CHAPTER 28: TOWN CENTRES + HIGH STREETS



INTRODUCTION

28.01 Town centres and high streets are the heart of our communities. They create a unique sense of identity and character for Haringey and contribute to all of the Placemaking Priorities of this Draft Local Plan including by:

- Providing a home for creativity and culture, whether at spectacular venues such as Hornsey Town Hall, or via the world-class Turkish food offer centred around Green Lanes and Wood Green
- Providing vibrant and inspiring places to live such as the transformed Tottenham Hale District Centre
- Accommodating social infrastructure such as Rising Green Youth Hub in Wood Green and acting as a hub for social and civic life
- Providing a range of employment spaces and employment opportunities to deliver an inclusive economy
- Enabling our communities to access the services and facilities they require to live healthy and happy

28.02 Town centres and high streets are fundamental to supporting the 15-minute city concept where everyone can access their daily needs within a 15-minute journey without the need for public/private transport. They also provide enormous opportunity for the delivery of new development which through a high-quality placemaking approach has the potential to enhance and celebrate our unique environments, histories, cultures, communities, and identities.

28.03 The NPPF and London Plan both require local planning authorities to plan positively for town centres to create sustainable and vibrant communities including the provision of adequate retail and other town centre uses that serve the needs of the community. The importance of protecting and enhancing existing town centres and promoting their vitality and viability is highlighted.

28.04 The NPPF prioritises town centre locations for retail and other main town centre uses such as offices, leisure, and community facilities. It also requires the Council to plan for a range of transport modes, including walking, cycling, and public transport, to support sustainable access to town centres.

28.05 Existing policy emphasises the importance of integrating new development into the existing fabric of town centres and promoting the creation of safe and attractive public spaces. Given the changing nature of how we live and how we shop, such as the growth of online shopping, it is important that town centres are able to adapt and change to meet local needs.

28.06 In recent years, significant changes have taken place to the Planning Use Classes Order. In 2020 the Government introduced a new Class E: 'Commercial, service and business class' which combined the former Use Classes A1-A3 (shops, cafes, restaurants and financial services), B1 (business), parts of D1 (health, crèches and nurseries) and parts of D2 (indoor sports and recreation) into the one new Use Class. Premises falling within Class E can change to any other use within Class E without the need for planning permission which means that the Council has lost a significant degree of control over changes of use in town centres and other places where such uses can commonly be found,

