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26 November 2021

To: All Members of the Overview and Scrutiny Committee

Dear Member,

Overview and Scrutiny Committee - Monday, 29th November, 2021

I attach a copy of the following reports for the above-mentioned meeting which were not available at the time of collation of the agenda:

12. SCRUTINY REVIEWS (PAGES 1 - 74)

High Road West

Yours sincerely

Ayshe Simsek Democratic Services and Scrutiny Manager
0208 489 2929

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Agenda Item 12

Report for: Overview and Scrutiny Committee – 29 November 2021

Item number:

Title: Scrutiny Review – High Road West

Report authorised by: Cllr Khaled Moyeed, Chair of Overview & Scrutiny Committee

Lead Officer: Dominic O'Brien, 020 8489 5896 dominic.obrien@haringey.gov.uk

Ward(s) affected: All

Report for Key/ Non Key Decision:

1. Describe the issue under consideration

1.1 Under the agreed terms of reference, the Overview and Scrutiny Committee (OSC) can assist the Council and the Cabinet in its budgetary and policy framework through conducting in-depth analysis of local policy issues and can make recommendations for service development or improvement. The Committee may:

(a) Review the performance of the Council in relation to its policy objectives, performance targets and/or particular service areas;

(b) Conduct research to assist in specific investigations. This may involve surveys, focus groups, public meetings and/or site visits;

(c) Make reports and recommendations, on issues affecting the authority's area, or its inhabitants, to Full Council, its Committees or Sub-Committees, the Executive, or to other appropriate external bodies.

1.2 In this context, the Overview and Scrutiny Committee on 25th November 2019 agreed to set up a review project to look at the proposed High Road West regeneration scheme in Tottenham.

2. Cabinet Member Introduction

N/A

3. Recommendations

3.1 That the Committee approve the report and its recommendations and that it be submitted to Cabinet for response.

4. Reasons for decision

4.1 The Committee is requested to approve the report and the recommendations within it so that it may be submitted to Cabinet for response.

5. Alternative options considered

5.1 The Committee could decide not to agree the report and its recommendations, which would mean that it could not be referred to Cabinet for response.

6. Background information

6.1 The historical context and background to the review is outlined in Section 3 of the report and the terms of reference for the review is outlined in Section 4 of the report.

7. Contribution to strategic outcomes

7.1 This review relates to several priorities of the Borough Plan:

- Housing: A safe, stable and affordable home for everyone, whatever their circumstances.
- Priority 2 – People: A Haringey where strong families, strong networks and strong communities nurture all residents to live well and achieve their potential.
- Priority 4 – Economy: A growing economy which provides opportunities for all our residents and supports our businesses to thrive.
- Priority 5 – Your Council: The way the Council works.

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

Finance

8.1 None.

Legal

8.2 Under Section 9F Local Government Act 2000 ("The Act"), Overview and Scrutiny Committee have the powers to review or scrutinise decisions made or other action taken in connection with the discharge of any executive and non-executive functions and to make reports or recommendations to the executive or to the authority with respect to the discharge of those functions. Overview and Scrutiny Committee also have the powers to make reports or recommendations to the executive or to the authority on matters which affect the authority's area or the inhabitants of its area.

8.3 Pursuant to the above provision, Overview and Scrutiny Committee has conducted a review of High Road West Regeneration Scheme and made a number of recommendations to Cabinet. Overview and Scrutiny Committee must by notice in writing require Cabinet to consider the report and recommendations. Once approved, the report and recommendations should be presented to the next available Cabinet meeting together with an officer report where appropriate.

8.4 Under Section 9FE of the LGA, there is a duty on Cabinet to respond to the Report, indicating what (if any) action Cabinet proposes to take, within 2 months of receiving the report and recommendations.

Equality

8.5 The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:

- Tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;
- Advance equality of opportunity between people who share those protected characteristics and people who do not;
- Foster good relations between people who share those characteristics and people who do not.

8.6 The Committee has aimed to consider these duties within this review and, in particular;

- How policy issues impact on different groups within the community, particularly those that share the nine protected characteristics;
- Whether the impact on particular groups is fair and proportionate;
- Whether there is equality of access to services and fair representation of all groups within Haringey;
- Whether any positive opportunities to advance equality of opportunity and/or good relations between people, are being realised.

9. Use of Appendices

Appendix A: Draft report of Scrutiny Review – High Road West

10. Local Government (Access to Information) Act 1985

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Scrutiny Review – High Road West

A Review by the Overview & Scrutiny Committee – 2021/22	
Committee Membership	Cllr Khaled Moyeed (Chair)
	Cllr Dana Carlin
	Cllr Pippa Connor
	Cllr Makbule Gunes
Contributing Members	Cllr Dawn Barnes
	Cllr Bob Hare

Scrutiny Officer: Dominic O'Brien

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1. Chair's Foreword

This Scrutiny Review on the proposed redevelopment of the "High Road West" site in Tottenham was established after representations were made to the Housing & Regeneration Scrutiny Panel expressing concerns on behalf of residents of the Love Lane housing estate and the businesses of the Peacock Industrial Estate, White Hart Lane and Tottenham High Road whose homes and business premises were due to be demolished as part of the scheme.

The Council's Borough Plan underlines the importance of ensuring that residents and businesses feel engaged with and show high levels of trust in the Council. However, the Committee found little evidence of this in its conversations with residents and businesses, many of whom expressed the view that their relocation was presented as inevitable irrespective of their views and that this decision had been made without their input.

While the Committee heard considerable evidence from the Council, and from the developer, Lendlease, about the consultation exercises that had taken place with local residents and businesses over several years, it was apparent that the choices realistically available to the residents and businesses were limited. In particular, all options provided to the businesses of the Peacock Industrial Estate, White Hart Lane and Tottenham High Road involved the demolition of their existing premises. It was not possible to accommodate a large number of the businesses in the new redevelopment and it appeared that many of those that could do so would need to relinquish their freehold status and become leaseholders on the new site.

The Committee was clear in its view that the Council should be able to demonstrate that regeneration is not simply being done to an area but is instead being designed in partnership with those who live and work in that area. Future regeneration plans should be drawn up with active input from residents, businesses and community and voluntary organisations who have a genuine say in the final outcome. A stronger emphasis also needs to be placed on ensuring that those who will be impacted by a regeneration scheme are fully aware of the long-term plans and implications.

The residents of the Love Lane housing estate have faced considerable anxiety over the last few years about their future housing prospects with uncertainty about where they would be relocated to and what their housing tenure would be. The significant increase in the number of Council-owned homes for rent in the new reconfiguration of the regeneration scheme was broadly welcomed by the Committee and will enable the Temporary Accommodation residents to be securely housed as well as providing more homes for others on the housing waiting list. However, the Committee was also keen to emphasise the importance of ensuring

that the costs of residents who are being relocated are not raised and that they should have access to the same facilities in the new development as those provided to private residents.

As Chair of the Committee, I would also like to acknowledge the delay in the publication of this Review. The Review was set up in late 2019 by the Housing & Regeneration Scrutiny Panel which conducted site visits and gathered a significant amount of information through a series of evidence sessions. However, the Review was unfortunately suspended when the Covid pandemic began and the first lockdown in March 2020 resulted in Council officers being diverted to support the Council's response to the crisis. The Review was subsequently taken on and completed by the Overview & Scrutiny Committee in 2021 but the Committee regrets the delay that has been caused and recognises that participants in the Review have had to wait considerably longer than usual to see the report and the recommendations.

I have received emails from local campaign groups and residents with allegations of interference and impropriety in the way that the estate demolition ballot of Love Lane residents was conducted. Unfortunately, these emails arrived after the Committee had already concluded its evidence gathering sessions and the Committee had not had an opportunity to receive direct evidence on this matter. In the circumstances, we have recommended that a lessons learnt review is undertaken.

Finally, I would like to thank those that participated in the Review including local residents and residents' associations, local businesses, voluntary and campaigning organisations, Council officers, Lendlease and Tottenham Hotspur Football Club. We are grateful to all those who took the time to explain their perspective to the Committee and to prepare written evidence for us to consider.

