Tottenham
Physical Development Framework
Tottenham Physical Development Framework
Contents

Tottenham’s Future

The Vision 1

The Physical Development Framework Report 3

1. The Opportunity 6

2. Objectives 14

3. Physical Development Framework 18

4. Areas of Change:
   4.1 Tottenham Green & Seven Sisters 42
   4.2 Bruce Grove 64
   4.3 High Road West 84
   4.4 Northumberland Park 108
   4.5 Tottenham Hale 130

Appendices

Appendix A  Client Steering Group and Project Team
Appendix B  Tottenham Hale Masterplan Refresh
Appendix C  Gyratory Scheme Improvements
Appendix D  Station Improvements: White Hart Lane and Northumberland Park

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Tottenham’s Future

London’s next big growth opportunity

The vision is to create London’s next contemporary suburb in Tottenham and to create a place where people want to live and work, with good public transport connectivity, excellent schools, affordable housing and a thriving high street, as well as a number of key destinations that will feature on the London map – the cultural quarter at Tottenham Green, the leisure and sports destination at High Road West and an international interchange at Tottenham Hale. By 2025, there will be 10,000 new high quality homes and 5,000 new jobs created or accessed in Tottenham with almost a million square feet of employment and commercial space added.
Illustrative View of Tottenham looking south
The Vision

Tottenham is a large area and the approach has been to focus on what is particular and unique to key places within it. The intent is not to create a grand vision but to build on the inherent strength of Tottenham’s diversity. To understand and optimise the opportunity for change in terms of character and activity, committed investments and potential ones, built heritage and development capacity.

Tottenham has an abundance of good Victorian housing, excellent public transport connections and a busy High Road. Exceptional features in the area include the Lee Valley Regional Park, Tottenham Hotspur Football Club and a diverse community with over two hundred languages spoken.

In many senses Tottenham is no different to other outer London suburbs that have seen successful growth and regeneration in the last few years. The opportunity to harness local assets and build on committed infrastructure investment creates the context for Tottenham as London’s next big growth opportunity.

The challenge is to balance the demands of growth and diversification in housing numbers and mix and move away from the dominance of social housing that is one of the factors limiting private sector investment, without losing the rich patina of what Tottenham already has. A language of ‘behind the High Road’ has been developed – a fine grain of workspaces, community facilities, different types of housing and open spaces – to layer the urban experience. This reinforces the role of the High Road as a primary artery and also as the retail heart of the community. It promotes local neighbourhoods and creates public spaces where people will feel safe to enjoy new amenities and activities. It matches the provision of social infrastructure such as schools and health facilities with a growing population.

The approach retains flexibility and promotes upgrading in protected industrial employment areas to grow and develop entrepreneurship in Tottenham’s businesses and retain local jobs. The manufacturing heart of Tottenham is still strong but, largely, remains hidden. Supporting businesses with management policies, start up hubs and knowledge generators (such as a further education institution) will open up areas in Northumberland Park and South Tottenham for investment.

And this is all led by significant investment in rail infrastructure. This study has concluded just as the Government announced the commitment of significant investment in transport infrastructure in Tottenham, including:

- A £500m borrowing guarantee to support housing and transport infrastructure in Tottenham;
- Devolution of some West Anglia suburban rail services to the Mayor and Transport for London;
- An initial commitment from Government to Crossrail 2 of £2m for feasibility studies into the vital north south rail link (which would stop at Tottenham Hale); and
- Government commitment is in addition to the £20m committed investment from TfL for Tottenham Hale and £72m committed for West Anglia Mainline upgrade.

This is key indication of the scale of the opportunity in Tottenham. And other key catalysts for change in Tottenham are also in place including Hale Village, which is nearing completion, and approved planning applications for major developments at Seven Sisters, Brook House and Tottenham Hotspur FC.

The plans for change in this report reflect wider regeneration objectives in London and align with A Plan for Tottenham (LB Haringey, August 2012) which sets a growth agenda of 10,000 new homes and 5,000 new jobs by 2025. This is supported through the Upper Lee Valley Opportunity Area Planning Framework (Greater London Authority, July 2013) which sets out growth targets of up to 20,100 homes and 15,000 new jobs within the Opportunity Area as a whole by 2031 and identifies growth at Tottenham Hale and optimised development and redevelopment opportunities along the A10/A1010 corridor, in particular the Tottenham High Road Corridor and Northumberland Park. The OAPF ambitions build on The London Plan (GLA, July 2011) which sets out an indicative employment capacity of 15,000 jobs and minimum of 9,000 new homes in the Upper Lee Valley over the next 20–25 years.

The framework for delivering change is set out in this report. The recommendations and actions contained in this report are Arup’s – they have been informed by dialogue with Haringey Council and the Greater London Authority. Should the Council wish to take forward any of the recommendations set out in this report, the recommendations will be subject to consultation and the Council’s decision making/Cabinet process. The propositions have been tested, challenged and validated in order to create viable solutions and detailed action plans for delivery. It contains a road map of change over the next decade and the blueprint for Tottenham as London’s new contemporary suburb.
Areas of Change

KNOWLEDGE HUB

To Stansted & Cambridge

SPORTS & LEISURE

To Stansted & Cambridge

RESIDENTIAL CORE

To Stratford & Liverpool St.

Business & Exchange

To Liverpool St.

CULTURE & EDUCATION

To Stratford & Liverpool St.

To Enfield

High Road West

Bruce Grove

Tottenham Hale

Tottenham Green/Seven Sisters

Northumberland Park

Concept diagram of character in the key areas of change
This report has been produced by an Arup led team for the London Borough of Haringey (LB Haringey) and Greater London Authority (GLA). It comprises the Physical Development Framework for Tottenham and supporting Action Plans for key areas of change.

