

REPORT FOR CONSIDERATION AT PLANNING APPLICATIONS SUB COMMITTEE

Reference No: HGY/2007/0109

Ward: White Hart Lane

Date received: 15/01/2007

Last amended date: N/A

Drawing number of plans S5139/D/0001, S50139/D/0002, S50139/D/0003, S50139/D/0004, S50139/D/0005, S50139/D/0006, S50139/D/0007, S50139/D/0008, S50139/D/0009, S51039/D/0010, S50139/D/0011, S50139/D/0012, S50139/D/0013, S50139/DP/0014, S50139/D/0015, S50139/D/0016, S50139/D/0017, S50139/D/0018, S5139/D/0019, S5139/D/0020, 0657/TS/001, 0657/LL/102, 0657/LL/103, 0657/LP/301, 0657/LP/302 & 0657/LP/303.

Address: The Lodge, Church Lane N17.

Proposal: Construction of underground mortuary; alterations including partial demolition and single storey infill extension to existing vacant office buildings; excavation of vehicle access and turning areas; landscaping.

Existing Use: Vacant Council Offices

Proposed Use: Mortuary and Offices

Applicant: Keith Betts Haringey Council

Ownership: Haringey Council

PLANNING DESIGNATIONS

Metropolitan Open Land
Area of Archaeological Importance
Ecologically Valuable Site Grade II
Historic Park (Local Historic Interest)
Tottenham Cemetery Conservation Area

Officer Contact: Luke McSoriley

RECOMMENDATION

GRANT PERMISSION subject to Direction from Government Office for London (GOL)

SITE AND SURROUNDINGS

The application relates to a property situated within the Tottenham Cemetery Conservation Area. The site adjoins Tottenham cemetery and is accessed from Church lane immediately opposite Bruce Castle Park. The site is designated Metropolitan Open Lane (MOL).

PLANNING HISTORY

- OLD/1971/0125 - Continuation of use of approx. 1920 sq.ft. of floor space for office purposes GRANTED 07/01/1971.
- OLD/1972/0150 - Erection of single storey prefabricated building for use as offices with sanitary accommodation GRANTED 04/01/1972.
- OLD/1972/0152 - Construction of covered way between new pre-fabricated building and the lodge. GRANTED 05/12/1972.
- OLD/1984/0218 - Use as temporary office accommodation GRANTED 27/04/1984.
- OLD/1988/1270 - Conversion on the lodge into 4 residential units. Erection of 2 storey residential development comprising 11 houses (2 and 3 bedroom) with landscaping and parking. Removal of 2 existing prefabricated structures. WITHDRAWN 15/11/88.
- OLD/1991/0769 - Use of site for office purposes. (Outline Application) (Council Own Development).
- HGY/2002/1058 - Erection of single storey temporary classroom building GRANTED.
- HGY/2003/0136 - Erection of 2 x 5m high columns for CCTV cameras GRANTED.

DETAILS OF PROPOSAL

The application proposes the construction of an underground mortuary; alterations including partial demolition and single storey infill extension to existing vacant office buildings; excavation of vehicle access and turning areas; landscaping. The proposed mortuary will provide a central pathology, post-mortem and mortuary services base for the London Borough's of Haringey and Enfield hospitals, ambulance service, undertakers and the police. The refurbished Lodge building would have a floor area of 283 square metres, and the underground mortuary 356 square metres. 7 vehicle car park spaces are proposed and 3 cycle parking spaces.

The application proposes the conversion of the ground floor of the existing building into a kitchen / dining room, reception office, boiler room, shower and WC, viewing

room and waiting room. While the first floor of the converted building would contain offices, store room and tank room. The excavated underground mortuary would have a plant room staff changing rooms, WC, cleaners rooms and offices as well as the main mortuary room, body store and body handling room.

The application proposes the demolition of a small single storey extension that currently links the two buildings that form the existing Lodge. A new infill extension between these two buildings is proposed and this would in turn be connected to the proposed lift shaft and the main mortuary rooms underground. A glazed lightwell extension would be located beside the elevator shaft and this would provide natural light to the underground mortuary.

The existing mortuary operation currently operates from a building located next to Hornsey Depot and is adjoined by a Coroners Court. The Coroners Court is due to relocate to a site in Barnet and therefore does not form part of this application. The existing mortuary and the proposed new mortuary development would provide mortuary facilities for the London Borough's of Haringey and Enfield. The mortuary is one of three that serve the London (North) jurisdiction.

CONSULTATION

02/02/2007

Colin Smith Prospect Place
Ward Councillors
Tottenham CAAC
Prospect Place & Bruce Castle Residents Association
Conservation Team
Policy Team
Transportation Team
Building Control
Council Arboriculturalist
Government Office for London
Two site notices
One departure site notice

14/02/07

English Heritage Greater London Archaeological Advisory Service

1 – 10 Prospect Place, N17
The Rector, All Hallows Church, Church Lane, N17
The Priory, Church Lane, N17
Head Teacher, Risley Ave School, The Roundway, N17
Head teacher Lancastrian School, Kings Road, N17
2 – 18 (e) All Hallows Rd, N17
Manager Bruce Castle Museum, Lordship Lane, N17
158 – 168 (e) Church Rd, N17
Antwerp Arms, Church Rd, N17
1 – 15 (o) 8 & 10 Cemetery Rd, N17

RESPONSES

An objection letter with 26 names attached was received:

We, as well as many other local residents that we have spoken to, (but haven't time to get further details of, today), want it known that we are not in favour of the above application. In fact we are writing to object strongly to the above application in its present form and in particular to the way that the whole (or lack of) consultation process has been handled with regard to this sensitive site.

