

The Haringey Council Housing & Regeneration Scrutiny Panel's scrutiny review of matters relating to Seven Sisters Market and Wards Corner

Written evidence from Dr Myfanwy Taylor, 4 June 2019

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Introduction

1. Thank you for the opportunity to contribute to this enquiry. I am writing as promised to follow-up with further details following my appearance at the Scrutiny Panel meeting on 7 May 2019 at Haringey Council's Civic Centre, Wood Green.
2. I am a Postdoctoral Research Fellow at the School of Geography at the University of Leeds. I am currently working on an ESRC-funded 2.5 year research project led by Dr Sara Gonzalez (Associate Professor, School of Geography, University of Leeds), entitled *Understanding and Enhancing the Community Value of Traditional Retail Markets in the U.K.*, known as 'Markets4People' for short. I have a PhD and an MSc (Distinction) in Urban Studies from the University College London, an MPhys in Physics from the University of Oxford (First Class) and a Graduate Diploma in Economics from Birkbeck University (Distinction). Previously, I was a researcher at LSE Cities at the London School of Economics and Political Science (2010 to 2013) and a civil servant at the Cabinet Office and the then Department for Communities and Local Government¹ (2005 to 2009).
3. I am also a local resident (Walpole Road, N17) and visitor to Seven Sisters market. I was an active member of Wards Corner Community Coalition (WCC) between 2012 and 2015 and worked with the West Green Road / Seven Sisters Development Trust ('the Trust') during 2014 and 2015 after the community plan (WCC and the Trust, 2013) received planning permission, firstly as a volunteer and secondly for a short period of time as a part-time paid worker on the Trust's 'First Steps' Action Plan. I submitted an objection to the Compulsory Purchase Order (CPO) proposed by Haringey Council to facilitate the Grainger plan for Wards Corner in 2016, and delivered an Expert Statement in support of Seven Sisters Market Traders to the Public Enquiry into as Expert Witness to the Public Inquiry into the proposed CPO in 2017 (at Appendix 1 and 2)². In March 2019, I began to support the Trust's ongoing work to re-submit the community plan, after planning permission expired in April 2017.
4. The views I present here are my own and they are not representative of those of the University of Leeds, the Trust or any other party.
5. The **Markets4People research project** takes a broad perspective on the role and contribution of traditional retail markets, encompassing their economic, social and cultural aspects. It is an interdisciplinary and collaborative project involving a range of academics (urban geographers, retail geographers, sociologists and social survey experts) and non-academic partners, including NMTF (the National Market Traders Federation) and the New Economics Foundation. We are particularly interested in markets' importance to low-income, migrant and ethnic minorities communities and other marginalised or vulnerable people, including 'providing access to good quality, healthy and affordable fresh food, opportunities for social and cultural interaction and relatively low-cost and accessible trading' (Bua, Taylor and Gonzalez 2018 p2). Although there is wide-ranging recognition of these benefits within the UK markets sector, as well as strong

¹ Now the Ministry for Housing, Communities and Local Government.

² <http://bailey.persona-pi.com/Public-Inquiries/seven-sisters/proofs/objectors/market-traders/poe-myfanwy-taylor.pdf>

evidence spread across several academic disciplines, efforts to improve the evidence base and to secure the future of markets have focussed overwhelmingly on their narrow economic aspects.

6. As markets come under pressure from local government cuts, urban development processes, changes in the wider retail sector and competition from new specialist, event and food markets, the Markets4People project is therefore seeking to equip decision-makers at all levels with tools and evidence to ensure markets' important social and cultural contributions are not neglected, damaged or destroyed. The project includes background research and 25 interviews with key actors in the UK markets sector; six workshops with market managers, traders and campaigners; a survey of 500 market users, two focus groups and 10 interviews with key local actors in each of three case study markets (Bury Market, Newcastle-upon-Tyne's Grainger Market and Queen's Market in Newham, London); and a series of outputs, initiatives and events. Information on activities and emerging findings can be accessed via the project website³ and twitter account (@Markets4People).
7. My ESRC-funded **PhD research** explored the mobilisation of small businesses, industrial firms, market traders and migrant and ethnic minority retailers in response to London's escalating workspace crisis⁴. The research involved collaborative, action-oriented research projects carried out with five community planning groups in London between January 2013 and October 2014, specifically the Just Space Economy and Planning group (JSEP), the Carpenters Community Plan group and the Newham Network, and Wards Corner Community Coalition (WCC) and the Our Tottenham community planning and regeneration network, as well as a review of relevant urban studies literature, planning and other policy documents and interviews with over 30 policy makers.
8. It found that the role and contribution of diverse economic activities is often ignored or undervalued in the economic analyses that are carried out to inform plans and development proposals, despite evidence that economic diversity is fundamental to the long-term success and resilience of urban economies and, furthermore, central to securing inclusive growth (Jacobs 1972 [1969], Amin and Graham 1997, Duranton and Puga 2000, Scott and Storper 2003 and 2015, Robinson 2006, De Groot *et al* 2010, Essletzbichler 2012). It also revealed how the increasing pressure on London's remaining reservoir of relatively low-cost retail and industrial workspace (Ferm 2014, Ferm and Jones 2015 and 2016) has motivated small businesses, market traders, migrant and ethnic minority retailers and industrial firms to enter into strategic planning debates that were previously dominated by powerful business interests, in particular the property development sector. My research highlighted the achievements of threatened firms, traders, businesses and their supporters and allies in securing changes to proposed plans and developments, advancing their own plans and proposals and building knowledge and resources over time in extremely constrained and difficult circumstances, including lack of resources, the lengthy and technical nature of the planning process, the influence and dominance of more powerful business interests and the stress, uncertainty and financial costs involved in living with and fighting displacement threats over many years.

³ <https://trmcommunityvalue.leeds.ac.uk/>

⁴ <http://discovery.ucl.ac.uk/10040423/>

9. I have been nominated for and awarded several prizes for my **collaborative and action-oriented research**⁵. I have co-authored a community handbook on London's workspace crisis, why it matters and 10 case studies on what community and small business groups threatened with displacement can do about it⁶. I gave evidence about the threat to low-cost workspace and the role and contribution of threatened small businesses, industrial firms, market traders and migrant and ethnic minority retailers at the public examinations of proposed changes to the London Plan in 2014 and the public examination of the London Legacy Development Corporation's first draft local plan in 2015, and also contributed to GLA Economics' review of the Economic Evidence Base underpinning the London Plan in 2015. I am currently in the process of publishing a series of academic articles based on my research.
10. **This statement aims to assist the Panel in its inquiries by correcting some of the misrepresentations of the site, the campaign and the community plan that have contributed to some of the problems we face today.** Over past 15 years, new evidence has emerged as to the social and economic value of the site; traders and campaigners have built new knowledge, resources and capacities; and an alternative community plan has developed. These developments demand a fresh assessment as part of the scrutiny process as they have so often been ignored and dismissed, contributing to flawed decision-making and missed opportunities. This statement therefore firstly gathers together the new evidence which has emerged since Haringey Council listed Wards Corner for redevelopment in 2003 about the economic and social value of Seven Sisters Market and Wards Corner. It then highlights some of the significant knowledge, resources and capacity which has been built through 15 years of struggle by traders, businesses, residents and their supporters and allies. Finally, it outlines the development of and progress made towards delivering an alternative proposition for community-led development at Wards Corner. The statement draws on my research and involvement in the campaign to save Seven Sisters Market/Wards Corner and deliver the community plan, as well as my wider PhD research and subsequent research as part of the Markets4People project where relevant.

