

Project Title: Haringey Open Space and Biodiversity Study

Client: London Borough of Haringey

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# Haringey Open Space and Biodiversity Study

Final report Prepared by LUC October 2014



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# **Executive Summary**

This study assesses the quantity, quality and value of the open space and sites of importance for nature conservation (SINCs) in the Haringey. It provides an integral part of the evidence base for the Local plan and other local policies, and includes locally derived standards for the provision of open space in the Borough. These standards will form the basis for redressing the quantitative and qualitative deficiencies through the planning process. This information will also contribute to developing an approach to the wider biodiversity and green infrastructure (GI) network.

The methodology for the study was informed by Government guidance on open space planning.

Covering an area of just under 30km2, the London Borough of Haringey is situated in North London. Urban centres within the borough include Tottenham, Seven Sisters, Wood Green, Muswell Hill, Bounds Green, Highgate and Crouch End. The borough contains a number of significant open spaces, including Alexandra Park, Highgate Wood, Finsbury Park and Lordship Recreation Ground. To the east of the borough, the Lee Valley Regional Park runs north-south along the boundary with Waltham Forest, containing the Walthamstow Reservoirs and Tottenham Marshes. There are 59 Sites of Importance for Nature Conservation(SINC).

Relative to many London Boroughs, Haringey is well endowed with open space, which makes up more than 25% of its total area. The Lea Valley in the east makes a significant contribution, as well as parks, recreation grounds and green open spaces, which are of significant amenity value to residents.

At the time of the 2011 census, Haringey had 254,926 people, giving it a population density of 86.13 people per hectare, making it the 11th most densely populated London borough. According to the 2011 census, just under a third of Haringey's population were born in a country outside of the EU. This is slightly higher than the London average. Open green spaces are often the central focus of neighbourhoods; melting pots for social and cultural interaction and cohesion.

The GLA population projections (2012) show that the borough's population is likely to increase by 6.6% by 2016. A further 2.7% increase is projected by 2021 and a 1.9% increase by 2026. By 2026 the population is projected to be 284,377. The majority of the growth is likely to be focused in the Wood Green Town Centre and Haringey Heartlands growth area straddles the central area of the borough and Tottenham Area of Change growth area is located to the east of the borough

the borough. The assessment of provision identified 90 publically accessible open spaces, to be included in the audit, which fell within the following typologies, as well at 17 SINCs.

A parks and gardens

B natural and semi natural green space

C green corridors

D amenity green space

F cemeteries and churchyards

Detailed site audits of each open space were carried out to inform the assessment by quantifying the value and quality of each space. This was supported by consultation to provide a strong basis for the local needs assessment.

The study identified an overarching quantitative standard for open space as 1.64ha/1000 people. This is the current level of provision in the Borough when considering all the above typologies together. The study shows that in order to meet the quantity standard in 2026, an additional 48.5ha of public open space will be required in Haringey.

The study provides recommendations on a number of spatial priorities for action, including increasing the provision of smaller parks and gardens and amenity green spaces thoroughout the borough, increasing quantity and quality of all types of open space in the east of the borough and

1

creation of a green corridor to link the open spaces to the Lea Valley. Broad recommendations are made on the protection of existing assets, addressing deficiencies in provision in the areas of change as well quality improvements in the areas of deficiency. The study also recommends the retention and upgrade of SINCs, the creation of 4 new SINCs and de-designation of 1 SINC.

# 1 Introduction

# Aims of the study

- 1.1 London Borough of Haringey commissioned LUC to assess the quantity, quality and value of the open space and sites of importance for nature conservation (SINCs) in the Borough. This study is an integral part of the evidence base for the Local plan and other local policies, and includes locally derived standards for the provision of open space in the Borough. This study builds on the work undertaken in a 2003 study prepared by Atkins 'Haringey's Open Space and Sports Assessment'. These standards will form the basis for redressing the quantitative and qualitative deficiencies through the planning process. This information will also contribute to developing an approach to the wider biodiversity and green infrastructure (GI) network.
- 1.2 The aims of the study were to:
  - Update and consolidate Haringey's data on the location and type of open space in the Borough;
  - To take account of the climate change adaptation and other functional roles of open space, beyond recreation and amenity;
  - Undertake the biodiversity assessment to consider the borough's Sites of Importance for Nature Conservation (SINCs) and identify any other open spaces that have potential for such designation;
  - Undertake consultation with residents and user groups in the Borough, to determine perceptions of Haringey's open spaces and priorities for the future;
  - Undertake an audit to determine the quality, quantity and value of Haringey's open spaces, excluding outdoor sports provision, which is being separately undertaken by London Borough of Haringey;
  - Determine and apply locally-derived open space provision standards for Haringey;
  - Consider the policy context including relevant national, London-wide and Borough policy and guidance for Haringey's open spaces, and make policy recommendations to inform the Council's Local Plan;
  - Review Haringey's biodiversity and green infrastructure network and update data and GI priorities for the Borough.
- 1.3 The study will provide evidence for Haringey to:
  - Inform and support the emerging Development Management and Site Allocations Local Plans and corresponding Sustainability Appraisals and the North London Waste Plan. It may also influence the Council's other strategies and plans.
  - Deliver networks of accessible, high quality open space facilities which meet the needs of residents and visitors, are fit for purpose and economically and environmentally sustainable;
  - Strike a balance between new provision and/or the enhancement of existing provision;
  - Provide clarity for developers and land owners in relation to the requirements for the provision of open space to be included in the Community Infrastructure Levy;
  - · Reassess the wider biodiversity and GI network and priorities for Haringey.

## Structure of this report

- 1.4 This report sets out the steps taken in undertaking both the open space and biodiversity assessments. The results of both of these assessments are presented in turn. The overall findings from both assessments are brought together into a number of recommendations. A breakdown of the main stages are shown below:
  - Methodology and context sets out the methodology used to identify the sites and facilities to be included in the audit and the methodology for auditing the sites. It also describes the development of typologies which have been used to categorise the sites and structure the data analysis. This section establishes the context for the study, in terms of relevant plans and strategies which have informed the study. An overview of open space, sport and recreation needs is provided drawing on socio-economic data and public consultation;
  - Framework for analysis describes the open space typologies and hierarchy of sites used to frame the analysis;
  - Assessment of provision reviews each typology in turn, describes how provision standards have been set, applies the standards and identifies key issues to be addressed in terms of future management and delivery of new facilities;
  - Biodiversity assessment an assessment of the ecological and conservation value of Haringey's biodiversity spaces and potential for future conservation designations;
  - Conclusions and recommendations provides an overview of the key issues identified through the study and sets out recommendations for addressing deficiencies.
- 1.5 The remainder of this report is structured as follows:
  - Section 2: sets the context for this study
  - Section 3: describes the approach to the open space assessment
  - Section 4: explores the demand for open space in Haringey
  - Section 5: provides an assessment of the current provision of open space
  - Section 6: sets out the proposed quantity, accessibility and value/quality standards for Haringey
  - Section 7: sets out the results of applying the proposed standards
  - Section 8: describes the approach to the biodiversity assessment
  - Section 9: sets out the findings of the biodiversity assessment
  - Section 10: describes the wider green infrastructure network in Haringey
  - Section 11: provides recommendations

# 2 Context for the study

# An integrated approach to open space and biodiversity planning in Haringey

- 2.1 Local spatial planning has a potentially important role in enhancing biodiversity conservation and habitat connectivity. Planning can protect the value of existing sites of biodiversity importance and seek to secure biodiversity enhancements.
- One of the challenges is to identify whether or not the existing biodiversity interest is of sufficient value to warrant avoiding any development. It is also necessary to consider how an open space may contribute to the wider ecological network in a built up London borough such as Haringey.

