

## NOTICE OF MEETING

# CABINET MEMBER SIGNING

**Monday, 19th March, 2018, 11.00 am - Civic Centre, High Road,  
Wood Green, N22 8LE**

**Members:** Councillor Claire Kober , Leader of the Council

Quorum: 1

### **1. FILMING AT MEETINGS**

Please note that this meeting may be filmed or recorded by the Council for live or subsequent broadcast via the Council's internet site or by anyone attending the meeting using any communication method. Although we ask members of the public recording, filming or reporting on the meeting not to include the public seating areas, members of the public attending the meeting should be aware that we cannot guarantee that they will not be filmed or recorded by others attending the meeting. Members of the public participating in the meeting (e.g. making deputations, asking questions, making oral protests) should be aware that they are likely to be filmed, recorded or reported on.

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The chair of the meeting has the discretion to terminate or suspend filming or recording, if in his or her opinion continuation of the filming, recording or reporting would disrupt or prejudice the proceedings, infringe the rights of any individual or may lead to the breach of a legal obligation by the Council.

### **2. URGENT BUSINESS**

The Leader/Cabinet Member will advise of any items they have decided to take as urgent business.

### **3. DECLARATIONS OF INTEREST**

A member with a disclosable pecuniary interest or a prejudicial interest in a matter who attends a meeting of the authority at which the matter is considered:

(i) must disclose the interest at the start of the meeting or when the interest becomes apparent, and

(ii) may not participate in any discussion or vote on the matter and must withdraw from the meeting room.

A member who discloses at a meeting a disclosable pecuniary interest which is not registered in the Register of Members' Interests or the subject of a pending notification must notify the Monitoring Officer of the interest within 28 days of the disclosure.

Disclosable pecuniary interests, personal interests and prejudicial interests are defined at Paragraphs 5-7 and Appendix A of the Members' Code of Conduct

**4. CONFIRMATION OF THE SITE PROPOSED FOR A YOUTH ZONE AND APPROVAL OF CAPITAL AND REVENUE FUNDING TOWARDS THE PROJECT (PAGES 1 - 28)**

**5. DISPOSAL OF THE PROPOSED SHELL AND CORE FACILITY AT THE WELBOURNE SITE IN TOTTENHAM HALE FOR USE AS A NEW HEALTH CENTRE (PAGES 29 - 44)**

**6. URGENT BUSINESS**

As per item 2

**7. EXCLUSION OF THE PRESS AND PUBLIC**

**RESOLVED**

That the press and public be excluded from the remainder of the meeting as the items contained exempt information, as defined under Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

**8. DISPOSAL OF THE PROPOSED SHELL AND CORE FACILITY AT THE WELBOURNE SITE IN TOTTENHAM HALE FOR USE AS A NEW HEALTH CENTRE (PAGES 45 - 48)**

To consider exempt information pertaining to item 5.

**9. NEW EXEMPT INFORMATION**

As per item 2.

Ayshe Simsek  
Committees Manager  
Tel –0208 489 2929  
Fax – 020 8881 5218  
Email: ayshe.simsek@haringey.gov.uk

Bernie Ryan  
Assistant Director – Corporate Governance and Monitoring Officer  
River Park House, 225 High Road, Wood Green, N22 8HQ

Friday, 09 March 2018

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**Report for:** Leader signing 19<sup>th</sup> March 2018

**Title:** Confirmation of the site proposed for a Youth Zone and approval of capital and revenue funding towards the project

**Report authorised by :** Emma Williamson, Assistant Director Planning

**Lead Officer:** Gill Gibson, Assistant Director Early Help and Prevention,  
Steve Carr, Interim Assistant Director Economic Regeneration and Growth

**Ward(s) affected:** Woodside / All

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

## **1. Describe the issue under consideration**

- 1.1 Cabinet on March 14<sup>th</sup> 2017 agreed to form a partnership with OnSide to take forward proposals for a Youth Zone in Haringey. This was subject to identifying a site that was agreeable to both parties; subject to planning permission and agreement of final terms. This was to be followed by planning preapplication discussions and a planning application alongside local engagement.
- 1.2 The report also included details of a capital contribution required for the project of £3m by the Council and a requirement for revenue contribution of £250,000 per annum for the first three years of the operation of the facility by OnSide.
- 1.3 This report seeks approval of the proposed site identified for the facility and the capital and revenue contributions to the project.

## **2. Cabinet Member Introduction**

- 2.1 This is a unique opportunity for Haringey Council to deliver against our ambitions for the young people of the borough. By supporting this proposal to work in partnership with the OnSide Youth Zone charity, we have the opportunity to leverage external funding into Haringey which will massively increase the scale of the available youth service offer, expand its reach and scope, and make a lasting difference to young people now and for generations to come.
- 2.2 A site has now been identified at Woodside High School in White Hart Lane and the school has approached the Council in order to support the proposed Youth Zone through leasing part of its playing field which is currently under used.

2.3 I support this proposal which provides the opportunity to take forward the proposal agreed at Cabinet in March 2017 for a Youth Zone in partnership with OnSide.

### 3. Recommendations

3.1 The Leader is recommended to:

- a) Approve the proposed location of the Youth Zone at Woodside High School as set out in the indicative plan in Appendix A subject to the Woodside Academy Trust, who hold for site on leasehold, obtaining the necessary consent of the Secretary of State for Education for the sublease to OnSide.
- b) Agree to the Council providing consent (as Landlord) to Woodside Academy Trust for a lease to OnSide for the site to run alongside the Head Lease already in place between the Council and the trust, subject to the final terms and documentation being agreed with OnSide.
- c) Approve £3m of Capital funding from the Council's Capital Programme to be put forward towards the project subject to final terms and documentation to be agreed with OnSide.
- d) Agree to the virement of £3m from the Responsiveness Fund to a new capital scheme in Priority 1, Haringey Youth Zone.
- e) Approve the revenue funding contribution of £250,000 per annum for the first three years that the facility is operated by OnSide, the purposes of which will be agreed and are subject to final terms and documentation.
- f) Amend the Paragraph 2 of the Cabinet decision of 14<sup>th</sup> March 2017 to give delegated authority to the Director of Children & Young People Services after consultation with the Strategic Director Regeneration, Planning and Development, the Section 151 Officer and Cabinet Member for Corporate Resources to approve the final details of the project and the terms in respect of the grant funding agreement, lease, facility mix, and connection to other site specific regeneration proposals and operational detail and any further related agreements.
- g) Approve the waiver of Contract Standing Order (CSO) 9.01.1 (contracts with an estimated value of £500,000 or above must be let following publication of an appropriate (tender) advertisement) as allowed under CSO 10.01.2 d) (the value of the contract is below the applicable threshold pursuant to the Regulations).

#### 4. Reasons for decision

- 4.1 The proposed Youth Zone development will engage young people across the Borough in the creation of a unique facility that genuinely responds to their views and provides sustainable, 21<sup>st</sup> century youth provision significantly beyond the scale that the council alone can deliver, which will make a positive difference to the experience of being a young person in Haringey. The proposed council capital contribution of £3m towards the Youth Zone development will lever in external funding of a further £3.5m capital and ongoing revenue investment of £950,000 per annum for the first three years of operation.
- 4.2 This project would also make a significant contribution to making the Borough's vision– to work with communities to make Haringey an even better place to live through encouraging investment and creating opportunities for all to share in - a reality. Additionally, it will contribute significantly to each of our five corporate objectives enabling our young people to achieve their aspirations and growing our community assets to further demonstrate our ambition, innovation and collaborative approach.
- 4.3 One of the fundamental principles and attractions of OnSide's operation is the establishment of a standalone, locally reflective, charitable trust within the host borough, which is responsible for the operational delivery and financial viability of the venture. Under the guidance and direction of a high profile chair-person and private-sector, locally-led membership, these boards have the professional and financial connections to attract investment into the 'not for profit' operation and critically, the future of local young people. This model offers a sustainable, long-term funding model and a four-way partnership between the private sector, the authority, young people and the community – cementing future youth provision at a time of diminishing authority resources.
- 4.4 OnSide can evidence clearly the significant social impact that Youth Zones have by addressing disengagement, reducing school exclusions and unhealthy lifestyles and also shows a positive economic benefit for local and national government. On average, Youth Zones generate £2.03 of social value for every £1 spent on running these facilities, or £6.66 for every £1 invested by the local authority. As Haringey has negotiated a lower revenue contribution than other authorities, this return on investment would be closer to £11 for every £1 of Local Authority money spent to achieve a similar level of outcomes.
- 4.5 The benefits of Youth Zone extend beyond the financial and impact positively on education and employment outcomes for young people and improving health and wellbeing. In 2015, 92% of young people who complete the Youth Zone "Get a Job" programme, which focuses on giving young people the tools, motivation and aspiration to succeed in the future, progressed into paid employment or further study. 79% of parents surveyed reported that their child's involvement in Youth Zone had made family life more positive and 89% of young people reported feeling more self confident as a result of their joining Youth Zones. Communities also benefit from the presence of Youth Zones, such as a reduction in anti-social behaviour since Youth Zones opened – in

Manchester this dropped 13% in year 1 and 51% in year 2 of opening and in Oldham police reported a 40% reduction in anti-social behaviour involving young people.

**5. Options (as considered by Cabinet, 14<sup>th</sup> March 2017)**

- 5.1 The options in this instance were limited. The Council had not considered developing a major purpose built youth facility in the borough before being approached by OnSide; therefore considering the proposal as presented, the options were limited as indicated below.
- 5.2 **Option 1 - Do nothing.** Reject the proposal and do not offer Council support. The impact of this would result in OnSide withdrawing its £3m investment offer into the borough and looking towards an alternative host authority. The opportunity to create sustainable youth provision in the borough would be lost.

**This option was not recommended.**

- 5.3 **Option 2 - Support the proposal.** Once a site has been identified and agreed by all parties, this required the scheduled transfer of £3m capital grant from the Council to OnSide (50% of the capital build) as approved by Cabinet as part of the Capital Programme, in June 2016. A further £250,000 per annum revenue contribution (25% of annual revenue costs) would be required from the council for the first three years of operation. OnSide have committed to deliver 50% of the capital cost and 75% of revenue costs for the first three years. This option was recommended and approved at Cabinet in March 2017

Since the approved Cabinet decision, OnSide have advised that their Capital contribution will now be £3.5m to reflect increased development costs, whilst Haringey's contribution remains the same at £3m (46%). Additionally, the ongoing revenue from OnSide will be increased to £950,000 per annum for the first three years of operation, during which time the Haringey contribution remains £250,000 per annum (21%).

