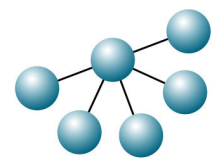


The Bridge NDC

Wards Corner Redevelopment  
Social Fabric Study

March 2008



SHARED INTELLIGENCE

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## **1. AIMS AND INTRODUCTION**

### **Purpose of the report**

- 1.1. This report has been commissioned by the Bridge New Deal for Communities (NDC) partnership. Its purpose is to assess a planning application by Grainger plc, submitted to the London Borough of Haringey in February 2008, for a development on the Wards Corner site of Seven Sisters. The report is required to provide an assessment of the proposals (positive or negative) as they relate to the economic, social and environmental well-being of the local area. A summary of the proposals is provided in Part 2 below.
- 1.2. This report contains the following:

#### *Overview of the area and the planning application*

- Introduction to the Wards Corner area – overview of the location and key characteristics of the local population
- Overview of the planning application – a summary of the proposals for the site

#### *Social Fabric Study*

After outlining the main elements of the proposals the report considers the following issues relating to the 'social fabric' of the area:

- Housing
- Crime and the fear of crime
- Public services (transport)
- Public realm configuration and management
- Training and employment

For each of the above issues, the report considers the baseline position for Wards Corner and, where appropriate, the wider area. It then addresses the planning application as it relates to the conditions and needs identified locally.

#### *Summary and conclusions*

This section provides a summary of the main conclusions.

### **Context for the report**

- 1.3. A separate piece of work has been commissioned to assess the likely effects of the commercial floor space elements of the scheme.
- 1.4. This report has been prepared alongside – although not as an integral part of – the development of a Spatial Framework for the Seven Sisters area, commissioned separately by The Bridge NDC. Through a series of public

consultation events, a review of the strategic context and engagement with key stakeholders, proposals are being developed that will:

- Consolidate the improvements made to date by The Bridge NDC
- Provide a coherent framework for guiding the future development of the area as well as the programme of investment
- Improve the overall quality of development and the environment more generally
- Achieve a more sustainable community

1.5. The Spatial Framework is intended to provide the basis for a Supplementary Planning Document for the area as part of Haringey's Local Development Framework.

1.6. As would be expected, the Spatial Framework addresses a range of urban design issues, including land use, public realm and open space, permeability and movement and the development of sites for community amenities, residential, retail, commercial or mixed-use development. At the time of writing, work has not yet begun on preparation of draft design options. However, Wards Corner has been identified as a 'key site' within the study area for the Spatial Framework and it is therefore likely that the development of the Framework will make reference to the Wards Corner area. In so doing, the Framework may generate additional comments and recommendations regarding the Grainger proposals.

1.7. The Spatial Framework is due for completion in June 2008.

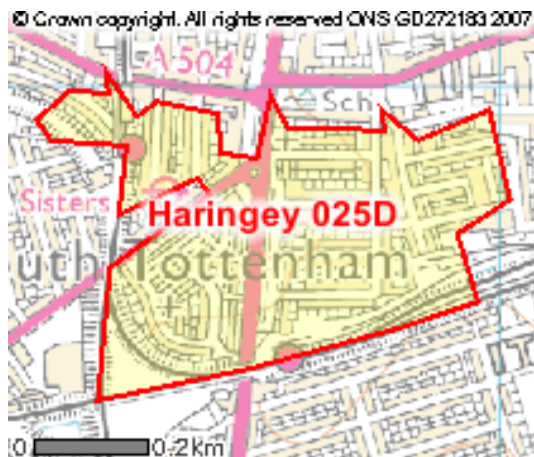
## 2. OVERVIEW OF THE AREA AND THE PROPOSALS

- 2.1. This section sets out the broad profile of the Wards Corner and wider Seven Sisters area and provides an overview of the proposals contained in the planning application.

### Wards Corner profile

- 2.2. Wards Corner is located in the east of the London Borough of Haringey, within the Tottenham Green Ward. The site includes Seven Sisters Underground Station and its entrances and frontage buildings on Seven Sisters Road, Tottenham High Road and West Green Road which houses an adjoining parade of shops. This area is widely recognised as a 'gateway' into the borough and therefore as being a prominent location. Wards Corner is located within the boundaries of the Bridge NDC regeneration programme.
- 2.3. In order to understand the characteristics of the local area, we have looked at the smallest scale at which it is possible to source robust demographic data, namely the Lower Super Output Area (LSOA). The relevant LSOA for Wards Corner is shown in Figure 1.1 below<sup>1</sup>. As the Wards Corner site itself represents an even smaller area, for the purposes of this report, we have used data from the wider LSOA, referred to as the 'Wards Corner LSOA'.

Figure 1: Lower Level Super Output Area Haringey 025D



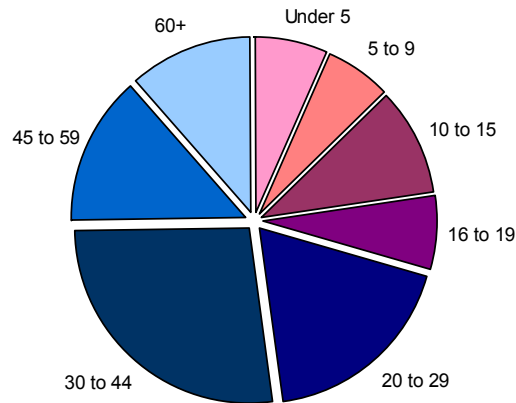
- 2.4. As of 2001 the resident population within the Wards Corner LSOA was 1,513. Compared to sixteen other similar-sized LSOAs located in The Bridge NDC area, Wards Corner LSOA has the third lowest population density, with 83.27 people per hectare. However, the Wards Corner area

<sup>1</sup> It should be noted that a single LSOA does not cover the Wards Corner site so that which takes in the majority of the current residential use and the main frontage on Tottenham High Road has been chosen. Use of the LSOA enables measurement against a baseline and comparisons between small areas; it is recognised, however, that it is not a precise measurement for the 'neighbourhood' or 'community'.

is more dense than both Haringey as a whole and London (73.18 and 45.62 respectively) (Census 2001).

- 2.5. Wards Corner LSOA has a relatively young population compared to the rest of Haringey, with a mean age of 32.69. The age structure of the population for Wards Corner LSOA is illustrated in figure 1.2 below.

