

REQUEST FOR DIRECTOR DECISION – DD1308

Title: Tottenham Hale Over-Station Development and Green Link project

Executive Summary:

This paper seeks approval to allocate the remaining £3,380,560 of Mayor's Regeneration Fund (MRF) previously earmarked for Tottenham Hale. Approval is sought to transfer up to £3.1m to TfL for the Tottenham Hale over-station development and to release up to £280,560 to grant fund LB Haringey to undertake preparatory work for the Tottenham Hale Green Link project. The proposal is to release funds from the MRF allocation (approved under MD895 and MD1092). Approval for this decision was granted in principle at Investment Programme Board on 24th July 2014.

Approval to transfer £3.1m to TfL will future-proof the over-station development through funding the structural transfer deck. This supports the wider business case for a £32m station redevelopment, matched by TfL, Department for Transport and Network Rail, and housing and jobs targets set out in the emerging South Tottenham Area Action Plan (AAP) and LB Haringey's Housing Zone.

Approval to grant £280,560 to LB Haringey will develop designs for the Tottenham Hale Green Link project - to RIBA stage 2 for the entire Green Link, RIBA Stage 3 for the green link central bridge and a master plan for the Paddocks Community Nature Park. The Tottenham Hale Green Link project will provide a new 1.2km east to west link from Tottenham High Street to the Lea Valley, addressing the area's deficiency in access to open space and improving connectivity.

Decision:

That the Executive Director approves:

- Expenditure of £3.1m of the Mayor's Regeneration Fund by way of capital transfer to TfL for structural works that facilitate over-station development at Tottenham Hale station; and
- Expenditure of £280,560 (capital) of the Mayor's Regeneration Fund by way of the award of grant funding as a contribution to LB Haringey's costs of developing designs for its Tottenham Hale Green Link project.

AUTHORISING DIRECTOR

I have reviewed the request and am satisfied it is correct and consistent with the Mayor's plans and priorities.

It has my approval.

Name: Fiona Fletcher-Smith

Position: Executive Director of Development, Enterprise & Environment

Signature:



Date:

31.3.2015

PART I - NON-CONFIDENTIAL FACTS AND ADVICE

Decision required – supporting report

1. Introduction and background

- 1.1 The Tottenham Hale over-station development and Green Link projects form a part of the £41m MRF/London Enterprise Fund (LEF) funding package comprising £18m from the Mayor's Regeneration Fund, £10m Government Funding from the London Enterprise Fund and £13m match funding from Haringey Council. MD 895 and MD 1092 secured Mayoral approval for a programme of delivery through to March 2017 with investment decisions within this timeframe, subject to a Stage 2 investment decision, being delegated to the Executive Director for Development, Enterprise and Environment.
- 1.2 A revised 'North Tottenham/Northumberland Park' work package (as outlined in appendix 1) was approved (Stage 2) in principle by the Investment and Performance Board (IPB) on 24th July 2014. This £27m (18m MRF) package facilitates the large scale redevelopment of North Tottenham with the intention of safeguarding the £420m investment associated Tottenham Hotspur Football Club development. A TfL business case for a £29m station redevelopment has been prepared following the original MRF allocation.
- 1.3 There are 4 distinct projects within this package. One of those projects, 'Tottenham Hale station and over station development' has Stage 2 approval for £3.5m of MRF. £119,340 has already been used to commission initial feasibility work. It is proposed that, of the remaining funds, £3.1m is transferred to TfL to integrate over-station development into the live works to the station; and that £280,560 is used to develop designs for the Chestnut Avenue link across the West Anglia Mainline into Hale Village – linking the station to the wider movement network.
- 1.4 Tottenham Hale over-station development and the Green Link project will support the aims of the Mayor's Regeneration Fund. Following the civil disturbances of August 2011 Tottenham was identified as a regeneration priority by the Mayor and as an area with considerable barriers to private sector investment. The Green Link project will greatly improve connectivity in the area, providing a clear route from Tottenham Hale station to Tottenham High Road supporting vibrancy and economic growth on the high street. The project will also address incoherent and poor quality public realm through improving public space and providing better walking and cycling routes. Provision of structure to allow future over-station development at Tottenham Hale station will address a core aim of the MRF to attract private sector investment and improve development capacity.
- 1.5 Projects will also complement parallel investment in the area, particularly LB Haringey's Tottenham Hale Housing Zone, which will accelerate the delivery of 5,000 new homes and 4,000 new jobs in Tottenham Hale by 2031, as set out in the Upper Lea Valley Opportunity Area Planning Framework, through £41.1m investment and delivery of 1,900 homes by 2019. MRF spend will also enhance physical accessibility and visibility of the £8m project to improve public access to the Walthamstow Wetlands (included £775,000 Mayoral contribution through the Outer London Fund and Big Green Fund).

