



Haringey Council

Agenda item:

[No.]

Cabinet

18 December 2007

Report Title: Central Leaside Area Action Plan Issues and Options Paper

Forward Plan reference number (if applicable):

Report of: Niall Bolger, Director of Urban Environment

Wards(s) affected: Northumberland Park
and Tottenham Hale

Report for:

1. Purpose

- 1.1 The Central Leaside Area Action Plan (CLAPP) is a joint work with London Borough of Enfield which aims to provide an investment and improvement framework for this particular area. The process for developing an Area Action Plan (AAP) for Central Leaside was approved by the Full Council in January 2007. The Plan is included in Haringey's Local Development Scheme.
- 1.2 The purpose of the current report is to seek members' approval for the draft Issues and Options report for Central Leaside for public consultation in accordance with the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Development) (England) Regulations 2004. The Issues and Options report represents the first public consultation stage and will be followed by a further public consultation on the preferred options and an Examination in Public. The papers are attached.

2. Introduction by Cabinet Member (if necessary)

- 2.1 This report is brought to this committee for Cabinet Members to consider related issues and options and approve the Central Leaside Area Action Plan.

3. Recommendations

- 3.1 That Members consider and approve the Central Leaside Area Action Plan Issues and Options report for public consultation.
- 3.2 That Members agree that the Cabinet Member for Enterprise and Regeneration in consultation with the Director of Urban Environment make any necessary minor changes to the Issues and Options report prior to public consultation.

Report Authorised by: Shifa Mustafa, Assistant Director, Planning Policy & Development

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4. Director of Finance Comments

- 4.1 As part of the 2006/07 budget process £75,000 revenue investment was approved for the UDP/LDF for years 2006/07 and 2007/08 only.
- 4.2 The estimated costs of £10,000 (Haringey share) for producing the joint plan will be contained within service budget provision in 2007/08.
- 4.3 Further costs associated with Examination in Public process will need to be identified and contained within existing service cash limits for 2008/09.

5. Head of Legal Services Comments

- 5.1 The proposals in the Issues and Options Paper summarised in this report will need to be in general conformity with the London Plan before the Development Plan Document mentioned in paragraph 9.1 of the report can be adopted. At the present time there are proposals for Central Leaside to be designated as Strategic Industrial Land in the Draft Alterations to the London Plan, and the Greater London Authority will need to confirm the conformity of the selected preferred option in due course.

6. Local Government (Access to Information) Act 1985

6.1 The following documents were used in the preparation of this report:-

- London Plan and further draft Alterations to London Plan 2006
- Haringey UDP 2006
- Executive Committee Report on Central Leaside December 2006
- Full Council Report in January 2007

7. Strategic Implications

- 7.1 Central Leaside is the collective name given to the strategic employment sites that lie on the border between the London boroughs of Enfield and Haringey. Central Leaside is an important location for industrial activity. Some of the employment land in the study area is designated as Strategic Industrial Land (SIL) in the further Alterations to London Plan. This designation is a framework intended to protect industrial land and reconcile the demand for, and supply of, productive industrial land in London. SILs are seen as London's strategic reservoir of industrial capacity.
- 7.2 Central Leaside's historic role as a location for traditional industrial activity has been in decline for some time and this trend is likely to continue in the future. (See appendix 1 for the map of the area). Where land is no longer needed for industrial uses, further draft Alterations to the London Plan (2006) allow for a managed approach to its release for other purposes, based on local demand assessments.
- 7.3 The Area Action Plan for Central Leaside is set within a broader policy context. The area falls within the London- Stansted-Cambridge-Peterborough Growth Area and Upper Lee

Valley Opportunity Area, and provide opportunities for regeneration and change. The policy context includes the London Plan, the emerging Core Strategy for Enfield and the Haringey UDP, together with the Area Action Plan for North East Enfield. There is also a non-statutory Plan for the Lee Valley Regional Park, a new Master Plan for Tottenham Hale and the neighbouring borough of Waltham Forest is also working on regeneration plans for nearby Blackhorse Road. Reference is also made to the emerging Joint Waste Plan. Recently, the North London Strategic Alliance, which includes the London Boroughs of Enfield, Haringey and Waltham Forest, produced a Vision for the Upper Lee Valley as North London's waterside. This looks at the long-term potential of the valley to raise its performance in every way and make much more of its assets: its good connections, growth potential, housing capacity and the Lee Valley Park. Central Leaside is in a crucial position to help achieve this vision.

- 7.4 The primary challenge therefore for the Central Leaside Area Action Plan (CLAPP) is to identify investment and improvements required to ensure the long term viability of the area as an employment location. The area requires a coherent framework of actions that can improve the quality of existing employment estates and support the growth of higher value added activities and enhanced employment densities and introduce mixed uses.

8. Financial Implications

- 8.1 The estimated cost of producing the joint plan is £150k in total phased over the period 2006/07 to 2007/08. The bulk of this cost will be incurred by Enfield and Haringey's share is estimated at about £10k. The project is managed by LB Enfield. There will be further additional costs in 2008-2010 for the Examination in Public process which will again be shared between the two Boroughs. The project will require updating Haringey's employment land study which was carried out in 2004. This will include reassessing Haringey's employment base and future trends, and the level of activity and opportunity for change and improvement for each of the Employment area within the Central Leaside area. The AAP is expected to be adopted by autumn 2010.
- 8.2 The Council's budget process for 2006/07 allocated additional resources of £75k in each of the 2 financial years 2006/07 and 2007/08 in respect of the UDP/LDF processes. Planning service put forward a service revenue investment bid for the next three years, 2008/09 to 2010/11 to fund the cost of Local Development Framework (LDF) work to meet Government targets.

9. Legal Implications

- 9.1 The Central Leaside Area Action Plan (CLAAP) will constitute a Development Plan Document for each authority. The majority of the Central Leaside business area is contained within the London Borough of Enfield and hence Enfield is the lead authority and commissioning body for the Plan.
- 9.2 Town Planning and Compulsory Purchase Act (2004) enable local authorities to develop area action plans subject to significant change. Central Leaside Area Action Plan is listed as one of the key documents in Haringey's Local Development Scheme.

10. Equalities Implications

- 10.1 During plan preparation, issues around equalities will be addressed. The Plan will be subject to sustainability appraisal which includes consideration on economic, social and environmental factors. The Plan will also be subject to equalities impact assessment. Care will be taken to ensure that consultation exercises reach all sections of the community and that national and the borough's equal opportunity policies are complied with.

11. Consultation

- 11.1 The Issues and Options paper is the first formal step in a wide-scale consultation with stakeholders, residents and businesses in the study area. At informal level, the consultants managed by LB Enfield collected initial views and ideas from the key stakeholders, and these are incorporated into the Issues and Options paper.
- 11.2 The aim of the Issues and Options Paper is to raise issues that need to be tackled in the area and the set out a number of options which could offer viable solutions to the challenges facing the Central Leaside. These options will be further assessed in the light of consultation responses and in terms of their viability and sustainability. The next step will be drawing up preferred options for further consultation.
- 11.3 Internal consultation on the development of issues and options included reports to the Regeneration Stream Board and Transforming Tottenham Members Working group. A site visit was arranged for officers and Northumberland Park and Tottenham Hale ward members in November.

12. Background

- 12.1 The process for developing an Area Action Plan for Central Leaside was approved by the Full Council in January 2007. Urban Initiatives consultants were commissioned by LB Enfield to develop the Action Plan and manage the public consultation process. Most of the study area lie within borough of Enfield (please see Appendix1 for the area map) including the land around Tesco and IKEA near Angel Road, land around London Waste Edmonton Incinerator and the Pickett's Lock area.
- 12.2 In Haringey the area covers the Brantwood Road, Willoughby Lane, North East Tottenham and Marsh Lane employment sites which are identified in the Haringey UDP as defined employment areas and it extends to Northumberland Park station and includes parts of Lee valley Regional Park around Stonebridge Lock. The Issues and Options paper will pose the question whether the area covered by the Action Plan should extend to cover a wider area than it currently set out.
- 12.3 The proposed area covers parts of Northumberland Park Ward. The ward is characterised as being one of the most severely deprived areas not only in Haringey, but the whole country. Results from the Indices of Deprivation 2004 found that 85 per cent of residents in Northumberland Park live in areas that are amongst the 10 per cent most deprived in Haringey. Much of the deprivation stems from labour market disadvantage. According to the last Census, residents in Northumberland Park has proportionately more low skilled residents than found elsewhere in Haringey and England. According to the 2001 Census, Northumberland Park residents aged 16 to 74 are more likely to be employed in the distribution, hotels and restaurants, public administration, education and health when compared with Haringey and England.

What is the primary challenge facing Central Leaside?