*Figure 2: Age Structure of the population for Wards Corner LSOA, Census 2001*



- 2.6. The predominant ethnic group residing in the Wards Corner LSOA area is 'Black/Black British' whereby 35% of residents belong to this group. The area has a much higher Black/Black British population than both Haringey (20%) and London as a whole (11%). The area has a 16% smaller White British population than the borough overall; however has similar sized 'White Other' and 'Asian' populations (Census, 2001).
- 2.7. Looking at specific groups of people, the area has a relatively large Turkish population – 7% of residents in the area were born in Turkey compared to 4% in the Borough. A total of 44% of all residents in the area in 2001 were born outside the UK, compared to 37% for the Borough and 27% for London.
- 2.8. Data collected as part of the NDC National Evaluation suggests that The Bridge area as a whole continues to have a highly diverse population. In 2006 the percentage of BME groups in the area stood at 50%. This represents a slight increase from 2001 but, overall, remaining relatively stable and well above average for both Haringey and London.
- 2.9. In 2004, the Wards Corner output area was among the 5-10% most deprived neighbourhoods in England and Wales (Indices of Multiple Deprivation, 2004). This is still the case in 2007. Comparing Wards Corner LSOA with its neighbouring SOAs in the Tottenham Green Ward, Wards Corner is the most deprived in terms of its living environment, and second most deprived in crime and disorder and employment.

### **Wards Corner: Planning Application**

- 2.10. Full Planning Permission is sought for:

<sup>2</sup> Indices of Multiple Deprivation 2007

*'Demolition of all existing buildings on the site and replacement with a major mixed use scheme, incorporating new homes, shops and restaurant facilities.'*

2.11. The proposed development comprises:

- 197 residential units in a mix of studio, one, two and three bedrooms
- New retail units on Tottenham High Road, West Green Road and Seven Sisters Road, suitable for high street retailers and local independents
- Capacity available for Haringey Council's customer service offices
- A3/A4 uses accessed from Tottenham High Road
- Parking at basement level
- A new 'Public Square' on Tottenham High Road, incorporating public realm improvements and new hard and soft landscaping
- Contributions towards environmental improvements in the local area
- A specially commissioned piece of public artwork.

2.12. The aims of the development are to provide a holistic approach to the social, economic and physical regeneration of the site and the surrounding area. These will be addressed through:

- the regeneration of the public realm and the provision of a safe, attractive and convenient public square and transport interchange;
- economic regeneration and a transformation of the quality and range of shops and other services on offer;
- housing regeneration and the creation of nearly 200 new homes designed and built to the highest standards; and
- physical regeneration, through the creation of a landmark development, of the highest quality in terms of design and construction.

2.13. The developer, Grainger, consulted with the community for a period of six months before the submission of the planning application. Key elements of the consultation included:

- *Public Exhibition* - A public exhibition was held on Friday 13 and Saturday 14 July on the Wards Corner site. Over 350 people visited the exhibition and 109 responses to the proposals were received
- *Website and Newsletters*
- *Public Meetings* - The project team have met directly with the Tottenham Civic Society and attended public meetings, such as the Tottenham and Seven Sisters Area Assembly and 'Transforming Tottenham', to present the scheme and to receive and understand peoples' views.
- *Other Consultations* - The project team have met regularly with Planning, Design and Conservation Officers at Haringey Council and have made presentations to Councillors and to Haringey's Design Panel. The proposals have also been discussed with officers at the GLA, and Transport for London, CABE and English Heritage.

### 3. SOCIAL FABRIC STUDY

3.1. This section addresses key issues relating to the 'social fabric' of the Wards Corner area.

#### Housing

##### *Housing need in Haringey*

3.2. In 2005 there were estimated to be 96,000 households in Haringey<sup>3</sup>. The following figures show the breakdown in each tenure group:

- 49.5 per cent are owner occupiers
- 22.4 per cent are renting privately
- 17.5 per cent are Council tenants
- 10.5 per cent are RSL tenants

3.3. An earlier Housing Needs Survey (from 2002) also highlighted:

- An estimated 31% of households living in unsuitable housing, with disrepair and unfitness as major problems many of the problems associated with unsuitable housing can be solved through in-situ solutions but around 7,500 households would need to move if their needs are to be met;
- Single parents and people from black and minority ethnic communities are more likely to be in housing need problems associated with unsuitable housing are spread across the social and private sectors; and
- While there is need across all tenures, there is more call for 3+ bedroom sized properties.

3.4. The following table sets out the housing requirements across all tenures.

<b>Total shortfall or (surplus)</b>					
Tenure	Size requirement				TOTAL
	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms	
Owner-occupation	77	(108)	(94)	19	(107)
Affordable housing	1,006	753	678	542	2,978
Private rented	(780)	(726)	(466)	(372)	(2,345)
<b>TOTAL</b>	254	(70)	449	337	970

3.5. This table shows an overall shortfall in affordable housing and relative surpluses of both private rented and owner-occupied housing.

<sup>3</sup> London Borough of Haringey, Housing Needs Assessment (2005)

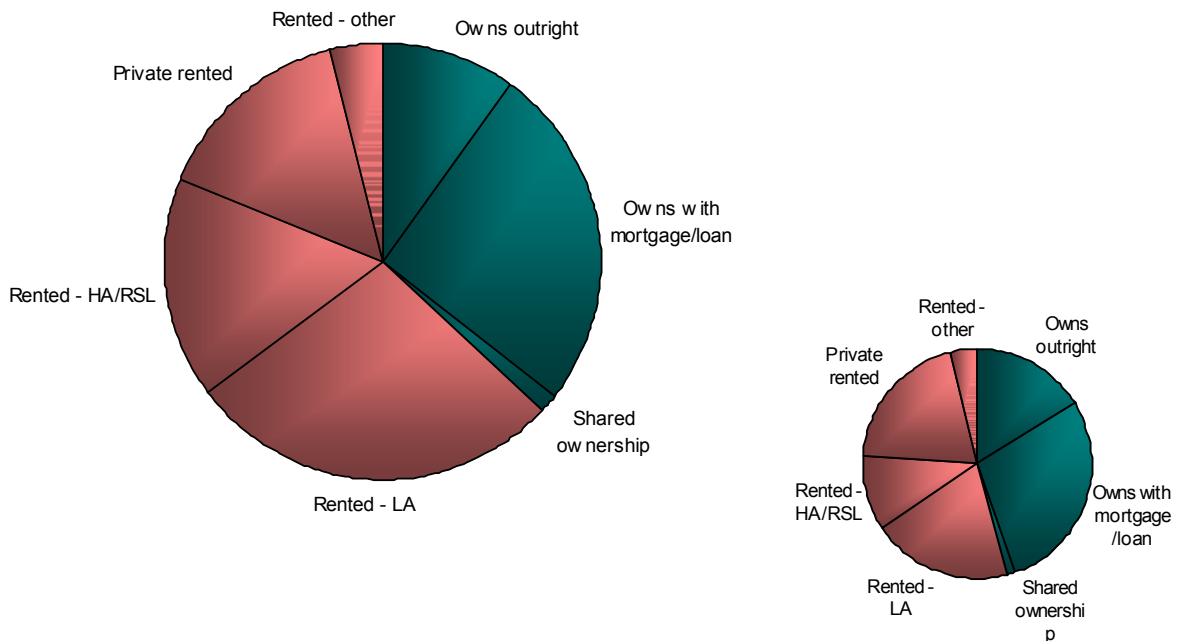
3.6. The 2005 assessment found that there was an estimated shortfall of 4,387 affordable housing units per annum in the borough, higher than the 2001 estimate due to the decrease of supply of affordable housing in the borough. This figure represents over 100% of the estimated annual new build in the borough. Therefore it is recommended that site size thresholds below the Circular 6/98 level of 15 dwellings should be considered.

