

Tottenham Area Action Plans Reg 18 Consultation Document

January 2014



1. Introduction

The Purpose of Area Action Plans?

In areas of large scale regeneration the best mechanism for delivering change is considered to be an Area Action Plan (AAP).

As a statutory planning document an AAP is a comprehensive spatial strategy for co-ordinated development that reflects the community's aspirations for an area. It can set the parameters for co-ordinated land assembly and positive development through compulsory purchase and planning policies which are responsive to a localised area. It can also help to modify existing planning designations such as employment land and town centre designations which maybe required to unlock the full potential of a place susceptible to transformational change

As a statutory planning document an AAP has to go through a number of rigorous community consultation stages and requirements in order to build a consensus around an area's regeneration proposals. The final iteration of the document has to go through an independent examination by a planning inspector

An AAP has a strong focus on delivery and implementation which is in line with Government guidance for areas of significant change and conservation. This focus provides certainty and clarity to potential investors in the area.

When an AAP is formally adopted it has to be consistent and in conformity with regional and local planning guidance such as the 2011 London Plan and Haringey's Local Plan 2013-2026 . It will provide planning policy, and allocate uses for certain sites and must be prepared in accordance with the Town and Country Planning (Local Development) Regulations 2012.

The AAP Regulation 18 document

This document is intended to fulfil the obligations as required in Regulation 18 of the Town and Country Planning (Local Planning) (England) Regulations 2012, which requires that the local planning authority notify consultees, including local business, residents and other interests that they propose to prepare a Development Plan Document and invite representations.

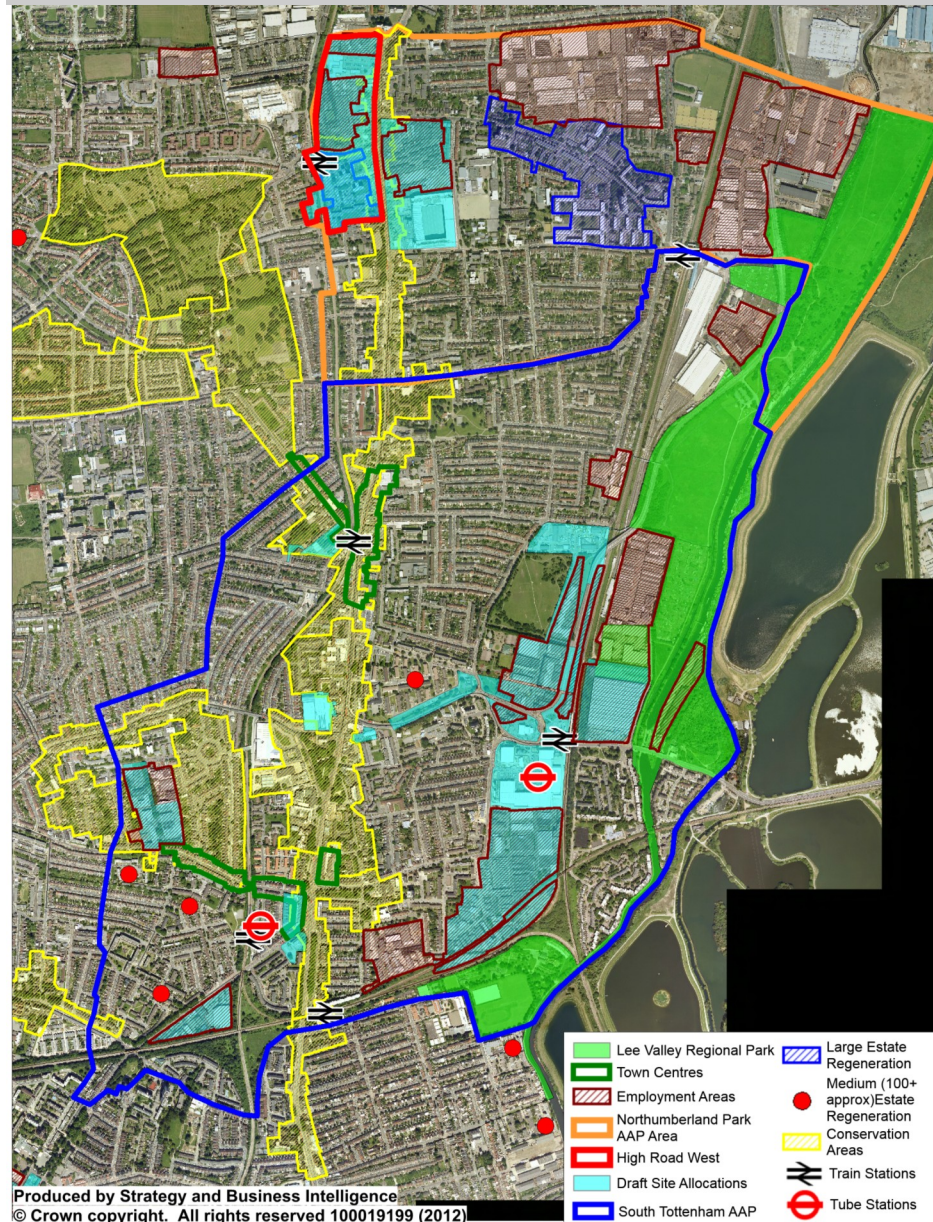
Consequently, we would like to notify the relevant stakeholders that Haringey Council intends to undertake Area Action Plan development in the Tottenham area and to involve them in shaping and informing these plans.

