

GREATER LONDON AUTHORITY

[REDACTED]
(By email)

Our Ref: MGLA080421-0236

21 June 2021

Dear [REDACTED]

Thank you for your request for information which the Greater London Authority (GLA) received on 7 April 2021. Your request has been dealt with under the Environmental Information Regulations (EIR) 2004.

You asked for information relating to the Royal Albert Dock development, the procurement process, the role of London & Partners and the GLA in marketing the opportunity and assessing bids. You also caveated your request as follows:

My request is composed of the following 7 points. If the request as a whole should be deemed to exceed the reasonable limit on activity required on your behalf to respond fully, please discount the most excessive of these 7 points and then respond to the remaining (6) points. If after discounting 1 point the request is still excessive, please discount the next most excessive point and then respond to the remaining (5) points.

Therefore, our response to your request is as follows:

3. *Background: In the Internal Audit¹ published by the GLA in November 2014, it is described how the selection criteria for bidders in the Royal Albert Dock procurement process were changed. Whose decision was it to change the criteria? Please be entirely specific. Who was responsible for this change?*

Please find attached a copy of the RAD Evaluation criteria and a copy of MD1007 (referenced in the Mayors Report to the Assembly List of Decisions²), which sets out the Evaluation Criteria.

4. *Please provide details (notes, minutes, diary) of the meeting held on the 20th September 2011 at ABP's office in Beijing between ABP and various GLA/LDA officers, including Caroline Newton, Steven Kennard and others, and Jeff Cao of L&P. The nature of these notes is specified in the Internal Audit mentioned above (<https://bit.ly/3dGXBWW>) which also makes clear that such notes were definitely made.*

Please find attached.

¹ [GLA Royal Albert Dock Audit Report.pdf \(london.gov.uk\)](https://www.london.gov.uk/press-releases/mayors/2015/01/gla-royal-albert-dock-audit-report)

² [31 May - 20 June 2012 \(london.gov.uk\)](https://www.london.gov.uk/press-releases/mayors/2015/01/31-may-20-june-2012)

5. *Background: On the 28th of September 2011 an event was held at a hotel in Beijing owned by ABP, entitled, "Chinese Enterprises Going Abroad (Opportunities in the UK) Beijing High Level Conference." The event was "co-hosted" by London & Partners, and both London & Partners and the "Mayor of London Chinese Representative Office" were listed as an "organisers."*
- b. *What was London & Partners' role in this event? Did they support the event financially? Did this event have anything whatsoever to do with the Royal Albert Dock? Was any risk assessment conducted in relation to L&P's involvement? It would seem wise to conduct such a risk assessment, because London & Partners were at the same time helping to market the Royal Albert Dock opportunity to ABP, at whose hotel the event took place, and whose representatives attended and featured prominently at the event.*

We have not identified evidence of a risk assessment or the need for one. L&P appear to have been supporting the LDA during the process.

- c. *Did other potential bidders for the Royal Albert Dock host such events in conjunction with L&P? Did the Foreign & Commonwealth Office or UKTI have any role in this event?*

We have not identified any records of the other potential bidders hosting such events.

8. *Background: According to Edward Lister (see 'Edward Lister Letter to Len Duvall', attached), London & Partners were asked by the GLA to call 47 Chinese companies, ask each three questions, and relay to the GLA the responses. Who drew up this list of companies? Why were only 47 companies selected? What was the rationale behind the selection of these 47 companies for surveying? Please provide the anonymised results of this survey.*

Please find attached.



















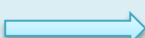
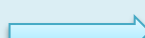
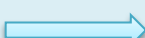
If you have any further questions relating to this matter, please contact me, quoting the reference at the top of this letter.

