

Report Title: **Tottenham Town Hall and Former Clyde Road Depot**

Forward Plan reference number (if applicable):

Report of: **Acting Director of Finance**

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

Report for: **Key Decision**

### **1.0 Purpose**

- 1.1 To provide a summary of the revised bids received for the refurbishment and redevelopment of the Tottenham Town Hall and former Clyde Road Depot together with an assessment of the bidders as potential development partners.
- 1.2 To select a private sector development partner in order to secure the conservation and refurbishment of the principle heritage/community areas of the Town Hall and redevelopment of the former Clyde Road depot.

### **2.0 Introduction by Executive Member**

- 2.1 The developers selected presented the best proposals on all the selection criteria and the scheme proposed worked well with the neighbouring Bernie Grant Centre as well as fully complying with the development brief.
- 2.2 It is important for the regeneration of Tottenham that the historic town hall is preserved and developed, and I am convinced that the proposals set out in this report represent our best opportunity to enable the people of Tottenham to enjoy its facilities for many years to come.

### **3.0 Recommendations**

- 3.1 It is recommended that the Executive approve:
  - i. Newlon Housing Trust as the preferred development partner for the refurbishment of the principle heritage/community areas of the Town Hall and redevelopment of the former Clyde Road depot.

- ii. London & Quadrant Housing Trust/GLE/CoNEL as the reserve development partner in the event that final terms cannot be agreed in (i) above subject to (ii) above.
- iii. To authorise the Acting Director of Finance to negotiate and enter into a development agreement for both the Town Hall and former Clyde Road depot with the preferred partner as detailed in section 7.5 of the report in consultation with the Executive Member for Finance.
- iv. To authorise the formation of a steering group of council officers to work with the preferred development partner in order to finalise the detailed scheme proposals for the site and including key Member level oversight and sufficient community engagement with key stakeholders.

Report Authorised by: **Gerald Almeroth Acting Director of Finance**

Signed: \_\_\_\_\_ Date: \_\_\_\_\_

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#### **4.0 Executive Summary**

4.1 The development of the Town Hall and depot site has always been a part of the Council's wider plans to transform Tottenham and accords with the Tottenham High Road strategy. Hence the Council's resolution to dispose the site is based upon the following objectives as outlined in the approved development brief for the site:-

- The desire to restore / refurbish the Town Hall and preserve and enhance the character of the Conservation Area.
- To assist in creating additional employment opportunities in the area.
- To improve the local environment, through development, to actively benefit the local community.
- To develop the site to provide for a mix of uses which complement the adjoining Bernie Grant Arts Centre and neighbouring use.
- To attract further private and public investment and to act as a catalyst for the regeneration of the wider Tottenham Green area.

4.2 The proposal is that the site and buildings are offered on a long lease allowing the Council, as freeholder to have a degree of control and guardianship in the future in accordance with English Heritage's preference for civic buildings. It is considered essential that there is a properly constituted and co-ordinated management scheme for the site and its environs involving BGAC and CoNEL.

## **5.0 Reasons for any change in policy or for new policy development (if applicable)**

5.1 There are no proposed changes in policy.

## **6.0 Local Government (Access to Information) Act 1985**

6.1 Approved Development Brief prepared by Donaldsons  
Approved Marketing Brief prepared by Messrs Donaldsons  
Conservation Plan prepared by Alan Baxter and Associates  
Current and draft Unitary Development Plan.  
Adopted Supplementary Planning Guidance -Tottenham Baths and Clyde Road Masterplan  
Executive reports of 1<sup>st</sup> July 2002, 25<sup>th</sup> February 2003 and 17<sup>th</sup> February 2004  
Planning Committee report July 2002  
Transforming Tottenham Advisory Committee December 2004