- 5.4 It should be noted that there were considered to be three key risks to the recommended option:
- (i) OnSide declining any site offered and withdrawing their capital funding offer to develop the project. This was considered to be a medium risk and has since been mitigated, with OnSide having approved the site as appropriate for a Youth Zone development, the risk to the delivery of the Youth Zone now relates to the necessary planning consents being secured.



- (ii) Revenue shortfall in from Year 4. This is considered to be a moderate risk; however the Haringey Youth Zone Board would be charged with securing on-going revenue support exploiting its network of supporters and potential funders.
- (iii) If the project failed at some point in the future and the local Trust dissolved, the lease would be nullified and the building would become a Council asset/liability. The success of OnSide's Youth Zones elsewhere in the country suggests this is a low risk.

### 6. Background information

- 6.1 There has been a thorough search for a site to accommodate the Youth Zone over a long period of time. OnSide has considered other sites proposed by the Council including the Chestnuts Centre and land adjacent to the New River Sports Centre but has discounted them as not being suitable for a site which will deliver borough-wide youth provision. The Chestnuts site was discounted as it is a well used public and open and space, and the loss of this space would be impact negatively on the local community. The New River Sports Centre site was deemed unsuitable as this is Metropolitan Open Land (MOL) and there was no opportunity of allocating land in compensation.
- 6.2 OnSide has identified the playing field at Woodside High School as a suitable location for the Youth Zone. The playing field at Woodside High School is currently under-used by the academy and the two parties are in discussion for the potential provision of the Youth Zone facility on this site. The area to be leased is still yet to be agreed between Woodside High School and OnSide and the plan in Appendix A is indicative at this stage. This site is considered to be a suitable location for the facility and unlike Chstnuts Centre site, is under used. Unlike the River Sports Centre site, the land adjacent can by used to compenstate for the loss of MOL.
- 6.3 The Woodside Academy Trust holds the site under an academy lease granted by the Council for a term of 125 years lease from 2011. Any subletting of part of the High School land will require the consent of the Secretary of State for Education. The Trust are discussing the opportunity to sub let the playing field to OnSide for a period which runs with the head lease. In order to do this they also require the Council's consent as Landlord.
- 6.4 The site is designated as Metropolitan Open Land (MOL) and would require a very special case in order for it to be built on. However the school are willing to designate the equivalent area of another playing area on the site (identified on the plan in Appendix B) to be designated as MOL on the basis that this will then allow the Youth Zone building to be built on the proposed site.

- 6.5 The proposed facility will require planning consent and this will include referral to the GLA. Planning Policy sets out that construction of new buildings on Metropolitan Open Land is inappropriate except in limited circumstances. However in this instance it is proposed to extend the Metropolitan Open Land to compensate for the loss of the land which will be built upon. In addition the type of usage and outdoor spaces proposed are consistent with the characteristics of a park and garden and would lead to increased use of the outside space for youth and sport activities which is a purpose of Metropolitan Open Land and would weigh in favour of the proposal. Subject to detailed consideration of the proposal, Planning Officers are of the view that the principle of this development in this location is acceptable. Because the proposal is located on Metropolitan Open Land and on playing field this application will be referable to the Mayor of London under his planning powers.
- 6.6 Sport England will also be consulted as part of this process. The Department for Education will also need to provide consent to the leasing of the land by the school to OnSide.
- 6.7 The Cabinet paper of 14<sup>th</sup> March 2017 also sets out the principle of the Council providing £3m to OnSide as a capital contribution to the proposal and also a revenue contribution of £250,000 per annum for the first three years of the operation of the facility once built. The terms on which this funding will be provided is still being discussed and will be the subject of a delegated report as per the delegated authority.

## **7. Contribution to strategic outcomes**

- 7.1 The Youth Zone facility will provide a contribution to all the Council priorities especially Priority 1 - Enable every child and young person to have the best start in life, with high quality education. It will also support delivery of the priorities cited by the Youth Council which is a recognised mechanism for presenting the voice of young people in Haringey.

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

### **Finance**

- 8.1 The report is recommending that the Council agree, as freeholder of the site of the Woodside High School, to the leasing of part of the site to OnSide, a charity, to establish the Haringey Youth Zone, subject to the final terms and documentation being agreed with Onside.

- 8.2 The exact details of the contractual relationship with OnSide and the associated construction contract have yet to be agreed and these matters are as recommended to be delegated to the Director of Children & Young People Services after consultation with the Strategic Director of Regeneration, Planning and Development, the Section 151 Officer and the Cabinet member for Corporate Resources.
- 8.3 The Council at its budget setting meeting of the 26<sup>th</sup> February 2018 agreed to the establishment of a Responsiveness Fund within the capital programme. The fund is there to allow timely responses to be made to in-year requests for funding and is primarily intended to support in-year match funding requests. The report is recommending that the Responsiveness Fund is used to provide the capital funding for the Youth Zone project, subject to the final terms and documentation being agreed with OnSide.
- 8.4 The report is also recommending approval of revenue funding of £250,000 per annum for the first three years that the facility is operated by OnSide, subject to final terms and documentation being agreed.
- 8.5 In the Cabinet report of the 14<sup>th</sup> March 2017, it was noted that there was a three year £250k per annum commitment to the scheme and that in order to meet this commitment that existing budgets in this service area would be used to leverage additional third-party contributions.
- 8.6 Currently the service budget is £596k (excluding corporate overheads) and the commitment to provide £250k per annum of funding from existing budgets would represent a significant proportion (42%) of the current service budget. Dependent upon what would have to be foregone to meet this commitment, there may well be other financial implications arising from the entering into of the contractual arrangements to create the Youth Zone.

## Procurement

- 8.7 The contract the Council is proposing to enter into with OnSide, is a Concession Contract as allowed within the Council's Contract Standing Orders. One of the determining factors relating to whether a contract falls within the Concessions Contract Regulations 2016 is the profiling of the financial and operational risks and with whom these lie. In the proposed contract with OnSide, the financial and operational risk primarily lies with the Contractor (OnSide), with the Council providing a Concession through initial capital funding and a low percentage of operational financial support. Onside are required to match fund the Capital funding and provide more than double the ongoing operational funding. Strategic Procurement is satisfied the proposed contract with OnSide falls within the Concessions Contract Regulations 2016.
- 8.8 These Regulations require concession contracts valued at, or in excess of £4.55m, are advertised in the Official Journal of the European Union Journal.

The Council is intending to award a 3-year contract with OnSide that has a £3m capital concession and £250k p.a. revenue concession. This is a total of £3.75m and therefore falls under the threshold that requires the Council to advertise the opportunity.

- 8.9 Strategic Procurement is satisfied the use of a waiver in respect of CSO 9.01.01 (contracts with an estimated value of £500,000 or above must be let following publication of an appropriate (tender) advertisement) is justified in accordance with CSO 10.01.2 d) (the value of the contract is below the applicable threshold pursuant to the Regulations) for the following reasons:
- I. The value of the contract £3.75m is below the Regulatory threshold of £4.55m requiring advertisement
  - II. The nature of the market was limited. Whilst the Council could have opted to advertise the opportunity, the view from Officers and Strategic Procurement was that the probability of finding a credible alternate supplier who could match -fund the Capital investment and secure additional revenue funding of £750k p.a. was minimal. Given OnSide has a demonstrable track record of delivering these services, were willing to accept the operational and funding risk, had the required infrastructure and experience, were able to work within the desired timescales of the Council, undertaking a procurement exercise would have in all probability yielded little or no additional response from the market.
  - III. It is in the Council's overall interest for reasons previously stated in this report.

### Legal

- 8.10 The Council is also making a grant and revenue funding contribution towards the scheme and any sums advanced must comply with value for money. Any grant will be the subject of a grant funding agreement or other similar agreement. Where the Council is providing funding this funding must comply with State Aid rules. Aid for sport and multifunctional recreational infrastructures must comply with the General Block Exemption Regulation. Further advice will be required when the full details of the funding have been agreed on any state aid obligations and on how best to protect the Council's position in this matter.
- 8.11 The Council can make grant payments under section 1 of the Localism Act 2011. Section 1 is a very broad based power which allows local authorities to do anything that an individual may do. There are some limits on the power set out in section 2 of that Act. If exercise of a pre-commencement power (i.e. power in existence before the general power became law) is subject to restrictions then these restrictions also apply to the exercise of the general power so far as it is overlapped by the pre-commencement power. This general power also does not enable the Council to do anything which the Council is unable to do by virtue of a pre-commencement limitation. It further does not allow the Council to do anything which the Council is unable to do by virtue of a post-commencement power.

**Contractual Issues**

- 8.12 It is proposed that OnSide will lead and be fully responsible for the procurement and subsequent management of the construction project (subject to planning approval) local companies will have the opportunity to tender for the construction related works. The detail of the operational arrangements will be developed pending planning approval as per recommendation (ii).

## Equality

8.13 The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:

- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act
- Advance equality of opportunity between people who share those protected characteristics and people who do not
- Foster good relations between people who share those characteristics and people who do not.

8.14 The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status applies to the first part of the duty.

8.15 The proposal will enable the progression of a Youth Zone in Haringey, as set out in the March 2017 Cabinet Report. As evidence in the Equality Impact Assessment enclosed as an appendix to this report, the Youth Zone will expand the range and quantity of activities available to young people in the borough. It will offer activities that are targeted at and accessible to those with protected characteristics, including those with disabilities, minority ethnic and religious groups. The Equality Impact Assessment outlines an action plan to ensure that: young people from protected groups are fully involved in consultation and co-production activity on the Haringey Youth Zone; the membership of the Youth Zone reflects the proportion of young people with protected characteristics in Haringey; and local providers of youth services are meaningfully engaged to ensure the Youth Zone is part of an integrated, complementary, cross-borough offer for young people.

8.16 It is notable that BAME young people are overrepresented in the populations of the ward in which the site is located and its neighbouring wards, relative to the population of Haringey as a whole. The proposal will therefore enable the Council to meet its public sector duty to eliminate discrimination, and to advance equality of opportunity, as youth activities will be accessible to all and support the attainment of improved outcomes in relation to health and wellbeing, education, and safety.