Yours sincerely







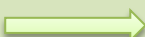
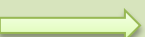
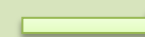

Information Governance Officer

If you are unhappy with the way the GLA has handled your request, you may complain using the GLA's FOI complaints and internal review procedure, available at: [Freedom of information | London City Hall](#)






Vision and Content: 50%

		OUTLINE STAGE ISOS		DETAILED STAGE ITCD		Reasons for refinement
Delivery of vision		15%		10% (- 5%)		We understand core vision; now need clarification on delivery
Animating the waterfront		2.5%		2.5%		No change
Design & development process		5%		2.5% (-2.5%)		Strong teams already put forward suggest they are reconfirmed
Employment opportunities		15%		15%		No change
Occupier strategy		5%		10% (+ 5%)		Important to understand how they will attract occupiers from the required sectors
Sustainable development		5%		2.5% (- 2.5)		Broad principals understood and planning system will require a high level of sustainability. Understand application to RAD.
Managing Town Planning & Design Risks		2.5%		7.5% (+ 5%)		Planning will become more important as it will dictate speed of delivery. Method statement required from Planning Consultant.

Financial Return & Delivery Programme: 30%

Land value strategy		10%		10%		No change
Development appraisal		10%		5% (- 5%)		Ask for updates based on any recent discussions.
Early delivery		10%		15% (+ 5%)		Greater emphasis placed on GLA requirement for early delivery of a (given) size phase at a known date.

Contractual Terms: 20%

Contractual risk		5%		20%		Will now integrate both of these headings into the Commercial Risk Matrix. A minimum threshold will be set at 50%, or 10 % of 20%.
Security package & development financing		15%		0%		

GREATER LONDON AUTHORITY

REQUEST FOR MAYORAL DECISION – MD1007

Title: Royal Albert Dock: Update, Short-listing of developers & 2012-13 Budget

Executive Summary:

To update on the procurement process to select a development partner for the 34.5 acre Royal Albert Dock (RAD) site, to note the shortlisting of 3 bidders for the next stage of the process and to agree the 2012/13 budget for the project.

Decision:

- To note the Evaluation Panel's recommendations to select Dauphin Holdings Group Ltd, Wrenbridge Land Ltd and MUSE Developments Ltd to be taken through to the next stage of the Royal Albert Dock procurement process.
- To approve the budget of £600,000 to fund the competitive procurement process as described in this paper.
- To delegate authority to the Executive Director of Resources, if he considers appropriate, to transfer such budget to GLA Land and Property Limited.
- To note that the next part of the RAD procurement process to select a Development Partner is the Detailed Dialogue stage followed by a Final Tender Stage. The Detailed Dialogue stage will include a further Dialogue Gateway, which will allow selection against stated evaluation criteria. The decision to enter into a contract with the selected Development Partner will be the subject of a further approval request in due course.

Mayor of London

I confirm I have considered whether or not I have any personal or prejudicial interest in this matter and take the proposed decision in compliance with the Code of Conduct for elected Members of the Authority. Any such interests are recorded below.

The above request has my approval.

Signature



Date

1/6/2012

PART I - NON-CONFIDENTIAL FACTS AND ADVICE TO THE MAYOR

Decision required – supporting report

- **Introduction and background**

The regeneration of the Royal Docks is a key priority for the Mayor, and represents one of the largest development projects involving public land in London. Working closely with stakeholders, including LB Newham and the Royal Docks Management Authority (RoDMA), the LDA prepared, in March 2011, a vision for the Docks together with a delivery plan for their development.

The approach endorsed by the LDA Board was to bring forward the regeneration of the two beacon sites Silvertown Quays and Royal Albert Dock (RAD) by seeking development partners to deliver the best outcome of a market led/commercially focused approach following a 'competitive dialogue' procurement process.

The brief for marketing RAD therefore was not prescriptive in terms of mix and quantum of land uses, albeit that there was a requirement for the development to be employment generating. The LDA commenced an OJEU compliant procurement process in summer 2011 to select a development partner to develop the 34.5 acre site known as Royal Albert Dock .

