




Haringey Council

Report for:	Cabinet Meeting - 14 October 2014	Item Number:	
--------------------	--	-------------------------	--

Title:	An Investment Framework for Wood Green
---------------	---

Report Authorised by:	Lyn Garner Director of Regeneration, Planning and Development 
----------------------------------	---

Lead Officer:	Zoe Sellers Principal Regeneration Officer Tel: 020 8489 3187 Email: zoe.sellers@haringey.gov.uk
----------------------	--

Ward(s) affected: Principally Noel Park but also Alexandra, Bounds Green, Harringay, Hornsey, West Green, Woodside	Report for Key Decisions
---	---------------------------------

1. Describe the issue under consideration

- 1.1 This paper proposes an investment framework for Wood Green, to drive and shape major regenerative change in the town centre. This includes new residential development (with appropriate supporting infrastructure), a strategy for public realm improvement, higher quality retail and leisure environments with dwell time spaces, new links to Haringey Heartlands and Alexandra Palace and maximising the potential of new transport interchanges with Crossrail 2 stations and the Council's own town centre assets.
- 1.2 A collaborative approach will be adopted, ensuring maximum stakeholder engagement but with a clear leadership role for the Council. The Council's role will be to make best use of its own assets, enable change through its role as the Planning authority, and show leadership by brokering discussion and co-ordinating action by stakeholders.



Haringey Council

- 1.3 Significant resources will be required to ensure the programme is successfully delivered in a timely manner, and we are working to meet these requirements from existing budgets and external contributions.

2. Cabinet Member introduction

- 2.1 This report recommends an approach for regenerating Wood Green Town Centre and linking it the surrounding areas of Haringey Heartlands and Alexandra Palace.
- 2.2 The underperformance of Wood Green as a town centre has been an issue over several years and it is now at risk of losing its Metropolitan Centre status.
- 2.3 Previous studies and consultations carried out over the last 10-15 years have consistently highlighted concerns locally about a poor quality retail offer, unattractive and unsafe urban environment, and poor connectivity between the town centre and Haringey Heartlands and Alexandra Palace and Park.
- 2.4 Haringey Heartlands similarly has huge potential to develop as a cultural quarter as well as delivering significant developments which will generate a mix of residential development, improved urban realm environments, with attractive new dwell time public spaces.
- 2.5 Whilst some of the above concerns have been addressed in recent years, a comprehensive and consistent approach is now needed to fulfil the area's potential and to secure the investment needed to enable this. This approach will also enable – and compel – the Council to take a well-informed decision on its own accommodations plan and the strategic use of its own land assets in the area.
- 2.6 An investment framework approach will engage a specialist team to draw up a spatial and an economic plan for the Wood Green and Haringey Heartlands area as a whole, including the levels of investment required to enable development. This will be achieved through discussions and consultation with local residents, businesses, developers and investors, so that there is an agreed approach which can be implemented – including through planning policy - from autumn 2015.

3. Recommendations

- 3.1 It is recommended that:
 - 3.1.1 Cabinet approve the aims, objectives, core principles and methodology for the Investment Framework for Wood Green.
 - 3.1.2 Cabinet note the funding position and support the process for securing external funding.



4. Alternative options considered

- 4.1 If the Council decides not to intervene in Wood Green and Haringey Heartlands, the most likely outcome is piecemeal and sub-optimal development, and an increased risk of continued town centre decline, with anchor retailers choosing to relocate and loss of Metropolitan Centre status.
- 4.2 If a unilateral masterplan approach, or a unilateral town centre strategy approach is adopted, this carries the risk of a lack of a comprehensive and co-ordinated strategy, and significantly reduces the ability to maximise the potential of development and inward investment from both the public and the private sector.

5. Background information

Strategic context

- 5.1 The 2011 London Plan designates Haringey Heartlands and part of Wood Green as an Area of Intensification with proposals for the creation of approximately 1,500 new jobs and 1,700 new homes by 2026 as part of an intensive mixed use development. Wood Green is identified in the London Plan as Metropolitan Centre of more than local significance (category 3), in need of regeneration, and with a moderate level of demand for retail, leisure or office space, with the physical and public transport capacity to accommodate it.
- 5.2 The Haringey Heartlands area is identified as a growth area in the Haringey Local Plan: Strategic Policies document. Comprehensive redevelopment of the area will create a new suburb, with a mix of new homes and jobs, a new public square with restaurants and cafes, as well as a Cultural Quarter centred on the Chocolate Factory site. Haringey's Site Allocations Consultation document (January 2014) designates Wood Green as an Area of Change and which has the potential to deliver 1,500 new jobs and 1,700 new homes (39,000m² potential development capacity) as part of a mixed-use redevelopment.

