

REPORT FOR CONSIDERATION AT PLANNING SUB-COMMITTEE

1. DETAILS OF THE DEVELOPMENT

Reference No: PRE/2019/0212

Ward: Northumberland Park

Address: (a) Northumberland Terrace (Nos. 790 to 794 and Nos. 798 to 808 High Road, N17) and land to the rear and (b) No. 807 High Road, N17.

Proposal: The majority of the proposed development would be on the east side of the High Road. However, the redevelopment of No. 807 on the west side of the road would facilitate the relocation of the Co-operative Funeral Care business and potentially the existing dentist surgery, which are currently at No. 806 and 802 High Road respectively.

East side of the High Road (Northern Terrace and land to rear)

(a) Erection of a new four storey building to the west of Lilywhite House for flexible A1/A2/A3/B1/D1/D2 use, including the demolition of the locally listed rear extension to No. 814 High Road, and new hard/soft landscaping works; (b) Internal and external repairs, enhancements and minor alterations to the statutory and locally listed buildings along the High Road to facilitate their meaningful future reuse for a flexible range of uses within the A1/A2/A3/B1/D1/D2 use classes; and (c) the demolition of rear extensions to Nos. 798, 800/802, 804/806 and 808 High Road and the erection of new rear extensions to Nos. 800/802 and 804/806 and 808 High Road.

West side of the High Road (No. 807)

(b) Redevelopment of No. 807 High Road to provide a four-storey building comprising retail (A1) on the ground floor, a business/dentist surgery on the first floor (B1/D1) and two dwellings (C3) on the upper floors. There would be a second four-storey building at the rear, joined by a covered parking area with a landscaped courtyard on top, to provide seven dwellings (C3). There would be nine dwellings in total.

Plans and images of the emerging proposals are included as **Appendix 1**.

Applicant: Tottenham Hotspurs Football Club (THFC)

Ownership: Private

Case Officer Contact: Graham Harrington

2. BACKGROUND

2.1 The proposed application is being reported to Planning Sub Committee to enable members to view the proposal prior to submission. Any comments made are of a provisional nature only and will not prejudice the final outcome of any planning

application submitted for formal determination. Pre-application discussions are ongoing with Officers.

3. SITE AND SURROUNDS

- 3.1 The Northumberland Terrace site is approx. 0.54ha and comprises nine Georgian and Victorian buildings that are aligned in a north-south direction, and front the High Road to their west. The application site includes land between the North Terrace itself and Lillywhite House, to the rear (east). It also includes an existing rear extension of No. 814 High Road (on the corner with Northumberland Park) and land to the rear.
- 3.2 The site is within North Tottenham Conservation Area and includes the following Listed Buildings: No. 790 (Dial House) - Grade II*, No. 792 Grade II, No. 794 Grade II, Nos. 798, 800 and 802 (even) Grade II and No. 808 Grade II*. Nos. 804 to 808 are within the Tottenham High Road North Local Shopping Centre.
- 3.3 No. 807 High Road currently comprises a three-storey building comprising a former night club on the ground floor (part of which is currently being used by THFC as meeting space) and two floors of vacant residential above. One and two-storey out buildings stand to the rear, with frontages on to Percival Court (a private road). The site is approx. 0.05ha. It is also within the North Tottenham Conservation Area and the adjoining buildings (Nos. 801 to 805, The Bricklayer's Arms PH, and Nos. 809 and 811) are Locally Listed buildings. The site is also within the Local Shopping Centre.
- 3.4 The Northumberland Terrace site forms part of the Tottenham Area Action Plan (AAP) Site Allocation NT7. This calls for (amongst other things): A The introduction of residential, commercial, retail, education, community, leisure and hotel uses, and improved public realm across the site; B A mix of leisure uses around a stadium to ensure it is a destination on match and non-match days; and C Development which contributes to creating a wider commercial and visitor destination for the area. The Site Allocation sets out a number of requirements, including that uses should be complementary and not compete with the uses proposed on the expanded Local Centre on the western side of the High Road within the High Road West area.
- 3.5 No. 807 High Road forms part of the Tottenham AAP Site Allocation NT5. This calls for (amongst other things) the site to be brought forward in a comprehensive manner to best optimise the regeneration opportunity and for development to accord with the principles set out in the most up-to-date Council-approved masterplan (the High Road West Masterplan Framework or HRWMF, September 2014).