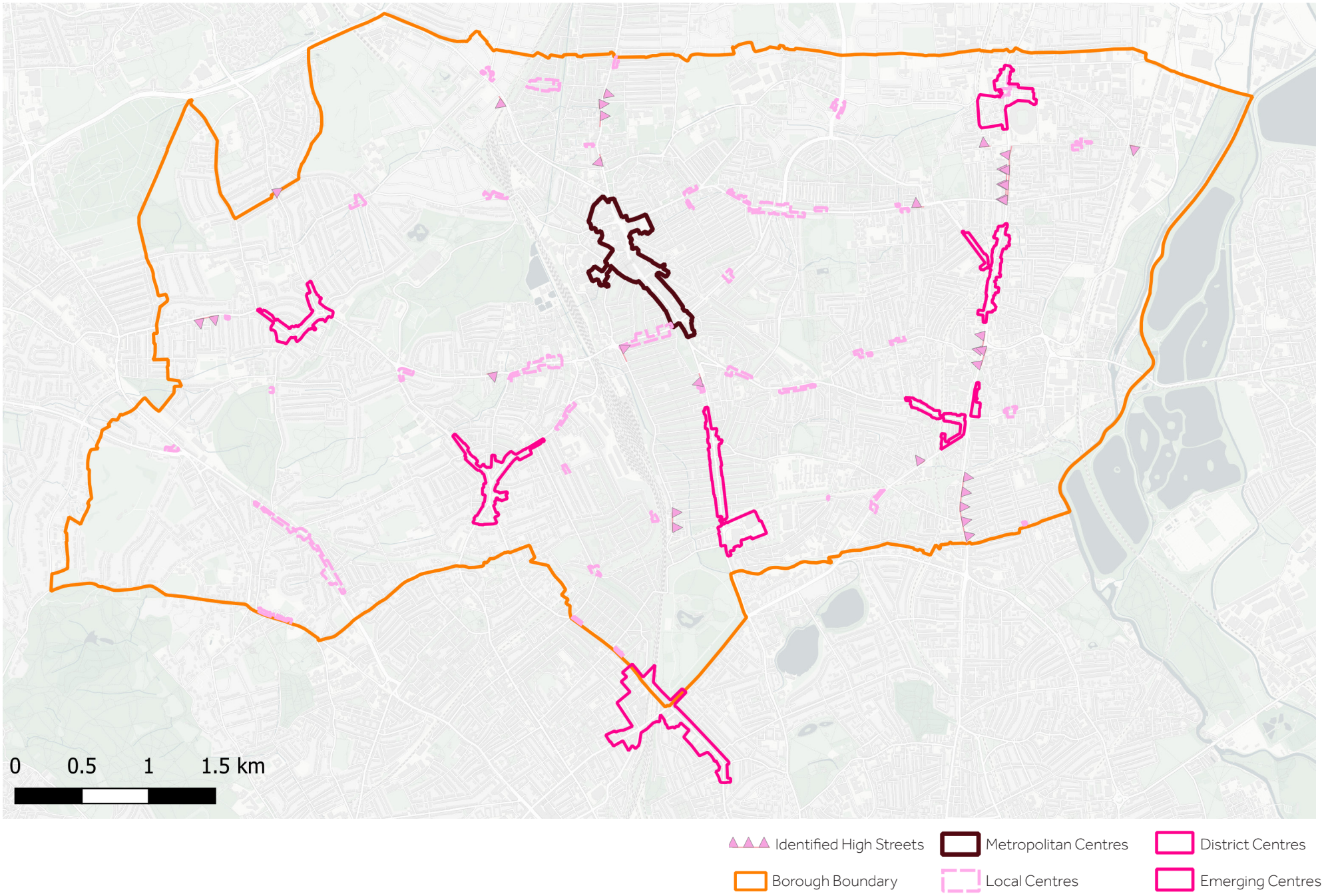


FIGURE 212 | Map of Town Centre Designations

28.07 Haringey's existing Local Plan was adopted in 2017, and as is evident today, retailing and town centres are changing in response to recent trends and future forecasts for shopping habits, population growth, technological advances and changes in consumer behaviour, with increasing proportions of spending made via the internet.

28.08 It is therefore necessary for the New Local Plan to assess the future demand and capacity for both comparison (clothes, electronics, mobile phones, accessories) and convenience (food, drink) goods retailing and plan proactively to accommodate that demand and manage the transition of surplus retail units to ensure our town centres continue to function and remain destinations of value to residents and businesses.

28.09 The Council also wants to ensure that everyone has shops, employment, social/community infrastructure that can be easily accessed within their local neighbourhood area or within a short journey. The Local Plan is being developed to help deliver the ambitions of Opportunity Haringey, the Council's Inclusive Economy Framework, notably the following Themes and Actions:

Theme 2 Investment	Bring new investment to the borough Develop the Visitor Economy
Theme 4 High Streets and Industrial Estates	Encourage entrepreneurship through our vibrant local markets Promote the vibrancy of our town centres, high streets and industrial estates
Theme 5 Works Places and Spaces	Promote quality workspace provision Encourage the delivery of additional workspace across the borough

The Haringey Context

28.10 Haringey has a hierarchy of designated town centres within the borough which play a diversity of roles and functions. They are categorised as follows:

- Metropolitan Centres: town centres with a focus on higher order comparison goods retailing (more expensive items not required so frequently which people are usually prepared to travel further to get such as furniture and electronic goods), with higher density employment opportunities, leisure and residential developments. Wood Green is the only Metropolitan Centre within Haringey.
- District Centres: town centres with a focus on a range of functions, particularly convenience, leisure, local employment and workspace. There are currently six District Centres in Haringey, and one which partly lies within Haringey and partly in other boroughs (Finsbury Park). This plan proposes a new District Centre in North Tottenham which will replace the current North Tottenham Local Shopping Centre and reflect proposed growth of town centres uses including leisure and cultural uses.
- Local Shopping Centres: these provide for the day-to-day needs of people living and working nearby. There are currently 38 of these centres in Haringey which is planned to reduce to 37 with the upgrade of North Tottenham Local Shopping Centre to a District Centre.

28.11 Haringey also has a range of undesignated high streets which are typically smaller than local shopping centres but also provide for needs of residents.

28.12 Haringey's town centres and high streets are generally performing well. There is strong demand for retail space in Haringey, reflected in the low vacancy rates across the borough

and rising rental values. This goes against trends seen in lots of other locations where high streets have struggled against the rise of online shopping.

28.13 Town centres and high streets will continue to play an important role in supporting new commercial and residential development in the future. However, there are concerns within some town centres regarding safety, connectivity and cleanliness. A high proportion of all crime in Haringey takes place in its town centres. This largely consists of antisocial behaviour, shoplifting and theft.

28.14 As part of the development of the London Plan, the GLA undertook a review of the role and function of town centres across London. This highlighted that there was 'high' potential for commercial growth in the future, particularly highlighting opportunities at Tottenham Hale. The Council has also commissioned evidence on the need for future retail and leisure uses across the borough (Retail Needs and Town Centre Uses Study 2022), and the findings highlight a modest need for additional floorspace.

Policy TC1: Vibrant Town Centres and High Streets

A. Haringey's Town Centre Network and identified high streets falling outside it, will be supported to meet the current and future needs of residents, workers and visitors.

B. To enhance and sustain the role of Haringey's town centres and high streets as the heart of our communities and neighbourhoods, proposals should:

(1) direct main town centre uses within the defined boundaries of town centres in accordance with the National Planning Policy Framework 'Town Centre first' approach.

(2) contribute to a diverse range of uses to meet local needs, responding to the town centre hierarchy, and local character and strengths. This includes providing any identified necessary physical and social infrastructure.

(3) be of an appropriate scale and form having regard to the size, role and function of the centre and its catchment

(4) enable sustainable and safe access to local spaces, services, and activities by walking, wheeling, cycling and public transport, reducing private vehicle dominance.

(5) create, enhance, and positively manage spaces to provide a welcoming, inclusive, barrier-free, and safe environment for all our communities.

(6) create healthy places by curating and managing activities and spaces to support healthy activities and social integration, avoid overconcentration of activities with negative impacts, and foster a strong local identity and sense of community.

(7) enhance and celebrate culture and the local historic environment where relevant.

(8) provide active frontages and attractive shopfronts and

appropriate signage (See policy D5).