The Council's ambitions for the area are:

- to increase capacity and variety of uses in the town centre
- to bring back into use underused brownfield land and maximise capacity for housing and employment growth
- the provision of additional open space, play areas and community facilities to meet the needs of the resident population
- physical and visual integration of the Heartlands with the wider area to benefit local communities and ensure sustainable development
- decommissioning the gas holders and decontamination of the land to bring forward development



- preparation of a business relocation strategy to provide impetus for land assembly
- improvement of pedestrian linkages to Wood Green and Haringey Heartlands
- provision of green infrastructure projects to address environmental issues

The first key site (HH3 & HH5) has gained outline planning consent for a residential-led mixed-use development which will create a central square (Clarendon Square) for the new suburb. As the area develops, there will be opportunities to expand the Wood Green Cultural Quarter, to increase capacity, variety and pedestrian and cycling linkages and to promote Wood Green Metropolitan Town Centre as a successful shopping and leisure destination for North London.

- 5.3 The Investment Framework for Wood Green will enable growth, generate increased employment and types of employment, new housing and redesigned public spaces and will play an important part in addressing current Corporate Priorities as well as priorities from the emerging 2015-18 Corporate Plan.

The Investment Framework will most directly address the Priorities under the objective '**Opportunities for all: A successful place for everyone**':

Priority 7: Drive economic growth in which everyone can participate

The regeneration of Wood Green will generate local economic growth, attracting new business investment and new employment opportunities for local residents.

Priority 8: Deliver regeneration at priority locations across the Borough

It has been recognised over several years that Wood Green is underperforming as a Metropolitan town centre. The Investment Framework for Wood Green will enable focused regeneration activity, including use of Council assets in the town centre to deliver a high-performing town centre.

Priority 9: Ensure that everyone has a decent place to live

The Investment Framework will unlock residential development that will provide significant new housing in and around the town centre. A mix of new homes will be created in Wood Green and Haringey Heartlands to address the acute demand for housing in London. Working with London-wide partners, funding can be accessed to enable construction of new homes for local as well as new communities. Improved transport links (and eventually Crossrail 2 links to Turnpike Lane) will encourage new residents to make Haringey their home.

From the Council's emerging 2015-2018 Corporate Plan, the proposed Investment Framework will most directly meet two of the five priorities:

- **Priority 4 (Growth)** is the crux of what the Investment Framework will deliver, by maximising opportunities for residential and commercial growth and development in the Wood Green area; the current draft of priority 4 includes a



Haringey Council

specific commitment to focus regeneration and investment in Tottenham and Wood Green.

- The development will meet **Priority 5 (Housing)** by delivering a significant numbers of new homes and creating an attractive new residential-led mixed-use suburb in Haringey Heartlands.

History of regeneration plans

- 5.4 Haringey Council has long-standing ambitions to regenerate Wood Green and Haringey Heartlands and various approaches to the regeneration of Wood Green have been pursued over the last decade.
- 5.5 The Haringey Heartlands Development Framework, produced in 2005, set out the Council's overall vision for the area including 'promoting and expanding the Wood Green Cultural Quarter, providing new homes and jobs, and high quality open space'.
- 5.6 Haringey's Regeneration Strategy 'People, Places & Prosperity – Creating Inclusive & Sustainable Communities' (December 2007) described the council's vision of 'creating economic vitality and prosperity for all through exploitation of Haringey's strategic location in a global city, major development site opportunities and by developing the borough's 21st century business economy'.
- 5.7 The 2008 Wood Green SPD, produced by Urban Practitioners, set out a detailed vision for the town centre, together with a strategy for its future regeneration and development. This was based on feedback from several consultation events, a walking audit, workshops and stakeholder meetings during summer/autumn 2007. A dedicated project website (no longer operational) was also launched in September 2007 which gave another opportunity to comment on the plan.
- 5.8 The key concerns raised via the consultation activities can be summarised under the following headlines:
- providing a clean, high quality environment, protecting buildings of architectural interest
 - making the roads and streets safer (community safety and improving pedestrian and vehicular movement through the town centre)
 - improving the quality and range of the shopping offer
 - developing the Haringey Heartlands area
 - creating better links into the areas surrounding the town centre
- 5.9 Some of the improvements to public realm and transport have been implemented (or are currently being implemented) in Wood Green. However, for a variety of reasons, none of these regeneration approaches has resulted in the potential for growth and regeneration being realised. However, much of the research evidence, consultation feedback and recommendations, and other, relatively recent studies,