The Physical Development Framework sets out a conceptual spatial framework for the whole of Tottenham to guide the opportunities for change in five key areas of Tottenham. The Framework is not a detailed masterplan: it brings together a range of strategic and complex issues for different areas, with different priorities, timescales and objectives. The Framework is intended to be inherently flexible in order to respond to and accommodate change over time and it is expected to evolve over the twenty year timescale that it addresses. Recommendations and priorities have been developed to deliver implementable strategies that support the conceptual framework and vision.

Good design should be a central tenet of Tottenham’s future. It is recommended that a design competition is considered for all proposed prominent buildings in Tottenham; in order to improve the calibre of design appointments and broaden the platform for public engagement in major schemes. It is also recommended that the competition mechanism is complemented by establishing a Tottenham Design Review Panel that sets a consistent benchmark for design quality in Tottenham and assists in the development of detailed design proposals.1

The proposals outlined in this document have been developed with delivery at their core, ensuring that the vision for the Tottenham can be delivered within a reasonable timeframe and at realistic cost. The spatial strategy is aimed at triggering renewed public and investor interest and to provide the LB Haringey and the GLA with the confidence that their commitment to regeneration can be delivered.

It forms a strategic foundation for the development of further strategies and implementation plans including the delivery of a programme of works presented as an Action Plan for each area of change.

This is a live document; it is recommended that there should be a process of regular review to assess progress, reprioritise and change direction where necessary as new information becomes available.

Broader context for the study

The strategies presented in this document are based on an understanding of key issues for Tottenham in response to A Plan for Tottenham2 and the Tottenham Task Force’s concluding report It Took Another Riot3. They are also informed by a number of detailed studies. Many of these studies contain their own Action Plans and these have been incorporated in this document to provide a single point of reference. The Physical Development Framework should, however, be read in conjunction with the following reports that form part of Arup team’s commission:

- Retail Strategy;
- Workspace Report;
- Asset Plan for Tottenham Green;
- Energy Study;
- Public Transport Analysis: Bus Baseline Study;
- Pedestrian Modelling;
- Rail Investment Case Baseline Study;
- TED Feedback report; and
- High Road West Masterplan Options.

1 A review panel and process of this type was successfully implemented for the Brook House (Cannon Rubber) planning application in North Tottenham in 2013.
2 LB Haringey, August 2012.
3 Tottenham Task Force, December 2012.
Figure A - Study Area

Figure B - Five key areas of change in Tottenham

- Tottenham Green
- Bruce Grove
- High Road West
- Northumberland Park
- Tottenham Hale
The Opportunity
Tottenham is one of the most significant development opportunities in London for the next ten years. There is an opportunity to make better places for people to live, work and visit as a major London destination. The scale of this ambition has been matched by the commitment of significant Government investment in the recent spending review, which includes:

- A £500m borrowing guarantee to support housing and transport infrastructure in Tottenham;
- Devolution of West Anglia suburban rail services to the Mayor and Transport for London;
- An initial commitment from Government to Crossrail 2 of £2m for feasibility studies into a vital north south rail link (which would stop at Tottenham Hale).

Combined with other recent major private and public sector investment in Tottenham this is the opportune moment for Tottenham’s resurgence. Other key projects include:

- Tottenham Hotspur FC’s approved £430m scheme for a stadium led comprehensive redevelopment scheme;
- Grainger’s continuing commitment to the transformative Seven Sisters Regeneration project;
- Transport for London’s ongoing delivery of the £40m gyratory improvement scheme to unlock development sites near Tottenham Hale;
- Transport for London’s commitment to a £20m redevelopment of Tottenham Hale station;
- £72m investment to deliver four trains per hour between Northumberland Park, Tottenham Hale and Stratford (as the first step towards transforming capacity and frequency all along the West Anglia Main Line);
- £41m investment from Haringey Council and the Mayor of London in key place making, site assembly, employment, skills and wider regeneration projects; and
- Investments in electrification of and train lengthening on the Gospel Oak to Barking Line passing through South Tottenham.

The Physical Development Framework primarily looks at a period to 2025 and sets out a growth scenario that will:

- deliver 10,000 new high quality homes through a mixture of private sector residential developments and estate renewal programmes;
- create or access 5,000 new jobs with almost a million square feet of employment and commercial space added;
- develop a new civic hub and open space at Tottenham Green and a new gateway to Seven Sisters;
- deliver a reinvigorated and enhanced high street at Bruce Grove;
- create a new leisure destination at High Road West;
- secure long term investment from an institution in Northumberland Park; and
- deliver a revamped station at Tottenham Hale, suitable for an international transport and growth hub.

The Framework also looks beyond the period to 2025 to align with the Upper LeeValley OAPF and the London Plan growth scenarios. The potential scale of change set out for each key area in Chapter 4 aligns with this and, therefore, exceeds the growth targets to 2025, thereby demonstrating the capacity for significant long term change in Tottenham.
Figure 1.1 - Illustrative View of Tottenham looking south
London Context

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

Some of the factors that set Tottenham’s ambitions apart from other parts of London include:

**Diversity** in its people and culture - there are more than 200 different languages spoken in Tottenham;

**Accessibility** to central and east London, Cambridgeshire and Hertfordshire and connections to Heathrow (via Stratford Crossrail), Stansted and the international rail network and links to multiple centres in north London via the bus and tube network;

**Committed** investment in significant transport infrastructure improvements that will further improve accessibility with associated opportunities for employment and attracting further investment;

**Future jobs** and growth opportunities that it can offer due to its position in the Cambridge-Stansted-London corridor;

**Mix** of arts, music, open spaces, sport and leisure activities offered by the combination of the cultural hub at Tottenham Green, the Lee Valley Park and the sports hub at Tottenham Stadium;

**Thriving** High Road with its three very different centres at Seven Sisters & Tottenham Green, Bruce Grove and High Road West that create a diverse commercial, cultural and retail offer;

**Open space accessibility** to the significant asset of the Lee Valley Regional Park and the Lee Navigation canal network; and

**Affordability and value** of the housing stock, and the potential for this to improve in conjunction with investment in social infrastructure.

