

Topic Paper: Crews Hill Placemaking Study



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Prepared by Hyas Associates
working with Enfield Council

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This study has been prepared by Hyas Associates Ltd, working with the London Borough of Enfield.

1 Introduction

- 1.1 Over the new plan period, Enfield is set to go through a period of rapid growth, change and development with a focus on main town centres, transport corridors & stations, housing estate renewal and regeneration programmes.
- 1.2 The emerging New Local Plan's spatial strategy options include considering growth in the urban area and Green Belt, seeking a balance between social and economic needs and environmental impacts whilst at the same time seeking to meet the expectations of national policy and reflecting the need for all authorities to do more to increase its housing supply.
- 1.3 In order to meet housing needs, a preferred strategic plan-led approach to the release of Green Belt land forms part of the Local Plan's emerging spatial strategy approach to 2039 and beyond. The emerging spatial strategy proposes two large-scale strategic allocations within the Green Belt in North Enfield - on land at and around Chase Park and at Crews Hill. This approach requires good growth principles to be adopted in meeting national policy and the London Plan objectives.
- 1.4 National Planning Policy Guidance notes that local plan allocations should provide sufficient detail "to provide clarity to developers, local communities and other interests about the nature and scale of development (addressing the 'what, where, when and how' questions)." This is particularly important for strategic areas and securing quality placemaking. Achieving design quality is high on the agenda with the focus on 'beauty' and emerging proposals through planning reform and initiatives such as the National Design Guide and National Model Design Code.

Purpose, scope and content of the Topic Paper

- 1.5 The Topic Paper sets out the approach taken to the consideration of potential policy and guidance for the study area, including analysis of the local plan approach; the site context and the available evidence. It forms part of the evidence base for the new Local Plan, setting out the justification for the specific placemaking policy at Crews Hill and ensuring that this large strategic site is planned holistically and on a placemaking basis. A long term approach will be required to deliver a sustainable new community during the current local plan period and the next, and to link with other proposals such as for Crews Hill.
- 1.6 The preparation of the Study has involved the following work areas:
 - Site familiarisation – site visits were undertaken to understand the existing site conditions and context; access arrangements; role and location of green infrastructure and the relationship of Crews Hill to the wider area.
 - Baseline evidence review - included a review of: the representations made at the 2018 Issues and Options stage that are relevant to the area (albeit at that stage the location was not referenced as a location for potential growth); and existing and available plans, strategies and evidence documents.
 - Meetings with officers to gather background evidence and to discuss aspirations for the area and to discuss the evolving placemaking approach.

The Crews Hill placemaking area

- 1.7 Crews Hill lies within the rural north of the Borough. Where Green Belt release is being considered, it offers opportunities to accommodate growth and deliver environmental benefits such as flood water management, biodiversity net gain and improving public access. Crews Hill is one of two Areas of Change in the north of the borough where major transformation is proposed to take place over the plan period with more limited change envisaged outside of these areas. Chase Park is the other Area of Change
- 1.8 Each area of change is considered in its own right, however there are combined opportunities to be grasped by appreciating the context of both areas in the context of the north west of the Borough and related to proposals for green infrastructure interconnectivity between these two areas, and many assets across the north of the Borough.
- 1.9 Figure 1 below show the area covered by the placemaking area and approach at Crews Hill as set out in this Topic Paper.

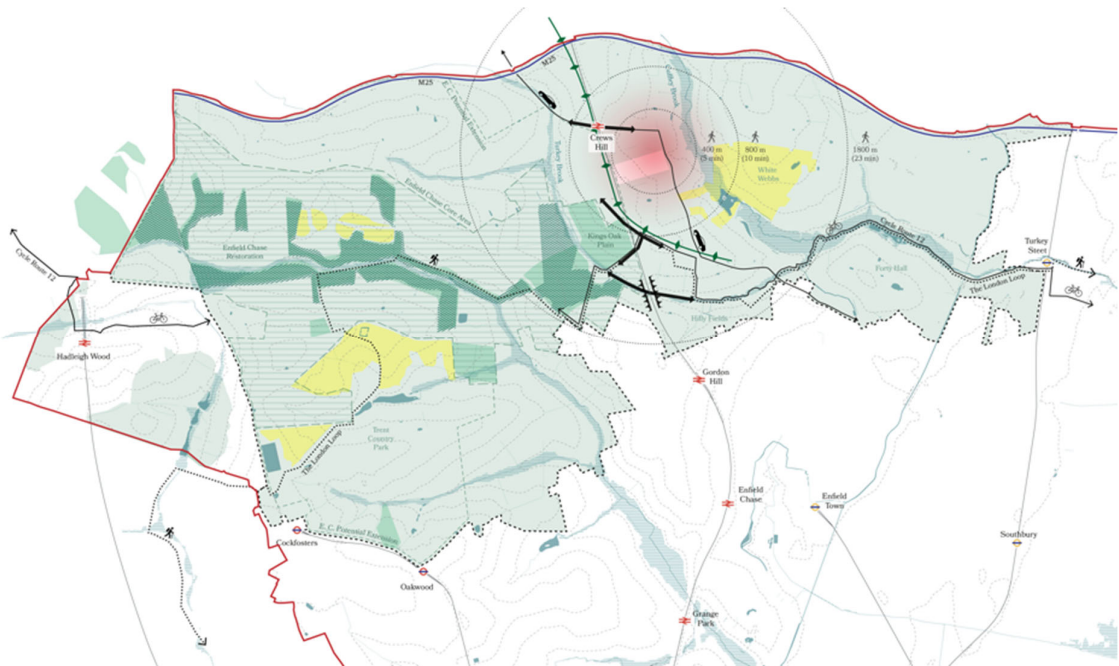


Figure 1: Crews Hill area context

2 Planning Policy Context

- 2.1 This section sets out the wider policy context and drivers for design and placemaking, from the borough's vision and wide-ranging local plans and strategies to the strategic policy context influencing development in Enfield.
- 2.2 The section goes on to review the responses and outcomes from previous stages of the Local Plan preparation that are of particular relevance to potential change at Crews Hill.

Policy drivers for design and placemaking

Strategic Policy Context

- 2.3 The London Plan 2021 is the Spatial Development Strategy for Greater London. It sets out a framework for how London will develop over the next 20-25 years and the Mayor's vision for Good Growth. It is legally part of each of London's Local Planning Authorities' Development Plan and must be taken into account when planning decisions are taken in any part of Greater London. Enfield's Local Plan must be in 'general conformity' with the London Plan, ensuring that the planning system for London operates in a joined-up way and reflects the overall strategy for how London can develop sustainably. A 'good growth' approach underpins the whole of the London Plan 2021 which sets out six good growth objectives:

- GG1: Building strong and inclusive communities, planning with both existing and new communities, making new connections and eroding inequalities.
- GG2: Making the best use of land, accommodate growth while protecting the Green Belt, more efficient uses of the city's land, directing growth towards the most accessible and well-connected places, making the most efficient use of the existing and future public transport, walking and cycling networks.
- GG3: Creating a healthy city, the scale of London's health inequalities is great and the need to reduce them is urgent, the mental and physical health of Londoners is, to a large extent, determined by the environment in which they live
- GG4: Delivering the homes Londoners need, providing a range of high quality, well-designed, accessible homes is important to delivering Good Growth, ensuring that London remains a mixed and inclusive place in which people have a choice about where to live.
- GG5: Growing a good economy, the continuing success of London's economy is reliant upon making the city work better for everyone.
- GG6: Increasing efficiency and resilience, a responsible city must limit its impact on climate change while adapting to the consequences of the environmental changes that human behaviour is already creating London's homes and infrastructure must be protected against the increasing likelihood of heatwaves, and developments must plan for a more integrated approach to water management, while minimising flood risk.