Haringey Council

including a 2013 retail study, will be used in developing the Investment Framework for Wood Green.

- 5.10 In early 2013, the Council began to consider options for the regeneration of Wood Green which led to the appointment of a consultant in early 2014 to review how the Council could best use its own assets to unlock sites for regeneration.
- 5.11 In Wood Green, the opportunity and required intervention relate to both physical change and economic change. This requires a holistic approach that goes beyond a traditional Masterplan or economic development strategy. It is therefore proposed that an 'investment framework' is commissioned, similar to that developed for Tottenham. This will align goals and strategies for physical change with those for wider social and economic change and address Corporate Priorities.
- 5.12 The most significant outline planning consent in the area is for land between Hornsey Park Road, Mayes Road, Clarendon Road and the mainline (HGY/2009/0503). Known as Clarendon Square, this will comprise a mixed-use development of approximately 1,000 residential units, retail/financial and professional services, restaurant/cafe/drinking establishments, community/assembly/leisure uses, new landscaping, public and private open space, energy centre, two utility compounds, car parking spaces, cycle parking, access and other associated infrastructure works.
- 5.13 There are also on-going discussions with Workspace about mixed-use development of the Cultural Quarter in and around the Chocolate Factory site and early discussions about development at the Mayes Road/Brooks Road Iceland site.

Ward level employment and crime statistics

- 5.14 In the seven wards which border the Wood Green town centre Investment Framework area, employment levels vary significantly from 72.7% in Alexandra ward to 59.8% in West Green (source: Census, 2011). This compares to 64.4% for Haringey borough, 65.4% for London as a whole and 64.5% for England and Wales. Rates of JSA claimants are highest in West Green (10.6%) and Noel Park (10.5%) and lowest in Alexandra (2.9%) (source: Department of Work and Pensions/GLA Intelligence Unit, 2013). This compares to 8.3% for Haringey borough, 5.6% for London and 5.1% for England and Wales.
(The employment figures show those currently in paid employment. JSA claimants show those able to work and actively seeking work. The remainder are those claiming other out-of-work benefits, those not in work, volunteering or in training or education).
- 5.15 As might be expected, the rate of reported crime is highest in Noel Park (200.1/1,000 population), a ward which includes a major shopping centre with a high footfall rate. Hornsey has the lowest rate of recorded crime (62.7/1,000 population) (source: Metropolitan Police Service). This compares to 90.1 for Haringey borough, 92.7 for London and 66 for England and Wales.



5.16 The Investment Framework will address local employment through the creation of jobs and traineeships in construction, retail and services. The Council and its partners will need to consider what interventions may be required to ensure that local people have access to these opportunities. Crime and anti-social behaviour will be addressed through smarter urban design and liaison with the local police and Business Crime Reduction Partnership. The Noel Park estate improvement programme and the Community Project are complementary projects that will be in progress in a similar timescale.

Vision

5.17 The draft vision for Wood Green is:

Wood Green will be a dynamic, distinctive and accessible town centre, offering new homes, a choice of high-quality shops and vibrant leisure and cultural attractions all of which local people are proud to call their own, with clear accessible links from the town centre to Haringey Heartlands, Alexandra Palace and the rest of the borough.