Figure 1.3 - Existing Assets in Tottenham
The approach to investment in Tottenham is to build on existing assets and investments in the area and to set an ambitious framework for change. In order to attract significant investment into the area there needs to be a step change in the quality and character of Tottenham as a place to live and work and the way in which the area is perceived.

Public and private sector funding will be needed to kick start the delivery of new employment uses, public transport improvements and place-making measures. A combination of these measures will be needed to encourage a new development cycle.

Investment in residential development will be through new build and renewal, to deliver an increase in housing numbers, an increase in private sector housing and tenure diversification:

- This could deliver around 10,000 new homes in Tottenham in the period of growth to 2025 with re-provision strategies within the area for existing households where appropriate. It is anticipated that new households will create additional spend in Tottenham and help to support new and existing local businesses and social infrastructure;

- Residential growth will be matched by investment in physical and social infrastructure including schools, health and community facilities, public transport improvements and streetscape and shop front enhancements; and

- The investment proposition behind these numbers recommends upfront investment in this infrastructure in order to create a step change in the way Tottenham is experienced and perceived by residents and visitors alike, and in order to deliver the necessary medium to long term residential values.

This step change in place making will need to be marketed to new audiences as well as existing ones in order to attract further investment in business and enterprise. It is proposed that current employment levels will be diversified through the natural evolution of existing stock and provision of greater variety and quality of workspace provision, underpinned by and education strategies being delivered by the Council.

These changes could result in up to 5,000 new jobs in Tottenham and investment in local people to secure their part in this change is considered fundamental to the success of the regeneration of Tottenham.

High growth scenarios will be influenced by a number of factors including the review of future airport capacity by the Airports Commission, which is due to submit a final report by summer 2015 assessing the environmental, economic and social costs and benefits of various solutions to increase airport capacity.

Figure 1.4 - Investment in place making drives values and regeneration.
There is a critical need to improve the investment and delivery performance in Tottenham and this will require a coordinated approach which is able to leverage several different strands of the regeneration strategy and ensure that the impact of individual interventions produce the maximum combined impact – ‘more bang for your buck’.

Given this objective and the challenges around control of real estate assets, the requirement for coordination of improvements to public realm and infrastructure, the general need to refine the regeneration strategy over time is important. This should include the use of the LB Haringey’s real estate assets and fully exploring the range of potential options for creating a strategic delivery organisation as detailed in Table 1.1 overleaf.
<table>
<thead>
<tr>
<th>Option</th>
<th>Funding Body</th>
<th>Description</th>
<th>Impact/Targets</th>
<th>Issues</th>
<th>Timing S/M/L</th>
</tr>
</thead>
<tbody>
<tr>
<td>Business Investment District (BID)</td>
<td>Property occupiers (mandatory subject to vote). Property owners (voluntary).</td>
<td>Business led and funded vehicle with business agenda for improving a defined area. High Road retail and ‘town centre’ management. Tottenham Green action plan management.</td>
<td>Marginal viability for existing businesses impacts BID levy potential and vote. Public subsidy critical. Leadership.</td>
<td>S to M</td>
<td></td>
</tr>
<tr>
<td>Trust</td>
<td>Trust (charitable) endowed with assets/capital/revenue.</td>
<td>Legal trust established to own and/or manage specific assets. Tottenham Green and environs.</td>
<td>Governance and management – less agile/opportunistic?</td>
<td>S</td>
<td></td>
</tr>
<tr>
<td>Voluntary Development Partnerships</td>
<td>Property owners/developers subscribe on a voluntary basis and public sector agencies.</td>
<td>Area based partnership of landowners/developers with local authority where landownership is fragmented and investment required in ‘common parts’, infrastructure etc. Used as precursor to Paddington Regeneration Partnership BID.</td>
<td>Secure funding from private sector for mutually beneficial strategy. Coordinate strategy and target investment. Could be used as precursor to BID.</td>
<td>S</td>
<td></td>
</tr>
<tr>
<td>LABV (Local Asset Backed Vehicle)</td>
<td>LBH and Private Sector developer/investor.</td>
<td>Council and private sector pool selected multiple Council assets (and potentially other revenue) with private partner capital and expertise in a JV structure. JV works assets to an agreed agenda to meet public and private sector financial and non-financial objectives. Parties share risk and reward (potentially at a portfolio level) according to respective appetites for same.</td>
<td>Financial returns. Regeneration and other objectives. Coordination of public and private investment and expertise to maximise impact on assets. Potentially range of assets across Regeneration area offering diversity and mix of risk and reward.</td>
<td>Appropriate range of assets. Consensus on objectives. Resource and timing. Economies of scale versus individual site JVs.</td>
<td>S to M</td>
</tr>
<tr>
<td>Development Corporation for Tottenham</td>
<td>Central Government.</td>
<td>Model with different nuances e.g. relative to autonomy – planning, funding, land/asset ownership.</td>
<td>Comprehensive coverage of Tottenham Regeneration Area.</td>
<td>Timing. Cost. Appropriate autonomy to be effective.</td>
<td>M to L</td>
</tr>
<tr>
<td>Enterprise Zone</td>
<td>Central Government and administered by a Local Enterprise Partnership (LEP).</td>
<td>Enterprise Zone, you can claim up to 100% Business Rates relief (worth up to £275,000) over a 5-year period, simplified planning, superfast broadband.</td>
<td>Could be used to help businesses who need relocating to keep costs down. Could be whole area or just commercial districts. Needs a LEP setting up to administer it which is a body made up of Business and Local Government.</td>
<td>M to L</td>
<td></td>
</tr>
</tbody>
</table>

Table 1.1- Strategic Delivery Organisation Options
Objectives
Objectives

The aspirations established by LB Haringey in *A Plan for Tottenham* have informed the key spatial objectives for the Physical Development Framework. These have been used through the process of developing the Physical Development Framework to test and refine recommendations.

