



Agenda item:

Cabinet

On 23 March 2010

[No 1]

Report Title: **'TRANSFORMING TOTTENHAM HALE' – PUBLIC CONSULTATION RESULTS AND WAY FORWARD**

Report authorised by **Niall Bolger, Director of Urban Environment**

Signed: *Niall Bolger* 11th March 2010

Contact Officer : Ismail Mohammed/Terry Knibbs

Wards(s) affected: **All Tottenham Wards**

Report for: **Key Decision**

1. Purpose of the report

- 1.1 To inform Cabinet of the outcome of the public consultation on development options in the Greater Ashley Road area of Tottenham Hale undertaken at the end of 2009 and to recommend the option that should be taken forward.
- 1.2 Consideration to this report and its recommendations will remove uncertainty about the future of Down Lane Park and community buildings/facilities occupied by community groups, thereby facilitating investment decisions.

2. Introduction by the Leader (with responsibility for major sites)

- 2.1 The consultation on options for the next phase of development and regeneration at Tottenham Hale was an important stage in the process. It is clear that there is a mix of views about the preferred way forward and the support that different people in the community have expressed for the alternative development options demonstrates the importance of early engagement with the community.
- 2.2 There is a mix of views about where new growth should be located at Tottenham Hale, and, indeed, as to whether there should be further growth at all. There is a need for more homes, together with community, retail and business space and the Council must plan to meet these strategic targets.
- 2.3 The consultation does show significant opposition to the idea of development in part of

Down Lane Park compensated by an extension to the Park on the north side that would bring the Park closer to those residents living north of the Park. It is important that the Council listens to this opinion and uses it to determine the way forward.

- 2.4 The approach set out in this report therefore is to pursue a strategy that focuses new development on already developed land, including the current re-use and recycling Depot on Ashley Road/Park View Road after it moves to a new site in Marsh Lane that is currently being planned. This approach retains Down Lane Park as open space and retains the existing community buildings within it.
- 2.5 This approach will also mean that the funding the Council has allocated for improvements to Down Lane Park can go ahead, in consultation with the Friends of Down Lane Park, without constraint on what and where new facilities and improvements should be provided.

3. Link with Council Plan Priorities and actions and /or other Strategies:

- 3.1 The proposals for Tottenham Hale are fully consistent with the Council Plan, the Sustainable Community Plan and the Regeneration and Housing Strategies.
- 3.2 The Council adopted the Transforming Tottenham Hale Urban Centre Masterplan Supplementary Planning Document (SPD) in October 2006. That sets the framework for transforming this eastern area of the Borough through mixed-use development to create new jobs, provide high quality housing and improve the environment. The proposals in this report sit within this framework.

4. Recommendations

- 4.1 To note the results of the public consultation on development options in the Greater Ashley Road area of Tottenham Hale undertaken from 23 October – 31 December 2009.
- 4.2 To agree that new development should be focused on existing developed land and that Down Lane Park should be retained as existing.
- 4.3 To agree that a first phase of improvements to Down Lane Park should be designed and progressed in consultation with the Friends of Down Lane Park using allocated funding.
- 4.4 To authorise the start of work on a delivery strategy based on Recommendation 4.2 (including development principles revised to be consistent with that recommendation), in consultation with the London Development Agency, Design for London, Transport for London and the Homes and Communities Agency with a report to Cabinet in the Autumn.

5. Reason for recommendations

- 5.1 Cabinet needs to decide the way forward in preparing more detailed development proposals for the next phase of growth at Tottenham Hale taking into account the outcome of the recent public consultation. An early decision on this will also remove the current uncertainty about the future of part of Down Lane Park and community buildings within it which is inhibiting investment decisions.