2. Objectives and expected outcomes

Objectives and outputs:

Tottenham Hale station and over-station development

- 2.1 The upgraded Tottenham Hale station is the centrepiece of the wider regeneration plan for Tottenham Hale and the wider station site has capacity to accommodate 470 dwellings and 500 jobs as set out in the Housing Zone proposal. The proposed transfer of funds to TfL will support the

inclusion of a structural transfer deck that will facilitate future over-station development, which will directly facilitate approximately 150 dwellings and 1,500 sqm of retail.

- 2.2 The approved station design has been developed to allow for the longer-term implementation of mixed-use, residential led development above the Western section of the new station concourse. This follows the development principles set out in the Tottenham Strategic Regeneration Framework and Delivery Plan.
- 2.3 Over-station development is being led by TfL Property and is currently at the feasibility stage. The approved station upgrade scheme has made active provision for this development.
- 2.4 To date, feasibility studies have been undertaken, TfL have achieved planning consent for upgrade and redevelopment works to Tottenham Hale station (excluding over-station development) and will commence procurement for a design and build contractor in April 2015.
- 2.5 The key objectives for the over-station development are to:
- Maximise development potential at Tottenham Hale station
 - Support the provision of housing
 - Support the longer-term provision of jobs
- 2.6 The outputs from the over-station development are:
- Inclusion of a substantial structural transfer deck and associated bracing elements to the vertical supports and foundations in the station upgrade scheme
 - 150 additional dwellings and 1,500 sqm of retail

Tottenham Hale Green Link

- 2.7 Funds will support the acceleration of the Green Link project which will include development of design work to RIBA stage 2 for the entire Green Link, RIBA Stage 3 for the green link central bridge and a master plan for the Paddocks Community Nature Park. This decision seeks approval to spend £280,560 for these purposes and to enter into a grant agreement with LB Haringey to deliver the works. LB Haringey intend to undertake design works in the 2015/16 financial year to ensure that the Link is ready to take advantage of forthcoming delivery capacity – either TfL station construction or Network Rail 3/4 tracking.
- 2.8 Supporting and complementing works to the station, the Green Link project shares the same case for investment – supporting regeneration and growth by overcoming community dislocation, increasing pedestrian accessibility to the station and promoting wider route choice and access into the Lea Valley.
- 2.9 The key objective is for the Green Link to
- Overcome community dislocation
 - Increase pedestrian accessibility to the station – supporting the wider case TfL investment
 - Promote wider access to the Lea Valley – supporting the Walthamstow Wetlands as an important local asset and visitor attraction

Outputs

- 2.10 The next phase of the project will deliver four main outputs, supported by £280,560 MRF:

- Green link community and stakeholder engagement report
- Green link RIBA Stage 2 report
- The Paddocks Community Nature Park Masterplan
- Green link central bridge RIBA Stage 3 report

2.11 The delivery of the green link will deliver the following outputs:

- 1.2km of new/improved pedestrian and cycle links
- 2 new bridges

2.12 Outcomes:

- Supporting wider Regeneration effort and implementation of the Tottenham Strategic Regeneration Framework and Delivery Plan
- Supporting employment and strengthening South Tottenham employment area
- Supporting the delivery of the Housing Zone and AAP
- Building upon the success of completed public realm and highway improvements at Tottenham Hale gyratory and bus station
- Strengthening the urban relationship with Tottenham High Road and in turn economic growth on the high street.

3. Equality comments

3.1 All projects will be developed and delivered in compliance with relevant Codes of Practice and in line with the public sector equality duty to ensure that the following issues have been considered:

- Design Proposals:** All design proposals will be assessed in terms of accessibility to ensure we minimise disadvantages suffered by people who have a protected characteristic under the Equality Act 2010 (the protected characteristics being age, disability, gender reassignment, pregnancy and maternity, race, gender, religion or belief, and sexual orientation)
- Documents and publications:** all documents produced will comply with Mayor of London branding guidelines, itself based on guidance from the Royal National Institute of Blind People. Where possible documents will be offered in translated and braille formats.
- Events:** all events will be open to all and, where possible, we will encourage people who share a protected characteristic to participate in any activity in which the participation of people who share that protected characteristic is disproportionately low.

