

Report for: Cabinet 12th July 2016

Item number: 13

Title: Tottenham Hale Strategic Development Partnership

Report authorised by: Helen Fisher, Tottenham Programme Director or Lyn Garner, Director of Regeneration, Planning and Development

Lead Officer: Peter O'Brien, Area Regeneration Manager, Tottenham Hale & South Tottenham, peter.obrien@haringey.gov.uk

Ward(s) affected: Tottenham Hale and Tottenham Green

**Report for Key/
Non Key Decision:** Key Decision

1. Describe the issue under consideration

- 1.1. Tottenham is a major regeneration area for Haringey and London. The Tottenham Strategic Regeneration Framework (SRF), approved by Cabinet on 18th March 2014, identifies Tottenham Hale as being London's next great neighbourhood and sets out an ambitious vision for the transformation of this area. How that growth is managed and steered is a key challenge for the council, its partners and stakeholders.
- 1.2. This report is seeking approval to enter into a Strategic Development Partnership with Argent Related Limited Partnership ("Argent Related"), which will involve the disposal of a number of council owned sites to Argent Related in order to secure the comprehensive delivery of a new District Centre at the heart of Tottenham Hale and a significant part of the first phase of the Tottenham Housing Zone.
- 1.3. The council has prepared a Tottenham Hale District Centre Framework, containing a number of delivery strategies, which focus on important themes, such as the quality of the public realm and our green and open spaces in order to guide and steer development sites as they come forward. The District Centre Framework and associated strategies are the subject of a further report which went to Cabinet on 09 February 2016. That report provides important context for this report.

2. Cabinet Member Introduction

- 2.1. We have made great progress 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 Londoners a greater range of quality housing choices. 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. I'm really grateful to all the residents and businesses for feeding their views into the Tottenham Strategic Regeneration Framework, Tottenham Area Action Plan and Tottenham Hale District Centre Framework. To help us deliver on these ambitions, we bid for and were successful in securing the largest Housing Zone allocation anywhere in London. All this will help to deliver a genuinely mixed community with a range of affordable and market homes, to rent and to buy. This first phase of the District Centre will bring forward 600-800 new homes.
- 2.3. Though a Housing Zone, this is about so much more than just bricks and mortar. This is an example of an integrated regeneration scheme that transforms the whole place, bringing jobs and homes along with the community infrastructure, public realm, and shops and workplaces that together are the help to make a successful place.
- 2.4. The approach set out in this report will see the heart of the Tottenham Hale come forward in a coherent and timely fashion and to a quality standard we can all be proud of, bringing substantial benefits to existing and future residents. I look forward to embracing the opportunity which Tottenham Hale represents and harnessing that potential for the benefit of Tottenham, Haringey and London.

3. Recommendations

Cabinet agrees:

- 3.1. To the Council entering into a Strategic Development Partnership Agreement with Argent Related based on the draft Heads of Terms attached in the exempt part of this report and to grant delegated authority to the Director for Regeneration, Planning and Development in consultation with the Chief Operating Officer, the AD Corporate Property and Major Projects and the Assistant Director of Corporate Governance and after consultation with the Lead Member for Housing, Regeneration and Planning and the Lead Member for Finance and Health to agree the final Heads of Terms and the final contract.
- 3.2. That the following Council owned freehold sites shown edged in red on the plan ("Plan") in Appendix 1A be declared surplus to requirements and subject to title investigations be disposed of and for the considerations as set out in the draft Heads of Terms (attached in the exempt part of this report) Argent Related:
 1. Welbourne Centre Site
 2. 4 Ashley Road
 3. 5 Ashley Road
 4. Land to rear of 4/5 Ashley Road, along Monument Way
 5. Land at the corner of Station Road and Hale Road
 6. Tottenham Hale Bus Station, Bus Stand lands
 7. Land at corner of The Hale and Hale Road
 8. Land fronting Watermead Way to the east of Ashley Road

Land to the south of Station Road, along Ferry Lane/The Hale
10. BP Garage Site, Hale Road, Ashley Road

3.3. That the disposal of the Welbo site referred to in recommendation 3.2 shall comprise both of a car park and a health centre to be brought back to Cabinet at a later date on terms to be agreed as per recommendation 3.2 above. The health centre to be brought back to Cabinet at a later date on terms to be agreed as per recommendation 3.2 above. The health centre to be brought back to Cabinet at a later date on terms to be agreed as per recommendation 3.2 above.

3.4. To the sales receipts from disposals set out in recommendation 3.2 above being used by the Council to support the provision of affordable housing within the Tottenham Hale DCF and capital projects in the Tottenham Hale DCF.

4. Reasons for decision

4.1. The proposed new Tottenham Hale District Centre will be key to a change in the area. The new north/south street will provide a new heart of the District Centre and provide a new structure through a new north/south street.

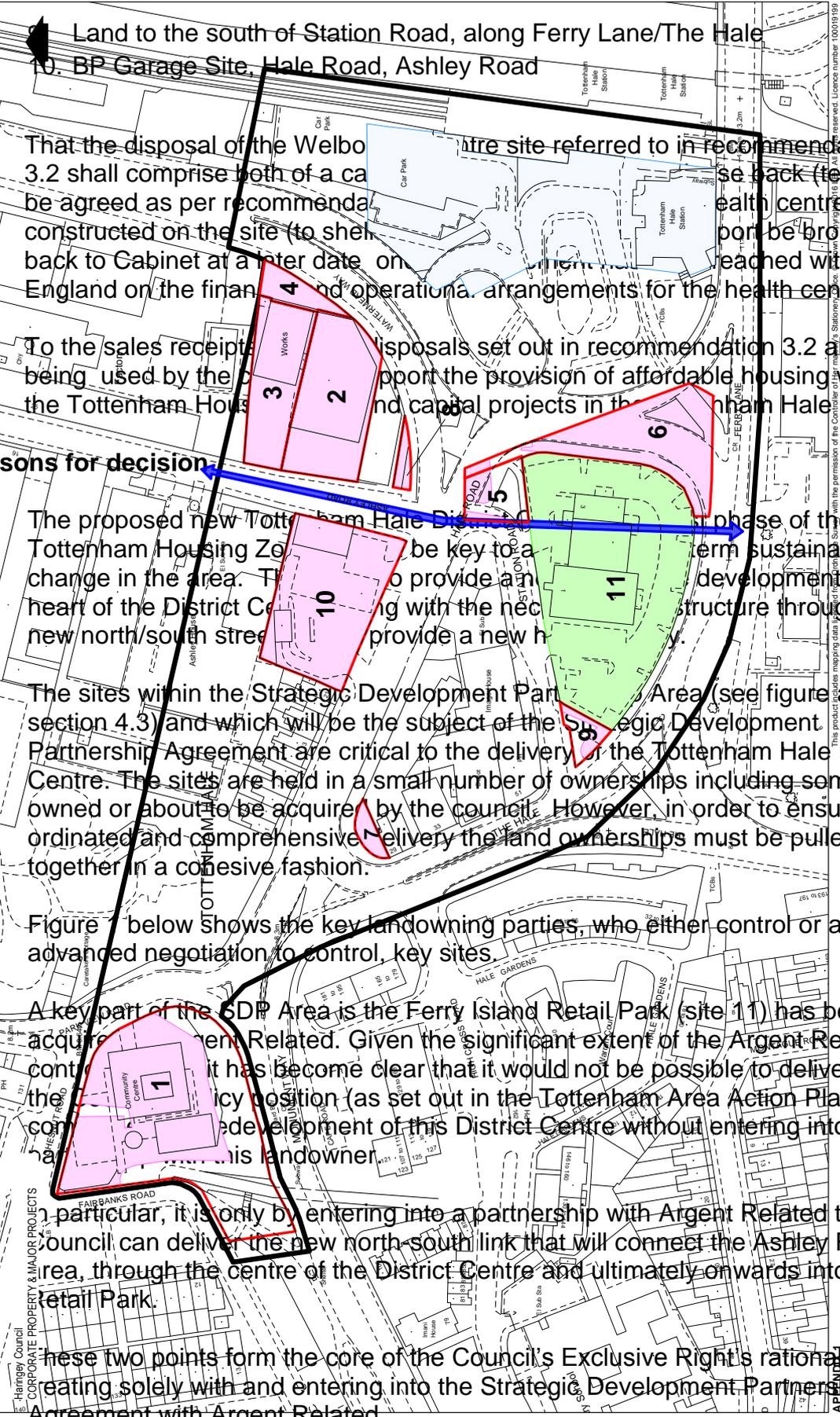
4.2. The sites within the Strategic Development Partnership Area (see figure at section 4.3) and which will be the subject of the Strategic Development Partnership Agreement are critical to the delivery of the Tottenham Hale District Centre. The sites are held in a small number of ownerships including some owned or about to be acquired by the council. However, in order to ensure coordinated and comprehensive delivery the land ownerships must be pulled together in a cohesive fashion.

4.3. Figure 7 below shows the key landowning parties, who either control or are in advanced negotiation to control, key sites.

4.4. A key part of the SDP Area is the Ferry Island Retail Park (site 11) has been acquired by Argent Related. Given the significant extent of the Argent Related control it has become clear that it would not be possible to deliver on the policy position (as set out in the Tottenham Area Action Plan) for the redevelopment of this District Centre without entering into a partnership with Argent Related.

4.5. In particular, it is only by entering into a partnership with Argent Related that the Council can deliver the new north-south link that will connect the Ashley Road area, through the centre of the District Centre and ultimately onwards into the Ferry Island Retail Park.

4.6. These two points form the core of the Council's Exclusive Right's rationale for negotiating solely with and entering into the Strategic Development Partnership Agreement with Argent Related.