- 12.4 Central Leaside's historic role as a location for traditional industrial activity has been in decline for some time and this trend is likely to continue in the future. The sectors now occupying the greatest percentage of employment land are warehousing, logistics operations, refuse and recycling, utilities, motor vehicle sale and repair, and wholesale. These uses still provide a valuable source of jobs but employment deprivation is high in the surrounding residential areas. The area also suffers from a poor image, and outdated industrial stock. In some locations, there are a number of 'bad neighbour' industrial uses.
- 12.5 The relevant local demand assessments in Enfield and Haringey indicate that there is likely to be only very limited scope for the release of employment land for other uses. This conclusion might seem to suggest that Central Leaside will not change much in its function. Indeed, those logistics operations, warehouses and other similar large space users are a necessary part of the overall metropolitan employment scene and that Central Leaside plays an essential role in providing that space.
- 12.6 However, some sites within the Central Leaside area do offer a 'significant future development opportunity'. In Enfield part of the area, there are a greater proportion of vacant and derelict sites with most vacant land concentrated south of the A406 at Kimberley Road/Meridian Way. Furthermore, the integrity of the strategic employment land has already been compromised in the heart of Central Leaside, when permission was granted by LB Enfield to Tesco and Ikea. This area is likely to offer a 'significant future development opportunity' and likely to come under development pressures. In fact, there is already a landowner interested in developing a masterplan for this part of Central Leaside. This is an area which is very close to Haringey borough boundary and the employment areas in north Tottenham. Any future changes in this area will have implications for Haringey.
- 12.7 The economy of London and the southeast continues to shift towards more knowledge-based, service sector and high-technology activities. There is also significant potential growth in green technologies, which would build an existing core of refuse and recycling activities already in the area. There is a scope within Central Leaside to accommodate these activities, which often have greater employment densities than traditional industrial sheds. This could help to make more efficient use of the limited supply of employment land and inject more wealth into the local economy.
- 12.8 Between 2007/08 and 2016/17 the London Plan requires a minimum of 3,950 new homes to be provided in Enfield and 6,800 in Haringey, based on existing housing capacity estimates. There could be a scope in central Leaside to accommodate new housing. Mixed use in some sites in the Central Leaside area would also bring investment, which could be a catalyst for further regeneration and investment. In addition to employment related issues, Central Leaside needs major improvements in walking, public transport and the environment, as well as a substantial uplift in its image. The social and economic changes of the last 30 years are also reflected in other problems in the wider area including low average household income and educational achievement, under-investment in the housing and employment stock, and deterioration and shrinkage in local shopping streets as a result of changing shopping patterns and relatively low spending power. The overwhelming impression is that Central Leaside has drifted; it has adapted to economic change to some extent, but has not yet found a new role. If the existing economies and communities are to be revitalised, a step change is now needed. The following are some of the issues facing the area:

- Poor public transport accessibility
- Frequency of service at Angel Road and Northumberland Park Train Station
- Lack of east-west local road connections
- Need to improve employment skills in the area
- Pressure on social and community infrastructure
- Lack of access to Lee Valley Regional Park
- Deficiency in quality public space
- Quality of existing housing stock
- Need to improve environmental infrastructure
- Need for flood mitigation measures

12.9 The key purpose of the Issues and Options paper is to highlight these challenges and possible options for a wider debate and assessment to enable both authorities to make informed choices about the future direction of growth in the area. The Issues and Options Paper cover issues, options and questions for the following areas:

- future direction and options for Employment land (working in central leaside)
- transport (connecting central leaside)
- mixed use options and housing including housing density, affordability (living in central leaside)
- use of open space and leisure (central leaside' s image and open spaces)
- retails uses(living in central leaside)
- community facilities including schools and health (living in central leaside)
- issues and options for Pickett's Lock
- issues and options for Angel Road
- issues and options for Northumberland Park/ Northeast Tottenham

For a summary of options please see appendix 2

Key Issues and Options

A) Employment Uses

Given Central Leaside's location in the growth corridor, its socio-economic context, and the changing nature of industry, it is highly unlikely that the existing situation can simply be maintained without any investment or improvement. Therefore three broad options are envisaged.

Option 1: Reinforce the existing employment function

This would involve reinforcing the role of Central Leaside as an important industrial employment location, providing as much land as possible for low-density sectors that are forecast to grow in the next ten years, such as warehousing, distribution, transport, construction. The focus would be very much on supporting existing businesses.

Implications: This option would maintain existing levels of employment land, which are essential for these activities, and continue to provide employment to meet growth corridor jobs targets but is unlikely to generate the investment levels required for significant environmental improvement or the upgrading of the area's image.

Option 2: Take a pro-active approach to upgrading employment and developing niche sectors.

This could involve a number of different interventions including proactively encouraging growth sectors and industries by, for example, identifying a site for a logistics park, promoting a cluster of new green waste technologies, and promoting investment required to attract high value manufacturing. The growth potential of the green sector is significant and could help to create a 'unique selling point' and identity for Central Leaside.

Implications:

This approach would require very significant public sector intervention and commitment. This interventionist approach to improving the economic value of employment land would require actively facilitating redevelopment through the application of mechanisms such as land use planning and land-owner agreement, acquisition by private treatise or compulsory purchase.

Option 3: Transforming the area through intensification and mixed use

This option would require formulating pro-active planning policies for designated parts of Central Leaside, which allow for their transformation into mixed use developments including higher value business and commercial activities, space for start-up businesses, offices, healthcare, hotel, smaller scale retail and other complementary uses together with housing.

Implications: This option could kick start a step-change in transforming the image of Central Leaside, creating a new community based on a network of streets with good walking and public transport connections. There is also the potential to maximise opportunities of Central Leaside's waterside location. However, there will be a challenge to maintain or enhance projected employment levels, in order to compensate for the loss of strategic employment land. It is unknown whether this is likely to be a successful location for start-up businesses and other office uses – the market is untested here. This approach may require intervention on behalf of relevant public agencies and the co-operation of private interests.

B) Travel and Connectivity

Private car use currently dominates movement within Central Leaside. This situation is made worse by poor public transport accessibility, infrequent rail services, a lack of bus services to and from employment and residential areas, and unwelcoming walking and cycling routes. In addition, east-west movement is severely restricted within Central Leaside. Improving access and movement within Central Leaside is a key issue, particularly if Enfield and Haringey are to accommodate significant growth for future housing and employment growth. Various options are explored under the following key headings:

- Encouraging people to use public transport in Central Leaside
- Encouraging people to walk and cycle in Central Leaside
- Improving access to the North Circular Road
- Encouraging more sustainable modes of transport for moving freight

One of the **options** looked at by LB Enfield for encouraging people to use public transport includes **relocating Angel Road station, to the south of its current location**. By relocating the station to the south, it could potentially provide a focus for new mixed-use development and activity.

However, in this option the distance between the relocated Angel Road station and Northumberland Park station will need to be considered. One issue that faces Northumberland Park station is the long term possibility of 4- tracking. 4- tracking may increase frequency of local services but it will make already congested situation at the level crossing at Northumberland Park worse.

C) Housing

Key question here is that the Upper Lee Valley is identified as an area for growth and the provision of new housing. How much of this should be provided within Central Leaside, and where should this new housing be located? Options include the following:

- Provide a small amount of housing within Central Leaside.
- Provide new housing within mixed use development on currently under-utilised or vacant sites within the Central Leaside Strategic Employment Area.
- Provide a higher level of new housing within a major new mixed use development area, incorporating underutilised or vacant employment land, as well as some surrounding existing employment estates.

The paper explores further options about the level of affordable housing, density and size of housing units.

D) Schools and Other Community Facilities

The key challenge here is that if significant new residential development is to take place, expanding the capacity of surrounding schools will not be sufficient. The same applies to health care and community facilities. Options explored include

- Identify potential locations for new health care facilities in Central Leaside, which could be considered by the Primary Care Trust in its forward plan.
- If only a minimal amount of housing is to be accommodated in Central Leaside, without a significant new mixed use development, seek to accommodate new demand within existing schools in Haringey or Enfield through expansion, where possible.
- If a significant new residential population is to be accommodated in Central Leaside, identify a suitable location for a new primary school (or schools) in the heart of the area.

E) Retail

Key question here is that if a significant new residential community is to grow in Central Leaside, should we assume that the existing Tesco store provides suitable local provision, or should we be more ambitious and build the community around a new local centre, incorporating shops, services (such as a post office, launderette etc), cafes, and restaurants?

Before intensification of retail uses around the Angel Road area becomes a preferred option, it is important to assess the impact on neighbouring retail facilities and local centres such as Tottenham High Road.

F) Open Spaces and Leisure

Key challenges here are the lack of open space, access to open space and access to Lee Valley Regional Park and leisure facilities. The options that are explored include improving the access to and quality of existing open space, creating new open spaces, creating a new east–west link to the Lee Valley Regional Park in the Angel Road area, extending the LVRP on a north–south axis through the North Circular.

E) Focus on Northumberland Park /North East Tottenham

The proximity of the Northumberland Park /Northeast Tottenham to the major opportunity area in Angel Road means that change and improvement at one will have an impact upon the other. In particular, it is the opportunity for major transformation around Angel Road that will drive change in the Northumberland Park area. The regeneration efforts in both areas must therefore be complementary.

There are two possible scenarios for Northumberland Park. On one level, the area could continue in its existing role as a preferred location for employment uses, although improvement in the quality of the employment uses would be needed. This would include managed change, small scale redevelopment and environmental improvements. There could be a role for this area to promote seed-bed, green industries and start-up businesses or absorb displaced employment from elsewhere in Haringey and Enfield.