1]. Firstly, we were angry to hear it rumoured in December that there were advanced plans to build a new mortuary on this attractive site in Church Lane opposite Bruce Castle Park - when we had been told nothing. There was no prior community consultation! We were not informed or consulted as to the best way to develop this site from the outset - and then suddenly this planning application arrives in January which has been presented in a panic as a "fait accompli" – the only possible option apparently - which also it seems has to be rushed through committee as quickly as possible.

We have all been concerned for many years over the shoddy treatment of this site: from the moment that ugly portakabins were erected - again without any prior consultation with local people - and mature trees were cut and felled – up until recently, when the building was locked up and left to rot, with alcoholics and druggies dancing round bonfires in the garden every night. The ugly huts were removed eventually but detritus and devastation were left in their wake.

This site is at the centre of the last piece of old Tottenham that conjures up John Betjeman's published vision of "Constable and Cotman country in Tottenham". It is of unique value. Many of us local people have felt for some years that this Lodge building should be renovated and the site turned over to a good community use - but when we enquired about it we were always told that as a first option it had been offered for use as a coroner's court. Now, it has changed to become this mortuary apparently.

We are opposed to this proposed use and to any semi-industrial development of this site. We do not think that it is appropriate and that there are other more discreet sites in the cemetery that could be used. We have always thought that whatever use this site was put to in the future should entail the refurbishment of the building and the gardens for some form of community use, i.e.: a valuable public use for those living in the surrounding very poor and deprived Tottenham communities to enjoy, not a private refrigerated storehouse for the dead in a concrete bunker, which has to be built at such a high cost to the local environment.

2]. Secondly, if this mortuary has to be built here on the Lodge site, as Council officers and local councillors now seem to be saying. (Some local Councillors are trying to force the issue by sending out leaflets containing wishful thinking and "spin" exaggerating the extent of support from local people for this proposal) - then quite simply they are putting the building in completely the wrong place!

Building it in the planned position that they have chosen, will cause the maximum environmental disruption and damage to the Lodge site, as well as noise, pollution and distress to residents directly overlooking the site whilst it is being built.

Building the mortuary by digging down and putting a large concrete-filled structure underground north of the Lodge in what was the old original walled garden area will:

i). Be a major intervention and an environmental disaster which will disrupt most of this green site with sunken roads and a huge concrete bunker/building - and most importantly will completely destroy a reverted natural wilderness with dense tree and creeper cover that is presently home to a considerable amount of wildlife - birds, mammals and insects. Birds will be nesting as their homes are destroyed!

ii). Be building a mound to cover the proposed embedded concrete mortuary that is much bigger than it appears in the watercolour sketch drawing. This “pretty” drawing is a distorted, rose-tinted illusion, presumably to sell the scheme. It bears little relation to the reality of what will be there and the extent of the intervention.

If you walk the site with the plans you quickly realise this - as well as the scale of the destruction this building will cause. It will take many years to become a green space again, if ever - and we believe it will be spoilt permanently. It will certainly never again be the home to wildlife and birds that it is today.

After much deliberation and discussion it is our considered opinion that if the mortuary has to be built on the Lodge site, because as has been stated there is too little time to find somewhere else more suitable, then we should all of us insist that it is built on the most obvious and suitable place for it, which is on the existing large “brownfield” concrete slab south of the Lodge building.

This was also the preferred site of Haringey officers and the mortuary architects apparently. On this site there used to be a single storey classroom building - for many years before they built the more recent temporary classrooms there. This building must have had some semi-permanent status as it was there, we believe, for a very long time, enough time to fall into ruin. So therefore why can't a discreet and attractive, environmentally friendly, single story building be built for the mortuary in its place.

We believe that we should all fight for this obvious solution for a number of reasons:

1). A much greener, attractive, single storey eco-building could be built, which would be mostly hidden by the high wall round the Lodge and could also be grass-covered and hidden even further if required. This building would be replacing a large classroom / workshop which was on the existing concrete slab for many, many years and so the new building could probably be dug down by about a metre or so without adversely affecting existing trees in order to reduce its profile.

2). Building here would be much less disruptive to the whole site, to the surrounding environment and to the neighbours - including the birds.

3) Also not nearly so much of the site would need to be taken up with the invasive road-building that is needed in these plans to service the sunken facility.

4). This mortuary building would be much, much cheaper to build.

5). The new mortuary here would be much more accessible (right next to the existing car park and entrance) and so would be easier to service and run.

6). Building here would require considerably less intervention and so would be much less offensive to nearby residents and to resident wildlife in terms of noise and mess - and as a result again would be much more environmentally friendly.

