



Haringey Council

Agenda item:

CABINET

On 16TH October 2007

Report Title: **Development of the Upper Lee Vision North London's Waterside**

Forward Plan reference number (if applicable): **[add reference]**

Report of: **Niall Bolger – Director of Urban Environment**

Wards(s) affected: **Northumberland Park, Tottenham Hale, Tottenham Green, Seven Sisters, Bruce Grove**

Report for: **Key Decision**

1. Purpose

1.1 To propose that the London Boroughs of Enfield, Haringey, and Waltham Forest work together to develop and implement a vision led approach to the Upper Lee Valley – North London's Waterside, improve co-ordination of sub-regional funding and mainstream activity and to agree a structure to undertake this.

2. Introduction by Cabinet Member (if necessary)

2.1 The adoption of improved partnership arrangements for the Upper Lee Valley will improve the delivery and co-ordination of regeneration as well as providing a mechanism for more effective political engagement in the process.

3. Recommendations

The Boroughs are recommended to:

3.1 Endorse the vision for the Upper Lee Valley to guide their approach to the area:

3.2 Approve participation in the co-ordinating structure as proposed in the report including the funding outlined in paragraph 16.1.

3.3 Note that a further report on the details of the structures outlined in this report will be dealt with using the Borough's normal decision taking processes.

3.4 To withdraw from the Upper Lee Valley Executive board and the local economic

partnership.

Report Authorised by: **Niall Bolger, Director of Urban Environment**



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4. Director of Finance Comments

4.1 The estimated cost of the proposed arrangement is £280k over 2 years. Haringey's share of this cost is £50k per annum for 2 years, which will be met from the Chief Executive's budget in each of the two years.

5. Acting Head of Legal Services Comments

- 5.1 Under Part Four Section 1 of the Council's constitution, the Cabinet is responsible for approving delegations, including frameworks for partnerships with other local authorities.
- 5.2 In accordance with Paragraph 12.01 of the Contract Standing Orders the partnership framework referred to in this report must be in writing by way of a document prepared or on a basis approved, by the Acting Head of Legal Services.
- 5.3 The Acting Head of Legal Services notes the content and recommendation of this report and confirms that there is no legal reason preventing Members from approving the recommendations set out in paragraph 3 above.

6. Local Government (Access to Information) Act 1985

Local Government access to information is needed as it is a legal requirement.

6.1 Background Papers

Upper Lee Valley: A New Vision September 2006

Report on partnership infrastructure for the regeneration and delivery for the Upper Lee Valley May 2007

Upper Lee Valley Future Funding – January 2007

7. Executive Summary

- 7.1 The Upper lee Valley has experienced a long period of decline due to the structural decline of manufacturing in London. Several programmes have attempted to halt this, including substantial investment from the European Union, but those programmes have not succeeded. In addition new opportunities such as the Olympic in 2012 and the pressure for increased housing supply mean a new vision for the area was needed to avoid it being changed on a site by site basis.

Through the North London Strategic Alliance the Boroughs of Haringey, Enfield and Waltham Forest, together with the LDA and GLA have worked to develop a new vision that can guide the future of the area.

The vision is designed to develop a longer term view of the area over a 20-30 year time horizon but capable of being implemented incrementally as opportunities present themselves. The purpose is to:

- halt the decline of the area
- restructure the economic, transport and housing infrastructure
- establish a strong image for the promotion of the area
- create a new solid platform for growth
- create the framework within which public and private investment decisions fit.

- 7.2 The vision does not duplicate any of the work currently being undertaken by Boroughs or regionally in the various planning frameworks. It instead provides a context and direction to guide and influence these statutory documents.
- 7.3 Entitling the area North London's Waterside is part of that concept and the objectives being proposed are set out in the detail of the report:
- 7.4 The delivery of the vision will require co-operation across all three Boroughs and with funders and decision makers at a London Wide level to ensure future funding streams are directed to making the vision happen.
- 7.5 As a result this proposes a new structure for partnership working in the area which places elected members at the heart of the strategy process.

Evidence of worsening trends in worklessness across the three Boroughs, especially in Enfield which has some of England's highest growth rates in incapacity benefit claimants.

