136 (south side) and no. 65-143 (north side) consists of a shopping parade, while the eastern half of the road from no. 63 and no. 62 is formed of residential dwellings. This Note focuses on the western half comprising the local shopping centre.
- 2.1.3 The local shopping centre is characterised by late Victorian and early Edwardian buildings and is situated within Bowes Park Conservation Area.
- 2.1.4 The area of Bowes Park developed in the 1880s, but it was not until the opening of Bowes Park station in the late 1880s that the first commercial establishments appeared on Myddleton Road. In the 1890s a distinct suburb evolved with its own shopping centre in Myddleton Road, sustaining 39 shops by 1894, adequately serving the needs of the local area.



Figure 1: Terrace on south-side of Myddleton Road, circa. 1899

- 2.1.5 Photographic evidence of commercial activity along Myddleton Road shows that originally the front rooms of houses were used for commercial purposes. Shop units were initially contained within this residential format with narrow, semi-private enclosed garden as can be seen in Fig. 1. Rooms at street level on the ground floor were occupied with basic shop units and converted to shopfront by the early 20th century on the south-side of the street, nos. 69-109. The original front fenced gardens disappeared allowing the street to assume a more commercial appearance.



Figure 2: Terrace on south-side of Myddleton Road, circa. 1902

- 2.1.6 By the beginning of the twentieth century, the fabric of the street had altered significantly with a number of purpose-built shopfronts extending out onto the street, evident in the rest of the street. Over time, the development of retail in Myddleton Road has created the commercial characteristics of the local shopping centre that exists today. The extension of the electric tramline through to Bowes Park had encouraged further growth in the area and by 1912 there were 80 shops in existence.



Figure 3: Terrace on south-side of Myddleton Road, circa. 1903

- 2.1.7 In the late 1950s, the street remained a fundamental part of the community, hosting major stores and essential services. However, there are early references made in Haringey Borough Planning Documents that note Myddleton Road was experiencing economic decline as far back as the late 1960s and early 1970s.
- 2.1.8 Since the 1980s, Myddleton Road has experienced substantial loss of shops and services such as the chemist, bank and post office along with competition from shopping areas that offer more variety and key services in nearby Green Lanes, Palmers Green. Larger shopping destinations such as Wood Green Shopping City and Brent Cross have had a significant impact on the streets economic viability. This has been compounded by the fact that shopping habits have changed to car-based shopping and more recently on-line shopping which has made people less dependent with their local shopping needs.
- 2.1.9 Myddleton Road has continued to steadily decline and this is evident by the number of vacant units and lack of footfall on the street today. In April 2009, the Council carried out an informal survey to assess residents and businesses perceptions of Myddleton Road. The report found that despite its location opposite Bowes Park railway station, the local shopping centre suffered from a lack of footfall which had a significant impact on the ability of local businesses to attract passing trade. This, combined with a high vacancy rate (currently 31.1%), indicates that the economic performance of the centre is low and deteriorating.

2.2 Scale and character of the area

- 2.2.1 Myddleton Road has a scale and pattern that is typical of late 19th century London suburban development. The road has a number of architecturally interesting and coherent qualities in detail and design, with a particular style and rhythm exhibited along the length of the street.
- 2.2.2 Much of the street retains the rhythm of the original shop fronts, and the traditional shop framework of pilasters, consul brackets, cornices, and fascias. Some of the shop fronts contain fragments of original building fabric, and in three cases, complete intact original 19th/early 20th century fabric.
- 2.2.3 Unfortunately, the majority of the buildings have suffered from neglect, disrepair, under-use and inappropriate modern alterations. While most of the original shop fronts have been stripped out, covered up or altered, the host buildings have a distinctive texture and rich materiality, combined with delicate decorative flourishes.