4. PROPOSED DEVELOPMENT

East side of the High Road (Northern Terrace and land to rear)

- 4.1 The proposal seeks to create a new 'cultural quarter' for Tottenham. Nos. 798 to 808 High Road would be refurbished and converted to provide a flexible range of uses (A1/A2/A3/B1/D1/D2) – including a music recording studio (Nos. 800-802) and performance space (music/theatre etc.) (Nos 804 to 806). A new part three/part four storey building would be built at the rear of the existing buildings, backing on to Lillywhite House and fronting Northumberland Park and a new courtyard space. The building would be for the same flexible range of uses.
- 4.2 The Courtyard behind these buildings would provide landscaping/servicing areas and provide opportunities for some small open-air events, markets and festivals (to be controlled by a management plan). Vehicular access would be 'left in' from the High Road and 'left out' on to Northumberland Park. There would be car parking for disabled employees and visitors only, which would be provided in the adjoining Lillywhite House car park.
- 4.3 The Club has already refurbished the Grade II listed Percy House (No. 796 High Road) with the support of the Heritage Lottery Fund, and this has become a community hub and the home of the Tottenham Hotspur Foundation.
- 4.4 Proposals for Nos. 790-794 High Road and land to the rear are still being developed and will be subject to further pre-application discussions with Officers and Historic England; however, it is envisaged that the buildings would be refurbished for a flexible range of uses including potential internal/external modifications, alongside new public realm enhancements, to ensure that they are fully aligned with the wider aspirations for the new cultural quarter.
- 4.5 The applicant proposes to submit two separate pairs of planning and Listed Building Consent applications for the Northern Terrace. The first pair of applications will relate Nos. 798 to 808 High Road. The second pair of applications for Nos. 790 to 794 High Road and land to the rear will follow later, to allow time for further engagement with officers, Historic England and QRP.

West side of the High Road (No. 807)

- 4.6 The proposal is to demolish all buildings on the site. The existing three-storey frontage building would be replaced by a contextually-designed four-storey building and a linked four-storey building would sit to the rear. The two buildings would be linked by a ground floor car parking yard, which would have a communal residential courtyard at first floor level, for use by future residents. The ground floor of the frontage building and covered parking yard to the rear would provide replacement space for the Co-Operative Funeral Care business, including parking for two hearses. The first floor of the frontage building would

provide replacement space to potentially relocate the existing dentist surgery (at 802 High Road) or business space (D1/B1).

- 4.7 Pedestrian access for the proposed new homes would be from the High Road and Percival Court. Vehicular access for the funeral directors would be via Percival Court, which would also serve an on-street car parking space for a wheelchair accessible flat.

5. PLANNING HISTORY

- 5.1 Key relevant planning history for the Northumberland Terrace site is as follows:

- Lilywhite House, supermarket and offices was granted in March 2012 (HGY/2011/2350). This permission was varied in March 2014 to allow for the introduction of the Tottenham University Technical College (HGY2013/1976). Permission was granted in March 2018 for the change of use of 1,810sqm of retail at first floor level to a 24-hour gym (HGY/2018/0149).
- Paxton Building Ticket Office (Land to the rear of Nos. 790-796 High Road). HGY/2016/3310 (December 2016) - Erection of a four-storey building - new ticket sales offices, retail, administrative offices, including demolition of rear extensions of the listed buildings Nos. 792 and 794 High Road; demolition of a wall to the rear of 792-796 High Road and associated landscaping.
- Planning and Listed building consents for various properties in Northumberland Terrace, including for a single-storey extension and the change of use of Nos. 810 and 812 to flexible D1, A3 and B1 use (HGY/2017/1181) (Granted June 2017).