- 2.4 Good growth looks to make the best use of land through protecting open space, promoting the creation of new green infrastructure and urban greening, and improving access including planning sustainable travel options (policies G3 & G4). A green infrastructure approach (policy G1) recognises that the network of green and blue spaces, street trees, green roofs and other major assets such as natural or semi-natural drainage features must be planned, designed and managed in an integrated way.
- 2.5 Policy D1 focuses on London's form, character and capacity for growth – with an emphasis on defining an area's character to understand its capacity for growth with all Boroughs undertaking area assessments to define the characteristics, qualities and value of different places. Development plans and strategies should demonstrate a clear understanding of the historic environment and the heritage values of sites or areas and their relationship with their surroundings. The built environment, combined with its historic landscapes, provides a unique sense of place, whilst layers of architectural history provide an environment that is of local, national and international value (policy HC1). London's rich cultural offer includes visual and performing arts, music, spectator sports, festivals and carnivals, pop-ups and street markets, and a diverse and innovative food scene, which is important for London's cultural tourism (policy HC 5).
- 2.6 The London Plan requires development plans and development proposals to support and facilitate the delivery of the Mayor of London's strategic target of 80 per cent of all trips in London to be made by foot, cycle or public transport by 2041 (policy T1). All development should make the most effective use of land, reflecting its connectivity and accessibility by existing and future public transport, walking and cycling routes, and ensure that any impacts on London's transport networks and supporting infrastructure are mitigated. Rebalancing the transport system towards walking, cycling and public transport, including ensuring high quality interchanges, will require sustained investment including improving street environments to make walking and cycling safer and more attractive, and providing more, better-quality public transport services to ensure that alternatives to the car are accessible, affordable and appealing.
- 2.7 A Healthy Streets approach (policy T2) provides the framework for putting human health and experience at the heart of planning London - embedding public health in transport, public realm and planning. Streets must be welcoming places for everyone to walk, spend time and engage with other people - necessary to keep us all healthy through physical activity and social interaction. It is also what makes places vibrant and keeps communities strong. The best test set out for whether we are getting our streets right is whether the whole community, particularly children, older people and disabled people are enjoying using this space.
- 2.8 The London Plan links to, draws and works alongside a series of key strategies and initiatives for London which include:

- **Good Growth by Design**, a united programme of work to enhance the design of buildings and neighbourhoods for all Londoners - the Mayor of London's plan to create a city that works for all. New development should benefit everyone who lives in London and be sensitive to the local context, be environmentally sustainable and physically accessible. Six pillars of Good Growth by Design are Setting Standards, Applying the Standards, Building Capacity, Supporting Diversity, Commissioning Quality & Championing Good Growth by Design.
- **The Mayor of London's Environment Strategy** (May 2018) was one of the first plans of any world city to be compatible with the highest ambition of the Paris Agreement. It commits London to be a zero carbon city by 2050 and puts a number of policies and programmes in place to achieve this objective. The Mayor of London has committed to increasing tree canopy cover by 10 per cent by 2050, to c31% of the capital's land area and to make more than half of London green by 2050. The strategy aims for London to have the best air quality of any major world city by 2050, going beyond the legal requirements to protect human health and minimise inequalities.
- **Zero carbon London:** A 1.5°C compatible plan (December 2018) seeks to urgently increase the number of buildings retrofitted with energy efficiency measures, continue grid decarbonization, offset any increases in London's energy demand should be offset by energy efficiency deployment and increasing use of smart technology to smooth peaks in demand, decarbonise transport and increase the use of active and public transport.
- **London National Park City:** declared in July 2019 with a charter which sets out key actions to make London a city where people, places and nature are better connected and as a movement to improve life in London. Working with residents, visitors and partners to: enjoy London's great outdoors more; make the city greener, healthier and wilder; and promote London's identity as a National Park City
- **All London Green Grid Supplementary Planning Guidance**, March 2012: highlights a number of strategic links and corridors in the borough in the All London Green Grid which includes the Salmon Brook Link and the Turkey Brook Link which follows the London Loop from the Lee Valley Walk at the Prince of Wales Open Space via Albany Park and through built areas connecting to Forty Hall Country Park, Hillyfields Park and Whitewebbs Park.
- **London Recovery Board and London Recovery Programme** aims to: reverse the pattern of rising unemployment and lost economic growth caused by the economic scarring of COVID-19; support communities, including those most impacted by the virus; help young people to flourish with access to support and opportunities; narrow social, economic and health inequalities; and accelerate the delivery of a cleaner, greener London.

- **The Mayor of London's Transport Strategy 2018** establishes that the success of London's future transport system relies upon reducing Londoners' dependency on cars in favour of increased walking, cycling and public transport use. This will help address many of London's health problems, by reducing inactivity and cleaning up the air. This requires improving street environments to make walking and cycling the most attractive options for short journeys and providing more, and better, services to make public transport the most attractive option for longer ones. Changing the transport mix will put people back at the heart of the transport system, prioritising human health and experience over traffic dominance. Growth should encourage walking, cycling and the use of public transport and minimise the use of the car with development suitably located where there is good access to public transport. These locations will create high-density, mixed-use places where local amenities are within walking and cycling distance, and public transport options are available for longer trips.

Local Policy Context

- 2.9 The Council's vision and key strategies for Enfield provide important context for the study area and the overall Local Plan approach. This section highlights key ambitions and aspirations for the borough of Enfield. The council's wider vision is set out in 'A lifetime of opportunities for everyone' the Enfield Council Plan 2020-2022. Three priorities are identified as set out below along with four cross-cutting themes that inform the Council's work to deliver transformation in the borough: A modern council; Climate Action; Fairer Enfield; & Early Help:
- 2.10 Priority 1: Good homes in well-connected neighbourhoods, with priorities to build more and better homes for local residents; invest in and improve homes; deliver house-building and regeneration programmes with residents; and drive investment to deliver good growth for London.
- 2.11 This approach aims to ensure that anyone born in the borough has a home to grow up in, where they can choose to stay in and age in, to develop homes and neighbourhoods for people on different incomes, which help people of all ages live healthier and more environmentally sustainable lives and to put public spaces at the heart of the community, strengthening the connection between people and the places they live.
- 2.12 Priority 2: Safe, healthy and confident communities, with priorities to keep communities free from crime; inspire and empower young Enfield to reach their full potential; deliver essential services to protect and support vulnerable residents; and create healthy streets, parks and community spaces.
- 2.13 As Enfield's population continues to grow it is important that people of all ages can access the essential support services they need, with increasing older and young populations in the borough.
- 2.14 Priority 3: An economy that works for everyone, with priorities to: create more high-quality employment; enhance skills and connect local people to opportunities; develop town centres that are vibrant, safe and inclusive; and, craft a cultural offer for Enfield to support London's status as a world class city

- 2.15 The creation of a dynamic economy looks to provide high quality employment opportunities for local people and make Enfield a prime destination for business. This involves making the most of long-established manufacturing and logistics industries, Enfield’s heritage as a ‘making’ place and a growing base of creative industries and addressing the challenges facing town centres.

Key Strategies and Plans for Enfield

- 2.16 Local plan policies and site allocations will play a key role in helping to achieve the visions, priorities and objectives of various key strategies and plans for Enfield which are summarised in the table below.