A safe, secure and attractive place to live

Tottenham will increase residents’ and visitors’ perceptions of quality and safety by:

- Creating and maintaining high quality streets and public facilities, including proposals for new public spaces and buildings delivered through design processes that promote high quality design and deliver exemplar public projects;
- Building 10,000 new, high quality, energy efficient homes by 2025 with a mixture of sizes and tenures;
- Establishing consistent, high quality design guidance in areas of change including a masterplan for High Road West and refresh of the Tottenham Hale masterplan; and
- Improving existing homes by identifying opportunities for private and public sector initiatives and leveraging Council assets as a catalyst for change.

A high quality public realm network

There will be investment in a high quality public realm in Tottenham, so that public open spaces create an attractive environment for residents and visitors alike. This includes:

- Management strategies to optimise the management and programme of public spaces for example through the Tottenham Green Asset Plan recommendations;
- Delivering high quality public spaces and streetscape improvement schemes, for example with the Growth on the High Road and Tottenham Hale Gyratory projects;
- Developing pedestrian and cycle links that connect to the Lower Lee Valley and the open spaces of Tottenham such as Bruce Castle Park and Tottenham Green;
- Providing safe and attractive places for play in masterplan proposals; and
- Strengthening and creating a legible street network in masterplan proposals for High Road West and Tottenham Hale.
A well connected place

Tottenham will maintain strong public transport links with the wider area and modernise rail infrastructure, including:

• Securing more frequent rail services at local Network Rail stations;

• Upgrading rail stations and rail infrastructure, in particular at Tottenham Hale, White Hart Lane and Northumberland Park

• Improving the quality of pedestrian routes to local destinations; and

• Maintaining the bus network and investigating the potential for new services and routes.

A prosperous hub for business

Tottenham will foster the growth of new and existing businesses in appropriate locations and support firms to remain in the area. This will include:

• Creating and accessing 5,000 new jobs by 2025;

• Encouraging business start-ups and their development with appropriate workspaces and facilities;

• Identifying business needs and supporting business growth in the right locations, including safeguarding industrial employment areas for future employment needs;

• Building a range of new employment spaces following the recommendations of the Workspace Report; and

• Creating the conditions for market led upgrade of existing employment areas.
Cultural diversity

Tottenham will focus on developing its cultural offer, building on existing assets and community infrastructure and introducing new amenities to include:

• Securing investment in community infrastructure from appropriate sources in phase with new development, for example in the High Road West masterplan;

• Conserving and enhancing existing built heritage, for example, where appropriate, integrating into masterplan proposals for High Road West and Tottenham Hale;

• Building new public realm, leisure and cultural facilities into the first phases of new development; and

• Delivering a wide-ranging events programme reflecting local pride and diversity.

Low carbon development

Tottenham will promote the physical principles of low carbon development by:

• Establishing a District Heating Network with the potential to serve existing and new development and integrating this network into masterplanning proposals for High Road West;

• Increasing the supply of energy efficient homes through the provision of new homes and retrofit projects; and

• Promoting non-car based modes of travel and encouraging walking and cycling with a legible network of streets.
Physical Development Framework
Ambition

The Physical Development Framework for Tottenham aims to put a development structure around the investment proposition as a road map for incremental change. This includes both spatial and non spatial propositions. Overall, it is ambitious in its scope and this is seen as key to delivering the scale of change needed to secure significant investment in the area over the next twenty-five years. In the period to 2025 it will deliver approximately 10,000 new homes and over 5,000 new jobs.

As shown in Figure 3.1 the long term ambition for Tottenham beyond 2025 includes:

- Key areas of mixed use regeneration including Tottenham Hale and High Road West;
- Development of the cultural offer at Tottenham Green and promoting development at Seven Sisters;
- Significant rail improvements and station enhancements including Tottenham Hale Station Interchange;
- Reinforcing and strengthening the retail offer on the High Road, in particular at Bruce Grove;
- Potential programmes for estate renewal throughout Tottenham;
- Opportunity sites at Northumberland Park and links to the Lee Valley Regional Park (LVRP);
- Retention and upgrade of designated employment land in South Tottenham and around Northumberland Park;
- Introducing mixed use residential development into the Tottenham Hale Retail Park;
- Strengthening east-west movement between the LVRP and green spaces within Tottenham;
- Upgrade of the existing private residential housing offer;
- Investment in the West Anglia line to increase frequency of services; and
- Improvements to Northumberland Park station and White Hart Lane station.