8. Strategic Implications

- 8.1 The proposed partnership for the Upper Lee Valley will provide a strong voice for an area of north London which has declined significantly over the past 20 years, partly because it has not captured sufficient attention, and therefore investment, from either the public or private sectors. As a geographical area the Upper Lee Valley straddles three local authority boundaries which have a combined population of 750,000 – larger than most cities in the UK, but as a series of individual sites risks being drowned out by other large-scale projects within London. The recent Treasury-led review of sub national regeneration published in July of this year, sets out a compelling case for economic regeneration being best achieved at a sub-regional level. The regeneration of ULV presents a clear chance to make the most of the area as one of London's key Opportunity Areas. By working collectively, the three boroughs, working with the GLA and government, can generate the investment in transport and social infrastructure to tackle the structural levels of worklessness and transform the area.

9. Introduction – the need for a new approach

- 9.1 The Upper Lee Valley, from the M25 to the A104 Lea Bridge Road, runs along the edge of 3 London Boroughs and is shown on Map1 attached. The area has endured significant and continued decline in terms of economic activity and prosperity for at least 2 generations. This is despite being clearly identified as falling behind the rest of London and having a major asset in the Lee Valley Regional Park and the river frontage itself. Over the years, both Central and Local Government have invested resources and effort into the area but, at best, these actions have stemmed the rate of decline without really turning the tide, to the disbenefit of both the Boroughs themselves and their citizens.
- 9.2 Key reasons for this lack of improvement include: a failure to recognise the need for and achieve investment in appropriate transport infrastructure; the absence of a clear, coordinated approach by all the public authorities which directed their efforts; and an inability to maximise the advantage of the waterside frontage due to land holdings in the area. The area has never been seen as a complete whole with a defined sense of identity.
- 9.3 In addition to reasons in the above paragraphs, key policy developments during the past four to five years suggested that it would be timely to have a fresh look at the Upper Lee Valley. These reasons include:
- Sustainable Communities policy approach to housing growth which identified the London Stansted Cambridge growth corridor as one of four corridors nationally. The ULV has a strategic location as part of the southern tip of the corridor which provides a policy basis for securing additional funding for transport and other community infrastructure;

- Creation of the GLA and production of the London Plan which identified the ULV as an Opportunity Area and Area for Regeneration;
- the Lyons Inquiry into Local Government – which identified the key role of local authorities in ‘Place Shaping’;
- London securing the right to host the 2012 Olympics with the opportunity to extend the regeneration of the Lower Lee Valley northward to the Upper Lee Valley;
- Evidence of worsening trends in worklessness across the three Boroughs, especially in Enfield which has some of England’s highest growth rates in incapacity benefit claimants.

9.4 In addition both European and domestic, Single Programme funding rounds were concluding with strong signals that new programmes would be significantly less in the future. Coupled with this, the recent trend within the UK has been to allocate funding at a local level on the basis of shared objectives (examples: Local Area Agreements, Local Economic Growth Initiative). While this has significant merit there is a danger that individual Boroughs can overlook geographic trends which benefit from a sub regional approach. Finally, evidence from previous funding rounds suggests that those areas with strong partnerships, working to an agreed strategic vision are more successful in securing funding.

9.5 For these reasons it is considered that now is an opportune time to promote a new initiative based on the three Boroughs being determined to lead a jointly agreed approach. The NLSA was tasked with preparing a new vision for the Upper Lee Valley which was presented to Borough Leaders, Chief Executives and Leads for Regeneration in the autumn of 2006. From this as part of the ‘next steps,’ NLSA with LDA and the local authorities commissioned consultants to review Upper Lee Valley organisational structures and propose a new one which could commence delivery of the vision and co-ordinate regeneration funding that would be simpler, more cost-effective and link more effectively with mainstream organisations.

10. The Vision

10.1 The vision is designed to develop a longer term view of the area over a 20-30 year time horizon but capable of being implemented incrementally as opportunities present themselves. The purpose is to:

- halt the decline of the area
- restructure the economic, transport and housing infrastructure
- establish a strong image for the promotion of the area
- create a new solid platform for growth
- create the framework within which public and private investment decisions fit.