11. My recommendations to the Panel are:

- a. **That any assessment of the costs and benefits of possible development options for Seven Sisters Market and Wards Corner should be based in a full understanding of the interconnected economic and community value of Seven Sisters Market and Wards Corner, taking into account indirect costs/benefits over the long-term. An early policy briefing from the Markets4People research project provides suggestions of possible tools which can be used in such assessments, including NEF's LM3 tool for calculating local economic multipliers, Social Return on Investment (SROI) and social impact assessment (SIA) (Bua, Taylor and Gonzalez, 2018; Appendix 3); we are also developing**

⁵ The Frank Carter prize for postgraduate study for MSc Urban studies thesis (2010, awarded), the Postgraduate poster prize of the Urban Geography Research Group of the Royal Geographical Society (2010, awarded), Provost's Awards for Public Engagement (2015, shortlisted) and Royal Town Planning Institute Sir Peter Hall Award for Wider Engagement (2016, shortlisted with M. Edwards, E. Besussi and J. Ferm).

⁶ <https://justspace.org.uk/2015/09/21/workspace-handbook-now-online/>

a survey tool for measuring how customers use and value markets as shopping and social places⁷. As all markets are different, being located in specific contexts and serving particular communities, any such assessments will need to be developed in close discussion with traders and customers of Seven Sisters Market and Wards Corner through participatory and collaborative working.

- That any consideration of possible development options for Seven Sisters Market and Wards Corner should recognise and respect traders and campaigners' achievements, resources, capacity and desire for self-management and community-led development. Pueblito Paisa, the Trust, Save Latin Village, the Coalition and others should be seen as key stakeholders, valued community organisations and potential development partners. In the short-term, it is urgent that Haringey Council and Transport for London explore options for transferring the existing lease of the market – presently held by Market Asset Management (Seven Sisters) and due to expire later in 2019 - to the Trust.
- That the Council's new administration should take a fresh look at the merits and the potential of the community plan. In parallel, the previous approach of delaying and thwarting the community plan should be formally ended, and a new more balanced approach taken to redress the unequal and unfair treatment of the past. This could include waiving fees for pre-planning and planning applications, providing funding or a loan to support development work, supporting funding applications, opening up dialogue with TfL regarding a short and long-term lease, proactively including the community plan and the Trust in relevant planning documents, decisions, meetings and events and ongoing liaison with a named officer.

⁷ Survey tool will be published at <https://trmcommunityvalue.leeds.ac.uk/blog/>

Section 1: The economic and social value of Seven Sisters Market/Wards Corner

12. **The economic and social value of Seven Sisters Market and Wards Corner has been dismissed from the start.** The Council's original development brief for Wards Corner described the area as 'suffer[ing] from high levels of deprivation and in particular from high levels of crime', with a poor range of shops and facilities (2004, p3). Seven Sisters Market was mentioned just twice: firstly, stating that the market occupied one of late Victorian commercial buildings making up the Wards Corner site, and secondly, stating that the replacement of the market 'although outside of the remit of the Brief, would be welcomed' (p9). The development brief did not describe the nature of the economic activities taking place within Seven Sisters Market at all. The small shops along West Green Road were described in a more positive light within the urban design guidelines, however. These stated that that the development should 'add to rather than detract from... the richness and diversity of the communities and small shops in the West Green area', described as one of the 'great strengths of the area'. This positive statement is in direct contradiction of the earlier description of the range of shops in the area as 'poor', one of the main justifications for seeking the redevelopment of the site. It is also unclear why only the communities and small shops in the West Green area were labelled as 'rich and diverse'.
13. Similar misrepresentations and arguments were made in Haringey Council's (2017) Statement of Case prepared for the public inquiry into the proposed use of CPO powers to facilitate the Grainger development. The Council's assessment of the impact of the Grainger plan on economic well-being did not include an assessment of the economic role of the market traders, small shops and other businesses presently operating from the site and the surrounding area. The existing businesses were not actually described, nor their particular contribution to economic and social well-being understood. A socio-economic profile for Tottenham's residential population was described, focusing on relatively high levels of unemployment in the area. It was suggested that these aspects demonstrated the 'compelling need to regenerate this part of Tottenham' (paragraph 8.39).
14. **Characterising local areas which are well-used and vibrant as empty, disinvested, run-down and/or declining is a common strategy used by local authorities and developers to justify developments.** Markets and areas used by street and informal traders are also often represented by city authorities as chaotic, insanitary and/or dangerous, justifying redevelopment of the areas they occupy for other activities (Skinner 2008 and 2009, Lauermaun 2012, Gonzalez and Waley 2013, Ikioda 2013, Ng 2014). Research has shown, for example, how commercial streets in Toronto are being coded as 'undesirable, dangerous, and indeed as "empty space"' in order to justify using creative city strategies to 'revitalise' them (McLean *et al* 2015 p.1293). Similarly, Raco and Tunney's (2010) research shows that an industrial area on the site of what is now the Queen Elizabeth Olympic Park was framed as 'derelict' in London's bid to host the 2012 Olympic Games, despite being occupied by 200 small and medium sized firms. The evidence suggests, however, that regeneration schemes carry a large risk of displacing the deprived communities they are intended to benefit (Porter and Shaw 2009). Benefits are much more likely to be secured for existing communities where regeneration schemes are led by communities themselves and where mechanisms are provided to ensure their long-term inclusion (*ibid*). The case of Seven Sisters Market/Wards Corner is therefore an example of a well-used and well-known deliberate

strategy of ignoring and undermining existing economic activities in order to justify redevelopment plans which are in fact more likely to displace and/or damage them than to benefit them.