Councillor Khaled Moyeed, Chair of the Overview & Scrutiny Committee

2. Recommendations

Love Lane Estate residents	
1	Rent levels, including any service charges, for residents transferring from the Love Lane Estate to a property in the regeneration scheme or elsewhere should be the at the same level without a diminution in the security of their tenancy.
2	The Committee was concerned to hear allegations around conduct by officers or other parties during the Love Lane ballot process, but had not directly received any evidence of this. In the circumstances, the Committee recommends that a lessons learnt review is undertaken by the Council, with particular focus on the experience of residents, to inform any similar future ballots.
3	As a principle, resident leaseholders should not be in a much worse financial position if they have to sell their leasehold interest and purchase a new unit in the regeneration scheme. To avoid this, the Council should offer a range of financial support measures to resident leaseholders in appropriate circumstances.
Design of new redevelopment site	
4	The Council must ensure that adequate new infrastructure, including health and education services, is built into the redevelopment plans.
5	The Council should ensure that: (a) Green spaces in the redeveloped areas should be of sufficient size and open to all. They should not be gated and for exclusive use of some tenures of residents. (b) There should be communal spaces/halls for residents so that they are accessible to all. (c) Cycle parks and parking rights should be the same for all tenures of residents. (d) Construction of new properties in the regeneration scheme is carbon neutral.
6	The new Council homes in the redevelopment must be suitable for the full range of needs of disabled people. This should include accessible and adaptable housing as required by the London Plan and ensure that inclusive design principles are built into the construction of the homes that are to be acquired by the Council and in the wider redevelopment scheme.
Relocation of Grace Organisation	
7	Firm assurances should be given by the Council, as part of the ongoing discussions with the Grace Organisation, that its relocation should be prioritised within the Tottenham area close to where the majority of its current clients are located.
Business community in the Regeneration area	
8	At the outset of significant regeneration schemes, higher priority and actions need to be given to ensure that those who will be impacted by a regeneration scheme are fully aware of the long-term plans and implications. A full and frank disclosure of Council's plans should be set out from the outset especially if regeneration plans

	include demolition of residential dwellings, business premises or buildings occupied by community and voluntary organisations. This should also include tenants that move to the area during the development of the scheme.
9	Future regeneration plans should be drawn up using co-production principles with active input from residents, businesses and community and voluntary organisations that live and operate within a proposed regeneration scheme. The Council should be able to demonstrate that regeneration is not simply being done to an area but is instead being designed in partnership with those who live and work in that area.
10	Local businesses should not feel pressurised to relocate as a consequence of regeneration. Where there is evidence that relocation would make businesses potentially unviable due to loss of customer base and concerns about loss of freehold rights, the Council should use its best endeavours to design its regeneration plans to include a mixture of residential and light industrial units.
11	Compensation for businesses should reflect the extent of losses that any business is likely to suffer as a result of relocation which may include, without limitation, the following: - Price of purchasing similar premises. - Cost of moving business (including any rebuilding, redecoration or moving equipment or re-purchasing equipment if hard to move). - Loss of customer base until re-established in new premises.
12	The Council should give equal weight in the new Local Plan to protecting businesses as it does to achieving additional housing. Principles that underpin the GLA's Resident Ballot Requirement funding condition should apply to businesses. This could be achieved through proactive engagement with businesses taking into account their concerns and priorities.
Socio-economic investment programme	
13	There should be transparency over how the £10m of funding in the programme is allocated and co-production principles should be applied to allocate the funding is allocated based on the priorities of the local community.
Tottenham Hotspur Football Club – Planning Applications	
14	Negotiations between the Council, Lendlease and THFC over the future of Phase B of the redevelopment site should take place at the earliest opportunity.
Industrial space in mixed use developments	
15	The Council should ensure that the new Local Plan prioritises a mixed economy in the borough with sufficient employment space to support a diverse range of skills and employment opportunities for local residents.

3. Historical Context and Background to the Review

3.1 The High Road West regeneration site is an area of around 11 hectares located in the Northumberland Park ward in the north-east of the Borough. Most of the site is located between Tottenham High Road to the east and the nearby railway line running through White Hart Lane Station to the west, stretching from Brereton Road in the south to the former Sainsbury's supermarket in the north. A Cabinet decision was made in February 2012 to develop a masterplan and regeneration proposals for the area[1]. The Council subsequently worked with design consultants, Arup, to publish a Masterplan Framework in 2014[2]. The 2012 Cabinet decision was made as part of wider proposals for a funding and investment package for a Tottenham Regeneration Programme which had been put in place during the previous years and responding to recommendations following the London riots of 2011.

3.2 The vision described for the site in the 2014 Masterplan Framework was for:

- A well-connected place creating neighbourhoods which are accessible by all forms of transport and have attractive walkable streets including new north-south and east-west links.
- A safe and welcoming neighbourhood with active street frontages and attractive open space.
- A significant increase in the provision of community facilities and the local community will have the best possible access to services, infrastructure and public transport to wider London.
- A balanced place to live and work. The Masterplan Framework provides a mix of homes of different tenures and types, maximising housing choice for residents. There will be high quality new workspaces and new job opportunities for the local community.
- A cohesive community which promotes social interaction with new public open spaces for the community to foster community cohesion and social inclusion.

3.3 The property and infrastructure group, Lendlease, were selected by the Cabinet in 2017 as the preferred bidders to redevelop the High Road West site.

3.4 An officer report to the Cabinet in March 2021[3], summarised the redevelopment scheme as follows:

- Over 2,500 high-quality, sustainable homes, including 500 council owned social rent homes and 40% affordable housing.
- £10m of funding for social and economic support for both businesses and residents, ensuring the local community benefit from the Scheme

[1] Item 120, Cabinet, 7th February 2012 Agenda for Cabinet on Tuesday, 7th February, 2012, 6.30 pm | Haringey Council
[2] High Road West Archive | Tottenham Regeneration
[3] Item 493, Cabinet, 16th March 2021 Agenda for Cabinet on Tuesday, 16th March, 2021, 6.30 pm | Haringey Council

- A cutting-edge new Library and Learning Centre and a refurbished Grange Community Hub which will provide improved community facilities early in the Scheme.
- Around 143,000sqft of green spaces for the community including a large new community park with an outdoor gym, children's play area and Grange Gardens: a safe, central green space for local people.
- A welcoming new civic square which will be an important focus of local events and activities, bringing the community together, promoting cultural activities and enhancing activity and safety at night.
- Over 130,000sqft of commercial, retail and leisure space throughout the Scheme providing a wide range of leisure, employment space, shops, cafes and restaurants around a new civic square.
- £500k of investment in the town centre and a £500k fund for events and activities, as well as meanwhile uses which will revitalise the local centre during construction and afterwards.
- Over 3,300 construction jobs and more than 500 end-user jobs once the development is complete.

3.5 The site currently includes various residential and business properties as well as community facilities. These include:

- the 297-property Love Lane council housing estate;
- the Peacock industrial estate, which is home to a group of small to medium-sized businesses;
- businesses along sections of Tottenham High Road and White Hart Lane;
- community facilities including Coombes Croft Library, the Grange and the Whitehall & Tenterden Community Centre;
- the Goods Yard, the site of the former goods yard for the nearby White Hart Lane railway station and a number of business units in an enterprise park;
- the site of a former Sainsbury's supermarket.

3.6 The redevelopment proposals would involve the demolition of all properties on the Love Lane estate, with secure council tenants, resident leaseholders and also temporary accommodation tenants, given the option to relocate to new properties in the redeveloped site. It would also involve the demolition of many of the business properties, including those in the Peacock industrial estate, on Tottenham High Road and on White Hart Lane. While some of the businesses could be accommodated within the new redevelopment site, some would need to be relocated to another area.

3.7 Representations regarding the High Road West plans were received by the Overview and Scrutiny Committee and by the Housing & Regeneration scrutiny panel via the Committee's community consultation exercises and by way of several deputations to

the panel from Council tenants, leaseholders, community representatives and representatives of the business community on the Peacock Industrial Estate. Following these representations, Housing & Regeneration Panel members agreed to open a Scrutiny Review process on the topic of the High Road West Regeneration strategy, policy and plans.

3.8 In undertaking the Review, the Panel's objective was to consider evidence from a broad range of stakeholders and to then develop recommendations to Cabinet on future options relating to the High Road West redevelopment.

Methodology

3.9 The Housing and Regeneration Scrutiny Panel began the Review by organising a site visit to the Peacock Industrial Estate which took place on 22nd November 2019. This was followed by a site visit to the Love Lane estate on 4th December 2019.

3.10 Evidence sessions were held with a range of witnesses including Council officers, representatives of local businesses and residents' associations, at the Civic Centre in Wood Green in February and March 2020. The majority of these were completed but the final few were postponed due to the beginning of the Covid-19 pandemic.

3.11 During the first lockdown period between March and September 2020, Council meetings were moved to an online video platform. However, by this point, senior Council officers from the Housing, Regeneration & Planning department had been diverted to support the Council's response to the Covid-19 pandemic and consequently did not have the capacity to fully engage with the Scrutiny Review. The decision was therefore taken to suspend the Scrutiny Review.

3.12 The membership of the Overview and Scrutiny Committee and the four Scrutiny Panels changed in October 2020 following the Council's AGM and then again in May 2021.

3.13 The Overview & Scrutiny Committee appointed in May 2021 took the decision to prioritise the completion of the High Road West Scrutiny Review as part of its work plan and to do so directly through the Overview & Scrutiny Committee rather than the Housing & Regeneration Scrutiny Panel. The newly elected Chair of the Overview & Scrutiny Committee was Cllr Khaled Moyeed who had been the Chair of the Housing & Regeneration Scrutiny Panel that had originally conducted the Review prior to its suspension. This provided the benefit of continuity with the same Chair conducting both phases of the Review.