## 9. Use of Appendices

Appendix A – Indicative site plan

Appendix B – Site plan showing land for alternative MOL designated land

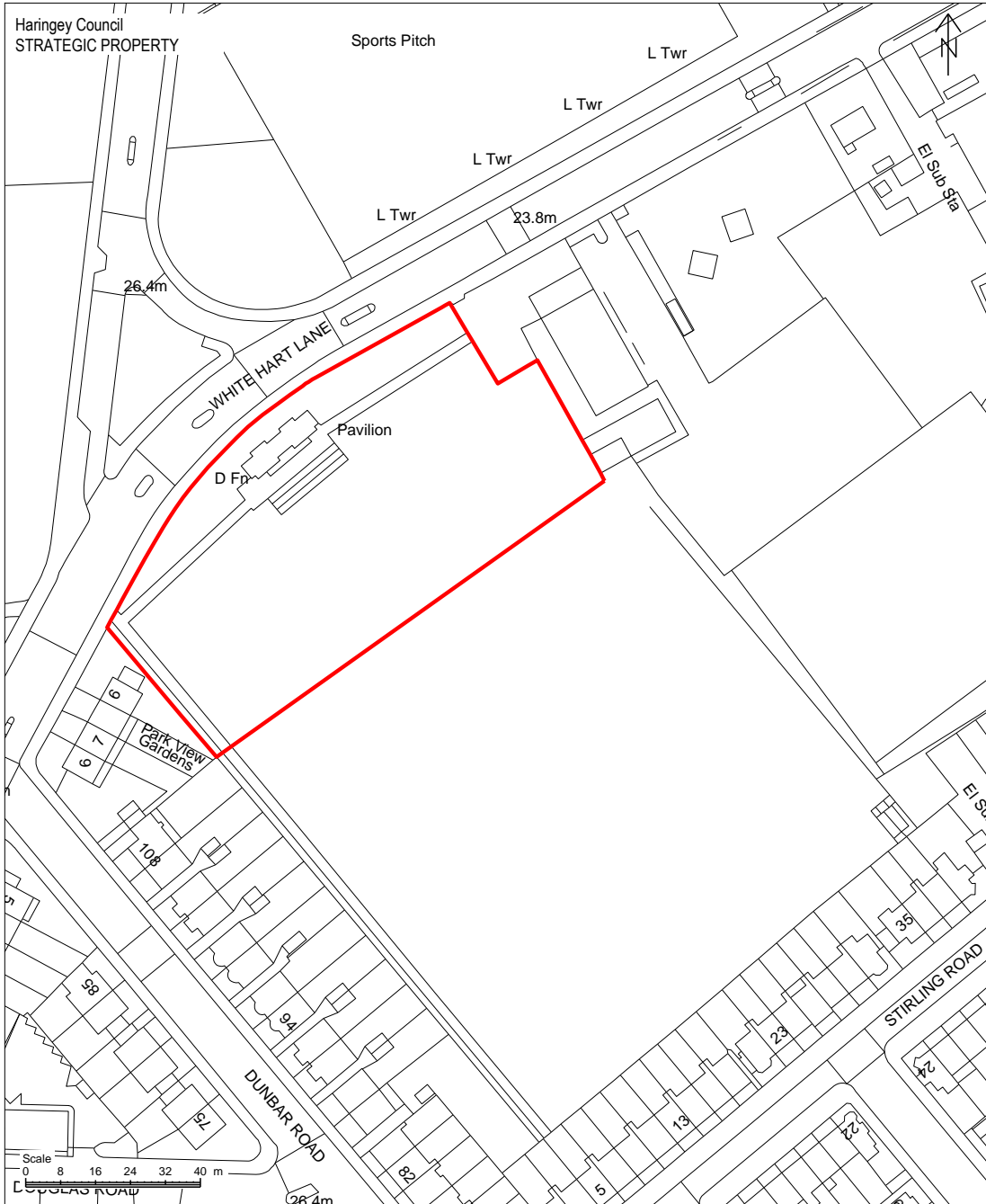
Appendix C – Equalities Impact Assessment

## 10. Local Government (Access to Information) Act 1985

A) Cabinet Paper March 14<sup>th</sup> 2017.



Appendix A – Indicative site plan



Youthzone letting - Indicative area only  
Woodside High Playing Field West  
White Hart Lane  
LONDON  
N22

UPRN Commercial file ref :

Overlay : Educ - misc.

Plan produced by Janice Dabinett on 07/03/2018

Deed document no. : WGUDC 181

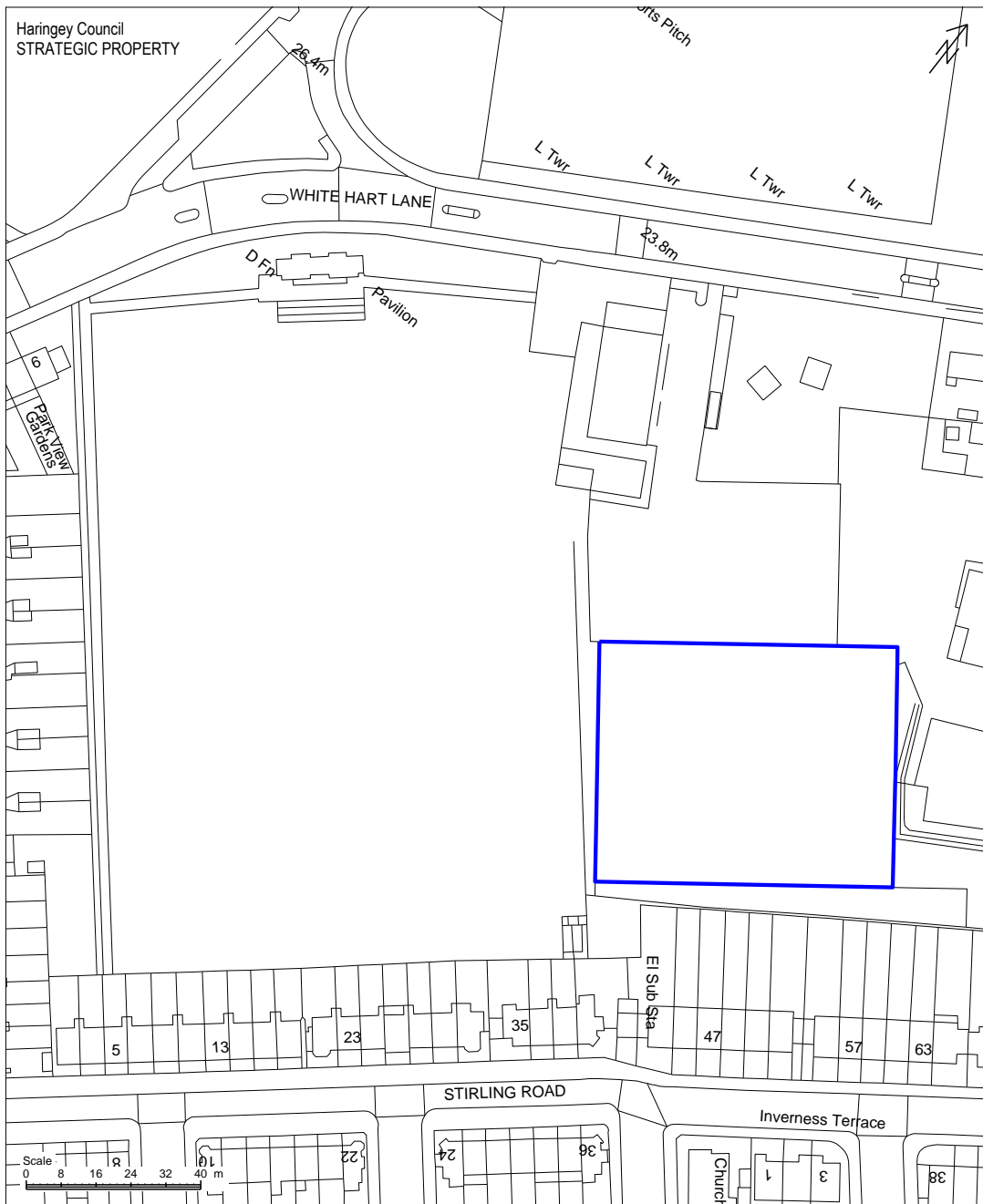
LR title no. : AGL199836

Site Area (hectares) :

Scale 1:1250

Drawing No. BVES A4 2901

Appendix B – Site plan showing land for alternative MOL designated land



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Land at Woodside High School  
 White Hart Lane  
 LONDON  
 N17

CPM No.  
 Overlay : Education - misc.  
 Plan produced by Janice Dabinett on 19/12/2017

Deed document no. :  
 LR title no. :  
 Site Area (hectares) : 0.3766 ha  
 Scale 1:1250  
 Drawing No. BVES A4 misc.



## EQUALITY IMPACT ASSESSMENT

The **Equality Act 2010** places a '**General Duty**' on all public bodies to have '**due regard**' to the need to:

- Eliminating discrimination, harassment and victimisation and any other conduct prohibited under the Act
- Advancing equality of opportunity for those with 'protected characteristics' and those without them
- Fostering good relations between those with 'protected characteristics' and those without them.

In addition the Council complies with the Marriage (same sex couples) Act 2013.

### Stage 1 – Screening

Please complete the equalities screening form. If screening identifies that your proposal is likely to impact on protect characteristics, please proceed to stage 2 and complete a full Equality Impact Assessment (EqIA).

### Stage 2 – Full Equality Impact Assessment

An EqIA provides evidence for meeting the Council's commitment to equality and the responsibilities under the Public Sector Equality Duty.

**When an EqIA has been undertaken, it should be submitted as an attachment/appendix to the final decision making report. This is so the decision maker (e.g. Cabinet, Committee, senior leader) can use the EqIA to help inform their final decision. The EqIA once submitted will become a public document, published alongside the minutes and record of the decision.**

Please read the Council's Equality Impact Assessment Guidance before beginning the EqIA process.

#### 1. Responsibility for the Equality Impact Assessment

<b>Name of proposal</b>	Confirmation of the site proposed for a Youth Zone and approval of capital and revenue funding towards the project
<b>Service area</b>	Regeneration, Planning and Development
<b>Officer completing assessment</b>	Daisy Daventry and Hugh Smith
<b>Equalities/ HR Advisor</b>	Daisy Daventry and Hugh Smith
<b>Cabinet meeting date (if applicable)</b>	March 2018
<b>Director/Assistant Director</b>	AD Planning & AD Early Help and Prevention

## 2. Summary of the proposal

*Please outline in no more than 3 paragraphs*

- *The proposal which is being assessed*
- *The key stakeholders who may be affected by the policy or proposal*
- *The decision-making route being taken*

This proposal is to build a Youth Zone on an identified site within the footprint of Woodside High Academy, to provide high quality youth provision for all young people in the borough. Onside, a charity and Haringey Council will jointly fund the development. Haringey Council will contribute £3M capital towards the £6.5m capital costs and £250k revenue p/a for three years as its contribution towards the £1.2m annual operating costs. The Youth Zone will be run by an independent, newly established charity called Haringey Youth Zone.