The procurement process is seeking to select a development partner to regenerate the whole of the RAD site with the market driving the intended uses without the public sector being overly prescriptive on the scheme coming forward. The LDA set out key ambitions for the site, which can be summarised as:

- Seeks to create a world-class business destination;
- Is employment-led, mixed-use development capitalising on the presence of existing assets, such as City Airport, the University of East London (UEL), Excel, and the waterfront aspect, as well as the area's excellent highways and public transport access;
- Is centred upon delivering high-tech, knowledge-driven, Research and Development activities, or similar, as opposed to traditional industrial/warehouse uses; and
- Integrates complementary alternative uses which may include: education, transport, health, leisure, retail, ICT, etc. in order to provide convenient local amenities for residents and employees.

In December 2011 eight developers were selected to participate in the outline solutions stage of the procurement process. The developers were asked to provide an outline of their proposed scheme and an indicative financial method for a land offer, together with comments on the contractual terms proposed by the LDA. Six submissions were received by the LDA on 12th March 2012.

2. Issues for consideration

Procurement Update.

The procurement process commenced in the summer of 2011 using the 'competitive dialogue' procurement process, which allows for the award of particularly complex contracts through a dialogue process where the technical, legal and financial details of a project can be defined with reference to the market. The process enables dialogue with each Bidder to determine a commercial solution that best meets the GLA's stated requirements for the site.

The bids were assessed against the criteria which were previously agreed by the LDA and communicated to the bidders at the outset of the process;

Criterion A – Vision & Content – 50%.

Criterion B – Financial Return & Delivery Programme – 30%.

Criterion C – Contractual Terms – 20%.

The summary of the criteria used to evaluate the Outline Solutions is attached in Appendix 1.

The six bids were evaluated by LDA/GLA officers supported by the London Borough of Newham, and legal advisors from Burges Salmon, property advisors from Drivers Jonas Deloitte, with financial input from Grant Thornton. The Evaluation Panel short-listing recommendation is that of the 6 companies that submitted outline solutions, the three to be shortlisted to proceed to the next stage are;

- Dauphin Holdings Group Ltd.
- Muse Developments Ltd.
- Wrenbridge Land Ltd.

The next stage of the procurement process will consist of an initial 8 week period of detailed dialogue at the end of which there will be an interim gateway and the bidders proposals at this stage will be assessed against stated evaluation criteria, a summary of which is in Appendix 2. There will then be a further period of detailed dialogue with those bidders taken forward after the interim gateway, before final tenders are called.

Below is the current programme for the procurement of a development partner for the site;

Procurement Process- Key Steps	Activity/Key Decision Point	Key Dates
Test the Market	Expressions of interest sought in the project	1 Jun 11-30 Jun 11
Publish Notice in the OJEU	Official notice placed of the intention to procure a partner and invite parties to respond by completing a pre-qualification questionnaires (PQQ)	25 Jul 11
Key Decision Point: Shortlist Bidders selected to participate in dialogue process based on track record and standing		12 Dec 11
Competitive Dialogue	Shortlisted Bidders invited to submit	15 Dec 11
Stage 1	Outline Solutions for the development (ISOS)	12 Mar 12
Key Decision Point: 3 shortlisted Bidders selected based on evaluation of Outline Solutions.		14 May 12
Detailed Dialogue Stage 1	Continue dialogue in more detail with three shortlisted Bidders to evolve their outline solutions and refine commercial terms. Select Bidder(s) with whom to have Development Agreement dialogue.	1 June 12 - 27 Jul 12
Detailed Dialogue Development Agreement Stage	Dialogue with bidders on detailed documents including interim selection and decision.	27 Jul 12 – 24 Aug 12 (Interim selection) 24 Aug 12 – 16 Nov 12
Check point – can dialogue be closed?	Evaluation of Bidders position on DA	Oct 12
Key Decision Point: pre-Final Tender(s)		Oct 12
Tender returns from bidders		Dec 12
Preferred bidder chosen		Jan 13

Budget

Due to the specialist nature of the procurement a number of external advisors have been engaged to support the in-house team with the procurement process to date. These include property, legal and financial advisors as well as external project management and commercial support. It will be necessary to retain a level of external specialist support through the detailed dialogue process with the shortlisted Bidders; to assist in the evaluation and selection process; and to draft the necessary legal documents to form the development agreement.