Scale 1:1250 @ A3
Overlay: Regen.JAD
Plan produced by Janice Dabnett on 20/06/2016
BVES Drawing No. A3 0379c Revision 2

1. Former Habbourne Centre 3316m2
2. Site 4 Ashley Road 323m2
3. Site 5 Ashley Road 533m2
4. Land rear of sites 4 & 5 Ashley Road 241m2
5. Land on SE side of junction Station Road & Hale Road 333m2
6. Tottenham Hale Bus Station, Bus Stands land 1372m2

7. Land on S side of junction Hale Road & The Hale 111m2
8. Land fronting Watermead Way (E of Ashley Rd) 52m2
9. Land on SE side of junction Station Road & The Hale 173m2
10. BP garage 187m2
11. Ferry Island Retail Park 4079m2

Thick black outline - Strategic Development Partnership Area
Pink shading - Haringey Council ownership
Blue shading - Private ownership
Green shading - Private ownership
Blue arrow - DCF North-South Link

Figure 1: map of the Tottenham Hale Strategic Development Partnership Area

- 4.7. It is recommended therefore that the Council enters into a Strategic Development Partnership Agreement with Argent Related as one of the key means of delivering on the vision for the comprehensive development of a Tottenham Hale District Centre as set out in the Tottenham Area Action Plan and as a key element of the Tottenham Housing Zone.
- 4.8. It should be noted that this would include the disposal of the Council land assets (referred to in recommendations 3.2) with the land being drawn down by Argent Related subject to specific conditions precedents being met.
- 4.9. In seeking to progress the development of a new District Centre at Tottenham Hale a number of options were considered (see section 5). The preferred option is to enter into a contractual partnership with Argent Related for the reasons set out in this report.
- 4.10. In addition, given the proximity and importance of the Over Station Development site, the Council will work with Transport for London to understand how best the site can be brought into the same or similar arrangement in due course. This will take some time, due to uncertainties generated by the emerging Crossrail 2 proposals.

5. Alternative options considered

- 5.1. 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.
- 5.2. In deciding whether or not to enter into a Strategic Development Partnership with Argent Related, the following other options were considered:

Option 1: Minimal intervention
- 5.3. In this option, the Council would have relied solely on the planning system to steer and control development. This option would have seen the Council disposing of its sites on the open market.
- 5.4. This option was discounted on the basis that it would have resulted in fragmented land ownership, an uncertain and risky outcome and would not have resulted in comprehensive, well managed development of the District Centre. In addition, this option would have not allowed for development of the substantial land interest held by Argent Related. Non-development of these areas would substantially hinder the Council's ability to deliver on the Tottenham Area Action Plan. Furthermore, this option would have resulted in a number of small parcels of land being impossible to develop.

Option 2: Council build

- 5.5. This option would have seen the Council taking forward direct development on each of the sites which it owns.
- 5.6. This option was discounted as the scale of development envisaged is substantially greater than the Council's capacity to deliver. In addition the Council lacks the expertise to deliver a complicated mixed use District Centre of this type. This option would also have resulted in the same issues identified for option 1.

Option 3: Secure a development partner for the Council sites by procurement

- 5.7. A third option would have seen Council (and possibly other public sector) lands put out to tender either through an OJEU procurement procedure, or through a developer framework, such as the London Development Panel.
- 5.8. The Council undertook soft market testing of the London Development Panel and participants. Residential developers, in particular, were interested in taking forward some sites at Tottenham Hale. While this option would have had some benefits, in particular gaining a variety of expressions of interest from the market, there were also significant shortcomings connected with this approach.
- 5.9. The primary reasons for discounting this option are the same as for option 1 in that the Council does not control the majority of land at the core of the District Centre and so any developer working with Council owned assets would not be able to deliver a comprehensive redevelopment of the District Centre, unless the Council were to exercise its compulsory purchase powers. Given the proportion of land owned by the Council and the presence of landowners with their own development aspirations, the CPO case was far from clear. As a result, there would have been a significant risk that this option would not help to pull in other lands into a comprehensive development and management structure and so would fail in terms of delivering a new approach to the delivery and long term management of the District Centre.

Option 4: Comprehensive approach – a Strategic Development Partnership

- 5.10. This approach is the preferred option and is described in greater detail in this report. The option is based on the principle of working in partnership with a key significant landowner and developer within the core of the District Centre ("SDP Area").
- 5.11. The land at Ferry Island Retail Park, site 11 on the Plan has been identified as key to the delivery of a comprehensive development of the District Centre (in particular the N-S link) and was acquired on 8th June 2016 by two subsidiary companies which are holding the site in trust for a subsidiary of Argent Related. As a result, the partnership arrangement has been negotiated directly with Argent Related (as the holding company) on the basis that the Exclusive Rights exemption applies in this case.
- 5.12. This exemption relies on the characteristics of Argent Related's land ownership within the SDP Area and its importance to delivering the comprehensive approach envisaged by the Tottenham AAP. Working with the Council, Argent Related will be in a position to deliver on the Council's ambitions to bring forth both the comprehensive delivery described in the Tottenham Area Action Plan,

but also the long-term and coordinated approach to maintenance and management envisaged by the Tottenham Hale District Centre Framework. No other land owner, nor any of the other options considered above will ensure the delivery of the comprehensive redevelopment required.

6. Background information

- 6.1. The Tottenham Strategic Regeneration Framework (SRF), adopted in 2014, sets out the following vision for Tottenham Hale.

“Tottenham Hale will be a destination where people can easily access the open spaces and waterways of the Lea Valley Park whilst 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. Through transport improvements, master planning and targeted promotion, key sites will be made ready for major new investment”.

- 6.2. The Council’s strategy to the regeneration of Tottenham Hale covers a number of key strands, including:

- Developing appropriate planning policies (through the Tottenham Area Action Plan)
- Developing a flexible delivery framework (through the Tottenham Hale District Centre Framework and associated delivery strategies) (see section 1.6 below)
- Site acquisitions to support the AAP’s approach to comprehensive development
- Securing funding to support delivery (through a variety of sources, but including the Housing Zone)
- Identifying and/or working with development partners to see key sites coming forward, including a strategic development partnership for the first phase of the Tottenham Hale District Centre (the subject of this report)
- Delivering a social dividend, for example investment in a Tottenham Hale Health Centre and investment in green and open spaces
- Engaging local residents and businesses
- Protecting the long term legacy by developing novel approaches to maintenance and management issues

Planning policy – a new District Centre and growth area

- 6.3. The Haringey Local Plan: Strategic Policies adopted by Full Council on 18th March 2013 and the London Plan (Upper Lea Valley Opportunity Area Planning Framework) identify Tottenham Hale as a key growth area as part of the wider Upper Lea Valley growth corridor. The Tottenham AAP include ambitious targets of 5,000 homes and 4,000 jobs to be delivered in Tottenham Hale across a number of specific development sites. The Tottenham AAP will be considered at an Examination in Public (EiP) this Summer, with the scheduled date of adoption set for November 2016.

- 6.4. Key to this is the designation of Tottenham Hale as a District Centre, envisaging a range of new commercial, retail, residential, leisure and entertainment uses at the heart of Tottenham Hale.
- 6.5. In terms of an approach to design and planning, the borough has put in place a robust quality review process which includes external evaluation of applications by an independent quality review panel. With regard to uses and housing types the partners will work together to utilise their planning and delivery tools to seek to achieve a balanced delivery of housing types and tenures, work space and community provision across Tottenham Hale.
- 6.6. In parallel with the preparation of the AAP, the Council is also preparing a Development Management DPD. Two policies are proposed which are of particular relevance. The first policy (DM55) concerns regeneration and aims to ensure that proposals which come forward deliver comprehensive regeneration. The policy recognises that sites allocated for development are often in multiple ownership. In such instances, individual parcels of land should not be prevented from coming forward for development in the absence of proposals for the neighbouring parcels. Where they do, the Council needs to ensure they do not compromise the development potential of the adjacent property or properties. The new policy (DM55) therefore requires the applicant to prepare a masterplan for the entire site allocation, showing how their proposal contributes to meeting the site allocation's objectives and outcomes and would integrate with future development on neighbouring parcels. The second additional Policy (DM56) is related as it supports land assembly, where necessary to facilitate and optimise comprehensive development. The Policy confirms that the Council will use compulsory purchase powers where necessary, and where certain requirements are met.

Delivering a new District Centre at Tottenham Hale

- 6.7. The Council has prepared a Tottenham Hale District Centre Framework (DCF) to shape the development of the new District Centre. The vision is to transform the heart of Tottenham Hale, currently an area dominated by surface car parking and out of town retailing, into a safe, open and attractive series of streets and spaces for people, flanked by shops, cafes and community facilities. The DCF is based on the following five themes:
- A Revitalised Heart: A place with a range of shops and leisure options where people enjoy spending time.
 - An Affordable 21st Century Neighbourhood Of Choice: A mix of affordable and market homes to rent and buy. The social and community infrastructure to support a growing community.
 - A Well Connected Centre: Well-connected and accessible spaces, promoting walking and cycling.
 - A Network Of Green And Open Spaces: High quality, green and open spaces, which are well managed/maintained, clean and safe.
 - A Working Centre: A good place to start up and grow businesses and create jobs. A mix of job types at varying skill levels

The Housing Zone and delivery

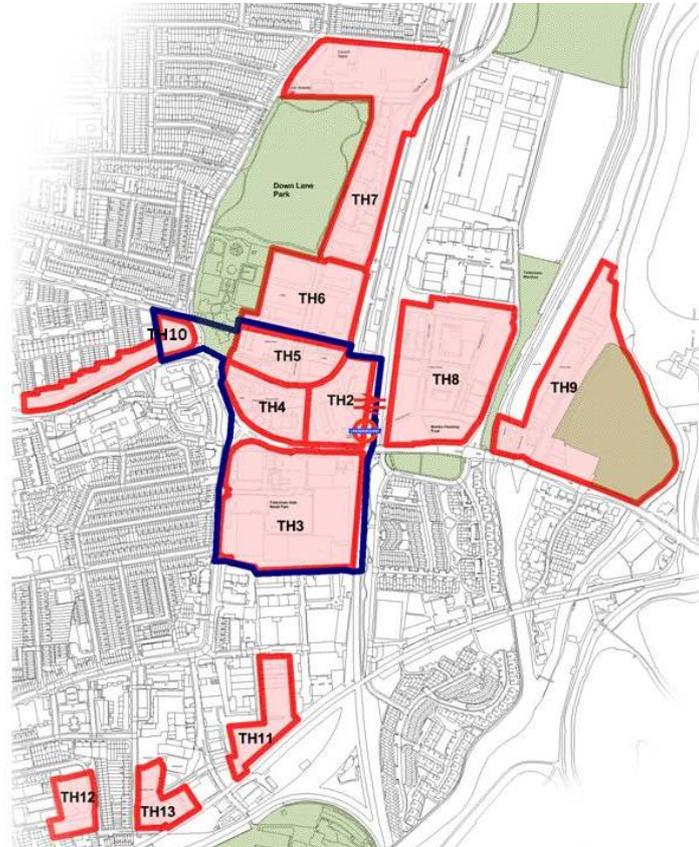
- 6.8. In February 2015, recognising Tottenham's importance to London's housing and jobs growth ambitions, Tottenham was designated as one of the first Housing Zones. It is an expression of joint commitment by the Council and the Mayor of London to accelerate the regeneration of Tottenham and in the first phase, Tottenham Hale. The main Housing Zone development sites are set out in the figure below.