The Framework recognises that the regeneration outcome in Tottenham will be the product of a number of decisions along the way, many of which are yet to be identified and agreed. In response the Framework seeks to retain a degree of flexibility to be able to respond to future changes and requirements and proposes short, medium and long term scenarios in its vision.
Framework Anatomy

The physical development framework has been developed around four key principles for regeneration, which are explained in the following section and summarised below:

**Character and Place**

**Reinforcing the High Road**
Movement and Open Spaces

Transport Connections and Infrastructure Investment

3. Physical Development Framework
Character and Place

Poor public perception and image is identified as a key issue facing regeneration in Tottenham. Image change requires upfront investment to address issues of poor quality streetscape, lack of care in the appearance of buildings (especially as a priority on the High Road), improving safety and security for residents in and around their homes and introduction of new community uses and commercial activities so that people have things to do within their own neighbourhoods and local centres become destinations with life and activity to them.

There are large areas of Victorian terraced streets in Tottenham. Many are Houses of Multiple Occupation (HMOs) owned by private sector landlords. The predominance of this tenure has created specific social problems which, combined with little or no investment in the building stock, results in areas appearing shabby and often unsafe.

Opportunity

Proposals for regeneration promote a concentration of change around areas of high connectivity. This results in a definition of character with three key nodes along the High Road: Tottenham Green & Seven Sisters; Bruce Grove; and White Hart Lane, and two additional nodes at: Northumberland Park; and Tottenham Hale.

These are the places of Tottenham where the majority of development will take place, and within this framework there is a hierarchy in which Tottenham Hale and High Road West will initially accommodate most of the development.

The identity of place is generated through the interaction of building typologies, public spaces, streetscapes and policy interventions with the dominant character set by the uses and activities in each area shown in Figure 3.3 and described below:

- **Tottenham Green & Seven Sisters** is the cultural and educational heart of Tottenham, and development activity will leverage new opportunities in existing assets around Tottenham Green such as the College of Haringey, Enfield and North East London (CHENEL) and the Bernie Grant Art Centre, with streetscape improvements, a management plan and the programme of activities such as market stalls and events on the approach from Seven Sisters and on the Green itself;

- **Bruce Grove** is the retail heart of Tottenham High Road and policy intervention will be an important tool in concentrating retail activity in this area, enhancing the shopping experience and creating a platform for commercial investment;

- **High Road West** is the leisure destination in Tottenham with expansion of the sport and leisure amenities such as cinemas and sports centres alongside new housing to compliment investment in the new Tottenham Hotspur Football Stadium;

- **Northumberland Park** is the industrial employment focus in Tottenham in the short to medium term with a view to securing long term investment from an institutional establishment with related business spin off and mixed use residential development including estate renewal, maintaining employment land so the area can be responsive to changing occupier requirements in the future; and

- **Tottenham Hale** is the commercial heart of Tottenham with growth in international and city connections underpinning transport led residential, retail and employment development and intensification;

Outside of these five areas of change is the existing residential core where little change is proposed. The Physical Development Framework proposes that the cumulative effect of investment in the core areas and associated investment in amenities such as schools will have a knock on impact on increased levels of investment in the predominantly residential areas inbetween.

The spatial arrangement and development character of each area sets up a structure for development that allows change to occur both simultaneously and incrementally without competition between each area. The strategy proposes intensification of uses and development within the existing fabric where appropriate and more comprehensive regeneration of larger areas where single landownership(s) facilitates this approach. The combination of these two approaches seeks to maximise development capacity of Tottenham without losing the inherent character and grain of the urban fabric.
Figure 3.3 - Character and Place
Reinforcing the High Road

Tottenham High Road is 3.2k km long – substantially longer than comparable High Streets in London. Attempts to create a high street experience have failed, in part, due to this length and the lack of difference in appearance and offer at the three key nodes along its length: Seven Sisters & Tottenham Green, Bruce Grove and High Road West. The current predominant character of each centre – respectively, culture/education, retail and sports - needs to be strengthened and reinforced. There is limited clustering of complementary uses and fragmented social and cultural activities around each centre. This is considered to be contributing to the under performance of the High Road and to have a limiting impact on Tottenham’s economic performance and its ability to attract new residents and businesses.

Opportunity

The Framework recommends changes in policy designations to concentrate retail uses on the High Road at the two key nodes - Seven Sisters and Bruce Grove consistent with their district centre status and to retain North Tottenham (the area around the junction of the High Road with White Hart Lane) as a local centre, but with additional leisure facilities. This will assist in creating difference between the three centres and bring workspace onto the High Road to increase activity and spend.

The High Road retail offer will complement the tenant mix strategy at Tottenham Hale which aims to attract more of a fashion / open A1 mix. The Framework proposes growth of the Tottenham Hale retail and commercial offer commensurate with its strategic transport connections and anticipates expansion/intensification of businesses to the north in Ashley Road and in the existing industrial areas south of the retail park.

The Framework also strengthens the cultural offer of Tottenham Green, encouraging greater integration with the residential developments at Hale Wharf and Hale Village, which are all within a ten minute walk. Removal of the gyratory system will enhance the pedestrian experience along Monument Way. In the long term, estate renewal and infill development will contribute to greater integration.

Northumberland Park plays a less significant role in the hierarchy of places in Tottenham in the short to medium term but with increased rail services and long term mixed use development will become a more significant place in its own right.
Movement and Open Spaces

An historic Roman road, the High Road dominates as a north-south route through Tottenham with very few roads linking east-west across the area to Northumberland Park or Tottenham Hale. There are no other significant north-south routes within the Tottenham area which is unusual for a high street, which typically has a secondary level road running in parallel to it to take local traffic. Movement is also frustrated by the lack of a legible network of streets in post war housing estates. In these areas too many routes results in a poor concentration of activity and poor safety and security for pedestrians.

Other rail and road infrastructure also creates east-west severance: to the east the West Anglia railway and Watermead Way road sever the physical connections to the Lee Valley Regional Park (LVRP) with the exception of the level crossing at Northumberland Park station and the road bridge at Tottenham Hale. To the west the elevated West Anglia rail line allows some crossing under viaduct arches but generally also severs connections to the Lordship Lane Recreation Ground and Bruce Castle Park.