## The Haringey context

- 2.3 The London Borough of Haringey is situated in North London as shown in **Figure 2.1**. It is just under 30km² in area, and in 2011 had a population of just over a quarter of a million people (254,926). Urban centres within the borough include Tottenham, Seven Sisters, Wood Green, Muswell Hill, Bounds Green, Highgate and Crouch End. The borough contains a number of significant open spaces, including Alexandra Park, Highgate Wood, Finsbury Park and Lordship Recreation Ground. To the east of the borough, the Lee Valley Regional Park runs north-south along the boundary with Waltham Forest, containing the Walthamstow Reservoirs and Tottenham Marshes. To the south are the inner London boroughs of Islington, Hackney, and Camden; and to the north and west are the outer London boroughs of Enfield and Barnet.
- At the time of undertaking the audit in September 2013, nineteen parks in the borough have achieved Green Flag status, giving a strong indication of their quality. Of these, 16 sites are managed by Haringey Council. A further two parks, managed by Haringey Council, have obtained Green Flag status in 2014, with Highgate Wood (managed by the Corporation of London), Alexandra Park (run by the Alexandra Palace Trust) and Tottenham Marshes (run by the Lee Valley Regional Park Authority), bringing the total Green Flag parks in Haringey to 21.
- 2.5 Relative to many London Boroughs, Haringey is well endowed with open space, which makes up more than 25% of its total area. The Lea Valley in the east makes a significant contribution, as well as parks, recreation grounds and green open spaces, which are of significant amenity value to residents. The borough has three major watercourses; the River Lee, New River and the Moselle Brook.

#### Figure 2.1: Haringey context

- 2.6 According to the Generalised Land Use Database (2005), about two fifths of the borough is covered by buildings, roads and rail, and about a quarter of the land by domestic gardens; a further quarter of land area is categorised as other green space<sup>1</sup>.
- 2.7 **Figure 2.2** highlights the 19 wards within Haringey and the three zones which will be referred to throughout the report and analysis; these include the eastern zone shown in yellow, the central zone in green and the western zone in blue. The eastern zone stretches from Tottenham Marshes and the built-up residential and industrial Tottenham area westwards towards the residential areas of the central zone situated to the east of the railway which bisects the borough from north west to south east. The western zone is situated to the west of this railway line and predominately consists of affluent residential areas and larger areas of open space.

<sup>&</sup>lt;sup>1</sup> Land Use Statistics (Generalised Land Use Database) January 2005, DCLG

#### Figure 2.2: Analysis areas and wards

- 2.8 **Figure 2.3** highlights the areas at risk of flooding in the eastern zone. The majority of the areas at risk of flooding are located in the far east of the borough running to the west of the reservoirs and amongst the River Lea flood plain and Pymme's Brook. The flood risk category is predominately classed as category 2 with category 3b running alongside the banks of the River Lea with pockets of category 3a to the south east of Northumberland Park railway station and to the west of Banbury Reservoir. The category 2 flood zone extends approximately 1km westwards from the borough boundary and industrial areas and into Tottenham residential areas.
- 2.9 A pocket of category zone 3b and surrounding zone 2 flood risk alongside the River Moselle is located within the central portion of Lordship Recreation Ground. There is also a linear stretch of categories 2-3b flood risk running across Tottenham Cemetery from the north east to the south west following the line of the River Moselle.

#### Figure 2.3: Flood risk

2.10 **Figure 2.4** outlines the categories of access and transport routes within Haringey. Railway routes bisect the borough from east to west and north to south predominately situated in the eastern zone. There is a wide distribution of most routes including public rights of way and cycle routes which spread throughout the borough. There is a significant Sustrans route along the borough's eastern boundary running from north to south.

#### Figure 2.4: Access and transport

- 2.11 Haringey has a wide distribution of heritage designations as can be seen in **Figure 2.5**. The two significant English Heritage Registered Parks and Gardens of Special Historic Interest in England within Haringey's boundaries are Alexandra Park (in the western zone) which is Grade II listed parkland and Finsbury Park (in the central zone) which is also Grade II listed.
- 2.12 There are 29 conservation areas in the borough and a number of listed buildings can be found throughout the borough. There is a particular clustering of listed buildings within the western zone situated around Highgate and Muswell Hill and also along Tottenham High Road in the east of the borough.