Tottenham AAP

— Tottenham Hale District Centre

Site Allocations

- TH2: Tottenham Hale Station
- TH3: Tottenham Hale Retail Park
- TH4: Station Square West
- TH5: Station Square North
- TH6: Ashley Road South Employment Area
- TH7: Ashley Road North
- TH8: Hale Village
- TH9: Hale Wharf
- TH10: Welbourne Centre & Monument Way
- TH11: Fountayne Road TH12: Herbert Road
- TH13: Constable Crescent



Haringey
LONDON

Tottenham AAP Site Allocations with District Centre boundary

- 6.9. In September 2015, Haringey became the first London Borough to sign its Housing Zone Overarching Borough Agreement, confirming £44.115m worth of investment into Tottenham Hale and Seven Sisters. The bulk of resources secured focus on putting the infrastructure in place to support a growing Tottenham Hale. This includes funding to better connect the neighbourhoods of Tottenham Hale to each other, to the future urban centre, and to the green and blue of the Lee Valley Regional Park.
- 6.10. The Housing Zone sites are closely located and linked but do vary in character, from ones which sit in or on the edge of the Lee Valley Regional Park, to those which are immediately adjacent to existing residential development, to those that sit at the heart of the future District Centre.
- 6.11. Given this diverse nature of sites, the Council's policies and strategies support a portfolio approach which is responsive to each site's specific characteristics. Some sites will be predominantly residential, as with the site on Monument Way or the Ashley Road depot site, others will have a major emphasis on workspace

and educational uses, such as the Ashley Road area, others will include community infrastructure, such as the Health Centre on the Welbourne Centre site, while the core of the District Centre will have a focus on providing a thriving new urban centre with a mix of retail, leisure, commercial and residential uses.

- 6.12. While the District Centre will provide a minimum of 25% affordable low cost ownership homes, members should note that officers' proposal, in accordance with the 'Portfolio Approach to Sites' is to use council land value in the District Centre to further supplement affordable homes in other parts of the Housing Zone as set out in recommendation 3.4. We will therefore concentrate our efforts to secure affordable housing on the fringes of the District Centre.
- 6.13. A number of Housing Zone interventions fall within the SDP Area and will be delivered through the SDP. Details of the interventions are set out in the exempt draft Heads of Terms (Appendix 2). The type of intervention being progressed includes public realm improvements, site specific enabling (including decontamination) and loan funding to support the sites coming forward quicker than they otherwise would.

Objectives of the Strategic Development Partnership

- 6.14. It is envisaged that the SDP will have a significant role to play in building the heart of the new District Centre and the following objectives are proposed in the terms of the agreement:
- Tottenham Area Action Plan and Place Stewardship: to realise the Tottenham Area Action Plan's objectives for Tottenham Hale by securing the **coordinated** and **comprehensive** delivery of a new mixed-use District Centre, including larger and better development plots to allow for greater delivery ambition
 - Strategic Regeneration Framework: to deliver on the Strategic Regeneration Framework vision for Tottenham Hale by working to deliver a range of **social infrastructure** to support a growing community. The SDP will deliver a Health Centre on the site of the former Welbourne Centre
 - Tottenham Housing Zone: to secure the delivery of a range of **homes**, including a mix of market and affordable homes to rent and buy
 - District Centre Framework: to work with others to deliver key **physical infrastructure** at the core of the new District Centre, including a new north-south link, a southern extension of Ashley Road
 - Management and maintenance: To allow for a partnership approach in relation to **maintenance and management** issues, including the possible establishment of an area-wide management company under the SDP
 - Social dividend: to seek to meet the Council's broader objectives for regeneration by working in partnership to achieve benefits for the community e.g. **employment and training** opportunities

Roles, Responsibilities and Governance

- 6.15. The Strategic Development Partnership (SDP) would be a 50/50 partnership between the Council and Argent Related. The SDP would be governed by a board with equal representation from the Council and Argent Related.
- 6.16. The role of the SDP would be to operate as a strategic contractual collaboration. Argent Related will be the developer in relation to land interests owned (or to be acquired) by the Council (as per 3.2) and its own land interests:
- 6.17. The SDP would have control and/or influence over certain identified decisions in relation to the land ownership of both parties and other matters including:
- Delivery of the District Centre Framework within the SDP Area, including the phasing of site delivery and the coordination of infrastructure delivery
 - The development of a Business Plan covering:
 - A utility infrastructure plan
 - A housing and tenure strategy
 - A retail, commercial tenant and marketing strategy
 - A community engagement strategy
 - A management and maintenance plan
 - An approach to delivering a social dividend
 - Strategic design considerations, including sign off of planning applications prior to submission for planning permission
 - Liaison and cooperation with surrounding landowners and developers
 - The development of a cooperation agreement regarding the Tottenham Hale Retail Park site
 - Financial monitoring

Council Land in the Strategic Development Partnership

- 6.18. It is proposed that the following sites belonging to the Council are included in the SDP and disposed to Argent Related (subject to the Heads of Terms) for the purposes of comprehensive development of the new District Centre:

Welbourne Centre

- 6.19. The site of the former Welbourne Centre (Number 1 on the Plan) forms the outside edge of the proposed new District Centre, this site could be brought forward early into development providing a new health facility to service the area as well a significant number of new homes. Some of the land which forms part of the site are in the process of being acquired from Transport for London. The financial position regarding the Health Centre will be subject to a further update to Cabinet in due course, however, for the purposes of commercial valuation it is proposed that the flexibility to use the land to bring forward a new health facility be included (and the value of the land is reflected on this basis).

4 Ashley Road

- 6.20. This site (Number 2 on the Plan) is currently in use as a mechanic yard and is let on a lease set to expire in mid 2017.

5 Ashley Road

- 6.21. A former London Ambulance repair depot, this site (Number 3 on the Plan) is currently home to a meanwhile use, in the form of the RIFT theatre project. This facility is let on a short term lease.

Tottenham Hale Bus Station, Bus Stand land

- 6.22. The Council has been working with Transport for London through the District Centre Framework to ensure that various parcels of land come together in a coherent and comprehensive manner. As part of this a number of improvements to the station environs have been identified. These changes to the bus station would free up some of the bus stands to the west of the bus station. This land (Number 6 on the Plan), when pooled with Argent Related land form a single development site. Any sale of this land will be subject to two conditions precedents being met. The first being traffic modelling of the Tottenham Hale area to ensure that the agreed changes are viable. The second being that the development meets the costs of the required changes to the bus station.

Smaller sites

- 6.23. There are five other small patches of land to be disposed of through the SDP, namely:
- Land to rear of 4/5 Ashley Road, along Monument Way (Number 4 on the Plan)
 - Land at the corner of Station Road and Hale Road (Number 5 on the Plan)
 - Land at corner of The Hale and Hale Road (Number 7 on the Plan)
 - Land fronting Watermead Way to the east of Ashley Road (Number 8 on the Plan)
 - Land to the south of Station Road, along Ferry Lane/The Hale (Number 9 on the Plan)

Land in the process of being acquired by the council

- 6.24. The Council is in the process of purchasing an additional site (BP Garage) in line with a Cabinet Report of 10th November 2015. This is in use as a petrol station. The disposal of this land to Argent Related through the SDP will be dependent on the successful completion of the purchase.
- 6.25. There are small areas of land which are currently unregistered within the land parcels above and these will be included subject to an agreed mechanism with Argent Related to register the land in the Council's ownership.

Commercial considerations

- 6.26. It is proposed that Argent Related will act as the developer in relation to land interests set out in section 3.2 which are owned (or to be acquired) by the Council and its own land interests.
- 6.27. Council land assets will be drawn down by Argent Related at agreed points and the Council will not itself be taking development risk. Draft Heads of Terms are set out in exempt part of this report (Appendix 2).

- 6.28. The Council is obliged to meet its statutory requirement to obtain best consideration reasonably obtainable. The development agreement which captures the SDP will include agreed values for each site which will be signed off by an RICS red book valuation as part of the delegated decision process which will reflect the final heads of terms and to ensure best consideration is achieved in the context of the overall terms. The values will be agreed for a period of 30 months and will increase annually by the RPI until the disposal is completed on each site. Should completion not take place within 30 months, the price for each site will be subject to a new red book valuation.
- 6.29. In each case the Council will derive a land value from the disposal of its land to Argent Related, however members should note that:
- 6.30. The District Centre requires considerable investment in infrastructure including new roads and utility diversions, many of which will be facilitated through the Housing Zone funds themselves. However, where it can be demonstrated that deferment of land receipts can assist with the viability and deliverability of the scheme as a whole, the Council's land receipts may be deferred.
- 6.31. The financial appraisal for the Council's land at the former Welbourne Centre includes for the provision of a substantial (1,500 sqm) new health centre facility. At this point the financial appraisal assumes the council will forgo the land value in order to facilitate the delivery of this building to shell and core subject to ongoing negotiations with NHS England.

Management & Maintenance of public realm

- 6.32. A significant amount of public investment will go into delivering the new District Centre at Tottenham Hale. With that investment comes a significant ongoing maintenance liability. This represents a challenge at a time of shrinking local authority resources. As part of the development of the District Centre Framework and the development of the Strategic Development Partnership, the council has been exploring means of putting the maintenance and management required on a sound and financially sustainable footing. Establishing an agreed approach is a key objective of the Strategic Development Partnership.

Delivery of the District Centre – Key Milestones

- 6.33. Delivering the first phase of the District Centre will take a minimum of five years. The key milestones for development sites coming forward are set out in Table 1 below.