Enfield Climate Action Plan 2020 (reflecting the 2019 Climate Pledge)	An Economy that Works for Everyone, Enfield’s Economic Development Strategy
<p>Vision: To work with staff, suppliers, residents, businesses, schools, statutory partners and government to become a carbon neutral organisation by 2030 and create a carbon neutral borough by 2040.</p> <p>Underpinning assumptions (for borough carbon neutrality): around a 25% net increase in green infrastructure, higher recycling rates, most energy generated nationally by wind, solar, hydroelectric, nuclear and decentralised energy, around 6,000 heat pumps installed every year and an expansion of the Council-owned Energetik community heat network, 100% of cars electrified, and all new builds meeting or exceeding the London Plan carbon neutral standards.</p>	<p>Four objectives: Create more high-quality employment; enhance skills and connect local people to opportunities; develop town centres that are vibrant, safe and inclusive and craft a cultural offer for Enfield to support London’s status as a world class city.</p> <p>Aims for 2030: transformed Enfield’s business base; upskilled residents to take full part in high-growth industries through new job opportunities, apprenticeships, training and education provision; transitioned our town centres from traditional retail hubs to places of welcome and exchange; and established Enfield as a leading London borough for fostering and enabling culture and creativity.</p>
Housing & Growth Strategy 2020-2030, More and Better Homes	Making Enfield, Enfield Heritage Strategy
<p>Five priorities: More affordable homes for local people, investment in existing council homes, quality and variety in private housing, inclusive placemaking, and accessible housing pathways and homes for everyone.</p> <p>Five underpinning principles for homes and places: Affordable to Enfield residents, safe and good for health and wellbeing, child, age and disability friendly, environmentally sustainable and digitally connected.</p>	<p>Vision for Enfield: Heritage for change - engaged, cherished, conserved and enjoyed.</p> <p>Key emphasis: memory-making, recording and telling stories about places; high quality of design; the heritage significance of green spaces across the borough, from the grand-scale formal landscapes through to parks and incidental green spaces; and the important role of waterways in the development of the borough.</p>

<p>Blue and Green Strategy 2021-2031, May 2021</p>	<p>Culture Connects: A Cultural Strategy for Enfield 2020-2025</p>
<p>Vision: By 2031, Enfield will be London’s greenest borough, forming the cornerstone of London’s national park city.</p> <p>For people: supporting longer and healthier lives, benefiting from cleaner air, water and improved access to open spaces and water spaces. Increasing visitor numbers and levels of physical and recreational activity. Reducing the longstanding gap between affluent (in the west) and deprived (in the east) wards in terms of access to open space and nature will have narrowed.</p> <p>For places: A network of green links will be created/enhanced within the green loop to connect urban centres with blue-green spaces. The arc of open countryside to the north and west of the main built-up area will be transformed into a publicly accessible parkland landscape, with over 300 hectares of new native species woodland (known as “Enfield Chase”). Enfield’s streets and public areas will be significantly greener, safer and more active & cars will no longer be the dominant mode of travel.</p>	<p>Vision: to connect Enfield through culture....as culture connects us, we will see the borough grow its economy and promote its identity more widely as a bright and diverse mix of city, countryside and creativity.</p> <p>Cultural infrastructure: the spaces and places where culture is made, experienced and shared.</p> <p>On the ground: physical conditions and spaces that create a platform for and generate cultural activity. From the macro scale, Enfield’s green spaces and urban landscapes, its connectivity and status as an outer London Borough, it’s theatres and venues; to the micro scale, the local hall or corner of public realm that hosts rehearsals or events.</p> <p>Celebrate: to help create fertile ground within which culture can flourish, both professional and grassroots. celebrate, strengthen and amplify the borough’s cultural identity, championing its rich and unique community diversity, it’s creativity and it’s heritage</p>
<p>Enfield Transport Plan 2019</p>	<p>Joint Health and Wellbeing Strategy, 2020-23</p>
<p>Strategic Fit: within the mayoral Transport Strategy’s framework of achieving more journeys made by walking, cycling and public transport and the nine MTS outcomes.</p> <p>Seven transport objectives: 1) Deliver Cycle Enfield and supporting measures which encourage more cycling and walking in the borough; 2) Promote safe, active and sustainable transport to and from schools; 3) Monitor air quality and develop and deliver interventions which address local issues; 4) Manage growing demand for on-street parking; 5) Focus on and improve priority</p>	<p>Vision: Making the healthy choice the first choice for everyone in Enfield. Preventing the preventable which use up NHS resources. Attempting to control and shape the determinants of poor health (i.e. the ‘causes of the causes’), particularly the local physical environment. Altering some of society's norms of behaviour and remove the underlying causes that make certain behaviours and conditions more common. The overall aim is to reduce health inequalities by helping Enfield residents to eat well, be active, be smoke free and be socially connected.</p>

<p>locations making them safer for vulnerable road users; 6) Improve local reliability of and accessibility to the public transport network; 7) Maintain and improve the transport network in Enfield including developing potential interventions.</p> <p>Health outcomes: supporting the Corporate Plan objective to build measures into all our strategies and projects that will help improve people’s health.</p>	<p>Identified enablers: housing, education, welfare and work; social prescribing; supporting resilience; building capacity and integration.</p> <p>Key issues: Persistent health inequalities, some of the highest obesity levels in London across all age groups, poor mental health, which has been exacerbated by Covid-19, High levels of poverty and poor access to good quality green space in the east of the borough behaviours and lifestyles.</p>
<p>Air Quality Action Plan</p>	<p>Local Flood Risk Management Strategy 2016</p>
<p>Rationale: Air quality assessments undertaken by Enfield Council identified that the Government’s air quality objective for annual mean nitrogen dioxide and daily mean PM10 were not been met by the specified dates.</p> <p>AQMA: as a consequence the Council designated an Air Quality Management Area (AQMA) across the whole of the Borough and produced an Air Quality Action Plan in recognition of the legal requirement to work towards air quality objectives within the borough.</p> <p>Priorities: reflects that most of the air pollution in the Enfield AQMA is caused by road traffic by including measures to reduce the pollution emitted from vehicles on the roads. Also addressing emissions from non-road sources such as industrial, commercial and domestic activities. Increased walking, cycling and public transport use and low traffic neighbourhoods are key parts of the action plan. Exposure to poor air quality can have a long-term effect on health and air pollution can also have negative impacts on our environment.</p>	<p>Objectives: 1) Flood risk information; 2) Maintain flood risk management assets 3) Flood risk and development – ensure new development is safe from flooding, does not increase flood risk elsewhere and, through the re-development of previously developed land, reduces overall flood risk; 4) Reduce runoff rates – retrofit sustainable drainage to existing developments, store flood waters in parks and other open spaces during extreme flood events and apply natural flood management techniques where opportunities exist; 5) Protect existing properties from flooding; 6) Preparedness and resilience; 7.)Emergency response to flooding 8) Partnership.</p> <p>Requirements: a) all new developments to maximise the use of SuDS and restrict surface water runoff rates to greenfield rates where possible; b) Natural flood management - land management practices in the rural areas and alteration, restoration or use of landscaped features to slow runoff rates and reduce flood risk downstream; c) Safe dry access routes and finished floor levels.</p>

The new local plan for Enfield

- 2.17 Representations were submitted in response to the Issues & Options consultation (December 2018-January 2019) are included at Appendix 1 of this Topic Paper.
- 2.18 The outputs from further engagement in early 2021 that informed the evolution of the local plan Vision are summarised in Appendix 2.

3 Context & Analysis

3.1 This section draws together findings of the review of the evidence base for the Local Plan, including the outputs from ‘clinic’ sessions with key officers from a number of service areas at the Council. It sets out the context for the placemaking area and subsequent design approach and outlines a number of opportunities and challenges which help to shape the future of the area.

Evidence base summary analysis

3.2 Evidence gathering for the preparation of the placemaking approach for Crews Hill has been structured on a thematic basis, with the themes set out in Figure 2 below reflecting a range of land use planning related issues.

1. Spatial Vision & Strategy	6. Landscape - character, sensitivity, enhancement	11. Employment land and business needs – land requirements (quantity & type), improving productivity, inclusive growth	16. Environmental protection – air quality; noise; light pollution; contaminated land
2. Housing – development needs & housing mix, types, demand, (incl gypsies and travellers)	7. Open space – burial land, formal open space, outdoor sport & recreation	12. Built character – urban character, heritage assets and characteristics	17. Minerals and waste
3. Climate change	8. Flood, water management & drainage	13. Transport – walking, cycling, PT, highways	18. Culture
4. Viability & deliverability, market conditions	9. Biodiversity - rewilding, ecological networks, nature recovery, natural solutions	14. Utility and energy infrastructure -	19. Planning history/context background
5. Green belt assessment	10. Green and blue infrastructure – corridors, networks,	15. Social infrastructure – education, health, community hubs/centres, libraries requirements & deficits	20. Public health / health and well-being etc.