6. Summary

- 6.1 The report to Cabinet on 21 July 2009 set out in detail the basis for promoting new development at Tottenham Hale, one of the borough's two strategic growth areas, and the options of tasking that forward. The public consultation that was approved has been undertaken comprising a variety of measures to gauge local opinions.
- 6.2 The public consultation on the development options at Greater Ashley Road was undertaken from 23 October - 31 December 2009.
- 6.3 225 responses were received to the consultation leaflet, of these 197 responses were from residents living in N15 or N17.
- 6.4 A petition was received by the Council on 18 February 2010 with a total of approx. 607 signatures (overwhelmingly N17 residents) calling for Down Lane Park to be retained and improved.
- 6.5 There is significant opposition from local residents to the proposal for new development – either in principle or certainly within the Park. However, there is also a smaller, but still significant, level of support for new development - including support for developing the southern part of the Park:
- 94 questionnaire respondents (42%) oppose the 'Park land swap' option with development, while 87 (39%) of respondents support it;
 - 90 questionnaire respondents in N15/17 oppose the Park land swap option (including 6 of the 'blank' responses to the tick boxes whose written comments indicate opposition - including the Haringey Federation of Residents' Associations) compared with 80 who support it;
 - 67 (30%) of questionnaire respondents oppose both of the presented development options &/or are opposed to the principle of new development;
 - of those questionnaire respondents who agree with either of the presented development options, more support the 'Park land swap' option with development closer to the Station (87) than those who support the 'no Park land swap' option (54) (12 respondents agree to both options);
 - the petitioners object to development on any part of Down Lane Park (even with a compensating land swap) and want to see the Park improved.
- 6.6 The detailed analysis of the public consultation is attached as an Appendix to this report but the following is a summary.

Public Consultation Undertaken

- 6.7 The consultation included:
- the distribution of approx. 7,000 leaflets to residents, businesses, specific landowners and statutory agencies – inviting responses to a structured questionnaire
 - two evening public meetings attended by 36 people and 17 people (though with some people attending on both evenings)
 - an exhibition of plans (staffed for a short publicised period) at Marcus Garvey Library (approx. 60 people attended the exhibition over the 3 days that were staffed)
 - a newspaper public notice and articles in 'Haringey People' & Haringey Advertiser
 - details were posted on the Council's website.

Questionnaire Responses

6.8 The specific questions asked in the consultation leaflet were:

Taking into account the advantages and disadvantages, which development option do you support, if any?:

Option 1: build new homes on the whole of the Recycling Centre & Depot on Ashley Road/Park View Road with no development in Down Lane Park

Option 2: focus new development closer to the Station (building on part of Down Lane Park) but not before the Park is extended (by at least the same size) on the north side when the Ashley Road depot relocates to Marsh Lane in 2012

Where would you like to see any new community buildings, eg. for meetings, informal sports or general leisure?

- *Built on the Recycling Centre & Depot site on Ashley Road/Park View Road*
- *Built on land closer to the Station*

6.9 225 responses were received (c3.2% response rate):

		Option 1: No Park Land Swap	Option 2 : Park Land Swap	New community bldgs. on Depot site	New community bldgs. closer to Stn.
Agree	Total	54 (24%)	87 (39%)	58 (26%)	77 (34%)
Disagree	Total	119 (53%)	94 (42%)	76 (34%)	65 (29%)
Neither agree nor disagree	Total	19 (8%)	11 (5%)	27 (12%)	25 (11%)
Blank	Total	33 (15%)	33 (15%)	64 (28%)	58 (26%)
Total		225 (100%)	225 (100%)	225 (100%)	225 (100%)
Visit Park :	Daily	Weekly	Monthly	Never	Blank
Total	83 (37%)	48 (21%)	29 (13%)	41 (18%)	24 (11%)

Note: percentages may not total 100% due to rounding

6.10 131 questionnaire respondents also made individual comments – these are summarised in the Appendix.