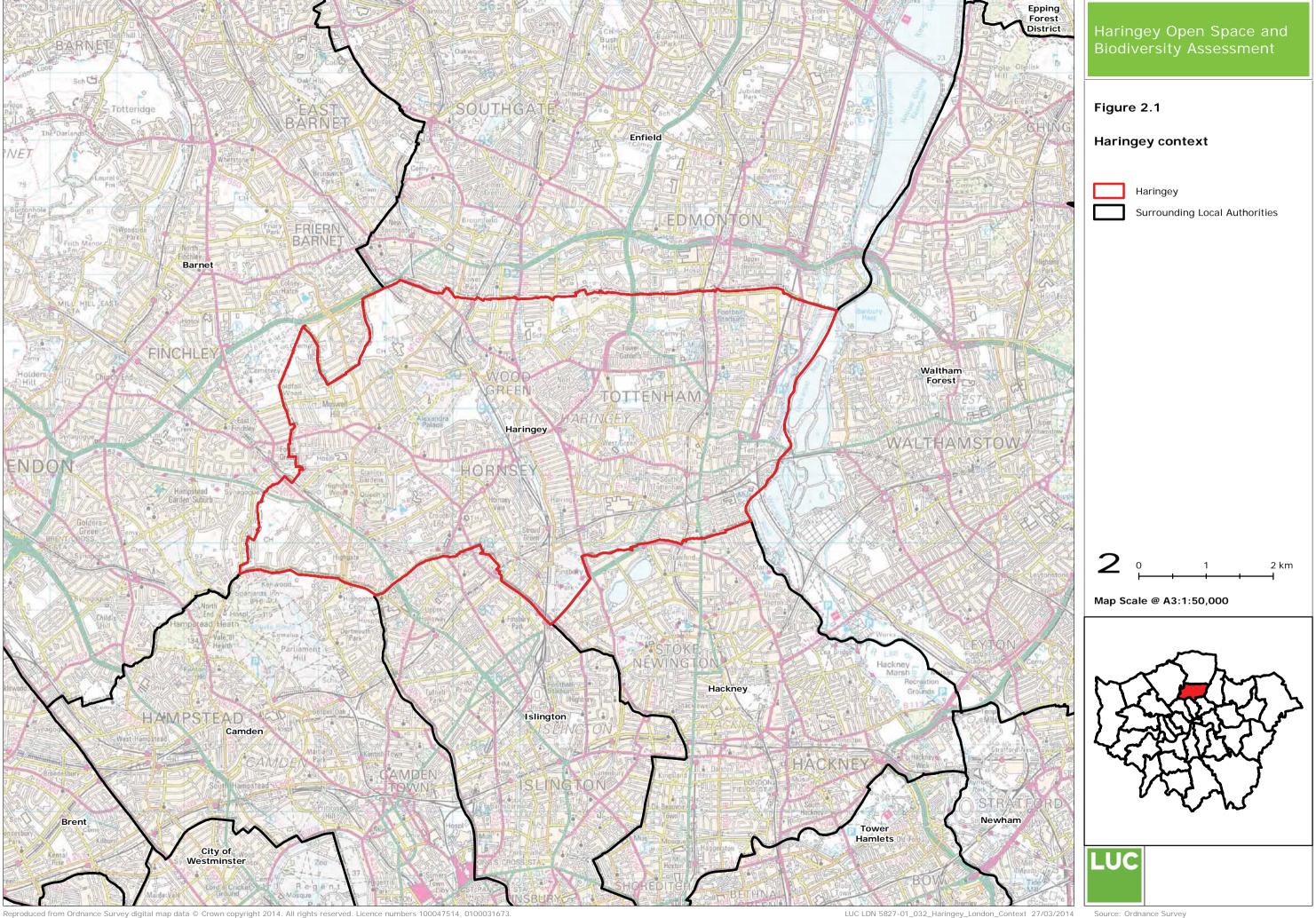
#### Figure 2.5: Heritage

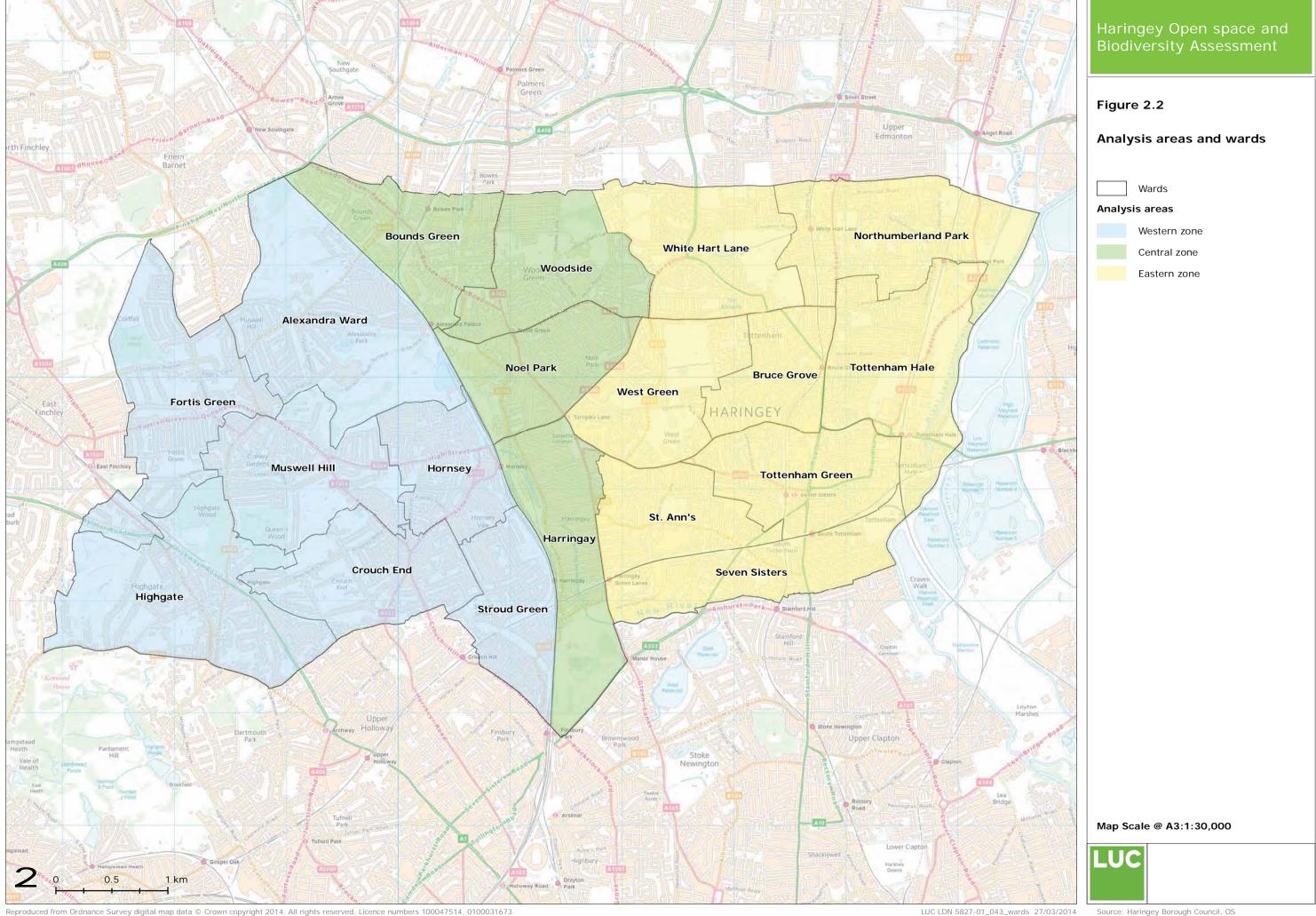
- 2.13 **Figure 2.6** identifies the extent of Green Belt land, in the east of the borough comprising the Tottenham Marshes adjacent to the reservoirs and Markfield Park to the south east.
- 2.14 The majority of Metropolitan Open Land is located in the western zone and includes Alexandra Park, Highgate Wood, Queens Wood and various sports club sites. To the south of the borough, this includes Finsbury Park and there is a cluster of parks and open space to the north that forms another area of Metropolitan Open Land. Located in the eastern zone are two significant areas of Metropolitan Open Land which includes the connection of Tottenham Cemetery and Bruce Castle Park to the north and Downhills Park and Lordship Recreation Ground in the west. There is a relatively even distribution of Significant Open Land throughout all three zones.