The procurement process will be time-intensive for the staff running the project between May and December. It will also require support from the legal team to manage the process with external lawyers. The table below sets out the forecast costs for external advisors to support the internal resources within the Land and Development team to complete the procurement process and the initial stages of the planning process with the preferred developer:

Budget Cost	£
Property & Commercial Advisors	235,000
Finance	100,000
Legal	175,000
QS Advisors	15,000
Project Management, Planning/surveys	75,000
Total Estimated Cost	600,000

It is currently anticipated that the budget will be split as set out in the above table. It is recommended that, owing to the nature of procurement processes, in approving the budget, the Executive Director of Housing and Land will have flexibility to vary the allocation to budget heads as required.

Whilst contracts are in place with consultants, the terms do allow for breaks giving a period of notice to the consultants. The commitment to consultants is dependent on seeking advice through the procurement process which will have many technical and legal implications.

Key for the next stage of the process will be to manage the procurement process along with the budgets agreed. OJEU procurement can be both a timely and costly process, however through managing the process and budgets carefully it may be possible to deliver the outcome under the agreed budget assuming the programme runs to current programme.

Regular review of the project, including budget, will be put in place within the Housing and Land Directorate to ensure the budget is optimised to fit with the planned programme.

Stage 2 Investment Case.

The Investment case has been attached as appendix 2. The case to redevelop the 34.5 acre site is outlined which, subject to detailed bids being forwarded at the next stage of the process, will enable the GLA to fully assess the proposals from the developers.

a) **Links to strategies and Mayoral and corporate priorities**

To accommodate London's growth within its boundaries without encroaching on open spaces
To make London a more prosperous city with strong and diverse economic growth

b) Impact assessments and Consultation

The selected developer will be required through the planning process to prepare assessments on the masterplanned scheme for the site. The LDA and now GLA have engaged stakeholders in the procurement process including LB Newham, RoDMA and London and Partners. This will continue through the developer selection and ongoing development of the site.

3. Financial Comments

As this procurement is already in progress some level of funding will be required.

The recommended approach is considered to be likely to deliver the most acceptable outcome and the proposed budget transfer would enable this approach to be funded without creating a further budget pressure.

The Regeneration Team programme budget comprises £800k of revenue and £600k of capital funding. In March, IPB approved a bid of £230k for completion of the Silvertown Quays procurement against this budget, so £570k would remain if this proposal is also approved, although some other, smaller bids have also been made against this budget.

It is estimated that £65k of the proposed £175k legal budget would be spent in reaching the next dialogue gateway.

Costs could be capitalised and offset against sales proceeds but it would be imprudent to do so at this stage as a capital receipt cannot yet be confirmed.

4. Legal Comments

Section 30 of the Greater London Authority Act 1999 (the 'Act') allows the Mayor, acting on behalf of the GLA, and after appropriate consultation, to do anything which the Mayor considers will further the promotion of the economic and social development of Greater London and the improvement of the environment within Greater London. The relevant purpose in the case of the RDA project is the promotion of economic development, social development and environmental improvement within Greater London. Before exercising the power under section 30 the Mayor must consider whether further consultation with potential stakeholders described in section 32 (3)¹ is appropriate. Officers advise that consultation with the London Borough of Newham has been undertaken throughout the procurement process.

The procurement process outlined above has been conducted in accordance with legal advice given in relation to the relevant procurement regulations. Legal advice should continue to be taken throughout the remainder of the procurement process.

The Mayor is able to delegate to members of GLA staff under section 38 of the GLA Act.

5. Investment & Performance Board

IPB in principle approved the report on 24th May 2012.

¹ Section 32 (3) covers any London Borough Council, voluntary bodies, those representing the interests of different racial, ethnic or national groups, those representing the interests of different religious groups, and bodies representing the interests of persons carrying on business in Greater London.

6. Background/supporting papers

Appendix 1 – Royal Albert Dock Evaluation Criteria

Appendix 2 - Stage 2 Investment report.