## **7.0 Background**

- 7.0.1 Tottenham Town Hall, whose centenary was in 2005, is a grade II listed building of both historical and architectural importance. The former Clyde Road Depot is also within the curtilage of the Town Hall and is therefore deemed to be listed and is afforded the same protection.
- 7.0.2 The Town Hall has an extensive backlog of maintenance and health and safety requirements with the depot buildings in a ruinous state. Considerable capital investment is needed, especially due to the listed status of the buildings, as any proposals must have regard to the heritage constraints of these properties.
- 7.0.3 Consequently, in July 2002, the Executive approved council support to the Bernie Grant Centre by the granting of a 125-year lease of the former Tottenham Baths site for the siting of the Bernie Grants Arts centre and marketing of the remainder of the Town Hall site including the former Clyde Road Depot.
- 7.0.4 The Council's Planning Committee in July 2002 adopted a Masterplan for the depot and former baths building and its environs including the Town Hall as supplementary planning guidance.
- 7.0.5 Donaldsons were appointed in 2004 to assist the Council with a marketing exercise pursuant the selection of a development partner to assist the Council with the regeneration of Tottenham Town Hall and the redevelopment of former Clyde Road Depot. The Council's resolution to dispose of the site is based upon the following objectives as outlined in the approved development brief for the site:-

- The desire to restore / refurbish the Town Hall and preserve and enhance the character of the Conservation Area
- To assist in creating additional employment opportunities in the area
- To improve the local environment, through development, to actively benefit the local community
- To develop the site to provide for a mix of uses which complement the adjoining Bernie Grant Arts Centre and neighbouring use
- To attract further private and public investment and to act as a catalyst for the regeneration of the wider Tottenham Green area.

7.0.6 In essence, the Council is seeking a development partner who will undertake the redevelopment on the former Clyde Road Depot and restore / refurbish the Town Hall bringing it into a use, which will help ensure its future in the long term.

7.0.7 Given the sensitive nature of the site and specifically the Town Hall building, Alan Baxter Associates with the support of English Heritage, produced a Conservation Plan, which highlighted the most sensitive areas of the Town Hall and Clyde Road Depot. This being an overall blue print for these buildings setting out the most important elements for conservation as well as opportunities for adaptation.

7.0.8 A two stage marketing exercise was undertaken with initial expressions of interest sought in an advertisement in the Estates Gazette coupled with a targeted mail shot to developers who had previously shown interest in similar projects. The marketing exercise generated 131 requests for information out of which eight parties submitted first stage submissions in accordance with the Development and Marketing Briefs.

7.0.9 The nature of the parties who submitted a first stage submission, both from a commercial and residential perspective, was considered positive. The list of parties reflected a range of potential developers including large housing associations to smaller niche development companies.

7.0.10 Four of the eight bidders were then selected to proceed to the second stage of the marketing process requiring detailed proposals for the sites based on the following criteria:

- Scheme design,
- Mix of uses,
- Compatibility with brief,
- Funding,
- Financial offer to the Council,
- Deliverability,
- Track record,
- Financial standing,
- Quality of urban design,

- Professional team.

7.0.11 The four short listed bidders in alphabetical order are:

- Bellhouse Joseph (who subsequently withdrew from the process due to work commitments elsewhere and were replaced by Rock Investment Plc.)
- London and Quadrant / GLE
- Metropolitan Housing Trust
- Newlon Housing Trust

## 7.1 Development Proposals

7.1.1 The Council identified the following scheme requirements for any proposal to refurbish and redevelop the Town hall and the former Clyde Road Depot in the development brief which was approved by the Executive on 17 February 2004 and the marketing brief:-

- A community role and the heritage value of the Town Hall conserved and rejuvenated within the scope of a private development allowing for continued public access to the entrance hall and public use of the Moselle Room.
- Retention, repair and improvement of the main areas of the Town Hall and appropriate re-use for business, training, hotel, food and drink or complimentary (to the Bernie Grant Centre and Tottenham Green Leisure Centre) leisure uses.
- Provision of residential accommodation of 140 units, evenly divided between private and affordable accommodation within a maximum of five storeys.
- Minimal parking provision due to public transport availability.
- Regard to be given to pedestrian permeability and safety in the context of the Bernie Grant Centre and movement to Seven Sisters station.
- Long term sustainable management scheme, which will not break up ownership and responsibilities for the area.
- Public realm improvements in conjunction with Council proposals for the Town hall frontage, Tottenham Green (the first phase of which is currently being undertaken) and the wider improvements which include pedestrianisation of Town Hall Approach.