Figure 4: 91-95 Myddleton Road today, south-side

3 POLICY CONTEXT

3.1 The Development Plan

- 3.1.1 The current development plan for Myddleton Road consists of the London Plan (2011) and the saved policies of the Unitary Development Plan (UDP) 2006.
- 3.1.2 The Council is in the process of adopting the Core Strategy, expected in summer 2012, as part of its new Local Development Framework (LDF). Once adopted, the Core Strategy will replace parts of the UDP and will set out a vision and the key policies for future development of the borough up to 2026.
- 3.1.3 Along with the Core Strategy, the Development Management Policies – Development Plan Document (DPD) will form part of the portfolio of documents in the LDF. This will support the Core Strategy through more detailed policies used to assess and determine planning applications.

Land Use Designations

- 3.1.4 Myddleton Road is a designed local shopping centre with nos. 74-136a and 65-143 designated as the local shopping centre within Schedule 6 ‘Local Shopping Centres’ and Policy TCR4 ‘Protection of Local Shops’ of the UDP. Figure 5 below provides an extract from the Proposals Map showing the designated local shopping area outlined in red line.

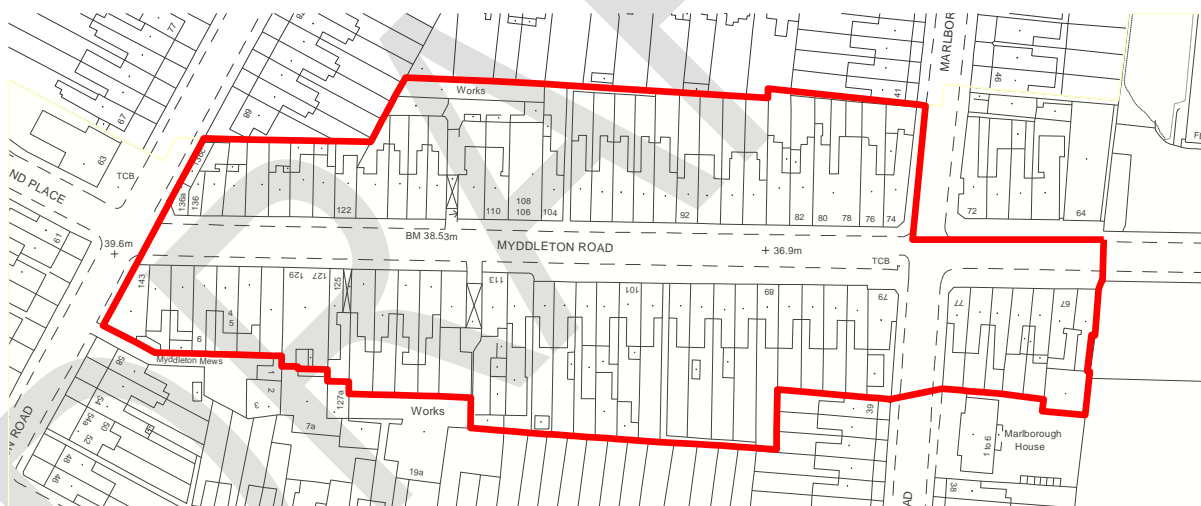


Figure 5: Proposals Map, Myddleton Road – Local Shopping Centre

Town Centre Retail Policies

- 3.1.5 Policies relating to local shopping centres are contained within Chapter 6 of the UDP.
- 3.1.6 The relevant policy for Myddleton Road is Policy TCR4 ‘Protection of Local Shops’ which states:

“Proposals to change the use from existing Class A1 retail will be allowed provided that:

- a) it can be demonstrated that there is no realistic prospect of the unit being used for A1 retail purposes in the foreseeable future;**
 - b) individually or cumulatively the proposed use does not have an adverse effect on the vitality, viability or where appropriate predominately retail function;**
- and**

c) where applicable, the change of use does not result in a significant break in the continuity of retail frontage”

- 3.1.7 The supporting text in paragraph 6.37 provides further clarification and notes that it is not considered appropriate to specify maximum and minimum figures regarding the number of shop and non-shop frontages within local shopping centres. However, the text advises that within identified local shopping centres, where appropriate, at least 1 in every 3 frontages should fall within the A1 use class.

