



Agenda item:

**[No 1]****Cabinet****On 21 July 2009**

Report Title: **'TRANSFORMING TOTTENHAM HALE' – PROGRESS AND NEXT STEPS**

Report authorised by **Niall Bolger, Director of Urban Environment**

Contact Officer : Ismail Mohammed/Terry Knibbs

Wards(s) affected: **All Tottenham Wards**

Report for: **Key Decision**

**1. Purpose of the report**

- 1.1 To update Cabinet on progress in implementing the 'Transforming Tottenham Hale' Urban Centre Masterplan.
- 1.2 To summarise the conclusions of a development study of the Greater Ashley Road area, recommend approval to development principles that will guide the preparation of detailed development and improvement proposals and approve community consultation on those principles.
- 1.3 To approve entering into agreements with the Homes and Communities Agency, Transport for London and the London Development Agency to change the Tottenham Hale Gyratory system to two-way traffic flow with a new bus interchange at Tottenham Hale Station. New funding arrangements are proposed and these agreements will cover the Council contributing to funding the works (using resources approved in March 2009 plus newly-identified resources) linking with funding from Transport for London, Homes and Communities Agency and the London Development Agency. The agreements will also deal with the required transfer of specific areas of Council land to Transport for London as part of the scheme with those areas first needing to be appropriated to highway purposes.
- 1.4 To approve in principle the concept of developing a s106 'development tariff' policy for new homes and commercial floorspace in the Tottenham Hale/Gyratory area to support the new funding proposal for the Gyratory and other infrastructure projects in the area and to report back to Cabinet with detailed proposals for approval. The

details of this tariff policy will be drawn up in consultation with the GLA and the Homes and Communities Agency and will need to be subject to a statutory public consultation process.

**2. Introduction by the Leader (with responsibility for major sites)**

2.1 Tottenham Hale is an important area both locally and strategically. Although the current economic downturn has slowed progress in building new homes, new development is continuing at, for example, Hale Village, with welcome support from the Homes and Communities Agency.

2.2 On top of the £6.9m. Growth Fund investment (2009-11) secured by the Council which is all to be spent in Tottenham, we have also secured Community Infrastructure Funding of £4m. as a contribution to changing the Tottenham Hale Gyratory to two-way flow – the only project in London to receive Community Infrastructure Funding. Building on this success, we are also proposing a new innovative funding mechanism to support this and other infrastructure projects that are vital to ‘place-making’ in Tottenham.

2.3 The embryonic proposals for Greater Ashley Road mark the start of the next stage in the regeneration of Tottenham Hale. We propose to consult local groups in the Autumn on the initial ideas for this area to inform the drafting of a detailed Delivery Plan. Inevitably, extra public sector funding will be required to provide the essential social infrastructure needed for a sustainable community. We will be fully exploring all opportunities to attract additional investment to Tottenham, including advantageous strategic alliances or partnerships with the public and private sector.

**3. Link with Council Plan Priorities and actions and /or other Strategies:**

3.1 The proposals for Tottenham Hale are fully consistent with the Council Plan, the Sustainable Community Plan and the Regeneration and Housing Strategies.

3.2 The Council adopted the Transforming Tottenham Hale Urban Centre Masterplan Supplementary Planning Document (SPD) in October 2006. That sets the framework for transforming this eastern area of the Borough through mixed-use development to create new jobs, provide high quality housing and improve the environment. The proposals in this report sit within this framework.

**4. Recommendations**

4.1 To note the development feasibility assessment for the Greater Ashley Road area of Tottenham undertaken by consultants commissioned by the London Development Agency and involving Design for London, Transport for London and the Council in identifying and selecting options.

- 4.2 To approve the Development Principles listed in para. 6.48 to guide the preparation of a Development and Infrastructure Delivery Plan for the Greater Ashley Road area to be transformed as part of Tottenham Hale Urban Centre.
- 4.3 To approve community consultation on those principles and the proposals within the consultant's study of the Tottenham Hale/Greater Ashley Road area to inform the drafting of the Development & Infrastructure Delivery Plan.
- 4.4 To approve the appropriation of three areas of Council-owned land indicated on Plan 3 from (variously) community, open space and housing use to public highway.
- 4.5 To note the new funding proposals for the Gyratory and other infrastructure projects in Tottenham Hale set out in para. 6.22.
- 4.6 To approve the commitment of £1m. as a further Council contribution to the Tottenham Hale Gyratory two-way flow works (in addition to existing approved contributions from the Growth Fund (£5m), Community Infrastructure Fund (£4m) and £3.5m provided for within the Hale Village s106 agreement dated 9 October 2007).
- 4.7 To instruct officers to develop a s106 'development tariff' policy for new homes and commercial floorspace in the Tottenham Hale/Gyratory area (as outlined in para. 6.24) to support the funding proposals for the Gyratory and other infrastructure projects in the Tottenham Hale area and to report back to Cabinet with detailed proposals for approval.
- 4.8 To authorise the Director of Urban Environment to negotiate and, in consultation with the Director of Corporate Resources, Head of Corporate Property Services, the Head of Legal Services and the Leader of the Council, agree the terms of funding/collaboration agreements with the Homes and Communities Agency, Transport for London and the London Development Agency for the works needed to change the current Tottenham Hale Gyratory system to two-way traffic flow (taking into account Recommendations 4.5-4.7). Those agreements will also provide for the Council to transfer at minimal value the areas of land in Rec. 4.4 above to Transport for London as one of the Council's contributions to the project supporting the regeneration of the area subject to appropriate authorities from Government and Valuation.
- 4.9 To authorise officers to initiate discussions with the Homes and Communities Agency and the London Development Agency on the principles and opportunities for collaboration and partnership to secure the long term regeneration of Tottenham Hale in general and the Greater Ashley Road area in particular.