Figure 2: Evidence Topics

3.3 Analysis of the constraints and opportunities for development of the Crews Hill placemaking area from the thematic evidence base analysis has been summarised according to a number of important “components of place” which provide a potential structure for any proposed placemaking policies.

Distinctiveness in the Landscape; Accessibility and variety of Open Space

Opportunities:

3.4 Utilise the topographical setting of the hill, extending up to the surrounding brook, as the setting for a distinctive new community, set apart from existing built form in the north of the Borough. The Hill enjoys east, west and southerly aspects offering contrasting settings within the allocation area and bounded by the M25 to the north.

- 3.5 Development here provides an opportunity to increase the usability of the landscape, promoting different approaches to the role of open space, including opportunities for rewilding. Important features in the landscape such as the Enfield Chase Heritage Area AOSC (Area of Special Character) and Lee Valley AOSC should be enhanced, with ridges and valleys retained.
- 3.6 New development should be guided by existing landscape characteristics to determine suitable locations and integration of a variety of building forms and adaptations for climate change. This should reflect the influence that topography has had on the land use pattern and development form across the borough, with higher densities found on the flatter valley floor and a looser and lower density form on sloping and higher ground. The areas differ in this respect offering distinct opportunity at Crews Hill to create relationships between built form and landscape which contrast around the topography which is Crews Hill.
- 3.7 Opportunities should be maximised to improve the quality, character and historic significance of the landscape/townscape (such as the registered parks at Trent Park, Forty Hall, and Myddelton House) within or adjacent to the Green Belt, primarily through environmental improvements and careful management of unauthorised uses and areas of public access. Development proposals within or on the edge of the Green Belt can contribute towards improvements to enhance green wedges and corridors and the wider green infrastructure network, including the connectivity of habitats and green routes and creation of new open spaces, linkages, green grid routes and corridors.

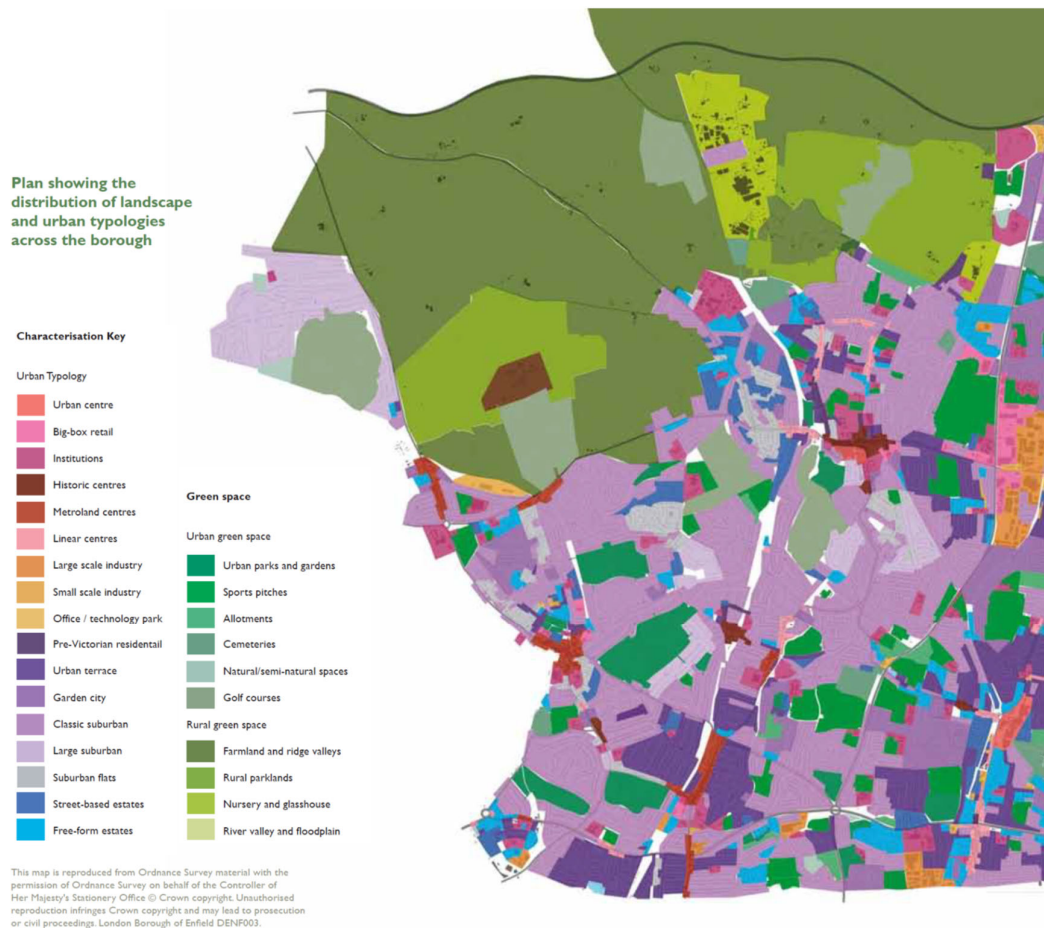


Figure 2: Landscape and urban typologies. Source: Enfield Characterisation Study 2011

- 3.8 Development provides an opportunity to improve connectivity between open spaces, recognising that access for those without a car is more limited. Improvements to streetscapes and public realm to provide family friendly places and incorporate new open spaces/play spaces within new development can further improve access. This can also help address inclusive access issues, in line with the Local Plan's aspiration to create a borough that is a nurturing place for all. A local loop trail (known as the Green Loop) and a network of 'green spurs' is proposed along the rivers and key routes of the borough and provides a further opportunity to enhance connectivity, including with the London Loop – a strategic walking route which encircles the Capital. Development provides an opportunity to open up the landscape to quality recreational and nature experiences.
- 3.9 There are opportunities to protect and enhance the existing priority habitats and species, mostly concentrated in the open countryside but also scattered across semi-natural corridors, such as railway lines and watercourses, as identified in the Enfield Blue and Green Strategy. There are also strategic habitat opportunities for woodland planting identified by the Environment Agency including riparian woodland, floodplain woodland potential and wider catchment woodland potential. There are also opportunities to enhance heritage value through recreation of the Chase Woodland.