Summary of key views expressed at public meetings

6.11 The views expressed at the two public meetings on 2 & 4 November 2009 attended by approx. 53 people (some people attended both meetings) are summarised as follows:

- Concern about increased population (up to 3,000) in Tottenham Hale but no increase in parkland
- Concern that other community facilities (schools / health / community) not being increased in a timely way to support increased population / housing
- Neither of the consultation options are supported. There should be no development on the Park and the Park should be extended onto the site of the Depot to provide adequate open space for existing and new residents
- More attention should be paid to improving the park now, improving local street

services (cleaning; safety; lighting) and healthcare provision

- Concern that housing development design should be in keeping with existing character of area. Development should not be too high.
- Pavillion Nursery does not want to relocate or be rebuilt
- Development proposals should be worked up in more detail before consultation to give people more fully informed choices
- Residents facing onto the existing Depot do not experience any problems from it – having an extended Park opposite their front doors may present problems.

Petitions

- 6.12 A petition was received by the Council on 18 February 2010 with a combined total of approx. 607 signatures (overwhelmingly N17 residents) calling for:

Petition 1: 'We the undersigned call upon Haringey Council to drop its proposal to take away a substantial part of Down Lane Park for development but instead to adopt the principle that park land is sacrosanct and that no part of Down Lane Park should be taken away ever.' (approx. 322 signatures)

Petition 2: 'We the undersigned demand that Haringey Council drop its proposal to build housing on the part of Down Lane Park that has the children's playground, nursery and sports facilities (even with sections of land being added as recompense at the other end of the park). Instead we demand that Haringey:

- adopt the principle that park land is sacrosanct and that no part of Down Lane Park be taken away ever;*
- fulfil its promise made in the Tottenham Hale Masterplan 2006 (not kept yet) to create "a new children's play area and new youth facilities".'* (approx. 285 signatures)

Deciding the Way Forward

- 6.13 Taking the consultation results into account, the approach in this area of Tottenham Hale should be to focus new development on existing developed land, retaining all of the existing Down Lane Park in an overall regeneration programme.
- 6.14 This will release any uncertainty surrounding the future of the Park and the community buildings, eg. the Pavillion Nursery and bowls club, within it. It will enable the allocated funding for a first phase of Down Lane Park improvements to proceed unencumbered in consultation with the Friends of Down Lane Park.
- 6.15 The development principles approved by the Cabinet in July 2009 will need to be reviewed to ensure they are fully consistent with the decisions taken in respect of the recommendations in this report.
- 6.16 Work can now commence on preparing more detailed proposals for new homes, shops, business space and community infrastructure and the aim is to present these to Cabinet in Autumn 2010.

7. Assistant Director for Recreation Services comments

- 7.1 The total available budget for improvements to Down Lane Park is £255,000 from the following sources:
- £70,000 Playbuilder

	<ul style="list-style-type: none"> ▪ £100,000 Playground improvements capital ▪ £85,000 Growth Fund 3. <p>7.2 In 2010/11 these monies will be utilised to:</p> <ul style="list-style-type: none"> ▪ Complete an overall masterplan for the site ▪ Playground improvements including a new natural play area. <p>7.3 The play improvement works will be completed by 31/03/11</p> <p>7.4 The masterplan and playground improvement works will be developed in conjunction with relevant stakeholders and the local community.</p>
8.	Chief Financial Officer Comments
8.1	<p>The cost of the consultation process has been met within existing budgets. Funding of £255,000 has been identified for improvements to Down Lane Park and is available to be spent providing grant conditions are complied with.</p>
9.	Head of Legal Services Comments
9.1	<p>At this stage there are no legal implications arising directly from the content of this report or the recommendations. Legal advice should be sought on the delivery strategy for a new development as and when necessary. The proposed report to a future Cabinet meeting on more detailed development proposals will set out the legal implications of those proposals at that stage.</p>
10.	Equalities and Community Cohesion Comments
10.1	<p>The key element underpinning the growth proposals is to promote physical, economic and social regeneration in Tottenham Hale to benefit the wider area where there is the highest level of deprivation and worklessness. The aim is to create new employment opportunities, new homes (including affordable), new community facilities, improved accessibility and a quality environment.</p>
10.2	<p>The recommendation to focus new development on existing developed areas seeks to minimise any disruption (and to remove uncertainty) for existing community buildings.</p>
11.	Consultation
11.1	<p>The proposals in this report flow from the extensive public consultation undertaken at the end of 2009. Proposals for growth at Tottenham Hale are also being developed via close working with other public sector bodies – especially the GLA, Transport for London, London Development Agency, Design for London and the Homes and Communities Agency.</p>
12.	Service Financial Comments
12.1	<p>The costs of preparing the delivery strategy for the Greater Ashley Road area will be met within existing service budgets and by working closely with public sector partners.</p>