Alternatively, greater levels of change could be promoted in the area. In addition to improvements to the quality of employment areas, this alternative approach would also see redevelopment and improvement to selected employment areas with potentially higher-value employment uses integrated with the potential new living and working quarter around Ikea and Tesco. As part of this approach, it may be possible to introduce a mix of other uses and also to explore ways in which access to and the relationship of development to the Lee Valley Regional Park might be enhanced.

13. Next steps

- 13.1 Issues and Options paper for Central Leaside will be subject to comprehensive consultation with those living and working in the area and also with the GLA family and key stakeholders before a more detailed study can identify preferred options. The process is managed by LB Enfield and a consultation and communication strategy is in place to start the process in January 2008.

14. Conclusion

- 14.1 The key question facing Central Leaside is the future approach to employment land in order to ensure the long term viability of this part of Upper Lee Valley. If it is accepted that the essential character and function of the area is to stay the same, then better estate management, and clear planning guidelines might help to achieve some improvement.
- 14.2 Transformation of Central Leaside, however, will not happen without major new investment. A more urban, mixed-use approach based on a proper street pattern could potentially deliver higher value uses, greater employment densities and a complementary range of uses in a more attractive and pedestrian-friendly and better connected layout.

- 14.3 The key questions for Haringey involve future directions for employment areas in northeast Tottenham, Brantwood Road, Willoughy Lane and March Lane areas. Also the initial analysis indicated that the vacant and underused land near Haringey boundary around Tesco and IKEA is likely to come under development pressure which will have impact on Haringey.
- 14.4 The Area Action Plan can provide a coherent framework of actions that can improve the quality of existing employment estates and support the growth of higher value added activities and enhanced employment densities and introduce mixed uses.
- 14.5 The Central Leaside Issues and Options paper therefore sets out key questions and options on living in Central Leaside, working in Central Leaside, connectivity including public transport, retail and leisure activities, use of and access to open space, social and community facilities. The paper also sets out the location-specific questions and options for improvements in Picketts Lock area, Angel Road area and North East Tottenham/ Northumberland Park Area.
- 14.6 The outcome of the consultation will help shape the preferred options which will be subject to further public consultation. The development of preferred options will require updating Haringey's employment land study which was carried out in 2003. This will include reassessing Haringey's employment base, businesses, future trends and expansion plans, and the level of activity and opportunity for change and improvement for each of the Employment area within the Central Leaside area.

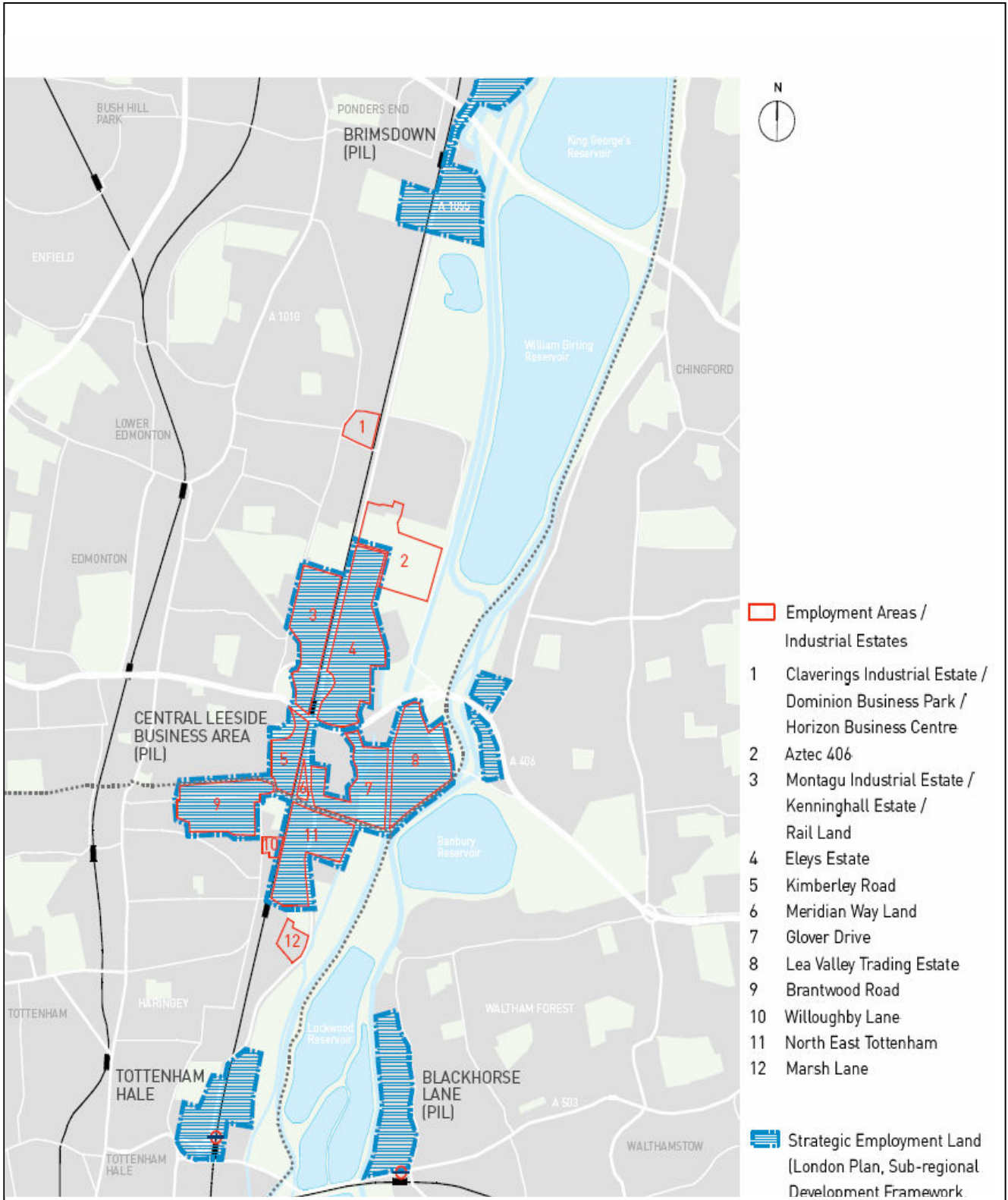
15. Use of Appendices

Appendix 1- Map- Central Leaside

Appendix 2- List of Options

Appendix 3- Draft Issues and Options Paper

Appendix 1- CENTRAL LEESIDE EMPLOYMENT LAND



Appendix 2- Summary of Options (draft)

CENTRAL LEESIDE AREA ACTION PLAN ISSUES AND OPTIONS STAGE

LIST OF DRAFT OPTIONS and QUESTIONS

WORKING IN CENTRAL LEESIDE – what are the options?

Given Central Leaside's location in the growth corridor, its socio-economic context, and the changing nature of industry, we do not believe that the existing situation can simply be maintained without any investment or improvement. We think there are therefore three broad options.

Option 1: Reinforce the existing employment function

This would involve reinforcing the role of Central Leaside as an important industrial employment location, providing as much land as possible for low-density sectors that are forecast to grow in the next ten years, such as warehousing, distribution, transport, construction¹. The focus would be very much on supporting existing businesses. The approach could be similar to that taken at Brimsdown, which is considered a successful example of estate investment, with a focus on rationalisation of layouts and better use of currently under-utilised space to provide larger plot sizes to accommodate expanding businesses² and improving the infrastructure and environmental management of the estates.

- Implications: This option would maintain existing levels of employment land, which are essential for these activities, and continue to provide employment to meet growth corridor jobs targets but is unlikely to generate the investment levels required for significant environmental improvement or the upgrading of the area's image.

Question: Which estates in Central Leaside are working well? Which should be a priority for intervention?

Option 2: Take a pro-active approach to upgrading employment and developing niche sectors.

This could involve a number of different interventions including:

- Proactively encouraging growth sectors and industries by, for example, identifying a site for a logistics park, promoting a cluster of new green waste technologies, and promoting investment required to attract high value manufacturing. The growth potential of the green sector is significant and could help to create a 'unique selling point' and identity for Central Leaside. It would require specifically dedicating land in Central Leaside as a main centre for environmental industries and evaluating how the policy regime in London and the southeast might help to drive the growth of those industries.

¹ Although there is a general shift towards high technology sectors, there are still some low-density sectors that are forecast to grow.

² Two-thirds of businesses in the Enfield Business Survey (EELS, 2006) anticipated that their business would grow in the next three years and 14% of businesses required larger premises to facilitate expansion.

- Undertaking an assessment of skills required to nurture these sectors and seek to train local people in skills required to access new jobs.
- Dealing with bad neighbour uses. For example, identifying vacant or underutilised land within existing employment areas for the relocation of bad neighbour uses from Montagu Estate. Opportunities for relocation are, however, extremely limited and costs of relocating businesses, who often own the freehold, could be prohibitive.

Implications:

This option is likely to be more expensive and might not be feasible in the absence of mixed-use development in parts of the study area (see Option 3). There might also be some 'opportunity costs', for example the lack of availability of suitable sites means that the relocation of bad neighbour uses might make it more difficult to establish a base for 'green' industries. Criteria used to evaluate potential sites for new industries could include accessibility, quality of surrounding environment, access to amenities and a lack of physical or institutional (e.g. ownership) constraints. This approach would maximise the control of the public sector over potential future change but would require very significant public sector intervention and commitment. This interventionist approach to improving the economic value of employment land would require actively facilitating redevelopment through the application of mechanisms such as land use planning and land-owner agreement, acquisition by private treatise or compulsory purchase.