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Conservation Policies

3.1.8 Myddleton Road is situated within the Conservation Area of Bowes Park (designated 29th November 1994). Figure 6 provides a map of the designated Conservation Area.

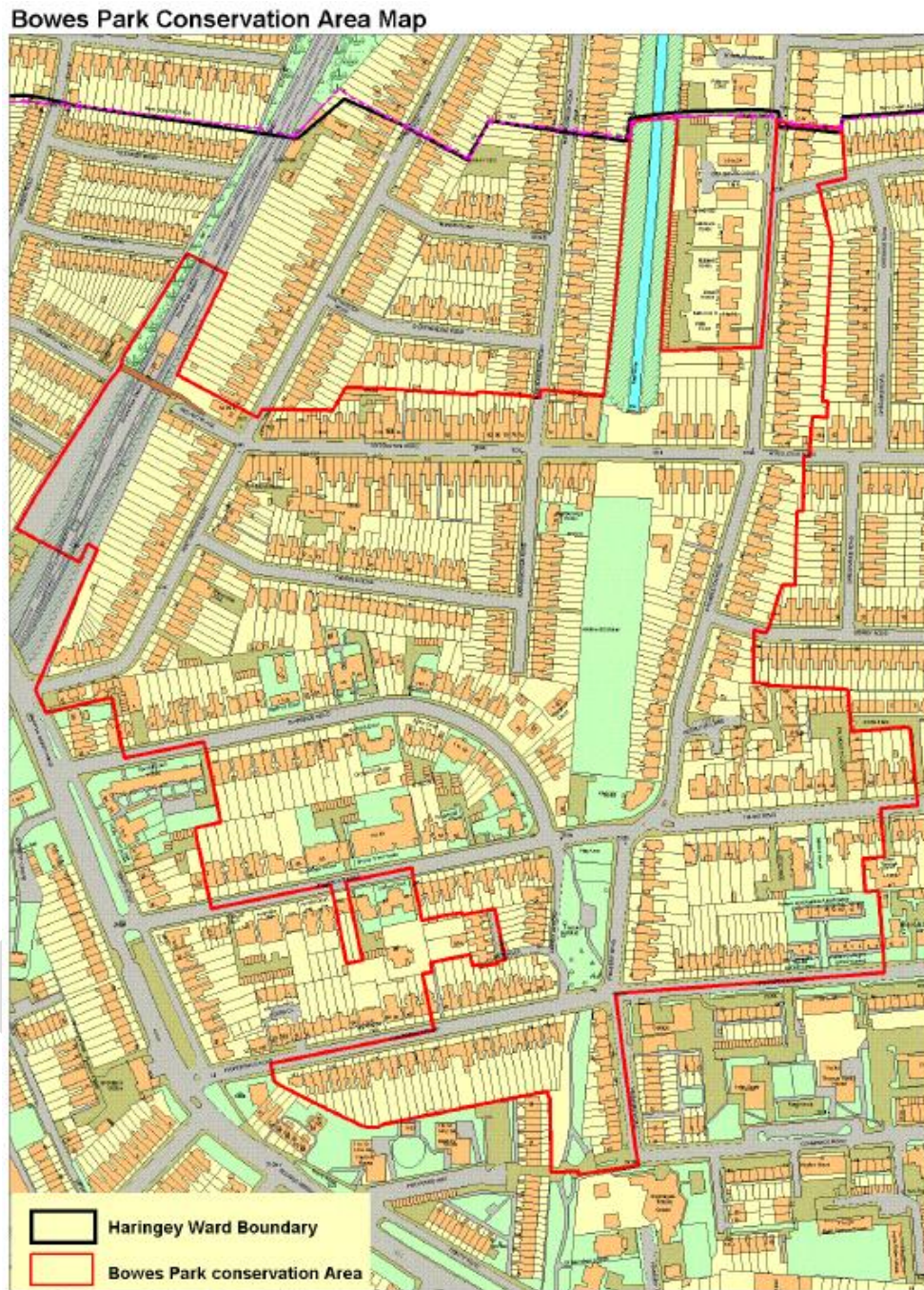


Figure 6: Map of Bowes Park Conservation Area

3.1.9 Policies relating to Conservation Areas are contained within Chapter 11 of the UDP.

3.1.10 Policy CSV1 'Development in Conservation Areas' states:

"The Council will require that proposals affecting Conservation Areas:

- a) preserve or enhance the historic character and qualities of the buildings and/or the Conservation Area;**
- b) recognise and respect the character and appearance of Conservation Areas; and**
- c) protect the special interest of buildings of architectural or historic interest"**

3.1.11 The supporting text in paragraph 11.4 requires that conservation area planning applications should include detailed plans and drawings. Outline planning applications will not be accepted.

3.1.12 Policy CSV5 on 'Alterations and Extensions in Conservation Areas' states:

"The Council will require that alterations or extensions to buildings in Conservation Areas:

- a) preserve or enhance the character of the Conservation Area; and**
- b) retain or reinstate characteristic features such as doors, windows, or materials of buildings."**

3.1.13 Further guidance on development in Conservation Areas and alterations and extensions to buildings can be found in Supplementary Planning Guidance: Conservation and Archaeology SPG2.

Design Policies

3.1.14 Policies relating to Development and Urban Design are contained within Chapter 2 of the UDP.

3.1.15 The 'General Principles' in Policy UD3 encourages design that responds positively to its context and that is accessible.

3.1.16 Policy UD4 'Quality Design' expects any proposals for development and alterations that require planning permission to be of a high design quality, and should positively address detailed and interrelated elements of designs. Of the elements set out in the policy, any proposal for the conservation of commercial use to residential should address and pay particular attention to:

- a) urban grain and enclosure;**
- b) building lines;**
- c) form, rhythm and massing;**
- d) layout;**
- e) height and scale;**
- f) landform, soft and hard landscape, trees and biodiversity;**
- g) fenestration (i.e. window design together with the positioning, or arrangement of the window openings in the wall);**
- h) architectural style, detailing and materials;**
- i) historic heritage context, including listed buildings and their setting, locally listed buildings, conservation areas and archaeological areas (see the Conservation Chapter);**
- j) living frontages and public realm;**
- k) any identified local views;**
- l) designing out crime and the fear of crime (including designing out graffiti, where feasible); and**
- m) walkability; new housing, shops, public buildings and places of work need to be located and designed so that they can be reached easily on foot.**

3.2 Other Relevant Background Documents

Retail and Town Centres Study

- 3.2.1 In 2008 Nathaniel Lichfield and Partners were commissioned to produce a retail and town centre study as part of the evidence base for the Core Strategy
- 3.2.2 Table 13.1: Local Needs Index Summary provides a summary of all the local centres within Haringey. This table states that Myddleton Road has a total of 64 units with 12 vacant units representing 19% of the total.

Managing Change: Conservation and Regeneration of Myddleton Road

- 3.2.3 Haringey Council instructed Butler Hegarty Architects to carry out a conservation study of Myddleton Road in late 2010, with the report published in February 2011. This provides additional background information relating to both conservation and land use in Myddleton Road.
- 3.2.4 As part of this study Butler Hegarty carried out an extensive analysis of the existing shopping area and reported a vacancy rate of 28.5%.

Site Visit

- 3.2.5 A site visit was carried out by Council officers on 1st March 2012 to provide an up to date snapshot of the current uses along Myddleton Road. A summary of the uses is provided in Table 1 below.