13. Use of appendices /Tables and photographs

Appendix 1: Greater Ashley Road, Tottenham Hale – Analysis of Public Consultation Responses

Plan 1 : Greater Ashley Road Masterplan Area, Hale Village and Tottenham Hale Gyratory

14. Local Government (Access to Information) Act 1985

Background Papers

- 'Transforming Tottenham Hale – Progress and Next Steps' – report to Cabinet 21 July 2009
- Greater Ashley Road area public consultation responses 2009/2010
- 'Growth Fund and Community Infrastructure Fund' – report to Cabinet 21 April 2009
- Transforming Tottenham Hale Urban Centre Masterplan Supplementary Planning Document October 2006
- Haringey Unitary Development Plan June 2006
- Tottenham Hale and Ashley Road Enhanced Masterplan Report – KCAP/Landolt & Brown - April 2009
- Planning application files for Hale Village, Tottenham Town Hall and Ward's Corner
- Hale Village s106 agreement dated 9 October 2007
- West Anglia Main Line – Progress Report – Dept. for Transport March 2009

APPENDIX 1

GREATER ASHLEY ROAD, TOTTENHAM HALE – ANALYSIS OF PUBLIC CONSULTATION RESPONSES

March 2010

Summary

- This note summarises the outcome of the public consultation on the development options at Greater Ashley Road undertaken from 23 October - 31 December 2009.
- 225 responses were received to the consultation leaflet, of these 197 responses were from residents living in N15 or N17.
- Two petitions were received by the Council on 18 February 2010 with a combined total of approx. 607 signatures (overwhelmingly N17 residents) calling for Down Lane Park to be retained and improved.
- There is significant opposition from local residents to the proposal for new development – either in principle or certainly within the Park. However, there is also a smaller, but still significant, level of support for new development - including support for developing the southern part of the Park:
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Public Consultation Undertaken

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QUESTIONNAIRE RESPONSES

The specific questions asked in the consultation leaflet were:

Taking into account the advantages and disadvantages, which development option do you support, if any?:

Option 1: build new homes on the whole of the Recycling Centre & Depot on Ashley Road/Park View Road with no development in Down Lane Park

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Agree	Total	54 (24%)	87 (39%)	58 (26%)	77 (34%)
	N17 (Tottenham) N15 (Seven Sisters)	35 18	72 8	44 10	60 11
Disagree	Total	119 (53%)	94 (42%)	76 (34%)	65 (29%)
	N17 (Tottenham) N15 (Seven Sisters)	98 12	85 19	57 11	47 11
Neither agree nor disagree	Total	19 (8%)	11 (5%)	27 (12%)	25 (11%)
	N17 (Tottenham) N15 (Seven Sisters)	11 3	8 1	20 3	18 3
Blank	Total	33 (15%)	33 (15%)	64 (28%)	58 (26%)
	N17 (Tottenham) N15 (Seven Sisters)	17 3	14 6	38 10	34 9
Total		225 (100%)	225 (100%)	225 (100%)	225 (100%)
Visit Park :	Daily	Weekly	Monthly	Never	Blank
Total	83 (37%)	48 (21%)	29 (13%)	41 (18%)	24 (11%)
N17 (Tott.)	74	39	14	28	4
N15 (Seven Sisters)	3	6	13	7	5

