

**Report for:** Cabinet Meeting – 9 December 2025

**Item number:** 19

**Title:** Tower Gardens Major Works Programme

**Report authorised by:** Jahedur Rahman, Director - Housing

**Lead Officer:** Peter De-Bique – Head of Housing Investment Delivery

**Ward(s) affected:** White Hart Lane

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

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

- 1.1 In line with Contract Standing Order (CSO) 2.01.c, this report seeks approval from Cabinet to award a contract to Tenderer A in the sum of £3,399,871.00 for the Tower Gardens Major Works Programme.
- 1.2 The Tower Gardens Estate is a conservation area located in North Tottenham. The Estate was built between 1904-1928. Approval of the contract award to Tenderer A will enable essential refurbishment works to be carried out to 77 tenanted properties. These works are essential for the general upkeep of the properties which include structural works, window and roof replacement, external fabric repairs and redecorations. The works have been carefully planned to preserve the architectural integrity of the properties.
2. Cabinet Member Introduction:
- 2.1 I am pleased to present this report outlining our Major Works Programme for 77 properties on the Tower Gardens Estate. This initiative represents a significant investment in our tenanted housing stock, which is located within a designated conservation area in the White Hart Lane Ward. The project marks a vital step toward enhancing the long-term sustainability, safety, and quality of our homes—ultimately enriching the lives of our residents.
- 2.2 The proposed works reflect our commitment to maintaining high-quality housing that meets the needs of our residents. Planned improvements include roof and window replacements, structural repairs, health and safety improvements, external fabric repairs and redecorations, and energy efficiency upgrades. These works align with our broader priorities under the Haringey Deal, including co-production, fairness, and environmental responsibility.
- 2.3 We have engaged extensively with residents and stakeholders to ensure the programme reflects local priorities and complies with the Council's planning policies for conservation areas. Feedback from the Council's conservation team has been instrumental in shaping both the scope and sequencing of the works. We remain committed to maintaining open and transparent communication throughout the delivery

of the project.

- 2.4 This report sets out the background that shaped the project, the funding and governance arrangements, and the tendering process for appointing the contractor. These elements ensure transparency, accountability, and a clear strategy for delivering a successful outcome.
- 2.5 I commend this programme to Cabinet as a vital step in improving the lived experience of our communities and delivering on our promise of a fairer, greener borough.

### **3 Recommendations**

It is recommended that Cabinet:

- 3.1 Pursuant to Contract Standing Order (CSO) 2.01.c approves the award of contract to Tenderer A as set out in Appendix A - Exempt Report. The contract sum will have a total value of £3,399,871.00.
- 3.2 Approves the expenditure of sums as set out in Appendix A – Exempt Report.
- 3.3 In line with Contract Standing Orders (CSO 16.04), approves issuance of a letter of intent for the value of £339,987.00. The Letter of Intent will allow the contractor to commence the project by placing orders with their supply chain before agreeing a formal contract.

### **4. Reasons for decision**

The decision to award this contract is based on several critical factors:

#### **4.1 Feasibility and Condition Surveys**

The Council appointed a multi-disciplinary consultant in 2022 to conduct a feasibility study of the 77 tenanted properties included in the Tower Gardens Major Works Programme.

The study, which also incorporated detailed condition surveys, was conducted in two distinct phases. Inspections of the front elevations took place during the week commencing 31 January 2022, followed by assessments of the rear elevations starting the week of 21 February 2022. The findings revealed that all properties exhibit comparable defects, with structural movement identified as the predominant concern.

The scope of works, derived from the feasibility study and condition surveys, is outlined in Section 4.2.

In addition to the feasibility study and condition surveys, the appointed consultant was commissioned to deliver a range of specialist services, with associated fees detailed in the Exempt Report – Appendix A. These services include:

- Project and cost management
- Architectural design and technical support
- Building surveying
- Mechanical, electrical, structural, and civil engineering

- Principal Designer services in compliance with the Construction (Design and Management) Regulations

## 4.2 General Scope of Works

The following works were identified by the Consultant and recommended as part of the Tower Gardens Major Works Programme:

- Structural repairs
- Replacement of roof coverings to ensure weatherproofing and structural integrity
- Renewal of rainwater goods to improve drainage and prevent water damage
- Fabric repairs to masonry and brickwork to restore external surfaces and prevent deterioration
- Replacement of all windows and front entrance doors to enhance energy efficiency and security
- Renewal of fencing to improve boundary definition and aesthetics
- Levelling of pathways to eliminate trip hazards and improve accessibility

The above works will ensure that properties within the Tower Gardens Conservation Area are structurally sound, weatherproof, and compliant with current standards. This investment in the 77 properties will help prevent further deterioration, reduce repairs costs and enhance the overall condition of the borough's housing stock.