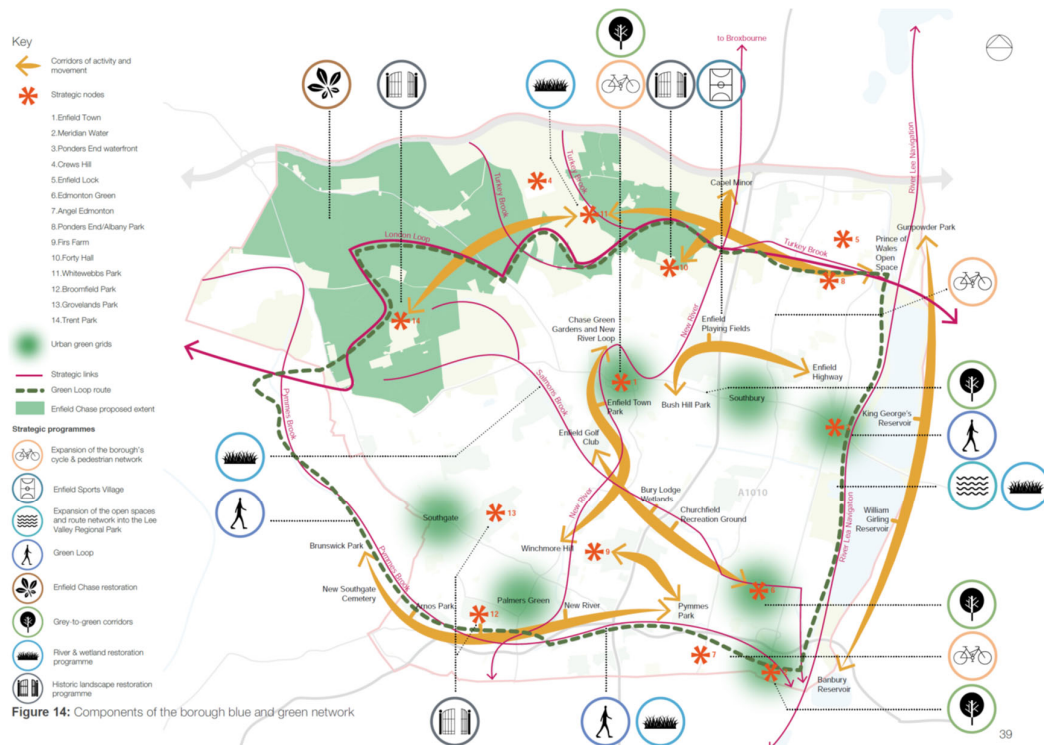


Figure 3: Components of the borough's blue and green network, Source: Enfield Blue and Green Strategy, May 2021

Challenges:

- 3.10 There is a risk that poor land management can adversely impact local character and that creeping development will occur if fringes and interfaces to support high quality gateways are not in place.
- 3.11 Given the Crews Hill separation from the northern boundary of the borough's existing built form, to stimulate a thriving community a mix of uses, facilities and service will need to be provided to support this. In particular, delivery of supporting infrastructure will need to be carefully coordinated within early phases to ensure a successful new community.
- 3.12 East-west connectivity across the borough and to the Lee Valley is limited by the area's industrial legacy and by a range of natural and man-made barriers including water courses, roads and railway lines resulting in deficiency in access in the east, centre and north-west of Enfield. The restoration of Enfield Chase may require connectivity interventions to ensure good local access.
- 3.13 Areas of deficiency on access to nature (over 1km walking distance from SINC, Site of Importance for Nature Conservation), are principally in the north west of the borough (north west of Enfield Chase), and straddling the A1010 – A10 corridor between Enfield Highway and Lower Edmonton. There is a SINC in the placemaking area.

Character Response to Context

Opportunities:

- 3.14 There is strong support through the London 'Good growth by Design' publication, to enhance the design of buildings and neighbourhoods. All development should be delivered through a design-led approach and informed by an understanding of local character reflecting the borough's unique character which is influenced strongly by its topography and balance of development and landscape.
- 3.15 There are many areas of real quality both in terms of highly attractive and well managed sections of rural landscape and historic centres within the urban areas of the borough, and these areas are to be celebrated.
- 3.16 The borough is crossed and connected by a series of historic connections and major routes and there is a need to ensure these routes continue to provide a focus and a sense of place for local centres, and support the network of local connections. Key routes act as gateways - the major road and rail routes act as important gateways into the borough and therefore the quality of the environment immediately around them has an impact on how the borough is perceived.
- 3.17 Heritage will be central to successful place making as part of growth. It can anchor new development and contribute to Enfield's sense of place. Existing vision established in the Making Enfield, Enfield Heritage Strategy: "Heritage for change - engaged, cherished, conserved and enjoyed". Green spaces across the borough have heritage significance, from the grand-scale formal landscapes through to parks and incidental green spaces around planned estates.
- 3.18 Ecological heritage - the borough's northern green spaces can be sensitively shaped to create a unique heritage-led environmental destination with a complementary culture and leisure offer.
- 3.19 Enfield has a rich base of community cultures, with unique heritage stories and creativity which shapes the borough's cultural identity. This can be made more visible through the town centres and new development areas, adding character and interest for everyone of all ages.
- 3.20 Culture Connects: A Culture Strategy for Enfield 2020-2025 sets the ambition for Enfield, including the visions of: "...We want to connect our rich history of cultivation and industry with creative activity throughout our green spaces, homes and town centres, our young people with opportunity, our diverse communities with shared celebrations and events..." The Culture Strategy will support cultural activity that in turn, will support the borough's health, educational attainment and employment objectives, and activity which reflects the borough's unique heritage and shares stories will support a cohesive community sense of belonging and well-being. The music, food and traditions of the borough's diverse communities are celebrated through community festivals and events that take place year.

- 3.21 Together with new affordable workspace for creative individuals and SMEs, focused efforts could position Enfield as north London's centre for creative employment, building on neighbouring Tottenham's creative enterprise zone that has begun to establish and Waltham Forest's recent year as Borough of Culture.

Challenges:

- 3.22 The continued pressure for northerly development is evident at the urban-rural fringe where the intensification and extension of the urban area.
- 3.23 Whilst the green spaces surrounding the Crews Hill area are recognised as valuable, their relative heritage value is not fully understood. With the introduction of E-W connections, Trent Park to the west of Crews Hill will become more easily accessible. Trent Park is of national value, an all-site management plan would benefit all users and ensure that the fragile historic ecology and historic form of the park can be best protected. Other historic landscapes nearer to Crews Hill include the area to the south of Crews Hill, within the Clay Hill conservation area, and further south within Hilly Fields, and the White Webbs area to the east includes an ancient woodland designation. Increased accessibility of these areas proximate to the Crews Hill area may present further challenges to protecting them as important landscapes.

Sustainable Movement & Connectivity

Opportunities:

- 3.24 The London Mayor has made a manifesto commitment to make more than half of London green by 2050. The All London Green Grid Supplementary Planning Guidance (March 2012) highlighted the Salmon Brook Link and Turkey Brook Link as strategic links and corridors in the borough.
- 3.25 The vision in the Enfield Blue and Green Strategy outlines that by 2031 Enfield will be London's greenest borough, forming the cornerstone of London as a national park city. It also highlights the opportunity to minimise the gap between east and west in terms of access to open space; identifies opportunities to maximise green tourism activities, increase food production and increase active participation. The strategy also outlines the opportunity to shift investment from grey-to-green infrastructure; improve accessibility and connectivity of the existing network, better connect spaces with communities, create new spaces, expand the woodland estate, and create an urban forest.
- 3.26 The restoration of Enfield Chase arcing between Crews Hill and Trent Park and comprising new publicly accessible woodland, open space, sustainable movement routes and extensive rewilding.