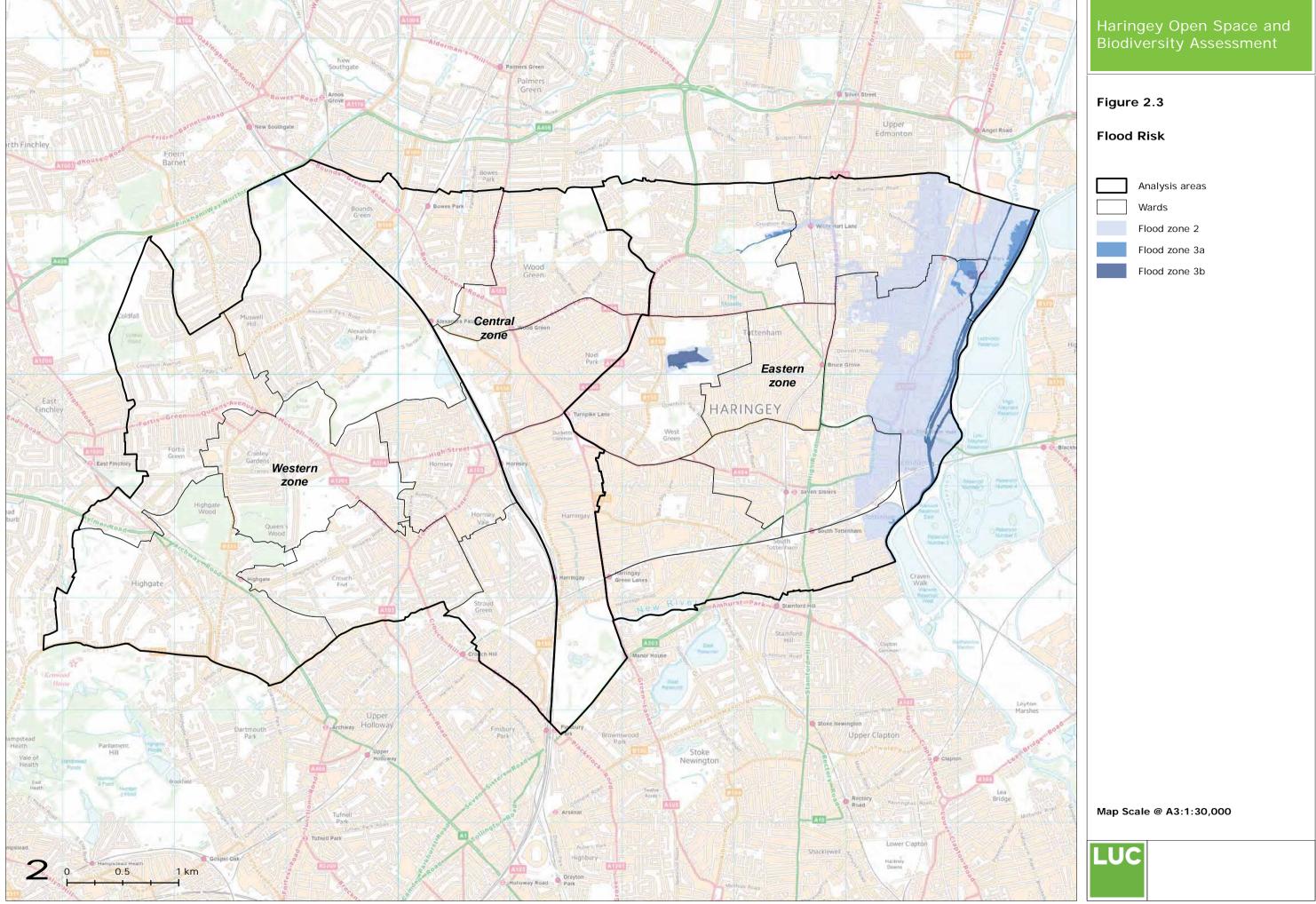
#### Figure 2.6: Open space designations