3.14 The Overview & Scrutiny Committee carried out the final evidence sessions for the Review during August 2021.

3.15 During the period that the Review was suspended, significant new developments had occurred in relation to the High Road West scheme, most notably:

- The securing of a GLA funding package to support the scheme, as detailed in a Cabinet report in March 2021.
- The approval by the Cabinet in July 2021 of final versions of the High Road West Local Lettings Policy, the Love Lane Leaseholder Offer and the Landlord Offer to form the basis of a subsequent ballot of residents on the Love Lane Estate.

These new developments are summarised in this report and were considered by the Committee as part of the evidence sessions held in August 2021.

Panel Membership

3.16 The membership of the Housing & Regeneration Scrutiny Panel that conducted the first phase of the Review was:

- Cllr Khaled Moyeed (Chair)
- Cllr Dawn Barnes
- Cllr Ruth Gordon
- Cllr Bob Hare
- Cllr Yvonne Say
- Cllr Daniel Stone
- Cllr Sarah Williams

3.17 In conducting the second phase of the Review, the Overview & Scrutiny Committee invited previous Members of the Housing & Regeneration Scrutiny Panel to participate in the evidence sessions and drafting of recommendations. However, several Members were not able to do so due to potential conflicts of interest associated with their new positions in the Cabinet or other Council committees. In addition, Cllr Matt White, a member of the Overview & Scrutiny Committee, was unable to participate in the second phase of the Review due to his previous position as Cabinet Member with responsibility for planning issues during the first phase of the Review.

3.18 The membership of the Overview & Scrutiny Committee that conducted the second part of the Review, including the drafting of the recommendations, was:

- Cllr Khaled Moyeed (Chair)
- Cllr Dana Carlin
- Cllr Pippa Connor
- Cllr Makbule Gunes
- Cllr Dawn Barnes (Member of Housing & Regeneration Scrutiny Panel)
- Cllr Bob Hare (Member of Housing & Regeneration Scrutiny Panel)

4. Terms of reference

4.1 The terms of reference for the Review were:

- To better understand the historical context of the proposed High Road West regeneration scheme, re-examine the existing scheme proposals and provide evidence-based alternative options to establish what outcomes would be in the best interests of residents, tenants, leaseholders, businesses and other local stakeholders.
- To examine and appraise the interests of the community of stakeholders, tenants, leaseholders, residents and businesses within the High Road West Regeneration area.
- To re-examine and assess the Development Agreement in relation to its relevance to local and Council needs and aspirations contained within the Council's housing and planning strategy and policies and within the context of its Community Wealth Building aspirations for business development.
- To ensure that the method and means of communications and consultations between the Council (including Homes for Haringey) and residents and businesses has been carried out appropriately and sufficiently thoroughly to ensure that the voice of the community, residents, tenants and businesses has been taken into account in developing the regeneration strategy for the area.
- To appraise and reassess the impact of regeneration plans on the tenants and leaseholders living in Council accommodation and on the small and medium sized businesses operating in the area.
- To provide the Cabinet with evidence-based recommendations that seek to improve relations between the Council and the residents and business community and to ensure a future development that meets the needs and aspirations of tenants, leaseholders, residents and businesses and the community as a whole.

5. Background to Key Issues

Deprivation in regeneration area

5.1 In evidence to the Panel, Council officers informed Members that *"the Tottenham regeneration programme was developed from the outset to address long-standing issues of deprivation, health and life expectancy inequalities and limited opportunities for people in north Tottenham.[4]"* Peter O'Brien, Assistant Director for Regeneration, told the Panel that the scheme's origins *"came from a very strong desire to see investment going into north Tottenham in particular, for the benefit of the community and to act as a catalyst for change to help tackle the very high degrees of deprivation … and also to address long-standing issues around poor quality housing provision."*[5] This would be achieved by creating more socio-economic opportunities such as jobs and training provision and by providing high quality homes, safe and healthy public spaces and new business opportunities for people living and working in the area.

5.2 A report on the High West Road regeneration project to the Cabinet in November 2013 described the Northumberland Park ward (in which the site is based) as one of the poorest wards in London which, *"suffers from high levels of socio-economic deprivation – including high levels of unemployment, benefit dependency and crime as well as low levels of educational attainment, household income and life expectancy."* [6]

5.3 The report noted that much of this deprivation stemmed from worklessness and a low skills base and that the socio-economic context reflected why the regeneration and transformation of North Tottenham had long been a priority for the Council. It was for this reason that it has been designated as an "Area of Change" in the Council's Local Development Framework[7]. The report goes on to say that the regeneration programme would create new jobs, foster the growth of local businesses and would include social and economic development programmes to increase educational attainment, job skills and opportunity for local people.[8]

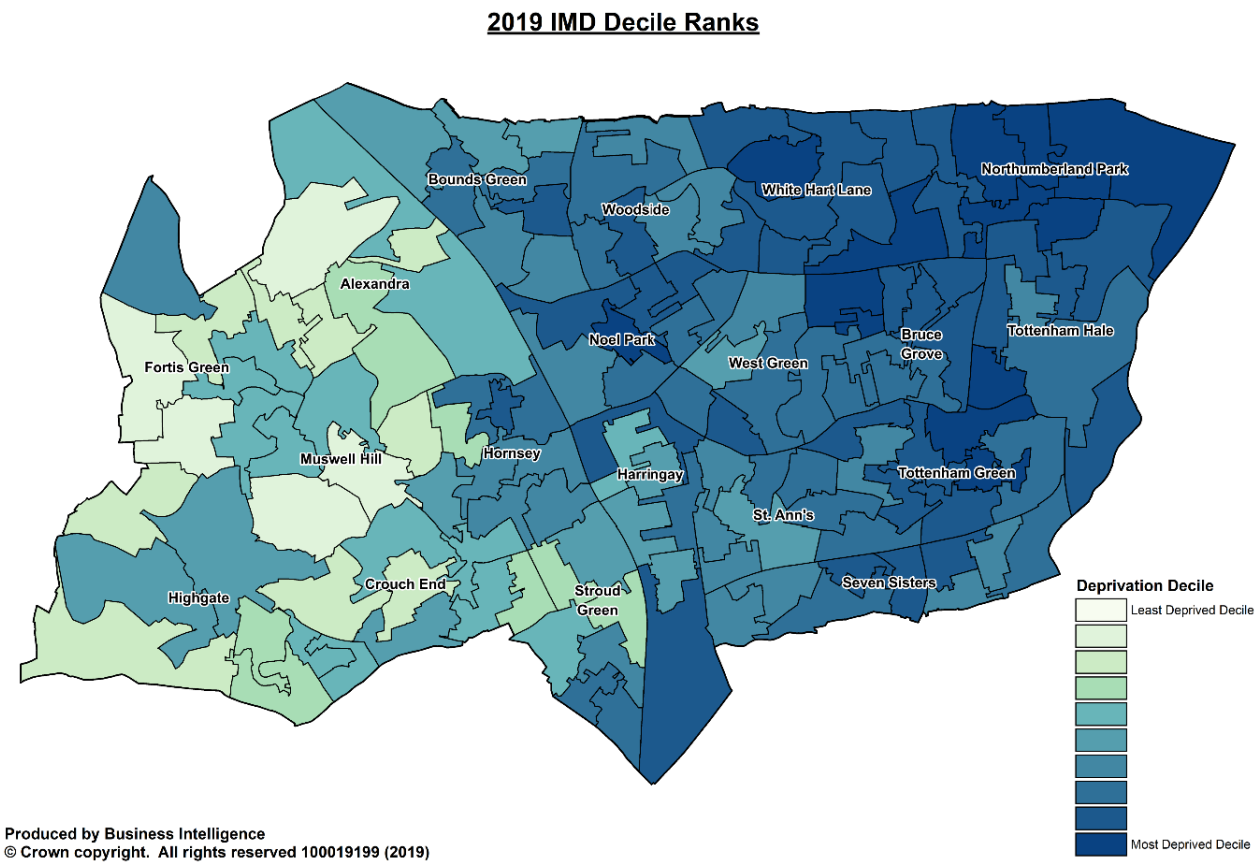
5.4 The high level of deprivation in the area persists according to the most recent English Indices of Deprivation published by the Office for National Statistics in 2019[9]. The Indices of Deprivation measures deprivation in 32,844 small areas (of which there are several in each local authority ward) known as Lower-level Super Output Areas

[4] Written report from Housing & Regeneration officers to the Panel, 30th January 2020
[5] Peter O'Brien, AD for Regeneration, Haringey Council, Oral evidence to the Panel, 17th February 2020
[6] Paragraph 5.2, report on Item 556, High Road West Regeneration Project – Master Plan Option Consultation Feedback and Next Steps, Cabinet meeting 28th November 2013 https://www.minutes.haringey.gov.uk/ieListDocuments.aspx?CId=118&MID=6667#AI35505
[7] Paragraph 5.6, report on Item 556, High Road West Regeneration Project – Master Plan Option Consultation Feedback and Next Steps, Cabinet meeting 28th November 2013
[8] Paragraph 5.11, report on Item 556, High Road West Regeneration Project – Master Plan Option Consultation Feedback and Next Steps, Cabinet meeting 28th November 2013
[9] https://www.gov.uk/government/statistics/english-indices-of-deprivation-2019

(LSOAs) and then ranks them from 1 to 32,844 according to their relative levels of deprivation. This ranking is based on factors such as income, employment, health, education, crime and barriers to housing and services.