- 10.2 The vision does not duplicate any of the work currently being undertaken by Boroughs or regionally in the various planning frameworks. It instead provides a context and direction to guide and influence these statutory documents.
- 10.3 Entitling the area North London's Waterside is part of that concept and leads to the following objectives being proposed:
- make better use of and access to the unique assets of the Upper Lee Valley improving biodiversity and promoting it as North London's Waterside;
 - reverse economic decline and create a strong platform for economic growth using its strategic location as part of a world city;
 - improve transport connections to the City, Central London and Stratford and enhance internal connectivity.
 - promote social inclusion, environmental and economic sustainability and an improved quality of life.
 - make better use of urban land enabling more housing and business.
 - create an improved and sustainable housing environment and to support community facilities.
 - promote good urban design.
 - promote mixed use approach in the Central Leaside area making it the centre point and focus of the wider place.
- 10.4 Adoption of this vision will aid place-making both within and throughout the area and provide a means to enthuse investors, partners and residents to fully participate in regenerating the area. More detail is set out in the study report and its executive summary listed in the background papers

11. Delivering the Vision

- 11.1 It is crucial that there is effective political direction involving all three Boroughs to maintain focus and consistency of approach. Analysis of past activity shows that expediency and spending funding allocation has sometimes been the enemy of longer term achievement. Addressing the decline needs the highest level political direction and coordination. It is therefore proposed that the three Leaders with the support of their respective Cabinet Members for Regeneration provide this direction in a Leaders' Forum.
- 11.2 This group, which should only need to meet 4 times a year would provide direction to officers and resolve all cross-Borough issues subject to the necessary approvals required by schemes of delegation. The Leaders' Forum could, in time, co-opt or involve other bodies e.g. LVRPA, North London Business and development partners as they emerge but on the basis that the participation was of the nature of a full partner, committed to resolving issues at the table and contributing resources to deliver the partnership.

- 11.3 Bodies that currently sit on partnership forums but who are unable to, for example, commit to problem resolution at the meeting would not participate but would be involved via a consultative forum established off-line.
- 11.4 Working under the direction of the Leaders' Forum the main activity of the partnership will be delivered through the two supporting boards:
- Employment, Enterprise and Economy Board will be the clear 'client' committee for worklessness and business development activity in the ULV, and to ensure that there are clear linkages into the education agenda at both school and further and higher educational levels.
 - Place Shaping Board will have the responsibility for developing and implementing the physical and transportation elements of the Vision for the Upper Lee Valley.
- 11.5 More detail on these boards is contained in the background report. There is a staffing structure to support these groups to make sure that they work efficiently and effectively. This work is not being undertaken by any other bodies at the present time.
- 11.6 Proposed outcomes are:
- improved partnership working between the three Boroughs;
 - stronger lobbying force as a partnership;
 - better co-ordination and success of funding applications based on the agreed strategic vision;
 - sub-regional approach to tackling worklessness.
 - A clear delivery plan will be produced which sets out targets for delivering the vision, inc. strategic outcomes of reducing worklessness, higher levels of public and private sector investment, improved environment/ places, etc.
- 11.7 Subject to the approval of this report, details of the interim or initial structure will be reported for approval using each of the three constituent Council's decision taking mechanisms.
- 12. Profile and Communications**
- 12.1 Developing the detail behind the vision, communicating and promoting it at regional and governmental levels will be a fundamental task for the partnership over the next 12 – 18 months. This is essential to raise the profile and transform the way in which national and regional policy makers think about the area. Similarly, the vision can be a vehicle for transforming the way local people (including members) think about their area, raising confidence and aspiration for themselves and their children.
- 12.2 The vision will also need to be promoted to potential developers and major landowners in the area to ensure that private sector interest is encouraged at

the earliest stage. Indications so far suggest that the 'market' is very interested in the area and developers are keen to explore ideas. For these reasons a communications and engagement strategy will be an early product for the partnership to agree. This will set out the tasks and lead partners' roles to ensure constructive and supportive engagement at all levels from community and neighbourhood level through to national government.

- 12.3 Projected outcomes will include: transformation of the image of the area at regional and national levels; change of image of the area amongst local residents; greater interest from private sector developers.