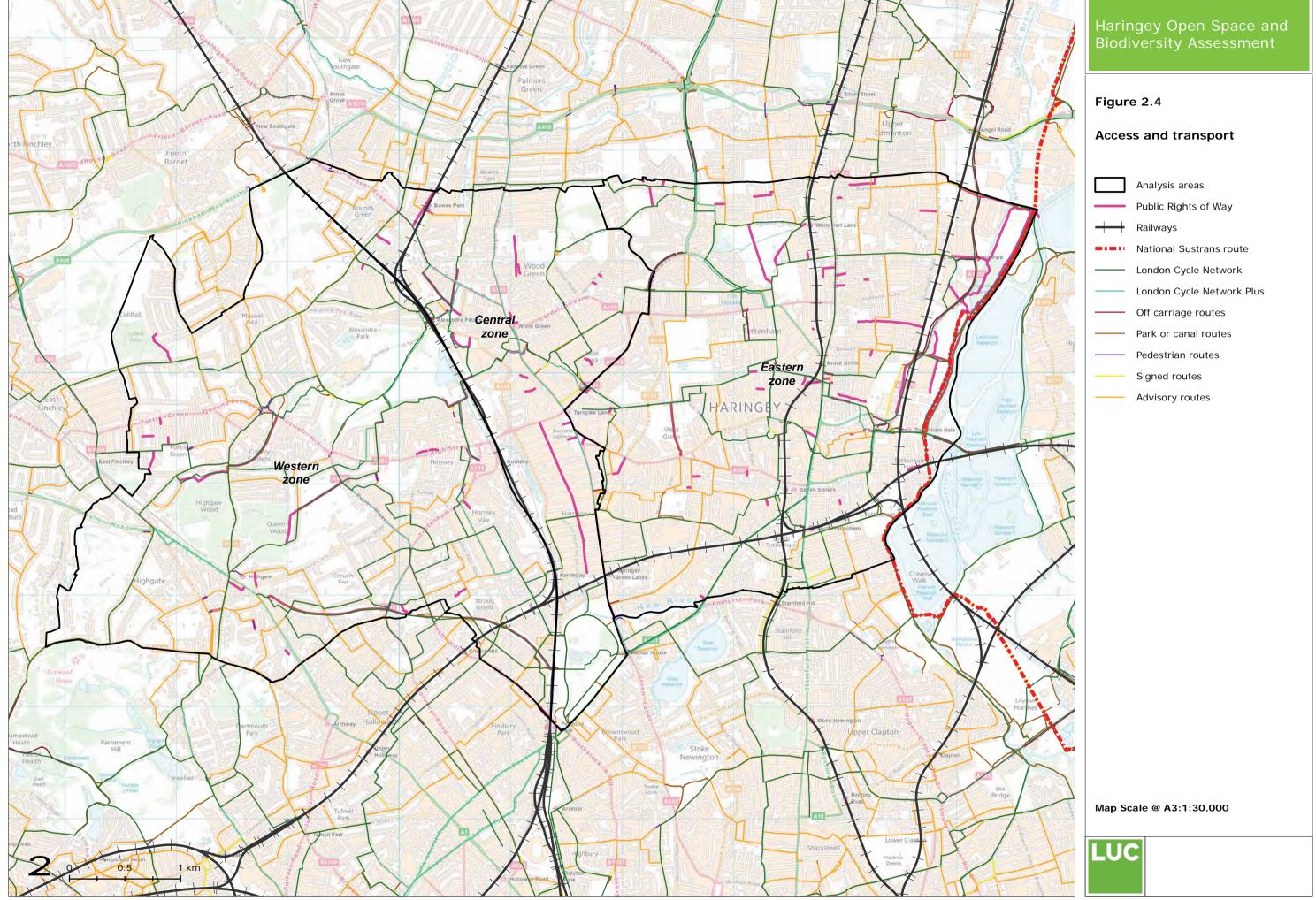
### **Current population**

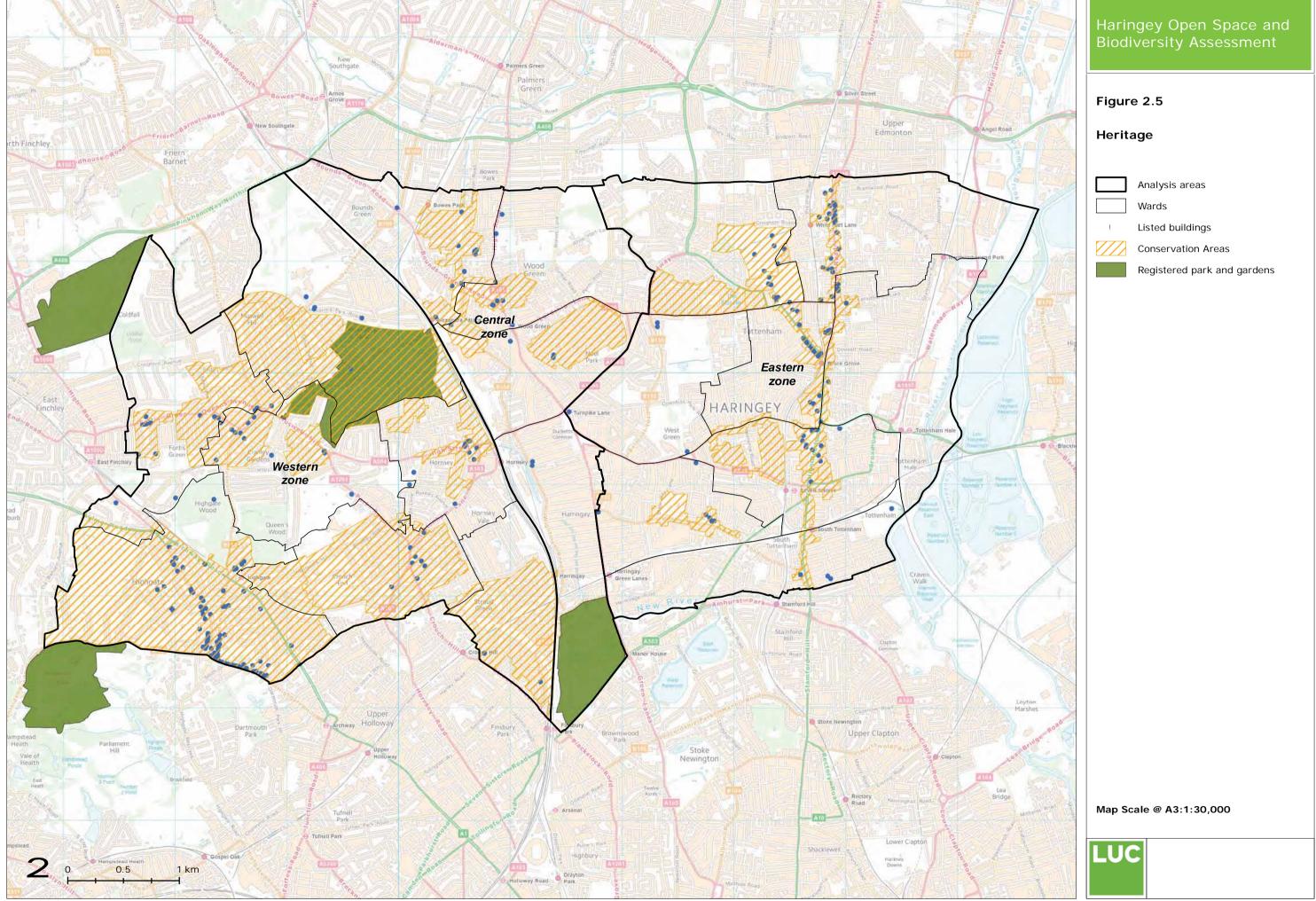
- 2.15 At the time of the 2011 census, Haringey had 254,926 people, giving it a population density of 86.13 people per hectare, making it the 11<sup>th</sup> most densely populated London borough. Over a fifth of the population (57,670) are children or young people under the age of 18. This is about average in a London context, and just slightly higher than the average for England.
- 2.16 According to the 2011 census, just under a third of Haringey's population were born in a country outside of the EU. This is slightly higher than the London average. Significant proportions of the population were born in Africa (8.4%), the Middle East and Asia (6.4%), and the Americas and the Caribbean (6.2%). Open green spaces are often the central focus of neighbourhoods; melting pots for social and cultural interaction and cohesion.