Table 1: District Centre Delivery Milestones

Site	Delivery	Planning Determined	Start on Site	Completion	Net residential units (Tottenham Area Action Plan)
In District Centre					
Underground and Rail Station	Transport for London	2015	2016	2018	-
Welbourne Centre, including Health Centre (SDP)	Argent Related	2017	2017	2018	298 (including Monument Way)
Station Square West: Island Site Nth (SDP/Others)	Argent Related & Others	2017	2019	2020	297
Ferry Island Retail Park (SDP)	Argent Related	2017	2018	2020	
Station Square North: BP and 4/5 Ashley Road (SDP)	Argent Related	2017	2018	2019	213
Over Station Development	Transport for London	2017	2019	2020	138
Tottenham Hale Retail Park	TBC	2018/19	2020-25 in phases	2025 onwards in phases	992
Out of District Centre					
Ashley Road South, incl. NCDS	Others	2016	2017-19 in phases	2018-20 in phases	444
Hale Village Tower	Others	2017	2017	2018	253
Hale Wharf	Others	2016	2017-19 in phases	2018-20 in phases	405
Ashley Road North (part of depot site)	LBH	2017	2018-19 in phases	2019-20 in phases	147
Monument Way	Others	2016	2017	2018	Included in the Welbourne Centre figure above
Hale Village	Others	2006	2007-2018 in phases	2010-2020 in phases	2175
Total					5,362

7. Contribution to strategic outcomes

7.1. The resolutions outlined in this report will contribute towards the following strategic priority outcomes in the Corporate Plan:

- *Priority 3 – Clean and Safe: A clean, well maintained and safe borough where people are proud to live and work:* By working through the SDP to develop an attractive and safe urban environment and by developing a management plan to bring forward a step-change in the quality of maintenance of the public realm.
- *Priority 4 – Sustainable housing, growth and employment: Drive growth and employment from which everyone can benefit. (Transport, broadband, skills, carbon reduction, strategic development):* By bringing forward quality development with 600-800 new homes and 70-80,000 sq ft of retail and commercial land uses.
- *Priority 5 – Sustainable housing, growth and employment: Create homes and communities where people choose to live and are able to thrive. (Housing):* By bringing forward affordable housing in its own right and through contributing to the portfolio approach to sites which allows for additional affordable housing to be delivered on nearby sites.

8. Statutory Officers comments (Chief Operating Officer (including procurement), Assistant Director of Corporate Governance, Equalities)

Finance and Procurement

- 8.1. The main finance implications resulting from the specific proposals within this report relate to the acquisition of private land and then the sale of this land to Argent Related together with the sale of land originally owned by the Council.
- 8.2. Any land transferred should be disposed of at the best consideration that can reasonably be obtained. The Council has received independent assurance that the sum agreed represents “best consideration” for the land.
- 8.3. For the land acquired it is expected that the minimum price at disposal is equal to the price the Council paid for the land. The land transfers will only take place when the conditions set out within sections 6.4.1 and 6.4.2 of exempt draft Heads of Terms (Appendix 2) have been satisfied and in line with the agreed valuation methodology.
- 8.4. In the case of the Welbourne Centre site the Council has sought to secure the delivery of a district health centre as part of the regeneration of Tottenham Hale. In this instance, the Council will receive a mixture of a land receipt and a health centre. Independent advice has assessed the combination of the two elements as representing best consideration to the Council given the assumption of the provision of the health centre.
- 8.5. Any costs relating to the acquisition of non-Council owned land will need to be met from the Acquisitions Fund scheme and for 2016/17 there is an approved budget of around £16m for this purpose although this fund will be used for other schemes as well. As with all capital schemes there may also be borrowing costs associated with the scheme.

- 8.6. This report recommends that the capital receipts received from the disposal of sites at 3.2 above being allocated to support the provision of affordable housing in the Tottenham Housing Zone and capital projects in the Tottenham Hale DCF. It should be noted that a decision to allocate resources in this way represents an exception to the normal capital strategy financing process. This should not be taken as a precedence for future decisions and reflects the borough's specific commitment to supporting the Tottenham Housing Zone.
- 8.7. The Council is taking a land receipt from the disposal of the lands listed at section 3.2. The Council is therefore not participating in the risks and benefits of developing the sites. The only financial risk to the Council is that the value of the land receipt could be less than anticipated, should the receipt be calculated after the "initial period", when market value would be attributed and if market values have reduced. When development is completed the Council has the potential to benefit from overage payments in terms of planning (e.g. a better planning outcome is achieved than the baseline level) and also allows for further profit participation above agreed levels. The agreed levels are set out in the exempt draft Heads of Terms.
- 8.8. Any increase in housing or commercial premises would also lead to an increase in the Council Tax and Business Rate base.
- 8.9. The development sites covered by this agreement are also expected to benefit from Housing Zone funding agreed with the Greater London Authority in 2015, and assurance has been given that the proposed partnership ensures that the Council is in a position to utilise related elements of this grant funding.
- 8.10. The cost of the work to date in developing the district centre proposal and documents related to this agreement have been contained within existing budgets. The main costs comprise of officer time and external commercial and legal support, it is expected that the agreement can be concluded within the allocated budget for these items but if not Cabinet approval will be required for additional funding.
- 8.11. Any further site development outside the District Centre (as highlighted in paragraph 5.17) will be need to subject to further business cases so that funding can be appropriately considered at that stage.
- 8.12. There are further Finance comments contained in the exempt report at item 18 on the agenda.
- 8.13. The Construction Procurement Group (CPG) note the recommendations contained within this report. These recommendations are based upon the external legal advice on the Council's ability to rely on upon exclusive right exemption from the Public Contract Regulations 2015. This advice is set out in the Appendix 4 of the exempt report.
- 8.14. The CPG have no objection to the Cabinet approving the recommendations.

Legal

- 8.15. The Council is seeking to dispose of various pieces of land, these will be subject to title investigations and registration at the land registry if the land is unregistered. Legal advice must be obtained as to the appropriate authority to be relied on for these disposals. The Council has a statutory obligation to obtain best consideration and where this is not possible the Council will require the consent of the secretary of state.
- 8.16. There are further legal comments contained in the exempt report at item 18 on the agenda.

Equality

- 8.17. The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:
- a) *tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;*
 - b) *advance equality of opportunity between people who share those protected characteristics and people who do not;*
 - c) *foster good relations between people who share those characteristics and people who do not*
- 8.18. Through entering a Strategic Development Partnership arrangement with a major existing landowner (and prospective developer) in the area where the Tottenham Hale District Centre is to be developed, this will help ensure that the landowner and developer engages and works with the Council on achieving social, economic and environmental strategic priorities, as well as minimising disruption from construction works.
- 8.19. An [Equality Impact Assessment \(EqIA\)](#) informed the Cabinet's decision on the 9th February to adopt the Tottenham Hale District Centre Framework and accompanying strategies. This EqIA should also be read in conjunction with this Cabinet report, as the proposed Strategic Partnership arrangement is to be tasked with the delivery of key parts of the Tottenham Hale District Centre in line with these strategies.
- 8.20. The EqIA identifies that all groups of residents should benefit from the proposals set out in the Tottenham Hale strategies including improved transport links and the local network of streets, improvements in access to green open spaces and new public spaces, a mixture of new housing developments and plans to increase jobs and training opportunities in the area.
- 8.21. Robust monitoring and evaluation arrangements are to be put in place to analyse the impact of the Tottenham Hale development programme on different

groups of residents, under the oversight of the Joint Strategic Forum and Tottenham Delivery Board. A community engagement strategy has been adopted ensuring different groups of residents in the Tottenham Hale area can continue to input into the design and delivery of the new district centre developments and have their voice heard in minimising any potential disruption.

- 8.22. The governance arrangements for the proposed Strategic Development Partnership for Tottenham Hale will also be expected to consider and evaluate equality implications as part of its own decision making functions. In addition the Strategic Development Partnership should show a strong commitment to tackling discrimination, enhancing equality of opportunities and fostering good relations between groups in and around the Tottenham Hale area.

9. Use of Appendices

1. Map of Strategic Development Partnership and key sites
2. Tottenham Hale Strategic Development Partnership: Draft Heads of Terms
[NOT FOR PUBLICATION by virtue of paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972. This report is not for publication as it contains information classified as exempt under Schedule 12A of the Local Government Act 1972 in that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information).]
3. Tottenham Hale Strategic Development Partnership: Best Consideration Letter and Commercial Terms
[NOT FOR PUBLICATION by virtue of paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972. This report is not for publication as it contains information classified as exempt under Schedule 12A of the Local Government Act 1972 in that it contains information relating to the financial or business affairs of any particular person (including the authority holding that information).]
4. Tottenham Hale Strategic Development Partnership: Consolidated Procurement Advice
[NOT FOR PUBLICATION by virtue of paragraphs 3 and 5 of Part 1 of Schedule 12A of the Local Government Act 1972. This report is not for publication as it contains information classified as exempt under Schedule 12A of the Local Government Act 1972 in that it contains: information relating to the financial or business affairs of any particular person (including the authority holding that information); and information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.]

10. Local Government (Access to Information) Act 1985

- a. Tottenham Hale District Centre Framework
<http://www.haringey.gov.uk/regeneration/tottenham/tottenham-regeneration/tottenham-hale#delivery>
- b. Tottenham Area Action Plan
<http://www.haringey.gov.uk/planning-and-building-control/planning/planning-policy/local-development-framework-ldf/local-plan-consultation>
- c. Tottenham Hale Regeneration Programme, Cabinet Report, Haringey Council, July 2014
<http://www.minutes.haringey.gov.uk/documents/s53959/Tottenham%20Hale%20Regeneration%20-%20PUBLIC%20covering%20report%20Appendix%201.pdf>

‘External links – Haringey Council is not responsible for the contents or reliability of linked web sites and does not necessarily endorse any views expressed within them. Listing should not be taken as endorsement of any kind. It is your responsibility to check the terms and conditions of any other web sites you may visit. We cannot guarantee that these links will work all of the time and we have no control over the availability of the linked pages.’