13. Opening up the Lee Valley Regional Park

- 13.1 A core element of the new vision is about improving access to the Lee Valley Regional Park and making the most of the Park and waterways. These are assets which, in any other area would be seen as major selling points to attract the interest of investors and improve the quality of life for the existing population.
- 13.2 The LVRPA is a statutory body charged with managing and enhancing a regional park set up under an Act of Parliament. This legislative format has in the past made the Authority somewhat difficult to deal with particularly in its geographic limitations. It has also been felt that as a regional authority it has not focussed on building links with more local communities. This has resulted in a lack of congruence between community and locality needs and the park which has often limited previous attempts to regenerate the area. The challenges of 2012 and the enduring legacy is causing the Authority to rethink its approach and to reassess its ways of working to better meet these needs. If it were possible for the RPA to become a full partner in the vision it would add a significant dimension to achieving the goals. It is intended that they be approached on a formal basis to determine a working relationship which can evolve over time.
- 13.3 Similarly, British Waterways and Thames Water are key 'players' in the area both as landowners and because of their responsibility for assets which have the potential to be very attractive features of the area. British Waterways has developed an impressive track record in regenerating other waterways in some of the UK great cities, while Thames Water has been purchased by a new owning company Macquarie: involving these two organisations will be critical to the success of the ULV.
- 13.4 Key outcomes will be: better engagement with the Park Authority, Thames Water, British Waterways and other key landowners.

14. Transport Improvements

- 14.1 It is widely recognised that the current inadequacies of the transport infrastructure contribute to the lack of investment in the area. Local Authorities include within their strategic planning frameworks a desire to encourage rail based solutions but as yet the business case for tube extensions for example does not show the required rate of return. In any event, the lead time for such projects even if a go-ahead was given now mean that they would not be operational until the far end of the time horizon. It is not intended to give up on these longer term aspirations but in the meantime the opportunities for shorter term improvements must be grasped and aggressively lobbied for. The opportunities presented by the 4 tracking of the West Anglia Route using the existing track bed are a key priority for the area and it may be that the area could be suitable for initiatives as guided buses or a DLR type extension from Stratford. It is believed that the usage of such investments, together with progress on developments in the valley will help build a stronger business case for a heavier solution so it is important to achieve staged progress rather than wait for a solution which never comes.

Twin-tracking the West Anglia Line is a key priority for the ULV to enable provision of metro –style services (4 x per hour) NLSA lobbying has already contributed to the inclusion of the works in TfL’s long-term business plan and Greater Anglia Line Route Utilisation Strategy – but funding has not yet been secured.

- 14.2 Projected outcomes: Secure funding to take forward detailed proposals for West Anglia Line upgrade; Secure funding for major station improvements, interchanges and junctions to increase accessibility and improve connectivity of ULV

15. **Old Upper Lee Valley Structures**

- 15.1 The changes in European Regional Development funding and its transfer to the LDA mean a number of existing structures are now redundant. The Upper Lee Valley Executive set up to co-ordinate the large objective 2 programme is not now needed as its co-ordinating role is now replaced by the new upper lee structure and the LDA are no longer going to have a London European programmes committee which the executive was represented on.

The new E.R.D.F programme will no longer have a separate funding stream for community economic development and therefore the local economic partnership set up to manage this stream is no longer needed.

Therefore the Council is recommended to withdraw from official recognition of these bodies to avoid confusion and duplication with the new arrangement.

