

Report Title: **Tottenham Hale Urban Centre Masterplan – Public Consultation**

Forward Plan reference number (if applicable):

Report of: **Assistant Director, Planning Environmental Policy and Performance**

Wards(s) affected: Northumberland Park,
Tottenham Green and Tottenham Hale

Report for: non-key decision

1. Purpose

1.1 To consider the Draft Tottenham Hale Urban Centre Masterplan and Sustainability Appraisal (SA), and to agree formal statutory consultation on both documents.

2. Recommendations

2.1 That the Sub-Committee approves the Tottenham Hale Urban Centre Masterplan and Sustainability Appraisal, which are appended to this report, for a statutory six-week period of public and stakeholder consultation, commencing on 3rd July 2006.

2.2 That a further report be made to the Sub-Committee recommending any appropriate changes to the Masterplan as a result of statutory consultation in order to seek authorisation to carry out pre-adoption notifications and recommend the Masterplan to the Executive for adoption as a Supplementary Planning Document.

Report Authorised by: **Shifa Mustafa, Assistant Director, Planning Environmental Policy and Performance.**

Signature:  Date: 13.06.06

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3. Executive Summary

3.1 Tottenham Hale Urban Centre is an area of approximately 39 hectares, designated in the Mayor's London Plan as an 'Opportunity Area' suitable for a substantial number of new homes and jobs, with a significant increase in density. A Draft Masterplan has been prepared which provides a framework for the regeneration of Tottenham Hale. It provides specific, detailed guidance on six key sites and the public realm.

Taken together, the sites will be able to deliver a substantial number of new homes with an integrated mix of employment, retail and leisure uses, as well as community and health facilities. Haringey Council wishes to progress the Draft Masterplan through the statutory process so that it can be approved as a 'Supplementary Planning Document' and used to determine the forthcoming major planning applications for the area. In order to achieve this, both the Masterplan, and its accompanying Sustainability Appraisal must first undergo a period of statutory public consultation.

4. Reasons for any change in policy or for new policy development (if applicable)

4.1 [click here to type]

5. Local Government (Access to Information) Act 1985

5.1 Background documents include:

The Tottenham Hale Urban Centre Design Framework (2006)

The London Plan (2004)

Haringey Revised Deposit UDP (2004)

Haringey UDP Post-Inquiry Modifications (2006)

Draft North London Sub-Regional Development Framework

ODPM Sustainable Communities Plan (2003)

6. Background

6.1 Location

Tottenham Hale is located on the eastern side of the London Borough of Haringey, and sits within the Upper Lea Valley. The area is occupied by a number of industrial estates, retail warehouses, a major gyratory road system and public transport interchange. Relatively few people live within the area and the residential community is concentrated mainly within the council-owned High Cross Estate. Tottenham Hale is characterised currently by a high volume of traffic on the gyratory system, a disjointed urban fabric and a general severance from its urban surroundings.

6.2 Rationale

Following a successful bid by the London Development Agency (LDA) for "Sustainable Communities" Growth Area Funding: Round1, the LDA, in association with a client group comprising Haringey Council, GLA and TfL, commissioned the production of a Masterplan for regeneration of the Tottenham Hale area. The client partnership intended that Tottenham Hale should be recognised as a landmark location at the point of entry to the east of the borough, with a sound base for investment and job creation. In town planning terms, the status of the area would change from predominantly industrial and employment uses, to that of residential-led mixed-use and mixed-tenure.

The purpose of creating a Masterplan was to provide an overarching template to guide future applicants, provide coherence and connectivity between development sites, define a set of urban design principles and ensure that the appropriate physical and social infrastructure was commissioned. Tottenham Hale, with its important public

transport interchange, would become a key gateway location into Haringey, the Upper Lea Valley and London for those travellers arriving via Stansted Airport. Given its important London Plan status as a major Opportunity Area, the 39 hectare area would be well-placed to deliver new landmark buildings, sustainable, mixed-use development appropriate to its location and accessibility by public transport.

It was agreed that Haringey Council would subsequently adopt the Masterplan as a Supplementary Planning Document (SPD) in relation to the borough's emerging Unitary Development Plan (UDP). The SPD would expand upon the policies contained in the UDP and Mayor's London Plan and become a strong material consideration when assessing major planning applications for the Tottenham Hale area.

6.3 Production of the Draft Masterplan

Specialist urban design consultants 'Urban Practitioners' were commissioned by the client group to produce the Tottenham Hale Urban Centre Masterplan, with 'Faber Maunsell' appointed by the LDA to prepare the Sustainability Appraisal which accompanies it.

Along side desk-based research and analysis, production of the Masterplan was informed by a detailed process of engagement, including consultation with the local community, local businesses, landowners and other key stakeholders. It should be noted that this element of consultation was informal, and not part of the statutory process. Generally, a good level of support was expressed for the Masterplanning process and its proposals, however, some areas of concern were also highlighted.

