

Report Title: Draft Tottenham Hale Urban Centre Masterplan and Sustainability Appraisal

Forward Plan reference number (if applicable):

Report of: Interim Director of Environmental Services – Andrew Travers

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

Report for: Key

**1. Purpose**

- 1.1 To report the outcome of the recent public consultation exercise in respect of the Draft Tottenham Hale Urban Centre Masterplan and accompanying Sustainability Appraisal. The statutory consultation period commenced on 3<sup>rd</sup> July and ended on 28<sup>th</sup> August 2006.
- 1.2 To proceed towards adoption of the amended Draft Tottenham Hale Urban Centre Masterplan (Appendix 1).

**2. Recommendations**

- 2.1 That the Planning Committee notes the proposed amendments to the Draft Tottenham Hale Urban Centre Masterplan.
- 2.2 That the Committee recommends that the amended Draft Tottenham Hale Urban Centre Masterplan and Sustainability Report be adopted by Executive as a Supplementary Planning Document (SPD).

Report Authorised by: **Shifa Mustafa, Assistant Director, PEPP.**

Signature:.....Date:.....

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### **3. Executive Summary**

3.1 The Draft Tottenham Hale Urban Centre Masterplan and accompanying Sustainability Appraisal were the subject of public consultation during July and August, as part of the statutory consultation process. The consultation attracted over 330 comments from 30 respondents. These comments have been considered and taken into account, and where appropriate, the Masterplan and Sustainability Appraisal have been amended.

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

4.1 The area is situated within an area defined in the Mayor's London Plan as an Opportunity Area appropriate for regeneration and as a Site Specific Proposal in Haringey's Unitary Development Plan.

### **5. Local Government (Access to Information) Act 1985**

5.1 Background documents include:

- Tottenham Hale Urban Centre Design Framework (2006).
- The London Plan (2004).
- Haringey Adopted UDP (July 2006).
- North London Sub-Regional Development Framework (2006).
- ODPM Sustainable Communities Plan (2003).
- ODPM Growth Area Fund (GAF) Bids.

### **6. Background**

- 6.1 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.
- 6.2 The purpose of creating a Masterplan was to provide an overarching template to guide future applicants, provide coherence and connectivity between the six main 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.

## **7. Description**

### **7.1 Strategic planning context**

7.2 The London Plan sets-out the Mayor's spatial development strategy for the capital. It 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 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.

7.3 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.

### **7.4 Local planning context**

7.5 Haringey's recently adopted Unitary Development Plan (July 2006) provides the statutory planning framework for the borough. It contains up-to-date policies and proposals for the development and use of land. The UDP policy of primary importance and relevance to Tottenham Hale is AC2, which sets-out the Council's proposals for the area, and acknowledges its London Plan designation as an 'Opportunity Area'. Policy AC2 states that 'there should be the creation of a new urban focus centred on Tottenham Hale Station' and that development should have regard to the development framework.

7.6 It was agreed that following a period of statutory public consultation, Haringey Council would subsequently adopt the Masterplan as a Supplementary Planning Document (SPD) in relation to the adopted UDP. The SPD would become a strong material consideration when assessing planning applications for the area.

7.7 At its meeting on 26<sup>th</sup> June 2006, Planning Application Sub-Committee (PASC) was asked to consider the public and stakeholder consultation strategy in respect of the Draft Tottenham Hale Urban Centre Masterplan. PASC agreed the consultation strategy, and Council officers were given a mandate to undertake the required statutory consultation.

## **8. Consultation**

### **8.1 Background**

8.2 Planning Regulations state that before the Draft Masterplan can be adopted by the Council as a Supplementary Planning Document (SPD), it must be the subject of statutory public consultation. This was undertaken by the Council during July and

August 2006. However, prior to the period of statutory consultation, the Tottenham Hale Urban Centre Design Framework (2006) upon which the Draft Masterplan was based, had already been the subject of a detailed process of informal, non-statutory consultation at the pre-production stage. This included engagement with the local community, local businesses, landowners and other key stakeholders, details of which are set-out below:

### 8.3 *Informal public consultation*

8.4 Along side desk-based research and analysis, production of the overarching Tottenham Hale Urban Centre Design Framework document was informed by:

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

8.5 The findings of this non-statutory consultation informed production of the Draft Tottenham Hale Urban Centre Masterplan.

