



Lee Valley
Regional Park Authority

LEE VALLEY REGIONAL PARK AUTHORITY

EXECUTIVE COMMITTEE

20 SEPTEMBER 2018 AT 11:30

Agenda Item No:

10

Report No:

E/586/18

POTENTIAL REDEVELOPMENT OF PICKETTS LOCK

Presented by the Head of Planning and Strategic Partnerships

EXECUTIVE SUMMARY

This report sets out the next steps in the planning process required to secure permission for major investment in Lee Valley Leisure Complex to create a new and exciting leisure destination serving London, Hertfordshire and Essex capable of attracting international and national events. Members have already agreed previous Papers on proposals for the redevelopment of the central and western part of the site through a Developer Investor (Paper E/510/17 of 22 June 2017) and following marketing of the land occupied by the golf course and campsite on the eastern side of the site in September 2017, Members approved the preferred bidder (PB) from that procurement (Paper E/539/17 of 14 December 2017). During the last year officers have been working closely with both potential developers on identifying the parameters of the proposed development together with draft heads of terms. To date there has been considerable progress in these negotiations, the proposed heads of terms of the agreement for lease with PB are included in a report on Part 2 of this agenda together with the anticipated development finances. Progress on agreeing heads of terms with the Developer Investor are on-going and will be the subject of a future report to Members. This report addresses planning and other issues which the site faces, the outcome from recent meetings with the London Borough of Enfield as local planning authority and the Greater London Authority and the next steps in this process required from a planning perspective to secure the regeneration of this site.

RECOMMENDATION

Members Note: (1) the progress currently being made to redevelop the Lee Valley Leisure Complex at Picketts Lock.

BACKGROUND

- 1 The Lee Valley Leisure Complex (LVLC) at Picketts Lock comprises 53ha and lies in Edmonton, in the London Borough of Enfield (LBE). Until 40 years ago the site was a sewerage treatment works and former gravel workings which had been filled with unlicensed material. It is known that parts of the site have been heavily contaminated. The site lies within the Lee Valley growth corridor where considerable housing and employment development is underway. To the north of the site is Brimsdown, identified as a Strategic Industrial Location in the

- London Plan 2016. The whole corridor could also be impacted by development of the Cross Rail 2 proposals which will run along the route of the existing rail lines to the west of the site.
- 2 The main vehicular access point is from Meridian Way (A1055) with a secondary access from Picketts Lock Lane which forms the southern boundary to the site. To the north, the site is bounded by Morson Road and to the east by the Lee Navigation. The northern section of the site includes a lake and the surrounding land is a designated Site of Interest for Nature Conservation. An aerial photograph of the whole site is included at Appendix A to this report.
 - 3 The site is subject to a range of interests, both the Golf Course and the Campsite form part of the Leisure Services Contract (LSC) with Lee Valley Leisure Trust Limited (the Trust) who manage and operate the site on behalf of the Authority and are in occupation by virtue of a lease which expires on 31 March 2020. Other tenants occupying LVLC include Lee Valley Athletics Centre (also managed and operated by the Trust), the Odeon Cinema and The Ark Royal (venue for private hire/weddings) operated by Zayyaan, a wedding hire venue company. A description of the full range of interests and plan identifying these is included at Appendix B to this report.
 - 4 During the last decade there have been concerns over the site's offer, synergies between the various leisure operators and the quality of its public realm. To address these concerns in 2012, following a marketing exercise in 2010, the Authority agreed in January 2012 (Paper E/179/12) that there should be a medium level of investment in the site involving hotel, sauna, conference centre and 5 a-side. This would have left sufficient land for a major leisure development in the site. This was adopted into the Authority's proposals for the Park Development Framework (PDF) together with others which sought to protect the site's ecological values.
 - 5 During the last two years the Authority has started a complete review of its land portfolio through the Member Land and Property Working Group with a view to optimising the use of its estate. The development opportunity on this site has been progressed with guidance and direction from that Working Group.
 - 6 In April 2018 (Paper E/554/18) Members were advised of the upgrade of the Odeon multiplex cinema. This refurbishment work has now been completed.
 - 7 The Land and Property Working Group discussed the emerging proposals for the site at its meeting of 19 July 2018 when concerns were expressed over the proposed mix of uses.