4. Other considerations

a) Risks and issues

Risk/issue	Mitigation/response
Failure to raise funds for delivery of capital works	It is core to the Green Link project brief to develop a funding and delivery strategy. Hale Wharf and Village Bridge links are identified in the Housing Zone budget, as is the ambition to designate related land receipt funds to wider public realm works.
Failure to meet time frames to take advantage of forthcoming delivery	Early discussions are underway between key Tottenham Hale stakeholders. LB Haringey are co-ordinating a broad programme

capacity (TfL or Network Rail).	of works and therefore co-ordination and communication between public and private partners is important. There are established governance structures in place to ensure that this is achieved. Some flexibility will be built into the delivery timetable in case slippage occurs.
Failure to secure stakeholder support	Established and well-functioning governance structures are in place. Both the over-station development and Green Link project have been progressed through the feasibility stage and beyond, with stakeholder support of the principle. The consultation period will be integrated into the programme for the Green Link.
Delivery Partner underperformance	On-going project management and monthly reporting against agreed milestones as well as a regular monitoring process will be in place to ensure early notification of underperformance, allowing for remedial action to reduce risk. Note also that payment by results means that the GLA limits its financial risk if the outputs are not achieved. The GLA grant agreement includes a claw-back clause which could enable recovery of money if necessary
There is insufficient Council and GLA resource to manage the project.	Both the GLA and LB Haringey have adequately resourced this project, and any resourcing issues will be raised at the Tottenham Delivery Board monthly meeting.

b) Links to Mayoral strategies and priorities

- 4.1 Improving the physical and visual accessibility of the Lea Valley Regional Park is a key objective set out in the Mayor's Upper Lea Valley Opportunity Area Framework and the Tottenham Hale Green Link project is identified as a key intervention to address this.
- 4.2 The intensification of Tottenham Hale, with the development of 5,000 homes and 4,000 new jobs as set out in the Mayor's Upper Lea Valley Opportunity Area Framework, the emerging Housing Zone and LB Haringey's emerging Area Action Plan, increases the need to address the area's deficiency in access to open space.

c) Impact assessments and consultations

- 4.3 Since the civil disturbances of August 2011, consultation has been held with a broad range of community members in Tottenham. This work has sought to increase engagement with local communities, to ensure the plans and designs of the project fit with local needs. In October 2013, Haringey Council commissioned an independent organisation called Soundings to conduct a thorough five-month consultation exercise called Tottenham's Future, to gather views from the community on their views and ambitions for the next 20 years. The responses fed into and shaped the council's Strategic Regeneration Framework (SRF) for Tottenham, which sets out how the local community's priorities can be achieved. More than 3,700 people contributed to the consultation.
- 4.4 The works outlined in this report all play a direct and significant role in tackling the key concerns identified through consultation by helping to deliver the strategies for success outlined in the SRF. Individual projects will be developed and delivered in compliance with relevant Codes of Practice and in line with the public sector equality duty.

5. Financial comments

- 5.1 Approval is being sought to pay a grant of up to £3.1m to TfL towards structural works that facilitate over-station development at Tottenham Hale station. As the capital grant will be made pursuant to s.120 of the GLA Act, there will be no funding agreement in respect of this approval.
- 5.2 Approval is also sought to grant fund up to £280,560 to LB Haringey in respect of services required to develop designs for the Tottenham Hale Green Link project (to be governed by funding agreement).
- 5.3 The total capital cost of up to £3,380,560 will be funded from the Mayor's Regeneration Fund.
- 5.4 This approval is part of £3.5 million capital approved for Tottenham Hale Station by RIG 11 April 2012. DD801 has already approved £119,340 of revenue spend from this sum in respect of a feasibility study. Any costs incurred during that feasibility study which relate solely to the option taken may now be capitalised.
- 5.5 All appropriate budget adjustments will be made.
- 5.6 Any changes to this proposal must be subject to further approval via the Authority's decision-making process.
- 5.7 The Regeneration Team within the Development, Enterprise and Environment Directorate will be responsible for managing this project.