15. The Inspector's report of the CPO (The Planning Inspectorate, 2018) uncritically accepted the Council's negative view of the area, and ignored evidence presented during the enquiry (including from myself) as to the extremely likely negative impact on existing residents and businesses of pursuing the proposed approach to regeneration. While the report acknowledged that both the Council's description of the area and its approach to regeneration had been disputed and criticised during the enquiry (paras 290 to 292, pp51-52), the Inspector concluded that such concerns were not relevant as the Council had made adequate efforts to engage the public and other stakeholders (para 292, p52). Therefore, there had been 'adequate opportunities for dissenting voices to be heard' (*ibid*). To the contrary, such 'dissenting voices' have been systematically ignored from the very beginning; the Inspector therefore unfortunately continued in the Council's practice of refusing to take seriously the increasingly-well evidenced concerns presented before him. Such concerns were also ignored by the Secretary of State for Housing, Community and Local Government in the decision notice on the CPO inquiry (Hale, 2019).
16. I therefore elaborate further in this written statement in order to assist the Council in re-considering its options at this time.
17. **The threat to Seven Sisters Market and Wards Corner has produced increasingly powerful evidence about its more-than-economic role.** In 2014, Wards Corner Community Coalition successfully applied for 'Asset of Community Value' status for the part of the ground floor of the Wards building occupied by Seven Sisters Market, citing as evidence the market's importance for diverse ethnic groups in particular Latin American and Afro-Caribbean communities, its role in providing jobs and supporting entrepreneurship amongst economically disadvantaged groups, the opportunities it offers for inter-generational and inter-cultural exchange, providing access to advice, information and support, providing social support as well as consumer goods to customers, hosting community and cultural events and meetings, and the longevity and strength of the Wards Corner Community Coalition (WCC 2014)⁸.
18. Traders also gave direct testimony about the importance of the market during the 2017 public inquiry into Haringey Council's proposal to use its CPO powers to facilitate the Grainger development⁹, as well as to this scrutiny review. In their witness statements, traders described how the market has supported migrants and refugees to develop their businesses and lives in the U.K, and to employ others, providing an alternative to low-waged and insecure jobs (e.g. cleaning); enabled Latin American traders, customers and their children to connect with their culture, language, architecture, food and music; provided access to crucial information and advice services; provided a safe space for traders' and customers' children to spend time after school and on the weekend; offered opportunities for inter-generational and inter-cultural work, learning and connections; inspired a series of traders', cultural and community associations¹⁰.

⁸ I coordinated and submitted this application in 2014 on behalf of WCC.

⁹ Available at <http://seven-sisters.persona-pi.com/docs-submitted-by-objectors>

¹⁰ <http://seven-sisters.persona-pi.com/docs-submitted-by-objectors>

These statements clearly communicate the role of the market as a space of economic flourishing and a space of refuge, rich with resources, connections and therapeutic benefits.

19. During the CPO public inquiry, the United Nations' human rights experts highlighted the importance of the market both as a space of business and livelihood for Latin American and Hispanic traders and as a 'dynamic cultural space', a 'renowned space for social and cultural interactions' and 'inclusive of people from a diversity of places and from different generations' (United Nations Human Rights Office of the High Commissioner 2017 np). Minority rights experts, Lucy Claridge and Alexandra Xanthaki, also highlighted the importance of Seven Sisters Market to the London Latin American community as an informal cultural centre, meeting place, traditional music and dancing venue and sense of belonging¹¹. Save Latin Village has also collected evidence about the importance of the market to minorities, children and young people in particular, through individual testimony, letters, drawings and video footage¹². Journalists and commentators have also continued to highlight the unique contributions of Seven Sisters Market, including in a Guardian article by Aditya Chakraborty¹³, a Times article from Hazel Sheffield¹⁴, a New Economics Foundation article from Frances Northrop¹⁵ and a short film by Ash Sarkar at Novara Media¹⁶.

20. **New research provides further insights into the specific social and cultural importance of Seven Sisters Market and Wards Corner.** My own doctoral research included 13 qualitative interviews with market traders, local businesses and other community actors at Seven Sisters Market and Wards Corner, carried out in March 2014. This was not a representative or complete survey, but was rather chosen for the purposes of the community planning processes it was embedded in. The interviews generated strong and positive narratives about the specific, embedded and interconnected economic and community value of the existing economic activities taking place at Seven Sisters Market and Wards Corner.

21. Many of the businesses operating from Seven Sisters Market and the wider Wards Corner site are independent, family owned businesses employing local people. All of the eight market traders and local businesses I interviewed were independently owned, providing a total of 17 full-time jobs and 14 part-time jobs, of which 60% were carried out by people living locally. Interviewees spoke about the success of the market as a space of entrepreneurship and experimentation. Both proprietors and the then market manager, Mrs. Jill Oakley, identified the low start-up costs and the flexibility and adaptability of the market space - specifically the ability to merge, divide and adapt units - as being particularly important. Several interviewees also stressed the value of their businesses and the wider market in meeting their families' basic needs. The co-proprietor a butchers shop within the market specialising in South American meats said, for example, 'we

¹¹ <http://bailey.persona-pi.com/Public-Inquiries/seven-sisters/proofs/objectors/market-traders/poe-claridge-and-xanthaki.pdf>

¹² <http://savelatinvillage.org.uk/>

¹³ <https://www.theguardian.com/commentisfree/2018/oct/10/corbynism-work-government-borough-haringey>

¹⁴ <https://www.thetimes.co.uk/article/seven-sisters-market-traders-want-to-do-it-for-themselves-sggppcf3>

¹⁵ <https://neweconomics.org/2019/03/markets-regenerated-out-of-existence>

¹⁶ <https://twitter.com/AyoCaesar/status/1123527339634319360>

haven't got a huge amount of money, that is something which can literally just provide your food for your family and your rent and things like that'.

22. Importantly, the market traders and independent small businesses I interviewed were specialised in meeting the needs of low-income, migrant and diverse economic communities, both locally and further afield. Within Seven Sisters market, many restaurants, shops and hair and beauty salons are specialised in the goods and services demanded by London's large Latin American population, attracting customers from all over London as well as low-income residents in need of good quality, affordable food and a welcoming place to spend time. In explaining to me how they tailored their goods and services to particular groups, proprietors expressed their pride and pleasure in this role and the knowledge and expertise it required. For example, the proprietor of an off-license on West Green Road on the wider Wards Corner site explained that one of the reasons for their success was their specialisation in a large range of rums and brandies – including many high-end, outsize and speciality products - to meet the preferences of the local Caribbean community. One of proprietors of a nearby newsagent also spoke about how they had expanded their stock of greeting cards to reflect the ethnic diversity of local residents. The proprietor of a lettings agency operating from within the market explained that 99 per cent of his customers were in receipt of housing benefit and/or waiting to be rehoused after becoming homeless, many of them referred to him by Haringey Council as the lettings agents on the high street couldn't help them.
23. The interviews I conducted revealed a close relationship between commerce and community, by the many community advice services provided by many traders and other local actors from Seven Sisters market. These services are flourishing, dealing with a broad range of issues including housing, legal matters, domestic violence, business support, translation services and the integration and promotion of Latin Americans in London. In some cases, such as the Pedro Achata Trust (focussed on raising the profile of Latin Americans in the UK) and Viva London Seven (focussed on providing legal and accountancy advice surgeries and referring to other organisations), services are provided free of charge by volunteers, making use of office space above market units or the public space of cafes and restaurants. In other cases, traders charge for community services, for example translation support, certification support and community-business networking platforms. As such, Seven Sisters market can be seen as a place in which commerce and community are intimately entwined, enabling particular forms of market and non-market exchange to emerge and flourish, in which livelihoods can be supported and earned through provision of community advice services.
24. In interviews, several traders and community actors described the importance of Seven Sisters market as an actual and potential site of holistic social and economic development. The co-proprietor of the South American butchers explained how the market was a place both of work and leisure where working life was made more enjoyable through social interaction and which was welcoming to all, in particular to children. Three of the traders I spoke to became aware of the opportunity to take on a unit at Seven Sisters market through personal connections with others in the market. Other community members reflected on the potential of the community plan to facilitate a form of interconnected social and economic development that echoed their own holistic understanding of spirituality, saying 'Seven Sisters becomes a site not only for

commercial exchange but where culture could be strengthened and where social cooperation, family unity, recreation and people's interrelations can shine'.