7.1.2 The developers have all produced schemes in accordance with both the development and marketing briefs and subsequent issued guidance, details of which are appended. However brief details and a synopsis of each developers proposal is set out below:

## **London & Quadrant/ GLE Property Developments/CoNEL**

- Restoration of the Town Hall to provide office accommodation, ICT and library facilities for CONEL with the Moselle Room utilised for public events, business conferences etc. allowing continued public access.
- Remodelling of the rear of the Town Hall to provide for a purpose built crèche facility also linked to CONEL.
- A mixed tenure residential development providing 140 units situated around a private courtyard
- The provision of two public open spaces. The first being a piazza which interacts with the proposed courtyard to the front of the BGAC. The second being a new public square flanked by the proposed crèche / ICT facilities, the fireman's cottages, new residential and the south elevation of the BGAC.
- A “car free” development except for a limited number of parking spaces for wheelchair-accessible dwellings.

Generally a good quality of submission with a clear format and good presentation. Their proposals reflect a good understanding of the briefs’ and subsequently issued guidance.

## **Metropolitan Housing Trust/CoNEL**

- Refurbishment of the Town Hall for occupation by CONEL as a teaching and crèche facility.
- Remodelling of the rear of the Town Hall to provide for a new flexible learning centre, again utilised by CONEL.
- Provision of a single public open space which separates the Town Hall uses from the residential accommodation.
- Provision of a private, secure play area for the proposed crèche facility located at the area between the rear of the existing Town Hall and the rear extension
- A mixed tenure residential development providing 140 units situated around a private sunken garden
- Limited vehicular access with the exception of essential servicing to the Town Hall.
- 20 parking spaces are proposed for the residential units.

Overall a reasonable quality submission with a clear format and good presentation of information. Sometimes unclear in places, however contains required information.

## **Newlon Housing Trust/CoNEL**

- Refurbish and restore the Town Hall with the ground floor entrance becoming a small community style marketplace and the Moselle room available for hire as a conference facility for both public and private organisations.

- Remodelling of the rear of the Town Hall to become a restaurant with residential accommodation above. The restaurant will be situated around an open courtyard which interacts with the area between the BGAC ticket office and main building.
- A mixed tenure residential development providing 140 units situated around a landscaped courtyard
- Limited vehicular access with the exception of essential servicing to the Town Hall. Access will be redirected via Clyde Road to provide access to the BGAC and the development.
- 25 car parking spaces are proposed, of which 20 spaces will be reserved for use by the disabled residents with a further 2 reserved for disabled business users. The 3 remaining spaces will be utilised by City car club.

A good quality of submission with a clear format and good presentation of information. The proposal reflects a good understanding of brief and subsequently issued guidance and contains all required information.

### **Rock Investments Plc**

- Refurbish and restore the Town Hall with the ground floor comprising a bar, restaurant and after school club as well as access to the Moselle Room where a Tottenham Hotspur Museum is proposed. The restaurant to face onto the open space / public square between the BGAC ticket office and main building
- Remodelling of the rear of the Town Hall to become a crèche facility and nursery with residential above. This will include a playground situated between the existing Town Hall and the proposed crèche / nursery, which will be a private secured space.
- A mixed tenure residential development providing 154 units in five distinct blocks arranged to create private gardens and some car parking areas between the accommodation blocks.
- Access into the development is proposed via Clyde Rd
- 41 car parking spaces are proposed. 5 spaces allocated for the crèche and Town Hall commercial uses, 10% to be allocated for disabled parking, and a minimum of 2 spaces for use by the car club.

Generally more limited submission although floor plans are relatively clear however their proposal lacks detailed information in places and therefore difficult to fully assess.

## **7.2 Overview of the proposals with regard to the relationship with the BGC & CoNEL**

### **BGC**

7.2.1 The construction of the BGAC is now well advanced and a recent site visit reinforced to Donaldsons the proximity of the building to the Site and the importance of working up a scheme with full regard to how the Site and BGAC will interrelate. The steel frame and the majority of

external walls of the BGAC are in place, which made it possible to see the scale of the building and its relationship to the Site. It was particularly apparent that the BGAC is positioned close to the southern and northern site boundary of the Town Hall, which we would suggest makes the distance between the BGAC and the rear of the Town Hall, appear quite close. Accordingly, it will be necessary for the final scheme to be designed appropriately that complements the BGAC in terms of scale, proximity, layout and construction materials.