Public access to information

Information in this form is subject to the Freedom of Information Act 2000 (FOI Act) and other legislation. Part 1 of this form will be made available on the GLA website within 1 working day of approval. Any facts and advice that should not be made automatically available on request should not be included in Part 1 but instead on the separate Part 2 form. Deferment is only applicable where release before that date would compromise the implementation of the decision being approved.

Is the publication of this approval to be deferred? YES

If yes, for what reason: So that the bidders can be contacted in advance of the final decision.

Until what date: 8 June 2012

Is there a part 2 form - YES

ORIGINATING OFFICER DECLARATION:

Tick to indicate
approval (✓)

Drafting officer:

Tom Keady has drafted this report in accordance with GLA procedures and confirms the following have been consulted on the final decision.

Assistant Director/Head of Service:

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

✓

Sponsoring Director:

David Lunts has reviewed the request and is satisfied it is correct and consistent with the Mayor's plans and priorities.

✓

Mayoral Adviser:

Richard Blakeway has been consulted about the proposal and agrees the recommendations.

✓

Advice:

The Finance and Legal teams have commented on this proposal.

✓

OFFICER APPROVAL**Executive Director, Resources**

I have been consulted about the proposal and confirm that financial and legal advice have been taken into account in the preparation of this report.

Signature

M. D. Bille

Date

30.5.12

Chief of Staff

I am satisfied that this is an appropriate request to be submitted to the Mayor

Signature

E. M. -

Date

31/05/2012

Tuesday 20th September - Beijing

Time: 1530 - 1830

Organisation: Advanced Business Parks (ABP)

Location: ABP Beijing HQ + Site Tour + APB's Maya Palace Hotel, Beijing

Attendees:

Stephen Kennard - LDA (SK)

Adam Harman - DJD (AH)

██████████ - GLA ██████ - for ABP Beijing HQ meeting

██████████ - GLA ██████ - for ABP Beijing HQ meeting

██████████ - GLA ██████ - for ABP Beijing HQ meeting

Jeff Cao - L&P (JC) - for ABP Beijing HQ meeting

Tongbo Liu - L&P (TL) - for ABP Beijing HQ meeting

Mr Shi - ABP (MS)

██████████ translator

Note majority of First and Second stage engagements with ABP filmed and photographed by ABP, ostensibly – and presumably – for PR purposes.

First Session – at ABP HQ

After introductions and seats being taken, MS outlined:

- he had been talking to the LDA since late 2008 on RAD;
- through his proposals RAD will become the central location for emerging Chinese businesses investing in the UK - businesses/ABP clients with assets of at least £1bn each;
- ABP/L&P conference scheduled for 28/9 to market opportunity to such businesses;
- ownership an important component of Chinese entrepreneurial culture, and therefore sales to end user/occupiers (SK commented on similarities with the development of Mayfair in that fashion);

MS very fond of London culture, English language, London being more of a services/financial centre than Frankfurt (where manufacturing has a greater prominence);

MS stressed the importance of relative cultural tolerance between China and the UK, and vice-versa.

█████ questioned any concerns MS had in relation to barriers to entry. MS responded that ABP is a new model so there may be people who do not understand how it will work. MS had visited Chiswick Park, and in comparison his proposals on RAD would be smaller and in singular ownerships.

█████ commented that we were looking to the market to deliver the solution/answer the challenge on RAD, and commented that MS's proposals were an interesting market response to the challenge/opportunity.

MS further commented:

- he has been developing the ABP concept for ten years now, having visited London in 1996, observed the Mayfair terraces in single ownership and returned to China and refined that concept for the Chinese market.
- 70% of the circa 500/600 existing ABP buildings/occupiers are businesses from outside.

- tomorrow David Camp of Stanhope is coming to Beijing to visit ABP and MS, and ABP have an agreement with them that they will work as development managers
- masterplanning architects are being selected.

■ enquired as to whether ABP have worked with Stanhope before. MS responded that no, but they did their market research into operators and decided on Stanhope.

Masterplanners being considered were Make (Ken Shuttleworth), Allies & Morrison & Terry Farrell.