Question: Which of these interventions do you support? Are there any others that you can suggest?

Option 3: Transforming the area through intensification and mixed use

Can parts of Central Leaside be transformed into a more urban character with mixed use development fronting on to streets? These might attract different kinds of employment and a complementary range of other uses including residential. This option would require formulating pro-active planning policies for designated parts of Central Leaside, which allow for their transformation into mixed use developments including higher value business and commercial activities, space for start-up businesses, offices, healthcare, hotel, smaller scale retail and other complementary uses together with housing.

Implications: This option could kick start a step-change in transforming the image of Central Leaside, creating a new community based on a network of streets with good walking and public transport connections. There is also the potential to maximise opportunities of Central Leaside's waterside location. However, there will be a challenge to maintain or enhance projected employment levels, in order to compensate for the loss of strategic employment land. It is unknown whether this is likely to be a successful location for start-up businesses and other office uses – the market is untested here. Policies should be set out in the Area Action Plan and detailed concepts worked up through supplementary planning documents. This approach may require intervention on behalf of relevant public agencies and the co-operation of private interests.

Question: where would intensification/higher density mixed use development be appropriate?

LIVING IN CENTRAL LEESIDE- what are the options

Housing

1) Amount and location of new housing: background to the issue

The London Plan currently requires a minimum of 3,950 new homes to be provided in Enfield and 6,800 in Haringey between 2007/8 and 2016/17. These targets are based on housing capacity studies, which do not include any major potential sites within the Central Leaside study area. So any major new housing provision in the area will help the two boroughs to exceed their minimum targets and contribute to the next phase of housing growth.

Potential locations for new housing development within Central Leaside are explored in further detail within section 7 of this report. At this stage we just want to know what you think about the broad principles.

1) What are the options for the amount and location of new housing?

- *Question:* The Upper Lee Valley is identified as an area for growth and the provision of new housing. How much of this should be provided within Central Leaside, and where should this new housing be located?

We think that there are three options. Please tell us if you agree with any of these, or if you think there are alternative options.

- *Option 1:* Provide a small amount of housing within Central Leaside.

Implications: This approach would see most of the area's employment land and premises, including some currently under-utilised sites, remain in employment use. Any new housing would be accommodated on the fringes of the employment areas, as close as possible to existing housing and community infrastructure.

- *Option 2:* Provide new housing within mixed use development on currently under-utilised or vacant sites within the Central Leaside Strategic Employment Area.

Implications: The option identifies Central Leaside as a key location for new housing development but has a minimal impact on the existing functioning industrial estates. However, the scale of development within this option might not be sufficient to justify significant improvements to public transport or highways infrastructure, or to deliver necessary social infrastructure - for example schools, healthcare and shops - to support a new community. Central Leaside does sit on a floodplain, however, within this option, housing could be concentrated in a location away from Lee Valley's waterways.

Option 3: Provide a higher level of new housing within a major new mixed use development area, incorporating underutilised or vacant employment land, as well as some surrounding existing employment estates.

Implications: This option identifies Central Leaside as a key location for new housing development, and requires change of use of some existing industrial estates. The scale of development in this option would help to build a strong business case for significant improvements to the public transport and highways infrastructure, as well as provide a critical mass of new residents to support a new school, healthcare facilities and local amenities. A development of this size could also enable an

exemplary eco-development, taking advantage of opportunities afforded by its location adjacent to the waterways and Lee Valley Regional Park. The floodplain is, however, a more critical issue in this option, and satisfactory assessments would need to be undertaken.

2) Housing density: background to the issue

New housing developments should make the most efficient use of suitable land, whilst respecting the local context, history and character of the area.

In London, the potential for a site to accommodate new homes is guided by a Density Matrix in the London Plan, which links housing density with public transport accessibility, as well as the surrounding context of an area. Central Leaside meets the Matrix's description of an 'urban' area, and therefore able to accommodate higher housing densities, however, access to public transport in large parts of the study area is limited³ and transport accessibility needs to be improved if higher 'urban' densities are to be workable in Central Leaside.

2) What are the options for housing density?

- *Question:* If Central Leaside is to be a key location for new housing, at what density should housing be provided?

We think that there are three options. Please tell us if you agree with any of these, or if you think there are alternative options.

- *Option 1:* Encourage new housing of a similar density to existing and adjacent housing areas within Central Leaside.

Implications: This option would ensure that new residential development respects the context of the surrounding area. However, this may not always be the most efficient use of suitable land. Where existing densities, for example, do not reflect public transport accessibility levels, new housing developments may be unnecessarily limited in terms of their density. A smaller number of residents can be accommodated in lower density developments, which minimises the potential for a critical mass to be accommodated in Central Leaside to support new transport and social infrastructure. Furthermore, higher density housing developments might better complement the scale of the road infrastructure and existing land uses in Central Leaside, and allow development to make the best use of assets in the area, such as the waterways.

- *Option 2:* Encourage higher housing density in Central Leaside, in areas that are more accessible by public transport.

Implications: Given many parts of the area currently suffer from limited access to public transport, within this option efforts would be made to secure public transport infrastructure improvements. As indicated above, higher density development would enable a critical mass of residents to be accommodated in the area, helping to build a business case for public transport improvements and investment in social infrastructure.

- *Option 3:* Encourage higher density housing development at appropriate locations, using a 'design-led' approach.

Implications: Whereas option 2 could be described as a ‘transport-led’ approach, this design-led option would allow elements of the built and natural environment to also determine the best locations for higher density development. For example, along the waterways and designated thoroughfares (both existing and new), higher density would be promoted, which would complement the scale of these features, and allow housing to benefit from the views made available. Relatively lower density family housing would be located in the heart of the community, away from main thoroughfares. As with option 2, this option would make efficient use of available land, and help to create a critical mass of people within Central Leaside to support the provision of new services and public transport facilities.

3) Housing type and mix: background to the issue

Current guidance at all levels highlights the importance of encouraging mixed and balanced communities. In order to achieve this, new housing developments must include a suitable range of housing types and tenures.

In terms of housing tenure, our background research has identified that there is a need for affordable housing in the wider area around and including Central Leaside. Enfield’s Housing Needs Study (2005) estimated that there is a net annual shortfall of 2,916 affordable homes, whilst Haringey’s Housing Needs Assessment 2007 has identified a shortfall of 4,885 affordable housing units. The target for affordable homes is set as 50% in Haringey’s UDP, and is being explored for the borough of Enfield through its Core Strategy Issues and Options Report. The Enfield and Haringey targets need to reflect the London Plan strategic target for 50% of all new housing within the capital to be affordable.

Central Leaside should encourage housing in a range of sizes and tenures. There is a particular need for larger, family-sized homes in both boroughs, especially units of four or more bedrooms. Equally, there is a shortage of affordable homes of all sizes in the action plan area. One of the Council’s strategic housing objectives is “to support the aspirations of residents to become homeowners.” Affordable housing products such as low-cost home ownership are key to achieving this vision. Whilst addressing the boroughs’ housing needs, the AAP should also ensure that development across the Central Leaside area offers accessible homes in a mixture of sizes and tenures, to achieve a balanced and successful community.

3) What are the options for housing type and mix?

- *Question:* What housing tenures should be provided within Central Leaside?

We think that there are two options. Please tell us if you agree with any of these, or if you think there are alternative options.

Option 1: Provide a mix of housing tenures within new housing developments, including a balance of private-for-sale housing, affordable social and intermediate housing, reflecting Haringey and London Plan targets of 50% affordable housing with a 70/30 split between social and intermediate housing.

Implications: This option will ensure the creation of a mixed and balanced community, although an opportunity might be lost to address the annual shortfall in affordable housing in both boroughs.

- *Option 2:* Provide a greater proportion of affordable housing within new developments in Central Leaside than other areas in the two boroughs.

Implications: This option will take advantage of opportunity sites in the area to deliver a high proportion of affordable housing, reflecting current need and demand. However, this may not contribute towards the creation of a mixed and balanced community. The requirement for a higher proportion of affordable housing may reduce the value of land where private developers are seeking to promote change and minimise the potential for new development to cross-fund the social and transport infrastructure required.

- *Question:* What house sizes should be provided within Central Leaside?

We think that there are two options. Please tell us if you agree with any of these, or if you think there are alternative options.

- *Option 1:* Ensure that all new residential development in Central Leaside includes a high proportion of family housing

Implications: This option would encourage families to move to and stay in the area, helping to create a vibrant community. The provision of family housing would, however, have implications for social and community infrastructure. In other words, if there are more families within the Central Leaside area there will need to be sufficient schools, health facilities, play areas etc. Given the lack of these facilities in Central Leaside at present, new developments will need to generate sufficient profit in order to be able to cross-fund social infrastructure. Developers' profits tend to be greater with smaller sized units, therefore a balance to be struck. This option would help to meet the need for larger owner occupied units within both boroughs. However, it may result in lower development densities across the area, therefore reducing the numbers of extra homes which both boroughs can secure.