## 4.3 Need for Fire Safety Upgrades

As part of the programme, fire safety upgrades will also be incorporated where necessary. This includes the replacement of components such as the external doors, which will be replaced with fire-rated units, installation of compliant fixtures, and improvements to compartmentation in the roofs and other areas. These measures are essential to ensure that properties meet current fire safety regulations and provide a safe environment for residents.

## 4.4 Energy Efficiency Improvements

The programme also supports the Council's commitment to becoming a net-zero carbon borough by 2041.

Current energy performance data for the 77 properties shows that the homes have an average Energy Performance Certificate (EPC) Rating of 'D'. This indicates that there is significant potential for improvement in insulation, heating, and windows to lower energy bills and carbon emissions.

In view of the above, the major works programme will include for the replacement of windows and external doors, roof insulation which will contribute to better thermal performance and reduced carbon emissions, which will in-turn also lower energy bills for residents. These improvements align with the Council's Climate Change Action Plan and Affordable Energy Strategy.

Upon completion of the works, the project team will conduct post-installation Energy Performance Surveys to confirm that energy efficiency enhancements have been achieved. It is anticipated that these improvements will result in an upgrade of the EPC rating from a 'D' to a 'C'.

## 4.5 Minimising Future Costs

This programme will also help mitigate escalating repair costs and safeguard the long-term value of the Council's housing stock. Delaying these essential works risks further deterioration of the properties, which could compound existing structural issues, increase reactive maintenance demands, and ultimately undermine the value of the properties and compromise the Conservation Area status of the Tower Gardens Estate. By investing now, the Council is taking proactive steps to ensure the housing stock remains in good condition for current and future residents.

#### **4.6 Resident Engagement and Communication**

Although the works are external in nature, the Council has engaged with residents and stakeholders across the Tower Gardens Estate. Communications have been issued to affected households, and Resident Liaison Officers have been appointed to support engagement, respond to queries, and ensure that disruption is minimised. This proactive approach reflects the Council's commitment to transparency and resident wellbeing.

- 4.7 As the properties are located within a designated Conservation Area, the Major Works Team, together with the Multi-Disciplinary Consultant, engaged with the Planning Department through pre-application advice to ensure that all proposed interventions are sensitively designed to complement and preserve the architectural character of the Tower Gardens Estate.

#### **4.8 Alignment with Strategic Goals**

This project aligns with the Council's wider strategic objectives, including the Housing Delivery Programme, the Housing Asset Management Strategy, and the Council Housing Energy Action Plan (HEAP). It supports the Council's ambition to provide high-quality, sustainable housing and to make best use of its existing stock.

### **5 Alternative options considered.**

#### **5.1 Do Nothing**

Haringey Council has a responsibility to maintain both the internal and external integrity of its housing stock. Opting not to proceed with the refurbishment of the 77 properties within the Tower Gardens Estate would risk reputational damage, as it could be perceived as neglecting its duty to uphold standards of repair—especially given the estate's designation as a Conservation Area.

Inaction also carries significant financial consequences. Failure to upgrade these properties will lead to continued reactive repairs and maintenance, placing a sustained burden on the Council's already limited financial resources. Timely investment not only fulfils the Council's statutory obligations to ensure the properties meet the Decent Homes Standard but also delivers long-term cost-effectiveness and reinforces its commitment to providing safe, well-maintained housing for its residents.

#### **5.2 Partnering Contract**

Haringey Council is currently procuring four long-term partnering contractors to deliver major works to its housing stock over a 10-year period. While it was initially considered to include the Tower Gardens Major Works Programme within the partnering contracts, several critical factors led to the option being ruled out.

Firstly - the Tower Gardens Major Works programme refurbishment works are considered urgent, as the external repairs are required to address structural issues and upgrade poor performing elements such as windows, doors, drainage and other major

components. Delaying the works until the partnering contractors mobilise in early 2026, would risk further deterioration of these properties, leading to higher repair costs which could in turn lead to claims for disrepair.

It should also be noted that the decision to exclude the Tower Gardens Major Works Programme from the partnering contract is because the project was first identified in 2022, meaning the works are overdue and any further delays will compromise the Council's commitment to achieving its Decent Homes target for 25/26 and 26/27.

## 6. Background information

6.1 Tower Gardens Estate is a designated conservation area located off Lordship Lane in North Tottenham. The estate was constructed between 1904 and 1928. Tower Gardens was given Conservation Area status in 1978 and later covered by an Article 4 Direction, due to its unique architectural approach and the quality of construction of its properties.