5.5 There are eight LSOAs in the Northumberland Park ward, all eight of which are ranked in the 20% most deprived in the country, and six of which are ranked in the 10% most deprived in the country. There is a similar picture in the neighbouring wards as seen below in the map of LSOAs in Haringey borough and their ranking in the English Indices of Deprivation. Northumberland Park ward can be seen in the far north-eastern corner of the map.

IMAGE A: 2019 IMD Decile Ranks for Haringey Borough



A Plan for Tottenham - 2012

5.6 A plan for the transformation of the wider Tottenham area was published in August 2012 by Haringey Council in partnership with the Tottenham Taskforce. The Taskforce was chaired by the property developer, Stuart Lipton, and was one of two set up by the Mayor of London in 2011 shortly after the London riots to identify action to improve two of the areas worst affected by the riots (the other being Croydon).

The plan, titled *A Plan for Tottenham,* was based around five points for change by 2025:

1) Transform Northumberland Park into north London's premier leisure destination with new high quality housing and improved transport options.
2) Create a fun, civic heart at Tottenham Green and turn Seven Sisters into an impressive gateway into Tottenham.
3) Promote Tottenham Hale as a new centre for growth exploiting excellent transport connections.
4) Consolidate and revitalise the retail experience on the High Road.
5) Improve the quality of life for everyone – encourage investment, jobs, economic growth, quality housing and strong neighbourhoods.

The plan identified four main areas for change:

- Northumberland Park
- Tottenham Hale
- Tottenham Green and Seven Sisters
- Tottenham High Road

5.7 The section on Northumberland Park stated that *"through a new master plan and investment framework for the area we will encourage and development of a mixed-use leisure destination, including new housing choices and transport infrastructure improvements".*

5.8 Haringey Council's Cabinet agreed in February 2012 that a Masterplan should be developed to guide change in the area to the west of Tottenham High Road supported by an investment package that included GLA funding. The Cabinet report noted that the Council owned around 35% of the High Road West site with 297 homes (on the Love Lane estate), a leased commercial property, Coombes Croft Library and the Grange Day Centre/offices on White Hart Lane. Most of the remaining land, including the supermarket, industrial land and business premises on the High Road/White Hart Lane was in third party private ownership.[10]

<u>High Road West Masterplan Framework - 2014</u>

5.9 In April 2012, design consultants Arup were appointed to develop the High Road West Masterplan[11]. The purpose of the Masterplan Framework was described as being *to "consolidate the local communities' and Council's aspirations for the area into an overarching vision and a set of design principles to inform the Tottenham Area Action Plan".* The Tottenham Area Action Plan, which was subsequently

[10] Report to meeting of the Cabinet, 7th February 2012. Item 120: Agenda for Cabinet on Tuesday, 7th February, 2012, 6.30 pm | Haringey Council

[11] Report to meeting of the Cabinet, 16th Dec 2014. Item 779: https://www.minutes.haringey.gov.uk/ieListDocuments.aspx?CId=118&MId=7188&Ver=4

published in 2017, is one of the Development Plan Documents which sit beneath the Haringey Local Plan and sets out the vision and planning policies for the Tottenham area.

5.10 Following consultation with the community, the High Road West Masterplan Framework was published in September 2014 and subsequently approved by the Cabinet in December 2014. The Masterplan Framework set out the regeneration proposals and included details of a number of key areas that would be included in the newly redeveloped site. To the south of the site, where the Love Lane estate is currently situated, would be a new landscaped open space named Moselle Square. The Masterplan Framework stated that *"a paved pedestrian boulevard could provide a direct link from the station to the High Road. On match and event days this boulevard would accommodate a large number of visitors."* It also noted that a *"mix of new cafes, bars and restaurants could surround the square"*, that a new Community Hub would provide facilities including a new library, learning and enterprise centre and that a large amphitheatre would be located directly outside the Community Hub where community activities and events can take place.

5.11 In evidence to the Panel, Peter O'Brien added that the new Library and Learning Centre would be a major hub for the whole of north Tottenham and would support the Council's "localities approach" which involves community hubs acting as anchors for service provision. He added that the Grange community centre was currently in quite poor condition and required substantial refurbishment. He said that the public realm improvements, such as the proposed new square and new park were important to support and reinforce the surrounding area which includes White Hart Lane station, the new football stadium and an important section of Tottenham High Road.

5.12 The area to the north of White Hart Lane, which includes the current Peacock Industrial Estate and the Goods Yard, would be replaced with a new business space called Peacock Mews. To the north of Peacock Mews would be a new park, known as Peacock Park, which would be part of a new residential neighbourhood and would include *"children's play space, a free-to-use outdoor gym, as well as green quiet space to enjoy"*.

IMAGE B: Map of regeneration site from 2014 Masterplan Framework document

5.13 Regeneration of sections of the High Road would, according to the Masterplan Framework, provide a broader mix of shops and a wider range of goods and services, along with improvements to pacing, lighting and street furniture. Part of White Hart Lane would be *"enhanced with an attractive new open space, transport improvements and new shops and cafes"* and there would also be *"improvements to transport with enhanced bus stops, a cycle lane and improvements to the layout."*

5.14 The initial proposals set out in the Masterplan Framework provided for a minimum of 1,200 new homes which would include a *"mix of housing types and tenures to meet people's housing requirements at all stages in their lives, in particular for families"* and included a commitment to provide houses and flats for every secure council tenant on the Love Lane Estate.

5.15 A public procurement process was launched by the Council to secure a development partner and the decision to select Lendlease as the preferred bidder for the regeneration of High Road West was made at a Cabinet meeting in September 2017. The number of new homes in the redevelopment was substantially increased to over 2,500 as part of these proposals, which ensured that the scheme maximised housing numbers and was viable.

6. Love Lane Estate

6.1 The Love Lane estate is based just to the south of White Hart Lane in-between White Hart Lane railway station to the west with Tottenham High Road and Tottenham Hotspur football stadium to the east. The estate has a total of 297 properties, 180 of which are in three 10-storey tower blocks with the remaining 117 in low-rise blocks. The full breakdown of properties is as follows:

Block	**Properties**
Charles House	60
Ermine House	60
Moselle House	60
Kathleen Ferrier Court	19
3-39 White Hart Lane	16
2-32 Whitehall Street (evens)	16
3-29 Whitehall Street (odds)	14
31-61 Whitehall Street (odds)	16
63-89 Whitehall Street (odds)	14
2-28 Orchard Place	14
4-18 Brereton Road	8

6.2 The 2014 High Road West Masterplan Framework stated that all 297 properties on the Love Lane Estate would be demolished. The Masterplan Framework and the 2014 Cabinet report made clear that all secure council tenants on the Love Lane Estate would be able to move into a newly built home in the regenerated High Road West area and, because this regeneration would be phased, it would be possible for those residents to move into the new home directly.

6.3 Secure council tenants on the estate were also provided with the option to move to an existing Council home elsewhere in the Borough and many residents took up this offer. As tenants moved away and properties on the estate became vacant, the Council used these to house residents in need of temporary accommodation and this drastically altered the proportions of the types of tenancies on the estate. At the time that the Masterplan Framework was approved by the Cabinet in December 2014, only 6% of the properties on the Love Lane Estate were occupied by Temporary Accommodation tenants but this figure had risen to 66% five years later.

	Dec 2014	**Dec 2019**
Secure tenants	193 (65%)	47 (16%)
Temporary Accommodation tenants	19 (6%)	195 (66%)
Leaseholders	85 (29%)	55 (18%)

6.4 In accordance with the Council's Local Plan, the Arup Masterplan would become superseded by the masterplan of the successful bidder to the scheme (Lendlease) designed in accordance with Council policy and the Council's procurement brief, including vision, objectives and core requirements. Council officers said that the tender process provided the Council with a masterplan based on a competitive process to optimise the quality of the scheme in accordance with the brief and is 'market tested' to ensure deliverability. They added that the masterplan provided changes in accordance with the Council's decision in 2018, to work with the GLA to increase funding to deliver an increased number of council homes from 145 to 500, that would permit secure tenants and non-secure tenants on the estate to have a new homes as part of the scheme.

TAG (Temporary Accommodation Group) Love Lane

6.5 In November 2018, the Housing & Regeneration Scrutiny Panel received representations from the TAG (Temporary Accommodation Group) Love Lane residents' group which campaigns on behalf of Temporary Accommodation residents on the estate[12]. A TAG Love Lane group member informed the Panel that Temporary Accommodation tenants:

- were not informed when moved on to the estate that it was a future demolition site and had received no indicative or definitive answer as to where they will be housed after demolition of the site;
- had not received any definitive information about where they would be housed in future and were concerned that they could be moved in the private rented sector;
- felt that they had no housing security;
- were, in some cases, living in overcrowded spaces and unliveable conditions, including in housing that had problems with damp and mould;
- had, in some cases, already been living in Temporary Accommodation for several years.