25. Other research on Seven Sisters Market and Wards Corner provides further insights into the economic and social functions of the market. Patria Roman-Velazquez' research and advocacy focuses in particular on the importance of Seven Sisters Market and Wards Corner to Latin American, other BME groups and economically disadvantaged communities (Roman-Velazquez with Peluffo 2017). She finds that Wards Corner is home to the second largest cluster of Latin American businesses in the U.K., second only to the Elephant and Castle, also threatened with redevelopment. All Seven Sisters Market traders are from a BME background, with the majority identifying as Latin American; approximately 23 of the 39 units are owned or leased by Latin Americans. Her face-to-face survey with 26 traders provides further evidence of the ways in which livelihoods and employment are bound up with culture and conviviality in Seven Sisters Market. The market is valued not only as a space of trade by traders but also because it provides a 'sense of belonging and purpose' and 'a sense of community' (para 33).
26. Isa Gutierrez Sanchez' (2015) Masters research explores how trading activities are integrated with social reproduction, exploring the caring work that underpins the market, its function as a home and the networks of sharing, solidarity and communing which have been produced through the struggle to save it. She focuses on caring because, although it is fundamental to economic development and well-being, it is generally invisible and excluded. She shows how traders have built 'networks of material care and cooperation' (p7), for example by funding and organising repairs and maintenance to the market as a whole (e.g. walls, carpets, furniture and bathrooms), helping each other out by watching each other's stalls or children, sub-letting units to new traders and sharing computers and photocopiers. She suggests traders inhabit the space of the market like a common house, not just a shared workspace, highlighting how for example how children and women with babies occupy the central halls between the stalls at certain times and how customers and traders alike are served food and drinks purchased from one unit in another, returning the plates and cups back when they are finished. Such caring relations produce networks of mutual support which underpin the trading activities which take place in market.
27. **Seven Sisters Market is an excellent example of the holistic economic, social and cultural potential of markets and other small independent retail clusters.** There is wide-ranging recognition both within the UK markets sector and from academic research across a number of disciplines that markets are particularly important for low-income, migrant and ethnic minorities communities and other marginalised or vulnerable people, 'providing access to good quality, healthy and affordable fresh food, opportunities for social and cultural interaction and relatively low-cost and accessible trading' (Bua, Taylor and Gonzalez 2018 p2). There is also increasing evidence that small independent retailers such as those on the wider Wards Corner site make a contribution to urban economies and urban life more generally beyond their narrow financial interests by providing access to goods, services, employment and social spaces to local, low-income, migrant and ethnic minority communities (Zukin *et al* 2009, Hall 2011, McLean *et al* 2015). The displacement of traders and retailers therefore not only impacts on their own livelihoods and ability to meet their families' basic needs but also removes vital goods, services, opportunities and amenities from low-income, migrant and ethnic minority communities. These

same communities are, in turn, those most commonly negatively affected by urban development processes, in particular regeneration and gentrification. Such communities may therefore experience multiple overlapping displacements, losses and trauma.

28. **Any assessment of the costs and benefits of possible development options for Seven Sisters Market and Wards Corner should therefore be based in a full understanding of the interconnected economic and community value of Seven Sisters Market and Wards Corner, taking into account indirect costs/benefits over the long-term. An early policy briefing from the Markets4People research project provides suggestions of possible tools which can be used in such assessments, including NEF's LM3 tool for calculating local economic multipliers, Social Return on Investment (SROI) and social impact assessment (SIA) (Bua, Taylor and Gonzalez, 2018; Appendix 3); we are also developing a survey tool for measuring how customers use and value markets as shopping and social places (Markets4People, 2019). As all markets are different, being located in specific contexts and serving particular communities, any such assessments will need to be developed in close discussion with traders and customers of Seven Sisters Market and Wards Corner through participatory and collaborative working.**

Section 2: The resources and capacity built by traders and campaigners through 15 years of struggle

29. **There has been a serious lack of appreciation, understanding and engagement with traders and campaigners as key stakeholders, important community actors and potential development partners in relation to the future of Seven Sisters Market and Wards Corner.** For example, in Haringey Council's Statement of Case for the public inquiry into the proposed use of CPO powers, Wards Corner Community Coalition was described as merely objecting to the Grainger scheme, underplaying its considerable positive efforts (together with the Trust and the Seven Sisters market traders) to develop and deliver an alternative, community-led plan for improvement of Wards Corner. Other misconceptions and misunderstandings about the role of the various trader and community organisations involved are present in the Inspector's report on the public inquiry (The Planning Inspectorate, 2018). In the report's conclusions, the Inspector assesses the Coalition's capacity and readiness to deliver the community plan, when in fact it is the Trust which would deliver the community plan (paras 344 to 347, p60). The Inspector therefore failed to adequately examine the deliverability of the community plan. These errors were then carried over into the Secretary of State for Housing, Communities and Local Government's decision notice (Hale, 2019). I therefore hope to equip the Panel with a fuller understanding of some of the resources and capacity built by traders and campaigners through 15 years of struggle, in order to more properly consider the merits and deliverability of their proposals for self-management and community-led development. This written statement includes the further information on the key organisations involved as requested by the Panel during the evidence gathering session on 7 May 2019.
30. **Firstly, it is important to acknowledge that Seven Sisters market traders have long played a proactive role in the market, which goes beyond that of a typical trader association.** The lack of investment in the Wards building by Transport for London over decades and the lack of proper infrastructure, repairs and maintenance provided by successive market operators has created a vacuum which traders have filled themselves. Isa Gutierrez Sanchez' (2015) research reveals how traders themselves have funded and organised repairs and maintenance to the market as a whole (e.g. walls, carpets, furniture and bathrooms), as well as investing in their own units. Both traders and businesses on the wider site have also previously brought forward plans for specific developments, improvements and initiatives (e.g. small-scale extensions and developments; new uses for the empty corner building). Traders also have a long-held and well-stated ambition to manage the existing market themselves, and to refurbish and bring back into use the entire Wards building. These initiatives and efforts have been progressed mainly through El Pueblito Paisa Ltd and the West Green Road/Seven Sisters Development Trust.
31. **El Pueblito Paisa Ltd** is a non-profit company limited by guarantee established in November 2005. It takes its name from the informal name given to Seven Sisters market, Pueblito Paisa, which refers to the coffee-producing *Paisa* region of Colombia where many Latin American traders and customers came from (Burgos, 2016). El Pueblito Paisa Ltd was set up by the first generation of Latin American migrants and refugees to start trading at Seven Sisters Market in the early 2000s (Alvarez Martinez, 2016; Burgos, 2016). Its goal is to support and represent market traders and to promote educational, cultural and business development initiatives amongst Latin Americans in the UK (Alvarez Martinez, 2016). It brings together traders to secure good management of