### 8.6 *Formal public consultation*

8.7 The formal public consultation process in respect of the Draft Masterplan commenced on 3<sup>rd</sup> July and ended on 28<sup>th</sup> August 2006. The strategy undertaken complied with, and exceeded the Government's statutory requirements. The consultation was extensive and wide-ranging, with the main documents made available in different languages and formats upon request. The strategy included:

- Advertisement (public notice) placed in a local newspaper with borough-wide circulation.
- Masterplan and Sustainability Appraisal made available for inspection at 639 Tottenham High Road, other Council offices and all of the borough's libraries.
- Article in Haringey People Magazine, distributed to all households.
- Leaflets distributed to all addresses with a defined area – approximately 7,500.
- Leaflet and covering letter posted to statutory consultees, adjoining boroughs, ward and neighbouring ward councillors, local community and amenity groups, members of Neighbourhood Assembly – approximately 500 letters.
- Professionally designed exhibition material on display at Marcus Garvey Library.

- Posters at various locations.
- Websites (Haringey Council and the dedicated project website) containing the draft documents with details of how to comment.
- Public presentation at the Welbourne Community Centre – 10<sup>th</sup> August 2006
- Meeting with local environmental and residents' groups attended by Council officers from the Strategic Sites and Projects Group – 21<sup>st</sup> August 2006
- During the consultation, over 40 telephone/email enquiries were dealt with by the Strategic Sites and Projects Group.

## 8.8 ***Consultation – Sustainability Appraisal***

8.9 Consultation was held during September and October 2005, providing an opportunity for both general and specific consultees to indicate their preferred options for Tottenham Hale.

8.10 A copy of the Sustainability Appraisal Scoping Report was sent to a number of organisations in August 2005, including the four statutory consultation bodies;

- The Countryside Agency,
- English Heritage,
- English Nature, and,
- The Environment Agency

8.11 Written responses were received from:

- Environment Agency,
- English Heritage,
- Countryside Agency,
- Thames Water,
- British Waterways,
- Haringey NHS - Teaching Primary Care Trust, and,
- Lee Valley Park Regional Park Authority.

8.12 Those comments were reviewed and taken into account where possible, resulting in some changes to the sustainability objectives and the Sustainability Appraisal Framework.

## 8.13 ***Masterplan and Sustainability Appraisal - consultation responses***

8.14 Around 330 separate comments – both objection and support - were received from thirty respondents, which included statutory consultees, local businesses, developers, local environmental and amenity groups. Their comments were often quite specific, and represented their own field of interest or statutory responsibility.

8.15 It should be noted that Council officers representing the Strategic Sites and Projects Team and Development Control, met with representatives of Millmead and Lockwood Industrial Estates at a meeting facilitated by the Chamber of Commerce. The purpose was to discuss the implications of the masterplan proposals and the GLS planning application on their businesses. Although the meeting was not part of the formal consultation, it was a useful platform for the businesses to engage with the Council and voice their concerns.

8.16 Summaries of all the representations received, the London Borough of Haringey's proposed response and proposed changes to the Draft Masterplan and Sustainability Appraisal are set-out in a separate document.

8.17 ***Public consultation - Key issues raised***

8.18 The key issues of concern which arose out of the formal public consultation included:

- High-density housing development, with the potential for overcrowding and adverse effect upon local environment
- Concerns about location of tall buildings – particularly near the river
- Additional traffic generation / car-parking
- Proposed housing mix / need for family-size units
- Development should address environmental best practice / sustainability
- The future of Millmead and Lockwood Industrial Estates
- Development in the flood plain
- Possible footbridge into the Paddock
- Redevelopment of petrol station site
- Possible footbridge into the Ferry Lane Estate
- Loss of ecological corridor along the railway
- Concerns regarding potential redevelopment of High Cross Estate
- Designing out crime
- Revisions to the Masterplan Objectives
- Importance of the waterways should be emphasised
- What issues can be addressed through S106 contributions
- Disruption during construction

8.19 ***GLA / TfL specific comments***

8.20 The GLA recognises that while the Masterplan provides comprehensive design advice for developers, it would benefit from greater refinement in matters relating to inclusive design and accessibility.