6.2 The Tower Gardens Estate comprises approximately 954 houses arranged across 24 streets, with ownership shared between Haringey Council and private individuals. Of these, 77 tenanted properties have been identified for inclusion in the Council's current Major Works Programme. These selected properties are located primarily along Tower Gardens, Teynton Terrace, Waltheof Avenue, and Risley Avenue. The table below outlines the distribution of properties per street within the programme.

Tower Gardens – Major Works Programme	
Street Name	Number of Tenanted Properties
Tower Gardens	33
Risley Avenue	28
Teynton Terrace	10
Waltheof Avenue	6
<b>Total</b>	<b>77</b>

6.3 While the Council owned properties on the Tower Gardens Estate share a broadly similar design, the condition and required interventions vary across individual properties. Therefore, the programme has been carefully designed through meetings with the local planning team and the appointed multi-disciplinary consultant to ensure that all interventions are sympathetic to the original architecture and comply with conservation guidelines.

6.4 Following a series of meetings between the local Planning Team and the appointed Multi-Disciplinary Consultant who carried out the initial feasibility study and condition surveys, the following scope of works was agreed to ensure compliance with conservation requirements and address the identified building needs:

- Replacement of roof coverings to improve weatherproofing and structural resilience. Replacement will be with materials to reflect the original style and features of the properties.
- Renewal of rainwater goods to enhance drainage and prevent water ingress
- Fabric repairs to masonry and brickwork to restore external surfaces and preserve architectural character
- Replacement of all windows and front entrance doors in line with conservation guidelines
- Renewal of fencing to improve boundary definition and visual cohesion
- Levelling of pathways to eliminate trip hazards and improve accessibility

6.3 Upon completion of the design process and agreement on the final scope of works, a detailed specification and tender documentation were prepared. The tender was issued

via the Haringey Council tender portal, inviting approved framework contractors to submit their proposals in accordance with the outlined specification and the Invitation to Tender.

### Competitive Tender Process

The Council conducted a robust and competitive procurement exercise via Lot 2.2 of the London Construction Programme (LCP) Framework. Tenders were published on 03 June 2025, resulting in the receipt of seven compliant bids by the closing date of 30 July 2025.

Following a comprehensive evaluation process, the appointed contractor demonstrated strong capability to deliver the refurbishment works to a high standard, on budget, and in accordance with the Council's priorities around social value and environmental sustainability. The tender results are shown in the table below with further detail in Appendix A – Exempt Report.

- 6.4 Following final clarifications and the evaluation and moderation of the quality, price and social value elements, the table below sets out the final scores for the 7 bids received.

Tenderer	Tender Price	Cost (40%)	Quality (50%)	Social Value (10%)	Total Score (%)
A	£3,399,870.63	39.20	50.00	7.00	96.20
B	£3,683,749.45	33.60	45.01	5.96	84.57
C	£3,719,459.30	32.80	44.94	3.90	81.64
D	£3,776,628.69	30.40	45.70	4.97	81.07
E	£3,782,261.91	27.20	46.15	3.00	76.35
F	£3,990,206.32	32.00	42.60	3.88	78.48
G	£4,074,699.52	28.80	41.72	6.99	77.51

- 6.5 The above results follow a compliant tender exercise to procure a suitably qualified and experienced contractor to deliver the Tower Gardens Major Works programme, it is therefore recommended that Cabinet approves the award of contract to Tenderer A in the sum of £3,399,871.00.

- 6.6 The projected spend profile is shown in the following table. The project will be funded from the Tower Gardens Major Works Budget which sits within Asset Management's HRA Capital Programme.

The allocated funding will accommodate all works executed on the project and will be delivered over 3 financial years i.e., 25/26, 26/27 with the retention and end of defects in 27/28 as shown in the table below.

The works will be funded from the approved budget for the HRA Major Works Capital Programme. The works are capital in nature as they relate to the structural refurbishment and reinstatement of housing assets.

The costs are expected to be contained within the existing Major Works budget and Medium-Term Financial Strategy (MTFS). Provided there is no cost escalation beyond the estimated cost, there is no or minimal financial pressure on the current year's capital budget.

A small portion of spend may slip into the following financial year £169,994.00 to address end-of-year defects or completion items.



Financial year	Works	Description
25/26	£300,000.00	Main Works
26/27	£2,929,877.00	Main Works
27/28	£169,994.00	Defects
Total	£3,399,871.00	

## 6.7 Key Milestones

The following key milestones are noted for the delivery of the Tower Gardens Major Works Programme.