The function of this document operates in two ways. Firstly, it establishes the premise of undertaking AAP work in the Tottenham area and secondly it refers in more detail to the two locations for Area Action Plan development that we are commencing work on now. These areas are Northumberland Park and South Tottenham and the map overleaf that shows the indicative AAP coverage .

The Northumberland Park and South Tottenham sections in this document set out the intended "subject matter" of the statutory development plans covering these areas. It outlines the development challenges and issues and the programme for taking the AAP process forward in a graphics and map led form.

The areas within the Tottenham AAPs' include the Tottenham Hale Growth Area, the Northumberland Park Area of Change and the Tottenham High Rd/ Bruce Grove Area of Change (including Tottenham Green area).

Map 1: Indicative extent of the two Tottenham Area Action Plans



Relationship to other Documents

The AAPs will be developed in accordance with and consistent with a number of national, regional and local planning related documents.

These documents include:

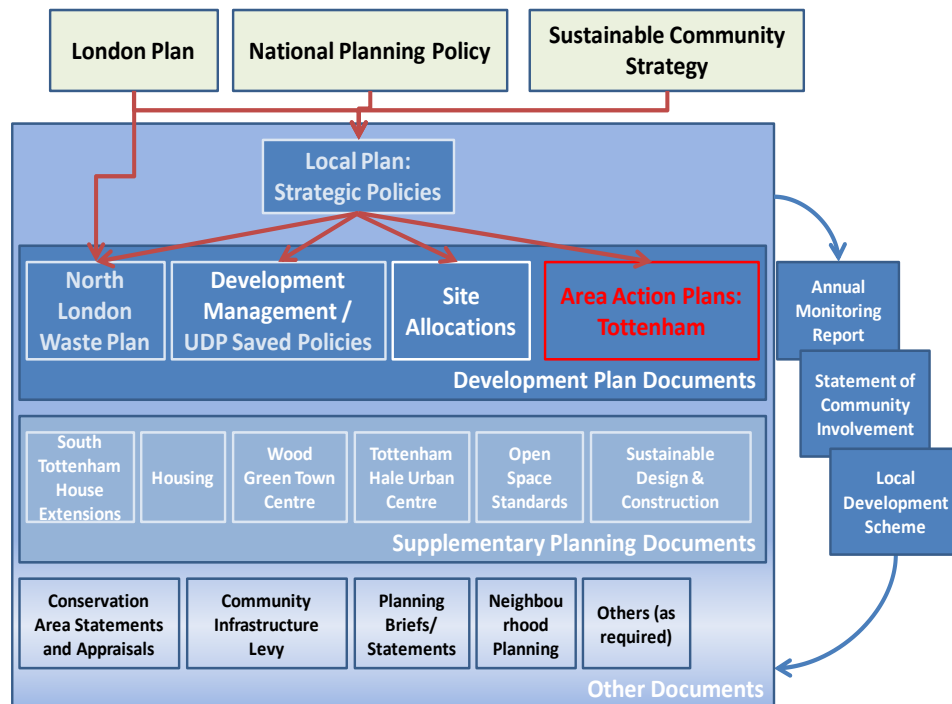
- **The National Planning Policy Framework**
- **The London Plan** designates Tottenham Hale as a growth point and the wider Tottenham area as an opportunity area.
- **Haringey's Local Plan 2013-2026** whose policies form the strategic policy basis for this document.
- **Upper Lee Valley Opportunity Area Planning Framework** whose objectives incorporate Tottenham Hale, Tottenham Green, Bruce Grove and Northumberland Park.
- **Other Emerging Development Plan Documents (DPDs)**

The AAPs will be developed in the context of other key emerging local DPD documents. These documents include, the **Site Allocations DPD** which identifies key development sites across the Borough and the **Development Management DPD** which will contain more detailed planning policy on a range of development issues to support the Local Plan and replace the saved UDP policies.

In addition to these documents, AAP development in the Tottenham area will be informed by a range of plans and frameworks. These documents include **A Plan for Tottenham**, **The 2006 Tottenham Hale Masterplan**, **The Tottenham High Road Strategy**, **The Draft High Road West Concept Masterplan** and the **Tottenham Strategic Regeneration Framework**. The council is also updating its evidence base with further studies such as the **Open Space and Biodiversity Study**, an **Urban Characterisation Study** and refreshing its **Employment Land Study**.