(9) optimise the use of the public realm, sensitive lighting, and digital interaction.

(10) optimise the use and adaptability of town centre spaces; providing flexibility for meanwhile, nested, and ancillary uses, where appropriate, and being proactive in using vacant and under-used spaces.

(11) consider the potential for cultural and community space within developments.

(12) optimise the potential for residential and commercial uses above ground floor level through mixed-used development.

(13) contribute to enhanced green infrastructure.

(14) leverage the connectivity and critical mass offered by town centres to support sustainable servicing, deliveries, and the circular economy.

C. For Major developments within town centre and edge of centre locations, the Placemaking Strategy required by Policy PM1 should set out how the proposal supports Part B of this Policy as well as any published or emerging town centre strategies.

28.15 This policy contributes to the Haringey Placemaking objectives as follows:

A FAIR PLACE

Maximises opportunities to secure investment in our communities including new homes and employment uses to meet local need

Helps ensure sustainable and safe access to local spaces, services, and activities

Contributes to welcoming, inclusive, barrier-free, environments for all our communities

A HEALTHY & SAFE PLACE

Creates healthier and safer places to support healthy activities and social integration and avoid overconcentration of uses with negative impacts

A SUSTAINABLE & RESILIENT PLACE

Protects the vitality and viability of our town centres and high streets

Supports sustainable patterns of development which minimise need to travel and make best use of existing and planned infrastructure

Supporting Text

28.16 In a context where the Council has less planning power than ever before to control the exact mix of uses in the borough's town centres and on our high streets, it is considered that the best response to secure their continuing vibrancy and vitality is a strategic one. Accordingly, this Draft Local Plan contains a strategic policy to guide future development and change and ensure that investors in our town centres are clear what the Council and its communities desire to see be delivered. It is crucial that proposals respond to the unique characteristics of Haringey's places and related local opportunities. The Council

has therefore developed specific place-based visions for the borough's town centres and high streets. These can be found in the neighbourhood sections of this plan and provide clear guidelines for future development and change that proposals will be required to respond positively to.

28.17 To ensure our centres remain attractive and commercially successful, it is important that they contain a diverse range of uses which meet need and provide choice. Therefore the existing mix of uses within a town centre will be considered when determining whether a proposal satisfies this policy requirement.

28.18 When considering whether a development is of an appropriate scale, consideration will be given to factors such as the size and amount of town centre floorspace being provided and where this is appropriate when considering the size, role and function of the centre and its catchment in relation to the Town Centre Network set out in Annex 1 of the London Plan and Schedule 10 of this Plan.

28.19 Redevelopment provides an opportunity to improve the surrounding public realm, and also secure accessible places. This is crucial in ensuring all public spaces are inclusive and safe. Additionally, where redevelopment can help improve or encourage journeys by public transport, walking or cycling, these will be supported, given all of Haringey's town centres are considered to have good to excellent Public Transport Accessibility Levels, taking into account their likely catchments.

28.20 Active frontage uses in a town centre are those that bring activity to the street frontage through a flow of people entering and leaving the premises at ground floor level and a glazed façade through which activity can be seen from the street. This natural surveillance also has potential to discourage crime and antisocial behaviour. All Class E and Class F uses and appropriate sui generis uses such as beauty salons or nail bars, launderettes, nightclubs, cinemas, bingo halls, concert halls, dance halls, live music venues, public houses, wine bars and drinking establishments, hot food takeaways and theatres at ground floor will be expected to be designed to provide an active frontage. Mini-cab and private hire vehicle offices are considered appropriate sui generis uses within town centres.

28.21 The development of a high-quality environment is key to the safety, popularity and economic and social success of each centre and therefore the Draft Local Plan seeks to encourage and, where appropriate, require specific planning and design treatments to help achieve this.

Policy TC2: Town Centres First

A. The Council will seek to meet the following town centre use floorspace needs to 2033 within designated centres in the Haringey Town Centre Network:

(1) Convenience goods retail 3,300 sqm gross

(2) Food/beverage uses 3,300 sqm gross

(3) Commercial leisure, entertainment and culture 5,000 sqm

B. Main town centre uses must be directed to designated centres in the Town Centre Network first in accordance with the Sequential Test. Proposals must be of a scale and form appropriate to the size, role and function of the centre and its catchment. Accordingly, larger scale main town centre uses should be directed to Metropolitan or District Centres first as part of a hierarchical site selection process.

C. If no sites an be found within designated centres in the Town Centre Network, or are not likely to become available, then appropriate edge-of centre locations should be explored next.

D. Development proposing a main town centre use in out-of-centre locations will be refused unless:

(1) provision has been made for these uses within a site allocation; or

(2) it is located on a high street identified by the Council in Schedule 10 and is proportionate in scale to the existing uses on the high street; or

(3) in the case of cultural uses, it is located within a designated Cultural Quarter; or

(4) it is clearly demonstrated that no suitable town or edge-of-centre sites are available or are expected to become available within a 12-month period.

E. Where retail or leisure uses over 400 sqm gross (combined and including such uses within mixed-use development) are proposed either edge of centre or out of centre, and there is no site allocation for an equivalent quantum of such uses, then such proposals must be supported by a Retail and/or Leisure Impact Assessment.

F. The Impact Assessment must demonstrate that:

(1) There is an identified need and market demand for the amount and type of floorspace proposed; and

(2) The proposal, either by itself or in combination with other existing, committed or planned development, will not adversely impact on the vitality and viability of Haringey's Town Centre Network.

