

# 5 EMPLOYMENT

## CONTENTS

Introduction

Guiding Principles

Key Objectives

Core Policies

- EMP1: DEFINED EMPLOYMENT AREAS - REGENERATION AREAS
- EMP2: DEFINED EMPLOYMENT AREAS – INDUSTRIAL LOCATIONS
- EMP3: DEFINED EMPLOYMENT AREAS – EMPLOYMENT LOCATIONS
- EMP4: NON EMPLOYMENT GENERATING USES
- EMP5: PROMOTING EMPLOYMENT USES
- EMP6: CAR REPAIRS WORKSHOPS, GARAGES AND CAR WASHES
- EMP7: LIVE/WORK UNITS



Florentia Clothing Village

# 5

## EMPLOYMENT

### *Ensuring there are opportunities for all to contribute to the economy*

#### Introduction

- 5.1 The health of the economy is important to the standard and quality of life for people. There are two main elements to the economic prosperity of the Borough, the first is the local environment that businesses and enterprises operate in i.e. locations, transport links, land and premises, support mechanisms. The second element of the economy is about job creation and the ability of local residents to compete for employment opportunities within and outside the Borough.
- 5.2 Haringey's economy is characterised by a high proportion of small companies. Over 90% of companies employ less than 24 people, which accounts for about 40% of total employment. In terms of the number of people employed, the retailing and wholesale distribution sector is the most significant accounting for some 21% of the employment in Haringey in 2000<sup>1</sup>.
- 5.3 In comparison with the rest of London, Haringey has a relatively high concentration of employment in manufacturing, particularly in metal goods, food, clothing and textiles and distribution. However, it is under-represented in business services, banking and finance activities.
- 5.4 The policies in this chapter aim to create an economic environment, which is attractive to employers, and provide employment opportunities that reach all sectors of the community.
- 5.5 **Guiding Principles**
- There should be quality land, premises and transport links to enable businesses to start up, develop, expand and consolidate within the Borough.
  - The people of Haringey have better opportunities to obtain qualifications, skills and training to effectively compete and have access to jobs.
- 5.6 **Key Objectives**
- Ensure that a plan-monitor–manage approach is adopted for employment premises, and the creation of new ones is assisted where appropriate.
  - Ensure that land and premises are capable of embracing modern work requirements.
  - Seek to meet the needs of different sectors of the economy, especially SME's and those organisations within the voluntary

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<sup>1</sup> UDP Monitoring Report 2002

sector through provisions of a range of premises of different types, sizes and costs.

## CORE POLICIES

- 5.7 For the purposes of this chapter the term 'employment generating uses' includes all non-residential uses that generate employment.
- 5.8 Proposals that fall within the 'A' and 'D' Use Classes, such as shops, community and leisure facilities will be assessed against other policies in the plan, notably TCR2, CW1 and CLT1.
- 5.9 The Council has identified a hierarchy of defined employment areas (DEAs), where certain types of employment uses should be concentrated. These employment areas vary in age, quality and size of buildings, access and the nature of the businesses within them. However, the commonality about these areas are that they are predominately devoid of residential uses, and the infrastructure exists to serve a range of business activity.
- 5.10 A review of the Borough's existing employment land and buildings was undertaken in 2003. The Employment Study provided an assessment of the employment land and demand in the Borough.
- 5.11 The Study evaluated the most significant industrial and warehousing areas in the Borough, using the Defined Employment Areas in the 1998 Adopted UDP as the baseline. In addition the study also looked at non retail uses within the main town centres and numerous industrial/warehousing sites outside these main employment areas. Around 144 employment generating sites most of which were under 0.2ha in size were examined. As part of the evaluation of the individual sites, future options were considered including, but not limited to, their potential for redevelopment for non- employment purposes.
- 5.12 The demand analysis included surveys of approximately 400 local firms about their future plans, and local commercial agents regarding demand for premises in the Borough. The Study's economic projections for the Borough suggest that there will be significant employment growth in Haringey in the period up to 2016. Based upon the GLA's forecast (The Future of Employment in Greater London, July 2002) employment in the Borough would increase by approximately 6600<sup>2</sup> between 2000 - 2016. The Haringey Employment Study 2003 modelling projected additional employment of up to 16,300 over the same period.
- 5.13 The Study shows that there is to be decline in some sectors such as manufacturing, public administration and transport, however the

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<sup>2</sup> Employment and floorspace forecast from the Haringey Employment Study 2003 excludes self employment

assessment of floorspace demand indicates that there will still be a net additional requirement for land and premises. The Haringey Employment Study concluded that there would be an additional requirement of up to 325,476m<sup>2</sup> in the period 2000 - 2016 for all forms of employment floorspace including B1 and non B1. Finally, if the additional employment floorspace requirement was limited to 'B' uses (offices, light and general industrial and warehouse) only, the Study forecast an additional floorspace requirement of up to 107,766m<sup>2</sup>.