2. Key Issues

Since the preparation and adoption of Haringey’s Local Plan Strategic Policies DPD between 2010-2013, new trends, census figures and national and regional policies have emerged. As such it is considered prudent to review the circumstances informing this document and the Strategic Policies document. Changes in Tottenham since adoption of the Strategic Policies document include the socio demographic forecast, introduction of the Affordable Rent product and inward investment projects that have progressed all of which has led to reassessment of the development options in Haringey and in particular in the Tottenham area.



Tottenham’s Characteristics

Socio Economic Snapshot

Tottenham has a population of over 90,000, making up around 40% of Haringey’s total. Its population is relatively young, economically disparate and ethnically and culturally diverse. North Tottenham and some parts of Tottenham Hale have a significant number of areas falling within the 5% of the most deprived areas in the country while its other areas are among the 20% of the most deprived. Unemployment rates in Tottenham are the highest in London and over a fifth of people claiming Jobseekers Allowance are aged between 18-24. Crime and antisocial behaviour are key concerns in Tottenham with levels of crime are proportionally higher than elsewhere in Haringey.

Built Environment Snapshot

Tottenham has high public land ownership, low land values and contains significant conservation areas. It is defined along its eastern boundary by the Lee Valley reservoirs and to the west by the urban centres of Finsbury Park, Green Lanes and Wood Green. The area is a key strategic growth area within the Upper Lee Valley Opportunity Area and the London-Stansted-Peterborough growth corridor and is well connected by road and rail to the City and the West End of London.

Tottenham’s economic geography is based upon various centres of economic activity, which include significant quantities of important employment land, on the transport corridor of the High Road (A1010) which connect Tottenham and the M25, the City and central London. These centres include the Tottenham Hotspur stadium in Northumberland Park the retail heart of the High Road at Bruce Grove and the gateway to Tottenham at Seven Sisters in the south.

2. Key Issues

London Context

The trajectory of redevelopment in London over the last two decades has been driven from west to east in northern and southern arcs. This reached east London in recent years with the transformational changes around Stratford and the London Olympics site. The conclusion of this trajectory is the regeneration of the Tottenham area where the arc is intersected by the evolving north-south Cambridge /Stanstead corridor and Stratford /Royal Docks regeneration.

Tottenham in the London Context



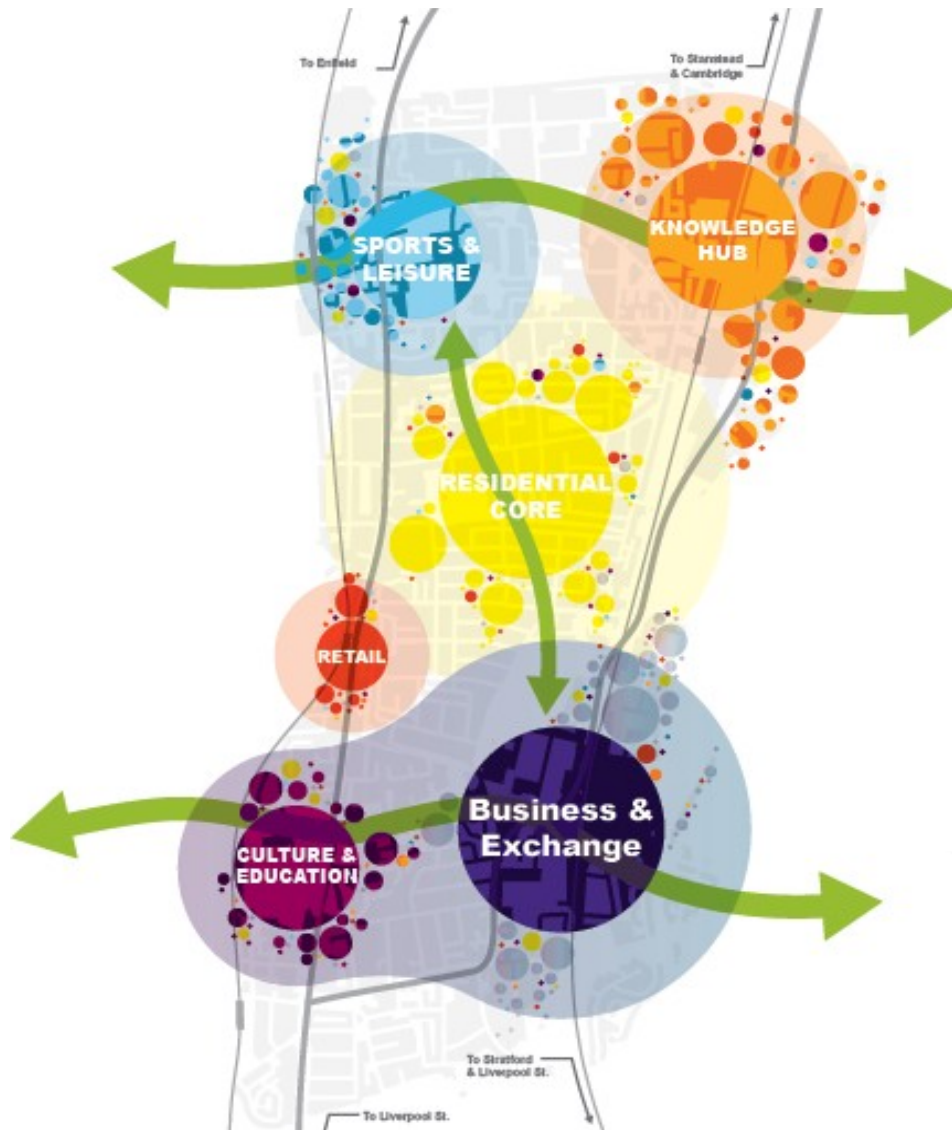
Why does Tottenham need Area Action Plans?