ADOPTED PLANNING POLICY

- 8 The local planning authority's adopted Core Strategy (the Enfield Plan 2010-2025) identifies the site as 'a major developed site in the Green Belt' and there is policy support for large scale investment in leisure at the site. However this policy designation pre dates the National Planning Policy Framework (2018) and London Plan (2016) which both include strong protection for the Green Belt seeking to resist new development unless there are 'very special' circumstances. Other policies seek to protect and improve the amount of land used for Biodiversity. Both plans seek restraint on the use of private transport and advocate for sustainable forms of transport.

- 9 The Authority has responded to the consultation drafts of both the London Plan and various papers on LBE's emerging Local Plan and the Edmonton and Leaside Action Area Plan seeking to de-designate this site from the Green Belt given the extent of existing development to enable venue expansion (RP/X/ and RP/C/C).

DEVELOPMENT PROPOSALS

- 10 The site suffers from a lack of profile and synergies between the individual uses. Together these undermine its role as a regional leisure destination in the Regional Park. Furthermore the public realm and connectivity to the wider area is poor.
- 11 To address these matters and to ensure that new development delivers high quality investment to create a single destination, the Authority is working together with the developers on a series of 'goals' for the future development of the Centre. An early draft of these is included in Appendix C to this report for comment. These will inform the optimal way in which the site can be developed.
- 12 It is anticipated that the two schemes if they proceed will result in c£80m capital investment into the Complex. The two new sets of proposals will be integrated with the existing Lee Valley Athletics Centre, Odeon and wedding venue operated by Zayyaan to create a new Regional Leisure destination which could generate new employment opportunities. All parties have been in extensive discussions to ensure a high degree of synergy and compatibility between the various elements of the existing and proposed scheme.
- 13 Initial meetings with both the Greater London Authority (GLA) and LBE have indicated general support for the draft proposals caveated by the need for a substantive case being agreed to address the 'very special' circumstances to support development on this Green Belt site. Further work is required to 'agree' the extent of 'previously developed land' across the site which would determine the extent of a new development platform without infringing 'open' Green Belt considerations. Other matters relate to the proposed location of vehicular access points and new parking areas, whether additional parking would be possible and the appropriate mix of commercial leisure development. Finally, all parties acknowledge that proposals will have to be assessed probably through an Environmental Impact Statement given the proximity of the Site of Special Scientific Interest on the William Girling Reservoir which forms part of the Lee Valley Special Protection Area and the two Sites of Metropolitan Interest for Nature Conservation along the Navigation and the lake in the north of the site. In addition, any scheme will have to respond to improving connectivity to surrounding communities and in particular to the Council's major regeneration opportunity at Meridian Water.

NEXT STEPS

- 14 Further work has to proceed on several areas designed to de-risk the project as it advances towards and through the statutory planning process.
- 15 The parties will work together to secure the support of key stakeholders such as LBE and the GLA, it will be important to develop a conceptual scheme which will be used to clarify development principle and concept.
- 16 The parties have agreed that a Masterplan will be the most effective way to

initiate the planning process to resolve issues of capacity and potential adverse impacts and to engage with the public. LBE has advised that their preference is for this to be prepared as an outline planning application in line with the Planning Acts. This approach does not preclude the submission of a 'hybrid' application where sufficient details are developed for a particular party or phase. The application will be submitted by the Authority which will lead on all pre-application discussions with the GLA and the Council. Each development partner will be required to enter into a planning performance agreement with the local planning authority. LBE advise that the masterplan should be accompanied by the following documents:

- Planning Statement;
- Design and Access Statement;
- Traffic Impact Assessment;
- Environmental Impact Assessment;
- Community Involvement Strategy; and
- Heads of Terms of a Section 106 agreement.

The form of the application will seek to ensure that the outline/hybrid planning permission, once granted, can be delivered on a phased basis.