(3) Proposals for new major Use Class E(a) retail development have prioritised Wood Green Metropolitan Centre in the site selection process before considering other appropriate locations, including District Centres.

Supporting Text

28.22 This policy seeks to enhance the role and function of the borough's Town Centre Network, and to ensure that the scale of development is appropriate to the size and function of the centre and its catchment. The Haringey Retail and Town Centre Needs Study (2022) confirms that the network of main and local centres should continue to be protected and enhanced to ensure appropriate accessibility to important facilities for all sections of the community and to ensure sustainable shopping patterns. Wood Green is the largest and dominant town centre in the borough, consistent with its designation as a Metropolitan Centre in the London Plan. The retail and food beverage floorspace capacity projections up to 2033 suggest nearly half of the projected growth should be provided in the northwest of the

Borough, which will primarily be Wood Green.

28.23 London Plan Policy SD7 indicates development plans should define detailed boundaries for town centres. Designated town, district and local centre boundaries should be tightly drawn to assist in controlling the appropriate scale and nature of development. The relatively low floorspace capacity projections, the number of vacant shop units and assessment of potential development opportunity sites in centres suggest there is no need to extend the borough's centre boundaries to accommodate future growth other than minor amendments to incorporate units not currently captured in commercial or leisure uses. The floorspace projections suggest a short-term over-supply of retail floorspace and imply the contraction of some centre boundaries could be considered. However, longer term projections to 2033 and 2038 suggests significant contraction would not be appropriate. The boundaries of each centre on the Draft Local Plan Proposals Map reflect this recommendation.

28.24 The NPPF minimum threshold of 2,500 sqm gross for impact assessments is inappropriate for Haringey because this scale of development would exceed the overall long-term retail/food beverage/leisure projections for all zones in the Borough. A 400 sqm threshold is more locally appropriate, as recommended by the Haringey Retail and Town Centre Needs Study 2022 and this threshold should apply to retail and leisure uses combined, and combined floorspace across different phases of development.

28.25 The continued identification of town centre boundaries is important when applying the sequential approach which is a screening approach to ensure developers look at any available sites in nearby town centres first. Its purpose is to direct retail and other town centre uses to sustainable locations and determine whether a retail impact assessment is required. The NPPF continues to indicate that the first preference for retail and other town centre uses should be the Primary Shopping Areas for retail uses and the town centre boundary for other town centre uses. Town centres are therefore expected to be the focus for retail, leisure and other main town centre uses. All main town centre uses located outside or on the edge of designated Metropolitan, District and Local Centres or on undesignated high streets will be subject to the sequential test in accordance with the NPPF. The continued classification of centres as part of a hierarchy is important to help direct new town centre development to the appropriate area.

28.26 The area of search for sequential sites (i.e. relevant centres) will depend on the scale, nature and location of the proposed town centre uses and the catchment area they are likely to serve and should be considered on a case-by-case basis.

Policy TC3: Town Centre Uses

A. Proposals for main town centre uses (as defined in the National Planning Policy Framework) will be supported by the Council within designated centres in the Haringey Town Centre Network and on high streets identified by the Council provided that they are proportionate to the size and function of the centre or high street, help meet a local or borough-wide need or otherwise contribute to an inclusive economy and environment, and they contribute to the vitality and vibrancy of the location.

B. Proposals for main town centre uses must provide a well-designed active frontage consistent with Policy D5. Proposals for additional main town centre uses above ground floor level are encouraged and will be supported where this does not lead to the loss of existing residential units.

C. To support and enhance town centre vitality and viability,

Primary Shopping Areas are identified within Haringey's Metropolitan and District Centres. New or replacement Class E(a) retail uses should be directed to Primary Shopping Areas within Haringey's Metropolitan and District Centres. Development proposals within a Primary Shopping Area should support the retail function of the Primary Shopping Area and not compromise clustering and/or concentration of retail use.

D. Where necessary and justified, the council will use conditions and/or planning obligations to limit uses to Classes E (a) retail uses (b) food and drink (c) professional services within Primary Shopping Areas. Where development is conditioned to this effect, development proposals seeking a change to another appropriate main town centre use falling outside these sub-classes, including full flexibility for Class E commercial, business and service uses, must demonstrate that there is no reasonable prospect of the unit being used for continued retail use. This must be evidenced by a robust and recent marketing exercise covering a minimum continuous period of 12-months at a reasonable market value for rent or sale to the local area.

E. Where a proposal includes a mix of commercial and residential uses, adequate, safe access arrangements must be provided for all building occupiers including separate secured access for the residential element that does not negatively impact upon the street frontage.

F. Proposals affecting an existing commercial unit must ensure any ancillary floorspace that is integral to business operations and viability of the unit is not compromised or lost. The conversion or change of use of the upper floors, storage and yard facilities of existing commercial units will not be permitted where this would compromise the viability or future use of the remaining unit.

G. Within designated centres in the Town Centre Network and on identified high streets, the loss of units in Commercial, Business and Service Uses (Class E) will be resisted except where:

(1) The unit has been actively and independently marketed for the full range of Class E uses for at least 12 months and evidence is provided to show there is no realistic prospect of a continued Class E use;

(2) In the case of retail, food and beverage or leisure uses over 400sqm gross, a retail and/or leisure Impact Assessment is provided which demonstrates that the loss of the floorspace will not impact on the vitality and viability of the centre or on the function of the centre within the network,

(3) The development provides an alternative main town centre use, with well-designed active frontage that is in keeping with local character and consistent with policy D5.

