

# MUNICIPAL YEAR 2012/2013 REPORT NO. 155A

**MEETING TITLE AND DATE:**  
Cabinet 13<sup>th</sup> February 2013

Council 27<sup>th</sup> February 2013

**REPORT OF:**  
Director of Regeneration,  
Culture & Leisure

**Agenda – Part:** Item: 9

**Subject:** North Circular Area Action Plan  
Proposed Submission Stage

**Wards:** Bowes, Palmers Green &  
Southgate Green

**Key Decision No:**

**Cabinet Member Consulted:**  
**Cllr Goddard**

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## 1. EXECUTIVE SUMMARY

The North Circular Area Action Plan (NCAAP) (reference copies placed in group offices and Members Library), will form part of Enfield's Local Plan and will specifically deliver the spatial vision and land use strategy for the area between New Southgate on the west and the start of the Great Cambridge Road approach to the east.

- 1.1 This report seeks approval of the proposed submission North Circular Area Action Plan and the subsequent consultation and submission, together with the necessary supporting documents to the Secretary of States for independent examination.

## 2. RECOMMENDATIONS

That Council approve

- 2.1 The proposed submission NCAAP for an extended statutory publication of 7 weeks, and subsequent submission to the Secretary of State.
- 2.2 That the Cabinet Member for Business and Regeneration be authorised to agree the publication of the Sustainability Appraisal and Equality Impact Assessment of the proposed submission North Circular Area Action Plan.
- 2.3 That the Director of Regeneration, Leisure and Culture, in consultation with the Cabinet Member for Business and Regeneration, agree appropriate changes to the proposed submission version of the North Circular Area Action Plan and undertake any further consultation required, in the run up to and during the public examination process into the document, in response to representations received, requests from the Planning Inspector and any emerging evidence, guidance or legal advice. Changes of a substantive nature may be considered by the Local Plan Cabinet Sub Committee.

### **3. BACKGROUND**

- 3.1 Preparation of the North Circular Area Action Plan (NCAAP) commenced in 2007 and a Preferred Options version of the AAP was consulted upon in May 2008. On the advice of the then Government Office for London, the preparation of the AAP was halted to enable the Council to progress its Core Strategy.
- 3.2 The North Circular Area Action Plan (NCAAP) has been a longstanding Council commitment as confirmed in the adopted Enfield Core Strategy 2010. Enfield's Core Strategy identifies the North Circular area as a strategic growth and regeneration area, having suffered from decades of blight and uncertainty over the historical safeguarding of land for various road improvement schemes for the A406 that have failed to come forward.
- 3.3 The Council recommenced its work on the Area Action Plan (AAP) in the summer of 2011 and in November of 2011 published an interim update document for public consultation to help re-engage stakeholders and the community, known as the "Towards Pre-submission Stage" North Circular Area Action Plan.
- 3.4 The "Towards Pre-submission Stage" public consultation ran for a period of over 12 weeks and closed on the 24<sup>th</sup> February 2012. A Community Lunch event hosted in February 2011 by the South West Area Partnership provided a successful consultation strategy, followed by more targeted consultation workshops and meetings.
- 3.5 Over 300 responses were received and these have been considered and used to inform the Proposed Submission version. Alongside this, the NCAAP has been prepared in consultation with all Council departments and a range of partners and service providers, in particular with housing, education, environment and property officers to ensure the Plan reflects corporate priorities and delivers community infrastructure to support new and existing communities. The continued involvement of the South West Area Partnership is also critical to this.

#### Key Issues arising from 2011/12 public consultation:

- 3.6 The community clearly expressed a feeling of concern over the housing growth strategy the NCAAP. Major concerns have been expressed over a growth strategy that seeks to accommodate a housing target of some 1300-1500 into an area already congested by traffic and constrained by the capacity of the North Circular Road A406 (NCR).
- 3.7 The majority of the 281 online responses took the opportunity via the NCAAP consultation process to express strong opposition to the Pinkham Way proposals in Haringey, which during the NCAAP consultation period and beyond continues to be highly sensitive.
- 3.8 The local community also took the opportunity through the NCAAP consultation to reiterate their strong concerns around some of the earlier redevelopment proposals made public by Notting Hill Housing Trust's (NHHT) regeneration proposals. These early proposals published by NHHT through their public consultation events in the summer of 2011 were undertaken independent of consultation with the Council. Strong objections were

expressed over density, backland development, parking, and impact on traffic, and height of future development proposals coming forward from NHHT.

- 3.9 The proposed submission has sought to address the concerns expressed by demonstrating how new housing growth will be delivered with the supporting infrastructure. Detailed site specific policies for 19 sites provide the planning principles by which development proposals will be assessed. The NCAAP document articulates a clear vision for the North Circular Road corridor of how sustainable communities can be delivered alongside one of London's principal distributor roads with careful design and environmental measures. Three Neighbourhood Places at Arnos Grove, Ritz Parade and Green Lanes will provide the opportunities to secure community based infrastructure.