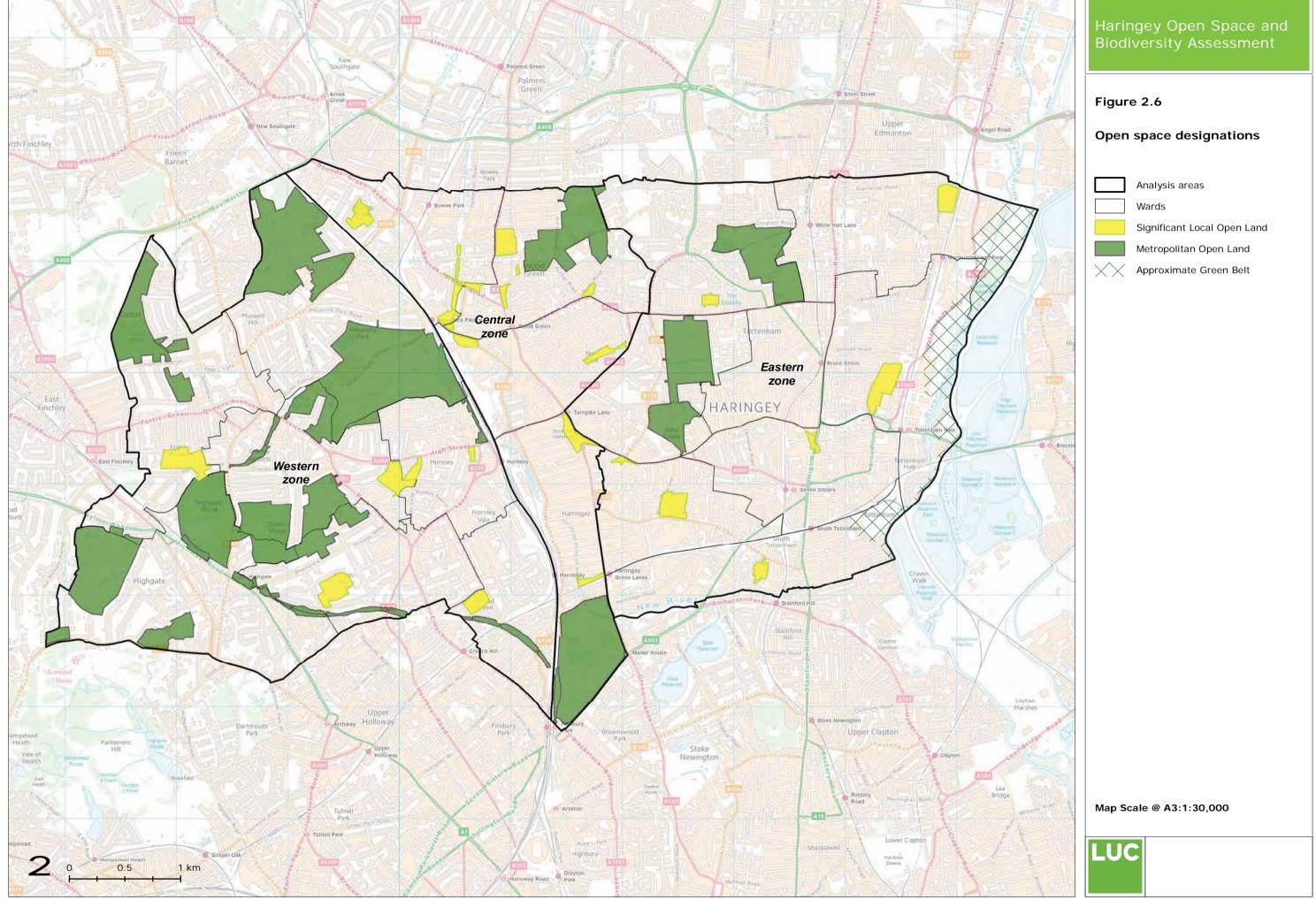












#### **Future population**

- 2.17 The GLA population projections (2012) show that the borough's population is likely to increase by 6.6% (or 16,929 people) by 2016. A further 2.7% increase is projected by 2021 and a 1.9% increase by 2026. By 2026 the population is projected to be 284,377.
- 2.18 **Figure 2.7** highlights the growth areas as of October 2013. The Wood Green Town Centre and Haringey Heartlands growth area straddles the central area of the borough encompassing the western half of Noel Park Ward, the south western corner of Woodside Ward, south east corner of Bounds Green Ward and north east corner of Hornsey Ward. Tottenham Area of Change growth area is located to the east of the borough encompassing five wards including Northumberland Park Ward, Tottenham Hale Ward, Tottenham Green Ward, Seven Sisters Ward and Bruce Grove Ward.

#### Figure 2.7: Growth areas and site allocations as at October 2013

#### **Biodiversity**

- 2.19 Although Haringey is a highly urbanised Borough, it supports a variety of habitats providing significant benefits for wildlife and people. Habitats include high quality examples of ancient woodland at sites such as Coldfall, Highgate and Queen's Woods. Wetland habitats are represented within the Tottenham Marshes and the Lea Valley alongside more recently created habitats at the recently restored Moselle Brook within Lordship Recreation Ground. There are wet neutral grasslands in the east of the Borough and remnants of acid grassland in the west. There are numerous small parks which support areas of woodland and scrub alongside areas of green space provided by public gardens and housing estate land which provides a valuable, if until relatively recently, little acknowledged resource for wildlife.
- 2.20 Haringey has a relatively coherent existing ecological network with the Lee Valley on the eastern border of the borough which has connectivity to Epping Forest, The River Thames and the countryside outside of London. There are several railway lines that run east to west or north to south across the Borough alongside other green corridors such as the New River which provide ecological links.
- 2.21 In terms of designations, the Borough supports 59 SINCs which are protected through planning policy. This is made up of five sites of Metropolitan importance, nine of Borough Grade I importance, 13 of Borough Grade II and 32 of Local importance. Haringey also supports five Local Nature Reserves (LNR), including the Parkland Walk, while the adjacent Lee Valley is a Site of Special Scientific Interest, Special Protection Area and Ramsar site. During the course of preparing this Open Space and Biodiversity Study Alexandra Palace and Park and Coldfall Wood have received LNR designation.

#### Figure 2.8: Biodiversity

## Current policy context

#### **National Planning Policy Framework**

Open space

2.22 The National Planning Policy Framework (NPPF) outlines the national Government's planning policy for England. The NPPF includes a specific requirement for planning policy 'to be based on a robust and up to date assessment of the needs for open space sports can recreation facilities and opportunities for new provision' (para. 73). Local Plans should also identify land where new development is not appropriate for environmental reasons (para. 157). The NPPF provides outline guidance as to the criteria which should be met before an open space can be considered for development (para. 74). It also provides a mechanism by which local authorities can protect some open spaces under a 'Local Green Space' designation (paras.7 6-77), and provides high level criteria for such a designation.

#### **Biodiversity**

2.23 The NPPF states that local authorities should identify and map local biodiversity assets and priority habitats, and ensure that these are maintained and restored. Local authorities should also identify suitable indicators for monitoring biodiversity (para. 117). The NPPF also highlights the importance of planning for biodiversity at a landscape-scale, including across local authority boundaries (para. 117).