Appendix 1: Map of Strategic Development Partnership Area and Key Sites



APPENDIX 1
Strategic Development Partnership Area & Key Sites

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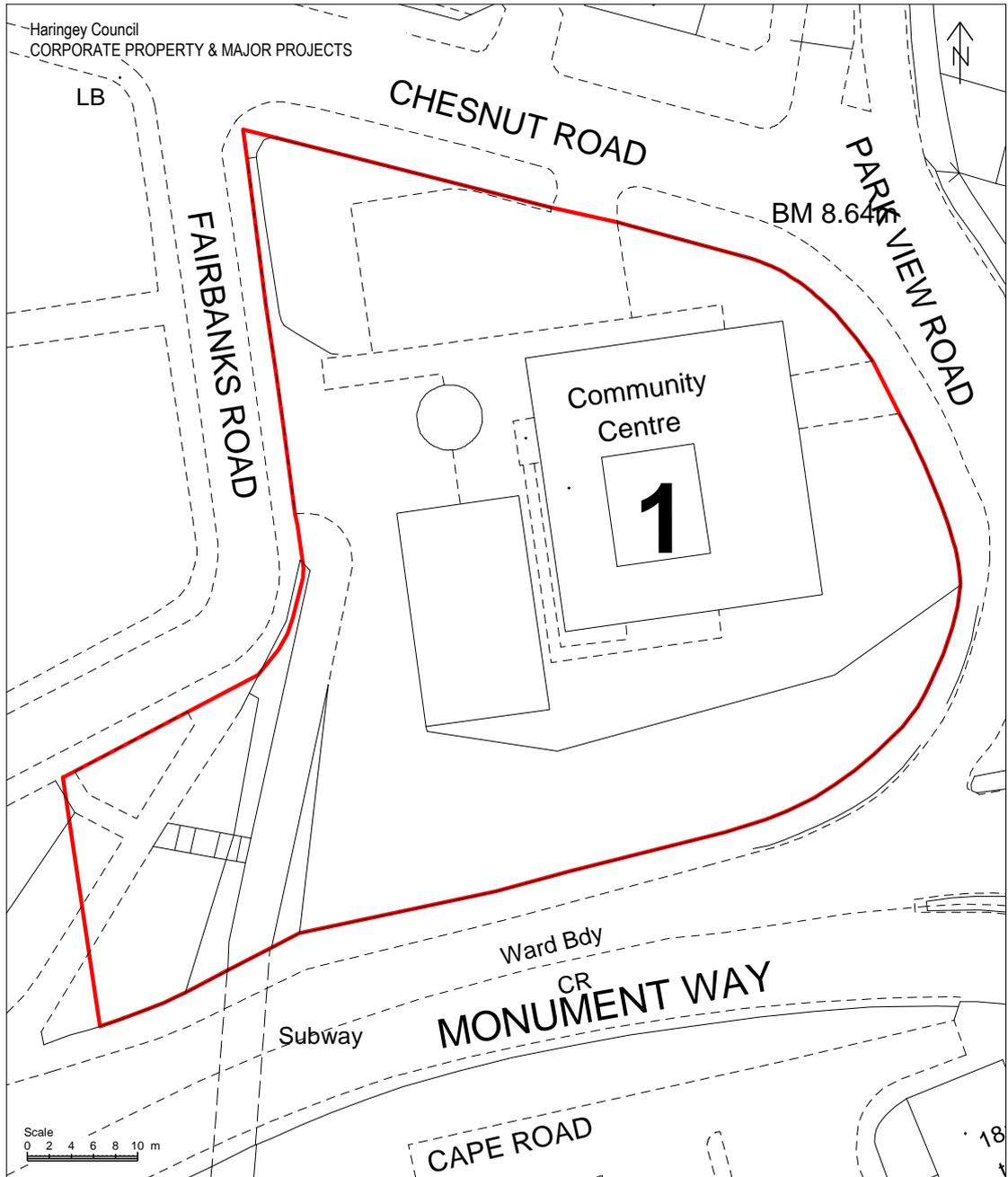
Haringey Council sites

1. Fomer Weboume Centre 3816m²
2. Site 4 Ashley Road 1383m²
3. Site 5 Ashley Road 956m²
4. Land rear of sites 4 & 5 Ashley Road 241m²
5. Land on SE side of junction Station Road & Hale Road 383m²
6. Tottenham Hale Bus Station, Bus stands land 1372m²
7. Land on S side of junction Hale Road & The Hale 111m²
8. Land fronting Watermead Way (E of Ashley Rd) 92m²
9. Land on SE side of junction Station Road & The Hale 172m²

Haringey Council sites

Thick black wering - Strategic Development Partnership Area
 Pink shading - Haringey Council ownership

Scale 1:1250 @ A3
 Overlay : Regm JAD
 Plan produced by Janice Dabnett on 20/06/2016
 BVES Drawing No. A3 0379d Revision 2



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Former Welbourne Centre
Chesnut Road
Tottenham
LONDON
N17

Red verging - Extent of site

Deed document no. : 5280, 6040

LR title no. : NGL298625, MX260038, unregistered,
NGL420080 (TfL land)

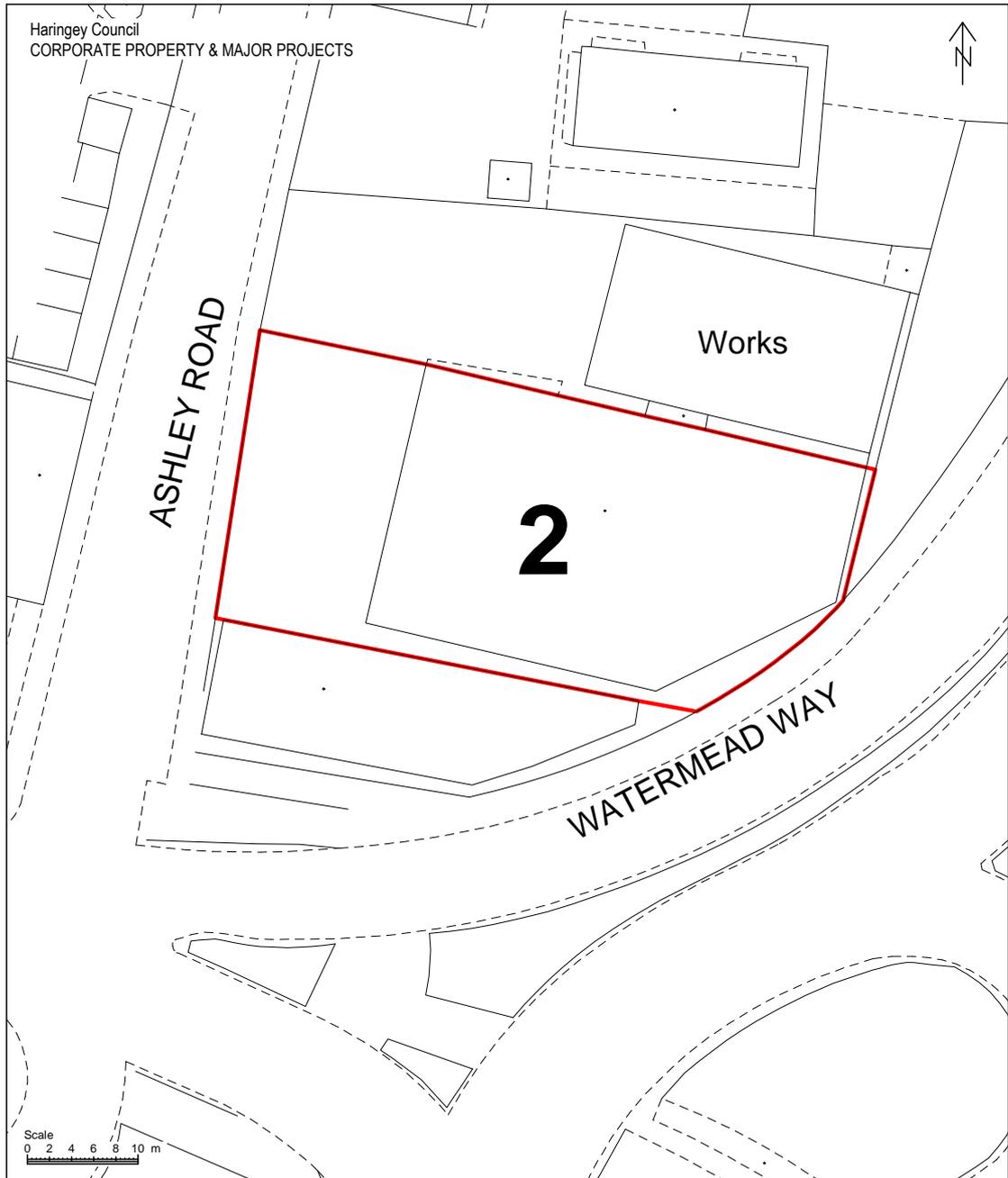
Site Area : 3816 m2

Scale 1:500

Overlay : Regen JAD

Plan produced by Janice Dabinett on 20/06/2016

Drawing No. BVES A4 2834 revision 2



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Site 4 Ashley Road
Tottenham
LONDON
N17 9LJ

Red verging - Extent of site

Deed document no. :

LR title no. : EGL296632

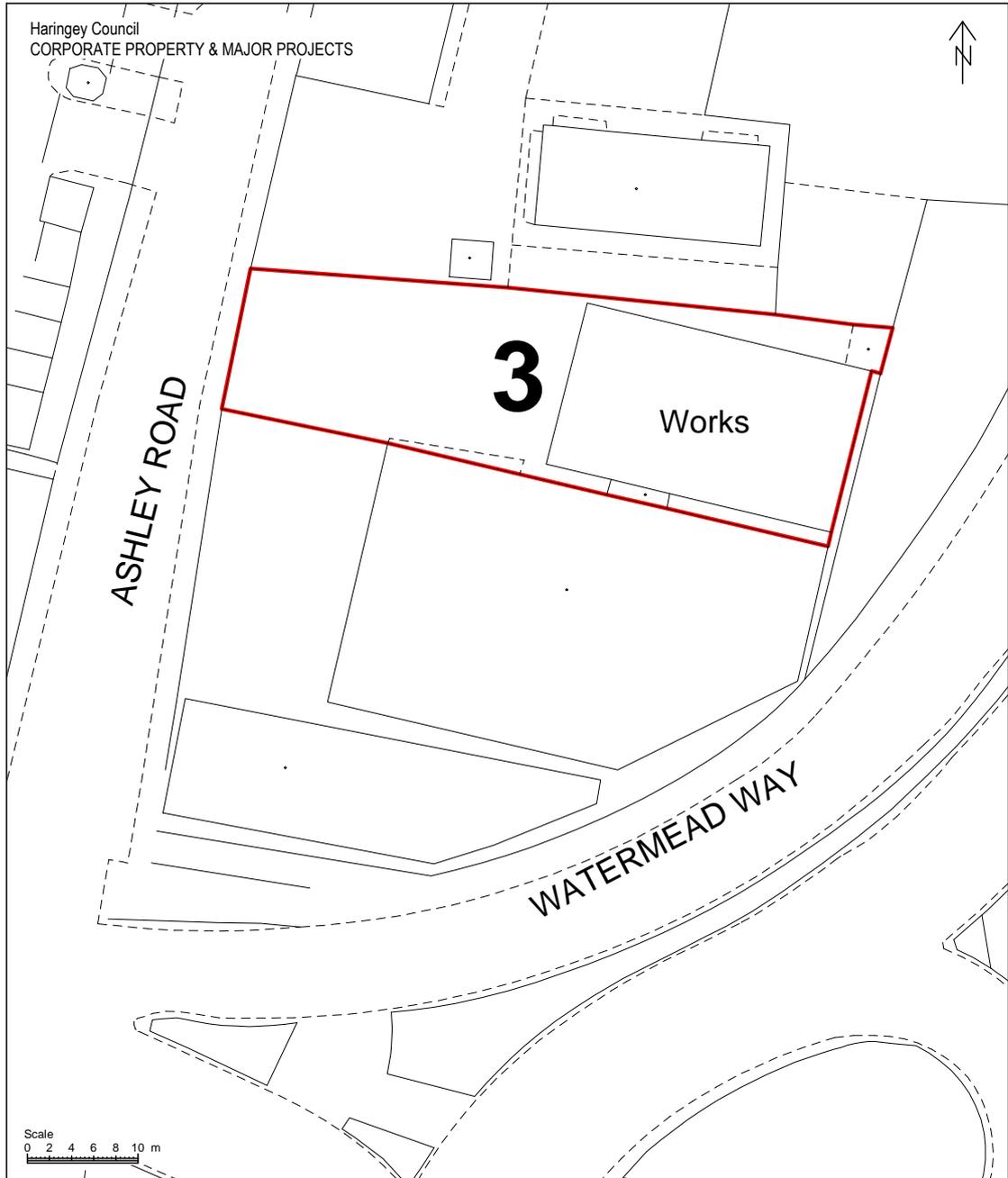
Site Area : 1382 m2

Scale 1:500

Overlay : Regen - JAD

Plan produced by Janice Dabinett on 09/06/2016

Drawing No. BVES A4 2834a



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Site 5 Ashley Road
Tottenham
LONDON
N17 9LJ