The site on White Hart Lane is considered sufficiently accessible for young people in Haringey, benefiting from the proximity to the buses on Wolves Lane, Wood Green High Road and Lordship Lane and proximity to Wood Green underground station. Although the land is designated as Metropolitan Open Land, Woodside School are offering land within the school's footprint for MOL designation, so that there would be no overall loss of MOL on the site. The proposed site is currently not in use due to draining issues, and the Youth Zone would bring the site back into public use.

A Youth Zone provides a safe, encouraging and positive environment 7 days a week (outside school hours) in which children and young people can spend their leisure time, offering young people a wide range of at least 20 activities daily, catering to sporting, creative, artistic and social interests. Dependent on young people's needs, this could include:

- A 4-court indoor sports hall with climbing wall;
- A fully equipped fitness gym;
- Dance studio;
- Music suites with both instruments and recording equipment;
- At least one outdoor multi use games area kick-pitch;
- A specialist arts and crafts area;
- Break-out rooms to include activities such as employability workshops, general and gender specific health/youth issue topics/projects and youth participation;
- A large open plan recreation area;
- A café serving hot nutritious meals for no more than £1;
- A boxing gym.

Positive impacts for young people

- Improving engagement, building confidence, supporting development into more successful adults with new friends
- Reducing social exclusions
- Improving healthy lifestyles
- Improving educational and employment outcomes; learn new skills

Positive impacts for local community

- Proven community benefits from reduced Anti-Social Behaviour (75% reduction in one previous youth zone)
- Improved community cohesion
- Facilities accessible for local community groups to use free of charge

- Local businesses will have the opportunity to participate in the construction and development phase if planning consent is secured (subject to tender)
- Parents will benefit from planning sessions
- 50 paid jobs and 100 volunteer opportunities

OnSide has committed to fully engaging with local residents and stakeholder communities during the planning and development stages. OnSide has committed, in the 9 months leading up to Youth Zone opening, to the early recruitment of specialist local workers with in-depth understanding of the local area dynamics, relationships and challenges in surrounding communities. These staff will deliver a wide-ranging programme of outreach and community engagement activity, working with local young people, youth groups and schools and building further partnerships with a wide range of other local agencies and providers. The Youth Zone will also provide a targeted outreach programme to engage young people and further refine the local offer.

Haringey Council earmarked the capital outlay for £3M in early 2016 and took the decision via Cabinet to proceed with the Youth Zone on 14th March 2017, subject to finding a suitable site. This proposal for Leader’s signing in March 2018 is to match a site with the new-build Youth Zone.

**3. What data will you use to inform your assessment of the impact of the proposal on protected groups of service users and/or staff?**

*Identify the main sources of evidence, both quantitative and qualitative, that supports your analysis. Please include any gaps and how you will address these*

*This could include, for example, data on the Council’s workforce, equalities profile of service users, recent surveys, research, results of relevant consultations, Haringey Borough Profile, Haringey Joint Strategic Needs Assessment and any other sources of relevant information, local, regional or national. For restructures, please complete the restructure EqIA which is available on the HR pages.*

Protected group	Service users	Staff
Sex	2011 census JSNA ONS Haringey Child Health Profile 2017	N/A
Gender Reassignment	EHRC	N/A
Age	2011 census JSNA ONS Haringey Child Health Profile 2017	N/A
Disability	2011 census JSNA ONS Haringey Child Health Profile 2017	N/A
Race & Ethnicity	2011 census JSNA ONS Haringey Child Health Profile 2017 MOPAC & ONS March 2015 Crime Survey	N/A

Sexual Orientation	ONS 2016 House of Commons Library	N/A
Religion or Belief (or No Belief)	ONS IMD	N/A
Pregnancy & Maternity	Census 2011 ONS	N/A
Marriage and Civil Partnership	ONS IMD	N/A

**Outline the key findings of your data analysis. Which groups are disproportionately affected by the proposal? How does this compare with the impact on wider service users and/or the borough's demographic profile? Have any inequalities been identified?**

*Explain how you will overcome this within the proposal.*

*Further information on how to do data analysis can be found in the guidance.*

### **Age - Young People**

The Borough has an increasingly young demographic: Children and Young People under the age of 20 make up 24.4% of the population of Haringey. Currently this sector of the population does not receive sufficient youth provision within the borough. Establishing the Youth Zone should serve this need.

**Health:** 37.8% of children in Year 6 in Haringey are overweight or obese, above the England average of 33.2%. Of particular concern is the variation between different areas of Haringey: children in the most deprived parts of the borough are two and a half times more likely to be overweight or obese compared to those in the most affluent parts. Establishing a Youth Zone with a large and varied offer for physical activities and healthy living will benefit children and young people by improving their health outcomes.

**Socio-Economic Deprivation:** The level of child poverty in Haringey is worse than the England average with 26.1% of children aged under 16 years living in poverty. Experience from Youth Zones elsewhere have acknowledged that for the most deprived families, even finding the 50p cover charge can be difficult; in these instances the Youth Zone has never turned away young people who genuinely cannot afford the 50p cover charge. The Haringey Youth Zone will therefore benefit Haringey children living in poverty, as well as children in better off families, by providing them with activities that would be too expensive to purchase in the open market.

### **Sex, Girls and Young Women:**

49% of the 8-19 year old population of Haringey are female; 50.5% of Haringey residents are female.

### **Young People undergoing Gender Reassignment:**

A surveillance study examining the incidence and clinical presentation of Gender Dysphoria in children and adolescents aged 4 to 15 years suggests an incidence of 1.6 per 100,000 in the UK. A significant limitation of this surveillance study is that it only captured data for those presenting between their 4th and 16th birthdays - meaning that it is not possible to comment on the incidence of gender dysphoria among 16 and 17 year olds, which referral trends to the service suggest have significantly increased the overall incidence rate. This figure only reflects those who presented to NHS paediatric or psychological services and not those who have chosen not to, or who have been unable to access this care. The figure does not reflect the total number who may have accessed their GP regarding their gender dysphoria, or include those who have elected to seek private support.

**Disabilities**

Census 2011 data indicates that 14% of the population of Haringey have their day-to-day activities limited a little or a lot due to a disability or long-term health condition

**Young People with Disabilities:**

Census 2011 data indicates that 4% of the under-24 population in Haringey have their day-to-day activities limited a little or a lot due to a disability or long-term health condition.

**Black and Minority Ethnic Communities:**

Census 2011 data indicates that 65% of the population of Haringey are from BME communities

**Young People who identify as Black and Minority Ethnic:**

Census 2011 data indicates that BME communities form 80.3% of Haringey's school children.

**LGBT Parents**

A House of Commons Library briefing paper on Common Law Marriage estimates that in the UK in 2013 there were around 20,000 dependent children living in same-sex couple families. As of 14 December 2017, there had been 2,807 reported adoptions by LGBT people in Great Britain.

**Lesbian, Gay and bisexual young people:**

Office for National Statistics data indicates that at a national level young people are more likely to identify as LGB than the population as a whole. Within the 16 to 24 year old category 3.3% identify as LGB, compared to 1.7% of the general population. The data also indicates that London has a higher proportion of residents identifying as LGB than the national population.

**Religion and Belief**

The Census 2011 show 45% of Haringey residents were Christian, slightly less than 48.4% in London overall. Second most common religion stated was Muslim (14.2%) followed by Jewish (3%) and Hindu (1.8%).

**Young People from Minority Religions and Beliefs:**

Census 2011 data indicates that 42% of 8-19 year-olds in Haringey are Christian, 23% are Muslim, 4% are Jewish, 1% are Buddhist, 1% are Hindu, fewer than 1% are Sikh, and 19% have no religion.

**Young women who are pregnant or have recently given birth:**

ONS data on under 18 conception rates in the year to September show an under-18 conception rate in Haringey 2016 of 20.3 per 1000 compared to the rate for London (17.9 per 1000) and for England and Wales (19.3 per 1000).

**Lone Parents**

In 2011 there were 10,647 lone parent households with dependent children. 92.7% of these were led by women. 7.7% of women in Haringey were lone parents in 2011.

**4. a) How will consultation and/or engagement inform your assessment of the impact of the proposal on protected groups of residents, service users and/or staff?**

*Please outline which groups you may target and how you will have targeted them*

Further information on consultation is contained within accompanying EqlA guidance

OnSide commenced with engagement regarding the Youth Zone in 2017, including a visit to the Youth Council in Summer 2017. However, due to difficulties with finding a suitable site, it has been uncertain whether Haringey Council would be able to facilitating the building of the Youth Zone in the borough.

In order to avoid unduly raising expectations, the Council has not yet consulted formally with residents, including young people, on the option of co-funding a Youth Zone as part of a change in youth services offered in the borough. There is, however, ongoing engagement with young people in Haringey regarding provision for youth in the borough. This includes engagement for the Young People’s Strategy 2015 – 18 and the Youth Council Survey 2017. In February 2018, the Children’s Services and Public Health Team held a joint Hackathon on Obesity (#FixUpLookSharp) to find out more about young people’s needs in the borough.

These continuous engagement activities give Haringey Council awareness of the needs and wishes of young people in Haringey, and how we should shape our offer for youth to meet these and maximise inward investment to enhance the current offer to help address these needs.

**4. b) Outline the key findings of your consultation / engagement activities once completed, particularly in terms of how this relates to groups that share the protected characteristics**

*Explain how will the consultation’s findings will shape and inform your proposal and the decision making process, and any modifications made?*

The findings from engagement with young people during the development of the Haringey Young People’s Strategy 2015 – 2018 are:

- Young People enjoy a wide range of activities but would like these to be more affordable, more accessible, better publicised, and to have greater access to arts-based activities
- The activities provided in a Youth Centre setting are valued, but young people would like to be able to access these services at weekends
- Young People felt post 16 education and training in Haringey was not as good as in other areas
- Careers advice and guidance needs to improve so young people can make effective choices about their future
- There was an over whelming, and worrying, sense that young people feel unsafe on the street from both physical and sexual harm.

The Youth Council Survey 2017 found that the key concerns for young people in Haringey are mental health, employment and careers support, crime, and the need for access to a range of activities.

In the Hackathon on Obesity in February 2018, young people were asked what project they would provide if given funding. Among their suggestions were: free and cheap gyms aimed at young people; youth boxing gym; martial arts; trampolining; community events; training on

fitness and nutrition; health food offer; cooking classes; youth club; cultural celebrations; arts-based activities, and career days.