Use	Number	Percentage
Vacant/Closed/ Storage/Undisclosed	24	31.1%
A1 Shops	25	32.5%
A2 Financial and professional services	11	14.3%
A3/A4 Restaurants/ cafes/ pubs	8	10.4%
A5 Hot food takeaways	4	5.2%
B1 Business – including offices and light industry	5	6.5%
TOTAL	77	100%

Table 1: Myddleton Road – Use of Units, March 2012

4 APPLICATION OF LAND USE AND TOWN CENTRE POLICIES

- 4.1 Policy TCR4 provides strong protection against the loss of A1 shops in designated local shopping centres. Part A requires that the applicant demonstrates there is no realistic prospect of the unit being used for A1 retail purposes in the foreseeable future.
- 4.2 Within planning applications submitted for a change of use along the designated local shopping centre, the Council would expect to see evidence of genuine marketing efforts for a period of at least 18 months. This could, for example, include the marketing particulars or copies of advertisements placed within appropriate publications.
- 4.3 Part B of the Policy requires that the applicant demonstrates individually or cumulatively that the proposed use does not have an adverse effect on the vitality, viability or where appropriate predominately retail function of the centre. Part C requires that the change of use does not result in a significant break in the continuity of retail frontage.
- 4.4 The Council considers that long-term vacancy on Myddleton Road is detrimental to the vitality of the shopping centre. It is accepted that changes of use may be appropriate. This will be assessed on a case by case basis.
- 4.5 The supporting text to the Policy advises that while there is no pre-determined minimum figure regarding the number of shop and non-shop frontages within local shopping centres, *where appropriate*, at least 1 in every 3 frontages should fall within the A1 use class. The intention behind this is to ensure the local shopping centre provides for the daily needs of local residents and avoids over concentrations of particular uses.
- 4.6 It is recognised by the Council that Myddleton Road is under performing as a local shopping centre. Since the 2008 Retail and Town Centres Study, vacant units have increased from 19% to 28.5% in February 2011 and to 31.1% in March 2012. The Council considers the ratio of 1 in every 3 frontages to be within the A1 use class may not necessarily be appropriate for Myddleton Road. However, the Council's vision for the area is to recreate an economically viable and vibrant local shopping centre and therefore each case must be assessed with this in mind, taking into account the evidence accompanying the application and any other material considerations. It is important to support successful and viable local business to ensure Myddleton Road returns to being a vibrant local shopping centre.
- 4.7 In order to provide clarity for the purposes of determining applications, specifically in relation to change of use within the designated local shopping centre – going forward, all of the vacant or closed units should be regarded as being in A1 use. This is because if occupied, the units could open immediately as an A1 use without the need for planning permission.
- 4.8 As part of the evidence used to support the application, all applications should be accompanied by a simple table which summarises the addresses and current uses within the designated local shopping centre including A1, vacant and closed units.
- 4.9 The Council will use this to help determine if an application for a change of use is appropriate both within the context of Policy TCR4 and the evidence provided as well as local circumstances.

5 DESIGN GUIDE PRINCIPLES

5.1 Design Models for Conversion to Residential

5.1.1 The application of land use and town centre policies is detailed in Section 4 of this Note. This must be complied with before the design considerations of conversion of existing or former shopfronts can be contemplated.

5.1.2 The shopping frontage of Myddleton Road comprises of two different design styles: Nos. 111-143 (odds) and 64-136 (evens) were originally built as residential with purpose-built shop fronts that extend out onto the street as an addition to the original host building; Nos. 69-109 (odds) were originally built as residential dwellings with front gardens, and were converted to retail with shop fronts, at a later date.

5.1.3 Where policy would permit conversion of an existing shopfront to residential, the Council considers there are two acceptable “models” for how the conversion should be designed:

- Model A: The shop structure is retained / restored and adapted to residential use
- Model B: The projecting shop structure is removed and the building reverted to its former domestic design

Model A: Conversion of Shop Structure to Residential Use

5.1.4 This refers to conversion of an existing or former shop unit to residential use where the outline structure of the shop unit is retained. Model A is acceptable for Nos. 111-143(odds) and 64-136 (evens).

5.1.5 The overarching design principle relating to this Model are that the historic *shopfront* appearance should be restored or recreated. The detailed considerations and options available within this model are described below in Section 5.2 – ‘Design Considerations’.