- *Option 2:* Provide a mix of house sizes within Central Leaside, with a greater priority on one and two bed flats.

Implications: This option will result in the provision of less family housing and more flats, therefore reflecting future predictions of demographic change. Under this option, higher development densities may be achieved, which could help to cross-fund required transport and social infrastructure.

Question: How could development opportunities in Central Leaside help improve the condition of the existing housing stock? Are there any areas of housing in the immediate vicinity that could benefit from energy efficiency schemes?

Community facilities

Background to the issue

People living within the Central Leaside study area tend to be part of adjoining communities rather than part of a coherent Central Leaside residential neighbourhood. So their community facilities, such as schools, health centres, post offices, community centres and libraries, are typically outside the study area. However, this means that there are some residents within the study area that are under-provided for. The area to the south of Pickett's Lock and to the

north of the North Circular, for example, lies outside of the recommended catchment for either a primary school or a secondary school⁴

The community facilities that do exist in the periphery of the study area will be placed under increasing pressure if Central Leaside's population increases over the coming years. The possibility of new or extended services therefore needs to be considered, so that new residents would be supported by an appropriate range of community facilities, which are both easily accessible and of a high quality. Indeed, both boroughs recognise the importance of community facilities within their current development plans, and acknowledge the role of these facilities in supporting the creation of a successful, healthy and inclusive society⁵.

In response to these pressures the Enfield, Barnet and Haringey Primary Care Trust is in the process of developing a strategy that will enable care to be provided closer to people's homes. This could include the provision of new primary care facilities distributed across the three boroughs. Although there are currently no plans for a new facility in Central Leaside, this may need to be reconsidered if the area is to accommodate substantial new housing development. It is also important to recognise that the provision of safe and attractive open spaces, parks and leisure facilities provides the opportunity for people to take part in sports and physical activities, therefore contributing to health and general well-being.

There are no schools in the study area, although there are a number close by. Most have been expanded over the last 10-20 years because of growing demand for places and are reaching capacity. The potential to extend and expand these schools is extremely limited. The only option for limited expansion is in Enfield at St. John & St. James's CE Primary School on Grove Street, where some of the need arising from new development in Central Leaside could potentially be accommodated, but expansion here depends on loss of adjacent open space, which would be a significant compromise due to open space deficiencies in the area. The boroughs have identified a need for at least one new 2-form entry primary school, depending on the amount of housing that might be accommodated in Central Leaside, therefore if significant new residential development is to take place, it is not an option to simply expand the capacity of surrounding primary and secondary schools.

The following options therefore ask what community facilities should be provided in Central Leaside in order to support the creation of a mixed and balanced community.

What are the options for community facilities?

- *Question:* How can we work with the Primary Care Trust to ensure that there are adequate health facilities to support Central Leaside's local community?

We think that there are two options, both of which could be implemented if necessary. Please tell us if you agree with any of these, or if you think there are alternative options.

- *Option 1:* Identify potential locations for new health care facilities in Central Leaside, which could be considered by the Primary Care Trust in its forward plan.

Implications: This option will work towards providing new health facilities in the heart of any potential new Central Leaside residential community. This, combined with other community facilities, could help to create a sense of community in Central Leaside.

⁴ Central Leaside Area Action Plan Baseline Report (2007). Urban Initiatives for LB Enfield and LB Haringey.

⁵ Enfield Council, April 2007, The Enfield Plan Issues and Options Report (section 8 – social infrastructure); and Haringey Council, July 2006, Haringey UDP (section 10 – community well being).

- *Option 2:* Make the existing health care provision in the boroughs of Enfield and Haringey more accessible to existing and future populations in Central Leaside.

Implications: This option will require improved links and connections to be made between any potential new residential communities in Central Leaside and those existing facilities outside of the study area. However, if implemented on its own, this option may not provide adequate provision should the population of the area significantly increase through new housing development.

- *Question:* How can we ensure that there are adequate schools to support a potential new residential community in Central Leaside?

We think that there are two options, which relate to the amount of potential new housing (especially family housing) to be accommodated in Central Leaside. Please tell us if you agree with any of these, or if you think there are alternative options.

- *Option 1:* If only a minimal amount of housing is to be accommodated in Central Leaside, without a significant new mixed use development, seek to accommodate new demand within existing schools in Haringey or Enfield through expansion, where possible.

Implications: Improved links and connections would be required between any new housing and these schools. This option may, however, compromise the amount of available play space within the expanding schools, which is a significant issue in an area that is already deficient in open space.

Option 2: If a significant new residential population is to be accommodated in Central Leaside, identify a suitable location for a new primary school (or schools) in the heart of the area.

Implications: Depending on the level of potential population increase and family housing in Central Leaside, either one or two new primary schools are likely to be required. This option would provide new education facilities in the heart of the area, which would help to foster a sense of community, provide out-of-hours facilities for the wider population and promote sustainability, in particular through minimising the 'school run'.

Question: If significant new housing is to be developed in Central Leaside, where would be the most appropriate location for a new school (or schools)?

Retail

The only significant shopping area within Central Leaside is around the North Circular and is characterised by big box retail units such as Ikea and Tesco. The proximity of the area to the North Circular and the ready availability of space has encouraged such development to locate in the area. These facilities attract people from far beyond the Central Leaside study boundary.

Large format retailing is aimed at car-based shoppers and does not provide an attractive urban environment; typically the scene is one of large sheds sitting in big expanses of car parking. The surrounding environment is unwelcoming to both pedestrians and cyclists – the

streets are poorly maintained and lit, and there are very few buildings providing 'eyes onto the street' at all times of the day.

The nearest district centres to Central Leaside are Edmonton Green, Angel Edmonton and Tottenham High Road. To the south of Central Leaside, the area around Tottenham Hale has been the subject of a Supplementary Planning Document and masterplan. As a result there are plans to transform the area, with new housing, improved public transport, retail space and community facilities.

If the future directions for Central Leaside indicate that population in this area is set to increase in the coming years, and is to develop into a thriving community, decisions need to be made about the type of retailing that would complement a new residential community in Angel Road. We can therefore assume that further 'big-box' retailing is not an option here. Furthermore, it would not be supported by the need for a sequential test, which supports retail in existing town centres. However, there is a decision to be made about the scale and breadth of new local retail and amenity facilities to be provided, which is considered in the options below.

We recognise that in order to effectively answer these questions a more detailed understanding of Central Leaside's future population is needed. So at this stage we are just asking you about the principles of retail development. This is based on the assumption that the area's demographics will significantly change. Look at the following options and tell us what you think.

What are the options for retail?

- *Question:* If a significant new residential community is to grow in Central Leaside, should we assume that the existing Tesco store provides suitable local provision, or should we be more ambitious and build the community around a new local centre, incorporating shops, services (such as a post office, launderette etc), cafes, and restaurants?

We think that there are two options. Please tell us if you agree with any of these, or if you think there are alternative options..

- *Option 1:* Incorporate only minimal units for retail and services within potential new development at Central Leaside, assuming that most people can shop at Tesco.

Implications: This option would enable a greater proportion of the development to be residential, which could maximise potential cross-funding for other social infrastructure, such as schools and healthcare and transport. It might help to support nearby district centres, which might benefit from an increased residential catchment for custom. However, it would miss the opportunity to create a vibrant new local centre, which could help to bring life and safety to the area.

Option 2: Any new residential community in Central Leaside would be built around a new local centre, incorporating shops, services (such as a post office, launderette etc), cafes, and restaurants.

Implications: This option would allow for the creation of a new local shopping area, with small scale shops and services, that would support Central Leaside's growing population. This may in turn act as a focus for other uses, including public transport facilities, a school, healthcare facility and higher density housing development. Potential impacts on surrounding district centres and other shopping facilities would

need to be considered. There could also be an issue of viability of convenience shops in this location, given the proximity of Tesco.

CONNECTING CENTRAL LEESIDE – what are the options?

The options presented in the following sections seek to address some of these issues. Have a look at these options and tell us what you think.

Encouraging people to use public transport in Central Leeside

Question: How can more people be encouraged to use bus services in Central Leeside?

We think that there are three options; more than one could be pursued. Please give us your views, and if you wish to suggest further options, please do so.

- *Option 1:* Seek the maintenance and improvement of existing bus services and facilities.

Implications: This option will include seeking an increase in the frequency of existing bus services, as well as improved bus facilities, such as the provision of real time information and improved waiting facilities. This option would encourage more people to use public transport, although there will be cumulative benefits if it is combined with the option below.

- *Option 2:* Seek the provision of new bus routes within Central Leeside – such new routes should improve accessibility within the area to existing industrial estates and residential areas, as well as to areas beyond Central Leeside, including Waltham Forest, Tottenham Hale and Edmonton Green.

Implications: By providing more bus routes, this option would provide a viable alternative for individuals currently dependent upon their car. This would have a positive environmental effect as traffic congestion would be reduced, especially at peak times, and it could also help to resolve the car parking problems currently faced in many of the employment areas. The provision of better services along Meridian Way to Tottenham Hale would be particularly important in the short term, ahead of four-tracking.

- *Option 3:* Investigate the potential for leisure and recreational water-bus or water-taxi services from Tottenham Hale to Central Leeside.