individual businesses, to collect funds to address gaps and problems in services provided by the formal market manager (for example toilet facilities and floor cleaning), to support each other when facing threats to their livelihoods, to provide a strong identity for the communities that use the market and to meet their needs by providing language, support, advice and legal services (Hinestroza, 2015; Appendix 4). El Pueblito Paisa should therefore properly be understood as part of the internal administrative structures of the market, working in parallel to the profit-making administration of the formal market management. El Pueblito Paisa works by consensus, with Victoria Alvarez serving as chair and trustee (Alvarez Martinez 2016; Burgos, 2016). One of its key early activities was to develop and submit the first alternative community plan for planning permission in 2008, before even Grainger's first proposal had been submitted (Burgos, 2016; see also Section 3). In 2015, having become aware of plans to transfer the market lease to Market Asset Management (Seven Sisters), the sister company to Quarterbridge, which was advising Grainger on matters relating to the market, El Pueblito Paisa sought to obtain a lease for the existing market from Transport for London (Appendix 4).

32. **The threat of demolition at Wards Corner/Seven Sisters market not only quickly mobilised threatened traders, but also local residents and wide range of other groups and networks.** Sue Penny led a delegation to the Council's Regeneration Scrutiny Panel on behalf of a network of Tottenham Green residents in November 2003 (WCC nd a). From the beginning, residents opposed the demolition of Wards Corner, calling instead for immediate repair and restoration of the long-neglected historic buildings, more involvement of local people and celebration and support of Seven Sisters market. At this time, the then market operator, Jill Oakley, also criticised the Council for preventing smaller-scale restoration and development from taking place on the site and for ignoring and destroying the efforts she and the market traders had made (*ibid*). Around 60 people from around 30 organisations attended a public meeting on the future of Wards Corner in October 2007, at which the first version of the community plan commissioned by El Pueblito Paisa was presented (Appendix 5).

33. Shortly afterwards, in February 2008, **Wards Corner Community Coalition** (WCC) was formally launched at a public meeting attended by over 350 people (WCC nd a), emerging '[i]n the absence of any other participative or democratic opportunities for people to have a say on how Wards Corner is transformed' and from 'the commitment, anger and talents of local people' (WCC nd b np). A group of traders and residents formed a deputation under the umbrella of WCC to challenge the Council's approach to the development of Wards Corner on various counts, including failure to consider restoration rather than demolition, destruction and exclusion of Seven Sisters market and its traders, failure to consult, failure to consider and protect the well-being and rights of local residents and traders and lack of confidence in the Bridge New Deal for Communities (NDC). The deputation asked the Council to support WCC's efforts to 'get behind the people of South Tottenham in all their diversity and promote the Community Plan and the principles underlying it' (*ibid*). At the heart of WCC are its weekly Monday evening meetings, held either at Pueblito Paisa Cafe at the front of the market or at Pause, a Polish café round the corner on Seven Sisters Road, and several email lists. The weekly meetings and the email lists provide the central mechanisms for collective discussion and decision-making within the Coalition, which has no formal constitution, leadership structure nor process (Allen *et al* 2012, WCC nd c). At different moments in the Coalition's history, different people have participated in the everyday

work of attending WCC meetings, discussing decisions and plans on email lists, taking responsibility for particular tasks and initiatives and attending events and demonstrations.

34. More recently, the **Save Latin Village and Wards Corner Community Interest Company**¹⁷, established in November 2018, has emerged as a powerful campaigning organisation. Its four directors are Stefanie Cano-Alvarez, Mirca Morera (both British second generation Latin Americans whose parents trade from Seven Sisters market), Carlos Burgos (Latin American community developer at the Pedro Achata Trust) and Candida Amsden (a local resident)¹⁸. Save Latin Village has played an increasingly important role in campaigning and fundraising following the public inquiry into the proposed CPO. Save Latin Village presently has over 1,800 followers on twitter and has been extremely effective in mobilising resources and support in recent years.
35. Through El Pueblito Paisa, WCC and Save Latin Village, traders and campaigners have also built links with a wide range of other groups and interests. The list includes:
- a. Other Latin American organisations including Latin Corner UK, Latin Elephant, London Latinxs, Latin American Women’s Aid (LAWA) and Amigo Month;
 - b. Other local business associations including Tottenham Traders Partnership and the North East branch of the Federation of Small Businesses;
 - c. Local residents’ associations including Tottenham Green, Clyde Area, Page Green and Bruce Grove;
 - d. Other local groups including the Tottenham Civic Society, the St Ann’s Redevelopment Trust (StART), Our Tottenham community planning network, Stop Haringey Development Vehicle, Hariney Unite Community Branch;
 - e. London-wide networks including the Radical Housing Network, Just Space and Concrete Action; and
 - f. Wider organisations (for example, Lesbians and Gays Support the Migrants, the New Economics Foundation, The World Transformed and Plan C).
36. In parallel, the **West Green Road/Seven Sisters Development Trust** (hereafter, ‘the Trust’) has provided a vehicle for community and business-led development at Wards Corner and the wider West Green Road/Seven Sisters town centre, with the community plan as its first project (see Section 3). The Trust is a non-profit company limited by guarantee, established in 2007 by four Latin American traders and community leaders. It presently has two trustees, Carlos Burgos (Pedro Achata Trust), who serves as chair, and Victoria Alvarez (a market traders at Seven Sisters market and chair of El Pueblito Paisa Ltd). The Trust is also known as the N15 Development Trust, after the first part of the postcode for the area, the most ethnically mixed in Britain. The Trust’s vision for the regeneration of the town centre prioritised ‘inclusive regeneration and sense of place for the diverse communities living, working and using the town centre’; ‘a local economy that meets diverse community needs’; ‘a supportive local economy’; and self-determination by traders, businesses and residents (Appendix 6, p12). The Trust works by holding assets (such as the Wards building) ‘in trust’ for the benefit of defined beneficiary communities, namely those

¹⁷ Commonly known as Save Latin Village.

¹⁸ <https://beta.companieshouse.gov.uk/company/11697502/officers>

who 'live, work and enjoy the West Green Road/Seven Sisters town centre' (Appendix 6, p21), including those represented by, for example, the Coalition and Save Latin Village.