- 5.14 The Council wishes to ensure that local firms are not forced out of business by development proposals, particularly if the firm is an important local employer. It is important that alternative premises are provided, preferably in the local area, which will enable the continued viability of firms and workers to continue in their employment. The Council will endeavour to work with other agencies to identify suitable sites within Haringey and if no suitable sites can be found then in neighbouring boroughs. In addition, the Council may direct firms in related or specialist industries and inter connected companies, who can compete but also co-operate with each other, towards geographical 'clusters'. In Haringey, certain industries are considered particularly suitable for clustering such as creative industries, clothing, general manufacturing, business services, food and drink and ICT.
- 5.15 A relocation strategy may not be appropriate for all employment generating uses, particularly if the operation has a history of giving rise to substantial nuisance by way of noise, smell, fumes, vibration, traffic generation or by other pollution.
- 5.16 It is recognised that although the supply of local labour is large and diverse, there is a mismatch between skills and job opportunities. Some of the aspects of the local labour market are low qualification and skills levels, low level of numeracy and literacy and a significant out commuting of skilled labour. The Council will work with interested parties and, where applicable, the developers or future occupiers of new or expanded employment sites to improve the skills level of those most effected and socially excluded to try and remove some of the barriers to sustainable employment.
- 5.17 Where appropriate, the Haringey Employment Partnership will assist applicants identify the areas for employment and training in accordance with the Council's Employment and Training Strategy. Furthermore, Haringey Council along with the neighbouring boroughs of Enfield and Waltham Forest are working towards a joint Local Labour Scheme specifically aimed at employment and training in the construction industry.

### Hierarchy of Defined Employment Areas

- 5.18 **Strategic Employment Locations:** The borough contains three Strategic Employment Locations: Wood Green (part), Tottenham Hale and Central Leaside Business Area (part). These locations are

designated in the London Plan and are shown on the Proposals Map. SELs form a London wide framework of sites for industry, business and warehousing. The Tottenham Hale and Wood Green (Haringey Heartlands) SELs are also designated as an Opportunity Area and an Area for Intensification respectively in the London Plan in recognition of their potential to provide new homes as well as new jobs. Therefore, these areas also contain Regeneration Area Defined Employment Areas (see Schedule 3).

- 5.19 **Industrial Locations:** These areas are listed in Schedule 3 and shown on the proposals map. These are well established industrial areas and the Council's aim is to retain these areas solely for uses that fall within the B1 (b) or (c), B2 or B8 use classes.
- 5.20 **Employment Locations:** These areas are listed in Schedule 3 and shown on the proposals map. The Council will take a more flexible approach in these areas and may allow employment generating uses wider than the B use class to locate here.
- 5.21 **Regeneration Areas:** These areas are listed in Schedule 3 and shown on the proposals map. Some of the Council's DEA's fall within the framework areas of the Borough's main regeneration areas. The Council's aims for these DEAs are set out in the Areas of Change chapter (AC1 & AC2 and the relevant development frameworks). In principle mixed use including residential, employment and community facilities are appropriate within these areas. However, not all of the DEAs within the framework areas are considered appropriate for mixed use, and thus are not designated as Regeneration Area DEAs.

**EMP1: DEFINED EMPLOYMENT AREAS – REGENERATION AREAS**  
**The Council will encourage the redevelopment of the Regeneration Area DEAs as identified in Schedule 3 in accordance with policies AC1 and AC2 of the Plan.**

- 5.22 The Regeneration Area DEAs are those areas predominately in industrial and warehousing use which are within the Haringey Heartlands area of intensification and Tottenham International area of opportunity. The development framework for these areas indicate that some or all of these DEAs are appropriate for comprehensive redevelopment for mixed use and in some cases for a different form of employment use or intensification. All applications for development will be assessed against the development frameworks and policies in this plan.

**EMP2: DEFINED EMPLOYMENT AREAS – INDUSTRIAL LOCATIONS**  
**The Council will seek to protect and enhance the Borough's Industrial Locations as identified in Schedule 3 and on the Proposals Map, for the purposes of employment uses falling within use classes B1 (b) (c), B2 and B8 or similar uses.**

**Proposals for uses outside the 'B' use classes mentioned above will not be permitted in the Industrial Locations unless they:**

- a) are ancillary to a primary 'B' class use;**
- b) will not compromise the employment status of a DEA; and**
- b) are a complimentary use needed for the area to function effectively for employment purposes.**

5.23 The Industrial Locations DEAs are amongst the most well established industrial areas in the Borough, and it is the Council's aim to retain and in some cases secure improvements to the land and buildings within these areas. This could be as part of a planning proposal or other initiatives aimed at improving the overall quality of the areas for employment purposes.