7). In fact the new building could be much more environmentally friendly all round, using ecobuilding materials and techniques - and renewable energy sources on the whole site to help reduce its carbon footprint.

8). The rest of the site could then be given over to a valuable community environmental/gardening project use, which could maintain these gardens with attractive planting and would be a big plus for this very deprived super output area in Tottenham and make us all very much happier.

Please could you bring this objection plus the above comments and suggestions to the attention of the applicants and inform them that we will support them in whatever ways we can as local residents, in any attempts they make to put this building in the most appropriate and suitable place, by deputation to the department that handles this Metropolitan Open Land if need be.

Also, if this scheme goes to committee unaltered, would you inform us, if and when this scheme is going to a Planning Committee. So that we can then gather all our many local supporters, take our signed petition of opposition and hopefully speak against it.

One letter from a local resident supporting the application was received:

I am very happy with Haringey Council's decision to construct a mortuary on this site; the presence of a public building, properly maintained and supervised, will act as a useful deterrent to local vandalism, fly-tipping etc, as well as provide a necessary civic facility.

Environmental Health - Can you condition HGY/2007/0109 to supply a site investigation report, risk assessment & details of any remediation required.

Transportation - There are no objections on highway and transportation grounds.

Council Arboriculturalist -

Tree coverage

There are many trees within the proposed development site and on adjacent land that must be considered as part of this planning application. To the front of the existing building are Norway maple and Beech previously managed as pollards, to the South are located a mixture of Pine, Silver birch, Ash, Sycamore and London plane.

Towards the rear of the building an informal orchard exists with various fruit trees and Poplar and Willow. Adjacent to the boundary with the Cemetery are a row of self-seeded Sycamore trees. Many of the trees are of low value and categorised in the tree survey accordingly. A number are dead or are colonised with Ivy.

Those that are located around the eastern and southern perimeter of the site are of a higher value and are specified for retention. The most significant tree on site is T29 (Cedar), off site it is T36 (London plane) and there is also a mature London plane in the adjacent Churchyard, not included in the survey.

Proposed layout

The proposed layout indicates the new mortuary and access roads to be constructed to the rear of the existing building. The mortuary is to be situated in the former orchard.

10 trees will require removal to facilitate the new structure and access road, many of which are of low quality and value being in a poor condition with a low life expectancy (less than 10 years).

The extension to the existing building will have no impact on the trees to be retained on site. The footprint is extended to the rear and side only into areas with no trees.

Tree works

A total of 22 trees are highlighted for removal from the site (Visual analysis drawing LL/103). All are of low value and their loss can be mitigated with the planting of adequate replacement trees of a suitable size and species. All tree works must be undertaken in accordance with BS 3998: Recommendations for tree works.

The Wildlife and Countryside Act 1981 affords legal protection to birds and their nests. The trees and climbing vegetation in this site provides numerous suitable nesting sites. To avoid damage or disturbance, tree works should be restricted to the winter or only after a thorough inspection of all possible nesting sites has been undertaken.

Tree protection

The Arboricultural report has specified a Root Protection Area (RPA) for the trees to be retained, in accordance with the recommendations in BS5837:2005 Trees in relation to construction. However, no Arboricultural Implication Assessment or Tree Protection Plan has been included.

An Arboricultural Method Statement must be prepared detailing the protective measures to be implemented, listing the chronology of events and including a Tree Protection Plan. This must be produced to specify exactly what measures are to be implemented to ensure the future health of the existing trees to be retained and those significant specimens on adjacent land.

It must include a specification for protective fencing, storage areas, mixing of materials, services routes and soft landscaping, with reference made to the BS5837:2005 Trees in relation to construction.

New trees and shrubs

It is proposed to plant a number of new trees. The species chosen appear suitable to the location and site conditions. However, at least 22 new trees (minimum nursery size 12-14cm stem girth) must be planted to mitigate the tree losses and to retain the overall tree population. The new trees, shrubs and ground vegetation will increase local bio-diversity and the character of the Conservation Area.

All new trees and shrubs require aftercare. A three-year programme to include regular maintenance must be implemented as a minimum requirement to ensure successful establishment. Any new trees that fail to establish within a three-year period must be replaced.

Conclusions

In my opinion, the proposed development can be constructed with minimal impact on the site and the existing trees to be retained. Robust planning conditions must be attached to ensure this.

An Arboricultural Method Statement must be prepared detailing the tree protective measures to be implemented, including a Tree Protection Plan and a specification for protective fencing in accordance with BS5837:2005 Trees in relation to construction.

A condition must also be made specifying that a pre-commencement site meeting must take place with the Architect, the local authority Arboriculturist, the Planning Officer and all contractors present, to confirm the protective measures to be implemented.

Planning Policy Officer–

The **London Plan** deals with Metropolitan Open Land at Policy 3D.9 and states that: “the Mayor will and boroughs should maintain the protection of MOL from inappropriate development”. Policies should give the same level of protection as Green Belt. The policy also sets out the criteria for MOL designation, including “land that contributes to the physical structure of London by being clearly distinguishable from the built up area”.