- 37. Together and separately, these various associations, campaigns and coalitions have secured some major wins over their 15-year struggle.** In 2010, Wards Corner Community Coalition brought a successful judicial review of Haringey Council's decision to award planning permission to Grainger's first development proposal, which found that the Council had failed to consider its potential impact on ethnic minorities (Bindmans, 2010). In 2014, after seven years of effort, the Coalition and the Trust secured planning permission for an alternative community plan to restore, enhance and bring back into use the Wards building. Also in 2014, the Coalition also secured Asset of Community Value status for Seven Sisters Market. In 2017, traders and campaigners succeeded in triggering a public inquiry into the Council's proposed use of CPO powers to facilitate the Grainger development. During the inquiry, the campaigners received an offer to purchase the existing market building and deliver the community plan from a renowned Colombian-born artist living and working locally, Oscar Murillo. After several years of complaints and legal cases against the existing market operator, Market Asset Management (Seven Sisters), the Mayor of London confirmed their sister firm, Quarterbridge, would be removed from their role as 'market facilitator' to Grainger. Throughout, the majority of the work has been undertaken for free by volunteers, who have also regularly raised significant amounts of money to pay for (usually at significantly-reduced cost) necessary legal, architectural and other professional advice and services. These achievements suggest the campaigners have built and mobilised significant resources and capacity in the process of fighting to defend Wards Corner/Seven Sisters Market which could be redirected to deliver the community plan, if the threat of the Grainger plan is removed.
- 38. The connections and resources built between traders, businesses, residents and others through the 15 year struggle for Seven Sisters Market/Wards Corner are extremely unusual and represent a significant asset and resource for the market, the town centre and the wider area.** The Markets4People research project has found that traders' associations and local NMTF branches do not generally have strong links with customers and the wider community. Previous research on market campaigns also shows that many groups struggle to sustain themselves over the long-term (Gonzalez and Dawson 2015). My own PhD research highlighted the particular significance of trader and campaigners' achievements at Seven Sisters Market/Wards Corner given the importance and difficulty of working across difference and diversity within urban struggles and movements (Leitner, Peck and Sheppard 2007, Marcuse 2009), as well as the diversity of the market, wider site and local community (Taylor 2017 and *under consideration*).
- 39. Any consideration of possible development options for Seven Sisters Market and Wards Corner should therefore recognise and respect traders and campaigners' achievements, resources, capacity and desire for self-management and community-led development. Pueblito Paisa, the Trust, Save Latin Village, the Coalition and others should be seen as key stakeholders, valued community organisations and potential development partners. In the short-term, it is urgent that Haringey Council and Transport for London explore options for transferring the existing lease of the market – presently held by Market Asset Management (Seven Sisters) and due to expire later in 2019 - to the Trust.**

Section 3: The community plan

40. **Over the past decade and a half, while the Council’s focus has been on the Grainger plan for Wards Corner, market traders, local businesses, local residents and their supporters have been developing an alternative community plan. The plan has generally been overlooked, poorly understood and misrepresented by Haringey Council during this period.** Most recently, the Council’s Statement of Case to the public inquiry into the proposed use of CPO powers to facilitate the Grainger development grossly misrepresented the scope of the community plan (WCC and the Trust, 2013) as extending only to the current market space rather than the entire Wards building, bringing 2150 sqm empty floorspace back into use for trading, workspace and community uses, as well as the wider vision and propositions for the Wards Corner site and town centre. I elaborated in detail on this issue in my evidence to the CPO public inquiry (Appendix 2). This failure was not explicitly acknowledged or explored by the Inspector in his report of the public inquiry into the proposed CPO (The Planning Inspectorate, 2018). This omission calls into question whether the Inspector had properly understood the extent of the plan himself nor examined the broader implications of the Council’s failure to do so. Neither did the Inspector engage seriously with the benefits of the community plan, and with the very different funding opportunities and support available to such alternative community-led developments. Again, the Inspector’s errors were then carried over into the Secretary of State for Housing, Communities and Local Government’s decision notice (Hale, 2019). I therefore hope to equip the Panel with a fuller understanding of the community plan, to inform its inquiries at this point.

Date	Submitted by	Decision
2008 (HGY/2008/0177)	Ricardo Pelayo, on behalf of Victoria Alvarez, El Pueblito Paisa	Not determined
2011 (HGY/2011/1275)	Glen Lake, on behalf of Victoria Alvarez, El Pueblito Paisa	Not determined
2014 (HGY/2014/0575)	Abigail Stevenson (architectural designer) on behalf of Wards Corner Community Coalition and West Green Road/Seven Sisters Development	Grant permission

Table listing versions of the community plan submitted for planning permission between 2008 and 2014. Source: compiled using information available via Haringey Council Planning Services.

41. **The community plan was initiated by a group of Seven Sisters market traders under the auspices of El Pueblito Paisa Ltd in 2007 and subsequently evolved through several iterations before a version submitted by WCC and the Trust received planning permission in 2014** (see table above, included in written statement at the request of the Panel). Throughout its various iterations and evolutions, the community plan has remained fundamentally the same, incorporating successive minor enhancements in light of wider contextual and policy changes, the experiences and views

of market traders, local businesses, local residents and others and the developing expertise and capacity of those involved.

42. The key elements of the community plan (WCC and the Trust, 2013) include:

- An alternative landmark development for Tottenham at Wards Corner based on retaining, enhancing and bringing back into full use the Wards building and Seven Sisters Market.
- Bringing 2,150 square metres of empty space back into use in order to expand Seven Sisters Market, create new retail, office and workshop space, outdoor roof terraces and community uses such as childcare, advice services and exhibition space, bringing the total indoor usable space to 3,680 square metres.
- The development will restore to its former glory the long-neglected and much-loved locally-listed Wards building, including a grand three storey steel-framed Edwardian building and remodelled residential brick terraces which housed the Wards Department Store from 1901 until 1972, when the store closed and the Victoria line opened. This building plays a strong role in Tottenham's identity and history, marking its transition from the rural outskirts to a bustling urban place, following the housing boom of the early 20th century.
- The restoration of the Wards building is part of a wider vision for a finely-grained and incremental approach to the comprehensive redevelopment of the Wards Corner site, accommodating additional affordable housing, improvements to shop frontages, public realm enhancements, improvements to transport and traffic interchanges, and artistic interventions to create a strong sense of place. This approach allows existing residents and businesses to remain on-site, contributing to and benefiting from the improvements that redevelopment will bring.
- The development will deliver around 300 new permanent jobs (not including construction jobs), in addition to the 150 jobs already on site.
- All existing market traders will be accommodated within the new development. Phased restoration will allow traders to continue trading on-site throughout the redevelopment process. Once restored, traders will operate temporarily from the corner building, moving back into the market once the remainder of the building has been restored. New tenants will then move into the corner building once it has been fitted out.
- Existing and new traders will benefit from additional support to help them grow and develop, and a hub workspace to further enhance the market's role as a space for start-ups and innovation.