*Current housing in Wards Corner*

3.7. There are 637 households within the Ward’s Corner LSOA. The area is made up of unshared terraced housing, purpose built flats and houses converted into flats. 41% of residents live in an unshared house, 80% of which is terraced housing. Almost 60% live in apartments/flats, with 58% living in a purpose built flat and 42% living in converted housing (Census 2001).

3.8. There is a lower proportion of people who own their own home in the area and a higher proportion who rent their accommodation especially from the local authority when compared with the Borough as a whole. 36% of people living in the area own their home (either with a mortgage/loan or owns outright), compared with 45% in the Borough. 63% of people in the area rent their accommodation and almost 28% of people living in the area rent their accommodation from the local authority, compared with 20% for Haringey as a whole (Census 2001).

*Figure 3: Home ownership in the Wards Corner output area and the Borough (inset), Census 2001.*



3.9. Housing conditions are generally poor within the Wards Corner area compared to surrounding neighbourhoods. Using the lack of central heating as a housing condition indicator, the Wards Corner LSOA had the fourth highest proportion of households with no central heating compared with the sixteen other LSOAs across the NDC area – with 9% of households having no central heating in the areas in 2001 (Census).

However, looking at the proportion of households with no central heating and no sole use of a bath/shower/toilet – there were no households within the Wards Corner LSOA with these conditions.

*The development proposals – housing*

- 3.10. The development scheme cannot bear the inclusion of affordable housing on-site, yet the provision of affordable housing is a key policy requirement of both Haringey Council and the Mayor of London. The Development Brief for the Wards Corner redevelopment site encompassed Wards Corner, the Council offices at Apex House and the Seven Sisters/Westfield Road site.
- 3.11. This application only contains proposals for one part of the Development Brief for Wards Corner, being the Wards Corner site itself. Apex House and the Seven Sisters/Westfield Road site are advancing separately, outwith the application, for housing development.
- 3.12. The Planning Statement notes that the Apex House site is within the Council's ownership. A Development Agreement between Grainger and the Council exists to:

*"...fulfil and satisfy all conditions and undertakings relating to the Affordable Housing Development (meaning the construction of Affordable Housing units, of which the total sum of habitable rooms shall not be less than 50% of the total sum of habitable rooms in the Development) whether contained within a Satisfactory Planning Permission, any section 106 agreement or otherwise..."*
- 3.13. The result of this agreement with the Council is to ensure that the development of the Wards Corner and Apex House sites, combined, achieve 50% affordable housing provision, in line with London Plan guidance and UDP policy HSG4.
- 3.14. Due to viability and development constraints, development of affordable housing on the site is not possible. An affordable housing 'toolkit' appraisal has been prepared for the benefit of the Council and the Mayor, this is a confidential document, but is reported to conclude that the scheme cannot bear the inclusion of affordable housing on-site.
- 3.15. In this context, it can be seen that the current Development Agreement between Haringey Council and Grainger plc is set to address the borough's identified need for additional affordable housing. The agreement should also meet the Mayor of London's requirements for 50% affordable housing. However, as noted above, the specific planning application for Wards Corner – which is the focus of this report – has been deemed unable to bear the inclusion of affordable housing and is proposing to provide only homes for private sale. This report is therefore unable to comment conclusively on the impact of affordable housing on the Wards Corner site.
- 3.16. The Grainger proposal will substantially increase the proportion of private sector homes in the immediate vicinity (as measured by the LSOA),

positively contributing to a more income-mixed neighbourhood and a reduced concentration of poorer households. Possible benefits associated with more mixed communities include reductions in negative 'neighbourhood affects' (for example stigmatisation and poor quality of services and environmental conditions) and improved labour market integration<sup>4</sup> - both of which would represent improvements to the social well-being of the area. Moreover, these benefits could potentially be felt by existing residents as well as newer arrivals.

- 3.17. A more socio-economically diverse community would be welcome in the Wards Corner neighbourhood which, as outlined above, has a higher concentration of social housing and poor households than the borough overall. That said, the number of units in the Grainger proposal needs to be viewed in the context of the wider area (which provides a more realistic measure of the 'neighbourhood') and the high levels of social housing overall. Additionally, the development of sustainable mixed communities is widely recognised as being dependent on non-housing services, such as schools. These aspects do not fall within the remit of the Wards Corner proposals.
- 3.18. The benefits associated with more mixed communities are often seen to flow from higher levels of owner occupation in an area. These include more stable communities with a greater sense of 'ownership' of the neighbourhood, as well as positive impacts on local services. The Development Agreement between Grainger and the Council provides that the Developer will use reasonable endeavours to promote a marketing strategy for the residential units which targets owner occupiers, including an initial marketing drive aimed at local residents, whilst not precluding simultaneous or subsequent marketing to other market sectors.
- 3.19. The proposal for Wards Corner would provide positive improvements to the general level of housing conditions in the immediate area, by delivering good quality, modern homes. Together with additional housing on the Apex House site, this would reduce the prevalence of poor housing in an area that suffers from particularly unsatisfactory housing conditions. It is beyond the scope of the scheme to provide access to good housing for those currently living in the worst conditions.

## **Crime and the fear of crime**

### *Crime in Wards Corner*

- 3.20. Crime levels for the Wards Corner area can be evidenced through analysis by the Safer Haringey Crime and Drugs Audit 2001 – 2004<sup>5</sup>. This shows that, overall, Wards Corner and its immediate surroundings have tended to suffer from high levels of crime in comparison with the wider area and the rest of the borough.

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<sup>4</sup> Hills, J. (2007) Ends and means: The future roles of social housing in England

<sup>5</sup> Based on 250 meter CAD grid square analysis for certain types of crime in the Borough.

