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| Report for: | Cabinet on 15 July 2014 | Item Number: | |
| Title: | Tottenham Hale Regeneration Programme | | |
| Report Authorised by: | Lyn Garner, Director of Regeneration, Planning and Development | | |
| Lead Officer: | Peter O'Brien, Area Regeneration Manager, Tottenham Hale and South Tottenham | | |
| Ward(s) affected: Tottenham Hale, Tottenham Green | Report for Key/Non Key Decisions: Key | | |

1. Describe the issue under consideration

- 1.1. Cabinet on 18 March 2014 approved the adoption of the Tottenham Strategic Regeneration Framework (SRF), which outlines the vision for the regeneration of Tottenham over the next 20 years. It focuses on the need to create a new type of housing market and describes the ambition to see Tottenham Hale come forward as London's next great neighbourhood with a new town centre at its heart, building on key assets such as extraordinary transport connectivity and proximity to the Lee Valley Regional Park.
- 1.2. To take this forward, the Council is developing an Area Action Plan for Tottenham which will set out the planning policy context and provide for regeneration in Tottenham to come forward in a coordinated fashion, with sites being considered together and delivered alongside the required social, community and physical infrastructure. Having significant lands to be repurposed, Tottenham Hale has a distinctive growth role to play in contributing towards the wider regeneration of Tottenham.
- 1.3. The recently announced Greater London Authority 'Housing Zone' initiative (see section 5) offers an opportunity to accelerate investment in Tottenham, and Tottenham Hale in particular. The paper sets out Haringey's bid to the Greater



London Authority to be designated as a Housing Zone and for resources to help secure the delivery of key infrastructure, homes and jobs for Tottenham.

2. Cabinet Member introduction

- 2.1. We have made great progress through the Tottenham Strategic Regeneration Framework in setting out an exciting vision for the future of Tottenham. This vision speaks of Tottenham Hale as London's next great affordable neighbourhood of choice, one with a different kind of housing market that affords working Londoners a greater range of quality housing options. At the heart of Tottenham Hale, around the new station interchange, there will be a thriving district centre, with new places to live, work, shop and enjoy.
- 2.2. Achieving this vision for Tottenham Hale requires clear, strategic focus and substantial resources to bring challenging sites to the point that they are delivering new homes and jobs for local residents and for Londoners. We are clear that the objective here is to deliver a quality place that will bring substantial benefits to existing and future residents and will overcome many of the place challenges which Tottenham Hale experiences today.
- 2.3. The Housing Zone process gives the Council an opportunity to bring substantial resources to bear to deliver key place-making investments and to bring forward a substantial volume of new, quality homes of different sizes and tenures with a view to creating a truly sustainable, mixed community. I look forward to working with the GLA and with Government to embracing the opportunity which Tottenham Hale represents and harnessing that potential for the benefit of Tottenham, Haringey and London.

Haringey Council's Housing Zone Bid

- 2.4. The Council's bid for Housing Zone funding aims to bring greater cohesion to the proposals coming forward and to ensure the delivery of quality schemes and a quality place, with a balanced mix of tenure options. The bid centres on three core themes:
 - **More affordable homes:** a concerted effort through enhanced grant levels to deliver more affordable homes than would otherwise come forward given the viability constraints on key sites at Tottenham Hale
 - **A quality place:** including an emphasis on the place-shaping investments and a determined focus on quality through the planning and development process
 - **Innovation in delivery:** including exploring new means of bringing homes to market, developing new approaches to tenure mix across the Housing Zone and in the range of affordable housing products delivered
- 2.5. This innovation will cover our approaches to planning and ensuring a quality outcome for residents and businesses; it will bring a range of innovative low cost home ownership and affordable housing options to the market; and will bring new



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partners into the process with their experience of developing quality neighbourhoods.