The LVRP is a significant regional asset forming the eastern edge of Tottenham. It includes the Walthamstow Wetlands and the 10 reservoirs that make up the site are an internationally and nationally recognised ecological resource and wildlife habitat. The Park is in the process of developing a Development Framework which will establish aspirations and specific proposals for its future development and management.

Access through the Park is principally along the north-south towpath to the Lee Navigation (the canalised River Lee). The landscape within this area is varied with elevated reservoirs, large open spaces and a complex of waterway corridors. However, the continuity and coherence of the landscape is fragmented by strategic road crossings, adjoining land uses and limits on public access to large parts of the area. Within South Tottenham, Down Lane Park provides an important open green space and recreational facility. There is not an equivalent provision in North Tottenham which has been identified as an area deficient in public open space.

Opportunity

The Physical Development Framework sets up a number of key east-west movement routes between the Lee Valley Regional Park and smaller open spaces to the west such as Bruce Castle Park and Lordship Recreation Ground via existing open spaces in the study area. Improvements to the pedestrian environment will include better lighting, signage and footways and enhanced cycle facilities on these routes to improve accessibility, safety and security for users. These key routes will address issues of severance through the area caused by rail and road infrastructure with the implementation of new bridges to the east and development under railway arches to the west. A diagonal east–west route is introduced from north to south through Tottenham – aligned to streetscapes improvements and local green spaces.

A significant increase in the quantum and quality of open space in North Tottenham is proposed. This includes a new public square and Community Park in the High Road West area as well as the potential for a new Community Park as the estate renewal opportunities are explored for Northumberland Park. These new open spaces are linked by key movement routes to create the spatial framework in North Tottenham and address issues of connectivity as well as an open space network. In particular improving accessibility to the Lee Valley Regional Park north of Stonebridge Lock is considered key to unlocking the potential of this asset for the local community.

In South Tottenham the emphasis is on supporting and enhancing existing green infrastructure at Tottenham Green and Hale Wharf and the Lee Valley Regional Park. This includes ‘greening’ the route between Tottenham Hale and Tottenham Green along Monument Way, improving lighting and wayfinding and developing a narrative around “the Park on your doorstep” - supporting the delivery of the aspirations of the Development Framework for the Park. In the long term it could also include junction improvement at the Cross so that Monument Way connects up to Tottenham Green – simplifying the current highways layout.
3. Physical Development Framework

Figure 3.5 - Movement and Open Spaces
Transport Connections and Infrastructure Investment

The Public Transport Accessibility Level (PTAL) map shows that Tottenham has excellent public transport connections, concentrated around the High Road and Tottenham Hale.

Tottenham Hale is the most connected part of South Tottenham with direct tube and rail links to central London and the City, a rail link to Stansted airport and a large bus interchange. Its current character is dominated by the transport infrastructure - but there is significant opportunity to link up with existing and future residential developments to the east and the retail park to the south to optimise existing assets and create a more vibrant district with a commercial focus at its heart. Seven Sisters is also well connected by bus and Underground.

In North Tottenham, White Hart Lane has a four trains an hour rail service and is well served by local bus services. Northumberland Park also currently has an infrequent stopping rail service and limited bus services. The Victoria Line has a depot adjacent to Northumberland Park station. Access to land east of the railway is accessed by a level crossing, which has been earmarked for closure. The areas feel fragmented and poorly connected, partly through the severance caused by the rail infrastructure and also the relatively large development plots in both industrial and residential estates.

The length of the High Road and the prevalence of transport infrastructure and associated services in South Tottenham create a north/south divide in the area in terms of wider London accessibility and it is understood that this has a knock on effect on long-term inward investment in North Tottenham. There is a sense of passing through north Tottenham, borne out by service data which shows that many of the buses entering the High Road from the north are already mostly well occupied with Seven Sisters as the destination for most passengers.

Opportunity

The potential for an extension of the Victoria Line from Seven Sisters to Northumberland Park. However, this would be at the expense of any increase in Victoria Line frequency from Seven Sisters to Tottenham Hale and Walthamstow.

The West Anglia mainline will be subject to major capacity enhancements over the next four years as works are carried out to enable a minimum four trains per hour service to operate from Angel Road to Stratford via Northumberland Park and Tottenham Hale. In addition to this, the Mayor has recently been granted powers for TfL to be the rail franchise authority for some West Anglia suburban routes, which could include this new service in the future.

Beyond this, there are further opportunities to enhance capacity by undertaking works to deliver a six trains per hour service between Stratford and Angel Road and through to Brimsdown. Given the land is safeguarded this is a ‘shovel ready’ scheme that we believe could be delivered as soon as 2018. TfL have now started putting a detailed business case together and will be strongly making the case to Government for the investment over the coming months.

The upgrading of the station at White Hart Lane will provide an enhanced gateway into the area and set the context for new mixed use development and approach to the High Road and the new Tottenham Hotspur Football Club stadium.

Cycling currently does not have a high profile in Tottenham. With the proposed Cycling Super Highway No. 1 (CS1) there is an opportunity to increase the number of journeys made by bicycle which would bring a range of benefits to the area, including low cost journeys for residents, improved accessibility and health benefits.

In addition to the many concessionary fares offered by Transport for London it is recommended that further studies are undertaken to promote a new approach to local bus zoning in Tottenham, as a test bed project. It is proposed that a strategy for a local bus zone “Zone L” is introduced, as a sub set of the current Zone 1,2,3 4 etc.. This would set up a local fare stage reflecting a “hop on hop off” approach to local public transport and encourage wider movement and connection within the area - opening up access to employment, education and housing.