Planning Policy Guidance 2 “Green Belt” contains guidance for MOL in London. Para 3.4 of the Guidance sets out the instances where built form may be acceptable on MOL – these include:

- “agriculture and forestry;
- essential facilities for outdoor sport and outdoor recreation, for cemeteries, and for other uses of land which preserve the openness of the green belt and which do not conflict with the purposes of including land in it;
- limited extension, alteration or replacement of existing dwellings”.

Policy OP 3.2 of the Council’s UDP is concerned with MOL, and largely repeats the advice given in PPG2. It states that:

“The openness of MOL as shown on the Proposals Map will be preserved. The character and quality of MOL will be safeguarded. Development which is inappropriate will not be given planning permission except in very special circumstances. Limited development serving the needs of the visiting public may be permitted, if clearly ancillary to the identified purposes of MOL. Within MOL planning permission will not be granted for development other than:

a) the construction of a new building for one of the following purposes:

- (i) agriculture or forestry;
- (ii) essential facilities for outdoor sport or recreation, for cemeteries or for other uses of land which preserve the openness of the MOL and do not conflict with its purposes;
- (iii) limited infilling or redevelopment of major existing developed sites.

b) the re-use of existing buildings within MOL provided that the proposal:

- (i) does not have a materially greater impact than the present use on the openness of the MOL, or on the fulfilment of its purposes;
- (ii) is for a building of permanent and substantial construction which is capable of conversion without major or complete reconstruction;
- (iii) is for a building with a form, bulk and general design which is in keeping with its surroundings;
- (iv) does not include a building extension or associated

uses of land around the building which might conflict with the openness of the MOL and the purposes of including land in it.

It is clear from the above that the proposal to use the site for a mortuary is not one of the uses defined as being appropriate development in MOL. Where a use is incompatible with the MOL designation, PPG2 calls for the applicant to show why permission should be granted:

“Very special circumstances to justify inappropriate development will not exist unless the harm by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations. In view of the presumption against inappropriate development, the Secretary of State will attach substantial weight to the harm to the Green Belt when considering any planning application...concerning such development” (para 3.2).

Of particular concern in terms of open space are two of the aspects of the proposal that are visible at the surface of the site:

1. The access ramp is located on an axis that minimises impact on the main trees within and adjoining the site – notably the poplar with the garden, and the London Plane at the NE corner of All Hallows Churchyard. It is a minimum width to allow one way working only and will be finished in Breedon gravel to fit with the semi-rural context. The sides will be graded to allow for grass planting, while the western part of the site is included to provide adequate separation from the ramp and the enhancement of the planting. The lower part of the ramps will be covered with a timber pergola to provide screening of the outer walls of the Mortuary. To conclude, everything possible has been done to ensure that the ramp is as unobtrusive as possible, particularly from outside the site.
2. The lift link has been designed to fit with the existing building – between the original building and the later addition – while allowing for segregation of visitors and clinical spaces. The lift housing cannot be any lower, and neither can it be located in any other location owing to these functional constraints. Its design is consciously modern, but the palette of materials used complements the existing building and makes it as unobtrusive as possible.

In addition to the above, the applicants have taken considerable care to ensure that there is a sophisticated and yet sympathetic landscaping scheme in place to not just minimise the impact of the proposal on the open space and the conservation area, but also to improve the already very established and valuable landscaping that exists. The landscaping preserves and builds on the existing good quality features, while at the same time removing or improving the poor quality ones in order to enhance the site. Hard landscaping too has been given some considerable thought to ensure that it is compatible with the history of the site – stone paving, resin bound aggregate for pedestrians, gravel (porous) for car parking etc.

On balance, taking into account all material considerations, including the requirement of the borough to relocate the mortuary, and the approach that has

been taken to minimise as far as is possible the impact of the proposal on the MOL, I am of the opinion that the application should be supported. Policy OS2 a) (ii) of the UDP allows the construction of a new building for essential facilities for outdoor sport or recreation, for cemeteries or for other uses of land which preserve the openness of the MOL and do not conflict with its purposes (my underlining). I am of the opinion that the scale of the proposal underground is considered, with the benefits of the above ground improvements, to meet these criteria. Further, the application provides a possible use for a building in an isolated location and where it might otherwise remain empty and further deteriorate.

Conservation Officer –

The Lodge site, Church Lane, is proposed as the site for a new Haringey Mortuary. It is located adjacent to All Hallows Church, listed Grade II*, and it lies within an Area of Archaeological Interest, as well as the Tottenham Cemetery Conservation Area.

There are concerns regarding the scale of such a large development in such a sensitive site; however I consider the design concept can be successful. It is essential, however, that the proposed Mortuary remains an underground structure with a green roof as envisioned, and does not project out of the ground any further than illustrated. This should ensure that the views across the site are retained, and its visual impact of the development is minimised. The new building needs to be of the highest detail design quality, including the detail design of the lift tower which is visually prominent element of the proposals. The existing Lodge building and the existing stone wall, decorative railings, gate to the Church Lane boundary need to be properly restored, and the landscaping works need to be properly implemented.