5.24 The preferred uses within these DEAs are research and development, light and general industrial and warehousing B1 (b) and (c), B2 and B8. Large scale B1(a) office use is not considered appropriate in these DEAs unless they are of an ancillary nature. Large scale offices are employee intensive and in some cases they can attract significant trips generated by visitors and service users. Therefore such developments should be located within the strategic employment areas of Tottenham Hale and Haringey Heartlands/Wood Green or the Borough's town centres.

5.25 General industrial and warehousing activities in particular could have a detrimental impact on the amenity of neighbouring uses and the environment, which is why some areas need to be set aside to specifically cater for these activities. In addition the safeguarding of certain areas for specific uses could create a degree of certainty regarding the planning aspect, thus enabling businesses involved in these sectors to look at Haringey as a possible location, and for existing businesses to invest in their operations.

5.26 There may be some non 'B' class activities that are essential in DEAs to cater for the needs and requirements of the employees in the 'B' activities and the viability of the employment use. These could be small scale eating establishments, leisure, convenience retail or a small factory outlet that is complimentary and in some cases directly related to an on site 'B' Class use.

**EMP3: DEFINED EMPLOYMENT AREAS – EMPLOYMENT LOCATIONS**  
**The Council will seek to protect the Employment Locations as identified in Schedule 3 and on the Proposals Map for employment generating uses.**

5.27 The Employment Location DEAs contain land and buildings which are predominantly used for commercial or business activities with the exception of the Friern Barnet Sewage Works (DEA6). Some of these activities fall outside the confines of the 'B' class uses that are

characteristic of those in the Industrial Locations but nevertheless provide a source employment and contribute to the local economy. There is a wide range of uses which can generate a variety of jobs and increase business opportunities, including but not limited to leisure, retail, day nurseries, creative and cultural industries. Therefore within the Employment Location DEAs, there is recognition that a range of employment generating uses may be appropriate subject to other policies in this plan.

**EMP4: NON EMPLOYMENT GENERATING USES**

**Planning permission will be granted to redevelop or change the use of land and buildings in an employment generating use provided:**

- a) **the land or building is no longer suitable for business or industry use on environmental, amenity and transport grounds in the short, medium and long term; and**
- b) **there is well documented evidence of an unsuccessful marketing/advertisement campaign, including price sought over a period of normally 18 months in areas outside the DEAs, or 3 years within a DEA; or**
- c) **the redevelopment or re-use of all employment generating land and premises would retain or increase the number of jobs permanently provided on the site, and result in wider regeneration benefits.**

5.28 The Council recognises that there is increasing demand for non employment generating uses, especially on surplus employment land. Therefore, alternative uses including residential and community facilities may be appropriate. However the retention and creation of employment is also high priority, and it is imperative that the Borough's employment base outside the DEAs is protected in order to maximise the job opportunities available in certain industries.

5.29 The availability of local employment opportunities is also vital for the diversity of the economy, reducing the need to travel and the adverse effects of commuting. In addition to the DEAs there are employment generating uses located amongst residential areas, and in most cases, the uses are small-scale activities and co-exist harmoniously with residential use, but occasionally bad neighbour uses do occur which detract from the quality of life. With the move away from rigid zoning locations for industry and other activities it is important that employment activities minimise damage to the environment. This will include the adoption of environmentally friendly practices.

5.30 Where redevelopment or re-use would not give rise to a material loss of employment due to increase density or labour intensive operations, non employment generating use may be appropriate on part of the site. Criterion C will be dependent upon the proposed non employment generating use complying with other policies of the

Plan. The contribution to wider regeneration objectives will be a factor in assessing the proposed redevelopment of the employment sites. Wider regeneration benefits and objectives are defined in paragraphs 4.13, 4.16, and 4.18 in Part 1 of the Plan.

- 5.31 Industrial Location and Employment Location DEAs are the Borough's most important and main supply of industrial land and premises. Generally it is not considered appropriate for non employment generating uses to be located in these areas.
- 5.32 However, there may be an exception where there is evidence of an unsuccessful marketing campaign to sell or let property, as set out in criterion b. Returns from Council owned commercial properties indicates that the average period of vacancy between lettings is 18 months. A period of 3 years is considered appropriate to allow for the marketing of a property in a DEA for employment use. The type of evidence the Council will be looking for in terms of marketing for all applications are details of commercial agents used, adverts in publications, conditions of any lease and terms offered to the present or last occupants if applicable.