Youth Zones elsewhere in the country have provided activities that respond to these concerns, and the Youth Zone in Haringey will be co-produced with young people and residents locally to shape the offer to ensure it meets their needs. In-depth, structured engagement with young people and the local voluntary and community sector will commence following the decision to allocate the Youth Zone this site. An action plan for this is incorporated into section 6b of this EqIA.

**5. What is the likely impact of the proposal on groups of service users and/or staff that share the protected characteristics?**

*Please explain the likely differential impact on each of the 9 equality strands, whether positive or negative. Where it is anticipated there will be no impact from the proposal, please outline the evidence that supports this conclusion.*

Further information on assessing impact on different groups is contained within accompanying EqIA guidance

**1. Sex** *(Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic)*

The Youth Zone offer responds to local need: for example, in Blackburn Youth Zone they have established a Girls Group available exclusively for girls and their relatives or guardians. Through engagement in the Youth Zone, girls and young women in Haringey should benefit from better health outcomes and an increased range of affordable activities in which they can participate. If they are underrepresented among the membership, Haringey Youth Zone will rectify this through outreach activity.

The proposal will also have a positive impact on lone parent households by providing affordable and accessible activities to children and young people. 92.7% of lone parent households are led by women and so the proposal will have a positive equalities impact on single mothers in Haringey.

Positive	x	Negative		Neutral impact		Unknown Impact	
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**2. Gender reassignment** *(Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic)*

We do not have local data regarding this children and young people with gender dysphoria. We do not think there will be specific impacts for this protected group: Haringey Youth Zone will ensure that this group will not be subjected to discrimination, harassment and victimisation due to their protected characteristic. If any inequity in treatment is identified, Haringey Youth Zone will take steps to rectify this and meet their needs.

Positive		Negative		Neutral impact	x	Unknown Impact	
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**2. Age** *(Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic)*

The Youth Zone proposal should impact positively on all young people in the borough.

Research undertaken on three established Youth Zones reported a positive impact on young people and the wider community since the establishment of a Youth Zone including:

- 76% of Users (Young People) said they were getting on better with family since attending the Youth Zone;
- 72% stated that they were staying out of trouble as a result of attending the Youth Zone;
- 60% of respondents believed that the Youth Zone has helped them understand the dangers of smoking, alcohol and drugs;
- 51% said that they were less likely to miss school or college since attending the Youth Zone;
- 89% reported feeling more self-confident as a result of attending the Youth Zone.

Engagement with young people through the Haringey Youth Council indicates demand for a greater range of affordable, accessible, and better publicised activities, and particular demand for arts-based activities. The Youth Zone should enable the Council to meet this demand.

There is a potential risk that young people who live further away from the Haringey Youth Zone might face greater challenge in accessing its services. While the chosen site is in a ward with high deprivation among young people and with high proportions of households identifying as BAME, the Youth Zone is for the benefit of all young people in the borough.

The youth Zone will have membership targets for every ward in the borough – not just a single global total for the whole borough. In the past, to ensure these targets are met, other Youth Zones have directed their outreach activities to under-represented areas, and put on shuttle bus services where young people have been put off visiting the Youth Zone due to barriers to them travelling there. Even where the public transport is very good, previous experience from other Youth Zones suggests there are often psychological barriers that discourage young people from travelling to an unfamiliar area and entering a new building for the first time.

Positive	x	Negative		Neutral impact		Unknown Impact	
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**4. Disability** *(Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic)*

Youth Zones undertake to provide for young people with a range of additional needs (up to the age of 25) through inclusive ability sessions alongside the mainstream offer. Sessions are adapted for young people with additional needs and are open for a wide range of young people to access; including those with mild learning difficulties, through to those with more complex needs such as visual impairment and physical disabilities. The offer includes the opportunity to access a range of activities, including boxing, trampolining, karaoke, arts and crafts, cooking and gaming. The Youth Zone will have an approach to including and integrating children and young people who have a disability that is ‘person centred’ and is unique to every person. Due to this approach, members with disabilities form 10% of the membership across the network of Youth Zones.



The Youth Zone offer responds to local need: for example, in Blackburn Youth Zone they have established a Diversity Club aimed at young people with disabilities aged 8 – 25. This Diversity Club is delivered by a dedicated and experienced team and includes a wide range of activities such as sports, an indoor climbing wall, dance, yoga and relaxation, arts and crafts, baking/cooking, music tuition and karaoke. Through engagement in the Youth Zone, children and young people with disabilities in Haringey should benefit from better health outcomes and an increased range of affordable activities in which they can participate. Haringey Youth Zone (and OnSide before the Youth Zone is opened) will carry out engagement and outreach to ensure that the needs of this protected group are met and that the disabled membership of the Youth Zone reflects the proportion of disabled children and young people in Haringey.

There is a risk that disabled young people will find it more difficult to travel to the Youth Zone, forming a barrier to this group accessing its services. The Youth Zones will monitor the membership to ensure that disabled young people have equal access to services. Where a problem is identified, they will take action to rectify the problem, such as putting on shuttle buses for disabled young people, and working with disabled young people, community groups serving this protected group, their parents and guardians to ensure that they receive any assistance with travel needed.

Positive	x	Negative		Neutral impact		Unknown Impact	
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**5. Race and ethnicity** *(Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic)*

80.3% of Haringey’s schoolchildren are from ethnic minority backgrounds. The Haringey Youth Zone will target participation from all young people of all backgrounds and will promote a culture where young people embrace difference in an atmosphere of tolerance and respect. Youth Zones accept difference in a positive way and communicate that through our values, training and expectations in the behaviour of members that attend every session at the Youth Zone. The Youth Zone will target a membership that reflects Haringey’s diversity where 65% of the population are not White British.

In other locations Youth Zones have been selected to deliver specific programmes aimed at reducing gang activity and knife crime including the Stay Safe project which targeted young people involved in, or at risk of being involved in, gangs.

Black/African/Caribbean/Black British people are more likely to be victims of violent crime than all people. 76% of young people in custody in London come from BAME backgrounds, compared to 44% across England and Wales. People from BAME backgrounds should therefore benefit from diversionary activities that will promote their wellbeing and help prevent them becoming Youth at Risk.

The Youth Zone offer is shaped around local need and therefore the needs of children and young people with this protected characteristic will be reflected in the offer. Through engagement in the Youth Zone, children and young people from an ethnic minority background in Haringey should benefit from better health outcomes and an increased range of affordable activities in which they can participate. Haringey Youth Zone (and OnSide before the Youth Zone is opened) will carry out engagement and outreach to ensure that the needs of this protected group are met and that the numbers of the membership of the Youth Zone reflects the proportion of children and young people in Haringey from an ethnic minority background.

Positive	x	Negative		Neutral impact		Unknown Impact	
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**6. Sexual orientation** *(Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic)*

We do not have local data regarding this protected characteristic. Youth Zones currently deliver projects that seek to improve young people’s mental health and prevent self-harm and substance abuse. Young LGB people are known to experience mental health issues, self-harm, and abuse drugs and alcohol at higher rates than their heterosexual peers. A Youth Zone may therefore have a positive impact for young LGB people in Haringey. The programme of activities and services available at a Youth Zone in Haringey would be co-produced with local children and young people and would be responsive to local need and demand.

Positive	x	Negative		Neutral impact		Unknown Impact	
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**7. Religion or belief (or no belief)** *(Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic)*

Minority religions and beliefs are over-represented among young people in Haringey as compared to the population of the borough as a whole. As such, those from minority religions and beliefs would be over-represented among those benefiting from a wider range of affordable and accessible youth activities. Activities currently delivered in Youth Zones are inclusive of all religions and faith groups. For example, sports teams based within Youth Zones include players from multiple religious communities.

The programme of activities and services available at a Youth Zone in Haringey would be co-produced with local children and young people and would be responsive to local need and demand. OnSide have committed to conducting outreach to all communities in the borough, including Muslim and Orthodox Jewish communities, in order to ensure equal opportunity access to the Youth Zone.

Positive	x	Negative		Neutral impact		Unknown Impact	
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**8. Pregnancy and maternity** *(Please outline a summary of the impact the proposal will have on this protected characteristic and cross the box below on your assessment of the overall impact of this proposal on this protected characteristic)*

The proposal will have a positive impact on adolescent parents through the provision of health and wellbeing support services, including sexual health advice and guidance, subject to the outcomes of engagement and co-production with young people and an assessment of local need and demand.

There is a risk that pregnant young women may not engage with the Youth Zone if the activities and services are not sufficiently accessible. Haringey Youth Zone will work with stakeholders to co-produce an offer that will take into account the needs of pregnant young women as well as young

women with newborn babies and children.

The proposal will have a positive impact on lone parent households by providing affordable and accessible activities to children and young people. Youth Zones engage with their local parent and carer groups in order to ensure that their feedback helps shape the Youth Zone's offer.

Positive	x	Negative		Neutral impact		Unknown Impact	
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**9. Marriage and Civil Partnership** *(Consideration is only needed to ensure there is no discrimination between people in a marriage and people in a civil partnership)*

People who are in a civil partnership will be treated the same as people who are married.

Positive		Negative		Neutral impact	x	Unknown Impact	
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**10. Groups that cross two or more equality strands e.g. young black women**

**BME Young People**

BME communities are over-represented among young people in Haringey. The proposal will benefit BME young people by providing culturally appropriate, affordable, and accessible activities and delivering associated positive health and wellbeing and educational outcomes.

**Young People from Minority Religions and Beliefs**

Minority Religions and Beliefs are over-represented among young people in Haringey. The proposal will positively impact these young people by providing culturally appropriate, affordable and accessible activities and delivering associated positive health and wellbeing and educational outcomes.

**Disabled Young People**

The proposal will positively impact young people with disabilities by providing affordable and accessible activities and delivering associated positive health and wellbeing and educational outcomes.

An action plan to ensure that these protected groups are engaged and benefit is enclosed in section 6b of this EqIA.

**Outline the overall impact of the policy for the Public Sector Equality Duty:**

- Could the proposal result in any direct/indirect discrimination for any group that shares the protected characteristics?
- Will the proposal help to advance equality of opportunity between groups who share a protected characteristic and those who do not?

This includes:

- a) Remove or minimise disadvantage suffered by persons protected under the Equality Act
- b) Take steps to meet the needs of persons protected under the Equality Act that are different from the needs of other groups
- c) Encourage persons protected under the Equality Act to participate in public life or in any other activity in which participation by such persons is

**disproportionately low**

- Will the proposal help to foster good relations between groups who share a protected characteristic and those who do not?

The proposal will not result in any direct or indirect discrimination for any group that shares the protected characteristics.