**5. Reason for recommendations**

- 5.1 Cabinet approval is needed to take forward key projects within the Transforming Tottenham Hale programme and to seek community views on the embryonic development proposals for the Greater Ashley Road area.

## 6. Summary

6.1 Tottenham Hale is one of the borough's two strategic growth areas. The London Development Agency commissioned consultants last year to assess the development capacity and feasibility of major residential-led mixed use development in the Greater Ashley Road area. Their study shows how substantial growth could be achieved albeit much of that development, especially in the current property market, and linked infrastructure improvements will need some degree of public sector subsidy.

6.2 Cabinet is requested to note the study and approve a set of Development Principles which flow from it as the basis for refining the consultants' work following community and landowner consultations.

6.3 An important element of the regeneration programme is also to change the Tottenham Hale Gyratory system to two-way traffic flow. Three areas of Council-owned land are required to enable localised road widening or for adequate sight lines. These areas of land are in a variety of uses but need to be appropriated to public highway and transferred to Transport for London as the highway authority for these roads. The report recommends seeking to transfer this land at minimal value to support the regeneration of the area, subject to appropriate authorities being obtained. Consultation will be needed with the current occupiers/services using these areas of land.

6.4 The report sets out new funding arrangements for the Gyratory works and recommends an additional Council funding contribution of £1m linking with investment by Transport for London, Homes and Communities Agency and London Development Agency. It is also recommended to develop proposals for a s106 'development tariff' to support the new funding arrangements to be applied to appropriate future development in the Tottenham Hale area to support this and other infrastructure projects.

### **Background information**

6.5 'Transforming Tottenham Hale', adopted as a Supplementary Planning Document to the Unitary Development Plan in October 2006, set the vision for this eastern area of the borough – one of the borough's two strategic growth areas. The area, centred on Tottenham Hale Station & bus interchange, is designated as part of an Opportunity Area in the London Plan. Substantial growth is already committed in the area with the first phase of the Hale Village scheme under construction.

6.6 The following projects form part of the whole Transforming Tottenham Hale programme:

- New development:
  - *Hale Village (former GLS Depot site)*
  - *Hale Wharf*
  - *Greater Ashley Road area*
  - *Tottenham Hale Retail and Business Estates*
  - *Tottenham Green Cultural Quarter*
  - *Seven Sisters Development Area*

- Infrastructure & transport improvements:
  - *Tottenham Hale Gyratory – change to two-way flow*
  - *Tottenham Hale Station & Bus Interchange*
  - *Increasing rail track capacity ('4-tracking')*
  - *Marsh Lane recycling & re-use centre*
  - *Green Link – pedestrian/cycle link from High Road to Lee Valley Regional Park*
  - *Increasing primary school capacity*
  - *Enhancing open space*
  - *Renewing community facilities*

### **Current Position**

#### *Hale Village*

- 6.7 The first phase of development is underway with the student accommodation (linked with the University of Arts) to be occupied for the start of the new academic year in September. This is supported by a Combined Heat & Power plant that will serve the whole development.
- 6.8 The difficult property market conditions have created the need to adjust the mix of development. The developer (Lee Valley Estates) is now starting the second phase of development with 212 new affordable homes plus retail and commercial space (including the headquarters office of Newlon Housing Association) generating new jobs on the site. This major scheme will eventually comprise over 1,000 new homes plus a hotel, student accommodation, offices, retail space, a primary school and health centre. The scheme changes require a re-negotiation of some terms in the s106 agreement and this has started with the aim of reporting to Planning Committee in the Autumn to seek authority to appropriate variations. It will be important to ensure that any variations to the s106 do not substantially impact on the community undertakings that have been given and will need to be rationally justified in planning terms. The current economic downturn though does pose a significant risk in that the Council's receipt of all the funding provided for in the s106 agreement is not assured.
- 6.9 The design of the CHP building on the western edge of the site, being built as part of Phase 1, facilitates the future construction (separate from the Hale Village scheme) of a very important pedestrian/cycle bridge link across the rail lines as part of the new 'Green Link' from High Road to Lee Valley Regional Park.
- 6.10 Land is allocated in the scheme for both a new primary school and a primary healthcare centre. NHS Haringey are in preliminary discussions with the developer on healthcare facilities for the area. The site allocated for the school presents some design challenges but it is important for this new community to be served by a school that will also help integration with the wider community.
- #### *Hale Wharf*
- 6.11 British Waterways and Lee Valley Estates owns this land to the north of Ferry Lane with the potential to accommodate approx. 400 homes with waterside leisure/café uses. The current property market has delayed bringing forward detailed proposals but it is hoped a planning application might be submitted in 2010.