6.6 TAG Love Lane recommended that the Council should stop the practice of moving Temporary Accommodation residents into the estate and that all Temporary Accommodation residents currently on the estate should receive an offer of permanent housing.

6.7 The Panel received further representations from the TAG Love Lane group at its meeting in September 2019[13] at which the group's Chair said that there should be a fresh review of the current circumstances of residents. She said that the tenants had

[12] Item 17, Housing & Regeneration Scrutiny Panel, 15th November 2018. Agenda for Housing and Regeneration Scrutiny Panel on Thursday, 15th November, 2018, 6.30 pm | Haringey Council

[13] Item 16, Housing & Regeneration Scrutiny Panel, 12th September 2019 Agenda for Housing and Regeneration Scrutiny Panel on Thursday, 12th September, 2019, 7.00 pm | Haringey Council

suffered from poor standards of treatment and reiterated that all temporary accommodation tenants of the Love Lane estate should be rehoused in permanent accommodation.

6.8 In response to questions from the Panel, representatives of the TAG Love Lane group said:

- that the length of time that the tenants have been in temporary accommodation varies significantly with some there for less than two months while others had been on the waiting list for up to 11 years.
- that the impact on tenants of their situation could include a lack of stability in their lives causing anxiety and depression. Having to move regularly because of a lack of permanent accommodation particularly affects parents and children due to changing environment and schools.
- on whether it would be fair for temporary accommodation tenants to be prioritised over others on the housing waiting list, there were some tenants being moved into sites already earmarked for redevelopment and then moved out again so there should be a specific change in the policy to find permanent accommodation for these people.

<u>Love Lane Residents Association</u>

6.9 In February 2020, the Panel took evidence from the Chair of the Love Lane Residents Association, Bilad Dhoof, who had lived on the Love Lane estate as a Council tenant since 2008.

6.10 The Panel was informed that the Love Lane Residents Association held regular meetings at the nearby Grange centre which were sometimes attended by Council officers who answered questions from residents. Residents also received information through letters, conversations with the Move On team in 2014, and through consultation events, including an event at the nearby Irish Cultural Centre in 2017 at which residents were shown images of the properties that were expected to be delivered as part of the new development.

6.11 Like other tenants, she had been told that she would need to move because of the redevelopment but there was uncertainty amongst many of the residents about when this was likely to happen and what location and type of property would be offered to them. The Panel heard that some Council tenants had been offered housing association tenancies which they were reluctant to accept and did not know whether they would be able to remain as Council tenants in the future.

6.12 Love Lane Residents Association reported that they had a good relationship with the TAG Love Lane group.

6.13 At the time of the evidence session in February 2020, the Chair of the Love Lane Association said that, while she was aware that there would be a ballot of residents about the possible demolition of the estate, she was not clear about when and how it would take place.

6.14 The Chair of Love Lane Residents Association said that, of the non-English speaking residents on the estate, the largest group were Somali-speakers and so further support for interpreters at consultation events and for translated written information would be welcomed.

Headcorn, Tenterden, Beaufoy and Gretton Roads Residents' Association

6.15 The Panel also took evidence from the Chair and Secretary of the Headcorn, Tenterden, Beaufoy and Gretton (HTBG) Roads Residents' Association, Barbara Cordwell and Kate Worley. The estate on the four roads represented by the HTBG residents' association is not within the proposed High Road West redevelopment site but is located just to the south-west of the site and on the west side of the railway line. It comprises of a mix of flats and terraced housing, with both Council properties (including leaseholders under Right to Buy) and housing association properties. While the residents of these roads will not need to relocate, the major works that would be necessary as part of the redevelopment will still have a significant impact on them as the site is so nearby. In addition, the regular meetings of the HTBG Residents' Association take place in the Whitehall & Tenterden Centre which is earmarked for demolition.

6.16 The HTBG Residents' Association informed the Panel that they had decided not to take a direct policy line on the scheme and could understand why the Council was aiming to regenerate the area. However, it wanted to be part of the process in order to feed in the opinions of residents. This had been difficult to achieve as they were not typically included in the consultation processes as they were outside of the boundaries of the redevelopment site. This included the consultation with Love Lane residents. The HTBG Residents' Association did not consider it appropriate for them to get involved in this as the consultation was for those living on the site and they had also declined an invitation from the TAG Love Lane to join their campaign. However, they pointed out that the Council's community engagement team had funded engagement activities on the Love Lane estate but had not provided anything similar to them which could enable them to raise awareness with residents and gather their views. Lendlease were also previously understood to have offered some resources for community engagement in around 2017/18. However, engagement activities through the HTBG Residents' Association have had to be funded through their existing small budget received from Homes for Haringey (HfH) as no additional support had been forthcoming.

6.17 The HTBG Residents' Association had experienced some good engagement with Council officers and consultants involved with the scheme regarding their concerns. However, they did not feel that their main concerns had yet been addressed. They felt that the best opportunity to express the views of their residents would be when a formal planning application for the redevelopment is made.

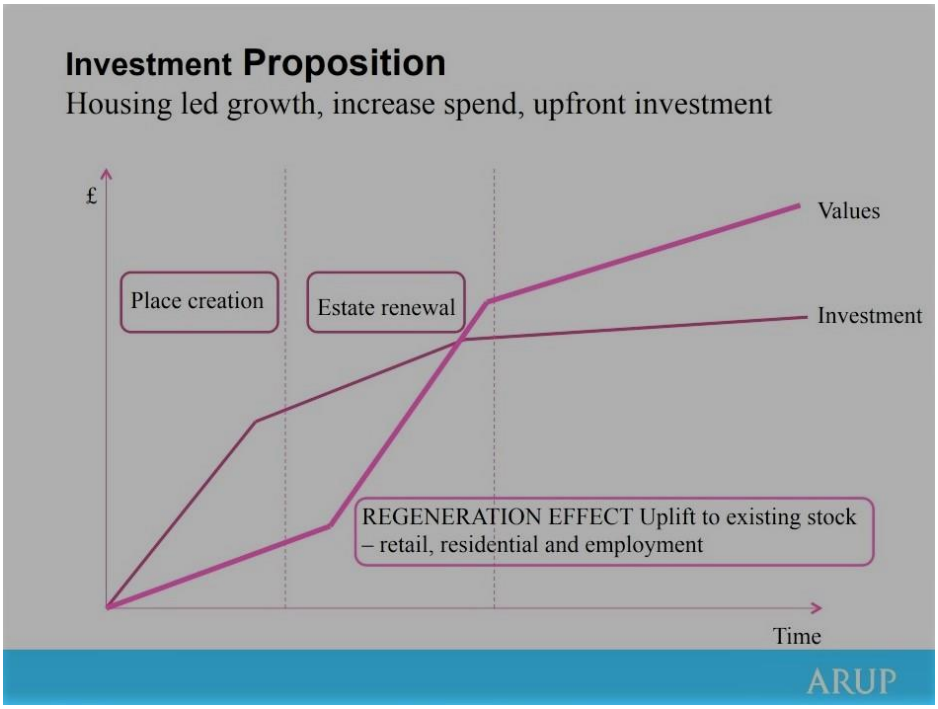
6.18 Concerns about the redevelopment that were raised by the HTBG Residents' Association including:

- That a gate between Tenterden Road and Whitehall Street meant that for many residents with vehicles, the only route out of the estate is via White Hart Lane leaving them vulnerable to significant disruption and inconvenience through major works.
- The high-rise buildings that were proposed as part of the scheme, which they were concerned could be as high as 30 storeys near White Hart Lane rail station (compared to the current 10 storey buildings on the Love Lane estate), could result in a loss of light to residents of the estate. In addition, residential blocks to be built to the west of the railway line and close to the estate were expected to be five storeys which could also result in a loss of light to existing residents. They felt that the maximum height should be 3 storeys.
- The upkeep of the small green space in the middle of the estate, which is the only amenity that the estate has, is funded through service charges and rent payments. With a large increase in family housing units in the new residential blocks that would face directly onto the green space, there were concerns that there could be a significant increase in the usage of this amenity without any financial contribution from the new residents living in the redeveloped area.
- An increase in the usage of the green space in the estate, including by children, could increase noise levels impacting on the residents of the nearby properties which already have quite poor sound insulation.
- Concerns about increased density on residents in the area, though they did appreciate the Council's need for additional housing in the Borough.

6.19 The HTBG Residents' Association also informed the Panel that they have been a part of a local 'liaison committee' supported by Tottenham Hotspur Football Club which meets monthly to discuss issues that affect local residents such as matchday crowds, car parking and the recent stadium construction. This was the type of arrangement that could be explored as a means of ensuring that the voices of residents are heard by the developer, the Council and other major stakeholders.

