

**Report for:** Regulatory Committee 4<sup>th</sup> October 2016

**Title:** Draft Conservation Area Appraisals and Management Plans for North Tottenham, Scotland Green, Bruce Grove, Tottenham Green, Seven Sisters/Page Green and South Tottenham.

**Report authorised by :** Emma Williamson, Assistant Director, Planning

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

**Ward(s) affected:** Northumberland Park, Bruce Grove, Tottenham Hale, Tottenham Green, Seven Sisters

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

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

- 1.1 Cabinet is requested to approve six draft conservation area appraisal and management plan documents (attached at Appendices 2-7) for a six week public consultation. The documents relate to the six conservation areas that make up the Tottenham High Road Historic Corridor - North Tottenham, Scotland Green, Bruce Grove, Tottenham Green, Seven Sisters/Page Green and South Tottenham. The final amended documents, having regard to any representations received during consultation, will be referred back to Cabinet for adoption by the Council in early 2017.
- 1.2 The draft documents include a comprehensive appraisal of each conservation area, and set out the Council's strategy for managing the area going forward in order to preserve and enhance special character. They include comprehensive and user-friendly new design guidelines illustrating the best way to preserve and enhance the character of existing buildings.
- 1.3 The draft documents also recommend various revisions to the boundaries of conservation areas to ensure that they accurately reflect the extent of each area's special interest. The recommended changes include the removal of certain parts within each conservation area which do not contribute to their special interest. It also proposes the de-designation of the South Tottenham Conservation Area in its entirety. The recommended changes are summarised in section 6 below. These recommendations will be amended having regard to any representations received at consultation, and the boundaries of the various

conservation areas will be altered in line with the finalised recommendations upon adoption of the documents in 2017.

## **2 Recommendations**

3.1 That Regulatory Committee:

- Notes the draft six draft Conservation Area Appraisal and Management Plan documents in Appendices 2-7 and is invited to make comments thereon;
- Recommends to Cabinet that it approve the documents for a six-week public consultation.

## **3 Reasons for decision**

4.1 The Council has a statutory duty to ensure that conservation areas are preserved or enhanced and publish policies for the implementation of the same.

4.2 The council is committed to preserving and enhancing the area's special character and ensuring the proper management of the many valuable heritage assets in the area including many listed and locally listed buildings and historic spaces. Up to date appraisal and management plan documents are essential tools to help us achieve this going forward. It is hoped the new documents will play a significant role in the positive future management of the area. These documents are part of an ongoing programme to renew Conservation Area Appraisals and Management Plans across the borough.

4.3 The Council undertakes a large amount of conservation work, of which these updated appraisals and management plans are an integral part. This includes working with the Regeneration Team, Historic England and property owners towards the repair of at risk heritage assets, promoting sensitive reuse of such buildings and assisting in securing funds for restoration; working with partners to improve the character and appearance of conservation areas, for example through shop front improvement projects such as the North Tottenham Townscape Heritage Initiative (supported by the Heritage Lottery Fund); and working with the Alexandra Palace Trust to assist in bringing forward sensitive and innovative reuse and restoration of Alexandra Palace. The new documents will support and inform such projects going forward.

4.4 The area has undergone significant change since the current Appraisal was last updated in 2009, including the repair and restoration of some important

buildings and shop fronts. This is reflected in the new documents. Up to date Appraisal and Management Plan documents will provide a sound basis for development management decisions which is defensible on appeal. The documents will also serve as a useful guide for property owners and those putting forward heritage projects and development proposals as to how best to preserve and enhance the area's character.

- 4.5 The Conservation Areas fall within the area covered by the emerging Tottenham Area Action Plan which is likely to impact upon the conservation areas. It is therefore important that the Council publishes these appraisals along with the management plans in order to support the Council's local plan policies and ensure that the significance of the area is preserved and enhanced.
- 4.6 The appraisals include recommendations for revisions to the Conservation Area boundaries. It is important that the Council publish these recommendations with a view to revising the boundaries after consultation. There is a statutory duty to review conservation area designations from time to time (Planning, (Listed Buildings and Conservation Areas) Act 1990, 69) and the Council must ensure that designated conservation areas are of sufficient special architectural or historic interest, in line with the National Planning Policy Framework (paragraph 127) and Historic England guidelines.