*Greater Ashley Road*

- 6.12 To assess the feasibility of the next major phase of growth at Tottenham Hale, the LDA commissioned consultants in June 2008 to demonstrate if, and how, the growth targets for the Greater Ashley Road area might be achieved. Plan 1 shows the boundary of the study area.
- 6.13 The consultants' work combines both an urban design study of the area and the potential design of new developments with an assessment of the economic viability (and implications) of residential, commercial and community infrastructure development. They suggest an overall masterplan showing the disposition of the various uses achieving 1,600 new homes, new employment floorspace (though redeveloping most of the existing floorspace) and no net loss of open space (though developing on part of Down Lane Park but re-providing the same area of open space by extending it to the north). This open space 'land swap' option is seen as offering the greatest potential over time for major growth allowing as it does higher density development closer to the Station/bus interchange where public transport accessibility is greatest. A fundamental principle though must be that there is no net loss of open space area.
- 6.14 It is almost certain that there will be an overall reduction in the amount of employment floorspace in the area as market analysis suggests that an aim of re-providing the same employment space as part of an overall mixed use redevelopment programme will not be viable due to limited demand and the economics of re-provision. The masterplan therefore needs to be flexible to adjust to market conditions over the likely 10 year development timeframe.
- 6.15 The Council owns 55% of the land in this area but, to secure the scale of development required, it is essential that the Council works closely with other landowners (private and public sector) & public sector agencies to promote a comprehensive and co-ordinated programme. In this regard the consultants recommend a formal partnership approach between public sector agencies to co-ordinate funding and to secure a private sector development partner to take forward the whole programme in an integrated way.
- 6.16 The Welbourne Centre is the subject of a separate report on this Cabinet Agenda. Subject to the Cabinet's consideration of the issues in that report, there could be significant benefit in linking the potential future redevelopment proposals for the Welbourne Centre site to the redevelopment proposals for the wider Greater Ashley Road area. This would create the possibility of offering alternative better quality space nearby for the current community group to facilitate continuity of use. If Cabinet's decision on the separate report on this Agenda relating to the Welbourne Centre is to defer marketing the site, then it is suggested that this site be included as part of the proposals for Greater Ashley Road in drafting the recommended Delivery Plan following public consultation in the Autumn.
- 6.17 This report recommends key Development Principles on which there should be public consultation and which, as may be amended following that consultation, should guide the preparation of a detailed Development and Infrastructure Improvement Delivery Plan to be presented to a future Cabinet meeting.

*Tottenham Green Cultural Quarter*

- 6.18 Work has just started with external partners (LDA, Design for London, CoNEL, Newlon Housing Assn.) and Council service providers to promote co-ordinated development and improvement in this area centred on Tottenham Town Hall, Bernie Grant Centre, Tottenham Green Leisure Centre and the College of North East London. The aim is to sustain this as a vibrant cultural, educational and leisure area with an enhanced, high quality environment. New residential development at the rear of the Town Hall has been granted planning consent with the Town Hall itself to be refurbished for business and community uses. The proposals for two-way flow on the Gyratory offer the opportunity for semi-pedestrianisation of Town Hall Approach Road. The Council

*Seven Sisters Development Area*

- 6.19 The decision to grant planning permission for the residential and retail redevelopment at Ward's Corner has been subject to judicial review. The outcome of last month's judicial hearing is expected soon. This outcome is obviously crucial to progressing this first phase of new development in this area.

***Changing the Tottenham Hale Gyratory to Two-way Traffic Flow***

- 6.20 Changing the gyratory to two-way traffic flow is a vital part of changing the perception of Tottenham Hale, improving accessibility within the area and reinforcing its development potential. However, it has been necessary to review the sources of funding for the project – with identified cost savings, the scheme is now estimated to cost approximately £37m.
- 6.21 Subject to detailed approvals by each organisation, four funding partners are proposed – Transport for London, Homes and Communities Agency, the Council and, now, the London Development Agency.
- 6.22 Cabinet approved in April 2009 the allocation of Growth Fund and Community Infrastructure Fund investment (£9m.) to this scheme. Together with £3.5m. funding provided for as part of the Hale Village s106 agreement (dated 9 October 2007), the Council now also needs to invest an additional £1m. to link with funding from the London Development Agency and Transport for London to ensure continued progress. The funding share of each of the partners is proposed as follows:
- Transport for London (£18.5m. plus approx. £2m. from future Local Implementation Plan funding allocations to the borough)
  - Homes and Communities Agency (£9m. – Growth Fund and Community Infrastructure Fund passed via the Council)
  - Council (£4.5m. – £3.5m. Hale Village s106 plus £1m. of newly-identified capital funding)
  - London Development Agency (£3m.)
- 6.23 It must be stated that, due to the current economic downturn, there is a significant risk that not all of the funding stipulated within the Hale Village s106 agreement will be received by the Council. Measures to mitigate that risk need to be put in place (and the funding requirements are a charge on the land). However, the Council will need to enter into a funding agreement with the other partners for the Gyratory works to commit the Council's share of the required resources (as set out in para. 6.22 above) before the Council has received the funding from the Hale Village scheme. If there is

a shortfall on received funding from the Hale Village s106 then the Council will firstly need to prioritise the spend of the funding that is ultimately received and, recognising that (the Council's Gyratory funding should not be required until 2012, identify an alternative funding source to cover any remaining shortfall.

- 6.24 It is also recommended that a new funding mechanism be explored that could contribute to the costs allocated to Transport for London via a s106 'development tariff' on new homes and commercial floorspace granted planning permission in the future and likely to benefit from the improved accessibility which the Gyratory works are designed to provide. This concept has been used elsewhere as a means of contributing to the provision of new or improved infrastructure, especially transport, where that development can reasonably be expected to be facilitated by, or benefit from, that improved infrastructure. The funding raised can be used to repay 'upfront' public sector investment. This 'tariff' could also be a mechanism to help fund other vital infrastructure projects required in Tottenham Hale as a result of the planned growth. However, it will be important in setting any tariff to take into account economic viability issues. A detailed proposal will be drawn up in consultation with the GLA, LDA, TfL and HCA and reported to a future meeting of Cabinet for approval. This is likely to be most appropriately taken forward as part of the Local Development Framework process and will be subject to detailed public consultation.
- 6.25 Subject to approval to this funding package and TfL giving detailed approval to the scheme, highway works are planned to start in Autumn 2012 with advance utility works starting in Summer 2010.
- 6.26 Work is continuing to examine the detail of the design and the traffic modelling to maximise the regeneration and transport benefits. Part of that work has highlighted the need to allow general vehicle access to Broad Lane. Initial design work proposed a bus gate with 'access only' provision for general traffic. Although the revised design will not reduce traffic flows on Broad Lane as much as originally planned, TfL considers the amendment may permit the closure to general traffic of Town Hall Approach Road with consequential environmental and regeneration benefits for the Town Hall area. Funding this element of the scheme will be targeted through the annual Local Implementation Plan process – annual transport investment funds received by the Council from Transport for London.
- 6.27 To cement the new funding proposals, funding/collaboration agreements will be negotiated and agreed with the Homes and Communities Agency, Transport for London and the London Development Agency.
- 6.28 The two-way flow proposals require localised road and footway widening to ensure safety and optimise traffic movement. Three areas of Council land are affected (shown for illustrative purposes only on Plan 3):
- a) An area of approx. 295sqm. (63m. long and up to 6m. wide) (Area 1 on Plan 3) along the Monument Way frontage of the Welbourne Centre site, owned freehold by the Council (held by the Corporate Resources Directorate) and occupied by the Caribbean Senior Citizens Association (CSCA). The Welbourne Centre and the CSCA is the subject of a separate report on this Cabinet Agenda.
  - b) An area of approx. 105sqm. (50m. long and up to 2.9m. wide) on the northern