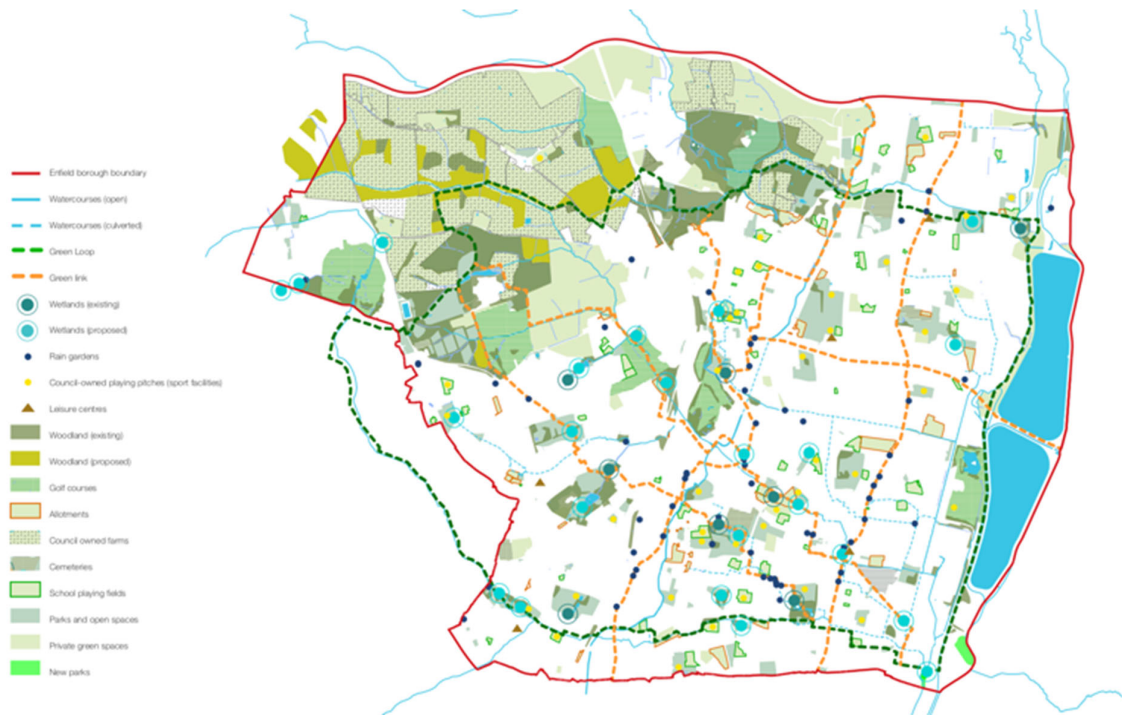


Figure 4: Proposed blue and green infrastructure including links and connections. Source: Enfield Blue & Green Strategy, May 2021

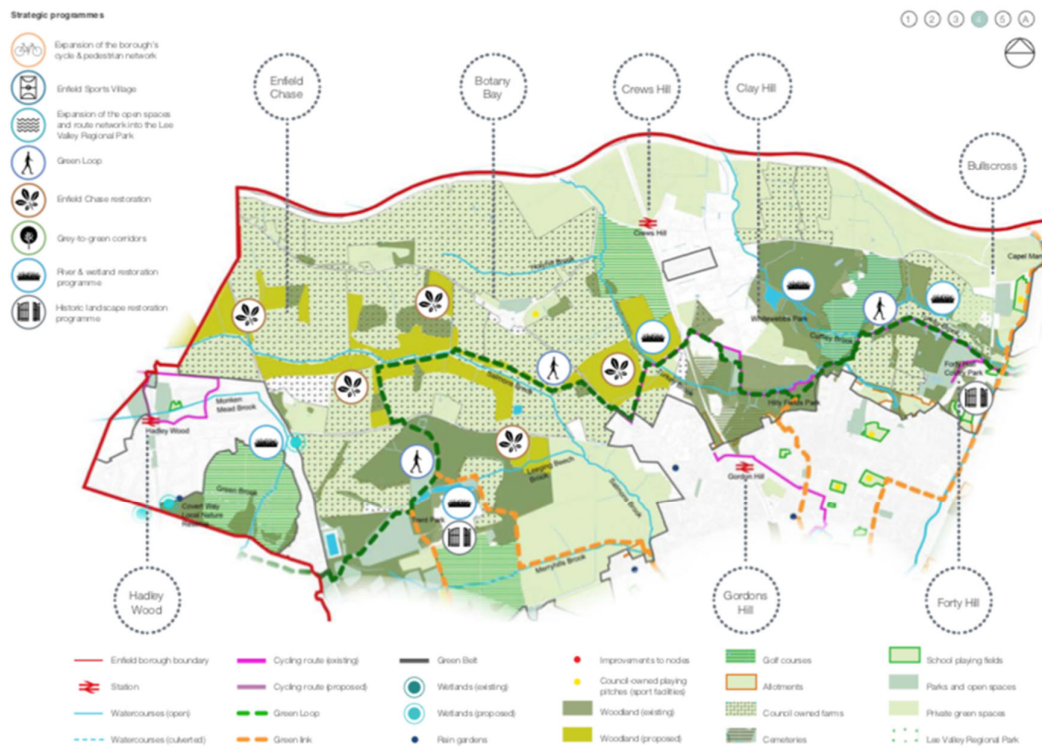


Figure 5: North Enfield Proposed Interventions. Source: Enfield Blue & Green Strategy, 2020

- 3.27 Opportunities exist to create grey-to-green corridors, where public realm improvements along main routes (A10, A406 and A101) and at key stations and town centre gateways, can include sustainable drainage systems and trees.
- 3.28 In the borough the creation of new crossings/bridges over the A10, A406 and Lee Valley line will help to overcome east - west severance.
- 3.29 A focus on improved sustainable transport infrastructure and placemaking provides an opportunity to improve health problems and street scene, including through use of the Healthy Streets approach to provide the framework for putting human health and experience at the heart of planning the city. Working with partners, growth provides the potential to to seek future funding to deliver new and improved community and strategic transport infrastructure.

Challenges:

- 3.30 Much of the Green Belt is inaccessible to the public due to the lack of direct footpaths and physical barriers, such as river and rail corridors.
- 3.31 Whilst significant improvements to public transport services will be required to achieve the reduction in car dependency, significant wider investment in transport infrastructure is necessary to support the levels of planned growth, e.g., M25 Junction 25 upgrades, Piccadilly Line upgrades, four-tracking of West Anglia mainline, solutions to level-crossings, improvements to interchanges, upgrades to key bus routes, and new cycleways and footpaths
- 3.32 For Crews Hill access to local services is an issue. In the absence of new provision, it is likely that residents will rely on cars in order to access more than day to day services, and, as a result, people without access to a private car will struggle to access supermarkets, for example, which could severely impact people on low incomes.

Mix of People & Activity

Opportunities:

- 3.33 Overall, the housing market in this area is perceived to be active, with a strong market for the right scheme in the right place. The western and northern areas of the Borough (Cockfosters, Winchmore Hill, Southgate, Grange Bush Hill Park, Grange, Palmers Green) have the highest values.
- 3.34 Larger sites can generate their own sense of place and identity, that may generate values that are different to those in the immediate locality. Such schemes are well-placed to create a place for all – mix of housing including affordable, and opportunities for non-standard products e.g., for older people, build to rent. At Crews Hill in particular, the opportunity for mixed and inclusive development comes with the potential and capacity in this location for a critical mass which is achieved through a comprehensive approach.
- 3.35 Growth presents opportunities relating to design features that promote activity, e.g., inclusive design, sustainable transport links, safe and appealing streets that are conducive to Play Streets and School Streets, multi-functional spaces, nearby local amenities, etc.

- 3.36 New development can influence control over the determinants of poor health and disease in the population, enabling the whole community to benefit through improved behaviors and lifestyles. Growth also supports the provision of good quality homes that are accessible and affordable - designed to keep people healthy, contribute to wellbeing, and are adaptable and accessible for older people and those with disabilities.
- 3.37 Incorporating social infrastructure into larger developments and public spaces and careful design of neighbourhood can create opportunities for people to meet and socialise. Using the Healthy Streets for London, 10 evidence-based Healthy Streets Indicators can ensure new development gets the street right for the whole community.

Challenges:

- 3.38 Health inequality between the east and west of the borough is stark. The Joint Health and Wellbeing Strategy (2020 – 2023) found persistent health inequalities, some of the highest obesity levels in London across all age groups, poor mental health, which has been exacerbated by Covid-19, high levels of poverty and poor access to good quality green space in the east of the Borough.
- 3.39 Where a comprehensive approach to a critical mass of development is not secured, then there risks the perpetuation of a trend towards large suburban detached development favouring affluent home buyers seeking an edge of London location. This would undermine many of the opportunities to create and sustain diversity and inclusiveness in a new Crews Hill development.
- 3.40 The struggles that poorer households face trying to find decent, affordable housing is the single greatest challenge identified by the Enfield Poverty and Inequality Commission. The Enfield Children and Young People’s Mental Health Transformation Plan (2015-2020) found higher numbers of children and young people live in areas of deprivation.
- 3.41 There is both a challenge and opportunity presented by the fragmented ownerships in Crews Hill currently. The mix of ownerships will mean that a broader mix of uses may come forward, taking into consideration differing landowner aspirations. However, there are also a large number of unauthorized uses in this area. Anecdotal evidence suggests that local residents would welcome development that facilitates addressing ‘bad neighbour’ unauthorized uses that exist at present.