I recommend permission subject to conditions requiring submission and approval of detailed proposals for the proper repair and refurbishment of the existing Lodge building, repair and refurbishment of the existing stone wall, decorative railings and gate to the Church Lane boundary of the site, detailed proposals for the site boundary treatment with Tottenham Cemetery and All Hallows Church, detailed design and facing materials of the lift tower and Samples of all proposed facing materials. This is required to ensure a high quality development on this sensitive site located within the setting of All Hallows Church and within Tottenham Cemetery Conservation Area.

English Heritage –

Thank you for consulting me on the above application. I read the submitted archaeological desk based assessment with great interest, as this site has the potential to be highly significant.

The site is situated adjacent to the 14th century church of All Hallows, and slightly encroaches into the historic churchyard boundary. It is known that there was a Saxon church in the immediate vicinity, as this is mentioned in the 11th century Domesday book, although the exact location of this is unknown. Map evidence has also demonstrated that it is likely that an early 17th century building is present on the southern portion of the site. The potential for archaeological remains to be impacted upon by the proposed development is considered to be high.

Of particular concern is the possibility of Saxon or medieval inhumations. The location of the early church has not been identified although it must be very close, and remains of it or its cemetery could be on the site. The finding of a Saxon cemetery or burials is exceptionally rare, particularly outside of the known cemeteries and burials in *Lundenwic* (modern Covent Garden). In the medieval period, it was common practice for certain member of the population, particularly those on the 'fringe' elements of society – such as criminals, dissenters, etc – to be buried out with church grounds, and such outlying inhumations are not uncommon.

If such remains are encountered on the site, it would be the general course of action to recommend preservation *in situ*. However, as a basement is proposed on the site for other planning considerations, re-engineering may not be a feasible alternative, although we would wish to explore that option. It may be that there would be no other alternative than to undertake a full excavation as mitigation, which would include a full assessment and analysis of any human remains. This is a potentially very costly undertaking, and one which the applicants should be aware of before committing to the development.

At present, therefore, I do not consider that there is sufficient information to allow for an informed decision to be made regarding the archaeological implications of the proposal, and would recommend to the Council that an archaeological evaluation is undertaken **prior** to the determination of the application.

I would be pleased to discuss the parameters of the evaluation with the Council or the applicants, and would be able to prepare a Brief if required.

RELEVANT PLANNING POLICY

Central Government Guidance

Planning Policy Guidance 2 'Green Belt'
Planning Policy Guidance 1 'Delivering Sustainable Development'
Planning Policy Guidance 15 'Planning and the Historic Environment'

London Plan

Metropolitan Open Land at Policy 3D.9

Unitary Development Plan (2006)

UD2 Sustainable Design and Construction
UD3 General Principles
UD4 Quality Design
UD7 Waste Storage
G2 Development and Urban Design
G7 Green Belt, Metropolitan Open Land & Green Chains
G10 Conservation
AC1 The Heartlands Wood Green
CSV1 Development in Conservation Areas
CSV5 Alterations and Extensions in Conservation Areas
ENV6 Noise Pollution
CLT1 Provision of New Facilities
CW1 New Community Facilities
M3 New Development Location and Accessibility
UD10 Parking for Development
OS1 Green Belt
OS2 Metropolitan Open Land (MOL)
OS7 Historic Parks, Gardens and Landscapes
OS17 Tree Protection

Supplementary Planning Guidance

SPG 1a 'Design Guidance and Design Statements'
SPG 3b 'Privacy/Overlooking, Aspect/Outlook and Daylight/Sunlight'

ANALYSIS / ASSESSMENT OF THE APPLICATION

Metropolitan Open Land

Normally any development apart from small sports facilities is not considered appropriate on Metropolitan Open Land (MOL) and a mortuary is not a use that is defined as being appropriate development in MOL. In order for the proposed mortuary development to be approved a case for 'very special circumstances' must be made.

The London Plan states that MOL will be protected as a permanent feature, and afforded the same level of protection as the Green Belt. Appropriate development should minimise any adverse impact on the open character of MOL through sensitive design and siting and be limited to small scale structures to support outdoor open space uses. While the proposed development does not relate to outdoor open space use, the reuse of existing buildings on the site and the underground design of the main mortuary building can be considered as measures that minimise the potential adverse impact of the development on the open character of the MOL.

Planning Policy Guidance 2 (PPG2) 'Green Belts' details a general presumption against inappropriate development within MOL. Such development should not be approved, except in very special circumstances. PPG2 states that it is for the applicant to show why permission should be granted. Very special circumstances to justify inappropriate development will not exist unless the harm by reason of inappropriateness, and any other harm, is clearly outweighed by other considerations. In this case it is considered that the very special circumstances in which development of this MOL land can be permitted include the following:

1. The proposed development would enable restoration and reuse of an attractive building that is already situated on MOL as well as being situated within the Tottenham Cemetery Conservation Area. A suitable use for the existing Lodge building needs to be found and it has been vacant for a considerable amount of time and is currently in a state of disrepair.
2. Most of the proposed structure would either be located within the existing buildings on the site or underground. As such the design of the development in making use of existing buildings and locating the main section of the mortuary underground will preserve the open nature of the site.
3. The small bulk, height and scale of additional structures that are proposed on the site above ground and the location and design of these structures will ensure that the open nature of the MOL would be retained. The construction of a large section of the mortuary facility underground minimises the potential adverse impacts of the development on the MOL and ensures that the open character of the site will be retained.
4. The proposed development would enable the regeneration of part of the Haringey Heartlands area where the current Hornsey mortuary is situated in.
5. The mortuary is an essential service and no other sites owned by the London Borough of Haringey are considered as suitable as The Lodge property.
6. As the existing buildings on the property are situated on MOL land it is considered that the potential uses of these buildings and the wider site are significantly limited. The proposed mortuary is one use that is well suited to the open nature of the site and a use for which an underground design can be utilised.

The proposed development is considered to be an innovative design that would not have a materially greater impact than the present use on the openness of the MOL and is considered consistent with a) above.

The proposed development is considered acceptable in that only minor extensions to the existing buildings on the site are required for their conversion to mortuary use. In addition the placement of a large section of the mortuary and car parking area below ground level does not conflict with the openness of the MOL. The proposed access driveway will be located in the same position as the existing access. The site is already extensively fenced with a combination of brick walls and cast iron fencing. In terms of c) above the existing buildings on the site are of permanent and substantial construction and are capable of conversion without complete construction.

It considered that the proposed development would preserve the openness of the site and would safeguard the character and quality of the MOL. The proposed conversion of existing buildings on the site and placement of the majority of additional facilities underground means that the proposed mortuary use would preserve the openness of the MOL while not conflicting with the purposes of the MOL. The proposed development is considered consistent with Policy OS2 Metropolitan Open Land (MOL).

An objection letter has been received suggesting that the Mortuary building should not be constructed underground but rather a single storey building should be constructed where previous buildings were once located on the site. However the issues discussed above relating to MOL make it clear that such a development would be very unlikely to gain approval.

Existing Mortuary and Assessment of Alternative Sites

The application indicates that the existing building that the mortuary currently operates from in Hornsey is no suitable for mortuary purposes. The Hornsey building does not provide good working conditions for employees and is also inadequate in terms of the provision of facilities for visiting bereaved relatives. The building that the mortuary currently operates from has not had any major upgrades since it was constructed in the 1960's. The application also states that the existing facility does not meet current Health and Safety standards and is limited in its staff facilities and facilities for the bereaved.

A number of alternative site to Hornsey were considered with The Lodge site being assessed as the most suitable site. The application points out that suitable locations for a mortuary are limited with mortuary use being seen as incompatible with residential uses and industrial sites ruled out due to need for bereaved to visit. The application argues that Local Authorities are not in a position to purchase land on the private market and this limited the consideration of alternative sites to those properties already owned by the London Borough of Haringey.

The Lodge is considered an appropriate site for the following reasons:

1. Its proximity to Tottenham Cemetery and All Hallows Church. The proposed use of the site as a mortuary is considered to complement these two existing land uses. In addition Bruce Castle Park is situated opposite The Lodge site and this means that the application site is not positioned adjacent to residential, commercial or industrial land uses.
2. Tottenham Cemetery, All Hallows Church, and Bruce Grove Park all contribute to the quiet nature of the area and this in turns provides a setting that would be sensitive to visiting bereaved families. The open nature of The Lodge property also enables the proposed development to incorporate a pleasant garden area for bereaved people visiting the site.
3. A suitable use for the existing Lodge building needs to be found.

Impact on Appearance of Conservation Area

It is considered that the proposed development would have a positive impact on the appearance of the Tottenham Cemetery Conservation Area. The existing Lodge building situated on the site is in a state of disrepair and has been vacant for a considerable period of time. The Lodge building was originally the cemetery keepers cottage and dates from the early 20th century. The building is constructed of stock yellow brick with a slate roof. The building is not a listed building or locally listed building but is an attractive building that complements the open nature of the site. It is considered that if renovated and repaired the building would make a positive contribution to the character and appearance of the conservation area.

While the main section of the mortuary building would be located underground a small extension that would link the two existing buildings is proposed along with an elevator shaft, ventilation shaft and a glazed extension over a proposed lightwell. In terms of new structures proposed the most visible and prominent of these would be the proposed elevator shaft. The elevator shaft obviously has to be situated above ground and as it provides access to the underground section of the mortuary. The proposed shaft would be constructed of yellow stock brick to match the existing buildings on site and it is also proposed to clad the shaft eastern / roadside elevation of the shaft in trellis. This would enable creeper plants to be grown over the trellis and may help to lessen the visual prominence of the structure. The proposed link extension between the two buildings would be positioned behind an existing building on the site and as such the majority of this structure would not be visible from the street. Both the link extension, the elevator shaft and the glazed extension over the lightwell would be flat roofed structures which limits their prominence. The proposed elevator shaft cannot be located in any other location as it provides mechanical access between the underground mortuary and the related use of the converted buildings at ground floor level. The proposed lift shaft, lightwell extension and the extension linking the existing buildings and lift shaft would not detract from the appearance and character of the Tottenham Cemetery Conservation Area.