The Draft Masterplan subsequently produced by Urban Practitioners was a high-quality, urban design document, aimed primarily at built-environment professionals. However, due to its technical complexity, it was decided that the Council would prepare an abridged version, based upon Urban Practitioners' original plan, which attempted to explain the more challenging design concepts in a 'user friendly' way. It is the edited version which will be progressed through the statutory consultative process over the summer, to be adopted formally as SPD in the autumn, and afforded significant weight when used to determine major planning applications.

To avoid any confusion, Urban Practitioners' original document has been renamed as the 'Tottenham Hale Urban Centre Design Framework', which accurately reflects its role as a 'design tool' document, whilst the shortened SPD version will be known formally as the 'Tottenham Hale Urban Centre Masterplan'.

7. The 'Vision'

The Tottenham Hale Urban Centre Masterplan sets out an exciting vision for the transformation of the area over the next five to ten years, with the creation of a new high-density urban centre, focused around an enhanced public transport interchange of sufficient capacity and a high quality public realm. Tottenham Hale is identified as an 'Opportunity Area' in the Mayor's London Plan and is located within the Office of the Deputy Prime Minister's (ODPM) London-Stansted-Cambridge-Peterborough Growth Corridor. It provides a major opportunity to create a thriving, sustainable urban centre with a significant number of new homes, together with an integrated mix of employment, retail and leisure uses, focused around an enhanced, fully accessible

transport interchange with rapid access to Central London, Stratford and Stansted International Airport.

7.1. Key sites

The Masterplan will be a strategic guide that will help to steer development in Tottenham Hale, paying particular regard to the area's six key sites, which are set-out below in order of probable phasing and development over a period of ten years or more:

- Hale Wharf
- Former GLS Depot Site
- Ashley Road Area
- Station Interchange
- Hermes Retail Park
- High Cross Housing Estate

Its preparation is particularly important given that a number of the key landowners in the area have already begun developing ideas for their sites, with two major planning applications submitted. The momentum for development in the area has started to pick-up, and preparation of the Masterplan has helped to initiate discussions with the local communities and key stakeholders. The Masterplan has captured that emerging momentum and provides a clear framework for investment. In order to realise the vision for Tottenham Hale, the Masterplan aims:

- To create a high density, sustainable and mixed use urban centre;
- To achieve high standards of public realm design;
- To maximise the benefits of Tottenham Hale being a riverside location;
- To improve transport interchange facilities at Tottenham Hale station;
- To change the gyratory and reduce its impact on the surrounding urban environment;
- To improve east-west linkages for pedestrians and cyclists in the area;
- To provide more facilities and amenities in Tottenham Hale which are complementary to Tottenham High Road;
- To provide more learning and employment opportunities for local people;
- To enhance access to the Lee Valley Regional Park and the Paddock as a natural asset whilst still protecting them

7.2. Outline proposals – key sites and public realm framework

The Draft Masterplan contains outline proposals for the six key sites, and describes a number of associated public realm projects.

Key sites:

- Hale Wharf – residential-led, mixed-use scheme including retail, leisure and community uses. Creation of a new public space with improved safe access to the waterfront and a new bridge linking the site with the neighbouring GLS site.
- GLS Site – residential-led, mixed-use scheme which includes health, education, retail, hotel, offices and student accommodation. A new, public central open space is proposed.

- Ashley Road Area – employment-led, mixed-use scheme with the introduction of a residential component, along with workspace, community / health facilities, with potential for shops. Enhanced Welbourne Community Centre. Enhanced pedestrian environment, with improvements to the southern part of Down Lane Park.
- Station Interchange – new, state-of-the-art, fully accessible station interchange which includes; retail, leisure and commercial uses with potential for residential above. Future proof, and able to accommodate the projected demand for bus, tube and rail services. Scheme will include creation of a high-quality public square.
- Hermes Retail Park – long-term demolition and redevelopment for a retail-led mixed-use scheme. Creation of a high-quality pedestrian environment with improved links to the station and a new, public open space.
- High Cross Estate – long-term potential for improvements, which include opportunity for new homes and the creation of a safer, more attractive environment. Possibility of some workspace fronting Monument Way.