## **5 Alternative options considered**

- 5.2 The existing conservation area appraisal for the Tottenham High Road Historic Corridor was updated in 2009. However, continuing to use this document is not considered advisable. The area has undergone significant change since the document was written and it is therefore inaccurate. The emerging Tottenham Area Action Plan (Policy AAP5: Conservation and Heritage) indicates the need for review of such documents.
- 5.3 The document includes recommendations for alterations to the boundaries of the conservation area. The option of leaving the boundaries as they currently are is considered but this course is not recommended. Some areas have been altered to such an extent that they have entirely lost their special character. The National Planning Policy Framework (Paragraph 127) states that "When considering the designation of conservation areas, local planning authorities should ensure that the area justifies such status because of its special architectural or historic interest, and that the concept of conservation is not devalued through the designation of areas that lack special interest". In cases where there is no discernable special character, the designation is unhelpful.

## **6 Background information**

- 6.1 There are 29 conservation areas in Haringey, designated over a period of 45 years, of which 14 have adopted character appraisals. The Council is undertaking a rolling programme of producing Conservation Area Appraisals and Management Plans, and reviewing those existing appraisals that are outdated. The conservation areas of the Tottenham High Road Historic Corridor were designated between 1972 and 1998, and together form a continuous corridor covering the historic arterial route from the borough's boundary with Hackney in the South, to the boundary with Enfield in the North.
- 6.2 The Council has a statutory requirement to '*...formulate and publish proposals for the preservation and enhancement of any parts of their area which are conservation areas*' under Section 71 of the Planning (Listed Buildings and Conservation Areas) Act 1990. When adopted, the documents will have the status of evidence-base documents which aid the implementation of approved development plan policies for the preservation and enhancement of conservation areas. Prior to adoption, the documents will be screened to determine whether a Strategic Environmental Assessment is appropriate under the provisions of the SEA Directive (European Directive 2001/42/EC).
- 6.3 It is important to stress that a character appraisal or management plan **cannot introduce new policy**. The purpose of the appraisal and management plan is to provide a clear indication of the Council's approach to the preservation and enhancement of the conservation areas, as well as support existing planning policy already set out in the Local Plan.
- 6.4 The National Planning Policy Framework (NPPF) issued by the Government in March 2012 requires local planning authorities to set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment. In doing so, they should recognise that heritage assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance. In this regard, character appraisals are primary guidance which define the special character of conservation areas, and identify what is of special architectural and historic interest within them.
- 6.5 The Council's strategy for the conservation and enjoyment of the historic environment takes into account the desirability of new development that makes a positive contribution to local character and distinctiveness. This position is reflected in the Council's adopted UDP and emerging Local Plan Strategic Policies.
- 6.6 The emerging Development Management Plan Policies (anticipated for adoption this year) state that the preservation and enhancement of historic environment should be given highest regard as per the statutory duty and should be used as the basis for good design and positive change. All new

development should be of the highest standard of design that respects its local context, character and historic significance.

- 6.7 A large proportion of the Tottenham High Road Historic Corridor falls within the area covered by the emerging Tottenham Area Action Plan which supports conservation led regeneration and the adaptive reuse of historic buildings, and identifies the risk to heritage assets posed by extensive redevelopment. Policy AAP5: Conservation and Heritage indicates the need for new development to reflect relevant character appraisals and management plans as well as the need to review such documents, including reviewing existing boundaries.
- 6.8 An adopted character appraisal provides a sound basis, defensible on appeal, to implement the Council's approved development plan policies and to inform development management decisions. The appraisal is for the use of local residents, community groups, businesses, property owners, architects and developers and is an aid to the formulation and design of development proposals and change in this particular area. The document will be used by the Council in the assessment of all development proposals and will be taken into account by the Planning Inspectorate when it considers and determines planning appeals.
- 6.9 The character appraisal is also helpful to those considering investing in the area, and can be used to guide the form and scale of new development proposals. When funding was sought for grant aid schemes, such as the Townscape Heritage Initiative at Bruce Grove, an adopted character appraisal was essential to demonstrate the value of the area.

#### Structure of the Conservation Area Appraisal and Management Plan Documents

- 6.10 The Conservation Area Appraisal and Management Plan documents have been written to reflect the framework set out in *Understanding Place: Conservation Area Designation, Appraisal and Management*, published by Historic England in March 2011. A brief structure of the documents is set out below:

##### **Appraisal**

- **The summary of special interest:** a succinct description of the overall character of the conservation area.
  
- **Comprehensive appraisal:** recording the special character of the area covering;
  - location and setting
  - historical development and archaeology
  - architectural quality
  - public realm

- condition and development pressure.
- **Audit:** A record of all buildings in the area, indicating whether they are make a positive, negative and neutral contribution.