- 17 The third stage of the Planning Strategy will involve the submission of '**Reserved Matters**' covering Access, Appearance, Landscaping, Layout and Scale. These will be taken forward by each party to ensure that each part of the site can proceed without reference to the other.
- 18 Finally, a Communications strategy will run in parallel with the planning process which will be linked to consultation with local people and stakeholders.

ENVIRONMENTAL IMPLICATIONS

- 19 The environmental implications to the degree to which they are known are addressed in the body of this report.

FINANCIAL IMPLICATIONS

- 20 There will be financial implications arising from the proposals relating to matters such as the costs of a planning performance agreement, the planning application fee and officer time. The Authority may have to procure consultants for discrete pieces of work related to the development. However, the degree of commitment to each of these has yet to be fully determined between the parties involved. The development appraisal for the scheme is considered in the report on Part 2 of this agenda (Paper E/587/18).

HUMAN RESOURCE IMPLICATIONS

- 21 There are no human resource implications arising from the recommendations of this report.

LEGAL IMPLICATIONS

- 22 Officers are satisfied that the essential thrust of these draft proposals are in line with its statutory purpose defined by the Lee Valley Regional Park Act 1966 and its Corporate Land and Property Strategy.

RISK MANAGEMENT IMPLICATIONS

- 23 Several risks are identified which could affect the deliverability of this project as follows.
- Land Contamination – the extent and degree of contamination is unknown. It is anticipated that land surveys will be undertaken which will determine the extent of this issue.
 - Planning – the negotiation of the masterplan will determine both the extent of new development and the mix of uses which in turn will impact on the anticipated capital values and rental levels. Seeking 'agreement in principle' from stakeholders on the 'Conceptual Scheme' will help identify major constraints at an early stage. Securing the masterplan through an outline planning permission will give credibility to the whole process. The issue of Green Belt policy, environmental impacts of the scheme on the William Girling Reservoir, designated as a Site of Special Scientific Interest, and the traffic impacts of the proposals on road/junction capacity and the need for restraint on vehicles will all feature as significant challenges which have to be addressed through this process.
- 24 The advantage of the masterplan being part of the statutory planning system is that it will highlight issues, reconciling potential conflicts securing the right level of development across the whole site to create this new and exciting destination.

EQUALITIES IMPLICATIONS

- 25 There are no equalities implications arising directly from the recommendations in this report.