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8 Space Syntax Pedestrian Modelling Baseline Report, October 2012

9 Arup Public Transport Baseline Study, February 2013
Figure 3.6 - Public Transport Connections, Investment and Accessibility
Physical Development Framework and Development Trajectory

Phase 1 to 2025

The first phase proposes to:

- Establish the presence of an institution, for example a university research facility, on LB Haringey owned land at Marsh Lane;
- Deliver high quality public realm and streetscape improvements including the TfL gyratory scheme, Growth on the High Road study recommendations for Tottenham Green and the High Road, Tottenham Hale Station Square and a new station square at High Road West;
- Explore options for greening Tottenham with a comprehensive strategy for tree planting as part of streetscape improvement programmes;
- Undertake estate renewal and infill development along Monument Way to support the aspirations of the gyratory works to create an urban boulevard;
- Relocate the Arriva bus garage from Tottenham Green and release the bus garage site for redevelopment;
- Improve IT accessibility and broadband capacity throughout Tottenham and provide public access WiFi hotspots at key locations;
- Improve connectivity into the Lee Valley Regional Park with a new visitors centre at Northumberland Park; and
- Improve the cycle network throughout Tottenham.

- Upgrade the West Anglia Mainline, beginning with the committed Stratford-Angel Road scheme, which will be enable a new four trains per hour local stopping service at Northumberland Park and Tottenham Hale;
- Deliver housing led regeneration at High Road West including the recently permitted Brook House scheme;
- Create a new public realm and a leisure destination at High Road West to complement and support the THFC stadium and associated developments;
- Improve the quality of shop fronts on the High Road and concentrate retail offer on the three centres on the High Road in line with the Retail Strategy for Tottenham recommendations;
- Implement programmes of improvement and asset management at Tottenham Green and Northumberland Park;
- Explore opportunities for estate renewal and improvement with local communities in Northumberland Park and at estates in Tottenham, including new / upgraded schools;
- Upgrade Ashley Road, South Tottenham, Fountayne Road and Markfield Road Estates as employment led areas in line with Workspace Strategy recommendations;
- Invest in education facilities including a new secondary school in South Tottenham to create confidence in investment in existing areas of Victorian stock;
- Improve connectivity into the Lee Valley Regional Park with a new visitors centre at Northumberland Park; and
- Improve the cycle network throughout Tottenham.
End State Scenario

Beyond 2025 the end state scenario includes:

- Employment led regeneration east of the railway lines in Northumberland Park in line with the designation as Strategic Industrial Land;
- Regeneration of Millmead and Lockwood employment areas to upgrade the quality of the built environment and ensure efficient use of employment land;
- Market led improvement in existing areas of Victorian housing stock;
- Renewal of Tottenham Hale retail park to improve connectivity, unit sizes and, potentially, include residential development;
- Undertake estate renewal programmes in other LB Haringey owned housing estates in South Tottenham;
- Complete housing led regeneration at High Road West;
- Maintain management of Tottenham Green assets and complete investments;
- Complete estate renewal projects at key sites in Tottenham;
- Develop spin-off institutional investment in the Northumberland Park area leveraging phase 1 investments;
- Develop the bus garage site at Tottenham Green;
- Complete the decentralised energy network for north Tottenham and consider extension to south Tottenham;
- Design and implement further cycle superhighways to promote cycle access in the area;
- Capitalise on the accessibility offered by Crossrail 2 station(s) and route connectivity to central London and northwards; and
- Upgrade the status of the retail centre at Tottenham Hale to a ‘major’ centre.
LEGEND

- Key Open Spaces
- Key Ongoing Projects
- Existing Key Buildings
- Opportunities:
  - Potential housing improvements
  - Residential mixed use
  - Retail mixed use
  - New institutional facility
- Upgrade of employment areas
- Rehabilitation of residential core
- Knowledge Growth Zone
- Culture Zone
- Sports & Leisure Area
- Business & Exchange
- Primary Retail Centres
- Asset Management Programmes
- Existing Bus Garage
- Tube Station
- Overground Station
- Rail Station
- Station Improvements
- Bus Station
- West Anglia mainline upgrades
- Existing Rail / Overground

- High Road
- Key roads
- Strategic green routes
- Gyratory Improvement Scheme (2012 - 2014)
- Existing schools
- Refurbished schools
- New Schools
- New Rail Crossing
- Existing Rail Crossing
- Potential Rail Crossing
- New River/Canal Crossing
- Existing Areas of Key Open Spaces
- Existing Water Bodies
- Existing Canals and Rivers

3. Physical Development Framework

- Opportunities:
  - Key Open Spaces
  - Potential Housing Improvements
  - Retail/ mixed use

- Gyratory Improvement Scheme (2012 - 2014)

- Key roads
  - High Road
  - West Anglia mainline upgrades

- Strategic green routes

- Existing Key Buildings
  - Knowledge Growth Zone
  - Culture Zone
  - Sports & Leisure Area
  - Business & Exchange
  - Primary Retail Centres
  - Asset Management Programmes

- Existing schools
  - Refurbished schools
  - New Schools

- West Anglia mainline upgrades

- Existing Rail / Overground

- High Road

- Key roads

- Strategic green routes

- Gyratory Improvement Scheme (2012 - 2014)

- Existing schools
  - Refurbished schools
  - New Schools

- New Rail Crossing
- Existing Rail Crossing
- Potential Rail Crossing
- New River/Canal Crossing