The proposal will help to advance equality of opportunity between groups who share a protected characteristic and those who do not, by enabling young people's needs for safe places to go, a range of affordable and accessible activities, and health and wellbeing support to be met. BME communities and minority religions and faith groups are over-represented among this age group and so will be over-represented among those whose needs will be met.

The proposal will enable a greater number of young people to participate in sport and physical activity. 37.8% of children in Year 6 in Haringey are overweight or obese, above the England average of 33.2%, and a higher proportion of these children are resident in more deprived areas of the borough. The proposal will therefore advance equality of opportunity by redressing disproportionately low levels of physical activity and disproportionately high levels of obesity.

The proposal will help foster good relations between communities by establishing a facility that is open and accessible to all young people, including those with disabilities.

**6. a) What changes if any do you plan to make to your proposal as a result of the Equality Impact Assessment?**

Further information on responding to identified impacts is contained within accompanying EqIA guidance

Outcome	Y/N
<b>No major change to the proposal:</b> the EqIA demonstrates the proposal is robust and there is no potential for discrimination or adverse impact. All opportunities to promote equality have been taken. <u>If you have found any inequalities or negative impacts that you are unable to mitigate, please provide a compelling reason below why you are unable to mitigate them.</u>	Y
<b>Adjust the proposal:</b> the EqIA identifies potential problems or missed opportunities. Adjust the proposal to remove barriers or better promote equality. Clearly <u>set out below</u> the key adjustments you plan to make to the policy. If there are any adverse impacts you cannot mitigate, please provide a compelling reason below	N
<b>Stop and remove the proposal:</b> the proposal shows actual or potential avoidable adverse impacts on different protected characteristics. The decision maker must not make this decision.	N


**6 b) Summarise the specific actions you plan to take to remove or mitigate any actual or potential negative impact and to further the aims of the Equality Duty**

Impact and which protected characteristics are impacted?	Action	Lead officer	Timescale
<p>There is a risk that insufficient engagement and consultation with young people from across Haringey could mean the offer have a potential negative impact on those with protected characteristics</p> <p>Age; Disability; Race; Religion or belief; Sex; Sexual orientation; Pregnancy and maternity</p>	<p>Large-scale, collaborative consultation and co-production activity together with OnSide, will engage young people from areas across the borough, to include protected groups by targeting:</p> <ul style="list-style-type: none"> <li>- community groups for disabled children and young people and carers;</li> <li>- children and young people with BAME backgrounds;</li> <li>- children and young people from minority religions, including Muslim and Orthodox Jewish community groups</li> <li>- community groups for LGB children and young people;</li> <li>- Girls and young women</li> <li>- Adolescent pregnant women and mothers</li> </ul> <p>Pay due regard to consultation responses in the design of the Haringey Youth Zone</p>	<p>Director for Children's Services &amp; Assistant Director for Early Help and Prevention</p>	<p>Commence May 2018</p>
<p>There is a risk that insufficient engagement with existing service providers, including within the voluntary and community sector, could result in duplication of services or competition between services rather than complementarity.</p> <p>This would create a lesser offer for all young people – particularly those with identify with more than one protected characteristic who have most to gain from an</p>	<p>Meaningful engagement with providers of services for young people across the borough, to ensure that the Youth Zone forms part of an integrated, complementary, cross-borough offer for young people.</p>	<p>Director for Children's Services &amp; Assistant Director for Early Help and Prevention</p>	<p>Commence May 2018</p>

<p>enhanced offer. It would also potentially damage other services locally, which may be more likely to be run by BAME residents due to the nature of the voluntary community sector in Haringey</p> <p>Age; Disability; Race; Religion or Belief; Sex; Sexual Orientation; Pregnancy and Maternity</p>			
<p>Insufficient take up of membership of the Youth Zone by harder to reach groups, among whom young people with protected characteristics are likely to be overrepresented.</p> <p>Age; Disability; Race; Religion or Belief; Sex; Sexual Orientation; Pregnancy and Maternity</p>	<p>OnSide will deploy dedicated youth workers across the Borough, 9 months before and during YouthZone opening – to ensure that protected groups, particularly from more deprived wards, are engaged and benefit from membership of the Youth Zone.</p> <p>Action will be taken to address barriers to membership – for example, where travel is identified as a barrier for a protected group, the YouthZone will make appropriate travel arrangements to overcome this.</p>	<p>Director for Children’s Services &amp; Assistant Director for Early Help and Prevention</p>	<p>Commence 9 months before Youth Zone scheduled to open (currently predicted to be 2020)</p>
<p><b>Please outline any areas you have identified where negative impacts will happen as a result of the proposal but it is not possible to mitigate them. Please provide a complete and honest justification on why it is not possible to mitigate them.</b></p>			
<p><b>6 c) Summarise the measures you intend to put in place to monitor the equalities impact of the proposal as it is implemented:</b></p>			
<p>The Assistant Director for Early Help and Prevention will have ultimate responsibility for ensuring all consultation and engagement activities set out in section 6b are undertaken, even where these are delegated to OnSide or Haringey Youth Zone as our partners in this project.</p>			

Haringey Youth Zone will have responsibility for monitoring the membership of the youth zone to ensure that children and young people with other protected characteristics benefit as much as children and young people without other protected characteristics. The Assistant Director for Early Help and Prevention will ensure that Haringey Youth Zone are doing this. This will be achieved through routine reporting and monitoring of locally collected statistics including: memberships; attendance; use of facilities and outcomes, reporting to the local Charitable Board, the Council and Onside. An annual report will provide detailed breakdown of all aspects of delivery including outcomes, demographic information and equalities data.

**7. Authorisation**

EqlA approved by  ..... (Assistant Director/ Director)	Date 9 March 2018
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**8. Publication**

*Please ensure the completed EqlA is published in accordance with the Council's policy.*

Please contact the Policy & Strategy Team for any feedback on the EqlA process.

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**Report for:** Leader's signing, 19<sup>th</sup> March 2018

**Title:** Disposal of the proposed shell and core facility at the Welbourne site in Tottenham Hale for use as a new health centre

**Report authorised by :** Helen Fisher, Interim Strategic Director Regeneration Planning and Development

**Lead Officer:** Steve Carr, Interim Assistant Director Economic Development and Growth

**Ward(s) affected:** Tottenham Hale

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

## 1. Describe the issue under consideration

- 1.1. The report seeks approval to enter into an agreement for lease with Healthlink Investments Ltd for a unit at the prospective Welbourne development at Tottenham Hale in order to realise the Welbourne Health Centre.
- 1.2. In September 2014, Healthwatch Haringey reported on access to primary care in the borough, which identified significant primary care issues in the Tottenham Hale ward, supporting concerns raised by ward councillors and others and prompting action to address a local deficit in primary care provision.
- 1.3. In 2015, the Haringey Clinical Commissioning Group (CCG) commissioned a joint report with NHS England as part of the a strategic premised plan. The report identified that, by 2025, there was likely to be a need for a health facility which could provide services for approximately 25,000 patients. A Task and Finish Group was formed, comprising officers from the Council, NHS England and the CCG, local Councillors and Healthwatch Haringey. This led to the identification of the Council-owned site of the former Welbourne Community Centre as the most appropriate location and work was commenced to identify funding for this facility.
- 1.4. In recognition of the primary care deficit and the time that would be taken to complete the new building at the Welbourne Centre site, a temporary primary care facility was opened in August 2016 at Hale Village (Tottenham Hale Medical Practice), with a time-limited contract awarded by the CCG to the Lawrence House Surgery who were appointed to run the practice. It is planned to close this temporary site when the new Welbourne Centre facility opens and

the CCG intends to re-procure the contract to deliver services at the new permanent site.

- 1.5. During the Council's public consultation on both the Tottenham Hale District Centre Framework and the Tottenham Area Action Plan (AAP), the provision of a new primary health care emerged as a clear priority for local residents. The Council identified the AAP-designated site, TH10 Welbourne Centre and Monument Way, as the preferred site for this new health facility.
- 1.6. On 21 March 2017, the Council entered into a Strategic Delivery Partnership (SDP) Agreement with TH Ferry Island Limited Partnership (an Argent Related entity). The agreement contains an obligation for the developer to deliver a health care facility to shell and core specification, of 1,500 square metres, with the Council taking a long lease back for this health care unit, subject to a further Key Decision on the financial and operational arrangements for the health centre.
- 1.7. This report seeks this Key Decision in order to secure the health centre. Because the financial and operational details of the Health Centre have now been resolved, it is proposed that the Council dispose of a long lease to HealthLink, the third party developer appointed by the GP practice. HealthLink will fit out the health centre once Argent Related has completed the building and have leased the unit back to the Council. The terms of the disposal to HealthLink will be as set out in the agreed Heads of Terms, as referred to in Annex C of this report.
- 1.8. The CCG require a commitment from the Council to support the preliminary approval in order to secure the funding of the proposed health centre. Full business approval would be needed after planning consent is granted for the development scheme to be put forward by Argent Related, which is estimated for later in 2018. It is proposed that the Council agree now to dispose of the property based on a long lease to HealthLink Investments Ltd, appointed by the CCG to fit out the health centre, as per the Heads of Terms as referred to in Annex C of 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. A pivotal part of this transformation change in Tottenham Hale is ensuring that social and community infrastructure is in place to both support the existing community and allow for a substantial increase in new local residents. Through consultation on the District Centre Framework and the Area Action Plan, the improvement of local primary health services was identified as a primary concern for local residents, and the Welbourne Centre emerged as the site with most potential to host this new facility.

### 3. Recommendations

#### 3.1. That the Leader agree to:

- a) The disposal to HealthLink Investments Limited of the new health facility unit (outlined in red in the plan in Appendix A2) to be built by TH Ferry Island Limited Partnership under the Development Agreement dated 21 March 2017 on the Welbourne Centre site in Tottenham Hale subject to the Lease back to the Council; and
- b) That the disposal shall be a lease for a term of 125 years for the premium set out in and based on the agreed Heads of Terms attached in Annex C of this report; and
- c) Give delegated authority to the Strategic Director Regeneration Planning and Development after consultation with the Assistant Director of Corporate Governance to agree the final terms of the lease.

### 4. Reasons for decision

- 4.1. On 21 March 2017, the Council entered into a Strategic Development Partnership (SDP) agreement with TH Ferry Island Limited Partnership (an Argent Related entity). The agreement contains an obligation for the developer to deliver a health care facility to shell and core standard. In November 2016, Haringey CCG was awarded over £11m capital from the capital funding from the NHS Estate and Technology Transformation Fund (ETTF), made available through the Department of Health, in order to support the development of three primary care premises in the east of Haringey (Wood Green, Green Lanes and Tottenham Hale).
- 4.2. One of these three premises is the proposed new Welbourne Centre facility at Tottenham Hale. The CCG resolved to use this funding to engage a third party developer to fit out the new health centre, commissioned by a GP practice selected through a competitive procurement process, as detailed below.