Model B: Removal of Shop Structure and Return to Residential Building Form

5.1.6 This refers to the removal of an existing or former shop unit and recreation of the residential structure, façades, doors, windows and front gardens. Model B is acceptable for Nos. 69-109 (odds).

5.1.7 The overarching design principle relating to this model is that the historic *residential* appearance should be restored or recreated. The detailed considerations and options available within this model are described below in Section 5.2 – ‘Design Considerations’.

5.2 Design Considerations

Model A: Conversion of Shop Structure to Residential Use

5.2.1 Planning applications for the change of use in Model A buildings should incorporate the design requirements in Fig. 7. In buildings where the traditional or ‘classical’ framework (or surround) still survives, the framework should be repaired to its original appearance and maintained in all cases. The design of a new shop front to be fitted into this framework should aim to incorporate the features and characteristics of a traditional shop front.

These are:

- A stall-riser or protected area between the pavement and the glass display area.
- A shop window extending from the stall riser up to the architrave at the base of the fascia. This may take a variety of forms but individual windows should not be so large as to be visually dominating (a vertical glazing bar or mullion can be incorporated).
- A transom rail across the upper level of the window forming a clerestory.
- A doorway, which may be either centre or side positioned and will often be recessed. If there is a separate door to the upper floors this should be maintained.



Figure 7: Basic elements of a traditional shopfront

- 5.2.2 Generally the replacement of an original, traditional shopfront by one that is in a more contemporary style will not be permitted. Where a contemporary design can be accommodated in a shopping parade which either preserves or enhances the character of the Conservation Area, the design will be expected to be of a high standard and the quality of materials used will need to be agreed following discussions with the Council.
- 5.2.3 The materials for the construction of a new shop front should be substantial yet unobtrusive. Timber is most suitable and will be a requirement for all Victorian and Edwardian shopfronts.
- 5.2.4 Painted softwood for frames and stall risers are traditional. Well designed powder coated aluminium may be considered in some locations, subject to other design considerations being met, but bare aluminium and UPVC shop fronts will not be permitted.
- 5.2.5 Applications for the change of use from retail to residential also need to consider residential amenity specifically relating to providing sufficient privacy to the habitable room addressing the road. For further detailed guidance, please refer to the Housing SPD 2008. This may be achieved by the following:
- a) setting the habitable room back behind a second screen / window, with additional screening provided by plants / objects d'art (as shown in Fig. 8 and Fig. 9); or
 - b) partial obscured glazing (as shown in Fig. 10); or

- c) reducing the width of the window, but crucially not the height, by infilling with the appearance of traditional timber external shopfront shutters (Fig. 11).



Figure 8: Zone Behind Shop Window – a Place for Art. A shop converted to residential, with a small space for art, Islington



Figure 9: Wintergarden behind retained shopfront – a shop converted to residential, with wintergarden and obscured glass, Islington



Figure 10: Traditional shutters, Wallingford, Oxfordshire



Figure 11: A shopfront converted to residential – solid panels that look like traditional external shopfront shutters, Wem, Herefordshire

- 5.2.6 As part of the design, it is expected that openable windows or trickle vents will be incorporated to allow residents to get user controlled, natural ventilation, located *only in the fanlight / toplight zone*. This helps preserve privacy and reduce noise whilst allowing fresh air. Windows or louvres *must* be capable of being left safely to allow controllable background ventilation when the property is unattended.