- 3.21. The Wards Corner area witnessed one of the highest frequencies of domestic violence offences during 2001 - 2004, especially in the area immediately north of the Seven Sisters station. The area also had one of the highest levels of street crime in the Borough between 2001 and 2004 especially around the tube and rail station. The Audit expressed that the offences were concentrated primarily on the main transport interchanges and occurred predominantly between the hours of 2pm and 6pm. Two-thirds of street crime offenders throughout this period were reported as being between the ages of 10 and 17 years.
- 3.22. Residential burglary was found to be prevalent immediately north and south of the Seven Sisters tube and rail stations. Residential burglary was found to be particularly prevalent immediately south of the tube station between April 2003 and March 2004.
- 3.23. The area immediately surrounding Seven Sisters tube and rail station was reported as being one of the biggest areas of drug-related offending and misuse during the audit period (2001-04). Recent analysis around Haringey drug markets indicated a shift from dealing in 'crack houses' to street dealing and dealing from vehicles.
- 3.24. In 2003-04, Tottenham Green – the ward which houses the Wards Corner site – was reported as being the third highest ward in the Borough in terms of prevalence of non-accidental (arson) damage to property.
- 3.25. The Indices of Multiple Deprivation 2007 illustrates that the 'Wards Corner' LSOA is the second most deprived LSOA in Tottenham Green Ward. From a total of 32,482 LSOAs nationally, Wards Corner was ranked as number 6,151 for crime deprivation in 2007.
- 3.26. Despite what remain relatively high levels of crime overall, rates have improved in recent years. Data on the wider NDC area<sup>6</sup> shows that since 2001 total crime has fallen at a faster rate than that in the Borough more widely. There have been particular successes in tackling burglary, theft, street crime, prostitution, criminal damage and vehicle crime. The fear of crime has also improved overall but remains higher for women, certain ethnic groups, those aged between 16 and 24 and those over 65. It should be stressed however that this data is not specific to the Wards Corner area.
- 3.27. There is evidence<sup>7</sup> to suggest that improvements have in part been brought about by close working between the police and the NDC. This has helped to ensure that local priorities have been addressed, including tackling drug usage, prostitution and kerb crawling. Specific NDC projects may also have contributed to improvements in crime rates and a drop in fear of crime, such as the Drug Awareness Project and the Youth Crime Reduction Worker.

### *Designing out crime*

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<sup>6</sup> Sourced from the NDC National Evaluation, <http://extra.shu.ac.uk/ndc>

<sup>7</sup> Shared Intelligence (2007) *The Bridge NDC: Evaluation of Neighbourhood Services and Health, Social Care, Sport and Leisure Themes*

- 3.28. It is widely acknowledged that the design of the environment in which we live and work, can influence criminal behaviour. It can also influence a person's ability to exercise control over his or her surroundings.
- 3.29. Haringey's Unitary Development Plan Policy incorporates Supplementary Planning Guidance 'SPG 5 Safety by Design', which provides information on designing out crime for new housing development and retail. The guidance cites the importance of consultation with the police, especially with regards to their 'Secured by Design' initiative. This initiative suggests that the design of new developments should aim to create sustainable communities where people feel safe and secure and where crime and disorder or the fear of crime do not undermine quality of life or community cohesion.
- 3.30. According to Secured by Design principles, there are seven facets of sustainable development that are particularly relevant to crime prevention:
- **Access and movement:** places with well-defined routes, spaces and entrances that provide for convenient movement without compromising security.
  - **Structure:** places that are structured so that different uses do not cause conflict.
  - **Surveillance:** places where all publicly accessible spaces are overlooked.
  - **Ownership:** places that promote a sense of ownership, respect, territorial responsibility and community
  - **Physical protection:** places that include necessary, well-designed security features.
  - **Activity:** places where the level of human activity is appropriate to the location and creates a reduced risk of crime and a sense of safety at all times.
  - **Management and maintenance:** places that are designed with management and maintenance in mind, to discourage crime in the present and the future.

*The development proposals – crime*

- 3.31. Reflecting on the above Secured by Design principles, it is clear that the Grainger proposals are likely to have a positive impact on crime in the immediate vicinity of Wards Corner. In particular:
- Access will be enhanced, providing more convenient movement than is currently possible;
  - The development will be structured in a way that creates a secure, clear, and positive distinction between public areas on the outside of the block, and private and shared areas on the inside;
  - Surveillance of parts of the street scene will be improved, particularly by the 24-hour portage based in an office overlooking the new public square.

- 3.32. Internal security for the building itself is also likely to be effective due to physical protection and management and maintenance arrangements.
- 3.33. Overall, there is likely to be reduced fear of crime in the area immediately around the Wards Corner site (subject to recommendations on the Carpark Entrance made in paragraph 3.61 below).
- 3.34. The positive impacts of the Wards Corner development on crime and the fear of crime could be increased in the following ways:
- By giving due consideration throughout demolition and construction to minimising risks to security and fear of crime;
  - By working with the police and other relevant stakeholders (such as the Council or Homes for Haringey) to understand and negate any likely displacement effects on crime – particularly street crime and drug related offences;
  - By ensuring that there is effective on-going communication between security services, the local authority and local police and that their respective responsibilities for the public space around the Wards Corner site are clearly understood.
- 3.35. It is encouraging that Grainger has committed to working with the police to ensure that the proposals have a positive impact on crime. Grainger should also ensure that it builds on the good practice and relationships developed by the NDC partnership, which have had a positive impact on crime in the wider area.
- 3.36. Further analysis would need to be undertaken to better understand the likely impact on crime levels of diversifying household types within the area.

### **Public Services (transport)**

#### *Current provision*

- 3.37. The development site has an exceptionally high public transport accessibility level, sitting as it does directly above Seven Sisters underground station, close to mainline rail services and at the junction of two strategic highway routes along which many bus services operate.
- 3.38. Provision for cycling in the area is poor. The roads bordering the site are heavily trafficked, making cycling a potentially intimidating experience, and the LCN+ network, which identifies proposed strategic cycle links and runs along Tottenham High Road and Seven Sisters Road, has yet to be implemented here.
- 3.39. Pedestrians are subject to facilities of variable quality; though heavily used, the footways are of varying width, and the adjacent highways can be difficult to cross, despite the existence of signalised crossings.
- 3.40. As such, interchange between public transport modes - especially when that requires crossing one of the adjacent main roads – can be

problematic, requiring either crossing a heavily-trafficked road, or using a subway crossing, which are often a focus of crime and anti-social behaviour.