#### **London Plan**

Open space

- 2.24 The London Plan (July 2011) outlines the Mayor's overarching vision for London. This is supported by a number of objectives, which include the objective to be a city which 'makes the most of and extends its wealth of open and green spaces, natural environments and waterways, realising their potential for improving Londoners' health, welfare and development' (para. 1.53). The London Plan policy 2.18 expands on this objective for open space, and states the Mayor's commitment to 'promote, expand and manage the extent and quality of, and access to, London's network of green infrastructure'. It provides guidance on the responsibility of London Boroughs to 'undertake audits of all forms of green and open space and assessments of need'. Boroughs should also produce open space strategies that respond to these assessments. These should 'identify priorities for addressing deficiencies and should set out positive measures for the management of green and open space'. The importance of open space provision for London's residents and communities is reiterated in relation to 'Policy 7.1 Building London's Neighbourhoods and Communities', which highlights the importance of access to open space that meets local recreational need.
- 2.25 The London Plan recommendations that London Boroughs should apply PPG17 when undertaking an assessment of open space; however PPG17 is now replaced by the NPPF (detailed above). The Council should however still refer to the Companion Guide to PPG17 when developing the assessment.

#### Biodiversity/SINCs

2.26 Biodiversity is also referred to under the London Plan policy 2.18, which states that the Mayor's network of green infrastructure should be designed to deliver a range of benefits, including biodiversity. To support this, Boroughs should ensure that the delivery of local biodiversity action plans should be linked to open space strategies.

#### All London Green Grid

Open space

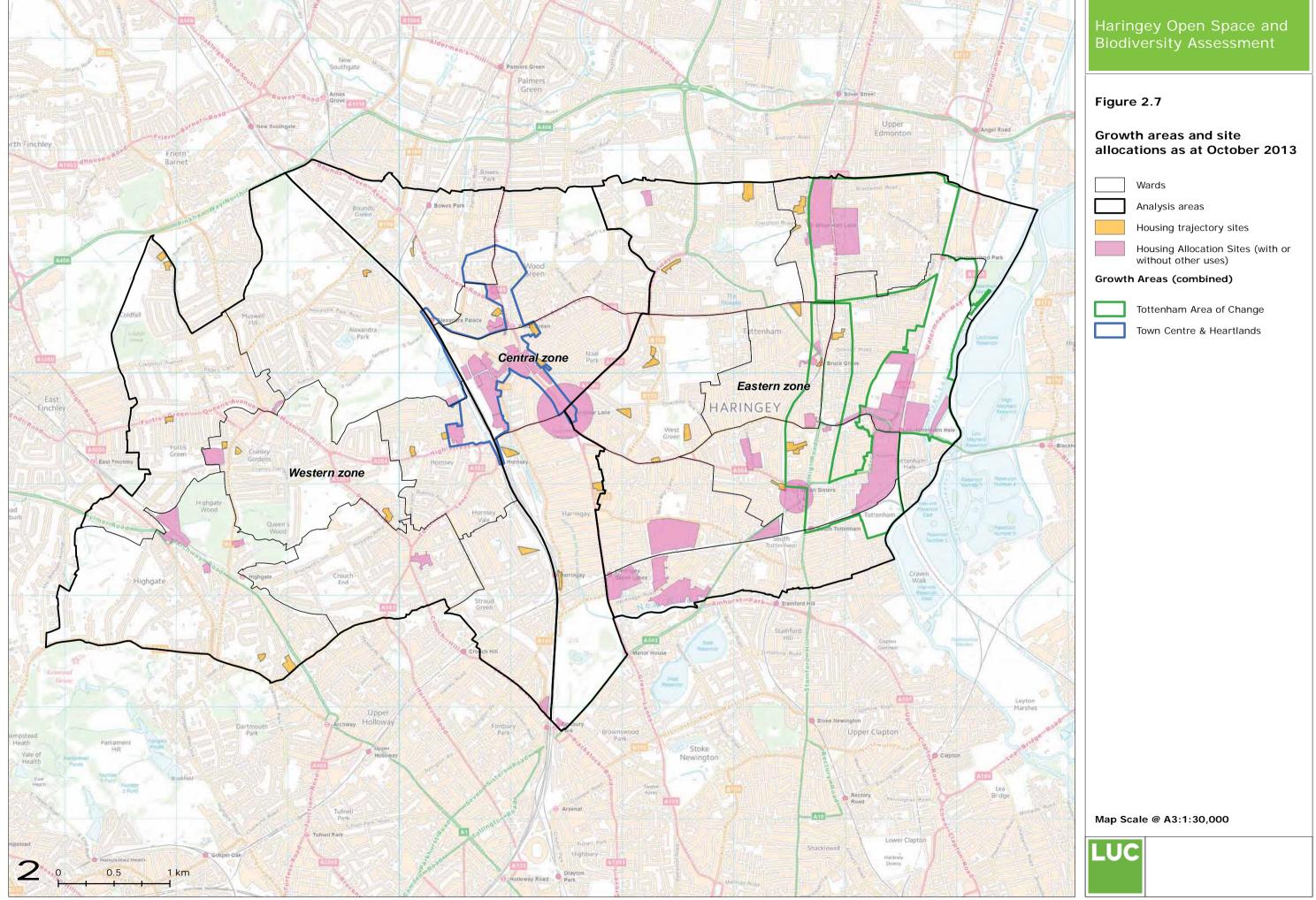
2.27 The All London Green Grid (ALGG) is a London-wide framework for managing London's green spaces and natural assets, and has been adopted as Supplementary Planning Guidance (SPG) supporting the London Plan. The ALGG also highlights areas of London where there are strategic gaps in provision of open space. The ALGG divides London into 12 Green Grid Areas, and most of Haringey falls within Green Grid Area 1 'Lee Valley and Finchley Ridge'.