Implications: This service would only be directed at the leisure market as journey times would not make it a viable option for businesses and commuters. It would, however, be a way of raising the profile of Central Leeside and the Lee Valley Park.

Question: How can more people be encouraged to use rail services in Central Leeside?

We think that there are four options; more than one could be pursued. Please give us your views, and if you wish to suggest further options, please do so.

- *Option 1:* Seek to increase the frequency of rail services at all stations within Central Leaside.

Implications: While this option will encourage more people to use local rail services, the limited track capacity at present will mean that any improvements to the frequency of existing services will not result in a step-change in the use of the railways. Increased frequency can only be supported if there is sufficient residential population to patronise the extra services. This has implications for the amount of new homes in the area and the density of residential development.

- *Option 2:* Improve access to all rail stations within Central Leaside.

Implications: This option will significantly improve the safety and security of the railway stations, therefore encouraging more people to use local rail services. This option, however, will have far greater benefits if combined with improvements to the frequency of services and, in particular, with four-tracking.

- *Option 3:* Relocate Angel Road station, to the south of its current location.

Implications: This option would ensure that Angel Road station relates well to both existing and new development in the Angel Road area. By relocating the station to the south, it could potentially provide a focus for new mixed-use development and activity. However, the distance between the relocated Angel Road station and neighbouring stations, particularly Northumberland Park, will need to be considered, as well as any potential impacts upon the frequency and quality of services to these stations. The costs associated with relocation will be considerable. These costs, however, should be viewed with the understanding that there is already a need for substantial investment in the station.

- *Option 4:* Create a new station at Pickett's Lock.

Implications: A new station at Pickett's Lock would only be a viable consideration in conjunction with significant proposals for a major new sports and leisure event centre on the Pickett's Lock site, that would attract large crowds. This number of visitors to the existing athletics centre and cinema complex would not justify a new station. In the event of major new proposals coming forward, a new station in this location could also help to improve station access for nearby residents and businesses (see options presented in Section 7.4). The impact of a new station on Angel Road and Ponders End stations would also need to be considered.

Encouraging people to walk and cycle in Central Leaside

Question: How can more attractive and useable walking and cycling routes be provided in Central Leaside?

We think that there are two main options; more than one could be pursued. Within each option, there are other choices to be made. Please give us your views, and if you wish to suggest further options, please do so.

- *Option 1:* Improving walking and cycling routes within the Central Leaside area. If significant transformation of the Angel Road area through mixed-use development were to take place, this could provide an opportunity to create a proper street

environment in this location, with residential and commercial buildings fronting onto the street, pavements and lighting. Within the employment areas, any future development or projects undertaken to improve access should seek to improve the potential for walking, including proper footpaths and pavements, improved lighting and security features. Conditions to improve walking and cycling along key routes, such as Meridian Way/Watermead Way as well as along routes to and from Angel Road and Northumberland Park stations and to and from bus stops.

Implications: This option would make it easier to move around the Central Leaside on foot or by bicycle, and remove barriers to internal movement. However, significant improvements could only really be achieved in conjunction with new development.

- *Option 2:* Improve the walking and cycling connections to the wider area beyond Central Leaside, helping to connect the area to key facilities and amenities. This could focus on (a) improved connections to the national cycle route and Lee Valley pathway, which could involve new crossings across the Lee Valley railway line, and better connections to Banbury Reservoir and Waltham Forest (b) improved connections to Angel Road shopping area and through to Edmonton Green, which could involve upgrading the pedestrian link alongside the former rail alignment between Angel Road and Edmonton Green.

Implications: Any new mixed-use development would be expected to contribute to improved connections to improve accessibility to employment, social facilities, public transport and open spaces including the Regional Park. New crossings would help to reduce the barrier to walking and cycling caused by the Lee Valley railway line.

Relieving congestion and improving the environment

We would like to pose a few questions in relation to relieving congestion in the Central Leaside area and reducing the dominance of car use. Previous sections on improving public transport and walking and cycling connections are likely to have a significant impact on the dominance of the car in the area. However, these questions consider options for the management of traffic and the road network. Please consider these and give us your views. If you think there are other options, please let us know.

- *Question 1:* Should we provide more protection from heavy road traffic to residential areas, for example around Montagu Road, Dyson Road and in Northumberland Park?

Implications: This could include road closures or traffic calming measures to protect residents from heavy vehicular traffic and rat-running on residential streets. However, this could increase some congestion on main routes.

- *Question 2:* If major new development is to go ahead in the area, should additional traffic movements be catered for through improvements to the highway network, including increased capacity?

Implications: If major new development takes place in the area, increasing the number of people living and working in Central Leaside, there is likely to be an increase in car movements, unless the level of improvements to public transport in the area could justify car-free developments. This would add congestion to the network, which is already under pressure. Small-scale improvements to the highway network and traffic management could be sought, alternatively new east-west local road links north and

south of the North Circular could be considered, which would help to alleviate congestion on the North Circular.

- *Question 3:* Should we seek to introduce management of the currently informal parking arrangements in the employment areas?

Implications: This would help to improve the image of the employment areas, as well as conditions for walking within them. In the event of new mixed use development in Central Leaside and an increase in the residential population, it would also help to manage the parking available in employment areas, so that it is only used for businesses and visitors.

- *Question:* Is there potential for freight, bulky goods, waste and construction material to be transferred from the roads to more sustainable modes of transport, including rail and the waterways?

Implications: Operational wharfage already exists at the Edmonton Incinerator and there is protected wharfage south of the IKEA store, as well as proposals for Pickett's Lock. The potential therefore exists to encourage a step-change in how freight, bulky materials and waste are moved around the area, through the use of the waterways. Whilst initial set up costs will be relatively high, this option would have benefits both for businesses as well as the environment, as traffic congestion will be significantly reduced. This option will also make use of the waterways, which are currently underused, although there may be negative visual and aesthetic impacts.

The current limited capacity of the Lee Valley Line would be a barrier to increasing rail freight, but this could be an option for consideration in the future with improvements to capacity being progressed.

Central Leaside as North London's Waterside

- *Question:* How could Central Leaside contribute to the North London Strategic Alliance's Vision for the Upper Lee Valley as North London's Waterside?

The options below set out a range of interventions that relate to the level of potential change and development envisaged in the area as a whole. Please tell us which option you support, or if you think there are alternative options.

- *Option 1:* Improve access to the Lee Valley Regional Park at Pickett's Lock and North East Tottenham/Northumberland Park and the recreational facilities at Pickett's Lock and Banbury Reservoir.

Implications: This option presents smaller-scale interventions that could be undertaken in the absence of significant mixed use development in the area. It would help to connect the park with existing surrounding communities, and would help to raise the overall profile of the park within Central Leaside and the wider area. The first aim would be to improve existing access points to the Regional Park at Pickett's Lock and North East Tottenham/Northumberland Park. At Pickett's Lock, the focus would be on improvements to Pickett's Lane, which lies between the leisure complex and Deephams Sewage Works. The other focus for intervention would be on the route running east-west to the Park between North East Tottenham and Marsh Lane employment areas in Haringey. This would include improving safe pedestrian access along River Lee, and navigation to link Central Leaside with Tottenham Hale. This

could include the creation of new visible gateways to the park, better signs, defined walking and cycling routes.

In terms of improving recreational facilities, the focus in this option would be on Pickett's Lock, and Banbury Reservoir, with the potential introduction of new recreation and leisure activities within the park and on the waterways (for example, sailing and fishing on the reservoirs). Access to the reservoirs, would need to be balanced against health and safety as well as security concerns. Any new facilities in the Park would need to take into account both Enfield and Haringey's Green Belt policies.

Question: How can the role and function of the Lee Valley Leisure Complex at Pickett's Lock be enhanced?

- *Option 2:* Create new east-west links to the Lee Valley Regional Park in the Angel Road area.

Implications: This option would be achieved most effectively if large-scale mixed use development were pursued that included land up to the edge of the Regional Park. However, there are also likely to be options for improved east-west links if more a moderate development option is pursued. This could be achieved both by introducing new east-west routes within the development itself, but also through potential cross-funding of improving pedestrian and cycle routes to the Park.

- *Option 3:* Extend and create new areas of the Regional Park.

Implications: Extending the park on a north-south axis through the North Circular would reconnect the park which is currently disjointed at this point, providing a continuous park environment along the Upper Lee Valley. This option could only be achieved if large-scale mixed use development were to be pursued in heart of Central Leaside, which included sites up to the edge of the Regional Park. An appropriate location for the extension of the park could be between Pymmes Brooke and the River Lee Navigation, which could provide an attractive setting for new development and create new opportunities for recreation and leisure activities.

- *Question:* What other leisure and cultural facilities should be provided in Central Leaside?
- *Question:* Are there opportunities for the provision of large-scale leisure facilities, including spectator sports facilities and attractions in the AAP area?

Creating new Open Spaces in Central Leaside

Our research has shown that not all parts of the action plan area have adequate access to open spaces, including the Lee Valley Park and other smaller, more local areas of open space. Current guidance recommends that all households should be within an 800m catchment area for a public park and a 400m catchment area for children's play provision. At the moment, however, some residents in Jubilee and Lower Edmonton wards are beyond these recommended catchment areas, as well as residents in the Northumberland Park area⁶.