*Review of proposals for improved transport*

3.41. The following summarises the transport improvements proposed through this development, as set out in the Transport Assessment (TA):

3.42. Public Transport

- Bus stop improvements outside the development (northbound services only)
- Provision of public transport information to all new residents through the Travel Plan
- Visual improvements to the entrances to the Underground Station
- Passive provision for lifts into/out of the ticket hall

3.43. Cycling

- One secure cycle parking space per unit for residents
- Public cycle racks near the entrances to the Underground Station on the High Road
- Provision of cycling information (including cycle maps, locally-based cycle training, and cycle clubs) to all new residents as part of the Travel Plan

3.44. Walking

- Improved public realm around the development, including street clutter reduction to allow for improved pedestrian flow

3.45. Vehicles

- Part Car Free development (44 on-site parking spaces for 197 units/153 units 'Car Free')
- Provision of up to three Car Club vehicles, with discounted membership for new residents
- Provision of a car sharing scheme

*Role of proposals in delivering improvement*

3.46. The purpose of the above measures are summarised below:

3.47. Public Transport

- The improvements to the underground station entrances and the bus stop outside the development are intended to make the use of public transport more attractive. The provision of public transport information to new residents is intended to ensure that residents are aware of the services close to them, so they do not drive to their destinations as a 'default option'.

#### 3.48. Cycling

- The provision of cycle parking (both residential and public) is intended to make cycling more practicable for residents, visitors, or commuters. Again, the provision of cycling information to residents is intended to ensure that residents actively consider cycling as an option for travel.

#### 3.49. Walking

- The creation of a better street environment is intended to make walking around the site easier and more pleasant.

#### 3.50. Vehicles

- The identification of the Car Free units is aimed at reducing car ownership for residents, and thereby vehicle usage. The provision of a Car Club will enable residents to have access to a vehicle when they need one, while encouraging reduced vehicle use (Car Club users tend to take measures such as combining their trips, thereby reducing vehicle kilometres). A car share scheme is intended to reduce vehicle kilometres by encouraging residents to share vehicles for similar journeys.

### *Conclusion and recommendations*

#### 3.51. Public Transport

- The improvements to the underground station entrances and the bus stop outside the development are welcome, but insufficient; the bus stop improvements should not be limited to simply northbound services, and the underground station entrance upgrades do not provide improvements where they are most necessary; at the western entrance of Seven Sisters Road.

#### 3.52. Cycling

- The provision of cycle parking and the information for residents is welcome, but does nothing to connect the development with cycling infrastructure. The TA identifies cycle routes but the majority of these are simply quiet streets identified as suitable for cycling, rather than dedicated cycle facilities. It is recommended that the development should provide physical connections (e.g. TOUCAN crossings) to the proposed LCN+ routes on Tottenham High Road and Seven Sisters Road.

#### 3.53. Walking

- The urban realm improvements are welcome, but to be meaningfully beneficial, similar improvements are required beyond the site boundaries, so as to create a walkable network - or at least the beginnings of one - to and from the site. Those improvements also do little to improve the pedestrian experience of crossing adjacent streets.

The pedestrian crossing facilities in the vicinity should be upgraded.

### 3.54. Vehicles

- It is valuable that approximately three quarters of the units will be Car Free. However, this is a site with extraordinarily high public transport accessibility and no justification has been provided in the submission material as to why *any* on-site car parking should be provided. Further, the fact that the development site is on the very border of a Controlled Parking Zone (CPZ) means that the site will still attract car owners as residents, as they will be able to simply park their car in the surrounding uncontrolled streets. It is recommended that the development pay for the local authority to extend the CPZ such that this is no longer a viable option for residents.

## **Public realm configuration and management**

### *Current open space and street scene*

- 3.55. The development site comprises a full urban block with frontage to four streets. The quality of the public realm directly adjacent the development site can be characterised as follows:

#### **Tottenham High Road**

- Mixed-use street with ground-floor retail frontage;
- High volume of pedestrian movement;
- Wide pavement but poor co-ordination and quality of finish;
- High frequency of entrances to narrow-frontage ground-floor retail units;
- Street planting largely of inadequate scale and inappropriate character and arrangement;
- Uncoordinated clutter of street furniture and utility elements;
- Entrances to London Underground clear but uninviting;
- No on-street carparking; and
- Pedestrian guard railing constrains movement.

#### **Seven Sisters Road**

- Mixed-use street with ground-floor retail frontage;
- Moderate volume of pedestrian movement;
- Narrow pavement with poor co-ordination and quality of finish;
- High frequency of entrances to narrow-frontage ground-floor retail units;
- No street planting;
- Uncoordinated clutter of street furniture and utility elements;
- No on-street carparking; and
- Significant negative impact from volume of strategic traffic.

#### **Suffield Road**

- Residential street;
- Low volume of pedestrian movement;
- Narrow pavement with poor co-ordination and quality of finish;

- There is active frontage only to the centre of the street, where there is a high frequency of entrances to narrow-frontage dwellings;
- No street planting;
- Uncoordinated clutter of street furniture and utility elements;
- On-street carparking; and
- Slow-moving local traffic.

### **West Green Road**

- Mixed-use street with ground-floor retail frontage;
- High volume of pedestrian movement;
- Narrow pavement with poor co-ordination and quality of finish;
- High frequency of entrances to narrow-frontage ground-floor retail units;
- No street planting;
- Uncoordinated clutter of street furniture and utility elements;
- Intermittent on-street carparking; and
- Significant negative impact from volume of district traffic.

3.56. At a larger scale, access to public open space from the development site is constrained by the street pattern and the lack of good-quality and attractive pedestrian routes. The nearest neighbourhood park is located at Brunswick Road, and provides a range of recreation amenities including an equipped playground, a multi-use games court, and landscaped open space. This park is however only accessible via the busy Seven Sisters or West Green Roads.

3.57. There is currently no 24-hour use at Ward's Corner, and this, combined with the poor material quality of paving, the poor arrangement of street furniture and planting, combine to create an uninviting impression "out of hours".

### *The development proposals – public realm*

3.58. The proposal creates a secure, clear, and positive distinction between public areas on the outside of the block, and private and shared areas on the inside of the block. It also incorporates a number of significant and welcome public realm improvements to the surrounding streets as follows:

### **Tottenham High Road**

- Footway entirely re-paved in high-quality durable materials, with coordinated utilities and public art;
- Pavement widened at centre of frontage to allow for potential alternative uses;
- New building frontages incorporate a high frequency of entrances to ground-floor retail units;
- Street planting reprovided in improved configuration and specification;
- Co-ordinated arrangement of street furniture, lighting, and utility elements facilitates pedestrian movement;
- Co-ordinated specification of street furniture, lighting, and utility elements establishes a clear identity for the street;

- Substantial improvement to the design, enclosure, and setting of the entrances to London Underground; and
- Incorporation of two kiosks at the redesigned London Underground entrances adds diversity to the street scene.