Red verging - Extent of site

Deed document no. : 2756, 1590, 1589, 2063

LR title no. : MX231243, NGL102598, MX71279, MX246959

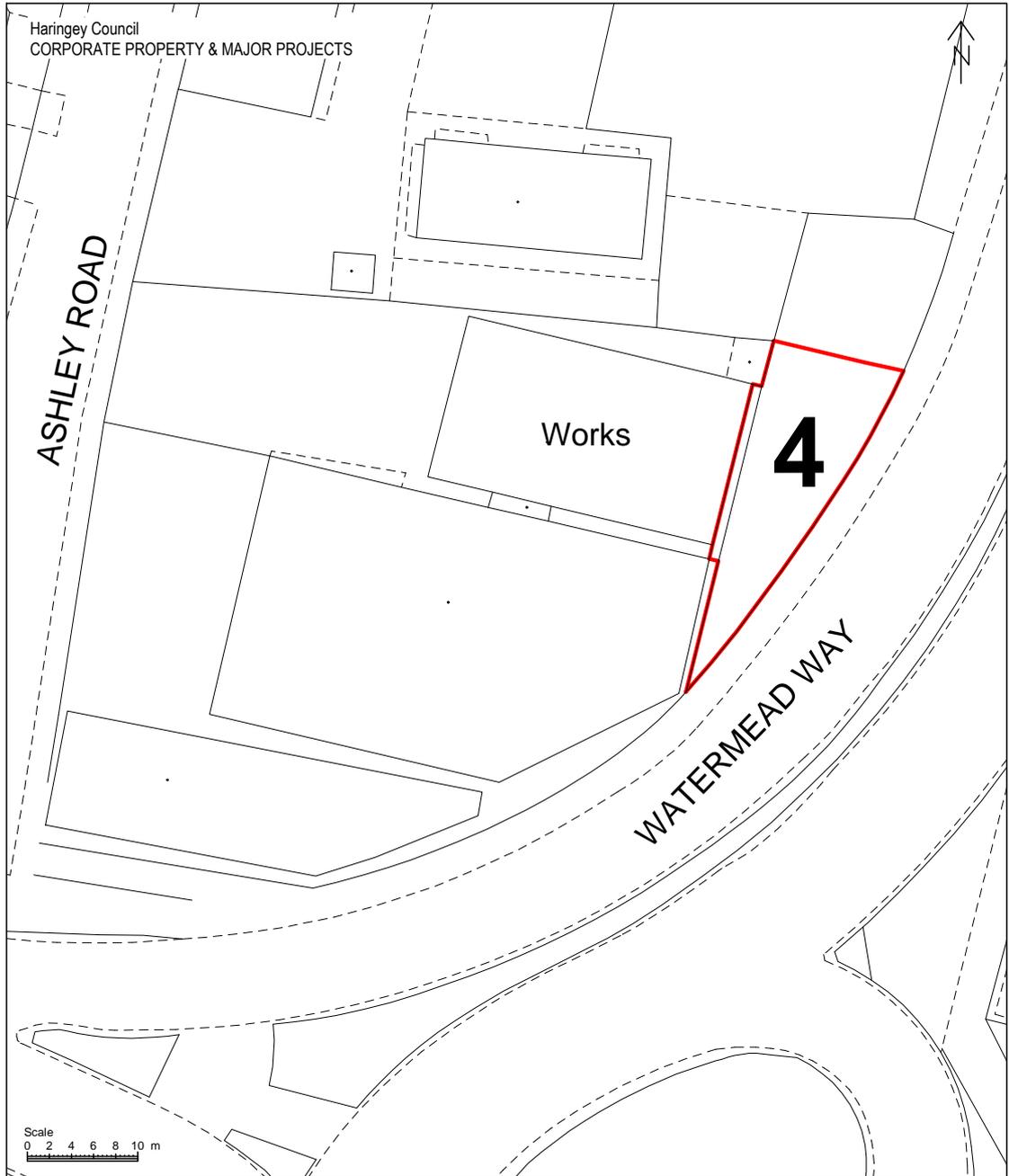
Site Area : 958 m2

Overlay : Regen - JAD

Scale 1:500

Plan produced by Janice Dabinett on 09/06/2016

Drawing No. BVES A4 2834b



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Land rear of Sites 4 & 5 Ashley Road
Tottenham
LONDON
N17 9LJ

Red verging - Extent of site

Deed document no. : Former highway : Brograve Road, 1590

LR title no. : Unregistered, NGL102598

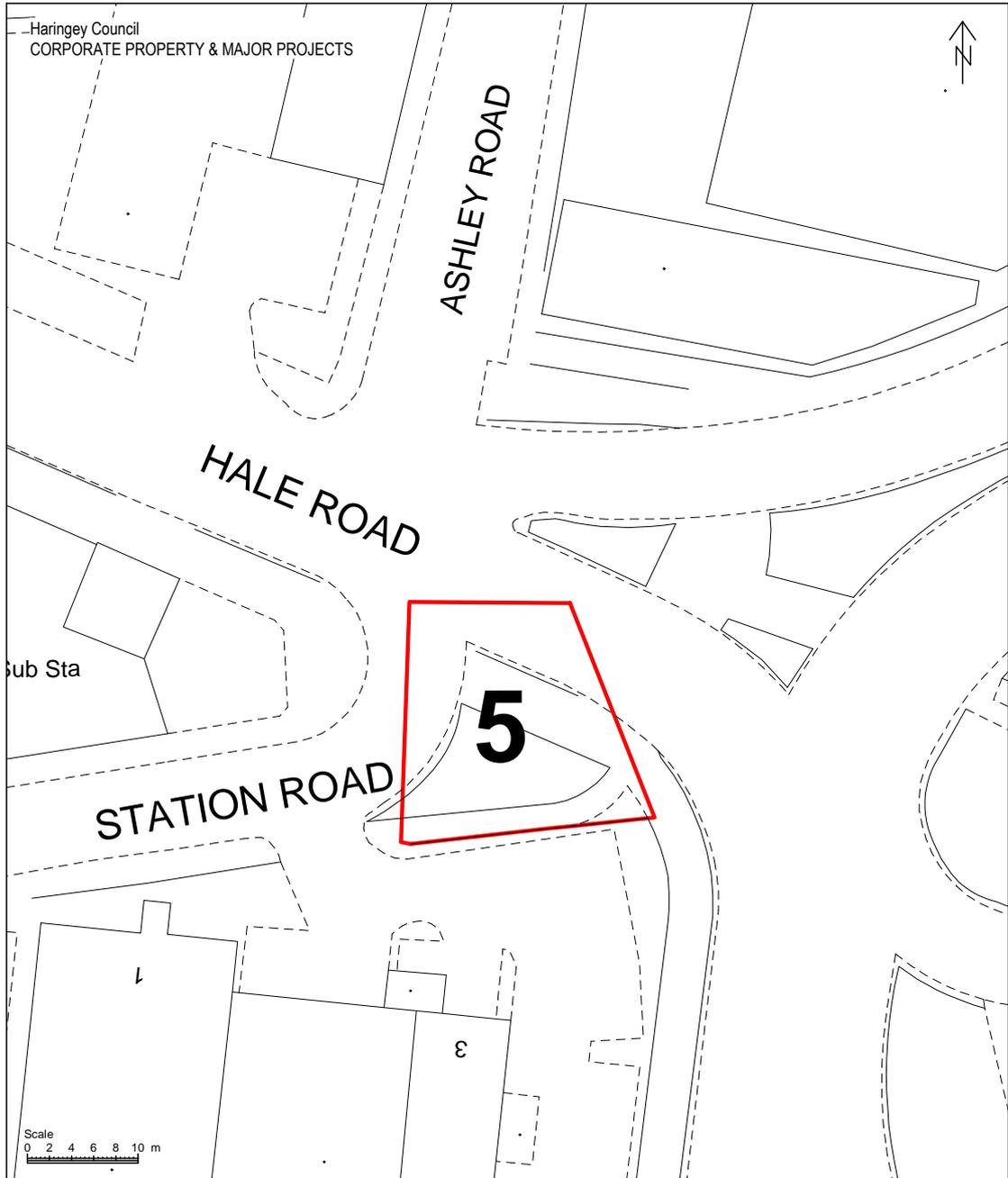
Site Area : 241 m2

Scale 1:500

Overlay : Regen JAD

Plan produced by Janice Dabinett on 10/06/2016

Drawing No. BVES A4 2834c



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Land at SE side of junc. Station Road & Hale Road
Tottenham
LONDON
N17