H. Within designated centres in the Town Centre Network and on identified high streets, proposals for residential uses at ground floor level will be refused. For the purposes of permitted development, these locations comprise key shopping areas.

I. Within designated centres in the Town Centre Network and on undesignated high streets, proposals for meanwhile main town centre uses within vacant units will be supported.

Supporting Text

28.27 This policy aims to secure the vitality and viability of Haringey's Town Centre Network by accommodating local needs and managing wider trends as recommended by the Haringey Retail and Town Centre Uses Study (2022) and in line with the National Planning Policy Framework and the London Plan.

28.28 As a starting point the policy aims to maintain and enhance the retail and service function of the borough's centres and high streets. This includes the broad offer provided by Haringey's larger town centres as well as the more local offer of smaller centres, parades and high streets some of which fall outside the Town Centre Hierarchy. Having local retail uses such as newsagents, chemists, grocers, and bakers within walking distance of home is important, particularly for those with limited mobility, lower income groups and the elderly, and these local centres and dispersed local shops provide a valuable service in meeting the day-to-day needs of communities. They also contribute to the character and identity of local areas and are often a historic part of the borough's identity. The loss of ground floor active frontages, particularly where this results in a break in the continuity of frontages, can undermine the vitality and viability of a centre or parade and will be resisted.

28.29 The policy also seeks to accommodate an increasing range of uses within the Town Centre Network, including community space, leisure facilities and housing, to help improve the sustainability and adaptability of Haringey's town centres in the long term. However, this is balanced against the need to focus Commercial, Business and Services (Class E) within Primary Shopping Areas, and retain their core retail and leisure functions, as recommended by the Retail and Town Centre Needs Study (2022).

28.30 Given flexibilities provided by the Use Class E, it is likely that most applications resulting in loss of retail or leisure floorspace will be towards non-Class E uses, or through partial re-provision/ retention as part of redevelopment. Where this is the case, applicants should demonstrate through an Impact Assessment that the loss of ground floor retail (Class E (a)) or leisure (Class E (b)) frontage within the defined Primary Shopping Areas is justified. The assessment should follow the criteria of national planning policy guidance to identify any impact of the loss on the vitality and viability of the centre and its current and aspirational role in the network (as identified in this Draft Local Plan and through the Retail and Town Centre Needs Study 2022). Impact will be balanced against the potential benefits of the proposed new use.

28.31 Alongside the shift to multi-channel sales in retail markets, there is a growing demand for commercial leisure and cultural offers. These trends primarily highlight the importance of having a diverse experience to attract visitors to the high street and to extend the time they spend there through a range of retail and leisure attractions, as well as improvements in accessibility, inclusivity and perception of safety. Property owners and business along high streets are also responding to market trends by transforming bricks and mortar shops into multi-use spaces, and there is generally less need for large scale retail floorspace. This policy seeks to support this trend whilst still protecting primary shopping areas in Metropolitan and District Centres

28.32 A further factor affecting town centres is the flexibility offered by the recent changes to use class legislation and permitted development rights. This means many changes of use are now outside of planning control and will need to be monitored. However, the policy continues to protect the vitality and viability of town centres by protecting against the loss of yard space or other ancillary floorspace where this would lead to the continued commercial operation being adversely affected.

28.33 Evolving retail and leisure trends, wider regeneration and land intensification forms a key part of the challenge in servicing existing and new communities. Vacancies and blank frontages, particularly when clustered together, can have a negative impact on the perception of place (including safety), reduce footfall, and long term may lead to antisocial behaviour along these frontages. The policy therefore supports meanwhile uses to help manage

longer term uncertainties in the market and secure the vitality of viability of both existing and future centres.

28.34 The policy also promotes the improved quality and activation of the public realm as a key part in expanding the offer of centres, as well as making best use of refurbishment and redevelopment opportunities to deliver an enhanced town centre offer as well as increased footfall through new residential development.

28.35 The introduction of residential uses within the ground floor frontage of town centres and high streets can have significant negative impacts through the introduction of blank, inactive frontages, and cumulatively can degrade the appeal and attractiveness of the centre and its overall viability. Additionally given their frontage often interfaces with busy pavements, the resulting residential units will not enjoy adequate levels of amenity and can further be problematic for town centre uses which may generate noise, queues or operate at unsocial hours particularly for night time uses or where being serviced. As a consequence, residential uses are only supported above ground floor level. For the purposes of Part MA of Schedule 2 Part 3 of the General Permitted Development Order 2015, designated Town Centres and identified High Streets are considered key shopping areas in Haringey and change of use from commercial to residential is deemed undesirable due to the impact on sustainability of those shopping areas.

28.36 Where a proposal seeks the loss of an active frontage or retail unit, evidence of active and appropriate marketing over a continuous period of at least one year will be required to support any claim that there is no demand for retail space or other appropriate active frontage use. This should include evidence that premises have been marketed at an independently assessed market value price by an agent that specialises in commercial land sales.