## Management Plan

- **Principles for development management:** Setting out the Council's approach to managing new development, including when planning permission is required, expectations for applications, and relevant policies.
- **Boundary Review:** Recommendations for changes to the conservation area boundaries are as follows. (Please refer to maps provided in appendix 1):

### North Tottenham

- **Dedesignate the area north of Brantwood Road:** There are no remaining buildings of architectural or historical interest in this section.
- **Redraw the boundary to exclude the new Sainsbury's development on Northumberland Park:** Historic buildings in this section have been demolished and replaced with the new Sainsbury's supermarket.
- **Dedesignate the central section of the high road from just north of Moselle Street to the Park Lane/Church Road junction:** All of the buildings on the east side of the High Road have been demolished or will be demolished as part of the redevelopment of the Spurs football ground, with the exception of Warmington House (No. 744) which will be incorporated within a new facade. The overwhelming scale of the new development will dominate the street and have a major impact on the character of this part of the conservation area.

The buildings on the west side of the High Road, taken by themselves, are not considered of sufficient special interest to justify conservation area designation. It is therefore recommended that this section is excluded and the conservation area is consolidated in to two separate sections.

### Scotland Green

- **Modify the boundary to exclude the flats on the east side of Kenmare Drive, and the infill housing development on the east side of the High Road behind the frontage buildings:** Neither of these housing developments are of special interest. It is recommended that the boundary is redrawn at the rear of the frontage buildings. The Friends Burial Ground should remain a part of the conservation area.

### Bruce Grove

- **Modify the western boundary of the conservation area to exclude parts of St Loy's Road, Forster Road and Felixtowe Road:** The terraced houses in these streets are of modest architectural quality which has been undermined by piecemeal alterations and loss of

features. As a group, they have little or no visual relationship with the high road.

- **Extend the southern boundary to include part of the current Tottenham Green Conservation Area:** These buildings form part of the townscape of Bruce Grove.
- **Extend the western boundary to include part of Bruce Grove which currently sits within the Bruce Castle Conservation Area:** This section is historically connected with the development of the high road and properly belongs within the Bruce Grove Conservation Area.

### Tottenham Green

- **Modify the north-western boundary to exclude Eleanor Close and Library Court:** This land has been redeveloped with new housing that makes no contribution to the special character of the area.
- **Modify the western boundary to exclude the north side of Philip Lane and the forecourt of the Tottenham Green Centre:** The terraces on Philip Lane are of very modest architectural quality and have been badly compromised by alterations. The forecourt and parking area of the Tottenham Green Centre is considered a detracting feature and does not contribute to the conservation area.
- **Modify the western Boundary to exclude the redeveloped Clyde Road Depot site:** The character of this area has been radically altered and it no longer makes a positive contribution to special architectural or historic character.

### Seven Sisters

- **Modify the eastern boundary to exclude the large Tesco site (No. 230):** The large scale and visual impact of this building detracts from the quality of the townscape.
- **Modify the eastern boundary to exclude parts of Wakefield Road, Rangemoor Road and Harold Road:** The houses in this area are typical of the wider area and their architectural quality has been undermined by piecemeal alterations and loss of features. They have little or no visual relationship with Page Green Common.
- **Modify the southern boundary to include the Dutch House public house and the area in front of South Tottenham Station which is currently part of the South Tottenham Conservation Area:** It is recommended that the South Tottenham Conservation Area is



dedesignated, however the Dutch house and South Tottenham Station area are of sufficient special interest to warrant conservation area designation and can be best managed as part of the Seven Sisters Conservation Area.

### South Tottenham

**It is recommended that the conservation area is dedesignated:** The special interest of the area is affected by the very modest architectural merit of the surviving Victorian/Edwardian built fabric, the level of alteration that has taken place, and the significant number of buildings fronting the High Road that detract from or contribute little to the streetscape. It is not considered to be of sufficient special interest to warrant conservation area designation. Those buildings which retain some significance should be protected through statutory listing (St Ignatius Church) or local listing. It is also recommended that the Dutch House public house is incorporated within the Seven Sisters conservation area to the north.

- **Preserving and Enhancing the Conservation Area:** A comprehensive new set of accessible illustrated Design Guidelines detailing how the special character should be preserved or enhanced covering;
  - Shop front design
  - Making changes to listed buildings
  - Extensions
  - External Maintenance and facade restoration
  - Window and door replacements

Please see appendices 2 – 7 for the draft documents in full.