- 2.6. In total, in the first suite of priority sites, will deliver more than 1,900 homes directly, with an immediate potential for some 1,400 additional units. Many of these are sites, which would otherwise not come to the market, would take longer, or would come forward in a non-strategic manner, with quality most likely to be the first victim.
- 2.7. The Housing Zone 'ask' is set out in more detail in Appendix 2. The main elements are:
 - **Enabling infrastructure:** funding for the Green Link (£13m), public realm improvements centred on stitching the core of Tottenham Hale together (£4m), site specific enabling (£10.2m), technical support (£800k)
 - **Funding:** request for additional funding to support site acquisition (£50m), work to lobby HM Treasury in relation to the UK Guarantee (£500m loan facility) with a view to making it fit for purpose, a portfolio approach in relation to affordable housing and other tenure-specific funding supports
 - **Delivery:** support to secure strategic development partners for key sites (through, for example, the London Development Panel), agreement to pool public sector land assets, support to overcome delivery and infrastructure blockages, advanced cooperation in relation to planning functions, procurement support
 - **Quality:** development of a Design Quality Framework, technical support, additional resources
 - **Jobs, growth and innovation:** securing the best outcomes through section 106 employment and skills conditions, support in relation to the creative economy in South Tottenham, ongoing support to develop and deliver a Workspace Strategy
 - **Communications:** support in the roll out of a shared Tottenham 'identity', communications support to help promote Tottenham in more positive terms
 - **Sustainability:** support to develop decentralised energy networks, and to tie Housing Zone investments into the Tottenham Regeneration Social and Community Programme.
- 2.8. Haringey Council's resource contribution to this process, in addition to officer time, is primarily in the use of the site acquisition fund and in agreeing to dispose of Council owned sites as part of a pooling of public sector land assets.
- 2.9. The sites earmarked for disposal as part of this process are:
 - Monument Way (Appendix 3A)
 - Old Welbourne Centre (Appendix 3B)
 - Land adjacent to Tottenham Hale bus station (Appendix 3C)
- 2.10. It is intended to bring these sites to market, either through a land deal, or through the appointment of a single partner (e.g. a master developer). These sites will be pooled with other public sector land assets, subject to the signing of a



Memorandum of Understanding. Further sites may be acquired through the site acquisition fund or through agreement, and these may be added to the procurement process.

- 2.11. The Green Link and the investment in public realm are a recognition of the importance of creating a place at the heart of Tottenham Hale and that to be successful this needs to be done in a strategic, coordinated way. The Green Link has long been identified as a key place-shaping investment which will stitch Tottenham Hale's key assets together. Part linear park, part barrier buster, the Green Link will create a green setting stretching from the Lee Valley Regional Park, across key development sites and onwards through to the High Road. It will radically change how people can navigate through and enjoy Tottenham Hale and will be critical to making Tottenham Hale a destination in its own right. In a similar vein, the restructuring of sites around the bus station, offer an opportunity to develop a meaningful north-south 'high street' which will form the heart of the Tottenham Hale district centre. Combined, these two investments will put in place a network which are about being *at* Tottenham Hale, in contrast to the existing roads, which all emphasise passing *through* Tottenham Hale.

Our approach to housing delivery in the Housing Zone

- 2.12. Through the Housing Zone, the Council will seek to place an emphasis on accelerated delivery and supporting an increased range of housing options in Tottenham. In support of this, the proposed delivery target for the Housing Zone is a 50:50 split between private and affordable provision.
- 2.13. Within the private provision, there is an emphasis on home ownership and on supporting an improved private rented product. In addition to providing more choice in the market and driving up quality standards, this approach allows delivery to be accelerated.
- 2.14. The Council's aspiration is to make home ownership accessible to more people in the borough, and the Housing Zone places an emphasis on home ownership (e.g. shared ownership) within the affordable segment of the market. With regard to affordable rent, this is split into two products in line with GLA grant requirements.
- 2.15. In delivering affordable home ownership options in the Housing Zone, there will be a deliberate focus on supporting innovation, including new approaches to providing low cost home ownership options in addition to traditional intermediate products such as home ownership (e.g. Naked Homes, Self-Build etc).
- 2.16. The mix of product types will vary across the Housing Zone and so the percentages described above are the target for the Housing Zone overall. For each site, the specific breakdown will depend on the viability and suitability of individual sites for different product types and will be achieved through negotiation. The Tottenham Area Action Plan will explore the possibility of applying a portfolio approach to sites, meaning that this overall delivery target