The Scale of Change

Tottenham is the most significant development opportunity in London for the next ten years. To deliver this opportunity an AAP will be a statutory planning framework for development that has the potential to help deliver:

- More than 10,000 new high quality homes; and
- Over 5,000 new jobs created or accessed with almost a million square feet of employment and commercial space added.
- A new civic hub and open space at Tottenham Green and a new gateway to Seven Sisters
- A reinvigorated and enhanced high street at Bruce Grove
- A new leisure destination at High Road West
- Major transport improvements through the government's £500m borrowing guarantee to support housing and transport infrastructure in Tottenham.
- TfLs ongoing delivery of the £40m gyratory improvement scheme to unlock development sites near Tottenham Hale.
- The Upper Lee Valley Opportunity Area Planning Framework area as a green industry corridor.
- Sustainable forms of energy and the promotion of low and zero carbon energy generation

The Area Action Plans will be informed by a number of emerging studies including the Haringey Urban Characterisation Study. This document has the potential to reinforce the indicative character areas reflected in the A Plan for Tottenham document through a strong place shaping agenda that builds on the good things of the past and emerging opportunities.



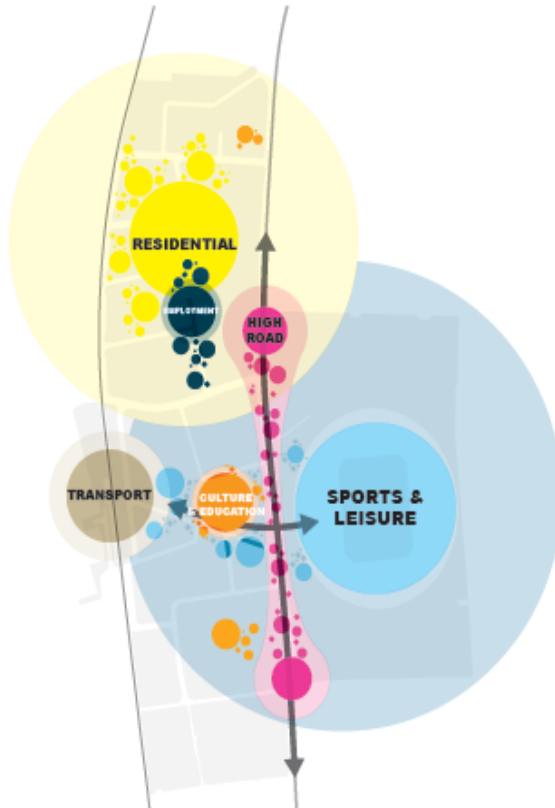
Issues and Challenges

If regeneration of the Tottenham area is to be successful, a number of physical, social and environmental issues and opportunities need to be addressed. These issues and challenges include:

- The dominance of social housing, which can be detrimental in terms of creating a mixed and balanced community.
- The underperformance of the High Road in terms of commercial and retail activity.
- Barriers to movement in all directions with a particular reference to east west travel through the severance produced by the railways' linear routes which has meant that the physical structure of Tottenham has lost contact with the open space of the Lee Valley.
- Public image defined in part by poor quality streetscape and the run down appearance of buildings.
- Poor transport infrastructure in North Tottenham.
- The lack of a strong sense of Place in the areas of Northumberland Park, High Road West, Bruce Grove, Tottenham Hale and Seven Sisters.
- The challenge posed by the opportunity to create a district centre in Tottenham Hale.
- The need to improve the quality and quantum of social infrastructure.