MS confirmed that he would like to ground break the RAD project with visiting Chinese dignitaries in London for the 2012 Olympics.

First Session then closed.

Second Session – site tour followed by sit down “London Delegation” meet at ABP’s Maya Palace Hotel

AH/SK outlined importance of end users to product - AH stressing particularly the viability benefits guarantees from such users represent.

MS agreed, and confirmed that he had built his success on understanding the needs of the businesses he builds for.

AH confirmed that the most successful UK developers took a similar approach, and pointed out the increasing focus within the UK property market over the years on viewing/treating occupiers as “customers” rather than “tenants”.

MS highlighted two key issues challenges:

- a. developing an understanding within the RAD decision making body as to what ABP offer; and
- b. finding a way of interpreting the ABP business model in a manner that LDA/London can readily understand.

AH/SK pointed out that it was positive that MS had met key players, and the challenge now for MS was to explain the concept with clarity and vision, using materials/concepts/visuals to validate the proposals.

(After discrete consultation and agreement with SK) AH outlined:

- the absolute obligation for the LDA and its advisers to treat all interested parties transparently and equally;
- when looking at capabilities and track records of parties for whom this would be their first venture in a new geography, due regard would need to be given to teams that demonstrate a full package of advisers and partners with credentials displaying their competency/ability of the full team to deliver the vision set out.

MS responded that ABP had been careful in their selection of Stanhope, and questioned whether the LDA were happy with that selection, to which SK responded that the LDA were aware of Stanhope’s track record of successful delivery of projects elsewhere.

MS confirmed WT Partnership as quantity surveyors and Pinsent Mason as lawyers and questioned again whether the LDA were happy with these selections, to which SK/AH gave the same answer. MS advised that they had also engaged a separate team within Drivers Jonas Deloitte, and had met with Alexandra Houghton of DJD during her visit to Beijing the previous week.

(After discretely agreeing between them to mention) AH/SK advised:

- likelihood of time extension to end October; and
- that we continue to receive serious interest from potential end users/occupiers, and that a database of those potential end users/occupiers will be made available in due course to shortlisted parties

Meeting ended, site tour continued and concluded after visiting ABP model and plaza at dusk.

	We are working with GLA, calling to verify some information we received from ABP about office space in London.
Q1	Are you currently located in one of the ABP developments in China
Q2	Is your company considering setting up in London in the near future?
Q3	Are you aware that ABP is acquiring a land in East London for a large business park development? If so, would you consider purchasing their offices in London and indicate what size accommodation you may require?

	Q1	Q2	Q3
	Yes.	No.	Not sure.
	Yes.	No.	No.
	Yes.	yes	Not sure it depends
	yes	yes	yes
	yes	no	no
	Yes.	no	no
	Yes.	no	no
	Yes.	no	not sure
	Yes.	no	not sure
	Yes.	no	no
	Yes.	yes	yes
	yes	no	not sure
		Yes.	
	Yes		Yes
	Yes.	no	no
	Yes.	no	no
	Yes	Yes	yes
	yes	not sure	not sure it depends.
	Yes	Maybe, but plan stays with HQ	Don't know.
	Yes.	not sure	not sure
	no	no	no
	Yes	Yes, already in UK	Yes
	Yes.	no	maybe
	yes	no	no
	yes	no	maybe
	yes	no	maybe
	yes	yes	not sure
	Yes	No	Not sure.
	Yes	No	No
	Yes	No	No
	Yes	Yes	No
	Yes	Yes	Yes
	Yes	Yes	Not sure.
	Yes	Yes	Yes
	Yes	No	No
	Yes	No idea	No idea
	Yes	Not sure	Yes
	Yes	No	No idea
	Not sure	Not sure	Aware: yes/Purchase: Not sure
	No	London company	Yes
	No	London organisation	Yes

Code	Size	Number	Total
A	5000-6000 sqft	5	27500
B	7000-9000 sqft	4	32000
C	10000-20000 sqft	2	30000
D	30000 sqft +	0	0
Total			89500 sqft