Note: percentages may not total 100% due to rounding

INDIVIDUAL COMMENTS ON QUESTIONNAIRE

	Summary of comments 131 respondents made individual comments	No. of respondents making comment
	Principle of any new housing & adequacy of local infrastructure	
1	There should be no more housing – inadequate green space & social infrastructure	14
2	Concern at whether capacity of drainage and water supply network can cater for new development	1
3	Support no net loss of open space	1
4	Rectify existing shortage of health facilities before considering any new development	1
	Approach to the park & depot/Location of new development	
5	Leave Park alone – it should be improved &/or extended (this comment includes those who support 'Option 3' – an improved and extended park + development)	70
6	Should build on south of Park – more accessible	6
7	Develop close to the Station but maintain/increase open space too	3
8	Ensure new play area is provided before existing one is closed	1
9	Park View Road gate to the Park should be reinstated	1
10	Develop on land east of Watermead Way	1
11	Build homes on Marsh Lane	1
12	Developing on land near the Station will improve the image of the area	1
13	Build in the west of the borough	1
14	Depot site should be used for community or recreational use	1
15	Development should allow good access to the Station	1
16	Community buildings will be more accessible & cost effective on Depot site	1
17	Support new development on Depot but retain access to recycling area	1
18	Keep Depot where it is – develop TechnoPark for new homes	1
19	Building on the Park will set an unwelcome precedent	1
20	Retain existing nursery	1
21	Developing part of the Park will be an opportunity to improve the play area & sports facilities	1
22	Build new homes on top of existing retail park and on social housing estates – not in the Park	1
	Type of new development	
23	Over-development will increase traffic fumes & create new slums	6
24	Local people will not benefit from new homes	3
25	Must have new social infrastructure to support new housing	4
26	Concern at more buy-to-let homes or social housing	2
27	New development should be low rise	2
28	New development must be attractive – not like Hale Village	2
29	Build family homes – not high density housing	1
30	Should build a secondary school instead	1
31	More community facilities are needed	1
32	Concern at type of new housing and impact on community	1
33	Retain interesting buildings on Ashley Road & improve security	1
34	New development must be fully accessible	1
35	Build more social housing, sport and leisure centres	1
36	New homes must have parking spaces	1
37	Avoid over-development – smaller separate blocks are better	1
	Consultation process	
38	The consultation lacks details /is flawed/won't influence final decision	7
39	Plans should have shown Marsh Lane location for new Depot	1
40	Community should have been consulted and involved at an earlier stage	1
	Depot	
41	Leave Ashley Road Depot where it is	2

42	Don't close the Depot until a replacement facility is open	1
43	Public should be consulted on moving the Depot – will lead to fly-tipping in local streets	1
44	Concern at likely traffic with new Depot at Marsh Lane & impact on Lansdowne Road	1
45	Non-car owners will not be able to use Marsh Lane – improve recycling collection instead	1
46	Oppose Marsh Lane scheme – will lose allotments	1
	Approach to local industry	
47	Relocate local industry out of the area	1
48	Businesses should not be forced to leave	1
49	More jobs are needed rather than new homes	1
50	Support redevelopment of existing bad neighbour industrial uses	1
51	TechnoPark should be retained	1
52	Plans need to be sufficiently flexible if existing businesses are to be encouraged to relocate	1
	Retail uses	
53	Wider range of shops are needed	1
54	Concern that new GAR development (& new retail especially) may take focus away from existing Ferry Lane retail park	1
	General	
55	Improve east-west access to LVP to improve access to open space & nature	2
56	New development must blend in with the surroundings	2
57	Council capital receipts will not benefit the local community	1
58	Improve local Council homes	1
59	Plant more trees	1
60	Plans are contrary to policy	1
61	Park is used daily for prayers	1
62	Need to improve local roads	1
63	A 'Changing Places' toilet should be provided	1
64	Must fully consider impacts of new development	1
65	Rosebery Avenue suffers from traffic noise	1
66	Concern that Council won't maintain area when development is completed	1
67	New development is reliant on changing the Gyratory to 2-way flow – businesses don't generally support the Gyratory change	1
68	Support provision of new pedestrian & cycle links	1
69	North-south footpath through the Park must be retained	1
70	Concern at viability of proposals	1
71	Concern at inconsistencies between GAR plans and TfL's Gyratory proposals	1