Northumberland

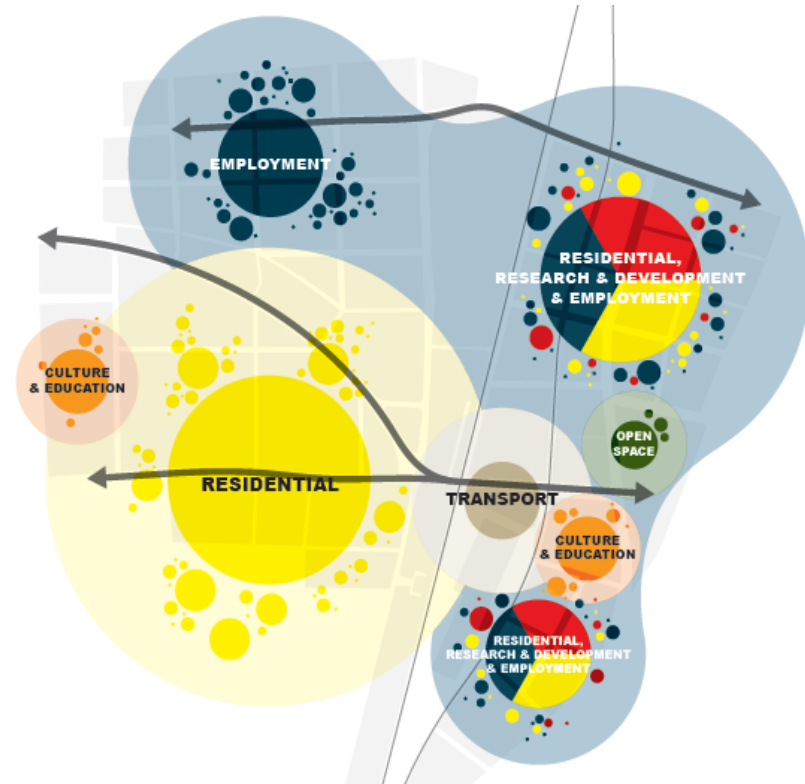
The Northumberland Park AAP area will encompass the sub areas of Northumberland Park and High Road West areas (see Map 1).



The High Road West area showed in the indicative inset map is the key High Road hub in Northumberland Park and has the potential to be an area for significant change. Tottenham Hotspur Football Club's development plans have the potential to transform the area into a sports and leisure hub, whilst planning permission has also been granted for commercial, residential and educational elements. Housing regeneration through estate renewal and new build has the potential to create new residential neighbourhoods and improve the quality, mix, tenure of housing in the area. High Road West has been identified as a specific masterplan opportunity.

Place making in the form of public realm improvements, redevelopment of White Hart Lane Station and bringing existing railway arches into use, along with innovative ways of improving the existing retail uses have the potential to have positive place making impacts on the short to medium term timescale.

Park AAP



The Northumberland Park sub area showed in the indicative inset map offers an opportunity for large scale change in Tottenham in terms of housing mix and employment offer. Employment and education could be the catalysts for neighbourhood regeneration which could include major estate renewal and the introduction of more private and shared accommodation into the area. Northumberland Park will witness major transport improvements through the West Anglia line through three/four tracking which would provide a more frequent service into London and make Northumberland Park a more appealing

Northumberland

area for investors. Improvements in land use would facilitate better east, west movement and would draw the Lee Valley Regional Park into the area. Key to the regeneration of this area would be the retention of existing local services and professions while increasing the provision of new jobs

Other factors influencing the AAP spatial strategy for Northumberland Park include its relationship with neighbouring boroughs including Meridian Water development in Enfield, and in the longer term, the proposed Crossrail 2 route and the Airports Commission into future airport capacity which would effect Stanstead Airport.

Employment Land

A major land use in the Northumberland Park and South Tottenham area is designated employment land. The future of these landholdings will be considered in an Employment Land Update which will be commissioned in 2014 to inform the next iteration of the Northumberland Park AAP . This update will look at the existing uses, the qualitative and quantitative value of this land and what sectoral growth is expected in the area, in the context of rising PTAL and the wider regeneration objectives in the Tottenham area .

Housing Regeneration Programme

A key driver of change in Haringey and in particular the Tottenham area is potentially Haringey's Housing Investment and Estate Renewal programme . Currently, there are a number of potential small, medium and large housing regeneration sites that are being consulted upon.

Park AAP

The aim of Haringey's housing programme will be to regenerate existing Council housing, build new shared ownership homes and provide new private housing in order to meet housing need and create mixed and balanced communities. In order to do this the programme will have to address a legacy of poor land use, typified by many 1960's housing estates, whilst positively contributing to place shaping by closely integrating the housing sites with the surrounding area.