The proposed development is considered consistent with policies CSV1 'Development in Conservation Areas' and CSV5 'Alterations and Extensions in Conservation Areas'.

Archaeological Issues

While the reuse of the existing buildings on the site is not expected to give rise to any archaeological issues the excavation to allow for the construction of the main mortuary building and the construction of the other additional structures proposed for the site could. A detailed archaeological report was supplied as part of the application and it is recommended that if the application is approved appropriate archaeological conditions are be attached.

Residential Amenity Issues

The closest residential dwellings to The Lodge site are those on Prospect terrace which are located approximately 40 metres away. It is considered that the proposed development would not detract from the residential amenity of these properties. This is due in part to the application proposing reuse of the existing buildings on the site and also due to the construction of the main mortuary underground. The additional structures that the application proposes above ground are relatively small in height, bulk and scale and the closest of the new structures would be approximately 35 metres away as such the proposed development would have no impact on these residential properties.

A new access driveway providing access to the underground clinical and staffing parts of the mortuary would be formed where the existing access drive to The Lodge is currently located. This access point for the new driveway would be situated between All Hallows Church and a corner of Bruce Castle Park. The proposed drive and access point are located a considerable distance from the nearest residential properties and as such vehicle movements to and from the mortuary would not have an adverse impact on the residential amenity of any properties. The proposed mortuary use of the site is unlikely to give rise to any noise disturbance due to the low numbers of vehicle movements expected and also due to the nature of the proposed use. The proposed development is considered consistent with policies UD3 General Principles and UD2 Sustainable Design and Construction.

Traffic / Parking Issues

7 vehicle car park spaces are proposed and 3 cycle parking spaces as part of the development and this level of parking provision is considered adequate for this specific development. All visitors arriving by car are expected to park on the street. The Council's Transportation department have viewed the application and have no objection to the proposed development. The proposed development is considered consistent with policy M10 Parking for Development.

In terms of traffic generation the application states that in 2005 (which was a typical year in terms of workload), the existing mortuary dealt with 690 cases. The application then states that this does not equate to 1,380 vehicle movements as many journeys involve several cases at once. In terms of arrival and departures of vehicles carrying bodies to and from the mortuary a total of fewer than 20 arrivals / departures would be expected per week. It is expected that two-thirds of arrivals would take place outside normal working hours and this would equate to fewer than 10 vehicle arrivals and departures per week. The vehicles that transport bodies to and from the site are commonly light goods vehicles or estate cars. Funeral Directors rarely use hearses as they are both expensive and are considered indiscreet. All other vehicle movements to and from the site would take place during normal working hours. Other vehicular movements would comprise servicing, deliveries and visits by next of kin.

The expected amount of traffic generated from the proposed use is not considered excessive and the proposed use would not detract from the residential amenity of any residential areas near the application site.

Landscaping / Trees

A detailed arboricultural report prepared by Wynne-Williams Associates Ltd was supplied as part of the application. The report notes that a number of trees present on the site are in poor condition or of low quality and the application proposes the removal of these trees. A tree replanting scheme is detailed in the application along with the retention of a large number of existing trees that are moderate quality. The Council Arboricultural Officer has been consulted and has not objected to the proposed development. If the application is approved a number of conditions relating to the health of existing trees and the replanting of new trees are recommended. The proposed development is considered consistent with policy OS17 'Tree Protection'.

The application also includes a landscaping scheme prepared by Wynne-Williams Associates Ltd and this scheme provides an analysis of the existing landscape and a new landscape scheme that makes use of the existing landscape features of the site. It is considered that the proposed landscape scheme would improve the visual appearance of the site significantly and would also contribute to the value of the site as MOL.

Boundary Treatment

A low stone-faced brick surmounted with 1.8m high ornamental cast iron railings is positioned along the Church Lane frontage of the site. The application indicates that the wall and iron fence will be retained, the wall and iron fence is currently in poor condition in places.

A relatively recently constructed brick wall is positioned along the southern boundary of the site and this wall will be retained the application also indicates that this wall may require some repainting restoration work.

It is recommended that if the application is approved a condition requiring the restoration of the brick all walls positioned along the boundaries and in particular the low stone-faced brick and ornamental cast iron railing along the Church lane frontage be attached to the decision.

The existing boundary treatment surrounding the application site with a combination of brick walls and cast iron railings make a positive contribution to visual appearance of the application site. The restoration and re-pointing of the existing boundary treatment would preserve and enhance the visual character of the property as well as the Tottenham Cemetery Conservation Area.