### 5. Alternative options considered

- 5.1. **Do Nothing** – The Council could decide not to dispose of the long lease at the Welbourne site to HealthLink, or any other prospective third party developer or other body nominated by the CCG. However, the decision to secure this shell and core facility has already been made under a previous Cabinet Report, and as such this arrangement has already been included in the Council's Strategic Development Partnership (SDP) with Argent Related. The value of the unit has already been foregone and the SDP Development Agreement stipulates that the space will be used as a health centre, so its value under alternative options are limited. There are no other feasible options for operating a health centre from this facility without following the process recommended by the CCG and utilising the capital funding it is bidding for.
- 5.2. **Delay decision** – There are risks in agreeing the proposed heads of terms for the lease as the proposal does not have planning granted currently and the design has not been finalised. This will create uncertainty and could delay the project.

## 6. BACKGROUND INFORMATION

### Selection of GP Practice

- 6.1. In May 2017, a selection process was undertaken by the CCG to run the GP surgery and the Dowsett Road surgery was the successful practice. This is one of the nearest surgeries to the new proposed Welbourne Centre facility so will provide the opportunity to move a practice from outdated premises into a fit-for-purpose building. Whilst Dowsett Road is a small surgery, it is run by a much larger group practice, Lawrence House GP group, which has the resource in place to manage the move into a substantial building like the proposed Welbourne Centre. The temporary practice contract at Hale Village (also run by Lawrence House currently) will come up for renewal when the practice moves into the proposed Welbourne site, so the patient list will move to the Welbourne Centre and the site at Hale Village closed.
- 6.2. It will provide an opportunity to introduce new services to support the evolving Sustainability and Transformation Plan for North Central London, whilst providing additional capacity and capability in an area underserved by health facilities, and more widely, by community facilities. The new site offered will provide a significant net increase in space and provide high quality, flexible accommodation to meet current and future health needs and improve the experience for patients, residents and staff.

### CCG Procurement of a Third-Party Developer

- 6.3. Argent Related were approached by the CCG to ascertain their interest in fitting out the facility, utilising the DfH ETTF funding that has been awarded. However they declined to undertake these specialist works and it was therefore agreed that their works to the facility would end once a shell and core was delivered. The CCG subsequently explored alternative delivery routes, including the Council undertaking the fit-out and leasing directly to the Health Centre. The Council do not have the resources or expertise to undertake the works required and CCG undertook a selection process from which HealthLink were selected. HealthLink are a small private developer with significant experience in developing and fitting out primary care premises in London.

### NHS England Funding and CCG Progress to Date

- 6.4. As noted above, the CCG has been progressing a funding bid with NHS England since this project was awarded first stage approval in November 2016. In January 2017 the Project Initiation Document (PID) for this project was approved by the ETTF programme management office. The revenue consequences of the scheme were approved by the CCG's Primary Care Transformation Group and Primary Care Committee in Common in September 2017. The project is now subject to an Outline Business Case in order to secure funding. This is dependent on obtaining planning consent for the development and Cabinet approval will support a preliminary approval to the Outline Business Case.

- 6.5. It is now understood that the NHS require the following in order to recommend that the funding bid for the Welbourne Centre proceed to the next stage:
- **Detailed designs** – confirmation is required that designs have sufficiently progressed to show that the shell & core space being delivered by Argent Related, once fitted out, will result in a health centre that is fit for purposes and in accordance with the specification in the bid.
  - **Design Quality Assessment** – confirmation is required that the designs developed are being approved at each stage through a recognized independent quality review process and any issues have been identified are recorded and actioned.
  - **District Valuer Assessment** – this will be based on the detailed designs, and the Council have engaged property adviser GL Hearn to undertake a separate valuation, based on the rent agreed between HealthLink and the GP practice, in order to negotiate a price for the long lease representing best consideration.
  - **BREEAM Assessment** – The OBC will need to include a BREEAM assessment report to demonstrate that the scheme can achieve BREEAM Excellent.
  - **Clear support from the Council on value for money rent** – Through its process selecting HealthLink as third party developer, the CCG has agreed a rent level which presents value for money for the incoming GP practice and a good return on the ETTF grant.
- 6.6. HealthLink will take a lease of the premises from the Council and will provide the fitout to the finished shell and core building and will then lease the premises to the GP practice on a 20 or 25 year lease (dependent upon the term of funding secured from the NHS).
- 6.7. The new development, to be delivered by Argent Related, will be built on the old site of the demolished Welbourne Day Centre. This will consist of a mixed use building that will provide a significant number of new homes above, with the shell & core facility on ground and first floors, potentially alongside a small retail unit at ground floor also.
- 6.8. The site has been cleared but there is a significant amount of utilities diversions and other enabling works to be carried out by Argent Related following planning approval and before development work can begin in earnest.
- 6.9. It is now expected that a combined planning application for all SDP sites, including the Welbourne site, will be submitted by Argent Related in Summer 2018. The size of the proposed shell & core means that the Welbourne Health Centre, once fully operational, should be able to cater to up to 30,000 patients.

### Property Considerations & Proposed Transaction

- 6.10. The proposal is for the Council to lease the property when completed to HealthLink for a term of 125 years at a peppercorn rent and at a premium. The lease will be granted out of the Council's lease back from Argent Related. Argent Related will be granted a headlease by the Council who are the freeholders of the site under the terms of the Development Agreement.



- 6.11. A 125 year lease has been offered to Healthlink, over a shorter lease, because it:
- (a) maximises the capital receipt payable to the Council, to be utilised as set out on paragraph 6.16;
  - (b) reduces the risk to the Council of having a property returned to it in 25 years time which would require further investment.
- Further detail is set out in Part B of this report.
- 6.12. The proposed leases are subject to full business case approval by the NHS including the outline business case and a development agreement and will not commence until practical completion of the shell & core.
- 6.13. Under the terms of the Development Agreement between the Council and TH Ferry Island Limited Partnership, the developer has to provide the ground floor and first floor health facility to a shell and core specification and the price agreed reflects this. HealthLink will then complete the fitting out of the premises and letting the space on a 20 year or 25 year lease to the GP practices on a sub-underlease.
- 6.14. The price agreed in the heads of terms has been negotiated with HealthLink Investments Limited. The Council's property adviser G L Hearn have negotiated the terms and have confirmed in a report that the transaction represents best consideration to the Council.
- 6.15. There are a number of ways the Council may control the use of the centre to ensure the use remains as genuine health. Covenants in the lease will include a restriction on use and on assignment and subletting of the premises. This will include the provision that the unit will be let to a health provider for the exclusive purpose of providing NHS services and specifically not an occupier whose primary operation is the provision of private medical care or services.
- 6.16. It should be noted that Cabinet has previously decided "that the sales receipts from the disposals [of SDP sites] be used by the Council to support the provision of affordable housing within the Tottenham Housing Zone and capital projects in the Tottenham Hale District Centre Framework".

## **7. Contribution to strategic outcomes**

- 7.1 The recommendations in this report are related to a number of Council wide corporate policies and priorities and will help deliver the Council's priorities as set out in the Corporate Plan 2015-2018: building a stronger Haringey together, most notably Priorities 2 &3, and in the Housing Strategy.

## **8. Statutory Officers comments (Chief Finance Officer, including procurement, & Assistant Director of Corporate Governance, Equalities)**

### **Finance**

- 8.1. The report is recommending that the Council dispose of its interest in the Welbourne Centre (once built) to HealthLink Investments Limited by way of a full repairing and insuring lease for a period of 125 years, and with a premium payable (see exempt report).
- 8.2. In turn HealthLink will grant a lease to a GP practice for 20 or 25 years. Negotiations were undertaken around having a lease term of 25 years (this being the minimum length of lease that would provide an investment grade property). The results of that negotiation are contained in the exempt report.
- 8.3. Within the base case for the SDP agreement there was an assumption made around the disposal of the Welbourne Centre to the CCG/NHS. The recommendation of this report betters the base case assumption.

### **Procurement**

- 8.4. Procurement Unit notes the recommendations in this report and that there is no input from procurement required.

### **Legal**

- 8.3 As set out in this report the Council has on 21 March 2017 entered into a Agreement with TH Ferry Island Limited Partnership to develop various sites in the Tottenham Hale area. On completion of the building to be constructed on the Welbourne Centre site the Council will take a lease back from TH Ferry Island Limited Partnership of the floors comprising the health centre. This report seeks authority to dispose of the health centre through the granting of a sub underlease to be created out of the the Council's lease.

The Council has the power to dispose of the property in any manner it wishes under section 123 of the Local Government Act 1972 but must obtain best consideration otherwise the consent of the secretary of state is required.

### **Equality**

- 8.4 The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:
  - Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act
  - Advance equality of opportunity between people who share those protected characteristics and people who do not
  - Foster good relations between people who share those characteristics and people who do not.

The three parts of the duty applies to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status applies to the first part of the duty.

- 8.5 The proposal will enable a new health facility to be established in Tottenham Hale. We know that this is a locality in which individuals with protected

characteristics are overrepresented as compared to the wider borough, London, and England. Significantly, the local area has a high proportion of residents with disabilities and long-term health conditions that adversely impact their ability to conduct day-to-day activities.

- 8.6 Results of consultation exercises suggest that primary healthcare facilities are a priority for local residents. This indicates that this is a currently under-served community. The proposal will therefore enable the Council to meet its Public Sector Equality Duty to eliminate discrimination.