6. Legal comments

- 6.1 The foregoing sections of this report indicate that:
 - 6.1.1 the decisions requested of the Executive Director fall within the statutory powers of the Authority to do such things as may further, or be calculated to facilitate or be conducive or incidental to, the promotion of economic and social development in Greater London including the provision of funding which might be provided by Transport for London where it relates to housing or regeneration; and
 - 6.1.2 in formulating the proposals in respect of which a decision is sought officers have complied with the Authority's related statutory duties to:
 - (a) pay due regard to the principle that there should be equality of opportunity for all people;
 - (b) consider how the proposals will promote the improvement of health of persons in Greater London, the reduction of health inequalities between persons in Greater London, and to contribute towards the achievement of sustainable development in the United Kingdom; and
 - (c) consult with appropriate bodies.
- 6.2 Officers have indicated in sections 1 to 4 of this report that the contribution of funding to TfL and LB Haringey will amount to the provision of grant funding and not a payment for services rendered. In section 4 of this report it is indicated that the grant to TfL is to be made under s120 of the Greater London Authority Act 1999. Officers must ensure therefore that before any commitment is made to the provision of the funding in question:

- 6.2.1 appropriate arrangements are put in place to record the availability of the capital it is proposed is to be transferred from the Authority for the meeting of TfL's capital costs in the related discharge of its functions in this regard, ordinarily dealt with by a letter from GLA (signed by an appropriately authorised signatory) to TfL recording the same; and
- 6.2.2 an appropriate funding agreement is put in place between and executed by the Authority and LB Haringey.

7. Planned delivery approach and next steps

Over-station development:

Funds will be transferred to TfL and governed by a supporting Memorandum of Understanding between the GLA and TfL.

TfL Activity	Timeline
Planning approval	
Design and Build contractor Invitation to Tender issued	06 March 2015
Commence detailed design	29 September 2015
Start on site – enabling works	08 April 2015
Start on site – main works	12 January 2016
Completion	25 September 2017

Green Link:

Funds will be grant awarded to LB Haringey through a grant agreement.

LB Haringey Activity	Timeline
Procurement of design team	March 2015
Delivery Start Date	March 2015
Phase 1 - Strategic Review of TH Green Link	April 2015
Phase 2 - Revised RIBA stage 2 Report	June 2015
Phase 3 - Paddocks Community Nature Reserve Masterplan	June 2015
Phase 4 - Central Bridge RIBA stage 3 Report	August 2015
Phase 5 - Hale Village to Hale Wharf Link RIBA stage 3	
Final evaluation start and finish	
Delivery End Date	August 2015
Project Closure	October 2015

8. Governance

There is a well-established governance structure in place across key stakeholders in Tottenham's regeneration. As part of Haringey Council's recent restructure, a Tottenham Delivery Board has been set up to oversee the Tottenham regeneration programme, including MRF spend.

In addition, the Tottenham Hale Delivery Board Meeting, chaired by TfL has been set up to oversee the delivery of the gyratory and station upgrade with key stakeholders.

In addition, a Green Infrastructure steering group has been set up with the purpose of overseeing the range of public realm and link projects to the Lea Valley and the Walthamstow Wetlands. The group includes representatives from LB Haringey, LB Waltham Forest, the GLA, the Lea Valley Regional Park Authority, the Canals and Rivers Trust and private partners with an interest in the site.

Appendices and supporting papers: None

Public access to information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FOI Act) and will be made available on the GLA website within one working day of approval.

If immediate publication risks compromising the implementation of the decision (for example, to complete a procurement process), it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary.

Note: This form (Part 1) will either be published within one working day after approval or on the defer date.

Part 1 Deferral:

Is the publication of Part 1 of this approval to be deferred? NO

If YES, for what reason:

Until what date: (a date is required if deferring)

Part 2 Confidentiality: Only the facts or advice considered to be exempt from disclosure under the FOI Act should be in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a part 2 form – NO

ORIGINATING OFFICER DECLARATION:

Drafting officer to confirm the following (✓)

Drafting officer:

Sarah Considine has drafted this report in accordance with GLA procedures and confirms that:

✓

Assistant Director/Head of Service:

Debbie Jackson has reviewed the documentation and is satisfied for it to be referred to the Sponsoring Director for approval.

✓

Financial and Legal advice:

The Finance and Legal teams have commented on this proposal, and this decision reflects their comments.

✓

EXECUTIVE DIRECTOR, RESOURCES:

I confirm that financial and legal implications have been appropriately considered in the preparation of this report.

Signature M. J. Allen

Date 30.3.15