side of Hale Road (Area 2 on Plan 3) immediately east of the junction with Park View Road (part of Down Lane Park) owned freehold by the Council and held by the Urban Environment Directorate.

- c) An area of approx. 92sqm. (40m. long and up to 3.2m. wide) on the western side of Hale Road (Area 3 on Plan 3) that immediately fronts the Council's general housing needs block of flats at 165-195 Hale Road, owned freehold by the Council and held by the Urban Environment Directorate.

- 6.29 Where the Council is landowner the procedure can be initiated and approved by the Council under Highways Act powers.
- 6.30 The terms of disposal of Council land to Transport for London will need to be negotiated on a plot by plot basis, depending on whether or not the land is occupied and the effect on the Council's retained land. Recognising the scheme's importance in supporting the regeneration of the area, the aim is to transfer this land to TfL at minimal value subject to appropriate authorisations from Government and Valuation. Any disturbance costs to occupiers will need to be funded from the scheme's budget. The protocol for the transfer and disposal of land and consultation with Service Departments and occupiers affected by the scheme will need to be agreed in detail with the Head of Corporate Property Services.
- 6.31 Further consultation will be undertaken as necessary.
- 6.32 The land take of the road scheme has been significantly reduced following discussions with TfL and the potential for further reductions will be kept under review at the detailed design stage.
- Tottenham Hale Station, bus interchange and increasing rail track capacity*
- 6.33 The two-way flow gyratory scheme includes a new bus interchange with Tottenham Hale Station and, subject to the continuing work on funding, is programmed to be provided in 2014.
- 6.34 The aim of seeing a rebuilt Tottenham Hale Station needs to follow as a separate phase with the exact timing and feasibility of providing this requiring further assessment, which is currently being considered by partners.
- 6.35 The Department for Transport (DfT) has asked Network Rail to investigate options for enhancing capacity on the West Anglia main line between Liverpool Street, Stansted and Cambridge. In addition to the already approved capacity on the line arising from more carriages providing longer trains, DfT is considering additional track capacity. An interim progress report was issued by the DfT in March 2009 proposing an option for '4 tracking' from south of Tottenham Hale station to Tottenham Hale station with a third track as far as Northumberland Park. Other infrastructure investment is also proposed on the line to the north of Haringey. TfL Rail has also looked at options for enhancing capacity and is working with DfT/Network Rail to consider other 4 tracking options to maximise benefits for stations in the Upper Lea Valley with the aim of having 4 trains per hour at suburban stations. This work is likely to be progressed over the next year with a view to developing detailed proposals for the next investment period between 2014 and 2019.

*Marsh Lane recycling & re-use centre*

6.36 Detailed plans are approaching an advanced stage for a state of the art recycling centre on land acquired at Marsh Lane with December 2009 as the target date for submitting a planning application. Subject to planning consent and satisfactory construction cost tenders, the new Centre is planned to open in Autumn 2012.

6.37 When the new centre opens, the Council's two existing centres at Ashley Road and Western Road can be closed. The redevelopment proposals for both of those sites will then form key elements of the Greater Ashley Road and Haringey Heartlands regeneration programmes.

*Green Link – creating a pedestrian/cyclist link from High Road to Lee Valley Regional Park*

6.38 Creating a new east-west pedestrian/cyclist link from High Road to the Lee Valley Regional Park is a further component in improving the quality of life for local people by transforming movement within the area. With the aim of creating a very straight, attractive and safe route, the Link will use the existing part-pedestrianised route of Chesnut Road and extend across the southern part of Down Lane Park, through existing industrial sites (when redeveloped) to then cross Watermead Way and the rail lines via a bridge connecting to the CHP building now being built in the Hale Village scheme. A link to the existing towpath will then provide a route into the Regional Park. The Link will also connect into the eventual new development at Hale Wharf.

6.39 The Local Implementation Plan in 2009/10 is funding design work for improvements to another important west-east pedestrian route from Tottenham Leisure Centre along Tynemouth Road to Ferry Lane/Lee Valley Regional Park. Funding to implement the designed improvements is then to be bid for in the Local Implementation Plan for 2010/11 and beyond.

*Increasing primary school capacity*

6.40 Total potential development in Tottenham Hale could see the population increase by over 10,000 people. There is some scope to increase nursery and primary school capacity by expanding the intake of existing schools but it is projected that a new 2 form entry primary school will be needed by 2014. As stated in para. 6.10 above, land has been allocated for a primary school in Hale Village. Under the s106 agreement, the Council needs to confirm to the landowner by February 2013 its intention to build a school here.

6.41 The Director of Children and Young People advises that a funding plan for the provision of the new school is being developed for inclusion in the Children and Young People's Service capital programme from 2010-2014. There are significant other pressures within that programme in addition to considerable uncertainty on the future level of government resources to be offered to support the Council's Primary Strategy for Change after March 2011. The requirement to provide sufficient new places will necessarily come from a first call on future allocations from the Primary Capital Programme and basic need funding allocated by government to support provision for increasing school rolls. As a result, the options for investment in the modernisation of the existing school estate as originally planned in the Primary Strategy for Change are

likely to be reduced or delayed.