8.21 Transport for London (TfL) supports the aspirations of the Masterplan; its commitment to reducing car dependency, the development of travel plans, the promotion of the walking and cycling environment and support for appropriate car-free development. TfL is looking to Haringey Council to jointly develop a S106 framework which allows the pooling of S106 contributions for the major public transport infrastructure developments. Such an approach would help to support any future TfL business case.

8.22 ***Proposed main changes to Masterplan***

- The masterplan now states that a density of 700 hrh is appropriate.
- In respect of building heights reference has been made to the impact on the Green Belt and a requirement to take account of CAGE / English Heritage guidance.

- The housing mix has been revised in-line with Council policy and SPG, which seeks to provide more family-sized homes to address local need.
- Issues regarding accessibility and inclusive design have been added / strengthened to address GLA comments, including wheelchair and Lifetime Homes.
- Sustainability Checklist makes greater reference to local and regional policy, and applies targets from the GLA's SPG on Sustainable Design & Construction.
- Sustainability Checklist has been revised in respect of green roofs and composting. These can only be encouraged as there is no planning policy basis at present.
- Design principles paragraph in respect of Sustainable Design and Construction has been will be strengthened.
- References to flooding have been updated and strengthened throughout the Masterplan and SA, as required by the Environment Agency.
- Reference has been made to SRDF requirement for a strategic flood risk assessment for the Upper Lee Valley.
- Reference has been made to the Environment Agency's River Restoration Strategy.
- The proposal for a footbridge into the Paddock has been removed
- Design principles in respect of Designing out Crime have been updated and strengthened to comply with various responses, including the police.
- Masterplan makes reference to local waterways, not just the River Lee and acknowledges their value. Opportunities to enhance the ecology and biodiversity have been added. The masterplan requires that the waterspace is the starting point for the design of any waterside development.
- Changes have been made to clarify that there are no proposals for redeveloping the High Cross Estate.
- Additions to Glossary include: Design & Access Statements, Energy Action Areas and Inclusive Design.
- Ashley Park has been renamed Ashley Link to avoid confusion.
- The Masterplan objectives have been revised to include reference to a safe environment, accessible and inclusive design, the environmental, social and economic benefits of a riverside locations, reducing the impact of traffic and including the River Lee as an asset to enhance and protect.

## **9.0 Summary and Conclusions**

- 9.1 The Masterplan defines a vision for a dynamic new mixed used urban centre at Tottenham Hale and sets out how this will be realised. It provides a clear articulation of community and stakeholder aspirations for the area, design guidance for the public realm and for key development sites; and aims to provide clarity for developers seeking to invest in the area. The document has now been the subject of extensive public consultation and a sustainability appraisal.
- 9.2 Having an adopted Masterplan will improve the efficiency of the planning and development process, as well as improve the quality of any new development. It will provide a framework that will be used to assess any future planning

applications and be afforded significant weight as a material planning consideration.

## **10 Recommendations**

- 10.1 That the Planning Committee notes the proposed amendments to the Draft Tottenham Hale Urban Centre Masterplan.
- 10.2 That the Committee recommends that the amended Draft Tottenham Hale Urban Centre Masterplan and Sustainability Report be adopted by Executive as a Supplementary Planning Document (SPD).

## **11 Comments of the Director of Finance**

- 11.1 The Council has been further successful in its Round 2 bid for “Sustainable Communities” Growth Area Funding and the DCLG has allocated £2.5m over the two years 2006/07 and 2007/08. This funding will provide access improvements and enabling works to regenerate the Tottenham Hale area for development as a residential-led mixed-use development. The Masterplan aims to ensure that the area is developed in a coherent and effective manner way.

## **12 Comments of the Head of Legal Services**

- 12.1 The Head of Legal Services has been consulted and wishes to draw attention to the TfL response to consultation which looks for a Section 106 framework which pools contributions for major transport infrastructure needed to support the Masterplan. This response is a new procedure for the Borough but is in accord with Government policy in Circular advice and the London Plan. Government policy requires the Planning Authority to use evidence to demonstrate both the relationship of the infrastructure to the development and the fair and reasonable scale of the contributions to be pooled. The TfL proposal can be endorsed provided the Section 106 framework is in accordance with Government policy.

## **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.
- 13.2 The 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 Masterplan offers prospects for the existing and incoming population in terms of new retail, leisure, education and health facilities.

## **14 Appendices**



14.1 Appendix 1; The Draft Urban Centre Masterplan (with post-consultation changes highlighted.)