#### Proposed Submission Stage

- 3.10 The NCAAP is an area specific document that responds to the challenges as well as opportunities being presented along this section of corridor. Once adopted, the NCAAP will form part of Enfield's Local Plan and will sit alongside the adopted Core Strategy, emerging Development Management Document and other Area Action plans being prepared. New development proposals coming forward with the NCAAP area will be expected to accord with the policies and proposals contained within the document, the adopted Core Strategy, the Council's emerging Development Management Document and the Mayor's adopted London Plan.
- 3.11 The Action Plan provides a comprehensive planning framework and identifies opportunity sites for redevelopment in the NCAAP area, covering the wards of Bowes, Palmers Green and Southgate Green. It will be used to direct local investment, particularly redevelopment proposals coming forward from Notting Hill Housing Trust (NHHT) on land acquired from TfL, and Mulalley and One Housing Group in connection with the estate renewal project at Ladderswood.

#### Schedule of Minor Changes

- 3.12 Previous consultation has taken place with local Ward Councillors and the Local Plan Cabinet Sub Committee. Eleven minor changes were subsequently put forward and agreed by Cabinet on the 13th February. These are set out below and will be incorporated into the NCAAP publication document.

1	P.52	Fig. 15	Within the Key, Site D should be Garfield School and Site C is St Paul's Church. Site G is Friern Barnet Shops
2	P.54	Fig. 16	Key should read open space B is locally known as open space outside Bowes Road Library
3	P.57	Policy 12 point 7	Take out the number "2" and just leave as "additional" forms of entry
4	P.23	Typo page 23	4 <sup>th</sup> paragraph should be capital "S" for The Strategy

5	P.101	Page 101	Change the diagram box of current stage to read Proposed Submission and not Pre-submission
6	P.36	Policy 8 : Transport	Add further wording that clarifies that upon adoption of the NCAAP, the local plan policies map will be amended to remove the designated safeguarded line.
7	P.91	Policy 29 Green Lanes/A406 Junction Site South East (Site 19 Old Labour Exchange Site)	Change of land use to a mix of commercial with residential above and reflect designation in the Opportunities Map on P.27; Fig. 6 on P.25 Capacity schedule on P.29
8	P.69	Site 8: Arnos Pool, Bowes Rd Library	<p>Add new Policy Text.</p> <p>“Any new development would be required to protect and enhance the existing Grade II listed buildings, and should take account of the following:</p> <ol style="list-style-type: none"> <li>1. There is an opportunity to extend the existing medical centre building which would improve the range and quality of community facilities on the site.</li> <li>2. Any extension to the medical centre should be to the north of the existing building and improve the visibility and profile of the facilities from Bowes Road.</li> <li>3. Any proposal for new development on the site should include the retention of the existing open space and important landscape features and include a landscaping scheme that enhances the setting of the buildings.</li> </ol>
9	P.33	Policy 5: Modern Health Care Facilities	Within final sentence of policy include the wording “including mental health”. This would reflect stakeholder feedback from public health and to ensure that the wording used in the document allowed maximum flexibility on the options available and to support a variety of health issues.
10	P.74 & 75	Policy 22: Ritz Parade	Amend supporting text, penultimate sentence to read: “comprehensive change may also enable new development to be of mixed use and higher density than currently exists; subject to and in keeping with the character of the area. Development must be of high quality and make a positive architectural contribution to the local area”.
11	P.26 & 27	Fig.7 Opportunity Site Plan	Amend boundary to accurately match the New Southgate Master Plan boundary.

#### 4. NEXT STEPS

##### Consult on the soundness of the Proposed Submission AAP

- 4.1 The Council's publication under Regulation 19<sup>1</sup> will run from Friday 8<sup>th</sup> March to Friday 26<sup>th</sup> April 2013, a 7 week period, slightly extended over the statutory

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<sup>1</sup> Town and Country Planning (Local Planning) (England) Regulations 2012

6 weeks, to account for Easter. At the point of formal publication, a Statement of Conformity with the London Plan will also be sought from the Mayor of London. The GLA would also have 7 weeks in which time to respond.

- 4.2 A Consultation Strategy is being developed by officers and in partnership with the South West Enfield Area Partnership. On the back of the success of the last community event, the SWEP is to hold a 2013 Community Lunch event on the 9<sup>th</sup> March and this will provide the opportunity to launch the NCAAP Proposed Submission publication process. Targeted consultation activities are to follow and will include meetings with local resident groups, schools, and businesses in the area.