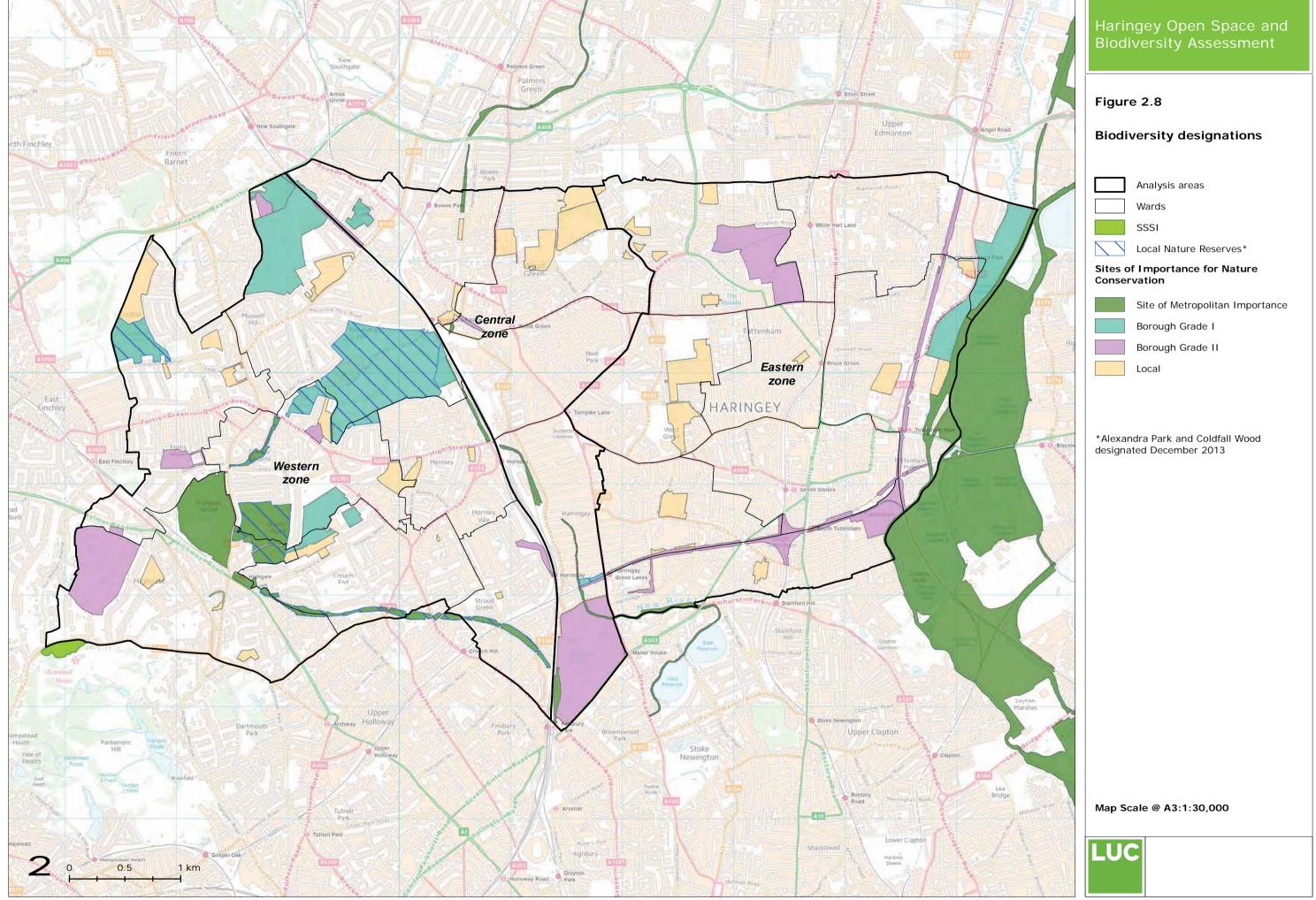
**Biodiversity** 

2.28 The All London Green Grid highlights the importance of biodiversity and states that the designated sites (including SINCs) are 'the priorities for protection and management for biodiversity' (para. 4.15). The ALGG also highlights the potential of non-designated sites to support biodiversity, and promotes opportunities to enhance and expand London's ecological networks through the ALGG (para. 4.19). The ALGG also addresses access to nature, and applies an accessibility standard (referred to as the Mayor's distance threshold) which states that no resident should be more than 1 km walk from an accessible natural green space (para. 4.16).

#### Upper Lee Valley Opportunity Area Planning Framework (adopted July 2013)

2.29 The Upper Lee Valley Opportunity Area is one of several areas of London which are a priority for regeneration. The Framework's main reference to open space is in relation to the River Lee and associated green space, which is identified as a major opportunity for the area, described as 'North London Riverside' – a vibrant community on the banks of the River Lee'.





#### Haringey Local Plan Strategic Policies (adopted 2013)

- 2.30 The Local Plan Strategic Policies outlines the Council's aim to protecting the borough's existing parks and open spaces and improving access to those areas deficient in public open space. Policy SP13 is the key policy, which this study should support. This policy provides the guiding principles and objectives which the Open Space and Biodiversity Strategy should deliver. It outlines how the Council should enhance the open space and biodiversity resource through its own work, and also what should be expected from developers. As well as providing general guidance on open space in the Borough, Policy SP13 and associated text also provides guidance on the following open space types of relevance to this study:
  - Green Belt
  - Metropolitan Open Land
  - Green Chains
  - Allotments
  - SINCs
  - Play space

#### Haringey Community Infrastructure Delivery Plan (2013)

2.31 The Council's Community Infrastructure Delivery Plan (CIDP) forms part of the adopted Local Plan, and is provided as Appendix 4 of the Plan. The Infrastructure Delivery Plan identifies areas of the Council's services where investment will be needed to meet the additional demand from population and housing growth over the next 15 years. It determines that Haringey is relatively well served by a range of community infrastructure and facilities, and that there are no obvious major deficits in provision in key areas up to 2016. A list of proposed infrastructure improvements is provided and this includes a number of investments which are related to enhancement of open space. The table sets out the need for the scheme, indicative cost, lead delivery agency, delivery phasing and indicative funding arrangements are provided.

#### Haringey Community Infrastructure study (2010)

2.32 The purpose of the Haringey Community Infrastructure Study is to identify the new infrastructure that will be required to support the target of 6800 new homes by 2016-2017. The study lists the types of open space within the Borough, and provides a list of sites which fit the following categories Green Belt, Metropolitan Open Land and Significant Local Open Land (SLOL). The document summarises the open space standards as defined in the 2008 Open Space and Recreation Standards SP. The document also identifies improvements for Parks and Open Spaces which are currently underway, and open space improvement and creation targets for the future. The document also outlines the priority actions for biodiversity enhancement as identified in the Haringey Biodiversity Action Plan (2009).

## Haringey Community Infrastructure Plan Update (April 2013)

2.33 The Community Infrastructure Plan Update is a working paper which sets out the Council's understanding of the infrastructure needs arising from planned development and Council policy. It supports implementation of Council policy and helps define the need to secure investment from development. Table 3 of the document identifies a funding gap of approximately £20.6million for the provision of open space infrastructure to 2026, in light of confirmed available funding. It identifies the need to increase access to the Lee Valley Regional Park as a result of the proposed regeneration at Tottenham, and also the existing deficiency in Noel Park Ward which will be acerbated through the Haringey Heartlands regeneration project. Options for increasing access to Alexandra Palace Park are being considered to address this.

#### A Plan for Tottenham

2.34 A Plan for Tottenham outlines the anticipated regeneration of Tottenham, and the ambitions of Haringey Council and the GLA for this area. The plan seeks to 'redefine Tottenham into a series of distinct, yet complementary, places that draw on their own strengths... Places like Northumberland Park, Tottenham Green, Seven Sisters and Tottenham Hale...'. This planned

regeneration may provide opportunities to enhance the open space resource in Haringey, but may also result in increased pressure on existing open spaces and biodiversity assets. There are three priority areas for regeneration, all of which are located within Haringey. A total of 8000 new homes are proposed by 2025, split between Tottenham Hale (5000 new homes), Northumberland Park (2000 new homes) and Tottenham Green (1000 new homes). The regeneration also highlights a vision for the Lee Valley as London's largest green space, and improved sustainable transport routes and green links.