- Existing Areas of Key Open Spaces

- Existing Water Bodies

- Existing Canals and Rivers

- IT Cloud

- Key Open Spaces
- Key Ongoing Projects
- Existing Key Buildings

- Opportunities:
  - Potential housing improvements
  - Residential mixed use
  - Retail mixed use
  - New institutional facility

- Upgrade of employment areas
- Rehabilitation of residential core

- Knowledge Growth Zone
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- Existing Bus Garage
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- Station Improvements
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- West Anglia mainline upgrades

- Existing Rail / Overground

- High Road

- Key roads

- Strategic green routes

- Gyratory Improvement Scheme (2012 - 2014)

- Existing schools
  - Refurbished schools
  - New Schools

- New Rail Crossing
- Existing Rail Crossing
- Potential Rail Crossing
- New River/Canal Crossing

- Existing Areas of Key Open Spaces

- Existing Water Bodies

- Existing Canals and Rivers
Areas of Change
The Physical Development Framework sets out a conceptual framework to guide the opportunities for change in five key areas of Tottenham. The framework is not a detailed masterplan; it is a high level framework that provides guidance on interventions in order to create a Tottenham that will be a better place to live, work and play. The framework is flexible and therefore can be responsive to change. The framework is also expected to evolve over the longer timescale in order to accommodate change within the key areas.

In this context this section presents an understanding of the current condition including key constraints and opportunities for each of the five key areas. This has enabled future opportunities to be identified including early priorities through to long term options. For each opportunity, the framework looks at how a range of measures including policy mechanisms, management and new development can be used to deliver the identified proposals. The actions and priorities have been developed to deliver implementable strategies within the conceptual framework and vision.

Where appropriate, the Framework also reviews and refreshes previous and on-going studies and projects to understand the interplay between existing proposals and the opportunities identified. It also incorporates recommendations from supporting studies, outcomes from key stakeholder workshops and discussions with the LB Haringey and the GLA. Nevertheless, the recommendations made are Arup’s.

This section addresses the five areas in the following order:

• Tottenham Green & Seven Sisters;
• Bruce Grove;
• High Road West;
• Northumberland Park; and
• Tottenham Hale;

For each of the areas identified, this section sets out:

• The proposed vision;
• Characterisation of the area to describe the existing setting and key features;
• Summary of key existing opportunities and constraints;
• An overview of public sector assets;
• Early priorities to deliver the vision and longer term interventions; and
• Action Plan for delivering the vision. This section identifies the initiatives necessary to deliver the vision and changes proposed in the preceding sections. Initiatives related to retail and workspace action plans are replicated from the Retail Strategy for Tottenham and the Tottenham Workspace Strategy.
4. Areas of Change
For each proposed initiative within the action plans, the following are set out:

A range of different types of initiatives are set out in the Action Plans. The initiatives are delivered as: **P** - policy; **S** - further study; **M** - management; and **D** - development.

<table>
<thead>
<tr>
<th>TYPE OF INITIATIVE</th>
</tr>
</thead>
<tbody>
<tr>
<td>A range of different types of initiatives are set out in the Action Plans. The initiatives are delivered as: <strong>P</strong> - policy; <strong>S</strong> - further study; <strong>M</strong> - management; and <strong>D</strong> - development.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>PRIORITY</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ranking of initiatives, indicating the order in which the initiatives should be implemented. The following coding is used to indicate the priority for each initiative.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>DELIVERY MECHANISM</th>
</tr>
</thead>
<tbody>
<tr>
<td>How the proposed initiative would be funded. Details of possible delivery mechanisms and where appropriate possible funding sources are set out in the Action Plans.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>The following acronyms are used to identify possible delivery mechanisms:</th>
</tr>
</thead>
<tbody>
<tr>
<td>IAD – Individual asset disposal(s)</td>
</tr>
<tr>
<td>IAA – Individual asset acquisition(s)</td>
</tr>
<tr>
<td>JV/DA – Joint venture/development agreement</td>
</tr>
<tr>
<td>DP – Direct public investment</td>
</tr>
<tr>
<td>LABV – Local asset backed vehicle</td>
</tr>
<tr>
<td>RRF – Revenue and reinvestment programme</td>
</tr>
<tr>
<td>PI – Private investment.</td>
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</tbody>
</table>
Cost estimates have not been undertaken as part of this study. The cost assumptions shown in the action plan are indicative only and are based on a low/medium/high cost scenario for the following activities:

<table>
<thead>
<tr>
<th>RESPONSIBILITY</th>
<th>COST</th>
</tr>
</thead>
<tbody>
<tr>
<td>Those parties which will need to be involved in order to realise the initiative. Within the responsibility column, the following acronyms are used to identify organisations:</td>
<td></td>
</tr>
<tr>
<td>LBH</td>
<td>LB Haringey</td>
</tr>
<tr>
<td>GLA</td>
<td>Greater London Authority</td>
</tr>
<tr>
<td>TFL</td>
<td>Transport for London</td>
</tr>
<tr>
<td>LVRPA</td>
<td>Lee Valley Regional Park Authority</td>
</tr>
<tr>
<td>RPs</td>
<td>Registered Social Landlords</td>
</tr>
<tr>
<td>THFC</td>
<td>Tottenham Hotspur Football Club</td>
</tr>
<tr>
<td>CHENEL</td>
<td>College of Haringey, Enfield and North East London</td>
</tr>
<tr>
<td>LBH TCM</td>
<td>LB Haringey Town Centre Manager</td>
</tr>
<tr>
<td>NSAR</td>
<td>National Skills Academy for Retail</td>
</tr>
<tr>
<td>TTP</td>
<td>Tottenham Traders Partnership</td>
</tr>
<tr>
<td>OTHER: as named</td>
<td></td>
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</tbody>
</table>