**EMP5: PROMOTING EMPLOYMENT USES**

**Proposals for employment generating uses within and outside the Defined Employment Areas will be supported provided that:**

- a) any trips generated by the proposal are catered for by the most sustainable and appropriate means; and**
- b) if it is on the edge and adjacent to a DEA, the proposal does not unduly inhibit the continuing operation of existing employment generating uses or compromise the employment status of the area;**

**Proposals for warehouses and storage (B8) should not lead to the loss of a good quality site for business or industry or any other labour intensive activity.**

- 5.33 Haringey's economy is predominately made up of small businesses, the Borough's average number of employee per firm is 7 and there is a high rate of start up businesses, which is indigenous growth rather than inward investment. There is an identified shortage of premises suitable for starter businesses and small businesses wishing to develop and grow within the borough. In particular, the Council will be seeking to increase the supply of managed business centres offering workspace for start-up or micro businesses with or capable of being connected to broadband information technology infrastructure. Advancement in information, communication and technology, and greater social and economic changes means that the methods and means of working are evolving.
- 5.34 The Council believes that most forms of commercial processes for the purposes of this plan can fit into a 'B' use class. However it is

aware that there are many activities such as artist studios and galleries, and live/work units which may fall in another use class or are judged to be sui generis. These activities enhance the diversity of the local economic base and are valuable sources of employment for people. Where applicable for such uses the advice in paragraphs 5.8 and 5.27 of this chapter will apply.

- 5.35 New employment activities may increase traffic levels within the Borough. It is therefore important that such uses are located where the impact would be lessened or where they can be accessed by means of travel other than the car. New employment generating uses should not be at the expense of an unacceptable impact on the environment, and where possible the Council will support appropriate development for manufacturing related to recycling of waste.
- 5.36 Warehousing tends to produce fewer jobs of a lower quality than other forms of employment and it is important that sites are reserved for uses that provide better quality jobs in greater numbers. Warehouse operations should be located close to and use the Primary and Secondary Road network and avoid locating in predominantly residential areas and should avoid the use of residential roads whenever possible.

**EMP6: CAR REPAIR WORKSHOPS, GARAGES AND CAR WASHES**  
The Council's preferred location for car repair, garages, car washes and other activities of a similar nature is within the Defined Employment Areas.

The Council will not permit the use of sites outside DEAs for such uses unless:

- a) there will be no adverse effect on the amenity of surrounding occupiers by reason of noise, smell or other nuisance. Particular attention will be paid to proposals involving any paint spraying or panel beating which the Council considers unacceptable in residential areas;
- b) there is adequate off-street parking and vehicle storage space on site;
- c) there is no work outside the workshop, garage and site or on the highway;
- d) the appearance of the workshop and its curtilage will not be visually detrimental to neighbouring uses;
- e) there are measures to dispose of waste and recycle parts; and the provision for drainage for any car washing operation is acceptable to the Environment Agency and/or the statutory sewage undertakers as appropriate.

Where proposals are considered acceptable in principle, conditions will be attached relating to the hours of operation

**and the nature of the activities in order to mitigate any adverse environmental effects.**

- 5.37 Car repair workshops and car washes are both a source of local employment and provide a local service. The Council will favourably consider applications on sites within DEA's. However care must always be taken to ensure that the amenities of adjacent occupiers are not harmed as a result of the nature of work undertaken. In residential areas proposals which do not comply with the requirements set out above, or which propose panel beating or paint spraying, will be refused. Furthermore, the management of waste and motor vehicle parts will need to satisfy policy UD7 of this Plan.
- 5.38 The Council will expect planning applications for car repairs workshops and garages to have regard to the Use Related SPG11a.

**EMP7: LIVE/WORK UNITS**

**Proposals for live/work units in the Borough will only be permitted provided that:**

- a) **they are outside the Industrial Location DEAs as identified in Schedule 3 and the Proposals Map;**
- b) **the residential element complies with the Council's standards on dwelling and room sizes and other residential amenity standards;**
- c) **at least a minimum of 25% of the floor area is allocated for workspace; and**
- d) **where appropriate, the proposals complies with policy EMP 5.**

**Detailed plans showing the proposed internal layout of individual units must be submitted with the application.**

**Where applicable, the Council will seek an element of affordable housing provision in schemes, further details are contained in the SPG10b: Affordable Housing.**

- 5.39 A live/work unit is a self-contained unit with separate living and working floorspace. Such development can reduce the need to travel, assist start up and small businesses and can provide a more flexible and sustainable way of living and working.
- 5.40 The Council accepts that circumstances and characteristics will determine the configuration of the internal floor space. However, it will be seeking a definable working area to ensure that developments are genuine live/work units without compromising residential standards.
- 5.41 Due to the nature of some of the activities that occur within the Industrial Location DEAs, it is considered that live/work units are not appropriate within such areas, as the residential element may

endanger the continued employment use within the areas. However, within the Employment Location DEAs as set out in Schedule 3 live/units may be permitted, providing that they comply with other policies.

- 5.42 To ensure that the work element is not compromised in the long term the Council requires that live/work units are subject to a planning obligation or other means of appropriate control.