Red verging - Extent of site

Deed document no. : Adopted highway, 6311, 1964, 2150

LR title no. : Unregistered, AGL204988, MX282912, NGL149661

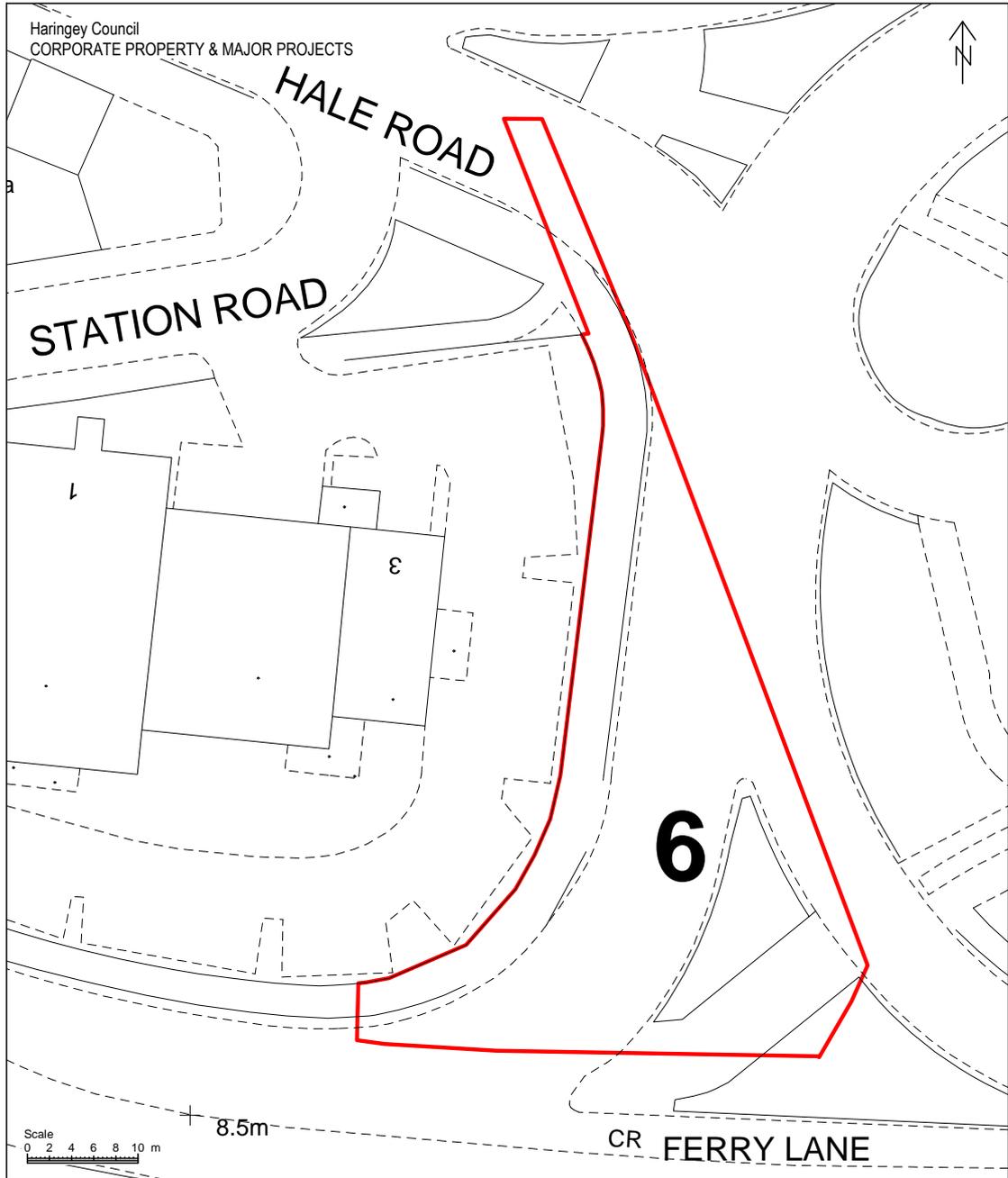
Site Area : 393 m2

Overlay : Regen JAD

Scale 1:500

Plan produced by Janice Dabinett on 17/06/2016

Drawing No. BVES A4 2834d Revision 1



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Tottenham Hale Bus Station - Bus Stand lands
Tottenham
LONDON
N17

Red verging - Extent of site

Deed document no. : Watermead Way acquisition, Adopted highway, 2150, 2166
LR title no. : EGL334111, EGL295699, Unregistered, NGL149661, NGL147422

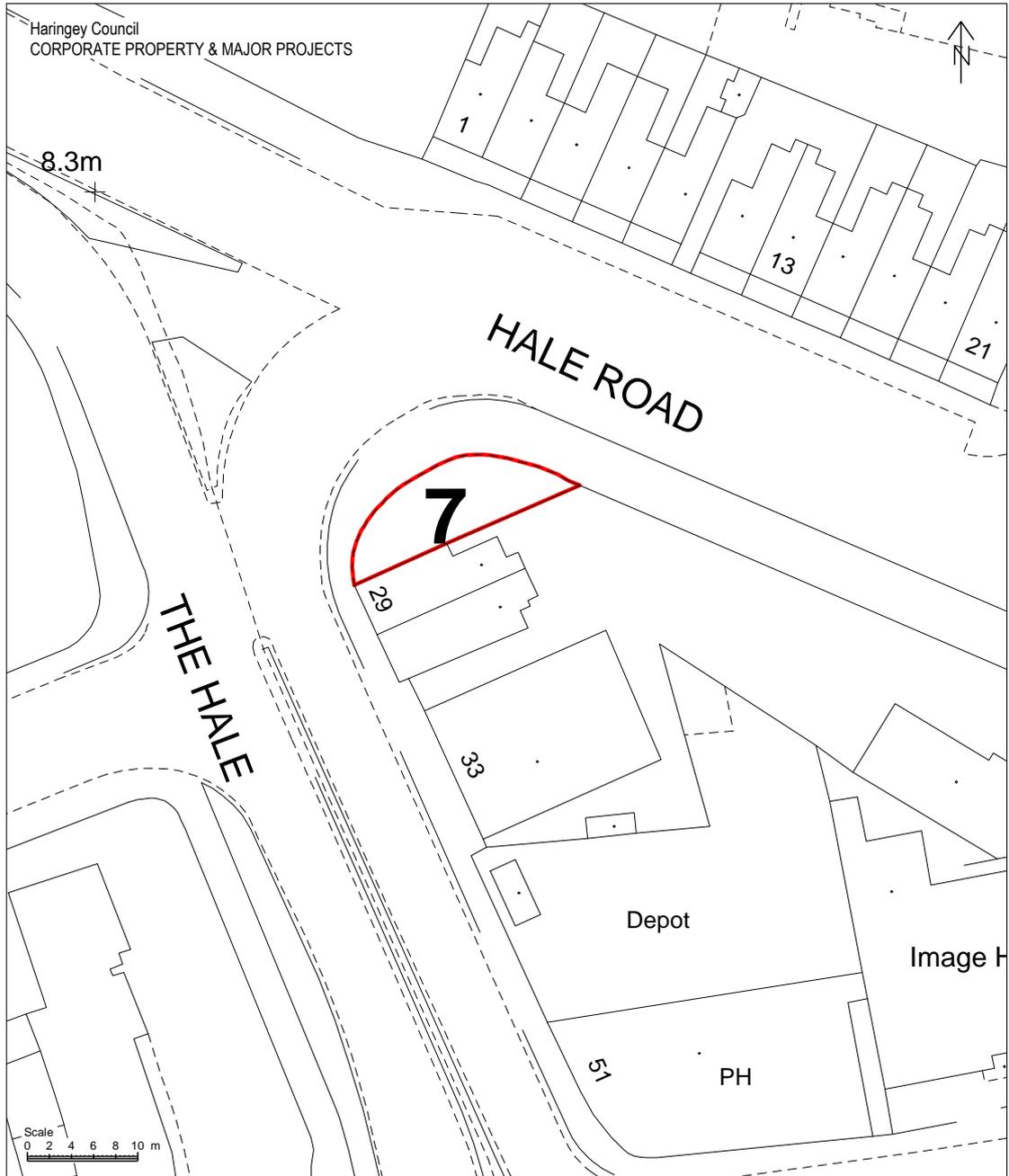
Site Area : 2834 m2

Overlay : RegenJAD

Scale 1:500

Plan produced by Janice Dabinett on 17/06/2016

Drawing No. BVES A4 2834e Revision 1



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Land on S side junc. Hale Road & The Hale
Tottenham
LONDON
N17