Haringey Defend Council Housing

6.20 Paul Burnham, from local campaigning organisation Haringey Defend Council Housing, provided evidence to the Panel in February 2020 and argued that *"higher house prices are the prime drivers of forced gentrification and social exclusion, and are essential to the viability of estate demolition schemes"*. He cited a slide (see below) about housing led growth provided by Arup to the Council meeting in 2015 which demonstrated this effect of the regeneration. He added that the provision of new social housing in the new development should be calculated as a net figure, taking into account the 297 Council-owned homes that would be demolished as result of the regeneration scheme. He also expressed the view that Lendlease were unsuitable as a development partner and cited a comment attributed to Lendlease in Cabinet papers on the Haringey Development Vehicle in July 2017 which said that their approach was *"to move away from focusing on categorisation of 'affordable' and 'private' tenures and instead to focus on providing homes to 'buy' and 'rent' for a range of income levels."*[14]



6.21 On equalities, Paul Burnham said that the Equality Impact Assessment for the Cabinet report in September 2017 on the appointment of a preferred bidder for the scheme did not adequately address the likely changes in inequality faced by people with protected characteristics, including how many BAME people would be able to afford the new homes to be built. He noted that many Haringey residents were being priced out of the local property market and that there was an overrepresentation of BAME people amongst JSA and Housing benefit claimants.

[14] P.696, Public Appendices Items 9 & 10, Cabinet 3rd July 2017 Agenda for Cabinet on Monday, 3rd July, 2017, 6.30 pm | Haringey Council

6.22 Paul Burnham cited a 2016 report by the Centre for London think-tank, Another Storey[15], which set out indirect costs to existing residents arising from estate redevelopment. This included moving children's schools, reorganising childcare, finding a new GP/dentist, the time and stress associated with moving and a loss of local connection. He said that an evaluation of the health and well-being implications of relocation of residents should have been carried out.

6.23 Paul Burnham told the Panel that tenants and leaseholders had been promised a "right of return" with the option of eventually moving back to a new property in the new development. Tenants and leaseholders could choose between this option or to accept a transfer to a property elsewhere in the Borough. However, he said that in practice, the Council had been encouraging residents towards the latter option of moving away from the area. More than 75% of the original secure tenants had now chosen to be rehoused elsewhere and would now not be returning to the area. The principle that the redevelopment should benefit the existing residents had therefore, in his view, been completely disregarded.

6.24 As part of the evidence provided by Haringey Defend Council Housing, the Panel heard representations from a former resident and secure tenant of a 1-bedroom flat at Moselle House on the Love Lane estate where he lived for around 11 years until June 2017. The former resident explained to the Panel that, as efforts to move tenants from the estate began, he had been informed by his rehousing officer that if he did not bid for another property within six months, one would be offered to him without any choice. Council officers commented on this point that the Secure Tenant Guide provided secure tenants with a range of re-housing options including a new home within the scheme or a Council property elsewhere in the borough. They added that secure tenants would only be required to move closer to the date of the demolition.

6.25 The former resident said that he accepted the new-build 1-bedroom flat that he was offered, at Verdant Court near Finsbury Park, though he said that he had been concerned about how non-transparent the process had been, in terms of how suitable the property and the costs would be to his needs. He said that the option of right to return to the regenerated area was not raised as an option and that he was not clear about what the rental costs at the new property would be until he had accepted it.

6.26 Paul Burnham, from Haringey Defend Council Housing, said that the Council had promised the residents of the Love Lane Estate that they would not be worse off as a consequence of the redevelopment. The former resident then explained that his rent and council tax bill (Band A) at Moselle House, Love Lane had amounted to around

[15] Centre for London | Another Storey: The Real Potential for Estate Densification (2016)

£500pm whereas his rent, council tax (Band D) and service charge bill at Verdant Court was now around £1,100pm.

6.27 Paul Burnham informed the Panel that the Love Lane tenants who do choose to stay on to be rehoused at the new development have been advised to expect increased service charges. According to the Council this is *"due to the fact that there will be more services provided for tenants in an improved and more secure environment"*[16] and will include items such as CCTV, concierge, lift maintenance, cleaning, repairs, lighting and green spaces. Paul Burnham said that these charges will fall most heavily on residents with lower incomes and savings and that Council tenants have not previously had to pay service charges for items such as lift maintenance, CCTV or repairs.

Landlord Offer - Rent/Service Charges

6.28 The Landlord Offer, published in July 2021, specified that *"Eligible tenants living in Love Lane Estate who are moving to a new home in the scheme, will have initial rental charges for the new homes in High Road West at no more than 10% above the average Council rent for an equivalent size property on the Love Lane Estate (to the bedroom size property that they are moving to) at the time of the move, and no less than that average Council rent."*[17]

6.29 The Landlord Offer also stated that *"Service charges will be calculated based on the services that are provided with the aim to ensure that costs are minimised, while still ensuring that the buildings are managed and maintained to a high quality. We will be working closely with residents to understand the type and level of services that tenants and leaseholders want and need, and ensure that these are affordable."*

6.30 Committee Members were concerned that tenants on fixed incomes, including those in receipt of Housing Benefit/Universal Credit would not be able to afford a substantial increase in their rent and service charges, but noted that the Landlord Offer provided no guarantee that this would not happen as consequence of the move to the new homes. The Committee therefore took the view that a commitment should be made to Love Lane estate tenants that their rent and service charge levels should not be increased.

RECOMMENDATION 1 - Rent levels, including any service charges, for residents transferring from the Love Lane Estate to a property in the regeneration scheme or elsewhere should be the at the same level without a diminution in the security of their tenancy.

[16] p.48, Appendix 6, HRW Consultation feedback report, agenda item 58, meeting of the Cabinet, 12th Sep 2017 https://www.minutes.haringey.gov.uk/ieListDocuments.aspx?CId=118&MId=8289&Ver=4

[17] Landlord Offer, Appendix 5, Item 560, Cabinet meeting 13th July 2021 https://www.minutes.haringey.gov.uk/mgAi.aspx?ID=68177

Ballot on the future of the Love Lane estate

6.31 The 2014 High Road West Masterplan Framework, and all subsequent versions of the proposals, have committed to the demolition of all 297 properties on the Love Lane estate. However, in July 2018, new rules on the estate regeneration was introduced by the Mayor of London, which meant that the approval of residents via a ballot would be required before the demolition could go ahead.

6.32 The Resident Ballot Requirement funding condition meant that, from 18th July 2018, *"any landlord seeking GLA funding for a strategic estate regeneration project which involves the demolition of social homes must demonstrate that they have secured resident support for their proposals through a ballot."*[18] The rationale given for this is that the requirement would *"make sure that GLA funding only supports estate regeneration projects if residents have had a clear say in plans and support them going ahead."* The requirement for a ballot under these rules is triggered if any estate regeneration project which seeks funding from the GLA of any homes owned by a Council or Housing Association and involves the construction of 150 or more new homes. The Council's agreement with the GLA for funding to support Phase A of the scheme (the area to the south of White Hart Lane) meant that the scheme would require a ballot to be undertaken.

6.33 The process for the ballot under the new Residential Ballot Requirement, as specified by GLA guidance, is that residents be provided with a Landlord Offer which is a document outlining the details of the proposed estate regeneration project, the question to be put to residents in the ballot and the timing of the ballot. It should also include the following details:

- the broad vision, priorities and objectives of the project, including the estimated number of new homes and the mix of tenures;
- the full right to return or remain for social tenants;
- the offer for leaseholders and freeholders; and
- commitments to ongoing consultation and engagement.

6.34 In July 2021, the Cabinet approved the final versions of:

- the High Road West Local Lettings Policy;
- the Love Lane Leaseholder Offer;
- the 'Landlord Offer' to residents.

6.35 The publication and approval of these documents enabled the ballot to go ahead with the Landlord Offer forming the basis of the Council's commitment to existing residents should they vote in favour of the proposals in the ballot.

[18] Resident ballot funding condition: summary https://www.london.gov.uk/sites/default/files/resident_ballot_funding_condition_-_summary.pdf

6.36 The result of the ballot, held in September 2021, was a "Yes" result with 55.7% of residents voting in favour of the proposals on a turnout of 69.4% of eligible voters. In terms of the actual number of votes cast there were 113 residents who voted in favour of the proposals and 90 residents who voted against. This result meant that the Council could proceed with Phase A of the High Road West redevelopment.

6.37 After the Review's evidence gathering period had concluded, Members of the Committee were made aware of allegations that the ballot had been conducted improperly. This included allegations that Council officers had pressured residents to vote in favour of proposals by visiting them on the doorstep on multiple occasions and that Council officers had collected ballots from residents. The Committee was also made aware of the Council's position that officers did not at any stage seek to influence or interfere with the independent ballot process. The Council stated that officers had aimed to speak to every household on the estate to provide the opportunity to ask any questions about the Landlord Offer and to provide advice on where to access any support required. It was not intended that households would be spoken to on multiple occasions, not visited more than twice.