SUMMARY AND CONCLUSION

The design of the proposed development is one that would minimise any potential adverse impact on the open nature of the Metropolitan Open Land. The design would do this mainly through the conversion of existing buildings on the site, limiting the size of new structures that will be visible above ground and also through the construction and placement of the majority of the proposed mortuary facilities underground. It considered that the proposed development would preserve the openness of the site and would safeguard the character and quality of the MOL

There are number of special circumstances relating to the proposed use of the site as a mortuary and these include the following; the proposed development would enable restoration and reuse of an attractive building that is already situated on MOL as well as being situated within the Tottenham Cemetery Conservation Area. A suitable use for the existing Lodge building needs to be found and it has been vacant for a considerable amount of time and is currently in a state of disrepair. The relocation of the existing Mortuary in Hornsey would enable the regeneration of part of the Haringey Heartlands area which the current Hornsey mortuary is situated within. The mortuary is an essential service and no other sites owned by the London Borough of Haringey are considered suitable. In addition a use needs to be found for the existing buildings on the property and the proposed mortuary is one use that is well suited to the open nature of the site in that it is a use for which an underground design can be utilised.

The existing Lodge building situated on the site is in a state of disrepair and has been vacant for a considerable period of time. The proposed conversion of the existing buildings, restoration works to boundary treatment, tree works, and landscaping will all contribute to preserving and enhancing the historic character of

the Tottenham Cemetery Conservation Area. In addition the proposed development would not give rise to any residential amenity issues.

RECOMMENDATION

GRANT PERMISSION subject to Direction from Government Office for London (GOL)

Registered No. HGY/2007/0109

Applicant's drawing No.(s) S5139/D/0001, S50139/D/0002, S50139/D/0003, S50139/D/0004, S50139/D/0005, S50139/D/0006, S50139/D/0007, S50139/D/0008, S50139/D/0009, S51039/D/0010, S50139/D/0011, S50139/D/0012, S50139/D/0013, S50139/DP/0014, S50139/D/0015, S50139/D/0016, S50139/D/0017, S50139/D/0018, S5139/D/0019, S5139/D/0020, 0657/TS/001, 0657/LL/102, 0657/LL/103, 0657/LP/301, 0657/LP/302 & 0657/LP/303.

Subject to the following condition(s)

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

4. Notwithstanding the description of the materials in the application, no development shall be commenced until precise details of the external materials to be used in connection with the development hereby permitted have been submitted to, approved in writing by and implemented in accordance with the requirements of the Local Planning Authority.
Reason: In order to retain control over the external appearance of the development in the interest of the visual amenity of the area.

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

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

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

7. All tree works must be undertaken in accordance with BS 3998: Recommendations for tree works.
Reason: To ensure works to trees are undertaken in a manner that avoids damage and / or disturbance.
8. An Arboricultural Method Statement must be prepared detailing the protective measures to be implemented, listing the chronology of events and including a Tree Protection Plan. This must be produced to specify exactly what measures are to be implemented to ensure the future health of the existing trees to be retained and those significant specimens on adjacent land. It must include a specification for protective fencing, storage areas, mixing of materials, services routes and soft landscaping, with reference made to the BS5837:2005 Trees in relation to construction.
Reason: To ensure the future health of the existing trees on the site that are to be retained
9. Prior to any works commencing on site a pre-commencement site meeting between the Agent, All Contractors, Local Authority Arboriculturalist and Council Planning Officer must take place to confirm protective measures to be implemented.
Reason: To ensure existing trees on site are adequately protected during the construction phase.
10. The construction works of the development hereby granted shall not be carried out before 0800 or after 1800 hours Monday to Friday or before 0800 or after 1200 hours on Saturday and not at all on Sundays or Bank Holidays.
Reason: In order to ensure that the proposal does not prejudice the enjoyment of neighbouring occupiers of their properties.
11. Details of a scheme for the restoration of the existing boundary walls and railings on the site are to be supplied and approved by the local planning Authority prior to any works commencing on site.
Reason: To ensure that the existing boundary treatment on the site is retained and restored to adequate standards and in the interests of visual amenity.
12. Details of a scheme for securing the site are to be supplied to and approved by the Local Planning Authority prior to works commencing on site.
Reason: In order to ensure that the proposed development achieves the required crime prevention elements.

13. No development shall take place until the applicant has secured the implementation of a programme of archeological work in accordance with a written scheme for investigation which has been submitted by the applicant and approved by the Local Planning Authority. the archeological works shall be carried out by a suitably qualified investigating body acceptable to the Local Planning Authority.

Reason: To ensure proper archeological investigation of the site.

REASONS FOR APPROVAL

The design of the proposed development is one that would minimise any potential adverse impact on the open nature of the Metropolitan Open Land. The design would do this mainly through the conversion of existing buildings on the site, limiting the size of new structures that will be visible above ground and also through the construction and placement of the majority of the proposed mortuary facilities underground. It considered that the proposed development would preserve the openness of the site and would safeguard the character and quality of the MOL

The existing Lodge building situated on the site is in a state of disrepair and has been vacant for a considerable period of time. The proposed conversion of the existing buildings, restoration works to boundary treatment, tree works, and landscaping will all contribute to preserving and enhancing the historic character of the Tottenham Cemetery Conservation Area. In addition the proposed development would not give rise to any residential amenity issues.

The proposed development is considered consistent with Policies UD2 'Sustainable Design and Construction', UD3 'General Principles', UD4 'Quality Design', CSV1 'Development in Conservation Areas', CSV5 'Alterations and Extensions in Conservation Areas' and OS2 'Metropolitan Open Land (MOL)' of the Haringey Unitary Development Plan.