Red verging - Extent of site

Deed document no. : 6251,

LR title no. : EGL242318, MX365018

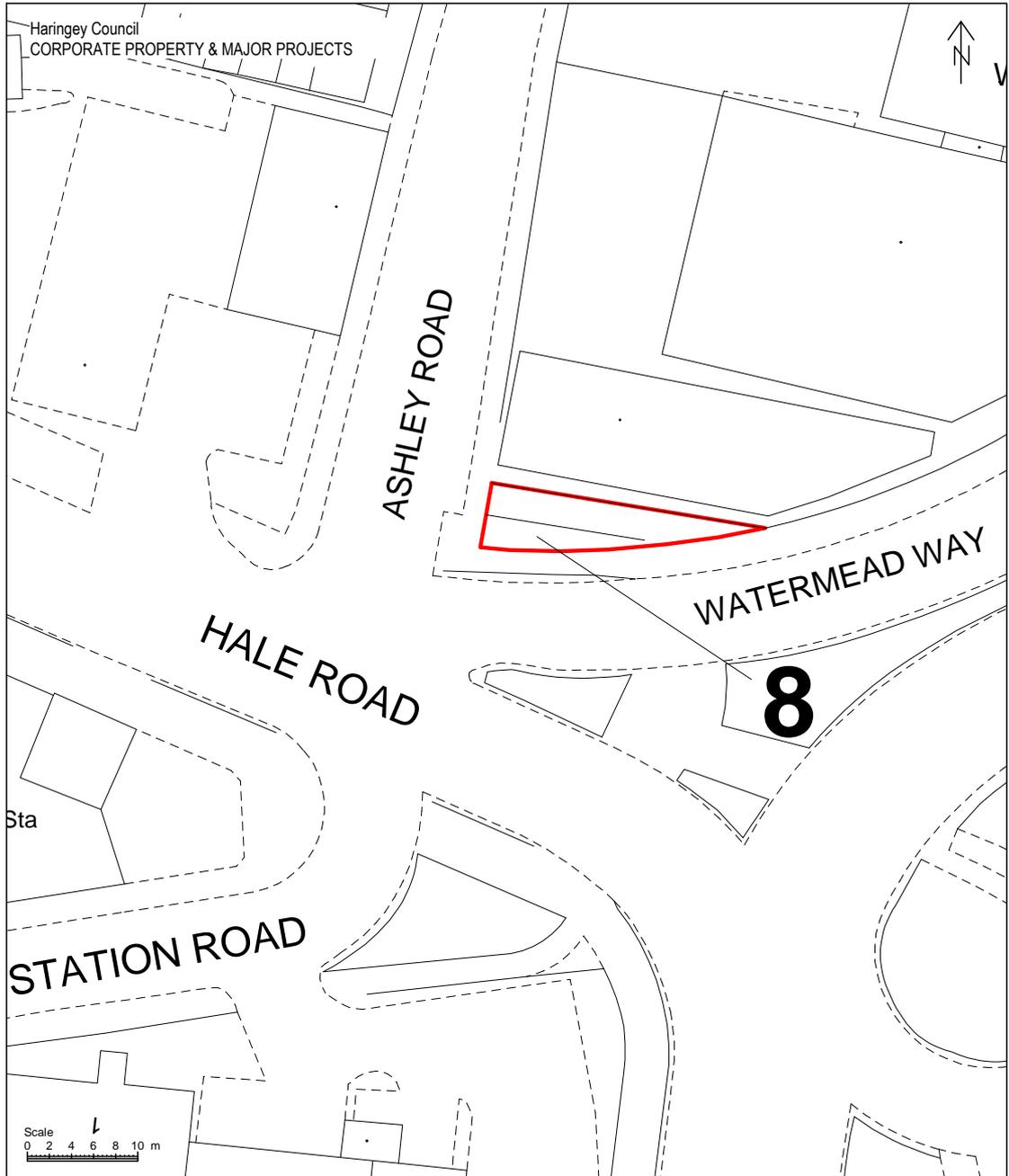
Site Area : 111 m2

Scale 1:500

Overlay : Regen JAD

Plan produced by Janice Dabinett on 10/06/2016

Drawing No. BVES A4 2834f



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Land fronting Watermead Way (E of Ashley Road)
Tottenham
LONDON
N17

Red verging - Extent of site

Deed document no. : 16azu, 16ajh, 2166, 2150

LR title no. : MX479126, MX224806, NGL147422, NGL149661

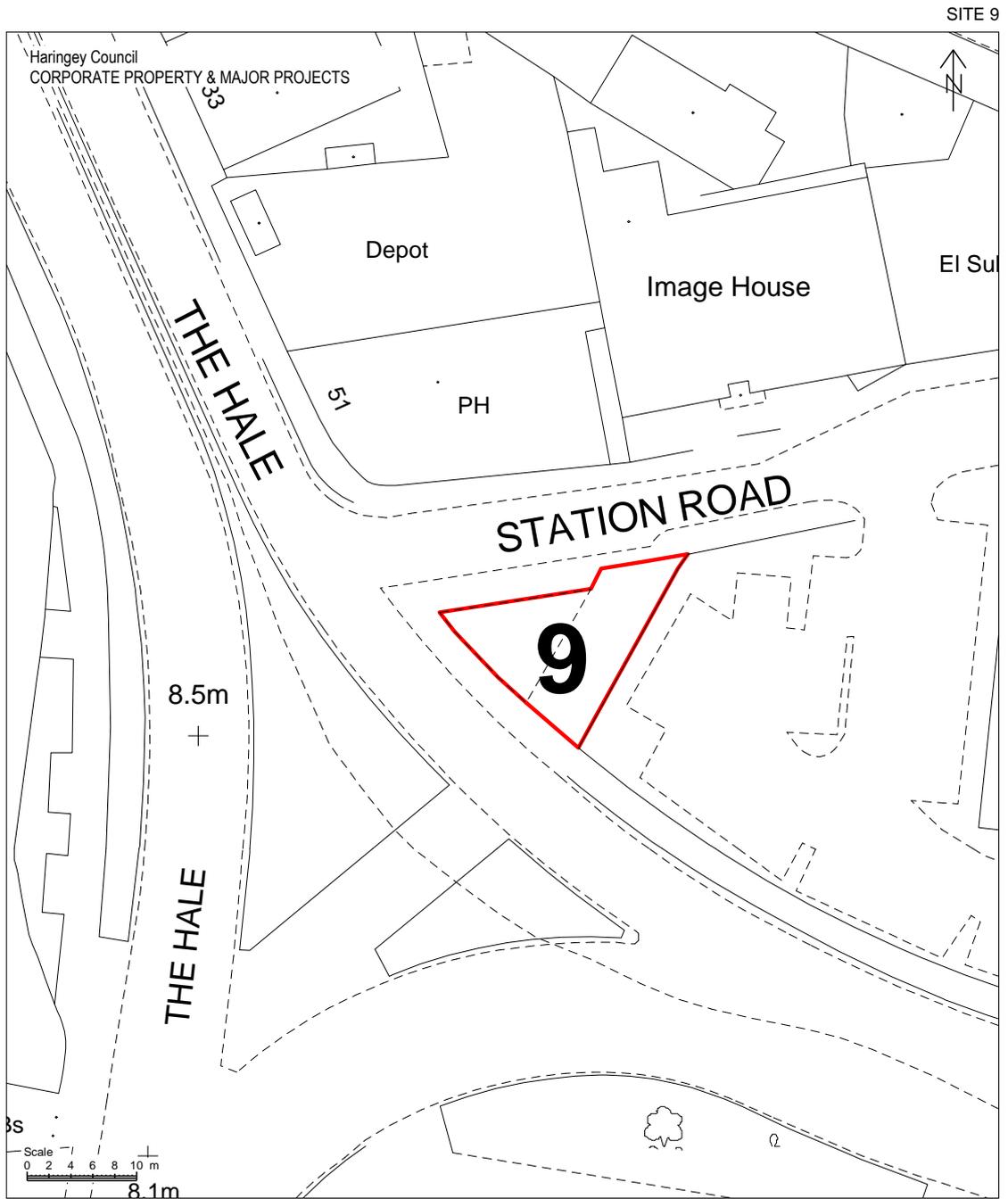
Site Area : 92 m2

Scale 1:500

Overlay : Regen JAD

Plan produced by Janice Dabinett on 10/06/2016

Drawing No. BVES A4 2834g



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Land on SE side of junc. of Station Road & The Hale
 Tottenham
 LONDON
 N17

Red verging - Extent of site

Deed document no. : 6333b, land in highway

LR title no. : EGL315887, Unregistered

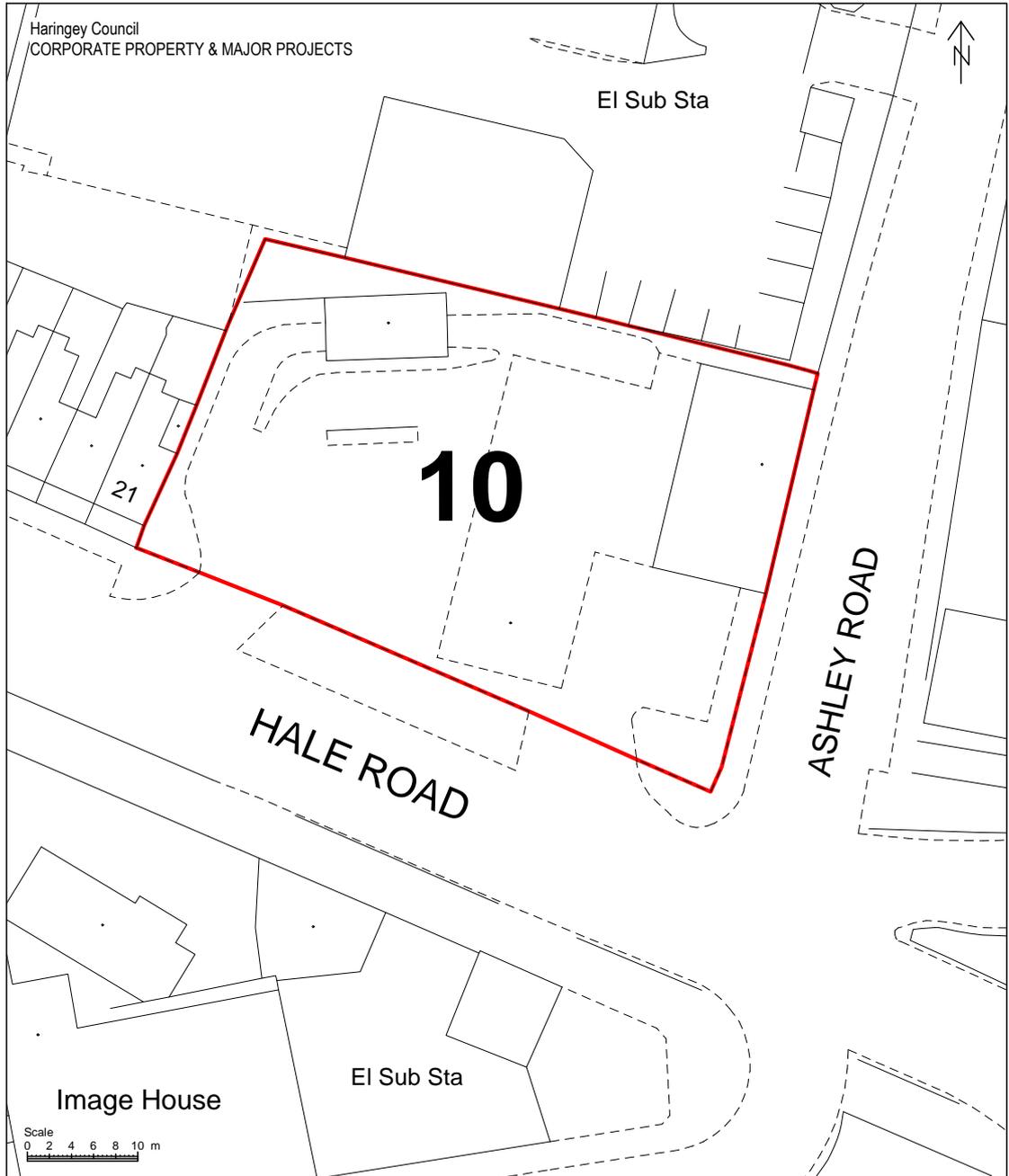
Site Area : 173 m2

Scale 1:500

Overlay : Regen JAD

Plan produced by Janice Dabinett on 10/06/2016

Drawing No. BVES A4 2834h



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BP Garage site
Hale Road
Tottenham
LONDON
N17 9LB

Red verging - Extent of site

Deed document no. :

LR title no. : EGL153480

Site Area : 1877 m2

Scale 1:500

Overlay : Regen JAD

Plan produced by Janice Dabinett on 10/06/2016

Drawing No. BVES A4 2834k