### **Seven Sisters Road**

- Footway entirely re-paved in moderate quality durable materials, with coordinated utilities;
- High frequency of entrances to narrow-frontage ground-floor retail units;
- Co-ordinated arrangement of street furniture, lighting, and utility elements facilitates pedestrian movement; and
- Co-ordinated specification of street furniture, lighting, and utility elements establishes a clear identity for the street.

### **Suffield Road**

- Active frontage extended along full length of street;
- High frequency of entrances to narrow-frontage dwellings;
- New street planting and parking bays incorporated into street landscaping;
- Carpark entrance recessed from building line;
- Co-ordinated arrangement of street furniture, lighting, and utility elements facilitates pedestrian movement; and
- Co-ordinated specification of street furniture, lighting, and utility elements establishes a clear identity for the street.

### **West Green Road**

- Footway entirely re-paved in moderate quality durable materials, with coordinated utilities;
- High frequency of entrances to narrow-frontage ground-floor retail units;
- Co-ordinated arrangement of street furniture, lighting, and utility elements facilitates pedestrian movement; and
- Co-ordinated specification of street furniture, lighting, and utility elements establishes a clear identity for the street.

3.59. In terms of access to local parks, the proposal does not substantially alter or improve the poor connections to Brunswick Road neighbourhood park.

3.60. A key benefit of the proposals are the 24-hour management presence at Ward's Corner, manned by a concierge located in a highly-visible position at ground floor level, adjacent the main pedestrian entrance on Tottenham High Road. This is anticipated to have a substantial effect on the perception of the security of the public realm in this location.

3.61. The scheme brings dramatic and much-needed public realm improvements to this important location in Tottenham, subject to the following recommendations:

**1. Maintenance** - The proposal makes no substantial change to the dimension of public areas on its perimeter, however there is some ambiguity as to the maintenance proposals for the widened section of

pavement along Tottenham High Road. It is recommended that, as part of the public realm, these should be adopted by LB Haringey, and accordingly be constructed to an adoptable standard.

**2. Pavement Quality** - The high-quality and high-specification paving provided along Tottenham High Road is not proposed to extend along the Seven Sisters Road and West Green Road frontages, despite the continuation of all other aspects of the building around both corners, i.e. architectural expression, active frontage, and retail uses. Furthermore, the proposal has failed to adjust the building line to provide a more generous pavement to both streets. In order to adequately contribute to the environmental improvement of both streets, it is recommended that the same specification of paving be required throughout the scheme.

**3. Public Art** - The concept for the commissioning and location of public art is at the same time underdeveloped and overdetermined. This scope, process, location, and brief for any public art in this scheme should be commissioned independently by LB Haringey, and should follow best practice as set out by Art & Architecture [www.artandarchitecture.co.uk](http://www.artandarchitecture.co.uk) or the RSA Art for Architecture program <http://www.thersa.org> It is furthermore advised that the location identified for the public art "sculpture" may be more suitable for a landscape element such as a fountain, specimen tree, or light/sound installation.

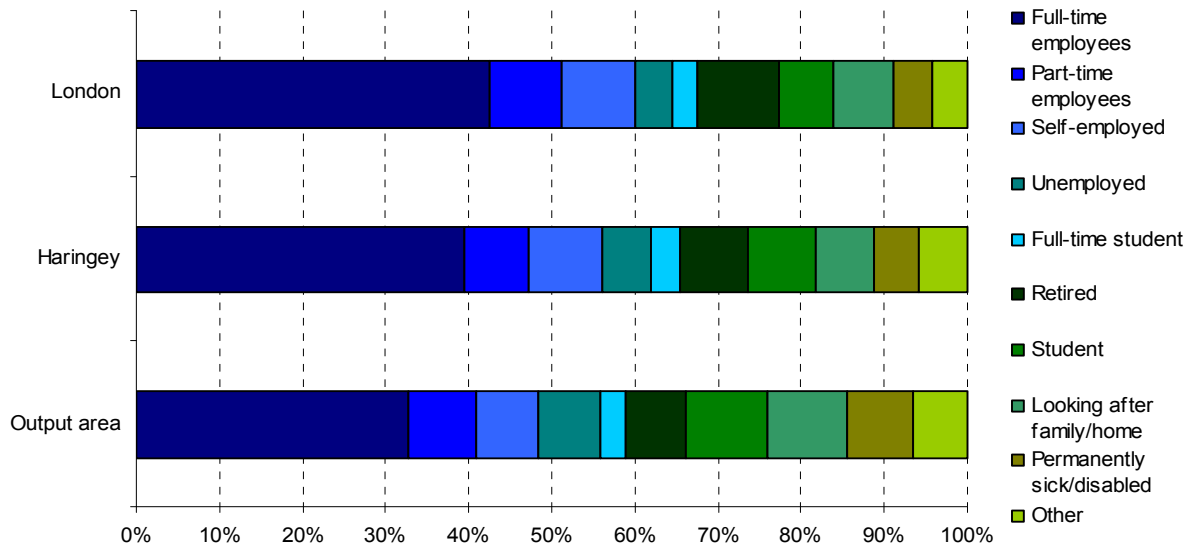
**4. Carpark Entrance** - The current configuration of the carpark entrance is in some respects successful, in that it is well-overlooked, however the recessed position of the entrance gates gives rise to concern as to 'blind spots'. It is recommended that the line of security be brought forward to align with the building line of Suffield Road.

## **Training and Employment**

### *Employment and economic activity in the area*

- 3.62. In 2001, Wards Corner LSOA had a higher unemployment rate than that of Haringey and of London as a whole, with 7.4% of the population unemployed, compared to 5.8% unemployment for the borough and 4.4% unemployment for London. In 2001, 32.4% of the 16-74 population was in full-time employment in the area, which is significantly lower than the borough's employment rate (39.5%) and London's employment rate (42.6%). Comparing 'Wards Corner' super output area with its neighbouring LSOAs in the Tottenham Green Ward, 'Wards Corner SOA' is the second most deprived in terms of employment.
- 3.63. Wards Corner output area had a considerably higher proportion of economically inactive residents than both the Borough and London in 2001, with markedly higher proportions of those looking after their home or family and those who are permanently sick or disabled. The area also had a significantly higher proportion of economically inactive students than Haringey and London as a whole (see Figure 1.3).