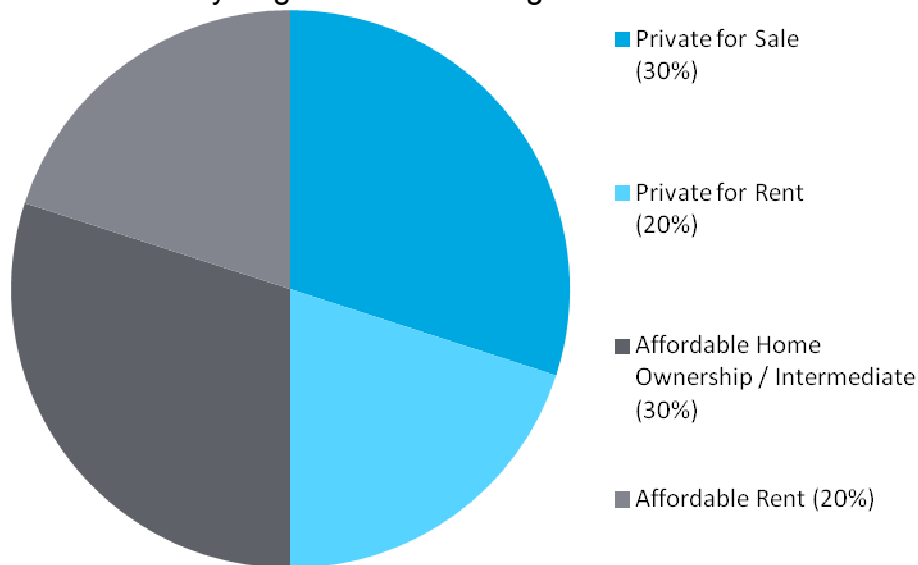


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would not be applied universally, instead each site would contribute towards the mix depending on its individual site characteristics and viability. This might see, for example, a small site delivering 100% private rent, while others might not contain any private rent, as long as the overall Housing Zone target was met.

2.17. A key imperative for this wide range of housing products is the desire to see a meaningful acceleration in housing delivery, by segmenting the market.

2.18. The overall delivery target for the Housing Zone breaks down as follows:



2.19. In addition to new supply, the Council will work, through the Area Action Plan and through delivery support, to seek to safeguard family homes within the existing stock. This will include supporting the re-conversion of larger units from Houses in Multiple Occupation (HMOs) into family homes in the residential core, in order to promote a balanced and mixed community.

Timelines

- 2.20.
- Summer 2014: Submit Housing Zone bid
 - Autumn 2014: Commence process to dispose of public sector land assets; enter into grant(s) with the Greater London Authority for Housing Zone resources; and publication of Regulation 19 Tottenham Area Action Plan
 - Spring 2015: Appoint development partner(s) and commence delivery of key sites and infrastructure
 - 2015-18: primary focus of housing and infrastructure delivery



3. Recommendations

Cabinet are asked to:

- 3.1. Subject to the recommendation in paragraph 3.2, **agree** the disposal of the Council lands at Monument Way, the Welbourne Centre and lands adjacent to Tottenham Hale bus station (all of which are shown within red boundaries on the plans in Appendix 3A, 3B and 3C) as part of the Housing Zone delivery process, subject to terms to be agreed.
- 3.2. **Approve** delegated authority to the Director of Regeneration, Planning and Development after consultation with the Cabinet Member for Regeneration and Housing to enter into a Memorandum of Understanding with other public sector partners (at this point only Transport for London/London Underground Ltd) with regard to the pooling of relevant public sector land assets within the Tottenham Hale Housing Zone priority area and to include the land referred to in paragraph 3.1 and to agree the terms for disposal of the land.
- 3.3. **Agree** the approach to housing delivery for the Housing Zone (see 1.12-1.19).
- 3.4. **Agree** the submission of a Housing Zone bid to the Greater London Authority based on the above described ask (see 1.4-1.11) and the paper in Appendix 2.
- 3.5. **Approve** delegated authority to the Director of Regeneration, Planning and Development and the Assistant Director of Finance after consultation with the Cabinet Member for Regeneration and Housing to enter into Housing Zone grant agreements with the Greater London Authority (there are likely to be multiple grant agreements covering loan, equity, grant and gap funding).
- 3.6. **Note** the potential requirement to use the Site Acquisition Fund to support the Housing Zone process.