*Enhancing open space and renewing community facilities*

- 6.42 Down Lane Park is an important area of open space. Meetings are taking place with the Friends of the Park to prepare phased improvement proposals. The Friends' first priority is to create a new young children's play area in a more central part of the Park and officers in Recreation Services have commissioned work to prepare initial designs for consultation over the Summer.
- 6.43 The proposals for the Greater Ashley Road area include extending the area of the Park onto part of the Ashley Road depot site when that is demolished in 2012/13. That extension will also provide the opportunity to provide new and improved community space that might offer relocation space for existing users in the southern part of the Park. This is because the Greater Ashley Road proposals also include the idea of promoting development in that southern area to maximise the advantages of proximity to the Station and bus interchange.
- 6.44 While these proposals clearly could be controversial, it is emphasised that one of the recommended development principles is for there to be no overall net loss of publicly-accessible open space. This approach also provides the opportunity to provide a well-designed new community building that better meets the needs of community groups compared with the existing low quality buildings, including potentially the Welbourne Centre.

**Greater Ashley Road Development Principles**

- 6.45 Paras. 6.12-6.17 have summarised the work undertaken to date to identify the development potential of the Greater Ashley Road area.
- 6.46 The Tottenham Hale Urban Centre Masterplan SPD, together with the Unitary Development Plan and the London Plan, provides the policy context for the regeneration of the Gtr. Ashley Road area. Although the current boundary of the area extends outside the SPD area boundary, the development proposals are consistent with the overall UDP and London Plan policy framework. Plan 1 shows the boundary of the Gtr. Ashley Road area.
- 6.47 It is proposed that the detailed proposals for Greater Ashley Road will be integrated into the Council's Local Development Framework by incorporating them in the Sites Allocation Document, work on which will start at the end of this year aiming for statutory adoption in Sept. 2011. Public consultation on that Document is planned to start in Spring 2010.
- 6.48 The following **development principles** will sit within the established planning policy framework for the area:
1. *The aim is to create at Tottenham Hale and Greater Ashley Road a high quality & unique 'place' in North London combining excellent accessibility with park-side living, high quality private and affordable homes, new jobs and transformed community infrastructure.*

2. *To meet strategic growth targets, the Greater Ashley Road area including land around Tottenham Hale Station should accommodate mixed use residential and commercial development aiming to secure:*
  - *up to 1,600 new homes*
  - *up to 30,000sqm. of office, industrial and retail floorspace*
  - *new/replacement community facilities, and*
  - *improved open space**served by new & improved public transport facilities and improved pedestrian/cyclist links to the wider area.*
3. *Promoting new development will be undertaken via a comprehensive, integrated & phased programme ensuring that, where appropriate, development value is recycled to support the provision of less commercially viable land uses and infrastructure.*
4. *New development must meet high design quality and sustainability standards and should maximise the advantage of the area's excellent public transport accessibility with the highest possible development densities and landmark buildings.*
5. *Many existing business occupiers will need to relocate to allow new development but the phased development programme will aim to give the opportunity for as many as possible to move to new/improved premises in the area.*
6. *The Council recognises the important role of the community groups occupying buildings in the area, some of which are in poor condition, and the development proposals will, as appropriate, aim to offer those groups new and improved premises.*
7. *While new development on some existing open space will be part of the proposals, that open space will be re-provided in the area ensuring there is no net loss of publicly-accessible open space; (Note: Plan 2 shows the development feasibility study suggestion of new homes on the southern part of Down Lane Park and replacing the open space on part of the Ashley Road Depot site following its relocation to Marsh Lane).*
8. *The Council will work in partnership with private sector landowners in promoting new development but, if necessary, is willing to use its powers of compulsory purchase to secure the appropriate high quality, integrated development that is required in this strategically important area.*
9. *To ensure new development meets both local and strategic needs, the Council will work closely with other public sector agencies to secure appropriate public sector investment to promote sustainable development and leverage private sector funding in a likely 10 year development programme.*

*Preparing a Greater Ashley Road Development & Infrastructure Delivery Plan*

- 6.49 It is proposed that these development principles will form the basis for drafting a detailed Delivery Plan setting out a phased development and infrastructure programme. This Delivery Plan will be informed by ongoing discussions with existing landowners and public sector agencies, eg. London Development Agency (LDA) and the Homes & Communities Agency (HCA), to explore their aspirations and the most appropriate organisational structure to deliver the required scale of new development.
- 6.50 The range of options for delivering new development and the (re-)provision of new facilities includes:
- the Council promotes the development of its own appropriate land and, working informally via the planning system, encourages private landowners to prepare development proposals for their land;
  - the Council enters into formal partnership agreement(s) with the private owner(s) of land adjoining its own development land to maximise potential with comprehensive and integrated development;
  - the Council (possibly in conjunction with other private landowners) establishes a 'Local Asset Backed Vehicle' (covering all or a major part of the area) with a single developer to undertake the new development (this will probably require the Council or the LDA to use compulsory purchase powers to assemble all the necessary land).
- These options are not mutually exclusive.
- 6.51 Negotiations with the LDA & HCA will also cover how public sector funding might be made available over time to support the development proposals as a key ingredient in attracting private sector investment in challenging property market conditions. This funding will not only be needed to support specific development proposals, eg. in the form of Social Housing Grant for affordable homes, but other public sector funding programmes will need to be engaged to help fund the essential social, community and physical infrastructure needed to support a sustainable business and residential community. Clearly, it will be important that the overall approach remains adaptable to new or changed funding regimes as they may be announced but the Delivery Plan needs to be clear on the overall funding priorities and what funding programmes are to be targeted.