Policy TC4: Redevelopment in Town Centres

A. Redevelopment of existing sites within designated centres in the Town Centre Network and on identified high streets, including the reconfiguration or expansion of floorspace, will be supported where the proposal enhances and optimises placemaking, having particular regard to:

(1) the opportunity to deliver new mixed-use development including through comprehensive redevelopment of multiple sites where appropriate;

(2) the potential to reuse and reconfigure existing space, or to provide new floorspace above or below commercial units;

(3) the need for high-quality design with well-designed active frontage at ground floor, animated public realm or that which can be activated via events or markets, and for appropriate signage and frontages to add vibrancy and a sense of place to the street scene;

(4) the need to contribute to healthy and safe environments such as by maximising public realm and open space improvements in the vicinity of the development, including through new public squares, civic spaces and access routes where appropriate;

(5) the need for proposed commercial units to be commercially viable and capable of flexibly accommodating a range of appropriate town centre uses;

(6) the need to protect the supply of smaller retail units for the benefit of small businesses;

(7) the need to deliver, or contribute to, any identified necessary physical and social infrastructure to support the centre's growth and increase opportunities for local business and residents.

Supporting Text

28.37 Making the best use of brownfield sites, particularly those within highly accessible locations is a key requirement of the NPPF and the London Plan. The Council therefore supports proposals that make the best use of limited sites within town centres to achieve this goal, and to ensure that the benefits of redevelopment are maximised. Residential uses can be appropriate in town centres but are only supported above ground floor level.

28.38 It is also essential that any redevelopment or change of use helps to improve the overall amenity and sense of place of an area to help ensure the vitality of a centre. This includes providing appropriate active frontages, securing enhancements to the public realm, and where identified, contributing to the provision of new public space, through routes, and necessary social infrastructure.

Policy TC5: Town Centre Activation

A. Proposals to activate the public realm in town centres and on high streets will be supported where these contribute to the vitality and vibrancy of the location, assist in delivering the Council's Inclusive Economy Framework, Opportunity Haringey, and any related strategies, and do not give rise to unacceptable harm on the local environment or people who occupy it, including on residents, businesses and other town centre users.

B. Permanent new markets or flexible use or event spaces will be supported within the Town Centre Network and on identified high streets where the proposal would not cause unacceptable harm to the amenity of adjoining residential property or operations of existing businesses and:

(1) the building and/or space is well designed and contributes to the quality activation of the public realm.

(2) there is a demonstrated market demand, which for proposed permanent markets could include temporary use testing of the concept.

(3) there are no adverse amenity and transport impacts.

(4) there are no adverse impacts on local safety or perception of safety

C. The use of outdoor areas such as garden areas, rooftops, forecourts and parklets in association with food and beverage uses will be supported where the proposal would not cause unacceptable harm to the amenity of adjoining residential property, operations of highways and existing businesses, or other town centre users

D. The Council will safeguard existing markets. Proposals affecting land used for existing markets will only be supported

where:

(1) they re-provide market pitches and improve the associated public realm and trading environment;

(2) the number of pitches will not be reduced; and

(3) existing traders can take up replacement pitches on equivalent terms

Supporting Text

28.39 Markets are an established component of some of Haringey's town centres, offering unique and different products to conventional retailing stores. They also add to the vibrancy of the borough, and provide space for small, often local independent traders who otherwise could not afford to operate. Therefore, it is important to safeguard existing markets and encourage new markets where there is an identified demand.

28.40 The increase in food and beverage uses within town centres and on high streets has helped ensure their vibrancy and vitality. The Council will work proactively with businesses to enable the creative use of the public realm to enhance the offer of established businesses, however this should not give rise to unacceptable harm to the local environment or people that occupy it including impacts on highways and pedestrian safety, the overall amenity of an area and the continuing operation of neighbouring businesses.

28.41 Where possible, such facilities should integrate with the public realm of the surrounding area. It is expected proposals will be integral and functionally related to the business and thy should generally be comprised solely of moveable furniture. Temporary furniture is important as it allows flexibility of the space to be converted back to public use. Having regard to Policy D3, boundary treatments, enclosures, screening shelters etc will be resisted where they impact negatively on accessibility by virtue of reducing openness or creating clutter. Consideration of smoking areas or shelters will be necessary and may require planning permission. The Council may consider limiting the hours of use through planning conditions.

Policy TC6: Healthy Town Centres

Hot food takeaways

A. Proposals for a hot food takeaway will only be supported where:

(1) It is located within Haringey's Town Centre Network or on an identified high street

(2) It is not located within 400m of a school entrance in accordance with London Plan Policy E9

(3) It would not result in more than two hot food takeaway units being located immediately opposite or adjacent to each other, by maintaining a separation between them of at least two non-hot food takeaway units

(4) It would not cause harm to the character and amenity of the area.

(5) A commitment is made to operate the hot food takeaway in compliance with the Healthier Catering Commitment within six months of opening.

B. Details must be provided setting out what measures will be taken to reduce litter associated with such uses and conditions may be imposed to manage this.

C. Applications for food and drink uses where home delivery of food is proposed must include a Delivery and Servicing Plan to demonstrate adequate provision providing details of the scale of operation, delivery collection points, locations for parking of delivery vehicles/bikes and hours of operation, and provision of waiting and/or comfort facilities for associated delivery drivers.