### Community Involvement and Public Consultation

- 6.11 The Tottenham Conservation Area Advisory Committee have been consulted during the production of the documents, and were given a chance to review the draft document and make comments. Ward councillors for those wards affected have also reviewed the draft documents.
- 6.12 Public consultation of the draft documents will be undertaken in line with the Council's Statement of Community Involvement (SCI). The Council will notify all residents on its database, and will issue a press notice. Paper copies of the draft appraisals will be issued to local libraries. They will be published on the Council's website, accompanied by an electronic feedback form to facilitate responses to the Council. A public meeting will be arranged. A six-week period of public consultation is proposed.
- 6.13 The final character appraisal, with any further amendments, will be referred back to Cabinet in early 2017 for adoption by the Council, together with a report

to Cabinet detailing how the input from the community has been evaluated and taken into account in informing the final character appraisal.

## **7 Contribution to strategic outcomes**

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

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

### Finance and Procurement

- 8.1 Any costs associated with publication of the adopted character appraisal will be contained within existing approved budgets for Planning Policy & Design.

### Assistant Director of Corporate Governance and legal implications

- 8.2 As noted in the report there is a duty under section 69(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) ("the Act") for a local planning authority ("LPA") from time to time determine which parts of their area are areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance, and shall designate those areas as conservation areas. Under section 69(2) of the Act from time to time the LPA shall review the past exercise of the functions noted above. The appraisals are part of this review process.

- 8.3 The designation of a conservation area will have several planning consequences. These include (and are not limited to):

- Restrictions (and potential criminal offence) concerning demolition in a conservation area without express planning permission.
- The statutory duty under section 72 of the Act will be engaged, when determining planning applications in a conservation area to pay special attention to the desirability of preserving or enhancing the conservation area.
- The statutory duty noted in the report under section 71 of the Act from time to time to formulate, publish proposals and hold a public meeting about them, for the preservation and enhancement of the conservation area. As the report

notes the appraisals will assist in the formulation of these proposals in the development plan policies.

- In determining planning applications, these policies regarding conservation areas will then become engaged. Part 12 of the government's National Planning Policy Framework will also apply.
- Restrictions on cutting down, topping, lopping, or uprooting trees in a conservation area.
- Greater restrictions for certain otherwise permitted development under the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) ("the GPDO").
- Restricts the power of the secretary of state to cancel or modify an immediate article 4 direction (restricting permitted development rights) under the GPDO for certain classes of development.
- Greater controls to display certain types of advertisement under the Town and Country Planning (Control of Advertisements) (England) Regulations 2007.

8.3 No formal consultation requirements are imposed by the Act, however as the report states public consultation lasting 6 weeks is proposed. A public meeting will also be arranged, and all the consultation responses should be properly considered.

## Equality

8.4 The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:

- tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;
- advance equality of opportunity between people who share those protected characteristics and people who do not;
- foster good relations between people who share those characteristics and people who do not.

8.5 This report does not introduce any new policy. The guidance in the document clarifies how the Council's existing planning policy will be implemented, and

relates mainly to the architectural character of buildings in the area. It will apply equally across the area.

- 8.6 The community will be consulted on the draft conservation appraisals and management plans, in accordance with the council's statement of Community Involvement. Input from the community will inform the final character appraisal which is due to be presented to Cabinet in 2017. Any concerns from particular communities or groups of residents arising from this consultation will be highlighted as part of this report.

## **9 Use of Appendices**

Appendix 1: Maps showing proposed boundary alterations

Appendix 2: Draft Scotland Green Conservation Area Character Appraisal and Management Plan for consultation.

Appendix 3: Draft North Tottenham Conservation Area Character Appraisal and Management Plan for consultation.

Appendix 4: Draft Bruce Grove Conservation Area Character Appraisal and Management Plan for consultation.

Appendix 5: Draft Tottenham Green Conservation Area Character Appraisal and Management Plan for consultation.

Appendix 6: Draft Seven Sisters/Page Green Conservation Area Character Appraisal and Management Plan for consultation.

Appendix 7: Draft South Tottenham Conservation Area Character Appraisal and Management Plan for consultation.

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

- a) Planning (Listed Buildings and Conservation Areas) Act 1990
- b) National Planning Policy Framework (NPPF), March, 2012;
- c) Historic England Advice Note 1, Conservation Area Designation, Appraisal and Management, February 2016
- d) Understanding Place: Conservation Area Designation, Appraisal and Management, Historic England, March 2011