Aims and Objectives

5.18 The aim of this programme is to bring about major regenerative change in Wood Green Town Centre in line with Corporate Priorities in the Council's emerging Corporate Plan and in consultation with local stakeholders and investors. The programme has the following ultimate objectives for Wood Green:

- i. A rejuvenated and well-managed town centre, which maintains its Metropolitan Centre status and delivers a higher quality retail and leisure environment, including new restaurants, cafes and appropriate evening economy
- ii. Major housing growth within the town centre and Haringey Heartlands, with a range of types and tenures which address current housing needs
- iii. Schools, health facilities and other infrastructure required to support growth
- iv. Higher quality public realm, with more attractive public spaces for dwell time
- v. New and improved cross-borough links through Wood Green to Alexandra Palace and appropriate links into Noel Park
- vi. Best possible exploitation of opportunities associated with Crossrail 2 at Turnpike Lane and Alexandra Palace
- vii. Strategic use of Council's own land assets to unlock new development and appropriate provision for the Council's future accommodation requirements



- viii. Growth which generates new employment and new types of employment opportunities for local people.
- ix. Reduction of crime and anti-social behaviour in the town centre

The Council's Role

5.19 The Council's role in delivering change in Wood Green will be threefold:

- i. As the planning authority, we act as enabler through both planning policy (including possibly a joint Opportunity Area Planning Framework with the GLA) and planning decisions.
- ii. As a significant landlord and property owner, the Council will use its assets to drive growth, unlock sites for residential and commercial development, demonstrate momentum and leverage investment.
- iii. As leader of the overall regeneration programme, including lead client for the Investment Framework itself, the Council will act as strategic enabler to ensure that all stakeholders are consulted and are on board with the aims and objectives and that opportunities for collaboration are identified and seized.

5.20 Council assets in Wood Green, which could be considered as part of the development, comprise:

1. River Park House, High Road/River Park Road
2. Civic Centre (and Car Park), High Road/Bounds Green Road
3. Alexandra House, Station Road
4. River Park Road Car Park
5. 48-62 Station Road
6. 40 Cumberland Road
7. Wood Green Library Mall, 187-197 High Road
8. Caxton Centre, Caxton Road
9. Multi-storey Car Park, Bury Road
10. Various landholdings in Clarendon Square, Haringey Heartlands

The Investment Framework will include proposals for the Council's long-term accommodation strategy in Wood Green and for the strategic regenerative use of land assets no longer required for this strategy. The development of the Framework will play an important part in informing and driving the Council's decisions on this,



though there may also be scope for decisions on some elements of the Council property portfolio ahead of the Framework's finalisation in autumn 2015.

Methodology

- 5.21 In Wood Green, the opportunity and required intervention relate to physical change and economic change as well as beneficial social outcomes. This requires a holistic approach that goes beyond a traditional Masterplan or economic development strategy. We therefore propose to commission an 'investment framework', similar to that developed for Tottenham, which aligns goals and strategies for physical change with those for wider social and economic change. The area to be covered specifically by the Investment Framework is shown on the attached map, whilst other investment programmes e.g. at Alexandra Palace and the Council's Housing Investment Programme in Noel Park will interact with and complement growth in Wood Green.
- 5.22 The Tottenham Investment and Physical Development Framework identifies an overall spatial strategy for Tottenham which sets out the opportunities for change, proposed investment strategies for the key regeneration areas and a series of recommendations for delivering improvement and transformation. It is informed by a robust evidence base of detailed studies and strategies covering transport, movement, retail, asset management, workspace and energy, as well as specific area master plans. Given the scale of the regeneration challenge in Tottenham, the development of an overarching framework was the best approach. It provided the opportunity to set out the size of the area's growth potential if a range of infrastructure investment is able to be realised (as clearly evidenced in the supporting studies and strategies). While Wood Green presents different opportunities and faces different challenges, on a small geographical scale, compared to Tottenham, this holistic approach (combining housing, other physical development, infrastructure and the local economy) seems the most appropriate for Wood Green, subject to some appropriate changes.
- 5.23 Although the scale is smaller, elements of the Tottenham People Programme can also be adopted to maximise employment opportunities created in the town centre for Noel Park and other local residents and on reducing crime and anti-social behaviour, continuing to work with local police via the Business Crime Reduction Partnership. Local people will be involved in the change process through consultation exercises, drop-in sessions and meetings with local residents groups.
- 5.24 The Framework will also inform the development of planning policy which will be a key tool in its successful delivery. In parallel with the development of the Framework itself, the Haringey planning team will work with the GLA's planners (who have already agreed in principle to joint working on Wood Green) to design a planning policy approach which has the necessary planning weight and which can influence planning decisions as soon as possible after the completion of the Framework.