43. **The community plan has been informed by over 10 years of community engagement**, including (all information from the plan itself unless otherwise stated):

- A series of sessions on visioning, culture, propositions, evaluation and health and security with market traders during July and August 2007;
- A public meeting with workshops on key issues on 28 February 2008, attended by 350 people;
- A two-day workshop in May 2008, facilitated by The Glass-House and East Architects, to explore ideas for the future of the site with 28 residents and traders;
- Three local architects spending a day in October 2009 in Seven Sisters market talking to traders and residents about their aspirations for the site;
- An extensive consultation process running between summer 2010 and April 2012 from a unit in Seven Sisters Market, manned for at least one day a week throughout;
- Door-to-door leafleting, posters and emails during a further consultation period between November 2011 and January 2012, during which time the plans were permanently exhibited in English and Spanish in a unit in the market;
- Individual meetings with local groups and stakeholders, and presentation/exhibition of the plan at numerous local events and meetings;
- The development of an online 3D interactive model of the community plan, on the *Sticky World* platform, attracting over 11,600 visits, and 230 comments from around 70 people¹⁹; and
- Haringey Council's own consultation on the community plan in 2014, which attracted around 300 responses.²⁰

44. The community plan has been developed with the support and assistance of a number of other organisations and individuals with relevant skills and experience, including:

- a. Architects and architectural designers, including Ricardo Pelayo, Glen Lake, East Architects, Abigail Stevenson and colleagues, and Unit 38 architects;
- b. The Glass-House Community Led Design, the Prince's Foundation and the Architectural Heritage Foundation; and
- c. Planning experts, including Planning Aid for London and Rebecca Neil, Senior Lecturer in Planning Practice, University of Westminster.

45. Haringey Council did little to support or facilitate this work and at times appeared to directly thwart and delay it. The Council failed to reach a determination on an earlier version of the community plan submitted in 2008 (HGY/2008/0177), attracting over 100 consultation responses including from several local groups including the Clyde Area Residents Association, the Tottenham Conservation Area Advisory Committee, the Haringey Irish Cultural Centre and Wards Corner

¹⁹ <https://cc.stickyworld.com/room/presentation?roomid=11>

²⁰ <http://www.planningservices.haringey.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=272550>

Community Coalition²¹. An appeal against the Council's failure to reach a determination was submitted in May 2010, but was rejected by The Planning Inspectorate in a letter dated 3 August 2010 (available via the planning portal). In this letter, the Planning Inspectorate explained that they considered the application no longer active as there had been no correspondence between the Council and the appellant since November 2009, dismissing the appellant's argument which had been put to them that the lateness of the appeal was due to their involvement in the legal challenge of Grainger's application. A subsequent application submitted in 2011 (HGY/2011/1275) was also not determined by the Council; no information is available via the planning portal as to why this was²². I believe however, that further information was requested by the Council, as when a third planning application was made in 2012, the Council requested this same further information be submitted once again²³.

46. Once this further information had been gathered together, an amended planning application was submitted on 8 October 2013. The Council's stated policy at the time was to validate received plans within five days of receipt²⁴. Following two unanswered enquiries on 3 December and 10 December (Appendix 7), the Coalition only received any information about validation after more than two months, via a very circuitous route of a community engagement event on an ongoing consultation on the Future of Tottenham, after the council officer involved (Chantelle Barker) asked the planning officers directly for an update. An update she read out at this meeting stated that the community plan had not been validated because an equalities impact assessment had not been submitted (Appendix 8). It is unclear why this request was made as the duty to carry out equalities impact assessments results with the Council and is not a usual piece of information required within planning applications. Following regular requests for further information and dialogue, a meeting finally took place with planning officers on 12 February, after which further information was submitted on equalities impacts by Abigail Stevenson on 28 February. The planning application was then quickly validated on 7 March 2014²⁵, some five months after it had been re-submitted on 8 October 2013. The community plan then gained planning permission just one month it had finally been validated.

47. There therefore appears to have been a serious failure on the part of the Council to respond promptly and professionally to the various planning applications submitted, in line with their

²¹ <http://www.planningservices.haringey.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=167594>

²² <http://www.planningservices.haringey.gov.uk/portal/servlets/ApplicationSearchServlet?PKID=243385>

²³ Letter from Jeffrey Holt (planning officer) to Abigail Stevenson, dated 5 July 2012.

²⁴ Policy at the time: Validation - Usually within 5 days of receipt. Upon receipt, applications are checked to make sure that all the required documentation and plans are present and that the correct fee has been submitted. If anything is missing we will write to the applicant detailing what is missing and requesting that the required information and/or fee be submitted so that the application can proceed.

Present policy appears to have changed to: Applications are checked to make sure all required documents and fees are there, and checked for any potential issues which need addressed to ensure compliance with policy, if considered 'valid' and likely to be acceptable they are registered, applications are only checked when an officer is available so there can be a number of weeks before an application is validated and checked.

<https://www.haringey.gov.uk/planning-and-building-control/planning/planning-applications/how-does-planning-application-process-work#validation>

²⁵ <https://wardscornercommunityplan.wordpress.com/2013/10/23/reworked-community-plan-submitted/>
<https://wardscornercommunityplan.wordpress.com/2014/03/10/planning-application-validated/>

own policies and standards. In addition, it is clear that the Council made no special effort to support or facilitate the community and trader groups involved in navigating these complex, technical and demanding planning processes, beyond waiving re-submission fees on occasion (I do not have the detailed information about this). The Council's approach contrasts strongly with the direct monetary support given to Grainger, as well as other benefits which came with being the Council's preferred development partner.