Model B: Removal of Shop Structure and Return to Residential Building Form

- 5.2.7 The approach to Model B buildings is slightly more complex as the original residential buildings have been extended to provide shop fronts. There are two potential design solutions.
- a) Completely remove the shopfront projection, reinstate a garden and the domestic ground floor elevation.
 - b) Restore and/or replace the shopfront extension to the original style of shopfront as would have been built in the 1900s.
- 5.2.8 There is an issue of consistency that needs to be addressed with any planning applications for change of use within the Model B row of shopfronts. Option a) above would result in a change in the building line and if not done across the entire row would result in an awkward and inconsistent building line. However, Option b) would not restore the original residential design, rather a later (although still Victorian) shopfront extension.
- 5.2.9 As noted above, Model B houses are handed and it is considered as a minimum that pairs of handed houses need to use the same approach. This includes the overall design of bay windows and means of enclosure to gardens.
- 5.2.10 The relevant pair for consistency would be the immediate neighbour – the doorway should match the nearest neighbouring door, the bay window the nearest neighbouring bay window.
- 5.2.11 If a planning application for a change of use is submitted using Option a), the design should remove the projecting shopfront up to the pilaster / corbel / console of the neighbouring shop. The exposed flank walls of retained remaining shops on neighbouring plots need to be left neat and tidy and provided with a weatherproof and insulating construction.
- 5.2.12 If the neighbouring unit has already implemented a conversion, the application should remove the whole (now redundant) flank wall and provide a garden fence between the properties. This will normally require rendering the wall, and may require construction of a parapet with coping, although this should always be below the level of a retained console (if present).
- 5.2.13 It is important that conversions back to houses reinstate a front garden, including an appropriate means of enclosure. Historic photos indicate that the gardens to this terrace were originally enclosed by means of a low picket style timber fence; about 1m high (no higher), with gates and a path to the door.
- 5.2.14 The design should reinstate the masonry of the front elevation to match the original. This should include detailing and bands of different coloured brick. In some cases, some or all of the original may survive, “enclosed” within the later shop extension. Subject to condition this should be retained. Where the upper floor brickwork has been painted, this paint should be removed.
- 5.2.15 The original bay window and the windows within it should be reinstated /copied from the window on the floor above. This must include details of the window surround – lintel, cill and decorative brick to mullions. This must also include windows to match the original – timber sliding sashes with same mouldings, mullions, small panes and small details.
- 5.2.16 Old photos suggest a recessed porch was the original design. This should be reinstated. Alternatively, and taking into consideration the impact of the handed houses, a projecting porch/canopy may be considered.

- 5.2.17 If a projecting porch/canopy is proposed this must be no deeper in plan than the bay window so that its roof fascia and gutter do not project beyond the bay. It should have a pitched roof to match the main roof in materials and angle.
- 5.2.18 When neighbouring houses (on the entrance side) have both been converted, the canopies must be consistent with the same level, depth and materials.
- 5.2.19 A key issue that needs to be fully considered and addressed with any planning application proposing Option a), is the change in the building line and the impact this has on the existing terrace. This needs to be fully assessed within the accompanying design statement.
- 5.2.20 Each application will be assessed individually and it is important that the design proposals can stand alone as the remaining properties may or may not be converted back to the original residential design.
- 5.2.21 Fig. 12 below demonstrates the design tension of some properties converted to residential, with some plots still having shop units.



Figure 12: Terrace in transition from added on retail to return to residential

- 5.2.22 For applications proposing Option b), that is restoring or replacing the shopfront to the original style from Victorian times, the design must follow the principles as set out for Model A buildings. This is set out in section 5.2.1 above.

6 Going Forward

- 6.1.1 This Planning Guidance Note is intended to provide clarity on the application of current planning policy specifically in relation to the local shopping centre at Myddleton Road.
- 6.1.2 It can not set new planning policy or change the current land use designations of Myddleton Road. The Note should be read alongside the current saved policies of the UDP as set out in Section 3.
- 6.1.3 The Council is in the process of taking forward its Local Development Framework, with adoption of the Core Strategy expected in Summer 2012. Supporting our town centres and seeking to promote successful and vibrant centres is a key objective of the Council's Core Strategy. The emerging Development Management Policies DPD will build on this approach.
- 6.1.4 Therefore, as part of the evidence base to support the Development Management Policies DPD the Council will be undertaking an update of the 2008 borough wide Retail and Town Centres Study by Nathaniel Lichfield and Partners. This will include a review of the performance of all of the borough's designated town centres including the local shopping centre at Myddleton Road. The conclusions of this study will help to inform policy options about the most appropriate way forward for Myddleton Road.

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