Public realm framework:

- Station Square – removal of the mini-gyratory will open up a public space and provide development opportunities on the peninsular site. The new public square fronting the enhanced station should enable accessibility between various transport modes, provide a retail offer including café/ snack bars and provide a sense of orientation and identity.
- The Hale / Ferry Lane – will become the central spine of Tottenham Hale, linking a series of key destinations. It is envisaged that the Hale will become a Broadway-style street, which sustains a mix of uses whilst fulfilling its transport function. Ferry Lane will become livelier as it passes by the Station Square, retail centre and GLS site.
- Lea Valley Waterfront – opportunities to improve safe public access and introduce new leisure uses. Creation of a new tow path at Hale Wharf will allow people to enjoy the waterfront and the proposed retail and leisure facilities. A high-quality bridge should link the GLS site to Hale Wharf and beyond. A core aim is to improve access to the Lee Valley Regional Park for the existing and new communities.
- Ashley Park Green Link – a pedestrian and cycle-only green link which ramps-up to a high level to cross Watermead Way, and provides potential access to the station before continuing across the railway lines to the redeveloped GLS site, where it connects with the new public open space at the heart of the new mixed-use scheme, then connecting to the proposed footbridge across the river to Hale Wharf.
- Retail Centre – as phased development is undertaken, the existing retail centre will provide a wider more varied offer of goods. On the existing retail park it is envisaged that units for higher quality retailers will be developed on the northern edge, with a central square to the south. The public square will provide a focus for the retail park, establish a human scale and arrangement of buildings, with clear links to the station.
- Monument Way - is currently part of the one-way gyratory system, distributing traffic from the High Road towards the Hale. It has been described as a 'race track' because of the heavy volumes of fast flowing traffic, which creates a

dangerous pedestrian and cyclist environment with few active frontages on either side. Whilst the Gyratory is technically outside of the Masterplan study boundary, its future will be crucial in creating investor and developer confidence, attracting inward investment and forming a safe public and private transport highway network.

7.3. The Gyratory Road System

Whilst Tottenham Hale is well-located at the regional level, the local transport framework requires improvements. The Tottenham Hale gyratory road network requires significant re-organisation to enable more efficient use of the land, allow improvements to the transport interchange and establish connections between existing and new communities, the Lee Regional Valley Park and the green belt.

Following studies commissioned by TfL, and TfL's analysis of the various options, the Mayor of London has decided to support the return of the gyratory to two-way working, which will enhance the east-west connections and further promote the seamless integration of the existing and new communities.

7.4. Planning Obligations –Section 106 Agreements

The Draft Masterplan provides clear guidance for developers regarding Section 106 requirements. It states that the Council will negotiate with developers as to the planning obligations associated with development in the area. Each development should support its own site-specific infrastructure costs, provide affordable housing, and make an appropriate contribution to a general infrastructure fund. Possible planning obligations might include; affordable housing, educational needs, employment training, health / community facilities, public transport, off-site highway improvements, environmental infrastructure, plus any other matters.

7.5. Sustainability Appraisal

A Sustainability Appraisal has been carried out in conjunction with the preparation of the Draft Masterplan, which meets the regulatory requirements through a single appraisal process. Its main purpose is to appraise the social, environmental and economic effects from the outset of the preparation process, so that decisions can be made that achieve sustainable development. The sustainability appraisal is presented in a separate document, appended to this report, which will also be the subject of public consultation in conjunction with the Draft Masterplan.

7.6. Planning Policy

The Mayor's London Plan sets-out the spatial development strategy for London. The London Plan identifies Tottenham Hale as an Opportunity Area, which suggests it is a location capable of accommodating a substantial number of new homes and jobs, geared to the use of public transport, with an opportunity for significant increases in density. In addition, it is also identified as a Strategic Employment Location (SEL). Supplementary Planning Guidance published by GLA to accompany the London Plan allows for mixed-use, higher-density residential development of some SELs, providing it does not compromise London's future industrial needs.

The North London Sub-Regional Development Framework (SRDF) provides non-statutory guidance on the implementation of the London Plan's policies, and sets-out three issues for Tottenham Hale, which are: that the area is likely to involve a

significantly higher housing allocation than first envisaged in the London Plan, the area is suitable for higher densities and landmark tall buildings, and, that some of the employment functions can be expected to relocate within the wider Upper Lea Valley.

The Haringey UDP provides the policy framework for land use and development in the borough. Its overarching policy AC2 sets out the Council's proposals for Tottenham Hale, and acknowledges its status as an Opportunity Area. The UDP is in general conformity with the provisions of the London Plan.

The Draft Masterplan accords with the policy provisions of both the London Plan and the Haringey UDP.

8. Consultation

Before the Draft Masterplan can be adopted formally as an SPD, it must undergo a period of statutory public consultation. The regulations state this period must be no less than four weeks, but no more than six.