Haringey Council

- 5.25 Rather than proceed immediately to the commissioning of an Investment Framework, we propose to engage with local businesses, residents, landowners, developers and the transport authorities. This will enable us to:
- i. reflect the aspirations and local understanding of those stakeholders in the work we subsequently commission
 - ii. build a sense of shared 'ownership' of the proposed change among the key stakeholders, avoiding a risk of perceived 'top-down' intervention by the Council
 - iii. proceed with greater confidence that key players, including landowners/developers and TfL/Network Rail, will use the framework as the basis for the proposals they bring forward
 - iv. possibly secure contributions from landowners and developers to the cost of commissioning the investment framework
- 5.26 The Council does not have the capacity or (in specific areas) the skills to prepare the Investment Framework, so it will be commissioned from external consultants; successful bids for work of this nature would most likely be submitted by a consortium of consultants.

Plan of Action

- 5.27 In April 2014, Council officers met with businesses and developers to propose the concept of a regeneration framework. The principle was strongly supported by those present and in subsequent meetings with other stakeholders. At the same time, a broad review has been carried out of the Council's assets in and around the town centre, clearly demonstrating the need for consolidation and identifying in broad terms the opportunities that brings to use released land. We are also gathering information about significant land ownerships and tenancies.
- 5.28 Assuming that Cabinet approve the proposed methodology on 14th October, officers will:
- i. Engage with landowners, businesses & residents/shoppers, via residents associations, drop-in sessions and shoppers/visitors surveys in The Mall
 - ii. Develop the specification for the Investment Framework, incorporating feedback from local engagement activity
 - iii. Ensure that the emerging aspirations and higher growth targets are reflected in the emerging Local Plan documents
 - iv. Tender for the Investment Framework



Haringey Council

- v. Appoint the preferred supplier
- vi. Oversee completion of the Investment Framework

Wood Green Investment Framework: Action Plan and indicative timetable

Date	Activity	Details	Lead
Apr 2014	Initial consultation with local businesses and landowners	Completed	Regeneration Officer (RO)
Sept 2014	Project Initiation Document produced	Governance arrangements, delivery mechanisms, local engagement, development of specification	RO
Nov 2014	Secure sources of funding	S106, private investment, NHB, OLF, develop joint OAPF with GLA (tbc)	RO
Nov 2014	Consultation Strategy developed	Methodology and approach for consultation to inform the tender specification	RO
Nov-Dec 2014	Consultation period	LBOH colleagues, landowners, developers, transport authorities, local businesses and local residents	RO
Jan 2015	Develop specification for investment framework	Incorporating feedback, ambitions and constraints	Head of Housing Investment and Sites (HHIS)
Apr 2015	Preferred bidder contracted	Contractual arrangements agreed	HHIS
Sept 2015	Investment Framework finalised	Framework and resources secured	Investment Framework Team (IFT)
Aug 2017	Implementation of framework	Delivery of residential, business, employment, infrastructure and High Street programme (partly dependent on Hew Homes Bonus funding)	Assistant Director of Regeneration

Resources

5.29 The Programme will be governed via a Programme Board, chaired by the Assistant Director of Regeneration and supported by the Assistant Director for Planning and the Assistant Director for Corporate Property & Major Projects.