16. **Financial Implications**

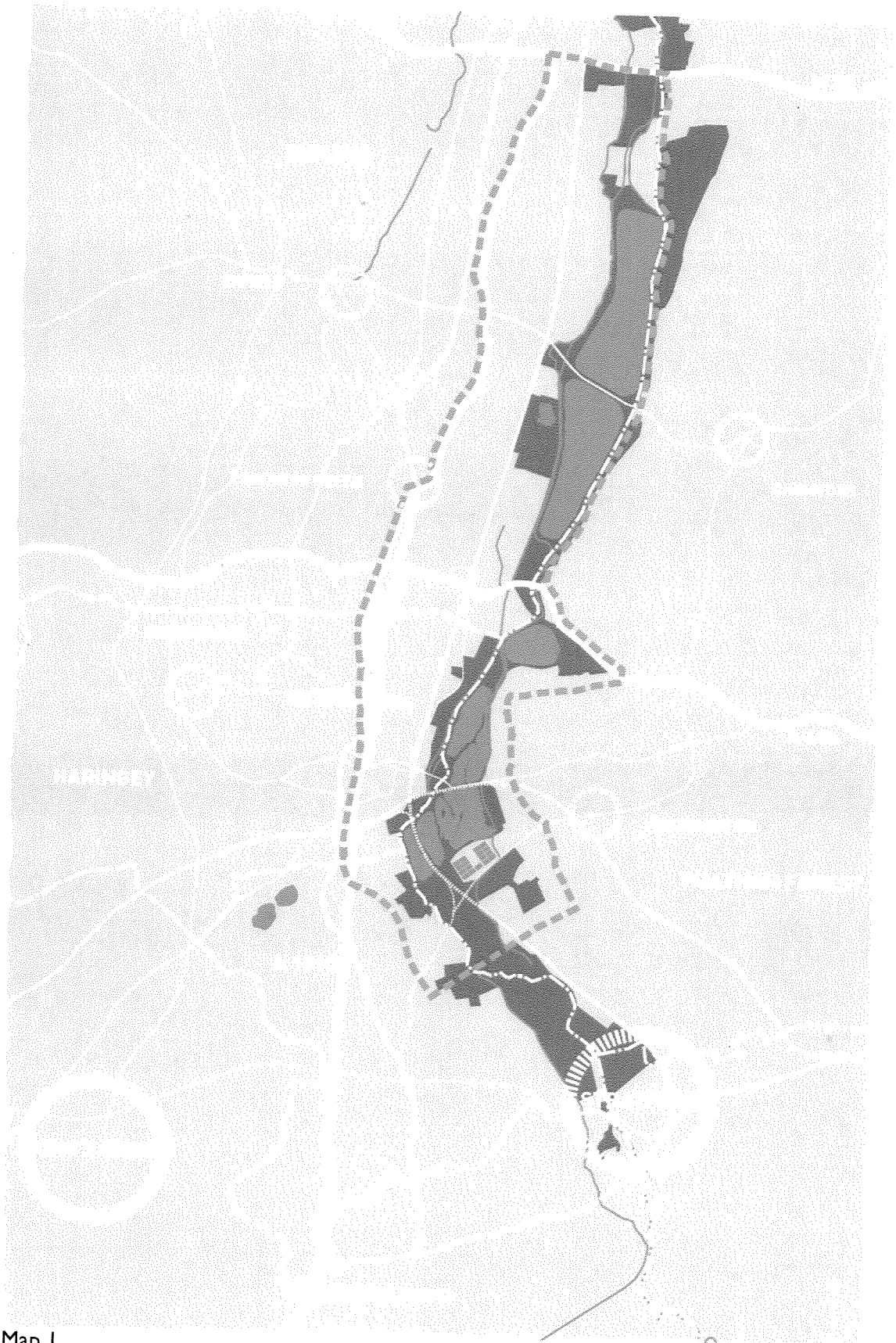
- 16.1 Initially this programme of activity can be contained within a cash contribution of around £140,000 each year, for two years split £50,000 each year from Enfield and Haringey and £40,000 from Waltham Forest reflecting its smaller element of the Valley. It is proposed that this level of funding be committed for two years by which time there will be a review on the progress and added value of the partnership before any further funding is sought.
- 16.2 This cash sum can be used to lever in additional funding either by match or as a sign of commitment to other partners. In particular, a bid has been made to the LDA for £300,000 over the two year period 2007/08 to 2008/09 so the Boroughs contributions will match this. It is anticipated that the outcome of this bid will be known by the end of September.
- 16.3 This will then provide the platform to bid for and manage funding streams from Central Government, the LDA and the next round of European Structural Funds 2007 – 2013. For example from Communities and Local Government:
- Growth Area Funding: Provided its continuation is confirmed in CSR07, the 3 Boroughs will be eligible to apply for GAF round 3 because of their location within the London Stansted Cambridge Peterborough corridor. However, competition will be stiff as 29 new 'Growth Points' have been added to 4 Growth Areas for which the funding was designed. NLSA has been working with LDA on the North London Development and Investment Framework which CLG regard as a key document in putting forward the case for North London. The report identifies 3 key development areas: Brent Cross/ Cricklewood to the west, Ilford town centre to the east and the Upper Lee Valley in the centre.
 - CLG also supports 9 'local delivery vehicles' in the Growth Areas with revenue funding. Although north London does not have such a vehicle, other delivery organisations are able to draw down significant sums from CLG to facilitate housing growth.
- 16.4 In addition, in-kind contributions from the expertise and systems of Councils would be utilised to keep real costs down and match fund other elements. Examples of the support most needed would be to include the projects in the area on one of the councils traffic light monitoring systems, press campaigns and seconding planners to work part-time on a dedicated basis to undertake reviews across the Boroughs. This would directly contribute to Borough programme in any event.

17. Further Action

As noted earlier, a further detailed report on structures will follow approval of the principles set out in this report.

18. Use of Appendices

18.1 Appendix 1: Map 1



Map 1