**9. Use of Appendices:**

Appendix 1A – Proposed Floor Plan

Appendix 1B – Site Plan

Appendix B – Service Model

Appendix C – Heads of Terms - exempt

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

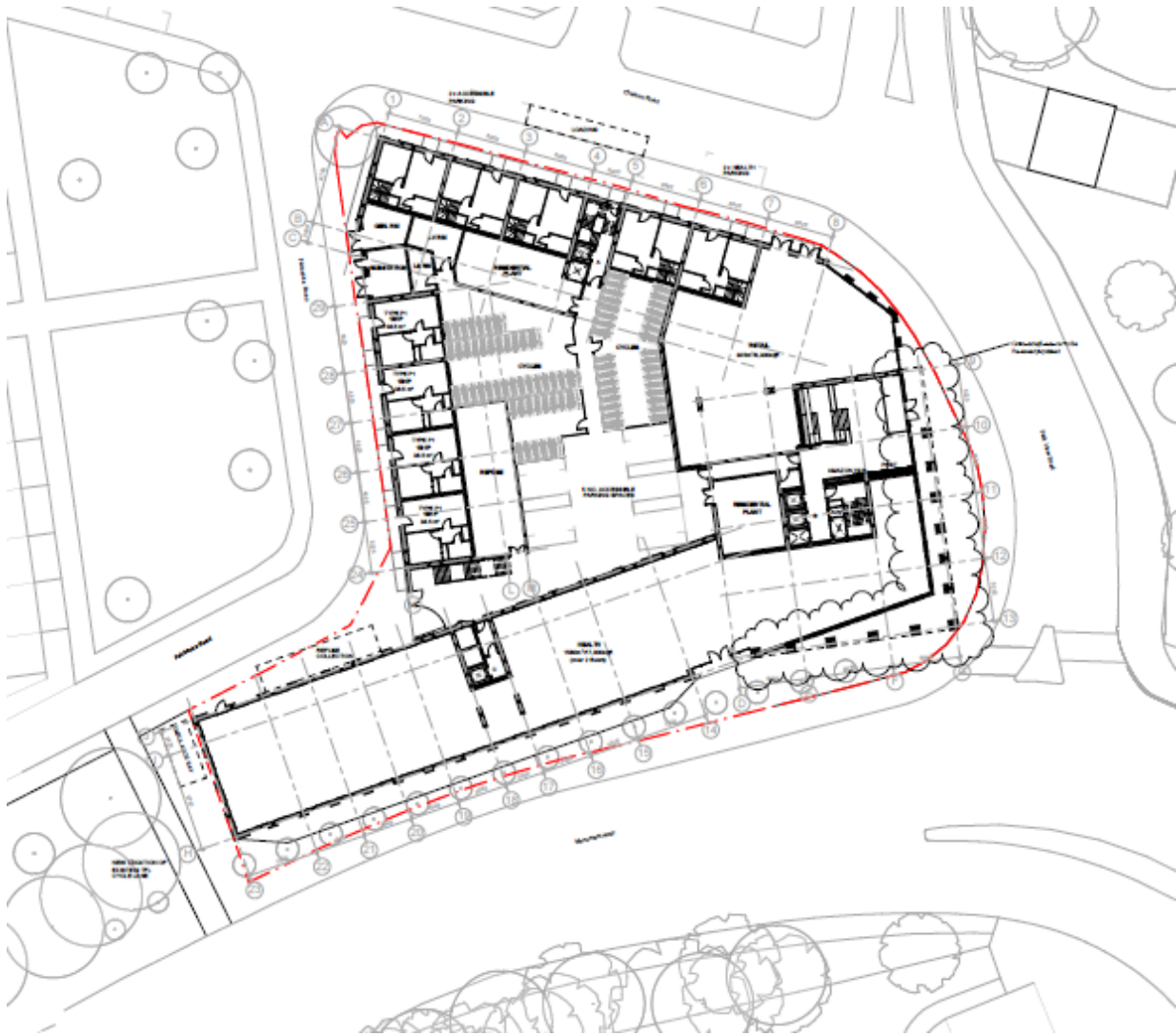
NOT FOR PUBLICATION by virtue of paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

Part of 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).

Appendix A (1)– Proposed Floor Plan



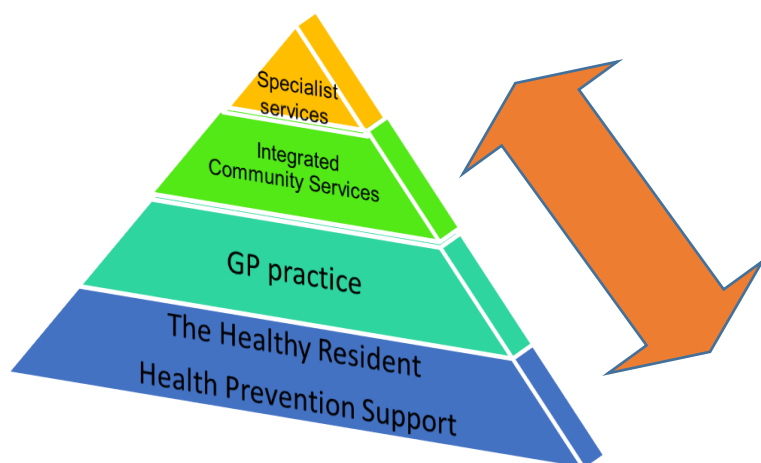




Appendix B – SERVICE MODEL

## Service Delivery Model developed by Haringey CCG

1. Work is currently underway to finalise a service model which will provide integrated care closer to home at the Welbourne Centre, and involve a range of health, social care and wellbeing services using the accommodation flexibly. It is also intended to provide a space for community groups and activities. Because the mix and range of services to be delivered from primary and community care buildings can change over time, it is important that the accommodation is flexible and adaptable.
2. Whilst this is work in progress, a clear model is emerging, consistent with the development of the Care Closer to Home Integrated Network (CHIN) priorities. This model is being developed through a virtual Service Development Group and a range of stakeholders has been consulted including Director of Adult Social Services, Assistant Director of Public Health and Assistant Director of Commissioning at Haringey Council; Chief Executive, Whittington Health; Director of Clinical Services, BEH Mental Health Trust and the CCG's Director of Commissioning, Assistant Director of Primary Care Development and Quality, and Joint Enablement Lead, as well as input from Healthwatch Haringey and the Bridge Renewal Trust.
3. At its root will be the 'healthy resident' who will be supported to maintain or improve their own health and wellbeing. However, the resident is at the centre of each tier of the service model and their needs drive this model. The pivot point of care is the GP practice, with an expectation that the practice(s) will co-ordinate and facilitate the operation of a range of other services using the centre for the benefit of an extended range of patients.
4. The key to this model is the co-ordination of pathways of care, resulting in integrated services that meet residents' needs.



## Community Health and Wellbeing Hub

5. This is a 'once in a generation' opportunity to develop a health premises, in an area of significant generation, which can become a community hub. The CCG is aware that the site of the Welbourne Centre was once a community centre and whilst the key aim of the site is to ensure that there is sufficient high quality primary care for the existing and new population, there is genuine desire by the CCG to ensure that this new building can become a community resource. This could be used to deliver a range of health and wellbeing services, in line with the Regeneration principles.
6. It is intended to do the following:
  - Work with the lead GP practice to optimise use of the Centre, when not being used for primary care
  - Open the centre in the evenings and at weekends and make it available for community groups to hire at below market value cost
  - Work closely with the Regeneration Team and other Council departments to identify opportunities for joint health and wellbeing initiatives and ideas to utilise this site for community benefit
7. The total consulting space will not be required on day one of the buildings opening and will be better utilised as the patient lists grow significantly and the practices expand their doctor and nurse training programmes. Therefore, Council regeneration officers are working closely with the CCG to explore the meanwhile use of these buildings, including offering the space to community groups/voluntary sector organisations on a short term basis. The '3 Tier Health & Wellbeing Hub Model' is set out at the end of this document.
8. The Services to be delivered from Welbourne Centre are:
  - GP Practice
  - Potential Care Closer to Home hub
  - Health promotion services
  - Potential Diabetes Hub
  - Hypertension Joint Clinics
  - Early Help and Prevention for children, to prevent acute admissions and statutory referrals
  - Welfare hub and other advice services

### **Tottenham Hale Demographics**

9. Work has been undertaken across the CCG and the Public Health team at Haringey Council to identify the demographics of the Tottenham Hale area.
10. With regard to long term conditions, the Tottenham Hale area has a high prevalence of Diabetes, Coronary Heart Disease and Stroke.<sup>1</sup>

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<sup>1</sup> Haringey Health Profile, Business Intelligence Unit, Haringey Council, November 2016

11. In terms of some of the key demographics of the Tottenham Hale area<sup>2</sup>, there is a high proportion of children and a high number of lone parent households, resulting in a need to consider what kind of children and family support services should be delivered from the new Welbourne Centre. There is also high unemployment and low education levels, which give rise to a need for a range of information, advice and support services which get to the root of the determinants of ill-health, such as housing, welfare support, benefits advice. Finally, this is a population which has diverse ethnicity, and it is therefore important to ensure the needs of a wide range of communities are met, through everything from language services to providing a space for community organisations.

### **Health & Wellbeing Hub Model**

#### **TIER 1: WELLBEING SERVICES: THE HEALTHY RESIDENT**

##### A. Prevention:

- The building will support prevention by having a station available in each site which allows patients to monitor: blood pressure, weight, cholesterol check, linked through to patient record, log in details such as smoking status, provide relevant health information and advice
- Accessible online information about local services

##### B. Services coordinated by the practice/CHIN but delivered by a range of providers including voluntary and charity sector:

- Self-management and education – Expert Patient Programme, Diabetes Education
- Smoking cessation
- Obesity management
- Physical activity
- Peer support inc. mental health and carers' groups
- Teenage pregnancy support

#### **TIER 2: GP PRACTICE**

- Large GP practice (part of a CHIN – see below) as the pivot point of care, co-ordinating the interaction with a range of services
- Responsible for optimising booking of flexible clinical and meeting spaces to appropriate providers
- Potential Hub for local CHIN (Care Closer to Home Network – for East Haringey)
- A separate contract will be entered with the GP practice which sets out their responsibilities for managing the operations and optimising the booking of this site and how they will be remunerated for that

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<sup>2</sup> ONS mid-year estimates and Haringey ward profiles (Tottenham Hale)

### **TIER 3: INTEGRATED COMMUNITY SERVICES**

This will consist of the following:

- a) 'CHIN' hub: locus for adult community services such as district nursing and therapies; and/or children's and maternity services, such as health visiting – linked with Locality teams or similar service
- b) Potential locus for extended access, rapid response and intermediate care, including reablement
- c) Social care co-ordination
- d) Mental health services delivered in primary care settings:
  - Improving Access to Psychological Therapies (IAPT), particularly support for patients with long term physical health conditions
  - Depot injections
  - Other secondary care community team services e.g. psychiatric nursing, OT, psychology, social workers
  - Substance and alcohol misuse services
- e) Information Advice and Guidance services to address drivers of poor health including advice on housing, benefits, immigration

### **TIER 4: SPECIALIST CARE**

- Rapid access to diagnostics
- Greater access to secondary care: telecare, clinical advice and navigation, e-referral
- Consultant clinics and training opportunities

**Appendix C - Heads of Terms**

**HEADS OF TERMS – WELBOURNE CENTRE**

The heads of terms are set out in PART B of the main report.

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By virtue of paragraph(s) 3, 5 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is exempt

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