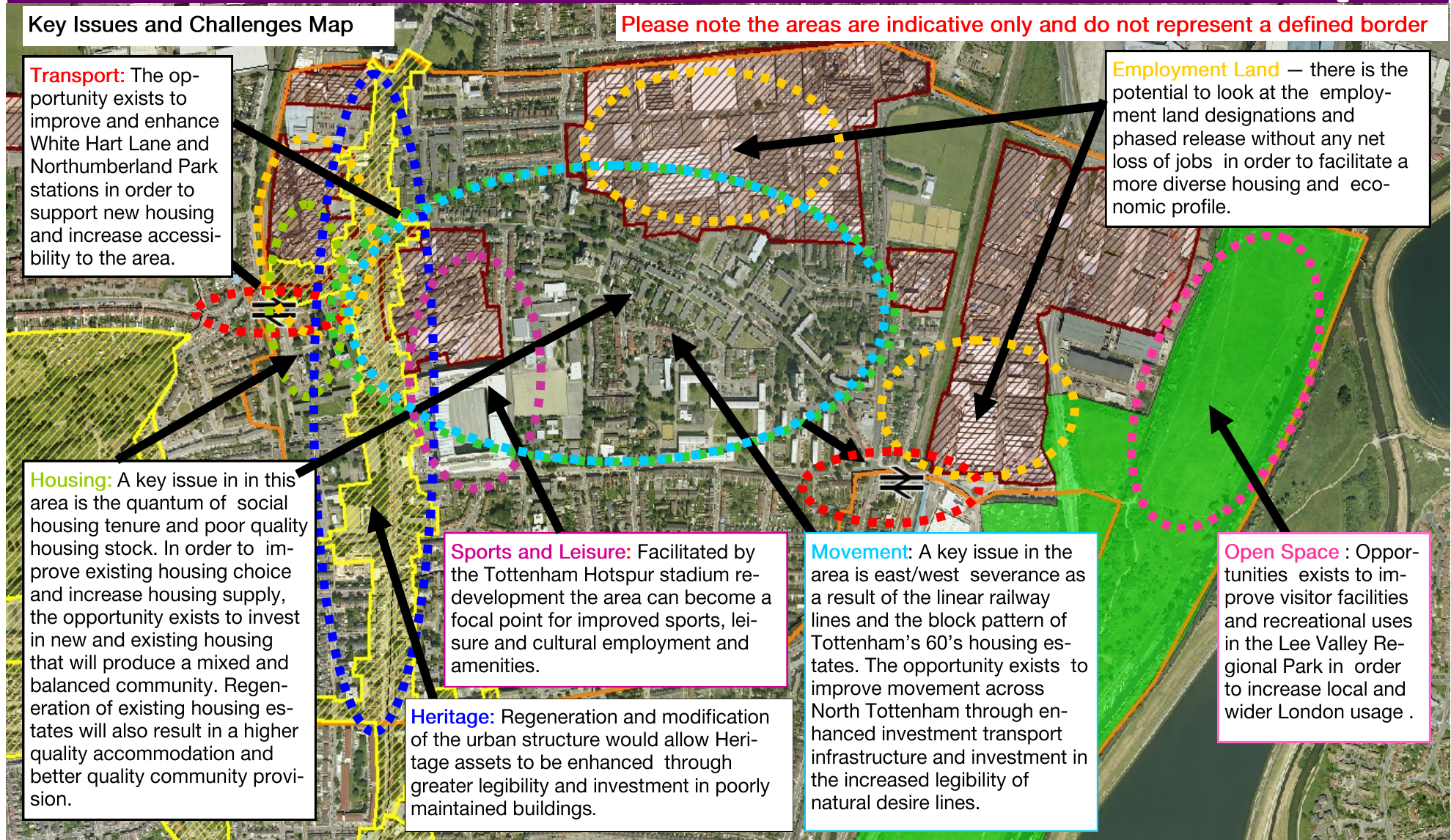
In addition, as a proportion of Haringey's housing has been based on poor land use principles, the opportunity exists on some council owned sites to increase the quantum and quality of housing provision, improve on poor construction quality, rebalance the overprovision of too many one and two-bed properties; and address anti-social behaviour made worse in certain instances by poor estate layout. The overall housing regeneration programme would have positive place shaping implications as the regenerated sites would integrate better with the surrounding environment.

Recent changes to national housing policy and funding opportunities have resulted in a significant shift in the landscape for provision and improvement of social housing, with local authorities receiving more freedom and flexibilities over how they invest in their housing stock.

3. Northumberland Park AAP Map

Key Issues and Challenges Map

Please note the areas are indicative only and do not represent a defined border



Transport: The opportunity exists to improve and enhance White Hart Lane and Northumberland Park stations in order to support new housing and increase accessibility to the area.

Employment Land — there is the potential to look at the employment land designations and phased release without any net loss of jobs in order to facilitate a more diverse housing and economic profile.

Housing: A key issue in this area is the quantum of social housing tenure and poor quality housing stock. In order to improve existing housing choice and increase housing supply, the opportunity exists to invest in new and existing housing that will produce a mixed and balanced community. Regeneration of existing housing estates will also result in a higher quality accommodation and better quality community provision.