Figure 4: Economic Activity in the Wards Corner output area, Borough and London, Census 2001 (with economic activity expressed in blue, economic inactivity in green)



3.64. Comparing Wards Corner output area with the other LSOAs which comprise the Bridge NDC, the area has relatively high unemployment levels, having the third highest level of unemployment for all LSOAs in the NDC area. Comparisons also reveal that the Wards Corner LSOA has relatively high levels of economic inactivity. 2001 Census data reveals that the area has the second highest proportion of people looking after their home/family and the second highest proportion of permanently sick/disabled residents in the NDC area. Although more recent benefits data suggest that the proportion of sick/disabled residents has decreased over recent years.

*Qualifications*

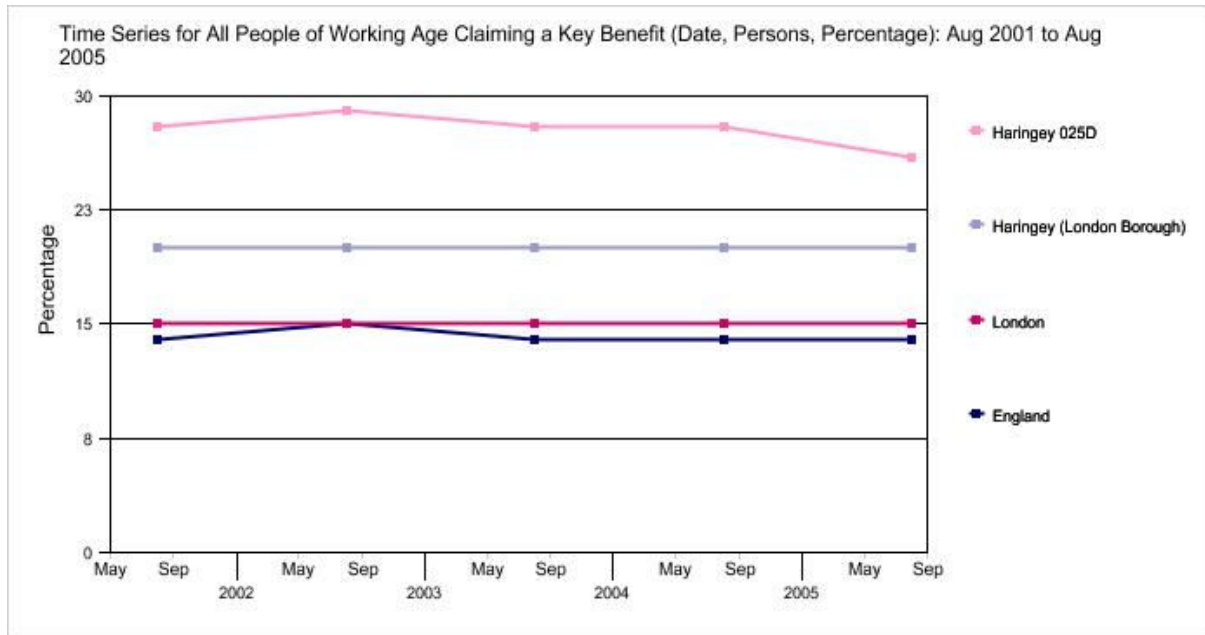
3.65. The area around the Wards Corner site houses people with relatively low levels of qualifications. In 2001, 28.5% of people residing in the Wards Corner LSOA had no qualifications. This is a much higher percentage than that of Haringey (23.4%) and of London (23.8%). Of those who were qualified, the levels of qualification were much lower than that of the borough and of London. 27.5% of the population had a highest qualification of Level 1 or 2, compared with 24% in Haringey and 30.1% in London. Only 28% had a Level 4 or 5 qualification, as opposed to 38% in Haringey.

*Benefit data*

3.66. Benefit data can help to update the economic activity status of Wards Corner output area since the 2001 census data. In 2005, 12% of the area’s population were claiming incapacity benefits, which is 4 percentage points higher than the borough and double that of London.

3.67. Over recent years, figures seem to suggest that the proportion of those claiming benefits has decreased in the Wards Corner output area.

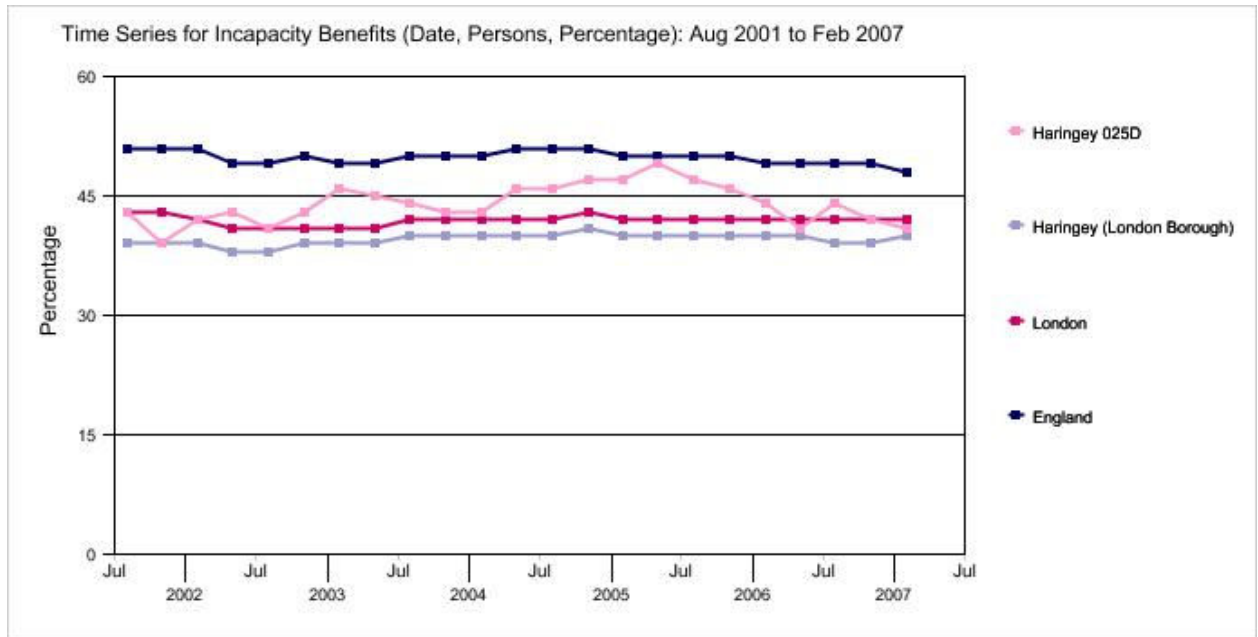
Figure 5: Working age benefit claimants 2001 – 2005 for the Wards Corner LSOA (025D) and comparable areas (Neighbourhood Statistics)



### Self-rated health and incapacity

- 3.68. In 2001, fewer people living in the Wards Corner output area reported having good health than people living in Haringey and London as a whole. 63% of the area's population reported having 'good health' in 2001 compared to 70% in Haringey and 71% in London. 11% of the area's population reported that their health was 'not good' in 2001, which is slightly more than that of Haringey (9%) and London (8%). The area also housed more people with a limiting long-term illness (18%) in 2001, compared to 16% in the Borough.
- 3.69. The proportion of people claiming incapacity benefit in the area peaked in mid-2005, and since then has fallen below the London average in February 2007 and is most recently at a similar level to the number of claimants for Haringey as a whole.