7.2.2 The schemes produced by London & Quadrant and Metropolitan generally appear to relate well to the BGAC in terms of layout and scale, specifically the positioning of the public spaces. With regard to the scheme produced by Newlon the proposed piazza to the rear of the Town Hall relates well to the corresponding space to the front of the BGAC. However, the proposed residential development runs parallel to the southern elevation of the BGAC, which could be over bearing and would need further consideration. Within Rock's proposals, the layout generally does not relate well to the BGAC as access and car parking arrangements could adversely impact on the setting of BGAC. In addition, there appears to be a lack of public open space throughout the scheme to encourage movement between to proposed development and the BGAC.

## **CoNEL**

7.2.3 London & Quadrant and GLE have indicated CoNEL are a 'partner' in its proposals. CoNEL will provide office space, ICT and library facilities for students and local residents within the Town Hall. In addition, the scheme proposes a purpose built facility to the rear of the Town Hall, which will be utilised as a crèche and childcare centre for CoNEL.

7.2.4 Metropolitan's proposal provides a Flexible Learning Centre, a nursery and childcare training centre with associated teaching accommodation in the renovated Town Hall and new build extension for CoNEL. In addition, the proposals include a purpose built facility for a construction training centre to the rear of the building.

7.2.5 CoNEL's requirements have not been included in Newlon's compliant bid; however Newlon have provided a childcare centre and construction training facility within their variant bid.

7.2.6 Rock have not specifically mentioned CoNEL, however, are promoting an after school club within the Town Hall and also a crèche and childcare facility within a new build development to the rear

## **7.3 Financial consideration**

7.3.1 The short-listed parties were all invited to provide proposals to include a financial offer on the basis of;



- Compliant proposal - based on the marketing and development briefs, and subsequent issued guidance
- Variant proposal based – maximising the development potential of the site

The offers submitted has formed part of the assessment for selecting the preferred bidder and will become the starting point for agreeing the final consideration once the development scheme has been agreed with the selected partner.

7.3.2 One of the bidder’s subsequently submitted a revised financial consideration following the presentations on the 11<sup>th</sup> of September. However, this has not been sufficient to change the scoring of the submission as detailed below.

## 7.4 Assessment & Presentation

7.4.1 Following detailed consideration of the submissions, Donaldsons and Council officers scored the submissions against set criteria as detailed in the marketing brief which are detailed below:

- Developer – experience, professional team, approach to partnership, financial strength and quality of submission.
- Scheme proposals – layout, mix, density, highways, car parking sustainability etc
- Financial offer– proposed consideration, profit and overage

7.4.2 The submissions were scored against the criteria which were then weighted as follows:

Developer 40%  
 Scheme proposals 30%  
 Financial offer 30%

7.4.3 The result of the scoring is shown below:

	L & Q/GLE/CoNEL	MHT/CoNEL	Newlon HT/CoNEL	Rock/Genesis HA
<b>Overall score</b>	77%	66%	79%	56%

7.4.4 As the final part of the selection process, all the short listed bidders were invited to present their proposals to Councillors, stakeholders and Council officers on Monday 11 September 2006. The consensus after the presentations was that Newlon Housing Trust were the strongest followed by London & Quadrant Housing Trust.

## 7.5 Future Ownership, Management and Projected Timescales

7.5.1 Donaldsons working in conjunction with Council officers to examine the different methods of transferring legal interests in the property, procuring the necessary works and securing the future management have given the following advice on the basis that the Council is not able to put forward the necessary capital funding or take on development and future liability risk.

7.5.2 It is proposed that the Town Hall site and the former Clyde road depot site and buildings are offered on a 125-year lease. This will allow the Council, as freeholder to have a degree of control and guardianship in the future in accordance with English Heritage's preference for civic buildings. As important will be the need to control the physical relationship and common areas with the Bernie Grant Arts Centre, although the actual management will be with the leaseholder. It is essential that there is a properly constituted and co-ordinated management scheme for the site and its environs involving the BGC partnership and CoNEL.