⁶ London Borough of Enfield, August 2006, Enfield Open Space and Sports Assessment; and London Borough of Haringey, October 2003, Haringey Open Space and Sports Assessment.

Measures are therefore needed to address deficiencies in the provision of open space across the Central Leaside study area – deficiencies that are only likely to increase with additional development.

What are the options for creating new open space within Central Leaside?

- *Question:* What form should new open space take within the Central Leaside area? Should small new open spaces be distributed evenly within new developments or should we focus instead on creating one large area of new open space?

We think that there are two options. Please tell us which option you support, or if you think there are alternative options.

- *Option 1:* Integrate small new open spaces within new developments.

Implications: This option would make it easier for new residents and workers to have access to some open space in the vicinity of their homes or place of work. However, the range and scale of facilities (playgrounds, sports facilities) would be more limited, the open spaces may appear more private, and they would serve a more local role. The open spaces would also naturally be of a more 'urban' nature, and it would not be easy to create areas of naturalised open space.

- *Option 2:* Secure sufficient funding for the creation and maintenance of a large new open spaces by pooling money from developers.

Implications: This option would result in the creation of a larger public area of open space, although this may be further away from residential areas. It would, however, enable an extension of the Regional Park to be achieved, helping to establish a stronger north-south green link.

Improving the quality of existing open spaces in Central Leaside

The Open Space Assessments undertaken for the boroughs of Enfield and Haringey recommend scope for improvement to the following open spaces within the study area:

- **Montagu Recreation Ground** (Enfield)– this lies to the north of Montagu Industrial Estate and serves the residential communities to the north west of the study area. It is classified as a Local Park of good quality, but lacking in natural green space. The Open Space Assessment considers there to be potential for landscaping and for introducing other open space uses, including children's play.
- **Kenning Hall Open Space** (Enfield) – this is sandwiched between the rail lands at Angel Road station, the North Circular and a scrap yard. It is difficult to access and poorly overlooked. The Open Space Assessment classifies Kenning Hall as a Green Amenity Space of 'fair' quality and low value. The opportunity for it be converted into allotments is highlighted. The Assessment does not consider there to be scope for other real improvement to the space, given its inaccessibility and the surrounding hostile environment.
- **Ladysmith Road Open Space** (Enfield) – this lies immediately to the north of the Gas Holder site to the south of the North Circular and east of Meridian Way. It is classified as a good quality Small Local Park, 'visually attractive' but with low value. The Open Space Assessment does not consider there to be scope for other real improvement to the space. However, any future development of the Gas Holder site to the south could be linked to improvements to its value or an extension of this space.

- **Frederick Knight Sports Ground** (Haringey) – this is a playing field/sports ground that lies between the Brantwood Road and Willoughby Lane industrial estates. It measures 3.92ha and is in reasonable condition. It is owned and managed by the private sector, but has five sports pitches secured in public use.
- **Tottenham Marshes** (Haringey) – the marshes are one of Tottenham’s most important assets, given this part of Haringey is lacking in open space. In 2005, the visitor’s centre at Stonebridge Lock was opened as part of a concerted effort to improve the River Lea for all its users. Recently, the Lea Valley Regional Park Authority and Haringey and Waltham Forest Councils have secured funding and implemented a project to improve access for local communities onto Tottenham Marshes.
- **Marsh Lane allotments** (Haringey) – these allotments are located south of the North East Tottenham employment area, on the corner of Marsh lane and Garman Road. Haringey’s Open Space and Sports Assessment (2003) stated a 100% occupancy rate for these allotments with a small waiting list.

The clearest candidate for intervention and improvement is Kenning Hall open space in Haringey, which is the poorest quality of all the open spaces. It is particularly isolated, inhospitable and inaccessible, which means that it is underused and poorly maintained.

We believe there are two options for Kenning Hall open space. Please tell us which you support or if you think there are any other alternatives.

- *Option 1:* Turn Kenning Hall open space into allotments.
- *Implications:* This would provide allotment space in the Enfield part of the study area and potentially put this rather leftover space into better use. However, it would remove a public open space in an area that is already deficient and issues of poor access and an inhospitable environment would still be an issue.
- *Option 2:* Relocate the existing Council Depot to the Kenning Hall site and reprovide the open space on Rays Lane.
- *Implications:* Rays Lane would be a better and more accessible location for a public open space, and the land at Kenning Hall could be put to good use. Both sites are owned by the Council and therefore a land swap is possible.
- *Question:* Do you agree with the recommendations of the Open Space Assessments for the other open spaces in the Central Leaside area? Are there any other improvements that you can suggest? Which other spaces should be a priority for improvement?

Improving the image of Central Leaside

The potential interventions considered so far would help to enhance the image of Central Leaside as a place to live and work. However, in addition there is a general need to ensure that the public realm within the study area is of a high quality. The public realm is defined as the space between buildings, including streets and squares and it has a major impact on how attractive, safe and welcoming a place feels.

At the moment, the public realm in Central Leaside is dominated by traffic, with poor quality and poorly defined routes and spaces for pedestrians and cyclists. In Central Leaside the aim should be to create a legible network of streets, squares, parks and other spaces that will positively transform the image of the area for residents, visitors, workers and investors.

Question: Are there any parts of Central Leaside that should be prioritised in terms of improvements to the public realm? Potential interventions include better paving, lighting, street furniture and public art. How should the public realm be improved?

ANGEL ROAD AREA

Alternative ways forward for Angel Road

The purpose of this Issues and Options report is to set out options for the broad direction for the Angel Road area. This has to be done in order for the final AAP to be able to formulate policies and proposals for the sites and land uses within it.

Options range from managed, incremental small-scale change to major transformation. On the one hand, it is possible to see this area as continuing in its existing role: a location for large warehouse operations, retail warehouses, smaller industrial and storage uses in existing industrial estates. It could also continue to accommodate the kind of uses that need a home in and around urban areas but are difficult to place, such as waste transfer facilities. In these circumstances, managed change, small-scale redevelopment and environmental improvements would take place but the essential characteristics of the area would remain.

At the other end of the spectrum, major changes can be envisaged: redeveloping outworn industrial areas and replacing shed-based B2 to B8 industrial floor space and retail warehouses over time with finer-grained mixed uses with higher levels of residential occupation and employment density. These strategic options for Angel Road are set out below.

Scenario A: Retain emphasis on the existing range and type of employment uses

The objectives of this scenario would be:

- To retain, protect and enhance strategic employment land status;
- To facilitate gradual improvements over time to premises, internal access, servicing and parking in order to improve the quality of employment land;
- To ensure that land is available for B2 to B8 employment purposes; and
- To focus retail warehouse uses around IKEA and Tesco.

This scenario would ensure that the area remains as a base for traditional employment land and retail warehousing, taking advantage of the good connections provided by the North Circular Road and the connections northwards to the M25. Industrial and warehousing

designations would include currently vacant land. This approach would recognise that warehouse operations are required within easy reach of London's residential and employment uses. Policies would therefore be geared to retaining and improving employment land and consolidating retail warehousing around IKEA and Tesco.

This scenario would seek to strengthen the strategic importance of the employment land, as designated in the London Plan, whilst ensuring targeted investment and improvements to its quality. In particular, the evidence base has pointed to the need to improve the quality of premises, circulation, access and parking arrangements, so that the employment areas are fit for modern commercial purposes. Under this scenario Angel Road station would be kept in the same place. There is no justification in terms of the level and type of new development to consider its relocation.

This scenario relates to Option 1 in the 'Working in Central Leaside' chapter and to Option 1 in the housing growth section of 'Living in Central Leaside'

Scenario B: Moderate transformation of selected areas

The objectives of this scenario would be:

- To retain and improve strategic employment land that is currently in use;
- To redevelop vacant or underused employment land at Kimberley Road for other uses, including residential, linking to nearby existing residential areas;
- To promote new mixed use development around IKEA to create an environment which people, particularly pedestrians, enjoy and feel safe using;
- To relocate Angel Road station to a better position to the south, related to development opportunities;
- To introduce some B1 floorspace onto employment land that is currently vacant or underused; and
- To concentrate change south of the North Circular Road.

In this scenario, strategic employment land that still contains viable uses at Montagu, Eley's and Harbet Road would be retained but options to upgrade employment and develop niche sectors (see Option 2, 'Working in Central Leaside') could be explored. Vacant and underutilised employment land would be redeveloped for other purposes including mixed use development. The main focus would be south of the North Circular, where mixed use development would be permitted on a number of sites to make the area more people friendly and to encourage higher employment densities in finer grained mixed use developments. Under this scenario, there might be potential to relocate Angel Road station to the south of the North Circular. Here the station would relate better to the new development opportunities to the east and west of the railway line. However, an assessment of potential patronage generated by new mixed use and residential development would need to be undertaken, to see if this would be significant enough to justify relocation of the station. In addition, the reduced distance between the relocated Angel Road station and Northumberland Park station would have implications for the frequency and quality of services at these stations, which would need to be fully investigated.