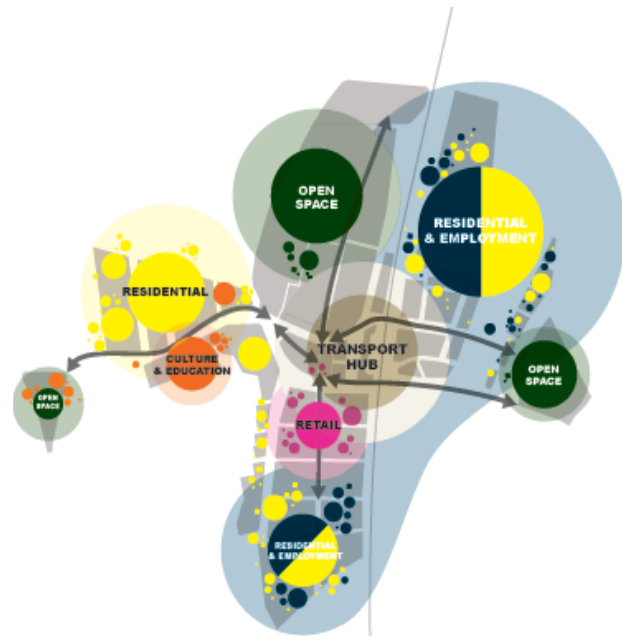
Sports and Leisure: Facilitated by the Tottenham Hotspur stadium redevelopment the area can become a focal point for improved sports, leisure and cultural employment and amenities.

Heritage: Regeneration and modification of the urban structure would allow Heritage assets to be enhanced through greater legibility and investment in poorly maintained buildings.

Movement: A key issue in the area is east/west severance as a result of the linear railway lines and the block pattern of Tottenham's 60's housing estates. The opportunity exists to improve movement across North Tottenham through enhanced investment transport infrastructure and investment in the increased legibility of natural desire lines.

Open Space : Opportunities exists to improve visitor facilities and recreational uses in the Lee Valley Regional Park in order to increase local and wider London usage .

South Tottenham

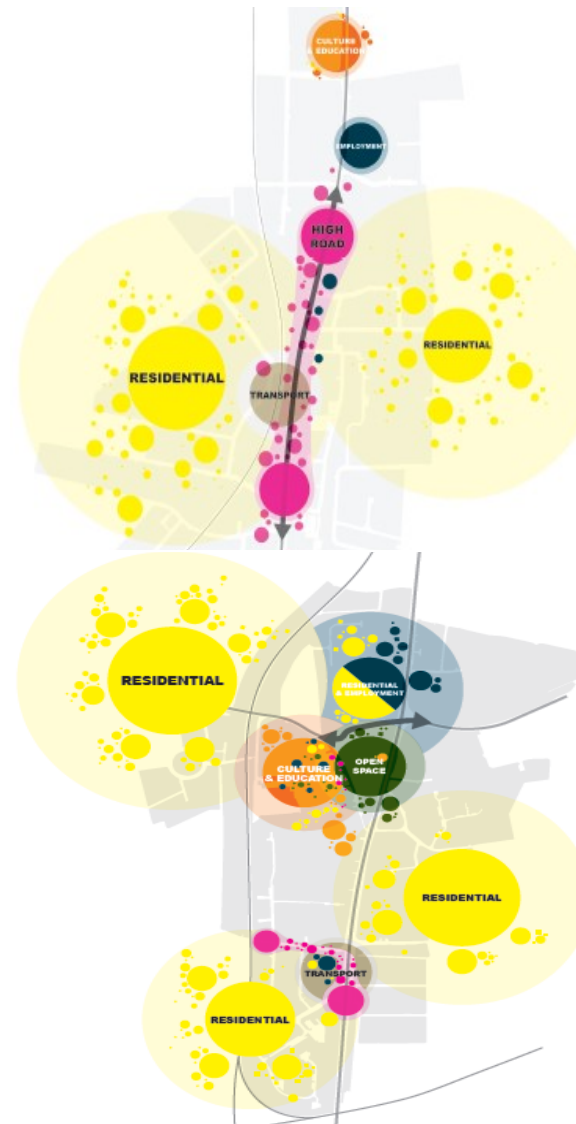


Tottenham Hale has the potential to become a district centre by 2025 and become a regional transport hub through significant infrastructure improvements. In conjunction with the developments at Hale Village and key development sites an opportunity exists to create a functionally and architecturally diverse and distinctive place that enhances its environmental assets

such as the River Lea and Walthamstow Wetlands. In conjunction with the changing character of Tottenham Hale the opportunity also exists to create a step change in the employment profile by assessing existing employment land designations. The opportunity also exists to address the emerging creative hub in the area.