6.38 In November 2021, the Housing and Regeneration Scrutiny Panel received a report on this issue at a Panel meeting[19]. In response to questions from Members, officers acknowledged that, on four occasions, Council officers had collected sealed ballot envelopes from residents. They said that in all four cases this had been because residents had severe mobility issues. The advice from the independent election agent, Civica, had been that Council officers could collect sealed ballots "as a last resort". Panel Members said that the handling/collection of ballot papers by party activists would be considered improper in a local/general election so this was not appropriate practice.

RECOMMENDATION 2 - The Committee was concerned to hear allegations around conduct by officers or other parties during the Love Lane estate demolition ballot process, but had not directly received any evidence of this as the ballot took place after the Committee had concluded its evidence gathering sessions. The ballot was the first estate demolition ballot to have taken place in Haringey. In the circumstances, the Committee recommends that a lessons learnt review is undertaken by the Council, with particular focus on the experience of residents, to inform any similar future ballots.

[19] Item 9, Housing & Regeneration Scrutiny Panel, 4th November 2021
https://www.minutes.haringey.gov.uk/ieListDocuments.aspx?CId=754&MId=9820&Ver=4

High Road West Local Lettings Policy

6.39 The High Road West Local Lettings Policy aims to prioritise existing tenants in the redevelopment area for the new secure Council homes in the redeveloped High Road West area. This would apply not just to secure tenants but also to those in temporary accommodation on the Love Lane Estate who meet the eligibility criteria. This includes the requirements of having been accepted as homeless by the Council and having lived in the masterplan area in a property requiring demolition for at least 6 months prior to the publication of the Council's Landlord Offer.

6.40 This represents a shift in policy from the Council's previous position on this issue. In December 2014, the Cabinet approved a Secure Council Tenant Guide as part of the S105 consultation for secure council tenants within the regeneration area. This set out a number of rehousing options including moving to a new home in the redevelopment area or to move to a Council home elsewhere in the Borough.

6.41 However, at this point the position was that all Temporary Accommodation tenants in the borough were subject to the Council Housing Allocations Policy which determines which applicants on the Housing Register should be prioritised for housing through a banding system. On that basis, Temporary Accommodation tenants living on the Love Lane Estate would not therefore have been prioritised for the new housing on the redeveloped High Road West and their position in the Council's banding system would depend on their individual circumstances in the same way as all other Temporary Accommodation tenants in the borough.

6.42 However, the Mayor of London's Resident Ballot Requirement funding condition, introduced in 2018, means that the Council would require a positive outcome from a ballot of Love Lane residents before the High Road West scheme could proceed with any GLA funding support. With 66% of the properties on the Love Lane estate occupied by Temporary Accommodation residents as of December 2019, the ballot requirement required the Council to improve its offer to Temporary Accommodation residents. Council officers also said that there was recognition that a long-standing community had built up on the estate, including the Temporary Accommodation residents, and that there was therefore a strong case to maintain that community in the new scheme.

6.43 A report to the Cabinet in March 2020 changed the Council's position on this issue and for the first time offered to rehouse Temporary Accommodation tenants with secure tenancies in new homes on the redeveloped High Road West site. The High Road West Draft Local Lettings Policy, published alongside this report, acknowledged that many of the Temporary Accommodation residents have now lived on the Estate for over five years and have established links within their community. Paragraph 1.6 of the draft Policy states that:

"In order to promote a strong and stable community, through maintaining the existing community on Love Lane Estate and within the masterplan area, the Council is proposing to prioritise eligible non-secure tenants in temporary accommodation, both on the Love Lane Estate and within the wider High Road West area, whose homes need to be demolished, for the new homes which will be built as part of the scheme, in addition to secure and assured tenants."

6.44 The TAG Love Lane group declined to participate in the Panel's Scrutiny Review process. But in a newspaper article, published in the Enfield Independent in April 2020, the group's Chair criticised the Council's offer stating that:

"The offer of secure tenancy for temporary accommodation residents might not actually be a council-rent home but instead a housing association flat at higher rent than council rent levels. Whatever the merits of the alleged offer, it is not legally binding. So, the deal from Haringey Council is 'agree to the demolition of your home and we might be able to offer something in the future'."[20]

6.45 Ahead of the ballot vote in September 2021, TAG Love Lane remained opposed to the proposals, quoted in the Tottenham & Wood Green Independent as stating that the offer to residents *"doesn't come with a legally-binding guarantee, and we are not sure whether it will even be delivered on time."* [21]

6.46 A key issue has been the competing priorities between Love Lane residents, including those in Temporary Accommodation, being allocated the new social rented properties on the basis that the local community should be kept together, and people in the wider community who are higher on the Council's housing list and urgently require social rented properties.

6.47 Asked by a Committee Member whether the temporary accommodation residents had effectively jumped the housing queue and how this could be justified, officers said that the rationale for this was in keeping the community together. They added that many of the residents had been there for several years and had developed strong local connections, such as their children attending local schools and that local authorities could develop their lettings policies to take such factors in to account. By increasing the number of Council homes provided by the scheme, this had helped to resolve the competing tensions and enable the redevelopment to go ahead. This would allow not only for the temporary accommodation tenants to be rehoused but also for an additional 250 homes to be provided for people on the rest of the

[20] Quote from Joanna Morrison, Chair of TAG Love Lane group, *Residents' Group on Tottenham Estate Slams Housing Offer,* Enfield Independent, 22nd April 2020 https://www.enfieldindependent.co.uk/news/18397780.residents-group-tottenham-estate-slams-housing-offer/

[21] *Concerns over Haringey Council Love Lane estate regeneration*, Tottenham & Wood Green Independent, 4th September 2021 https://www.thetottenhamindependent.co.uk/news/19558314.concerns-haringey-council-love-lane-estate-regeneration/

housing waiting list. There was therefore a significant level of support from people on the housing register. The local lettings policy set out who was eligible for a home and in which order they should be let. The consultation found 87% support for the eligibility criteria and 86% support for the lettings criteria based on around 100 responses.

6.48 Asked by Cllr Carlin what proportion of the new properties would be 1-bedroom properties, Sarah Lovell said that the number of bedrooms in the new properties would be based on the need of the Love Lane Estate residents being relocated and then with the additional properties, this would be based on the housing policy mix. This would mean there would be 11% 1-bedroom properties, 45% 2-bedroom, 33% 3-bedroom and 11% 4-bedroom.

6.49 Cllr Hare asked whether the elapsing of time while waiting for the redevelopment would mean that some Love Lane residents would be rehoused elsewhere. Sarah Lovell acknowledged that this may happen in some cases, although only if the resident chose to do so. Non-secure tenants could continue to bid for secure properties elsewhere before the new homes in High Road West were available but would not be obliged to do so. Most residents would be able to move direct to the new homes, and for those that did need to move temporarily due to demolition, they would retain the right to return. In general, the average time on the waiting list before being allocated a property was around 10-12 years and the typical waiting time of temporary accommodation residents on the Love Lane estate was 5-7 years.

Offer to Leaseholders

6.50 The High Road West Leaseholder Guide, which was published by Haringey Council and approved by the Cabinet in December 2014[22], set out options for resident and non-resident leaseholders on the estate and this was then built on to develop the final Leaseholder Offer which was approved by the Cabinet in July 2021.

6.51 Resident Leaseholders have five rehousing options under the final Leaseholder Offer:

- Purchase a home in the new High Road West development. Leaseholders would be able to use the value of their current home plus a Home Loss Payment (10% of the value of their current home). The remaining difference in price would be made up by an interest-free equity loan from the Council.
- Purchase a home elsewhere in the Borough with financial support from the Council. This would involve an interest-free equity loan from the Council of up to 40% of the value of the new property.

[22] *Leaseholder Guide*, Item 779, Appendix 6, Cabinet meeting 16th December 2014 https://www.minutes.haringey.gov.uk/ieListDocuments.aspx?CId=118&MId=7188&Ver=4

- Purchase a home elsewhere in the Borough without financial support from the Council.
- Request a leasehold swap. This would enable the purchase of the leasehold of a Council-owned property of equivalent value.
- Exceptional circumstances. The Council will review cases of exceptional circumstance on its merits to provide the most suitable housing offer.

6.52 Non-resident Leaseholders would be offered the market value of their home plus a 7.5% loss payment as well as reimbursement for some other costs.

6.53 The Committee was concerned that a considerable additional financial burden could be imposed upon some resident leaseholders who wished to stay in the area as a result of the higher property prices in the new redevelopment compared to their current property value. The Council's Love Lane Landlord Offer, published in July 2021, explained that where resident leaseholders cannot afford to buy a new home in the redevelopment outright then the Council will offer to contribute money for the purchase through an enhanced equity loan. To access this, resident leaseholders would need to contribute the market value of their existing home plus their 10% Home Loss payment. It also states that if resident leaseholders are unable to raise sufficient funds to qualify for an equity loan, then the Council will review the options available to you to find the most appropriate way to enable them to stay in the area.