4. Alternative options considered

- 4.1. The Council has long been committed to the regeneration of Tottenham Hale and it has for some time been earmarked as a Growth Area (Haringey Local Plan: Strategic Policies, Tottenham Hale Urban Centre Masterplan SPD, Strategic Regeneration Framework, Physical Development Framework). These plans include the development of a new mixed-use urban centre, or district centre.
- 4.2. Alternative approaches include:
 - **Do nothing:** allow sites to come forward in isolation using current planning policy as a steer, and allowing for infrastructure to be delivered in parts by different sites as they come forward
 - **Interventionist:** Developing a comprehensive Council-led masterplan and aggressively seeking to acquire sites



- 4.3. These two options were discounted in preference of a strategy which will see significant public sector control over the key place-shaping investments, while still allowing for substantial private sector investment to come forward on individual sites. There were significant concerns that a do-nothing approach would result in far fewer homes being delivered at lower quality over a longer period of time. An aggressively interventionist approach was felt to have excessive risks associated with it, however the Housing Zone does seek to acquire sites where necessary to see the regeneration plans for Tottenham Hale come forward, thus expressing the Council's commitment to use its powers where sites are stalled or not coming forward in a reasonable timeframe.

5. Background information

Strategic context

- 5.1. Cabinet on 18 March 2014 agreed the Tottenham Strategic Regeneration Framework (SRF), which built on a wide-ranging community engagement programme ("Tottenham's Future") which ran from October 2013 to February 2014, with over 3,700 people consulted and engaged.
- 5.2. The SRF and other key documents, including the Upper Lee Valley Opportunity Area Planning Framework (OAPF) and Haringey's Local Plan: Strategic Policies, set out an ambitious strategy for growth at Tottenham Hale to capitalise on the availability of land and the substantial current and future investment in enabling transport infrastructure.
- 5.3. The Physical Development Framework points to the role that Tottenham Hale has as both a focal point for new homes, but also as the heart of a new place with a mix of uses supporting substantial new employment. The Housing Zone process therefore is only part of the regeneration of Tottenham Hale with other Council strategies having a key role to play in defining what success will look like, notably the Area Action Plan and the Borough Growth Strategy.

What will Tottenham Hale look like in 2025?

The Vision

- 5.4. In ten year's time, Tottenham Hale will be known as London's next great neighbourhood. It will be a destination where people can easily access the open spaces and waterways of the Lee Valley Regional Park while enjoying a range of retail, leisure and business opportunities. The Hale will feel like a new town centre with an attractive network of streets and public spaces. (Strategic Regeneration Framework Vision for Tottenham Hale). The Local Plan and the Upper Lee Valley OAPF both identify Tottenham Hale as having the potential to make a significant contribution towards London's strategic demand for housing of all types.



- 5.5. Adding to the wider regeneration of Tottenham, Tottenham Hale's future housing offer will provide an incredible variety of housing options, ranging from canal-side living on the edge of the Lee Valley Regional Park, to park-side family living on Down Lane Park, beside the new Harris Academy. The focus will be on providing affordable home ownership options at scale. Part of the strategy for accelerating delivery will be to segment the market, which for the first time involves both private and affordable home ownership, and private and affordable rent. This will contribute to redressing the east-west tenure imbalance in the borough and will benefit those living and working in Tottenham and the borough more widely by offering a wide range of accessible housing choices.
- 5.6. Tottenham Hale will be known as an aspirational neighbourhood in terms of the quality of design achieved for its streets, spaces and buildings. New development will be at the fore of innovation in terms of achieving greater sustainability in its broadest sense, including construction techniques, climate adaptation, energy use, and designing for healthy, socially cohesive communities.

Scale

- 5.7. Of all the neighbourhoods in Tottenham, Tottenham Hale is probably the one where targeted investment can best accelerate the delivery of substantial volumes of new homes and jobs. Some £200m of investment in transport infrastructure is already going in and there have been notable successes, for example through the delivery of substantial volumes of new housing at Hale Village (including a substantial portion of affordable housing and a large number of onsite jobs). This acceleration will see some 5,000 homes and 4,000 jobs delivered by 2025.