Bruce Grove will continue to be a principal high street and main retail focal point. It is a historic high street which is characterised by an almost continuous parade of small retail buildings with residential and office uses above. The opportunity exists to create a more distinctive place through public realm improvements, to look at the extent of the town centre designation and to enhance its retail offer through a number of planning related interventions that respond to the development of larger footplate stores retailers at Tottenham Hale and potentially ...

South Tottenham



Northumberland Park.

Tottenham Green has the potential to become the cultural heart of Tottenham. Alongside public realm and key street frontage improvements a legible place could be created that accentuates its status as the gateway to Tottenham. The challenge is to enhance its existing assets such as the Green, the cluster of successful buildings such as the Town Hall, the Bernie Grant Centre and the Marcus Garvey library and its distinctive retail offer alongside the catalysts and opportunities for change such as improvements to the gylatory system.

4. South Tottenham Map

Key Issues and Challenges Map

Please note the areas are indicative only and do not represent a defined border

The block pattern of Tottenham's 60's housing estates has resulted in poor connections to outlying areas. The potential exists to regenerate existing housing estates resulting in higher quality accommodation and better quality community provision.

At **Tottenham Green and Seven Sisters** there is the opportunity to create a distinct civic, cultural and educational hub through the enhancement of existing assets such as the College of Haringey and the Bernie Grant Centre along with wider streetscape improvements that compliment existing local activities

At **Bruce Grove** there is the potential to improve the retail offer. Interventions may be needed to concentrate retail activity in this area and enhance retail activity.

At **Tottenham Hale** one option is to create a strong commercial heart with a distinctive district town centre. Improved connectivity through transport and movement infrastructure projects will be key to its role as a gateway to the wider Haringey area and Tottenham Hale as a place that supports new mixed use housing. These projects include significant rail improvements and station enhancements at Tottenham Hale Station interchange and new movement projects such as bridges and permeable routes to the Walthamstow Wetlands

- Lee Valley Regional Park
- Town Centres
- Employment Areas
- North Tottenham AAP Area
- Conservation Areas
- Train Stations
- Tube Stations

5. Next Steps

Approach

Your comments

Currently, we do not intend going down the non statutory issues and options route of AAP development. The existing and emerging evidence based documents provide a compelling case for comprehensive change. We feel that undertaking an issues and option stage would lead to an unnecessary delay in the transformational change in Tottenham that is required and widely supported by its community.

Your views on the outlined key issues and challenges presented earlier in this document are welcomed as are your comments on any further issues or opportunities that you think are relevant to the AAPs development. A second round of consultation - a Regulation 19 consultation will follow this Regulation 18 consultation in early Autumn and will again last for a duration of 6 weeks.

As an AAP is built on consensus, both consultations will offer the opportunity for residents and businesses to give their views about regeneration in the area through a statutory consultation process. Both consultations will follow the principals set out in the Council's Statement of Community Involvement, and will include the following:

- *An advert in local papers on the forthcoming consultation;*
- *A press Release and information on Council's website*
- *Information in Public Libraries and possible drop sessions at Tottenham's libraries*
- *Attendance and/or exhibitions and presentations to Area Assemblies and Community Liaison Groups*
- *Offers to community groups and stakeholders to have meetings to discuss the proposals*

- *Letters to all those on our consultation database (around 3000 contacts) which include local community groups and residents, infrastructure providers, developers, statutory bodies and neighbouring boroughs*
- *Duty to co-operate engagement with bodies that may have an interest in the formulation of the plans*

What happens next?

We will use the comments that we get from this consultation report, along with those received on other consultation documents such as our Site Allocations DPD (which will follow the same AAP preparation and consultation timeline) to prepare a more detailed AAPs for you to comment on in early Autumn 2014. This document will be informed by emerging documents such as the emerging Tottenham Strategic Regeneration Framework and the High Road West Masterplan.

Public meetings will be held at Area Assemblies at:

- Crouch End, Hornsey and Stroud Green Area Forum and Committee; 7:00 pm, 14th January 2014.
- Muswell Hill, Alexandra, Fortis Green and Highgate Area Forum and Committee: 6:30pm, 30th January.
- Northumberland Park and White Hart land Area Forum and Committee 6:30, 20th January.
- St Ann's and Haringey's Area Forum and Committee: 6:30pm, 21st January.
- Wood Green Area Forum and Committee: 6:30pm, 6th January.

To submit a written representation please send to
Planning Policy
6th Floor, River Park House
Wood Green
N22 8HQ — or online to ldf@haringey.gov.uk.

Timeline

The indicative timeline for the various iterations of AAP development and adoption is as follows. Although the AAP's development will follow the statutory consultation process their content will be informed by other Tottenham related documents such as the High Road West Masterplan, and the Tottenham Strategic Regeneration Framework and the responses made by stakeholders at the various consultation events. It is anticipated that the final AAPs will go through public examination in the middle of 2015 and if found sound adopted by the council later in that year