**7. Chief Financial Officer Comments**

- 7.1 Any costs associated with the public consultation process on the development principles will need to be contained within existing approved budgets; these principles will guide the preparation of detailed development and investment proposals for the Tottenham Hale area. The Council should, as far as possible, aim to maximise S106 planning obligation benefits and capital receipts arising from development proposals for the area.
- 7.2 A key element of the proposals is the scheme to change the Tottenham Hale Gyratory system to two-way traffic flow. To facilitate the scheme, Cabinet is asked to agree to transfer three areas of land to Transport for London, the highway authority, at no cost. The estimated value of the land is minimal, and the Council can dispose of

land up to a value of £2m where it will help it to secure the promotion or improvement of the economic, social or environmental well being of its area.

- 7.3 The Department for Communities and Local Government announced Growth Fund Allocations for 2009/10 and 2010/11 on the 10<sup>th</sup> December 2008 to local authorities with long term plans to increase house building to meet the needs of their communities. The allocations for Haringey are of £3,443,246 in 2009/10 and £3,468,622 in 2010/11 in respect of capital schemes, a total of £6,911,869, to support the delivery of 8,764 new homes by 2016. Funding for 2009/10 is confirmed but the allocation for 2010/11 is provisional. Cabinet agreed on the 21<sup>st</sup> April 2009 to allocate £5m of the total £6.9m to the Tottenham Hale Gyratory and Station Square.
- 7.4 On the 27<sup>th</sup> March 2009, the Department of Communities and Local Government announced Community Infrastructure Fund allocations for transport projects to support the development of new housing, including an additional £4m in respect of the Tottenham Hale Gyratory. The funding award is conditional on all the external funding sources required for the project being secured by the summer. Together with the Growth Fund allocation, Section 106 contributions and resources from Transport for London and the London Development Agency, potential funds of £36m have been identified towards construction costs estimated at approximately £37m, a shortfall of about £1m.
- 7.5 The main construction work is expected to take place in 2012/13, which is outside the Council's current capital programme. Transport for London will be undertaking the scheme and therefore taking the overall delivery and cost risk. A formal funding agreement with Transport for London will need to be signed in 2009/10 to commit the Council to provide funding. Officers have considered a number of options for funding the £1m shortfall and it is proposed that this is funded from the future capital receipt arising from the sale of the Ashley Road depot. If the receipt falls in a financial year later than that in which the work is undertaken, the shortfall will be initially funded from the financing reserve and repaid at a later date. Cabinet is asked, therefore, to approve the commitment of £1m as a further Council contribution to the Tottenham Hale Gyratory works.
- 7.6 In addition to a risk that the provisional Growth Fund allocation for 2010/11 is not confirmed, there is also a risk that the Section 106 contribution for the Hale Village is not assured, because of the current economic downturn. Further reports will be presented to Cabinet if these risks arise.
- 7.7 To fund appropriate future development in the Tottenham Hale area, it is also proposed that officers are instructed to develop a Section 106 "development tariff" policy for new homes and commercial floorspace in the Tottenham Hale/Gyratory area. A further report will be presented to Cabinet with detailed proposals for approval.

## **8. Head of Legal Services Comments**

- 8.1 The Head of Legal Services notes the contents of the proposals for the Greater

Ashley Road area. At this stage there are no legal comments to be made on the proposals set out in this report. Legal advice should be obtained as the scheme progresses and further advice will be required when this matter is next reported to Cabinet.

- 8.2 It is recommended that three pieces of land belonging to the Council be appropriated for highways purposes. This land is needed as part of the Tottenham Hale gyratory improvement scheme to be undertaken by Transport for London. The land is held for different purposes by the Council. The Council has the power to appropriate land for any purpose if it is no longer required for the purpose for which it was held immediately before the appropriation. Whether or not land is no longer required for a particular purpose is a matter for the Council to decide. Certain requirements have to be adhered to with respect to land held as Open Space. In this instance a notice must be placed in a newspaper circulating in the area where land is located for two consecutive weeks. The notice must set out the intention of the Council and the Council must then consider any objections. Where the land is held for housing purposes, there is no requirement to seek Secretary of State consent unless the land consists of a house or forms part of a house. Where the land is subject to a lease, the appropriation will not have an effect on the tenancy. The Council must either terminate the lease or negotiate a surrender of that part, or use its compulsory purchase powers to acquire the land from the tenant.
- 8.3 The Council is proposing to transfer these pieces of land to Transport for London, the highway authority for these roads. A transfer would be a disposal and as such the Council must obtain best consideration. Unless Transport for London is proposing to pay for the land the Council may rely on the Local Government Act 1972 general disposal consent (England) 2003. Under this consent the Council can dispose of land up to a value of £2m where it will help it to secure the promotion or improvement of the economic, social or environmental well being of its area. Where applicable the Council must have regard to its community strategy.
- 8.4 Where the Council is obtaining grants for the purpose of the Tottenham Gyratory scheme the terms of those funding agreement (including any time limits on spending) must be adhered to. So far as the grant providers are concerned the Council will be the accountable body and therefore responsible for the monies, how it is spent and for any clawback. This must be reflected in any subsequent funding agreement between the Council and Transport for London and Homes and Communities Agency in order to minimise any risk it may have as accountable body.
- 8.5 The development tariff is a standard charge and therefore a form of planning obligation. ODPM Circular 05/2005 stipulates that planning obligations must be necessary; relevant to planning; directly related to the proposed development; fairly and reasonably related in scale and kind to the proposed development; and reasonable in all other respects. Further legal advice will be necessary once details of the development tariff have been drafted to ensure compliance with the requirements in ODPM Circular 05/2005.
- 8.6 Circular 05/2005 also advises that where local authorities propose to rely on standard charges and formulae, they should be included in a supplementary planning document ('SPD'). It is proposed to include such SPD or development plan document

within the Council's Local Development Framework. The Town and Country Planning (Local Development) (England) Regulations 2004 set out comprehensive procedures for publication and public consultation with which the Local Development Framework process must adhere before adoption by the Council.