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BACKGROUND REPORTS

None

PREVIOUS COMMITTEE REPORTS

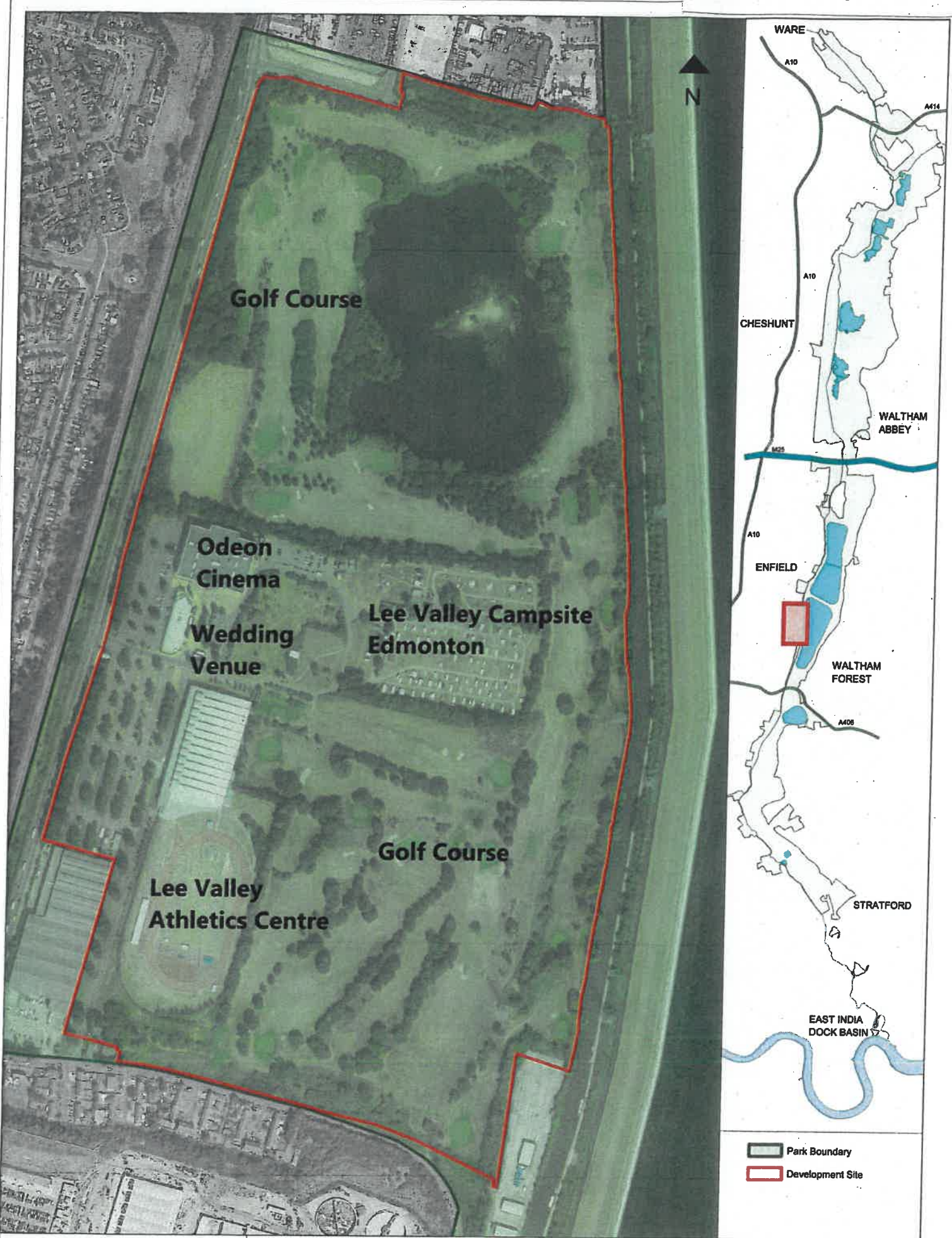
Executive	E/554/18	Odeon Cinema Lease (part 2 report)	22 March 2018
Executive	E/510/17	Development Proposal for Lee Valley Leisure Complex (part 2 report)	22 June 2017
Executive	E/482/17	Development Proposal for Lee Valley Leisure Complex (part 2 report)	23 February 2017
Executive	E/539/17	Potential Future Development at Lee Valley Leisure Complex (part 2 report)	14 December 2017
Executive	E/470/16A	Development Proposal for Lee Valley Leisure Complex (part 2 report)	24 November 2016
Executive	E/179/12	Picketts Lock – Development Options	26 January 2012
Executive	E/183/12	Picketts Lock – Development Options (part 2 report)	26 January 2012

APPENDICES ATTACHED

Appendix A	Aerial photo
Appendix B	Plan of the Lee Valley Leisure Complex
Appendix C	Draft goals required to inform development proposals.