#### Submission and Examination

- 4.3 Representations received from the publication stage will then be submitted with the final submission version of the NCAAP, along with all supporting documents such as the final Sustainability Appraisal and EQIA. The examination process is subject to the Planning Inspectorate's timeframes and resources, however, officers anticipate this could be undertaken in late summer of 2013. Once the public examination process is concluded, a report will be presented to Full Council to formally adopt the North Circular Area Action Plan.
- 4.4 From the Proposed Submission Stage going forward, greater weight will be afforded to the NCAAP as it progresses through the plan-making process. Once adopted, policies within the document will be used alongside policies contained in the London Plan and Core Strategy to determine planning applications in the area.

### **5. ALTERNATIVE OPTIONS CONSIDERED**

- 5.1 None.
- 5.2 Having an adopted and comprehensive planning framework for the area provides a basis for setting the area specific planning policies by which decisions on development can be guided. This is essential to support the Council's regeneration programme, particularly in light of on-going as well as future investment opportunities.

### **6. REASONS FOR RECOMMENDATIONS**

- 6.1 See paragraph 5.2 above.

### **7. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS**

- a. **Financial Implications**

- 7.1.1 The cost of the preparation, consultation and examination of the North Circular AAP will be funded from within the Strategic Planning and Design budget.
- 7.1.2 The report does not in itself commit the Council to additional expenditure. Any future proposals with cost implications would need to be subject to separate reports and full financial appraisal.

**b. Legal Implications**

- 7.2.1 The Planning and Compulsory Purchase Act 2004 (the Act) as amended and the Town and Country Planning (Local Planning) (England) Regulations 2012 (the Regulations) require local authorities to prepare the local plan, which consists of the local development documents (LDDs).
- 7.2.2 The proposed NCAAP is an LDD in accordance with Regulation 5(1) (a) of the Regulations.
- 7.2.3 The LDDs must conform with the National Planning Policy Framework (NPPF), the London Plan and the Council's own policies.
- 7.2.4 The form and content of the NCAAP must confirm with the requirements of Part 4 of the Regulations.
- 7.2.5 The recommendations are in accordance with the Council's powers and duties.

**c. Property Implications**

- 7.3.1 The North Circular Road Area Action Plan provides an ambitious plan to regenerate a significant and strategic transport corridor in London using a housing-led regeneration strategy. Nineteen opportunity (sites) areas for potential redevelopment have been identified and while several of these are in Council ownership (i.e. Southgate Town Hall, Ladderswood, Bowes Road Library), most of the development opportunities are in private ownership, (with the majority being owned by Notting Hill Housing Trust) and would require concerted land assembly activities to bring forward large scale schemes.
- 7.3.2 As such the Plan's realisation will need to be private sector led, albeit certain key sites may require public sector intervention to assist with land assembly. Such assistance would need to be assessed in more detail as proposals gain maturity and there will be other opportunities for Property Services to comment on the detail as schemes progresses. With respect to opportunity areas in Council ownership, the Council has already commenced on a programme of works to redevelop Ladderswood and Southgate Town Hall.

**8. KEY RISKS**

- 8.1 Failure to produce a robust set of area specific policies through the preparation of a North Circular AAP document would result in a gap in policy which could lead to poor quality development and that fails to respond comprehensively to local priorities.

## **9. IMPACT ON COUNCIL PRIORITIES**

- 9.1 The NCAAP will be fundamental in achieving sustainable development along an historically neglected stretch of the North Circular Road corridor. Policies throughout the document seek to achieve fairness for all, sustainable growth within the context of providing the appropriate level of supporting infrastructure, and the development of strong and sustainable communities.

## **10. EQUALITIES IMPACT IMPLICATIONS**

- 10.1 Previous draft versions of NCAAP have been subject to an initial Equalities Impact Assessment (EqIA). The initial EqIA will ensure that consultation promotes equal opportunities. A final EqIA (including an assessment of policies) is being undertaken as supporting documentation.

## **11. PERFORMANCE MANAGEMENT IMPLICATIONS**

- 11.1 The NCAAP will provide clear policies for the assessing development and regeneration opportunities within the area and will bring performance management improvements to the delivery of the Council's five year housing supply targets, including the appropriate mix of private and affordable housing. The NCAAP will provide clarity to the planning application process and potentially lead to less debate and time savings at the appeal stage.

## **12. PUBLIC HEALTH IMPLICATIONS**

- 12.1 The NCAAP contains policies covering a wide range of topics, all of which may have implications for public health, such as housing, community facilities, environmental improvements and green infrastructure. Strategic Objective 5 of the adopted Core Strategy (2010) promotes Education, Health and Wellbeing; the NCAAP will provide more detailed policies on how to achieve these policy objectives in the assessment of individual planning applications as well as within the wider context of the area's regeneration.

### **Background Papers**

None