The challenges

- 5.8. Despite these positives, there is a need for substantial infrastructure and place-shaping investment to ensure that we are creating a place that can serve as a home, a place of work and a destination in its own right.
- 5.9. With the interchange at its heart, Tottenham Hale will become a strategic gateway to the Lee Valley Regional Park and to Tottenham's civic heart. However, the journey between all of these assets is cumbersome and unpleasant. Equally, the street network is heavily centred on accommodating the needs of the car, acting as a barrier to the surrounding residential and employment areas. The challenge and opportunity is to stitch these assets together as part of a comprehensive place-shaping investment.
- 5.10. The sites that are available for redevelopment are a key component of Tottenham Hale's potential. However, the bulk of these sites have been stalled for many years and face significant viability concerns and delivery challenges connected with the many physical and capacity barriers (e.g. access, utilities provision, comparatively low values). The sites are also in an array of disparate land ownerships and there is a risk that if these sites did come forward, it would



be in an uncoordinated fashion, with each site being treated on a case-by-case basis in terms of infrastructure provision and tenure mix.

- 5.11. There are a number of sites (Monument Way, Welbourne Centre, Transport for London Over Station Development site, and a further site on the fringe of the bus station) which are in public sector control and which offer the opportunity to accelerate delivery and to set the tone for future development across Tottenham Hale. These initial sites have capacity for about 400 homes.
- 5.12. Given the scale of the potential and the not insubstantial constraints, the Council has been working with partners to develop cohesive investment plans for regeneration at Tottenham Hale.

A Housing Zone for Tottenham

- 5.13. The Greater London Authority, through the Mayor of London's draft Housing Strategy, indicated its intention to designate a number of locations across London as 'Housing Zones' with the intention of radically accelerating the delivery of new homes across London in response to the need to deliver more homes for Londoners. In particular, this is about focussing on areas which can deliver scale, but where there are identified obstacles to delivery that can be unlocked through focussed intervention.
- 5.14. The Housing Zone will be characterised by the following:
- 1) A shared focus and prioritisation with the GLA/Mayor of London
 - 2) The alignment of public sector resources
 - 3) Enabling funding to deliver a cohesive spatial vision
 - 4) A supportive planning / public sector environment for innovation and investment
- 5.15. By working closely together in partnership, both parties will be making a commitment to pool resources, break down obstacles to delivery and foster a culture of innovation across the full spectrum of investments that make and shape a sustainable community.
- 5.16. The development of an Area Action Plan for Tottenham is timely and affords an opportunity to ensure that the accelerated delivery of new homes will happen alongside the wider place-shaping investments and considerations, including social and community infrastructure, environmental considerations and design quality. It is proposed to designate the entire Area Action Plan boundary as a 'Housing Zone', with an initial priority area at Tottenham Hale (see appendix 1).
- 5.17. The Housing Zone status will accelerate the delivery of new housing, in short delivering more homes, faster and better. Homes cannot, however, be built in isolation and the proposed bid for Housing Zone resources, centres on the key elements that will help shape the new town centre, notably key routes to stitch the future Tottenham Hale together. This investment will be critical in transforming Tottenham Hale as a cohesive place and so this investment must be understood as one which is about creating a place, with many homes as part



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of the mix. This investment will yield tangible benefits for residents and businesses, existing and future.

6. Comments of the Chief Finance Officer and financial implications

- 6.1. This report largely concerns bidding for additional external funding to support Regeneration priorities in Tottenham Hale.
- 6.2. There will be some expectation for the Council to provide its own support to the programme and this will primarily be in the form of 3 main workstreams;
 - Existing staffing resources to support the programme – these resources are already budgeted for and thus there is no additional cost to the Council
 - Site Acquisition – As part of agreeing the Council budget for 2014-15, Full Council in February 2014, agreed a revenue budget sufficient to support an Acquisitions fund of £50m. The cost of purchase of the sites included within Appendix 2 can be met from that funding source.
 - Inclusion of certain sites as part of the land pooling arrangements. Of the sites outlined, the Old Welbourne Centre site is presently included within the list of assumed capital receipts in 2014-15 to fund the capital programme. If this site is included within this wider programme then that receipt will not be available at this stage.
- 6.3. If the Housing Zone bid is successful it would secure substantial additional funding for the Council to help bring forward Regeneration in Tottenham and the short-term loss of capital receipts should be seen in light of the wider benefits the Housing Zone funding could bring.