Accessibility & Variety of Open Space Opportunities:

- 3.42 Rewilding opportunities exist through woodland creation from Salmons Brook to Whitewebbs Park, and with naturalisation of farmland areas adjacent. Natural flood management features (e.g., ponds and wetlands) at Salmons Brook will build on Enfield’s river and wetland restoration programme, restoring and renaturalising urban rivers through works such as rain gardens, river planters, and reedbeds. The naturalisation and restoration of the river corridors along Salmons Brook, Turkey Brook and Pymmes Park in particular, can enhance the borough’s habitat and wildlife resources, including through wetland creation and flood risk alleviation.

- 3.43 The Enfield Blue & Green Strategy encourages the revitalisation of sports and leisure activities at the waterside, and encourages a more diverse range of water-dependent activities along watercourses.

Challenges:

- 3.44 The Enfield Blue and Green Strategy identified insufficient food-growing spaces, historic parks and gardens on the national register of heritage risk, and maintenance and management costs as threats. It also found a strong correlation between health inequalities open space deficiencies, poor quality environments and levels of deprivation.

Accessibility & Variety of Facilities & Services

Opportunities:

- 3.45 Growth provides the opportunity to build on the Economic Development Strategy, transforming the business base, upskilling residents, repurposing town centres and establishing Enfield as an area for culture and creativity. It will support the borough in continuing to play a vital role in strategic logistics and distributions, food and beverages, large scale industrial typologies, national and global media events
- 3.46 Recent employment expansion in higher value jobs could provide a base from which the borough's economy can use as a foundation to develop more high value jobs with Enfield's location supporting the potential to take advantage of these sectors in the future.
- 3.47 Crews Hill is a centre of food growing and horticulture so consideration needs be given to safeguarded areas where authorised activity has taken place to accommodate new garden centres and food growing commercial and noncommercial plots to offset those lost to development.
- 3.48 The London Industrial Land Demand Study (2017) categorised that, at borough level, Enfield will have a baseline net gain requirement of 52ha over the period of 2016-41. Strong demand is reported for larger format distribution units in the north of the borough, with good access to the M25.

Challenges:

- 3.49 Across north west Enfield there is very little employment land identified in the Employment Land Review (except at Crews Hill, (employment land cluster C24, Kingswood Industrial Estate, 2.0 ha). There are issues with enforcement in the area associated with illegal land uses.
- 3.50 Industrial land is under intense pressure for repurposing and being used to meet London's housing demands.
- 3.51 Jobs in Enfield are lower value in comparison to the ones residents out-commute to elsewhere in London.
- 3.52 Enfield has a relatively small office market dominated by smaller units with, over half (58.5%) being under 250sqm in size, equating to 10.1% of total stock

Climate Change Adaptation and Resilience, and the Wider Environment

Opportunities:

- 3.53 There are opportunities to work with the Mayor and GLA group on rolling-out a public network of rapid EV chargers and the delivery of zero emission zones.
- 3.54 As outlined in the Enfield's Climate Action Plan (2020), meeting the carbon neutrality of the borough by 2040 will require several interventions such as a net increase in green infrastructure, increased recycling rates, increased decarbonisation, heat pumps installed, all cars and trains electrified, and all new builds meeting or exceeding carbon neutral standards. Working with developers can help to achieve this by supporting connectivity to the borough's heat network, minimising the risk of overheating, managing nuisances, improving air quality and reducing flood risk.
- 3.55 There is scope to connect development to the Energetik community heat network in helping to achieve carbon neutrality at north Enfield, in addition to space to consider roles of wind and solar technologies.
- 3.56 There are key opportunities around low carbon energy for Enfield and the natural landscape across Enfield to capture carbon emissions and improve biodiversity. Development at north Enfield, in particular, could support natural offsetting through green infrastructure - including wetlands, tree planting and expansion of the natural environment.
- 3.57 The established role of horticulture and market gardening in the Crews Hill area can support people to buy their food locally and to use land locally for growing food, reducing food miles and increasing self-sufficiency.
- 3.58 All new developments to maximise the use of SuDS and restrict surface water runoff rates to greenfield rates where possible, as per the Local Flood Risk Management Strategy (2016) and the approach of reducing the impact of flooding downstream.
- 3.59 The precedent for glass house architecture related to the horticultural function of the area offers the opportunity for new forms of architecture which not only offer innovations in homegrowing and energy efficient living, but also enable new home-work integration of a variety of jobs not restricted to office based jobs.
- 3.60 There are opportunities to work with the Mayor and GLA group on rolling-out a public network of rapid EV chargers and the delivery of zero emission zones.

Challenges:

- 3.61 Enfield's low-lying topography and urban form makes it vulnerable to river and surface water flooding and the urban heat island effect. The Local Flood Risk Management Strategy (2016) outlines the number of properties at risk of flooding in Enfield is high compared to most other local authorities, mainly due to the geography and layout of Enfield.

3.62 Exposure to poor air quality can have a long-term effect on health. Existing concentrations of nitrogen dioxide and particulates (PM10) are of considerable concern and pose a significant threat to human health; where they are most heavily concentrated along major roads and in areas of high motor vehicle activity.

Land ownership arrangements

3.63 The Crews Hill area comprises a significant number of individual site allocations, all of which are in separate ownership, as shown on the Figure below. The number of sites, and the fact that the majority of them are being promoted individually, reinforces the need for a comprehensive approach to be taken to the development at Crews Hill so that the wider strategic aspirations and benefits of growth can be realised. The production of a masterplan for the whole strategic allocation will be vital to the effective planning and delivery of a high quality, sustainable community at this location

3.64 Whilst a comprehensive approach to development is necessary, once that is in place, the location of the different land parcels, each with their own access points onto the road network could ensure that delivery of development at Crews Hill could proceed on a number of different development fronts, contributing positively to the borough’s housing delivery targets. Indeed this ‘patchwork’ of sites varying in scale and availability timescale can contribute to the continuing character of a varied place comprising, a mix of land parcels which while benefiting from a comprehensive and coordinated strategy for the sustainability of movement and provision of services and facilities, is distinctive in its informality of urban design layout, architecture and public realm.