The alternative to the above would be to offer the Town Hall on a 125-year lease and the depot site freehold.

7.5.3 As all the proposals for the depot site are for multi storey residential units, it is unlikely that there will be any material difference in the financial consideration whether the land is transferred as long leasehold or an outright freehold disposal. The Head of Corporate Property recommends, as a matter of policy, to have a presumption for disposing land on long leasehold, for the benefit of future generations and to maintain a degree of control over future development

7.5.4 The Council will enter into a development agreement with selected development partner to secure an approved development within a defined time scale and the lease will specify controls and good management of the completed scheme in the future such as the permitted uses.

7.5.5 Once selected, the developer will need to work up proposals, obtain planning permission and listed building consent. The Council will have a co-ordinating role during this process to prevent it becoming protracted.

7.5.6 Projected Timescale

<b>2006</b>	
<b>Oct</b>	<b>Selection of preferred development partner by Executive</b>
<b>Nov</b>	<b>Scheme proposals worked up in detail in conjunction with steering group and Transforming Tottenham Advisory Committee.</b>
<b>2007</b>	
<b>Mar</b>	<b>Negotiation and finalising of development agreement</b>
<b>May</b>	<b>Developer's Planning &amp; Listed Building Applications</b>
<b>June</b>	<b>S.106 negotiations</b>

Re-location of CAB & Age Concern – 18 months minimum.

Nov	Permissions granted
Dec	Conditional Transfer - Deposit or partial Capital Receipt
2008	
Mar	Start on site
	Construction phases
2010	Completion

## 8.0 Consultation

- 8.1 Consultations were previously carried out in relation to Master-planning activities. It is envisaged that there will be further specific public consultation on the final proposals as part of the considerations for planning permission and through the steering group that will provide the opportunity for further community engagement and Member involvement.

## 9.0 Financial Implications

- 9.1 A sale under the terms of the tender undertaken in conjunction with Donaldson's would generate a sizeable capital receipt of which 100% would be usable for the Council's budgetary requirements.

The conditions of the sale allow us to zero rate the supply and therefore there are no VAT implications.

The cost of maintaining the Town Hall will be the responsibility of the leaseholder as contained in the development agreement.

The financial consideration submitted by the developers had a range of values, however Newlon the recommended development partner's offer coupled with their proposals delivers best consideration.

The final capital receipt will depend on the agreement of the make up of the final scheme.

## 10.0 Summary and Conclusion

- 10.1 As stated above, the Town Hall has an extensive backlog of maintenance and health and safety requirements with the depot buildings in a ruinous state thus requiring considerable capital investment especially due to the listed status of the buildings.
- 10.2 The collaboration of the Council with a private developer will facilitate the injection of the much needed capital funding and entrepreneurial skills to refurbish and redevelop the Town Hall and former Clyde Road Depot. Whilst conserving the community role and the heritage value of the Town Hall allowing for continued public access to one of the entrance hall and public use of the Moselle Room.
- 10.3 The preferred developer's proposals albeit subject to planning permission will improve the potential for success of both the Bernie Grant Centre and the development of the whole site, in both economic and regeneration

terms. The overall development of the site will provide employment and training opportunities for local people.

10.4 This is an opportunity for the whole site to be developed in a cohesive and sympathetic way to the listed buildings.

## **11.0 Recommendations**

11.1 Based on the above, it is recommended that the Executive approve:

- i. Newlon Housing Trust as the preferred development partner for the refurbishment of the principle heritage/community areas of the Town Hall and redevelopment of the former Clyde Road depot.
- ii. London & Quadrant Housing Trust/GLE/CoNEL as the reserve development partner in the event that final terms cannot be agreed in (i) above subject to (ii) above.
- iii. To authorise the Acting Director of Finance to negotiate and enter into a development agreement for both the Town Hall and former Clyde Road depot with the preferred partner as detailed in section 7.5 of the report in consultation with the Executive Member for Finance.
- iv. To authorise the formation of a steering group of council officers to work with the preferred development partner in order to finalise the detailed scheme proposals for the site and including key Member level oversight and sufficient community engagement with key stakeholders.