- 5.2 Key relevant planning history for No. 807 High Road is as follows:

- Repair and restoration work to front façade and non-illuminated fascia sign (HGY/2019/1743 and 1744) (Granted August 2019).
- Change of Use from D2 to D1 including external alterations (HGY/2016/0165) (Granted May 2016).
- Redevelopment and erection of 2 storey rear extension at 1st and 2nd floor level and other works to allow the conversion of the 1st, 2nd and 3rd floors into 4 self-contained flats. Change of use of ground floor from nightclub to retail (HGY/2006/2182) (Granted December 2006).

6. CONSULTATION

- 6.1 The applicant has met and corresponded with Historic England regarding the Northumberland Terrace scheme. A further joint meeting with the Council and Historic England is being arranged to discuss the 790-794 High Road proposals. Both the applicant and officers have met with the Metropolitan Police's Designing Out Crime Officer, and discussions have been held with Secure by Design to inform the design.

6.2 The emerging proposals were considered by the Quality Review Panel on 6 November 2019. The notes of these review meetings are attached as **Appendix 2**. A further presentation of the Northumberland Terrace scheme to QRP is to be arranged.

7. MATERIAL PLANNING CONSIDERATIONS

7.1 The main planning matters raised by the proposed development are as follows:

7.2 Principle of the Development

7.2.1 The proposed new 'cultural quarter' accords with site allocation objectives and is welcomed in principle. It would bring back in to use, and refurbish, Listed Buildings and enhance the North Tottenham Conservation Area, help to further revive the Local Shopping Centre and bring tangible benefits in terms of jobs and cultural facilities and strengthen Tottenham's creative industry sector. The redevelopment of No.807 on the other side of the road would help to facilitate a new cultural quarter by accommodating occupiers that need to be relocated and would provide much needed additional homes. The latter allows for the incremental implementation of the High Road West Masterplan Framework (HRWMF), a principle endorsed by the appeal decision in June 2019 to grant planning permission for the applicant's Goods Yard scheme.

7.3 Loss of existing uses

7.3.1 The range of proposed uses for the existing Northumberland Terrace buildings means that there could be a small loss of retail floorspace in the Local Centre. However, a review of the Local Centre (06/11/19) reveals that, of 33 ground floor properties, 18 (55%) are currently in A1 use – making the potential loss of retail acceptable when considered against Policy DM43. In any event, this potential loss would be mitigated by the proposed re-location of the Co-Op Funeral Care retail (A1) use from No. 806 to No. 807 High Road, on the west side of the High Road, which is within the same Local Centre.

7.3.2 The Northumberland Terrace proposals would see the loss of some occupied and vacant housing on the upper floors of Nos. 790, 792, 794, 804-806 and 808 High Road. The extent of such loss is still being established. However, approved and proposed housing within Site Allocation NT7 is greater than policy requirements and the proposed additional housing at No. 807 would also help mitigate this loss.

7.4 Proposed new housing

7.4.1 The scale of the proposed housing at No.807 High Road (9 homes) means that planning policy does not require affordable housing. The proposed dwelling mix is

5x 1-bed, 3 x 2-bed and 1 x 3-bed, which is considered appropriate. One of the proposed 2-bed flats would be designed to be 'wheelchair accessible'. The proposed size, layouts and private amenity space appear acceptable.

7.5 *Heritage Conservation*

- 7.5.1 The Northumberland Terrace proposals would involve works to a number of Listed Buildings and non-listed buildings in the Conservation Area. This includes demolition and replacement of the existing 1980's extension to the Grade II* Listed Dial House (No. 790 High Road), internal alterations, demolition and replacement of a number of rear extensions and external refurbishment. Officers consider the scope of proposed works to be generally acceptable, but are keen to work with the applicant, QRP and Historic England on details (particularly in relation to Dial House).
- 7.5.2 The existing building at No.807 High Road was built in the 1950's, although at first sight it appears to be older. It is identified as making a 'neutral' contribution to the Conservation Area. Officers consider that its demolition and replacement with a slightly taller frontage building and the erection of an additional building at the rear is acceptable in principle.