**9. Equalities and Community Cohesion Comments**

- 9.1 The key element of all these projects as set out in this report is to promote physical, economic and social regeneration in Tottenham Hale to benefit the wider area where there is the highest level of deprivation and worklessness. The aim is to create new employment opportunities, new homes (including affordable), new community facilities, improved accessibility and a quality environment.
- 9.2 Almost certainly, there will be implications for community groups/service providers using land/buildings in the area and for users of Down Lane Park. The aim is to promote the overall improvement of the area and, where necessary, offer relocated, improved facilities or space to groups to secure a better overall distribution of development. One of the aims also of the Greater Ashley Roadwork is to promote new jobs in the area although it must also be recognised that there will be an impact on existing employment in specific instances as sites are redeveloped. It will be important to assist businesses in finding relocation sites.
- 9.3 There will be consultation on the Greater Ashley Road proposals with residents, businesses and community groups in the area in the Autumn so that views expressed can help shape the detailed proposals to be made in the recommended Delivery Plan.

**10. Consultation**

- 10.1 The proposals in this report stem from extensive close working and consultation with other public sector bodies – especially the GLA, Transport for London, London Development Agency and the Homes and Communities Agency.
- 10.2 There has been some limited consultation so far with specific local community groups to inform them of this report and to discuss the best way to approach the proposed detailed consultation later this year. One of the recommendations of this report is to consult local residents, community groups and businesses on the Greater Ashley Road proposals and the Gyrotory two-way flow scheme in the Autumn.

**11. Service Financial Comments**

- 11.1 The costs of public consultation will be met within existing service budgets.

**12. Use of appendices /Tables and photographs**

Plan 1 – Greater Ashley Road Masterplan Area, Hale Village and Tottenham Hale Gyrotory



Plan 2 - Greater Ashley Road - Indicative Development Proposals  
suggested in Consultants' Feasibility Study

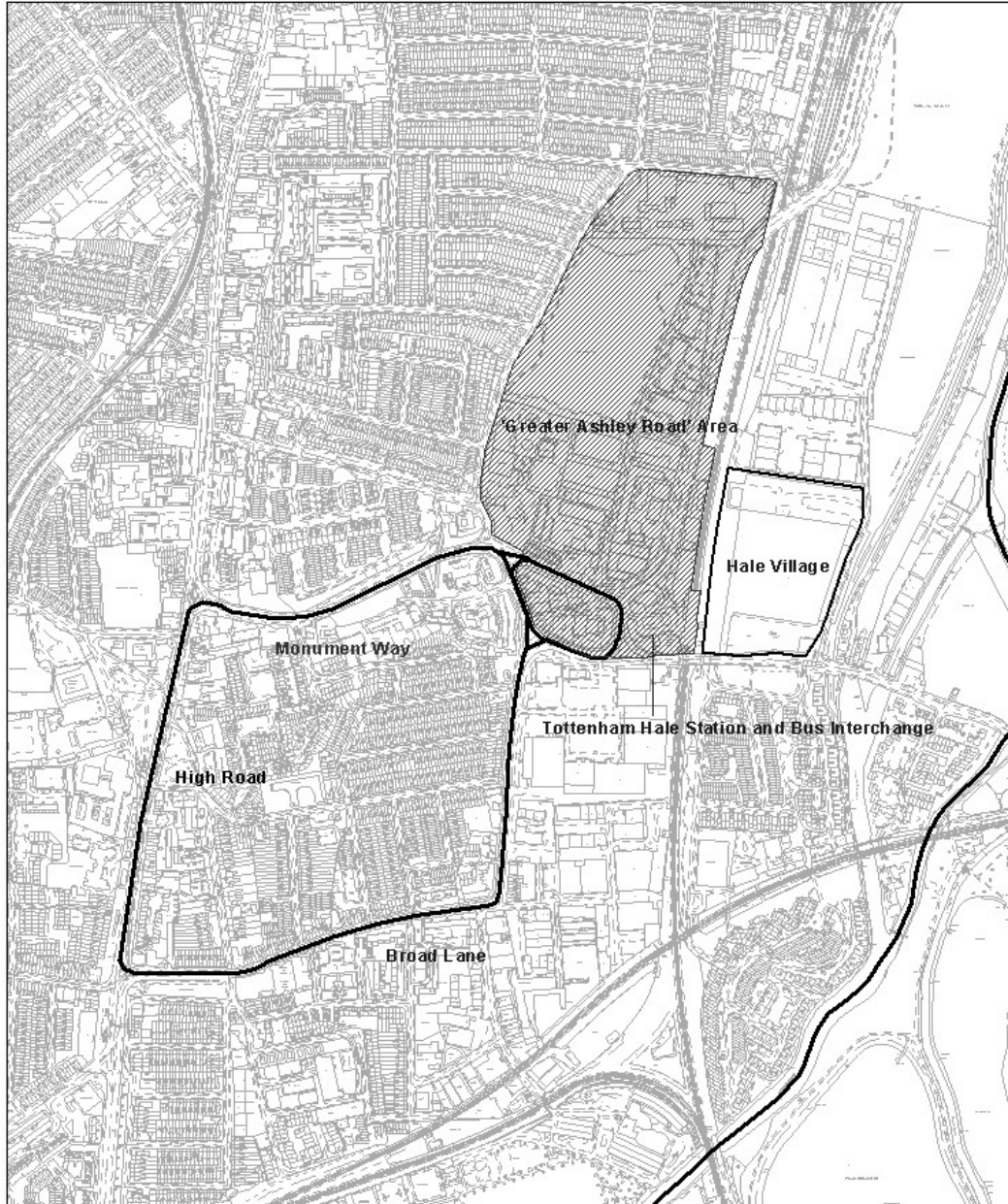
Plan 3 - Areas of Council land to be appropriated to highway purposes and  
ownership transferred to Transport for London