Non-resident respondents (comments included in the summary above):

- Haringey Education Business partnership
- Natural England
- Thames Water
- North London Chamber of Commerce
- CBRE (agent)
- Enfield Council
- King Sturge
- ISIS (British Waterways)
- Coal Authority
- Sustrans

Summary of key views expressed at public meetings on 2 & 4 November 2009 attended by approx. 53 people (some people attended both meetings)

- Concern about increased population (up to 3,000) in Tottenham Hale but no increase in parkland
- Concern that other community facilities (schools / health / community) not being increased in a timely way to support increased population / housing
- Neither of the consultation options are supported. There should be no development on the Park and the Park should be extended onto the site of the Depot to provide adequate open space for existing residents, let alone any new residents
- More attention should be paid to improving the park now, improving local street services (cleaning; safety; lighting) and healthcare provision
- Concern that housing development design should be in keeping with existing character of area. Development should not be too high.
- Pavillion Nursery does not want to relocate or be rebuilt
- Development proposals should be worked up in more detail before consultation to give people more fully informed choices
- Residents facing onto the existing Depot do not experience any problems from it – having an extended Park opposite their front doors may present problems

Petitions

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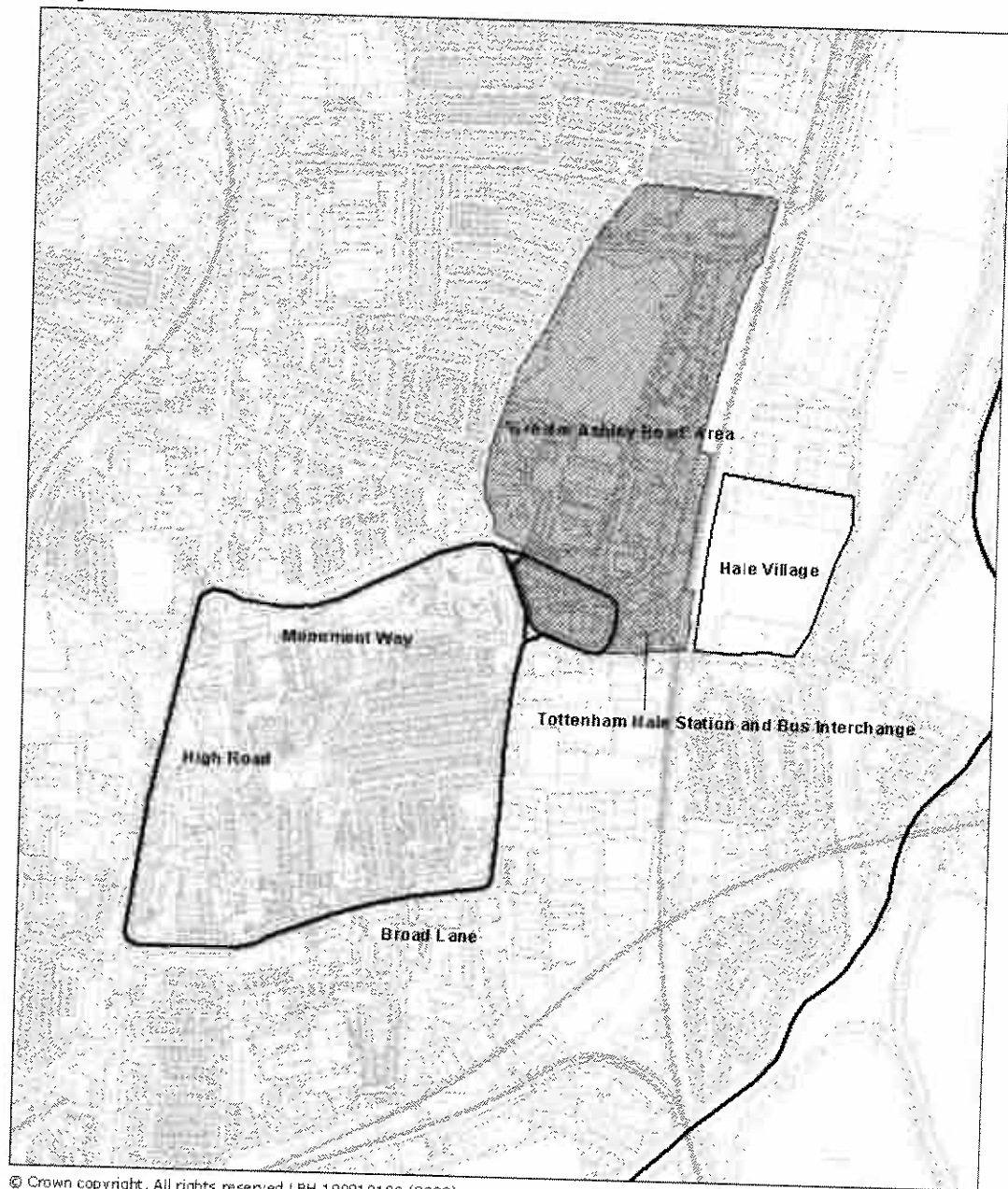
Petition 1: 'We the undersigned call upon Haringey Council to drop its proposal to take away a substantial part of Down Lane Park for development but instead to adopt the principle that park land is sacrosanct and that no part of Down Lane Park should be taken away ever.' (approx. 322 signatures)