7.6 *Design and Appearance*

- 7.6.1 Emerging proposals for a new part 4/part 3 linear building at the rear of the Northumberland Terrace and on to Northumberland Park would mask the existing Lillywhite House car park and help create an attractive courtyard space. Its design has benefitted from discussions with officers and the QRP and the applicant is developing the design to reflect comments made. The proposed extensions to some of the Northumberland Terrace properties have likewise benefitted from discussion and are generally considered acceptable, subject to detailed design. However, it should be noted that discussions are on-going in relation to a replacement extension to Dial House (Grade II*) and this will need discussion with Historic England.
- 7.6.1 At three-storeys, with a fourth attic storey set in the roof, the proposed replacement frontage building at No. 807 would be taller than the existing building. However, its parapet would align with that of No. 806 (with dormer windows popping above) and this scale is considered appropriate. The emerging front façade is calm and contextual and, subject to detailed design development, could make a positive contribution to the Conservation Area. Subject to more detailed testing of views, the proposed 4-storey rear building should not be visible from the High Road (other than glimpsing views along Percival Court).

7.7 *Impact on Residential amenity*

7.7.1 The proposed sound recording studio and live performance venue in Northumberland Terrace (existing buildings/extensions) will need to be carefully designed and managed to ensure that there is no unacceptable harm to residential amenity. However, there would be relatively few homes near to these uses (other than the existing residential accommodation on the upper floors of No. 814 High Road) and officers consider that amenity impacts could be controlled by detailed design and suitably worded conditions.

7.8 *Parking and Highway Safety*

7.8.1 The two sites have a PTAL of 5 and 4 respectively and are well served by bus services on the High Road and train services from White Hart Lane Station.

7.8.2 Day-to-day vehicular access to the proposed Northumberland Terrace courtyard for servicing and deliveries would be via an existing archway in No. 88/802 High Road, with exit on to Northumberland Park (a one-way left in/left out arrangement). Emergency and high-sided vehicular access would be from Paxton Place, near the stadium. Existing car parking would be displaced from the site and the emerging proposal is to use existing car parking in the Lillywhite House car park to provide a limited number of disabled persons car parking spaces for disabled employees and visitors. Existing cycle parking (which is for the occupiers of Lillywhite House) would be re-provided and additional spaces in accordance with London Plan standards would be provided.

7.8.3 Vehicular access for No.807 would be via Percival Court. The proposed rear building would accommodate 2 spaces for hearses associated with the Coop Funeral Care business. There would also be 1 disabled persons car parking space on Percival Court itself, for residents of the proposed wheelchair accessible home. Officers have yet to see a swept-path analysis which demonstrates that a hearse could get in and out of the proposed building in a satisfactory way.

7.9 *Accessibility*

7.9.1 The emerging proposals for the lateral linking of some of the existing buildings and the provision of a lift would see improvements in the accessibility of these buildings. The new linear building is expected to be accessible throughout and landscaping for the courtyard must provide an inclusive environment for all. The existing building at No. 807 High Road has an internal step. Redevelopment would help facilitate level access.

7.10 *Sustainability and climate change*

7.10.1 As a minimum, all new non-residential buildings and the proposed large extension at the rear of Nos. 804-806 High Road will be expected to be zero carbon. Both sites will be expected to link with and get their heat and hot water

from the North Tottenham District Energy Network, with carbon offsetting financial contributions structured to encourage this. On-site renewable energy technologies are required to contribute 20% of both sites' energy load and discussions are on-going in relation to photovoltaic arrays and/or an air heat source pump. Non-residential new-build elements should aim for BREEAM 'Excellent' and a BREEAM Refurbishment and Fit-Out assessment should be undertaken for the refurbished space.

Appendices:

1 – Plans & images

2 – Notes of QRP meeting (6 November 2019)