## **12.0 Comments of the Head of Legal Services**

12.1 Subject to full title investigation to ensure the site is free from encumbrances that may adversely affect the development the Council may dispose of the site under Section 233(1) of the Town and Country Planning Act 1990 to any person in such manner and subject to such conditions as appear expedient in order-

- (a) to secure the best use of that or other land and any buildings or works which or are to be erected constructed or carried out on it (whether by the Council or the developer) or
- (b) to secure the erection, construction or carrying out on it of any buildings or works appearing to them to be needed for the proper planning of the area

The Council's objectives outlined in the approved development brief for the site is consistent with the statutory requirements.

12.2 The grant of a long lease of 125 years to Newlon Housing Trust ( or London & Quadrant Housing Trust as reserve partner) would allow the Council to exercise a degree of control throughout the term by way of tenants

covenants in relation to management, future alterations and assignment of the whole or any part of the site however the alternative suggestion of disposal of the Council's freehold interest in the depot could contain controlling measures e.g. restrictive covenants designed to protect the sensitive nature of the site.

12.3 It is noted that a legal representative may be required to sit on the steering group

12.4 Members should note that no price for the disposal of the Town Hall and former Clyde Road depot sites are mentioned in this report. The Council can only dispose of land held for general purposes for the best consideration that can reasonably be obtained. Should the offer price of the preferred bidder not be the best consideration then the consent of the secretary of state will be required. The secretary of state has issued a general consent which provides that no specific consent is required if the disposal is for the purpose of securing the promotion or improvement of any of the economic, social or environmental well-being of its area and the undervalue (ie the difference between the unrestricted value of the sites and the amount of money accepted) is £2,000,000.00 or less.

12.5 The proposed disposal will not be subject to EU procurement Regulations as land and rights related to land are generally excluded.

12.6 The final proposals for the site will evolve as has always been known to bidders. No undue advantage has been given to any bidder as proposals were all submitted on the same basis. The change in the Council's requirement for family units on the site will form part of the evolving process of the final proposals of the site and it is unlikely that the evolving of the scheme after the selection of the preferred development partner to incorporate family units will be challenged by any of the other bidders.

### **13.0 Comments of the Head of Housing Supply, Social Services**

13.1 All bidders have provided assumptions about their requirement for Social Housing Grant (SHG) based on the brief. The Registered Social Landlord's fall into two categories in their estimation of SHG required. The two preferred bidders both require @£4.1m SHG while the other two Registered Social Landlord's both require in the region of £3.1m.

13.2 While a lower amount of SHG would suggest better value this has to be considered in the context of the overall land offer. In addition a lower SHG requirement should enable the balance required by higher bids to be invested on other sites in the borough.

13.3 A lower SHG requirement will have to be examined to see if the bidder is able to deliver their scheme at this level of funding. In order that any bidder does not subsequently require further SHG to deliver the scheme bidders should be contractually bound to their original SHG estimate.