Gambling, pawnbrokers and pay day loan shops

D. Proposals for gambling premises, pawnbrokers, and pay day loan shops, will only be supported where it can be demonstrated that:

(1) it is not in prominent corner location or in the proximity of addiction or recovery centres and

(2) there are no existing uses of the same type within 200m radius of the property, and it would not result in the amount of those uses exceeding 1.5% of the total commercial units in the centre or on the high street; and

(3) it would not cause harm to the character and amenity of the area

E. Where proposals are acceptable having regard to part D of this policy, conditions will be attached (where relevant) to:

(1) require the display of information about local credit unions, debt advice services and/or gambling addiction services;

(2) require the operator to sign up to, and operate in compliance with, any scheme(s) which promote community safety and/or other good practice; and

(3) require the display of information about any applicable interest rates, fees and charges.

Shisha

F. Shisha smoking is an identifiable land use and is considered by the Council to be a sui generis use. Where shisha smoking is not ancillary to the main use of a premises and a material change of use is identified, planning permission will be required.

G. Any proposals for a shisha use must demonstrate that there would be no adverse impact on residential amenity arising from noise, odour and fumes.

H. Any alterations to a premises to facilitate shisha smoking such as opened up frontages, canopies, structures should be in keeping with the character of the area and provide an active frontage.

Supporting Text

28.42 The over concentration of certain uses can have harmful impacts on the vitality of town centres and high streets, the amenity of residents and communities, and the health and well-being of the local population.

28.43 London Plan Policy E9 requires boroughs to manage the concentration of hot food takeaways. This policy requires that hot food takeaway uses should not be permitted where these are within 400 metres walking distance from the entrances and exits of an existing or proposed primary or secondary school. These restrictions are necessary due to the adverse impacts on health and wellbeing, and vitality and viability of centres that these uses can cause.

28.44 The Healthier Catering Commitment for London is a scheme run by the London Boroughs with support from the Mayor of London and the Association of Environmental Health Managers. The scheme recognises a commitment to reducing levels of saturated fat, salt and sugar in the food sold from their premises, and to provide smaller portions on request.

28.45 Applications for hot food takeaways must be accompanied with sufficient information to assess the potential impacts arising from the proposed use including managing litter and any associated anti-social behaviour. To ensure there is no unacceptable impact from litter on the amenity of the area conditions may be imposed to require installation of litter bins, commitments to undertake litter picking and advisory signage. This approach is supported through National Planning Policy Guidance on Healthy and Safe Communities.

28.46 28.43Compared with other boroughs in London and across the country, Haringey has a high number of gambling premises. Gambling premises require a gambling premise licence and include betting premises (e.g. betting shops), adult gaming centres, betting track premises, family entertainment centres and bingo premises. Such premises can have a variety of adverse impacts on communities including worsening mental health (particularly with incidences of problem gambling) and exacerbating incidences of anti-social behaviour and crime. There is an identified clustering of gambling premises in certain areas of Haringey including in deprived areas of the borough. The Council therefore seeks to prevent the further over-concentration of these via a threshold-based policy. Pawnbrokers and pay day loan shops are linked to gambling addiction and the Council therefore seeks to prevent an overconcentration of such uses for the same reasons.

28.47 Shisha smoking is subject to the ban on smoking in public places in the UK alongside all other smoking. The grant of planning permission alone does not imply compliance with the Health Act 2006 (the Act which introduced the strict regulations around smoking). A Shisha business setting up must also satisfy laws around smoking, health and safety and trading standards.

28.48 Properly licensed and located, shisha lounges can provide a good place to meet and relax. However, concerns have been expressed about the impact of noise and anti-social behaviour from some shisha bars, especially in residential areas.

28.49 Planning permission may also be required for structures which facilitate shisha smoking such as canopies, awnings, heaters affixed to walls and timber structures to enable tables and chairs to be placed on them.

28.50 These healthy town centre restrictions are part of a wider comprehensive approach to tackle the causes of ill health, in co-operation with other Council departments including Public Health. The restrictions, including the percentage, distance or the quantum, may be updated in future through supporting documents.

Policy TC7: Delivery Orientated Premises

Dark kitchens

A. Proposals for new or intensified 'dark kitchens' and 'dark shops' will only be supported in designated employment areas and on identified high streets. Proposals should meet the following quality criteria:

(1) Where outside of a designated employment location, maintain a high quality active shopfront; and

(2) Provide accessible, safe facilities for drivers/couriers, including sheltered waiting space, toilets and secure cycle parking; and

(3) Be supported by a Delivery and Servicing Plan to demonstrate adequate provision providing details of the scale of operation, delivery collection points, locations for parking of delivery vehicles/bikes and hours of operation.

Micro-fulfilment centres

B. Proposals for new or intensified 'micro-fulfilment centres' should be directed in order of priority to:

(1) Designated employment areas;

(2) Identified High Streets;

(3) Areas within designated centres which are not designated as a Primary Shopping Area

C. Proposals should meet the following quality criteria:

(1) Where in a designated centre or identified high street, maintain a high quality active shopfront and offer click and collect facilities.

(2) When located in a designated centre or identified high street, should secure capacity for partnership servicing arrangements with other retail and leisure businesses in that locality.

(3) Provide accessible, safe facilities for drivers/couriers, including sheltered waiting space, toilets and secure cycle parking.

(4) Be supported by a Delivery and Servicing Plan to demonstrate adequate provision providing details of the scale of operation, delivery collection points, locations for parking of delivery vehicles/bikes and hours of operation.

Supporting Text

28.48 Online shopping has increased significantly over the last decade and internet sales share of total retail is now over 25 per cent at the first quarter of 2024 , against less than 5 per cent in 2008.