Work Stages	Indicative Delivery Period
Initial Engagement	September 2022
Feasibility and Options Appraisal	February 2023
Design Proposals	May 2025
Procurement	May - July 2025
Governance and Approval to Award	November 2025
Appointment of Contractor and Mobilisation	December 2025
Handover	December 2026
End of Defects and Final Sign-Off	March 2027

## 6.8 Planning

As part of the formal application and approval process, the Project Team is in active consultation with Haringey Council's Planning and Building Control services, ensuring that all proposals are compliant with both national policy and local conservation area guidelines. This collaborative approach supports the delivery of essential improvements while safeguarding the architectural integrity and heritage value of the estate. Discussions are ongoing around the finer details of the scheme, including design specifications and compliance with planning and heritage requirements.

## 6.9 Conservation

The properties within the Tower Gardens Major Works Programme are in the Tower Gardens Estate Conservation Area, designated in 1978. This area is recognised for its special architectural and historic interest, particularly its early 20th-century Arts and Crafts-style housing and garden suburb layout, originally developed by the London County Council.

In accordance with the National Planning Policy Framework (NPPF)—specifically Section 16: Conserving and Enhancing the Historic Environment—local planning authorities are required to identify and assess the significance of any heritage asset that may be affected by a proposal, including impacts on its setting. This includes designated conservation areas such as Tower Gardens. Additionally, the Tower Gardens Conservation Area Appraisal and Management Plan (2019) provide localised guidance and design principles that must be considered in any development or refurbishment proposals. Many streets in the area are also subject to an Article 4 Direction, which removes certain permitted development rights to preserve the estate's uniform character and original features.

## 6.10 Risk Management

The Tower Gardens Major Works programme presents several key risks that require careful management to ensure successful delivery:

### Contractor Capacity and Commitment

A primary risk is securing a contractor with the capacity and commitment to deliver the works to the required standard and within the agreed timeframe. This has been mitigated by procuring through the London Construction Programme (LCP) Framework, which ensures all contractors are pre-vetted and capable of delivering complex refurbishment projects.

### **Cost Management and Budget Control**

Managing project costs within the allocated budget remains a significant challenge. To mitigate this, we have appointed an experienced design consultant and lead architect to oversee cost planning and design efficiency throughout the project lifecycle.

### **Quality Assurance and Resident Satisfaction**

Achieving a high standard of workmanship is essential to ensure resident satisfaction and long-term asset performance. To address this, a dedicated quality inspector has been appointed to carry out daily site inspections. This role includes monitoring construction quality and reporting on health and safety compliance.

### **Unforeseen Works and Structural Complexity**

A further risk lies in the potential for unforeseen works that may only become apparent once the project is underway. These could include issues such as underpinning requirements, drainage failures, foundation instability, or hidden structural defects that were not identified during the tendering process. The lead consultant is also prepared to respond swiftly with design and engineering solutions should such issues arise.

### **Planning Delays for Conservation**

As the scope of the Tower Gardens Programme includes external works to properties within the Tower Gardens Conservation Area, there is a heightened risk of planning delays due to the area's heritage designation and the presence of an Article 4 Direction, which restricts certain permitted development rights. These controls are in place to preserve the estate's distinctive architectural character. To mitigate potential delays, the Project Team has initiated early engagement with Haringey Council's Planning and Conservation Officers to ensure proposals are conservation-compliant and to support a smoother planning approval process.

## **7. Contribution to the Corporate Delivery Plan 2024-2026 strategic outcomes**

7.1 The Tower Gardens Major Works Programme is aligned with the **Housing Asset Management Strategy (2023–2028)**, and the **Corporate Delivery Plan (2023/24)**. It is designed to:

- Support the Housing Strategy and ensure all council homes meet the Decent Homes Standard by 2028.
- Respond to the climate emergency by delivering energy efficiency upgrades and decarbonisation measures, aligned with the borough's net zero target by 2041.
- Ensure building safety and compliance, in line with the Building Safety Act (2022) and Social Housing Regulation Act (2023).
- Embed active asset management, reviewing long-term viability and demand before investing in housing stock.
- Align with the Corporate Delivery Plan Theme 2: "Responding to the climate emergency," by prioritising sustainability in all property decisions.



- 7.2 There are estimated to be over 15,000 households experiencing fuel poverty in the borough. Improving the energy efficiency of our housing stock to reduce fuel bills is the most effective means of achieving a key objective of the Council's Affordable Energy Strategy 2020-2025. Improving the energy efficiency of homes remains the most sustainable, long-term solution to fuel poverty. With many homes requiring an extensive package of energy efficiency measures.
- 7.3 This project will help to achieve the Borough Plan Outcome 3: 'We will work together to drive up the quality of housing for everyone'. This will include contributing to deliver the following objectives: -
- Ensuring the Council is compliant with the regulatory requirement to bring all council homes to the Decent Homes Standard by 2028.
  - Meeting all Building Safety and Compliance regulatory requirements to ensure the safety of residents living in council homes.