## **14.0 Comments of the Assistant Director (Planning, Environmental Protection & Performance)**

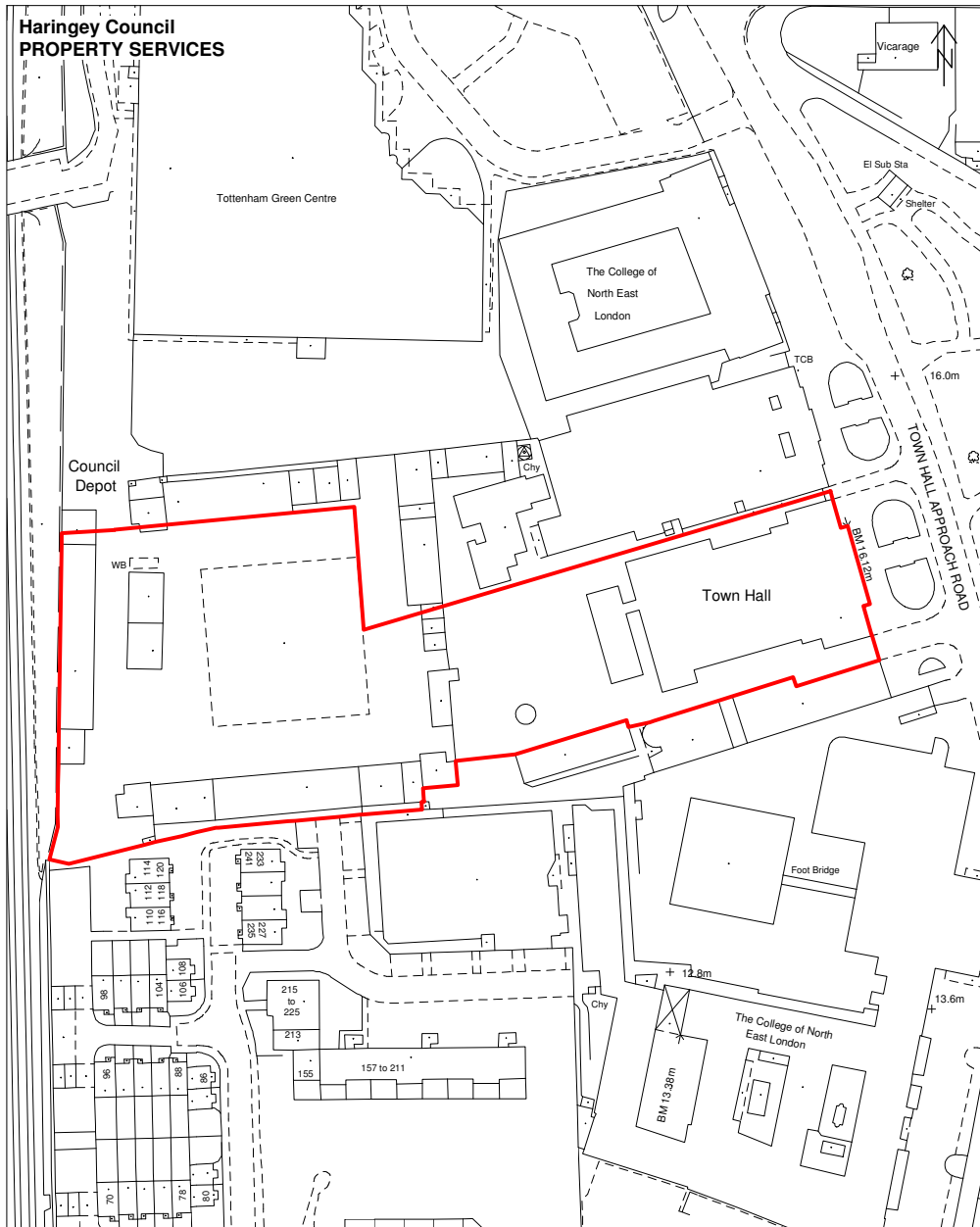
- 14.1 In July 2002 the Council adopted the 'Tottenham Baths and Clyde Road Masterplan'. This planning brief detailed the relevant planning policy and design guidance for the area, including the Town Hall and Clyde Road Depot. Whilst the planning policies in this planning brief have been superseded by policies contained in the recently adopted Unitary Development Plan, the advice in respect of the Listed Buildings and conservation area are still relevant.
- 14.2 All four of the development options put forward involve the demolition of listed buildings, which will require Listed Building Consent. There is a presumption in favour of the preservation of listed buildings. English Heritage and GoL will have to be consulted about such applications and because the development site is Council owned English Heritage can direct a refusal. More detailed advice should be sought from our Design and Conservation Team, before any such application is submitted.
- 14.3 It is considered important that a specialist conservation architect forms part of the development team.

## **15.0 Equalities Implications**

- 15.1 These proposals will provide a major economic boost to a deprived area providing additional social housing, improving the local environment and assist some of the most disadvantaged sections of the community.

## **16.0 Use of Appendices / Tables / Photographs**

OS Plan BVES



**Tottenham Town Hall &  
Clyde Road Depot Site  
Town Hall Approach Road  
Tottenham  
LONDON N15**

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Overlay : Corporate - misc

Plan produced by Kevin Lincoln on 08/09/2006