**13. Local Government (Access to Information) Act 1985**

Background Papers

- 'Growth Fund and Community Infrastructure Fund' – report to Cabinet 21 April 2009
- Transforming Tottenham Hale Urban Centre Masterplan Supplementary Planning Document October 2006
- Haringey Unitary Development Plan June 2006
- Tottenham Hale and Ashley Road Enhanced Masterplan Report – KCAP/Landolt & Brown - April 2009
- Planning application files for Hale Village, Tottenham Town Hall and Ward's Corner
- Hale Village s106 agreement dated 9 October 2007
- West Anglia Main Line – Progress Report – Dept. for Transport March 2009

**Plan 1**  
**Greater Ashley Road Masterplan Area, Hale Village and Tottenham Hale Gyratory**



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Scale: 1:6500

**Tottenham Hale Gyratory and Greater Ashley Road Masterplan Area**



**KEY:**

**Black Line: Tottenham Gyratory**

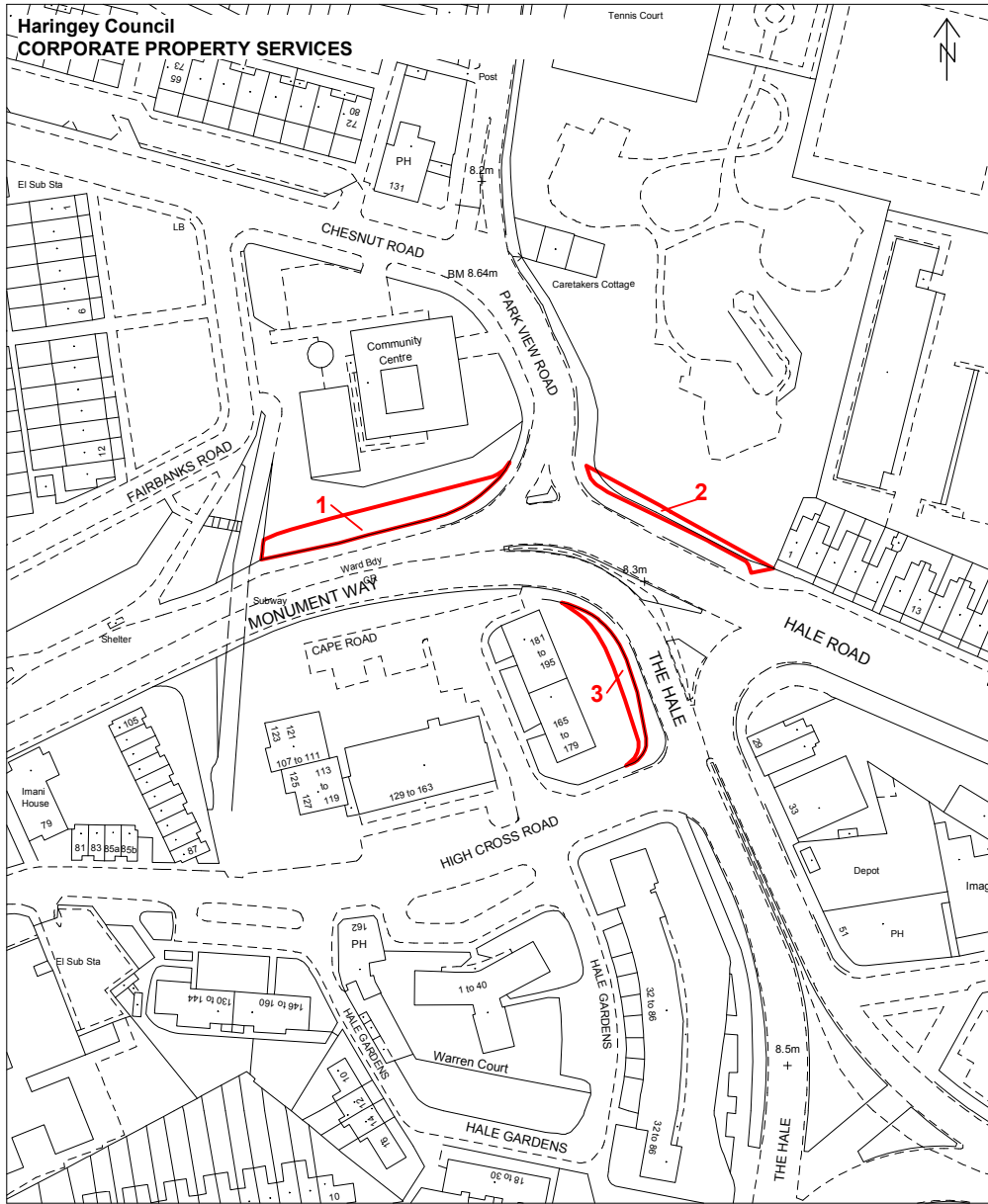
**Black striped Area: 'Greater Ashley Road Masterplan**

**Plan 2  
Greater Ashley Road - Indicative Development Proposals suggested  
in Consultants' Feasibility Study**



**PLAN 3**

**Areas of Council land (1, 2 & 3) to be appropriated to highway purposes and ownership transferred to Transport for London**



**Tottenham Hale (Monument Way) Gyratory Scheme  
LONDON  
N15**

Freehold ownership  
AREA 1. Haringey Council  
AREA 2. Haringey Council  
AREA 3. Haringey Council

**TfL LAND REQUISITIONS - Freehold ownership**

CPM No.

Overlay : Environment - misc.

Plan produced by Janice Dabinett on 06/07/2009

Site Area (hectares) : n/a

Scale 1:1250

Drawing No. BVES A4 2602d