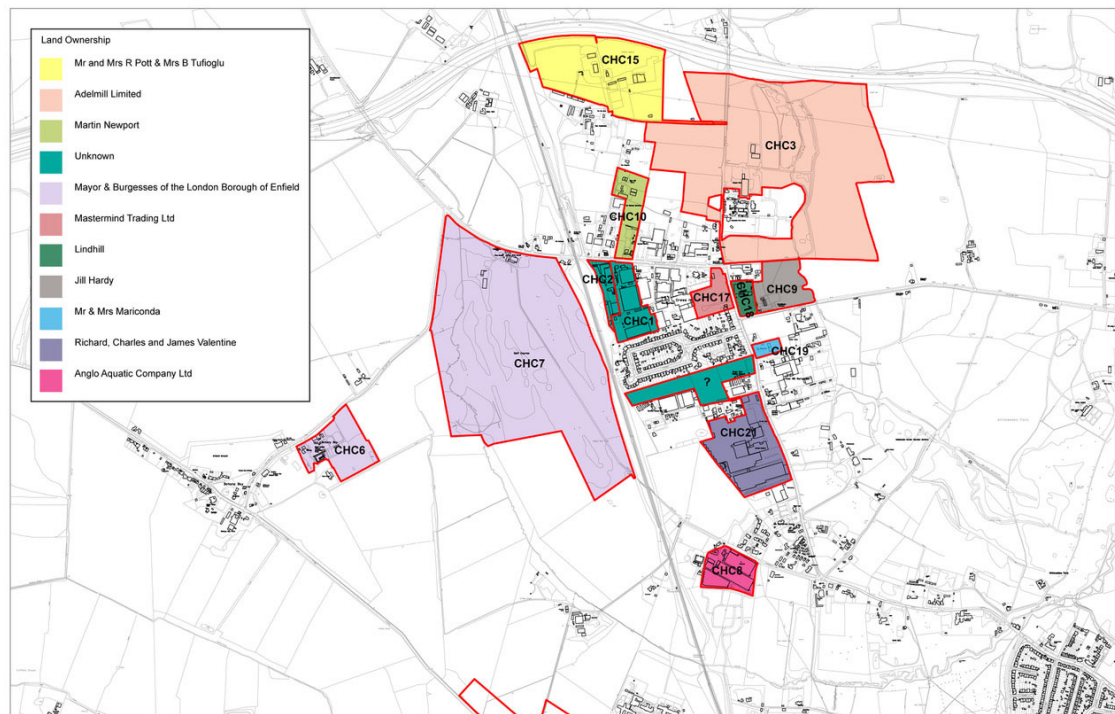


Figure 6: Land ownership arrangement at Crews Hill

Outcomes from Officer workshop

- 3.65 A workshop was held with Council officers in April, 2021 providing a further opportunity (in addition to the evidence clinics) to check and capture emerging placemaking thinking for the north of the Borough, together with key priorities for Enfield from existing strategies and the body of work underway across the authority for the Local Plan.
- 3.66 Defining the role that each of the strategic allocation areas has in the place-identity and function of the Borough formed a key part of the workshop activity. It also provided an opportunity to understand relationships between the objectives across different departments and teams and between different policy areas and topics. An interactive exercise formed part of the workshop - designed to facilitate joined up story telling of the future of north west Enfield in order to help highlight where opportunities exist for the placemaking strategy to take unified approach to delivering multiple objectives.
- 3.67 The outputs from the workshop provided a mixture of new information; informed the emerging design approach for the proposed allocations at Chase Park; and posed a number of questions for further investigation.
- 3.68 The first part of the workshop presented a brief overview of the evidence review underway; the discussion highlighted the following:
- The need to relate fully to the “Good Growth” agenda.
 - More emphasis needed on the quality of housing which is as important as the quality of the living environment, in ensuring delivery of good growth.
 - Ensure that cross-cutting elements, such as zero carbon are considered across all relevant themes.
 - Include suitable consideration of energy/sustainability issues.
- 3.69 The second part used baseline mapping & extracts from key documents to discuss the characteristics of north Enfield as an important first step in defining a placemaking strategy for each site allocation area. The discussion covered:
- The rationale for the choice of sites proposed to be allocated in at Crews Hill and Chase Park, and the alternative options considered ,especially with regard to Council-owned land in the area.
 - The need to consider the potential for mitigating or resolving constraints identified at this early stage of placemaking, to ensure that those constraints do not unreasonably rule out options at this stage.
 - Consideration of views and building heights as part of placemaking - a review of local views as set out in the emerging local plan and local character studies is underway. It was noted that it was important to consider the views around Crews Hill to contextualise the site and consider the relationship between southern sites in that area with heritage assets around Clay Hill.
 - The potential use of and reference to Garden City principles in developing the placemaking approach

- The potential benefits of growth for addressing flood risk and delivering Enfield Chase, as flood management approach in the upper catchments of the Salmon and Turkey Brooks, linked to new development can help to improve the existing situation in Enfield.
 - The importance of sustainable transport across the area.
- 3.70 The third part of the Workshop used an interactive Jamboard template to encourage discussion and record the notes in real time. Participants were split into two breakout groups and asked to consider a number of placemaking themes, the opportunities they present and how those opportunities can be built on, using the prompt “Yes, and...” (rather than “No, but...” to generate positive and creative responses.
- 3.71 The themes were taken from the Local Plan Vision where Enfield was a:
- Deeply Green Space
 - Productive Place
 - Place for all
 - Part of London
- 3.72 For each of the Vision headings, a number of placemaking themes were identified and the discussion focused on how the Vision could be achieved for the two placemaking areas. The outputs from the discussions are summarised In Appendix 3.

SWOT Analysis

- 3.73 The review of existing and available evidence relevant to the Crews Hill area and the discussions at the officer clinics and workshop have identified a range of strengths, challenges and opportunities for development at Crews Hill. These are summarised in the following table.

Strengths	Weaknesses
<ul style="list-style-type: none"> • The borough has a unique character influenced strongly by its topography and balance of development and landscape, including that of the Theobolds Estate South Area of Special Character. • Existing development in the area is intricate and characterful. • Horticulture in the Crews Hill area supports people to buy their food locally and to use land locally for growing food. • Physical and visual links to the restored Enfield Chase landscape to the west. • Existing open space facilities for existing and new residents. • The Brooks are natural features creating permanent boundaries to a newly defined extent of Green Belt. • There is an existing train station providing direct links to central London and Hertfordshire. • There is an existing community, and existing services that can be enhanced, alongside delivery of new social infrastructure, to accommodate growth. • The Green Belt contains vast tracks of council-owned land, which can help to facilitate delivery. 	<ul style="list-style-type: none"> • An Air Quality Management Area (AQMA) is in place. • Risk that any new residents will rely on cars in order to access services. • There are sites/areas of previously developed land • The release of some of this land would (normally) be considered of high or very high harm to the Green Belt. • Much of the Green Belt is currently inaccessible to the public due to the lack of direct footpaths and physical barriers, such as river and rail corridors • The area is gradually mutating from greenhouse and nursery use to general business and retail. This is having a significant effect on the character of the area. • Crews Hill is a centre of food growing and horticulture, which needs to be safeguarded against loss to residential redevelopment, and land identified to replace existing horticultural and food producing activities lost to redevelopment. . • Weak connectivity of the east-west green corridor contributes to reliance on vehicle use. • Some limitations in the capacity of the existing road network, particularly in accessing land to the west of the railway and including the bridge crossing near Crews Hill station. • Existing rail link only has two services per hour.
Opportunities	Threats/Challenges
<ul style="list-style-type: none"> • Build on the area’s horticultural and agricultural history to offer a healthy and inclusive environment supported by access to green space and nature and support the local food production industry. • Crews Hill has potential to become an important gateway to the National Park City, north west Enfield. • Require development to be delivered through a design-led approach and informed by an understanding of local character. 	<ul style="list-style-type: none"> • Entire site falls within an Archaeology Priority Area (APA). • Ensuring development is resilient to flood risk and does not has a negative effect elsewhere if developed. • Limited retail development activity in the area. • Potential limitations of the existing road network in the area may limit the capacity for growth or require extensive mitigations. • Significant improvements to public transport services and the provision of facilities and amenities will be required to achieve a meaningful reduction in car dependency.

<ul style="list-style-type: none"> • A holistically planned large scale new settlement can embed health and well-being principles into its creation to encourage healthy and active lifestyles. • Ensure good quality homes are accessible and affordable, helping to address the lack of family homes in the borough and provide homes with gardens. • Contribute to the delivery of strategic flood mitigation and create Sustainable Drainage Systems (SuDS), trees and rewilding routes/areas. Improve/add links to the existing wildlife corridor to the west. • Turn existing grey corridors (i.e., main infrastructure routes) into green corridors along key routes into centres/activity hubs. • Facilitate sustainable connections to the rest of the borough and wider region along an east-west green corridor following the route of the London Loop. • Development of the right scale could potentially open the conversation to provide more rail services per hour at Crews Hill station and deliver infrastructure and facilities 	<ul style="list-style-type: none"> • Risk of poor land management impacting local character. • Development should be set back from the M25 to address noise impacts and protect sensitive uses, such as schools, nurseries and publicly accessible open space.
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