Figure 6: Incapacity Benefit Claimants 2001 – 2007 for the Wards Corner LSOA (025D) and comparable areas



*Training and employment opportunities in Wards Corner*

- 3.70. The socio-economic benefits that will be delivered for local people by the Grainger proposal can be seen in two key ways:
- training and jobs in construction on the site; and
  - on-going employment in the retail/commercial space provided on the site.
- 3.71. Haringey Council already has a number of strategies and policies in place to promote employment opportunities on large scale construction projects, including the Unitary Development Plan and the Planning Obligations Code of Practice. These documents stress that the availability of local employment uses and opportunities is a high priority for the Council.
- 3.72. In order to help deliver on this priority, the Council has formed a partnership, Construction Web, with other Councils and statutory agencies to facilitate construction training and employment.
- 3.73. As the Grainger proposal would have gross construction costs in excess of £50m and a construction period of over six months, the developer is encouraged by the Council to train and utilise local labour. Indeed, Grainger is well placed to deliver on any such commitment given the supportive local infrastructure outlined above. Grainger could, for instance, work with the nearby College of North East London, which offers a Construction Level 1 Introductory Certificate. The developer should scope the level of ‘immediate’ local interest in construction training and employment as soon as possible in order to ensure that skills are up to required levels before construction begins.

- 3.74. Although the impact on overall baseline figures for employment and skills is likely to be negligible, additional jobs and skills in construction would be welcome and would likely contribute to the improved social fabric of the wider area.
- 3.75. The impact of additional retail/commercial units on the social fabric of the area will depend in part on the impact on employment within existing businesses located on the Wards Corner site. It is understood that Grainger is committed to working with local businesses and business support providers to find alternative accommodation and to minimise the potential negative impact of the development. This is to be welcomed.
- 3.76. Overall it can be seen that there will be a net increase in retail and commercial floor space on the Wards Corner site. Taken alongside any additional retail/commercial use on the Apex House site (if this were to go ahead), there would be more substantial opportunities for job creation locally in comparison to what is currently available.
- 3.77. However, in order to maximise the impact of the development on the social fabric of the area, full appreciation needs to be given to the existing skills base of the local population. If local people are to benefit from the additional jobs created it will require commitment on the part of employers as well as support for applicants and employees before and after appointment. Again, Haringey has an infrastructure in existence to support this (for example, the Haringey Guarantee) but the challenge should not be underestimated.
- 3.78. Finally, it is unlikely that either jobs in construction or on-going employment in the retail/commercial space could be filled by those living in the immediate Wards Corner area alone as this would be discriminatory. However, it would be possible to ensure that any employment and training opportunities are effectively promoted in the vicinity of Wards Corner and to ensure that that jobs created reflect as far as possible the considerable diversity and age structure of the local community.

## 4. SUMMARY AND CONCLUSIONS

- 4.1. This report was required to provide an assessment of proposals for the re-development of the Wards Corner site as they relate to the economic, social and environmental well-being of the local area. The overall conclusion is that, in comparison with the existing conditions at Wards Corner, the Grainger scheme is likely to have positive benefits on all of the following aspects of social well-being:
- Housing
  - Crime and the fear of crime
  - Public Services (transport)
  - Public realm configuration and management
  - Training and Employment
- 4.2. In terms of housing, the Grainger proposal will increase the proportion of private sector homes in the immediate vicinity, positively contributing to a greater income mix among households. The degree to which the proposal will deliver an overall 'mixed community' needs to be seen in the context of the pattern of social housing in the wider area. A higher degree of social and economic diversity would be welcome in this neighbourhood which currently has a high concentration of social housing and poor households. The Development Agreement provides that Grainger will use reasonable endeavours to promote a marketing strategy that targets owner occupiers but this will not preclude simultaneous or subsequent marketing to other sectors.
- 4.3. Wards Corner has tended to suffer from high levels of crime in comparison to surrounding areas and the rest of the borough. The Grainger proposals are likely to have a positive impact on crime in the immediate vicinity. In particular the proposal will improve access and movement, the structure of uses in the area and (subject to recommendations) surveillance. This is likely result in a reduced fear of crime in the immediate vicinity. The potential impact on crime could be increased by considering the potential for increased crime and fear of crime during demolition, by working closely with the police, the council, the NDC and other local stakeholders to minimise crime displacement and by ensuring effective on-going communication between all relevant stakeholders.
- 4.4. The area currently has a high public transport accessibility level although provision for cyclists and pedestrians is relatively poor. The interchange between public transport modes can be particularly problematic. In order to be meaningfully beneficial, the Grainger proposals should be extended beyond the site boundaries – whether in terms of additional bus stop improvements, upgrading the remaining entrances to Seven Sisters tube station, or by providing links to local cycle networks. Proposals for car parking should also be carefully considered as should the extension of the nearby CPZ.
- 4.5. In terms of the public realm, the proposal creates a secure, clear, and positive distinction between public and private areas. It also incorporates

a number of significant and welcome public realm improvements to the surrounding streets. The proposal does not substantially alter or improve the poor connections to Brunswick Road neighbourhood park.

- 4.6. On a range of indicators, the immediate Wards Corner area is relatively more deprived than surrounding areas as well as the borough and London overall. The social and economic issues will chiefly be addressed by the Grainger proposal through training and jobs in construction and employment opportunities in the retail/commercial space provided. Grainger is well placed to deliver on commitments to ensure local jobs in construction given the local infrastructure in place to support this. Although the impact on baseline figures for employment and skills is likely to be negligible, additional jobs and skills in construction and retail would be welcome and would likely contribute to the improved social fabric of the wider area. The challenge of building local skills to match the demand for jobs should, however, not be underestimated.