7. Comments of the Assistant Director of Corporate Governance and legal implications

- 7.1. The Council is proposing to dispose of its land as part of the regeneration project set out in this report. Subject to a title investigation being carried out the Council must comply with the relevant statutory obligations governing the disposal of the land, it must obtain best consideration and also secure the redevelopment aspirations set out in this report. Officers must obtain legal advice at all times and any legal agreement entered must also protect the Council's interest.
- 7.2. Members should note that any funding agreement will contain certain conditions and obligations on the part of the Council. These are unknown at this stage.
- 7.3. Any procurement process to secure a developer must comply with the EU Procurement Rules. Specific legal advice will be required as to the best way to go about this.



8. Equalities and Community Cohesion Comments

- 8.1. The Council's Strategic Regeneration Framework and Area Action Plan have been subject to substantial engagement, notably the 'Tottenham Futures' engagement process. This process has informed the development of the Strategic Regeneration Framework. In relation to housing, the expressed desire is to see the development of a new type of housing market in Tottenham, with a broader range of housing available to the wider community across different types and tenures.
- 8.2. An Equalities Impact Assessment has been undertaken in the context of the following related strategies and plans, notably an Integrated Impacts Assessment for the Upper Lee Valley Opportunity Area Planning Framework and an Equalities Impact Assessment for the 'Plan for Tottenham'. Furthermore, the Tottenham Area Action Plan which will provide policy direction in relation to the Housing Zone will be subject to its own Equality Impact Assessment. It was therefore judged that a further Equalities Impact Assessment was not required at this time.

9. Head of Procurement Comments

- 9.1. Any procurements for a developer partner(s) should ensure that they follow EU procurement directives and the Public Contracts Regulations 2006.
- 9.2. Further Procurement comments and advice can be provided as the development strategy is progressed.

10. Policy Implication

- 10.1. The Tottenham Regeneration Programme is critical to achieving the Corporate Plan outcomes and priorities. Notably, the regeneration of Tottenham Hale and the Housing Zone interventions will contribute towards 'Safety and wellbeing for all' (5. Provide a cleaner, greener environment and safer streets), and 'Opportunities for all' (Deliver regeneration at priority locations across the Borough).

11. Reasons for Decision

- 11.1. This report asks Cabinet to agree to bid for Housing Zone resources from the Greater London Authority and to enter into grants in relation to these resources if successful. The purpose of these grants would be help shape the development of a sustainable mixed use community at Tottenham Hale and would comprise a combination of funding types ranging from direct grant funding, equity investment, loans and gap funding.
- 11.2. This report also asks Cabinet to agree to the disposal of identified sites currently in Council ownership, and to pool these sites with other public sector parties. These sites would then be disposed of through direct sale or through the



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appointment of a development partner or partners, following a procurement process. This report also asks Cabinet to note that the site acquisition fund may be used to acquire additional sites across the Housing Zone and that these may be pooled into the above procurement process.

- 11.3. Additionally, this report asks Cabinet to agree the approach to housing delivery which places an emphasis on affordable home ownership within the affordable portion of housing delivery and on bringing forward a proportion of homes within the private rental sector on the private portion of housing delivery.

12. Use of Appendices

- 12.1. Appendix 1: Map of the Tottenham Housing Zone
Appendix 2: A Housing Zone for Tottenham (redacted)
Appendix 3A: Lands for disposal at Monument Way
Appendix 3B: Lands for disposal at the old Welbourne Centre
Appendix 3C: Indicative lands for disposal at Tottenham Hale Bus Station

13. Local Government (Access to Information) Act 1985

Appendix 2 – Exempt Information

- 13.1. Appendix 2 to this report is on the exempt part of the agenda as it includes exempt information.
- 13.2. A redacted version of Appendix 2 has been provided for the public.



Appendix 1: Map of the Tottenham Housing Zone