48. **After securing planning permission, the Trust focused on working towards delivering the community plan.** The Trust held a series of meetings with its key beneficiary communities during 2014 and 2015 with its beneficiary communities, including traders, businesses, residents and campaigners. The focus of these meetings was to explain the community plan, explore the relationship between the Trust and its beneficiary communities and the changes involved in moving from campaigning to delivery. The Trust also made a series of funding applications, one of which was successful. With this funding the Trust produced a 'First Steps' Action Plan for delivering the community plan. A steering group and four working groups were set up to progress this work, focusing on business plan and funding, feasibility studies, stakeholder engagement and communication, and governance. The Action Plan was launched in February 2016 (attached at Appendix 9). Shortly afterwards, the Trust made a major funding application for £4.2million to the National Lottery's Heritage Enterprise Fund I have been told by the chair of the Trust was turned down primarily due to the lack of support from Haringey Council²⁶.
49. **In parallel, the Trust entered into a dialogue with Transport for London about obtaining a long-term lease of the entire Wards building and a short-term lease of the existing market (the latter with El Pueblito Paisa Ltd)²⁷.** From these discussions, it was clear that Transport for London had major concerns about the loading on the station sub-structures from the Grainger development. The Trust's initial discussions about acquiring a long-term lease were encouraging, yielding potentially fruitful dialogue with a range of TfL officials responsible for property development (Martin Teodorczyk) and engineering issues (Malcolm Howard) in spring/summer 2015. However, these potentially fruitful avenues were not explored to their potential as it became necessary for the Trust and El Pueblito Paisa to focus on the existing market lease, held at that time by Mrs Jill Oakley, which was due to expire in September 2015. I will recount the exchanges which followed in detail below, as they demonstrate the ways in which the Trust and El Pueblito Paisa's efforts to raise concerns and take on the lease of the existing market themselves were systematically ignored, misrepresented and denied by TfL in extremely serious ways.
50. The Trust and El Pueblito Paisa raised concerns about what would happen after September in a meeting with Martin Teodorczyk in May 2015. On the advice of Martin Teodorczyk, The Trust contacted Clive Henman (commercial property management) to explore this issue on four occasions during June and July 2015, but received no reply (Appendix 10). Shortly after learning that Mrs Oakley was in the process of transferring her lease to Market Asset Management (Seven Sisters), just a few months before it expired, Marta Hineztroza wrote on behalf of the Trust, El Pueblito Paisa and WCC to Graeme Craig (head of Commercial Development) on 7 July 2015

²⁶ Personal communication from Carlos Burgos, 2019.

²⁷ I played a role in organising and supporting these meetings as a volunteer for the Trust at this time.

(Appendix 4). While Mr Craig gave an initial reply to this letter on 27 July (Appendix 11), a meeting did not take place until 10 August (to which the Trust wrote to follow-up the next day, see Appendix 12), no reply of substance was received until 10 September 2015 (Appendix 13), just six days before Mrs Oakley's lease expired. This letter confirmed that TfL had approved the transfer of the existing market lease to Market Asset Management (Seven Sisters), and ongoing negotiations regarding an extension to that lease 'in the absence of any alternative offer'. This claim was immediately challenged by the Trust and El Pueblito Paisa, via email the following day (Appendix 14).

51. These issues led traders to take the first steps towards a judicial review of TfL's handling of the situation, which I believe were not ultimately pursued due to lack of funds. I do not have access to the legal correspondence which subsequently followed, but consider that the Council's scrutiny review should explore these issues in depth. It is important to note that TfL's stonewalling not only prevented the Trust and El Pueblito Paisa from taking on the existing market lease themselves but also materially impacted on the Trust and WCC's capacity to progress a parallel set of much more productive discussions regarding a long-term lease of the entire Wards building due to limited resources. **This example shows how problems with the management of the existing market and the systematic exclusion of the Trust and traders by TfL's property management team negatively impacted on the progress made towards delivering the community plan after planning permission.** In other words, failures in relation to the handling of the existing market systematically disadvantaged traders in relation discussions and developments relating to the future of the Wards Corner site. These connections were not considered by the Inspector during the CPO enquiry, despite the evidence put before him that they were materially relevant to the assessment of alternatives to the Grainger scheme. It is essential that the Council revisit the Statement of Case made in support of the CPO by the previous administration in relation to these matters.
52. **Since then, resources and time were diverted towards defending Wards Corner and Seven Sisters Market from intensifying and multiplying threats from the Grainger development, in particular the CPO, Apex House and MAM (Seven Sisters) management of the existing market. Whilst these threats delayed progress on delivering the community plan, they also produced new resources and connections which ultimately place the community in a stronger position to deliver the plan.**
53. **After the conclusion of the public enquiry into the CPO in summer 2017, Save Latin Village and the Trust commissioned Unit 38 architects to re-submit the community plan after planning permission expired in April 2017.** The team are presently updating the documents for re-submission in light of relevant changes to planning policy since the community plan was awarded planning permission in April 2014. This includes changes to the specific planning requirements for the Wards Corner site, as well as wider local, metropolitan and national planning policy, for example:
 - a. Responding to the stronger emphasis on delivering new housing at locations with good transport connections such as Seven Sisters in light of London's housing crisis. As such, the team are exploring possible locations for sensitive affordable housing developments

on the Wards Corner site, which the Trust will develop in partnership with others in future.

- b. Taking into account a new and stronger emphasis on developing new community and leisure uses in high streets and town centres, in light of broader changes in the retail sector. In this context, the community plan already offers strong benefits, which the Trust is seeking to further enhance.
- c. Markets also now enjoy stronger policy support, both in their own right and as catalysts for the recovery of high streets and town centres struggling to adapt to changes in the retail sector. In this context, the team are further exploring the impact of retaining, enhancing and expanding the market on the local economy, generating further evidence of its benefits for both planners and potential funders.
- d. Since the community plan received planning permission in 2014, the campaign to save Wards Corner and Seven Sisters market has also generated new evidence and understanding for the market's important social and cultural roles, including for Latin American communities in London and for children. The team is therefore further developing plans for the internal layout of the restored Wards building, in order to respond more closely to these aspects.

54. Further work is also underway to develop the business plan and governance for delivering the community plan, and to take advantage of new support, funding and initiatives for community-led development. At the end of 2018, Save Latin Village crowdfunded approximately £10,000, match funded with around £5,000 from the Architectural Heritage Foundation, to support further work on feasibility, business plan and governance. The Trust and Save Latin Village are well placed to take up the opportunities presented by new regulations, funding, and initiatives in support of community ownership and management²⁸, community business²⁹, local economic development³⁰, heritage enterprise³¹ and heritage social investment³² (see also Taylor, Gonzalez and Northrop, *forthcoming*). Little information is publically available about this work at the present, however, due to the ongoing legal appeal into the Secretary of State's decision to uphold Haringey Council's proposal to use compulsory purchase powers to facilitate the Grainger development.

55. In summary, while the previous administration of Haringey Council has been focused on the Grainger plan, market traders, local businesses, local residents and their supporters have spent 10 years developing and preparing to deliver an increasingly compelling community plan. The Scrutiny Panel should assist the Council's new administration in taking a fresh look at the merits and the potential of the community plan. In parallel, the previous approach of delaying and

²⁸ <http://locality.org.uk/services-tools/support-for-community-organisations/ownership-and-management-of-land-and-buildings/>

²⁹ <https://www.powertochange.org.uk/>

³⁰ <https://cles.org.uk/>; <https://neweconomics.org/>; <https://www.stirtoaction.com/>

³¹ <https://www.heritagefund.org.uk/>

³² <http://ahfund.org.uk/>

thwarting the community plan should be formally ended, and a new more balanced approach taken to redress the unequal and unfair treatment of the past. This could include waiving fees for pre-planning and planning applications, providing funding or a loan to support development work, supporting funding applications, opening up dialogue with TfL regarding a short and long-term lease, proactively including the community plan and the Trust in relevant planning documents, decisions, meetings and events and ongoing liaison with a named officer.

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