Scenario C: Major transformation to create a new living and working quarter for north London

The objectives of this scenario would be:

- To introduce higher-value uses;
- To establish a major growth area in the Upper Lee Valley;
- To provide aspirational housing exploiting the position of the area near the Lee Valley Regional Park;

- To create a mix of employment and other uses;
- To transform the areas north and south of the North Circular Road;
- To relocate Angel Road station to a better position to the south, to improve its potential;
- To provide new social and community infrastructure commensurate with the growth in population; and
- To encourage major investment in employment opportunities.

This scenario recognises that a more visionary approach is required to take advantage of the area's favourable position in the London-Stansted-Cambridge-Peterborough growth corridor. A new mixed use growth centre could be created. The approach requires a long-term vision and a willingness to look critically and creatively at the existing policy framework, recognising that economic growth is likely to come from sectors other than traditional warehousing and shed-based manufacturing. It proposes substantial redevelopment of existing industrial areas, although this might take place as a phased approach, depending on the success of the mixed-use development around IKEA. Over time this could facilitate the transformation of the unattractive areas of retail sheds into residential and living quarters based on walking and public transport rather than dominated by roads and parking. In this scenario, Eley's estate would be consolidated, whereas Montagu estate and Kimberley Road would be redeveloped for mixed use, given their proximity to existing residential areas to the west. The approach taken at Harbet Road would be to selectively redevelop parts of the estate, using some mixed use development as a catalyst for upgrading the employment uses, but retaining a predominantly employment character. In considering the redevelopment of employment land in this scenario, full assessments of ground conditions and other potential constraints to redevelopment would need to be undertaken and arrangements would need to be put in place to re-locate any businesses displaced as a direct result of the redevelopment scheme to suitable premises elsewhere. . Under this scenario Angel Road station could be moved to the south, although this would need to be considered in the context of potential further residential development at Montagu Road. Again, the distance between the relocated Angel Road station and neighbouring stations, particularly Northumberland Park, would need to be considered, as well as any potential impacts upon the frequency and quality of services to neighbouring stations.

Question

- Which scenario do you prefer? Can you give us your reasons? Are there any other scenarios that you think we should consider?

NORTHUMBERLAND PARK / NORTHEAST TOTTENHAM

Alternative ways forward for Northumberland Park

There are two scenarios for Northumberland Park. On one level, the area could continue in its existing role as a preferred location for employment uses, although improvement in the quality of the employment uses would be needed. This could include managed change, small-scale redevelopment and environmental improvements. There could be a role for this area to promote seed bed and start-up businesses or absorb displaced employment from elsewhere in Haringey and Enfield.

Alternatively, greater levels of change could be promoted in the area. In addition to improvements to the quality of employment areas, this alternative approach would also see

redevelopment and improvement to much of the North East Tottenham employment area, with potentially higher-value employment uses integrated with the potential new living and working quarter around Ikea and Tesco. As part of this approach, it may be possible to introduce a mix of other uses and also to explore ways in which access to the Lee Valley Park might be enhanced and the relationship between the Park and adjacent development might be improved.

Scenario A: Retain emphasis on the existing range and type of employment uses

The objectives of this scenario would be:

- To retain, protect and enhance employment land status;
- To facilitate gradual improvements over time to premises, internal access, public realm and servicing and parking in order to improve the quality of employment land; and
- To ensure that land is available for B2 to B8 employment purposes.

This scenario would ensure that the area remains a location for traditional employment uses, reflecting the defined employment area allocations in Haringey's UDP, building on links to the North Circular. It would seek to bring back into use those areas currently identified as employment land but which are under-utilised. This scenario would seek to strengthen the employment land, ensuring targeted investment and improvements to its quality, and potentially inject some new uses such as green industries in synergy with an existing core of refuse and recycling activities already in the area, or seed-bed and start-up businesses (see options 2 and 3 of Working in Central Leaside). In particular, our research has pointed to the need to improve the quality of premises, circulation, access and parking arrangements, so that the employment areas are fit for modern commercial purposes. Funding for such improvements would need to be identified, in particular the potential to secure regional funding would need to be investigated. Another key source of funding for improvements to these employment areas could come from potential mixed use development in the Angel Road area. The scale of improvements that could be undertaken might therefore depend on the preferred option chosen for the Angel Road area and the scale of mixed use development pursued there.

Scenario B: Transformation of selected areas

The objectives of this scenario would be:

- To redevelop selected employment land for higher-value employment uses and other mixed-use including housing as appropriate in synergy with the achievements of a new living and working quarter in the Angel Road area;
- To raise the quality of employment land and introduce some B1 floorspace
- To ensure that land is available for B2 to B8 employment purposes;
- To facilitate gradual improvements over time to premises, internal access, public realm, servicing and parking in order to improve the quality of employment land

Scenario B provides a significant change in the approach towards employment land over some or all of the area. It ensures that change and improvements in the area are well related to the potential for major transformation around Ikea and Tesco.

The main differences between this Scenario and Scenario A described above is that selected employment areas would be promoted for higher-value and higher density employment uses,

overlooking and integrated with adjacent development opportunities. All employment areas, Brantwood, Willoughby Lane and North East Tottenham and Marsh Lane contain areas where such transformation can take place. Within this it may also be possible to integrate a mix of other uses supporting the wider redevelopment, such as housing, and leisure, and creating attractive people-friendly development. Mixed use development in these areas would bring investment which could act as a catalyst for further regeneration and investment. This could provide a context for investment on the remaining employment areas, through development for higher density employment uses, which would not necessarily be viable on its own. In this option, the southern portion of the North East Tottenham employment area needs to be considered carefully. Marsh Lane and to the southern end of the North East Tottenham employment area have relatively low employment density and inefficient uses of the land. The potential for higher density development in this location is closely linked to improved rail and road access.

Question 29: Which scenario do you prefer? Can you give us your reasons? Are there any other scenarios that you think we should consider?

Question 30: Which locations should be considered for more intensified employment uses and other redevelopment opportunities ?

PICKETT'S LOCK

Alternative Ways Forward For Pickett's Lock

Although the Pickett's Lock complex is disconnected from the main area of potential transformation in Central Leaside, i.e. land around Angel Road at the North Circular, opportunities for change and improvement here must be set within the wider context of change in Central Leaside. Pickett's Lock is also in close proximity to the North East Enfield AAP area and the potential improvements currently being explored in and around Ponders End.

A holistic approach to any future proposals for Pickett's Lock is required, taking into consideration potential wider transformation at Central Leaside and in North East Enfield. For example, if existing employment land in Angel Road is developed for housing, employment land may need to be retained in Pickett's Lock.

There are two scenarios for Pickett's Lock. One is that the area could continue in its existing role as a location for leisure activities pepper-potted with employment uses. This approach would require the role of the park to be strengthened, access to the waterfront improved, and the quality of the employment uses enhanced, which would include managed change, small scale redevelopment and environmental improvements.

The second scenario involves greater levels of change. This scenario would see the area playing a stronger leisure and recreational role, supported by residential development on under-used employment land. Within this approach, opportunities could exist to improve public transport connections to the area through a new railway station located on land close to the former Coca-Cola premises. However, a new station would only be an option if a new sports or leisure facility attracted significant numbers of visitors for large-scale events in order to justify a new station and if improvements to the rail infrastructure were provided as part of the four-tracking scheme. A new station could also provide improved facilities for existing residents and businesses in the area.

More detail on the Scenarios for Pickett's Lock is set out below.

Scenario A: Retain an emphasis on the existing range and type of uses

The objectives of this scenario would be:

- To retain, protect and enhance employment land status;
- To facilitate gradual improvements over time to employment premises, internal access, servicing and parking in order to improve the quality of employment land;
- To reinforce existing residential development along Pickett's Lock Lane; and
- To strengthen the area as a location for sports, leisure and recreational activities.

This scenario ensures that the area retains its current mix of uses and activities, while seeking improvements to the quality of these. It also seeks to enhance the relationship of the area with the waterfront and improve access to this key feature through residential development along the length of Pickett's Lane. This is important, given that it is one of the few locations within the Central Leaside area where it is possible to access the waterfront. In this scenario, opportunities are envisaged for the transportation of goods and materials to and from Pickett's Lock.

Scenario B: Transformation of selected areas

The objectives of this scenario would be:

- To significantly strengthen the sports, leisure and recreational role of the area, through a major new sports or leisure attraction on the Pickett's Lock site, with additional facilities on the waterfront;
- To develop some existing employment land for residential development;
- To reinforce existing residential development along Pickett's Lock Lane; and
- To improve accessibility through the provision of a new railway station.

This Scenario seeks to strengthen the role of Pickett's Lock as a sports and leisure complex in line with the vision for the Upper Lee Valley. The scenario reinforces existing residential uses along Pickett's Lock Lane. It also seeks to partially redevelop the Claverings Industrial Estate for residential use in line with recommendations within the Enfield Employment Land Study. The major difference between Scenarios A and B is that this scenario would envisage the new leisure or sports facility to be capable of hosting events attracting significant numbers of visitors, which might provide a case for providing a new railway station in the area, which would also serve existing communities, and new development. The proposal for a new station would need to be tested in terms of cost, patronage and the effect on services to other stations along the Lee Valley railway line.

- *Question 31: Which scenario do you prefer? Can you give us your reasons? Are there any other scenarios that you think we should consider?*