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- *adopt the principle that park land is sacrosanct and that no part of Down Lane Park be taken away ever;*
- *fulfil its promise made in the Tottenham Hale Masterplan 2006 (not kept yet) to create "a new children's play area and new youth facilities".'* (approx. 285 signatures)

KEY CONSULTATION RESULTS:	
<ul style="list-style-type: none"> ▪ The overwhelming majority of questionnaire respondents (193 out of 225) live in either N17 or N15, with the majority of those living in N17 (159 in N17; 34 in N15). Some respondents did not give their address. Other respondents include statutory agencies, corporate landowners or agents. 	
<ul style="list-style-type: none"> ▪ 94 questionnaire respondents (42%) oppose the 'Park land swap' option with development, while 87 (39%) of respondents support it 	
<ul style="list-style-type: none"> ▪ 54 (24%) of questionnaire respondents support the 'no Park land swap' option while 119 (53%) are opposed. However, many of the latter are opposed because they do not want new development either in principle or unless there is also a larger Park. 	
<ul style="list-style-type: none"> ▪ 67 (30%) of questionnaire respondents oppose both of the presented development options &/or are opposed to the principle of new development. 	
<ul style="list-style-type: none"> ▪ Of those questionnaire respondents who agree with either of the presented development options, more support the 'Park land swap' option with development closer to the Station (87) than those who support the 'no Park land swap' option (54) (12 respondents agree to both options). 	
<ul style="list-style-type: none"> ▪ 90 questionnaire respondents in N15/17 oppose the Park land swap option (including 6 of the 'blank' responses to the tick boxes whose written comments indicate opposition - including the Haringey Federation of Residents' Associations) compared with 80 who support it. 	
<ul style="list-style-type: none"> ▪ The two public meetings were attended by people (53 people in total though some people attended on both nights) who were strongly opposed to any development in the Park and, perhaps to a lesser degree, opposed to any further development at all. There was strong support at both meetings to the demand to increase the size of Down Lane Park and improve the facilities in it. 	
<ul style="list-style-type: none"> ▪ The majority of questionnaire respondents (58%) say they use the Park at least once a week. 18% say they never use the Park (including the statutory agency and landowner respondents). 	
<ul style="list-style-type: none"> ▪ The 607 signature petitions call for the Park to be retained and improved with new play/sports facilities rather than being used in any 'land swap' with new development . 	

Plan 1
Greater Ashley Road Masterplan Area, Hale Village and Tottenham Hale Gyratory



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Scale: 1:6500

Tottenham Hale Gyratory and Greater Ashley Road Masterplan Area

KEY:

Black Line: Tottenham Gyratory

Black striped Area: 'Greater Ashley Road Masterplan