28.49 In the case of the food and drinks industry, the increased demand for deliveries from popular restaurants and cafes is leading to more demand for 'dark kitchens', where food is prepared on-demand in commercial kitchens with no customer access. Similarly, a significant rise in demand for same-day convenience goods delivery has led to the emergence of 'dark shops', where traditional shops are used for distribution purposes instead of being available for walk-in customers.

28.50 The Greater London Authority's research on High Streets: Adaptive Strategies (2020), highlights opportunities to plan for coordinated deliveries to centres through 'last mile' delivery/ consolidation centres in order to reduce servicing vehicle numbers, followed by low-emission last mile deliveries (especially cargo-bike delivery). These micro-fulfilment centres may also benefit centres and high streets by hosting local collection points for customers, which in turn may generate further linked trips as with click and collect trends.

28.51 Small changes in consumer behaviour could have significant cumulative impacts, particularly on travel patterns, which should be strategically managed. Therefore, this policy seeks to support dark kitchens, dark shops and micro fulfilment centres in areas identified as suitable for employment or along high streets where their impacts on the Town Centre Network can be managed.

Policy TC8: Visitor, Evening and Night Time Economy

A. Evening and night time uses including theatres, show venues, and other venues that predominantly operate during the evening and at night will be supported within the designated Cultural Quarters, Wood Green Metropolitan Centre and the borough's district centres including the new North Tottenham District Centre which has a significant visitor, evening & night time economy related to the Tottenham Stadium. Night time uses will also be supported in existing local shopping parades with good public transport accessibility (PTAL 4 or above). Exceptions to this apply to public houses where they will serve a local area or specific redevelopment.

B. The Council encourages the combination of evening and night time uses with alternative cultural, town centre or leisure uses that will operate and contribute to vitality and vibrancy during the day. Proposals for evening and night time uses should demonstrate that opportunities to do this have been fully considered and explored.

C. Proposals for evening and night time uses including breweries, night clubs and cultural venues will be supported within designated Employment Areas where it is demonstrated that the use will:

(1) maximise employment opportunities, including being open for business or co-location of operations during the day;

(2) not impede the operations of neighbouring businesses;

(3) deliver improved public realm including adequate lighting and wayfinding, have secure access and be accessible safely by foot or cycle

D. Evening and night time uses should contribute to making Haringey one of the safest London boroughs for women and girls and proposals will not be permitted where this would cause unacceptable harm to community safety or the amenity of neighbouring residential areas and subject to London Plan Policy D13 (C) and (D) – Agent of Change

E. New residential development within the vicinity of existing or proposed evening and night time economy uses must provide mitigation for impacts from existing noise and other nuisance-generating activities or uses on the proposed new residential development in accordance with London Plan Policy D13 (A) and (B) – Agent of Change

F. Proposals for Hotels, Guest Houses and other forms of visitor accommodation will be supported within the borough's Metropolitan and District Centres outside of designated Primary Shopping Areas. Proposals should:

(1) Not result in a net loss of existing housing or a reduction of planned housing as proposed within a Local Plan site allocation

(2) Meets an identified need as evidenced by market testing

(3) Provide satisfactory servicing including providing appropriate arrangements for pick up / drop off, service delivery vehicles and coaches, appropriate to the size of the accommodation;

(4) Where appropriate, incorporate ancillary facilities such as restaurants, gyms and conference facilities that create employment opportunities for local residents, are open for public use and provided activated street frontages

G. Losses of visitor accommodation via change of use will be supported where the proposal demonstrates there is no longer a need for the accommodation with reference to occupancy rates within north London, the change of use would deliver conventional homes or another type of housing for which there is an evidenced local need, and the new housing would meet appropriate amenity and space standards.

Supporting Text

28.52 The evening economy is an important part of the local economy and particularly in certain areas of the borough, from the varied dining options, cinemas and public houses in Crouch End, to the renowned Green Lanes Turkish dining scene which operates well into the night, and the thriving visitor, evening & night time economy related to the Tottenham Stadium. This brings investment and vitality into local areas, improving job opportunities and income from leisure and tourism, providing opportunities for social interaction, and making town centres safer by increasing activity and passive surveillance.

28.53 The London Plan identifies that Wood Green has a night time economy of regional/sub regional importance and Green Lanes, Crouch End and Muswell Hill are of more than local importance. London's night-time cultural activities are one part of a growing night-time economy. Over 700,000 people work in London's night-time economy and this plays an important role in Haringey's economy. However, this can have negative impacts on local residents and the local environment needs to be carefully managed. Night-time activities can result in some places lacking activity and vitality during the day and so the Council supports the diversification and co-location of uses to enable active frontages throughout the day.

28.54 Haringey is a borough where violence against women and girls is not tolerated. The evening and night time economy in Haringey has an important role to play in promoting community safety and proposals for evening and night time uses should demonstrate how they will positively impact upon the safety and feeling of safety of women and girls.

28.55 The delivery of visitor accommodation must be balanced against need for other forms of development, not least housing. The London Plan (2021) estimates that London will need to build an additional 58,000 bedrooms of serviced accommodation by 2041, increasingly in Town Centres. The study allocates a share of the need to Haringey equating to 1.5 per cent or 879 net rooms between 2019 and 2041. Latest monitoring indicates that a significant number of rooms have already been delivered, with further in the pipeline. The policy therefore requires market demand testing to ensure there is not an over delivery and the protection of land for other uses.

28.56 Policy C2 within the Culture chapter deals with Public Houses.