It is worth re-iterating that the Tottenham Hale Urban Centre Design Framework (2006) upon which the Draft Masterplan is based, has already undergone a detailed process of informal, non-statutory public and stakeholder consultation using the following methods:

1. *Steering group meetings;*
2. *Tottenham Hale International Community Consultation Day, 9 April 2005;*
3. *Transport stakeholder workshops;*
4. *One-to-one stakeholder meetings with landowners and the Haringey Teaching Primary Care Trust;*
5. *Workshop for key Tottenham Hale landowners;*
6. *Attending meetings of the North London Chamber of Commerce;*
7. *Attending meetings of the London Borough of Haringey Transforming Tottenham Committee;*
8. *Five design review sessions with GLA Design Advisers including Lord Rogers of Riverside;*
9. *Workshops for hard-to-reach groups, including a parent and children's group and local young people;*
10. *Contacting boat owners moored on the River Lea Navigation; and*
11. *A dedicated project website*

8.1 Outline statutory consultation strategy

In order to undertake a meaningful public consultation exercise, there are a number of tried and tested techniques which we intend to use, which include:

- **Advertisements** in the local press covering east side of the borough, with one advert placed in a local paper which circulates in the whole borough.
- **Article** in Haringey People Magazine
- **Leaflets** distributed to all residents, resident / tenant associations and businesses within a defined area - leaflet drop of approximately 7,500
- **Exhibition** at local library throughout the six-week consultation period
- **Posters** at various public places
- **Websites** (Haringey Council and dedicated project website) containing the draft documents with details of how to make representations

- **Letters** to neighbouring boroughs, statutory bodies, Ward and neighbouring Ward Councillors, local community / amenity groups. These will include major consultees, such as:
 - Greater London Authority (GLA)
 - Government Office for London (GOL)
 - Transport for London (TfL)
 - London Development Agency (LDA)
 - The Highways Agency
 - Department for Transport
 - The Countryside Agency
 - The Environment Agency
 - English Heritage
 - English Nature
 - Adjoining London boroughs
 - Network Rail
 - Thames Water
 - Metropolitan Police
 - London Fire Brigade
 - Health and Safety Executive
 - Lee Valley Regional Park Authority
 - British Waterways
 - Arriva (North London)
 - North London Waste Authority
 - The National Grid
 - London Electricity
 - British Telecom
 - Haringey Teaching Primary Care Trust
 - Barnet, Enfield & Haringey NHS Mental Health Trust

In addition, letters will be sent to community / amenity groups that operate within the three wards, and have been identified through Haringey's Community Contact Database and other in-house lists.

8.2 Outline timetable for adoption

- 26th June 2006 - Masterplan and Sustainability Appraisal (SA) reported to June Planning Applications Sub-Committee (PASC) for approval to consult
- 3rd July 2006 to 14th August - Statutory six-week period of public and stakeholder consultation
- London Borough of Haringey to present the Masterplan to the Mayor (GLA)
- Responses to Masterplan and SA considered, and the draft document amended as appropriate. The results of the public consultation and the amended document then reported to PASC.
- October 2006 - Masterplan to be presented to the Council's Executive for adoption as a Supplementary Planning Document (SPD)
- Prior to formal adoption, the authority must make copies of the SPD available with the Sustainability Appraisal Report, the consultation strategy and such supporting documents as are relevant to the production of the SPD. Publication

on the authority's website of these documents and supporting communication details is required and a formal request for conformity with the London Plan will be required.

9. Summary and Conclusions

- 9.1 To summarise; a highly detailed 'design framework' for Tottenham Hale was prepared by consultants. That document has been abridged by the Council for consultative purposes, and will be known as the Tottenham Hale Urban Centre Masterplan. The abridged Masterplan will be the subject of statutory consultation over the summer, and subsequently adopted as a Supplementary Planning Document.

10. Recommendations

- 10.1 As per Section 2.

11. Comments of the Director of Finance

- 11.1 Any costs associated with the public consultation process will need to be contained within existing approved budgets in relation to Tottenham Hale Urban Centre Masterplan and the Planning Service. The Council should, as far as possible, aim to maximise S106 planning obligation benefits arising from future development proposals for the area.

12. Comments of the Head of Legal Services

- 12.1 The Head of Legal Services has been consulted and her comments have been incorporated into this report.

13. Equalities Implications

- 13.1 Tottenham Hale is characterised currently by a young and ethnically diverse population. The area suffers from high unemployment levels and a relatively high crime rate. Levels of owner-occupancy are comparatively low, and all of the wards relevant to the Masterplan are within the top-ten most deprived in the country. The area lacks many services and facilities.

The Draft Masterplan seeks to provide new employment opportunities, which can be accessed by all residents, and increase the level of skills in the local workforce. The Masterplan seeks to increase provision of a range of housing, including affordable housing and Lifetime Homes. Community safety will be increased through high-quality urban design and improvements to the public realm. The Draft Masterplan offers prospects for the existing and incoming population in terms of new retail, leisure and health facilities.

14. Use of Appendices / Tables / Photographs

- 14.1 The Draft Tottenham Hale Urban Centre Masterplan (SPD)
14.2 Sustainability Appraisal Report