- 5.30 The Programme Board will report into Senior Leadership Team on the delivery of key milestones on a quarterly basis. Reports on progress of key milestones will be provided on a regular basis to Cabinet portfolio holders and to the Leader of the Council.
- 5.31 The Principal Regeneration Officer in the Housing Investment and Sites Team will develop the tender specification and working alongside Corporate Procurement, with support from a Project Officer and a Management Graduate, will appoint a consultancy team. Two new temporary roles will be required to supplement skills in the existing team. It is expected that total costs (including on-costs) of both roles would be approximately £160,000pa, that they would be 1 year fixed-term roles, and would be appointed to by January 2015.
- 5.32 It is proposed that the two new temporary roles would be:
- i. a programme management role, with a property background. This role would include facilitation of the Wood Green Programme Board, management of workstreams (identifying dependencies and critical paths), implementing the communication strategy and collating evidence and consultation responses. The role could be filled in-house, by a temporary hire or by engaging a consultancy.
 - ii. a development-focused Business Engagement Manager role, building on the Tottenham model as a 12-month pilot. This role will build important relationships on the High Road, acting as a visible and accessible way of communicating with the Council (and through us to other partners). Some work to establish what the route to a potential Business Improvement District (BID) might look like and whether it is a suitable tool for improving town centre management in Wood Green for the longer term could also be carried out.
- 5.33 In addition, there will be a one-off cost in commissioning the Investment Framework. Using the Tottenham investment framework as a guide (and appropriately scaling down), this is estimated to be in the region of £250,000-£300,000.
- 5.34 Several possible sources of funding (for both the staffing and commissioning costs) have been identified, subject to further work, including:
- i. the New Homes Bonus strand on High Streets (bid for £300,000, in principle agreement to be confirmed by LEP on 29th October)
 - ii. approximately £20,000 in existing budgets
 - iii. contributions from major developers/landowners, some of which are already agreed in principle



iv. Outer London Fund: Action for High Streets

6 Comments of the Chief Finance Officer and financial implications

- 6.1 The existing budget for the non-Tottenham Regeneration team is £83,900 and thus is not sufficient to fund this project from existing resources. The likely costs of implementing the recommended approach are outlined in 5.32 and 5.33 and amount to approximately £460,000.
- 6.2 Potential funding sources are outlined in 5.34, the most significant of these relates to an ongoing bid to the GLA to return £300,000 of top-sliced New Homes Bonus monies to the Council.
- 6.3 However, as the funding sources are not confirmed at this point, the project should only proceed once sufficient funding for each element of the project is secure. There is a risk that not all funding required to fully deliver this project can be externally sourced and thus Cabinet may need to agree more funding at a later date.

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

- 7.1 The Assistant Director of Corporate Governance notes the contents of the report.
- 7.2 The procurement for the consultants to manage the Wood Green Investment Framework will need to be conducted in accordance with the Public Contracts Regulations 2006 (as amended) and the Council's Contract Standing Orders.
- 7.3 The provisions of Contract Standing Orders will also apply to any application for grant funding in respect of the Wood Green Investment Framework i.e. approval for the receipt of grant funding will be needed, either at Cabinet or Director level, depending upon the value of the funding.
- 7.4 The Investment Framework is a Key Decision and, as such, needs to be included in the Forward Plan in accordance with the Council's Constitution (Part 3, Section C, 2.1 (a)). The business unit has confirmed that this has taken place.
- 7.5 Legal advice should be sought from Corporate Legal Services at the appropriate time in respect of the above issues.

8 Equalities and Community Cohesion Comments

- 8.1 Given the potential scale and impact of the investment framework, a full Equalities Impact Assessment will be needed, at some point probably during consultation.

9 Head of Procurement Comments

- 9.1 Comments incorporated into paragraph 5.31.



10 Policy Implication

- 10.1 As described in section 5 above, the proposed objectives for Wood Green set out in paragraph 5.18, and the proposed approach to delivering those objectives through a Wood Green Investment Framework, support the existing Corporate Plan, and emerging Corporate Plan, as well as existing planning policy arising from both the Mayor's London Plan and Haringey Council's own local plan.
- 10.2 Once finalised, the Framework will in turn form an important part of the evidence base for new area-specific planning policy in the form of an Area Action Plan or similar document.

11 Reasons for Decision

- 11.1 By developing an Investment Framework for Wood Green, based on a specification developed in partnership with local stakeholders, Haringey Council will play a leadership role in defining and driving the future growth and success of Wood Green in terms of housing, economy and supporting infrastructure. Critically, the Framework will also be the basis for new planning policy for Wood Green, and for decisions about the Council's own property portfolio, both of which will be central to realising the vision for the area and – in the latter case – securing a sustainable long-term accommodation strategy for the Council.

12 Use of Appendices

Appendix 1 – Map of proposed Investment Framework for Wood Green area

13 Local Government (Access to Information) Act 1985