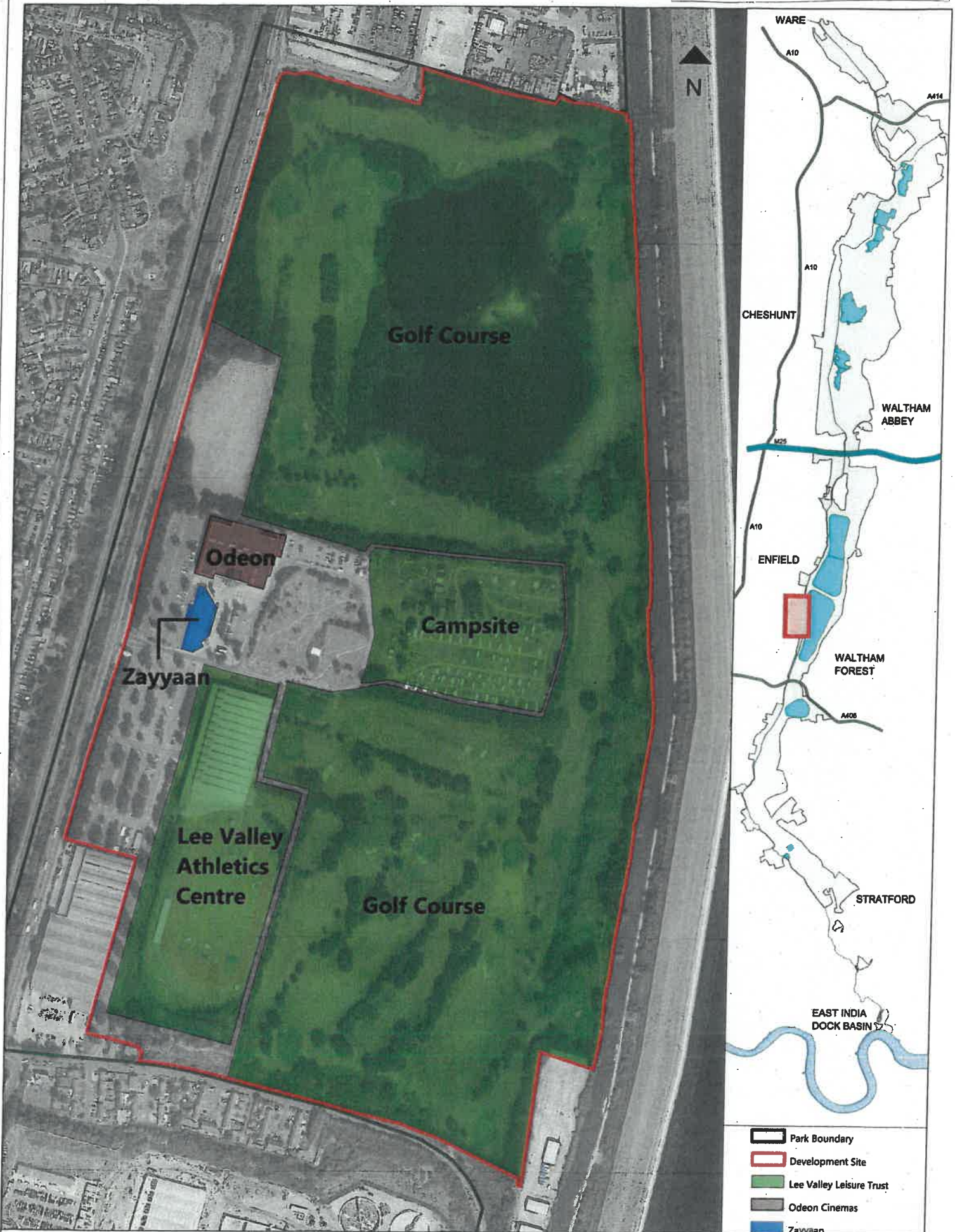
LIST OF ABBREVIATIONS






the Trust	Lee Valley Leisure Trust Ltd (trading as Vibrant Partnerships)
LBE	London Borough of Enfield
GLA	Greater London Authority
LVLC	Lee Valley Leisure Complex
PDF	Park Development Framework



Park Boundary
 Development Site

Lee Valley Leisure Complex, Picketts Lock



-  Park Boundary
-  Development Site
-  Lee Valley Leisure Trust
-  Odeon Cinemas
-  Zayyaan

Lee Valley Leisure Complex, Picketts Lock

OVERARCHING MASTERPLAN GOALS

1. Tying into GLA, Enfield and LVRPA aspirations
2. Creating an inspirational leisure destination
3. Improving short and long term social and economic benefits
4. Create a coherent 'place'
5. Creating an integral stepping stone along the Lee Valley
6. Opening up the site for national and local inclusive amenity use
7. Maintaining the ecological value of the site and its context
8. Promoting health and wellbeing
9. Improving local connections and facilities