## **8 Carbon and Climate Change**

- 8.1. This project derives from the strategy within the Housing Energy Action Plan. The properties included in scope will go through a 'fabric first' retrofit design process aimed primarily to reduce their carbon emissions, reduce energy usage, and be more resilient to fluctuating temperatures.

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

#### **9.1 Strategic Procurement**

- 9.1.1 Strategic Procurement (SP) note that this report relates to the approval to award a contract to Tenderer A.
- 9.1.2 SP note that a competitive tender was launched via the LCP MW24-H Housing Framework Lot 2.2 Retro-Fit Refurb & Adaptations Housing. The adopted procurement is in line with Contract Standing Order (CSO) 7.01 and Regulation 33 of the Public Contract Regulations 2015.
- 9.1.3 The Tenderers' bid submissions were evaluated in accordance with the scoring methodology contained within the published Invitation to tender document. The preferred bidder's bid submission also represents value for money.
- 9.1.4 SP support the recommendation to approve the award in accordance with CSO. 2.01 (c).

#### **9.2 Financial Consideration**

- 9.2.1 It is recommended that a contract valued at £3,399,871 be awarded over a three-year period. This sum encompasses the costs for structural works, window and roof replacements, external fabric repairs, and redecorations across 77 tenanted blocks.
- 9.2.2 As all blocks are tenanted, no leaseholder contributions will be applicable.
- 9.2.3 The contract will be fully funded through the HRA Major Works Capital Programme, with no requirement for additional funding beyond the approved budget envelope.

- 9.2.4 The proposed expenditure is consistent with the Council's Medium-Term Financial Strategy (MTFS). Costs associated with 2025/26 have been incorporated into the service's financial forecasts. Inflationary factors have been accounted for in the financial planning.

### **9.3 Legal**

- 9.3.1 The Director of Legal and Governance (Monitoring Officer) has been consulted in the preparation of this report.
- 9.3.2 The works were tendered under the LCP Major Works Housing Framework Agreement Lot 2.2. Use of a framework agreement is an approved procurement process under the Public Contracts Regulations 2015 (Reg 33), the procurement legislation in force at the time the Framework Agreement was established. Use of a framework agreement is also provided for under CSO 7 of the Council's Contract Standing Orders.
- 9.3.3 Cabinet has power under CSO 2.01 (c ) (contracts valued at £500,000 or more) to approve the award of this contract. It also has power to approve issuance of a letter of intent.
- 9.3.4 The award of this contract is a Key Decision and, as such, the Council needs to comply with its governance processes in respect of Key Decisions including publication in the Forward Plan.
- 9.3.5 The Director of Legal and Governance confirms that there are no legal reasons preventing the Cabinet from approving the recommendations in this report.

### **9.4 Equality**

- 9.4.1 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 protected characteristics and people who do not.
  - Foster good relations between people who share those characteristics and people who do not.
- 9.4.2 The three parts of the duty apply 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.
- 9.4.3 Although it is not enforced in legislation as a protected characteristic, Haringey Council treats socioeconomic status as a local protected characteristic.
- 9.4.4 This report seeks approval from Cabinet to award a contract for the Tower Gardens Major Works Programme. Approval of the contract award will enable essential refurbishment works to be carried out to 77 tenanted properties. These works are essential for the general upkeep of the properties which include structural works, window and roof replacement, external fabric repairs and redecorations.

- 9.4.5 The decision will primarily impact residents living in properties owned by Haringey Council, a significant number of whom share the protected characteristics. BAME people and disabled people are overrepresented in our council housing stock. The scope of these works to properties will be adapted if required where residents have disabilities. Engagement with residents will take place to identify any specific needs.
- 9.4.6 Overall, as far as this decision will support the Borough Plan objective to drive up the quality of housing for everyone this decision can be expected to have a positive equalities impact.
- 9.4.7 As a body carrying out a public function on behalf of a public authority, the contractor will be required to have due regard for the need to achieve the three aims of the Public Sector Equality Duty, noted above. Arrangements will be in place to monitor the performance of the contractor and ensure that any reasonable measures are taken to address any issues that may occur and may have a disproportionate negative impact on any groups who share the protected characteristics.

## **11.0 Use of Appendices**

- 11.1 Appendix A - Exempt Report.

## **12. Background papers**

- 12.1 None