6.54 The Committee welcomed the provision of equity loans for resident leaseholders but remained concerned about the possibility that the move to a higher priced property could leave some resident leaseholders in a much worse financial position if they wanted to stay in the area. The Committee urged the Council to closely monitor such cases and consider whether any other financial support measures could be used to avoid such outcomes.

RECOMMENDATION 3 - As a principle, resident leaseholders should not be in a much worse financial position if they have to sell their leasehold interest and purchase a new unit in the regeneration scheme. To avoid this, the Council should offer a range of financial support measures to resident leaseholders in appropriate circumstances.

<u>Consultation with residents</u>

6.55 In evidence to the Panel, Sarah Lovell, Head of Area Regeneration for North Tottenham, told the Panel that there had been extensive consultation with residents on the scheme. She said that the three options developed with Arup and presented in the 2013 consultation had been based on previous feedback from 2012 which was that people wanted more things to do (including for young people), more and higher quality housing and a better quality area where they felt safe. The most comprehensive of the three options (Option 3) was the most favoured one and there

then followed a further year of work with residents on the basis of that option to develop the Masterplan that was published in 2014.

6.56 In written evidence to the Panel, officers noted that, as set out in the consultation feedback report presented to Cabinet in November 2013, the redevelopment scheme, including the demolition of homes, was supported by 68% of Love Lane residents who responded to the consultation. A total of 170 households had responded which equated to a response rate of 60%. In a later consultation in 2014, 31% of Love Lane households responded in favour of demolition, 13% responded with a different answer and 56% did not respond.

6.57 It is important to note that many of the Love Lane residents that were part of these consultation processes have since moved on. At the time of the 2013 consultation there were only a very small number of temporary accommodation tenants, most were secure tenants or resident/non-resident leasehold properties. Part of the feedback from the residents was that they would prefer to have the option to move from the estate straight away and their re-housing options were subsequently set out in a series of documents published in 2014 including a Secure Tenant Guide, a Leaseholder Guide and the Love Lane Residents Charter. The Love Lane Residents Charter was led by the Independent Tenant and Leaseholder Adviser (ITLA), who was employed by the Council to provide independent advice to the tenants and leaseholders on the Love Lane Estate. The ITLA worked with the Residents Association to develop the Charter with a large number of residents engaged through a series of workshops and a document that was sent to every household on the estate. The aspirations of the residents were then set out in the Charter after negotiation with the Council.

6.58 Asked about the Council's consultation with the new Temporary Accommodation tenants that had moved to the estate since 2014, Sarah Lovell said that these tenants were included in engagement exercises on the Masterplan, for example in 2018 and 2021. There had also been ongoing engagement on a one-to-one basis, such as through door-knocking by engagement officers, and through engagement with the residents' association. Dedicated sessions for Temporary Accommodation tenants had taken place at times when new proposals relating to their housing offer were put forward for consideration.

6.59 Sarah Lovell said that from 2015 to 2017 the Council's main focus had been on delivery and the procurement process, so the priority in terms of resident engagement was more about providing information rather than consultation. However, there was a detailed design guide which was developed with residents in 2015 to set out their aspirations on the housing and wider environment of the redevelopment. This document was then used as part of the procurement process

with bidders required to respond to the aspiration of the residents. Further consultation, for example on the design of the new housing, would be expected when the scheme is in a position to proceed. Matthew Maple noted that it has taken some time for the Temporary Accommodation residents to develop into a community that is familiar with the local area and have the capacity to engage with the process in an organised way, but that the residents' association had recently been growing and engaging in a positive way including residents from all parts of the estate. The residents' association has been provided with some practical support from Homes for Haringey's Resident Involvement Team and the regeneration team in building its capacity, and efforts had been made to ensure representation from different categories of tenure on the estate. Asked about doubts that had been expressed on social media about the residents' association's independence, Peter O'Brien said that this would be a misrepresentation as there had previously been some challenging differences of opinion between what the Council felt could be done and the residents association wanted to achieve.

6.60 Officers told the Panel that the TAG Love Lane group was not recognised as a constituted body that would qualify for funding by Homes for Haringey, and the group had only had limited engagement with the Council. Officers told the Panel that they could not say how representative the TAG Love Lane group is of Temporary Accommodation residents on the estate.

6.61 As part of evidence provided to the Committee in August 2021, Sarah Lovell added that after the GLA funding package had been secured, this had allowed the Council to progress to reengaging with the community, including the residents of the Love Lane estate, on the specific elements of an offer for residents (tenants and leaseholders). A consultation had taken place earlier in the year on the offer to Love Lane leaseholders and there had also been a wider consultation (including both Love Lane residents and those on the housing register) on the local lettings policy for High Road West which set out how the new homes delivered through the scheme would be allocated. There had also been engagement on a set of commitments to temporary accommodation residents on the Love Lane estate, following which, the resulting landlord offer was published.

7. New housing within the redeveloped High Road West site

Affordable housing within the new High Road West site

7.1 The original proposals from Lendlease when approved as preferred bidders for the scheme in 2017, were for around 2,500 new homes, including at least 750 affordable homes (30% affordable). At that time, it was agreed that the Council would acquire 191 replacement homes, including 145 for social rent and 46 for equity loan for existing Love Lane Estate secure tenants and resident leaseholders respectively.

7.2 Following the 2018 local government elections, the new Council administration sought to significantly increase the number of Council homes for social rent in the scheme from 145 to 500 and to increase overall the proportion of affordable housing from 30% to 40%. In evidence to the Panel, officers said that this had been a very significant change in emphasis and had opened up a significant viability gap in the scheme and therefore a different funding ask. They noted that the most expensive type of affordable housing to deliver is Council rented housing and so the more of it that is required, the larger the viability gap will grow without additional funding. It had therefore been necessary for officers to conduct work, including discussions with Lendlease and the GLA, on reconfiguring the scheme and increasing the amount of funding in order to allow for it to progress.

7.3 Council officers made clear to the Panel that GLA grant funding had always been a requirement of achieving a viable business case and that the GLA had supported the Council for some years in progressing improvements across Tottenham and the High Road West area. In 2016, the Council had secured Housing Zone Funding from the GLA with an Overarching Borough Agreement to support the previous configuration of the scheme totalling around £60m of funding.

7.4 In March 2021, the Cabinet approved a new funding package from the GLA to support the scheme which totalled £91.512m. This consisted of £70.312m of Affordable Housing Grant and £21.2m from the Mayor's Land Fund. This package would enable the scheme to deliver 500 council owned social rent homes of 40% affordable housing.

7.5 The report to the Cabinet in March 2021 explained that the scheme was split into Phase A and Phase B with Phase A being the focus of the GLA funding. Phase A consists mainly of the Council owned properties to the south of White Hart Lane including the Love Lane estate. Phase B consists mainly of the privately owned properties to the north of White Hart Lane and the properties facing the High Road. The report stated that Phase A would deliver *"around 1,435 homes of the total*

scheme amount of c.2,600 homes and ensures the ability of the Council and Lendlease to deliver the 500 social rent homes for acquisition by the Council."[23]

7.6 During the evidence sessions, the Committee enquired about the changes to the configuration of the scheme that had been necessary to secure the new GLA funding package. Officers explained that following the requirement from the new administration to increase the number of social rent homes to 500, a multi-dimensional effort was required to bridge the funding gap. An initial funding bid to the GLA had been rejected on the grounds that the Council and Lendlease had not exhausted every opportunity to bridge the gap. Further work then followed to try to generate further efficiencies and to look at design changes, such as reasonable additions to the density from the bid position of 2,500 homes, in order to achieve added value to the scheme. The subsequent bid to the GLA was then successful. The bid process had been recent and exhaustive with a high level of scrutiny, including independent verification to the figures and the wider benefits of the scheme. This meant that there was a high level of confidence that the finances of the proposals could be relied upon.

7.7 Asked by Committee members about the increase in housing density referred to as part of the GLA bid and whether this was required in addition to the extra money to make the scheme viable, officers said that the original density was part of the first unsuccessful bid and so changes to the density were then made as part of the wider amendments to the scheme which were then submitted as part of the subsequent successful bid.

7.8 Asked by Committee members about whether £70m of Affordable Housing Grant for 500 social homes represented good value for money, officers said that there were more factors than this associated with the process and that the amount provided was assessed against the viability of the scheme as a whole, based on market conditions and the overall outcomes that had been set and not just the number of housing units. The allocation of this funding involved a very detailed process. The acquisition of the housing units by the Council would be at much reduced rates.

7.9 Asked what steps had been taken to make the scheme viable, Bek Seeley, Managing Director for Development at Lendlease, said that large scale schemes with significant affordable housing and community assets could be hard to deliver in London. The Lendlease philosophy was that place and community outcomes were part of the ambition and not simply things that had to be done. Over the last 10-15 years in London, Lendlease's approach had been to work in partnership with organisations like the GLA to deliver the best outcomes possible on affordable housing and

[23] Paragraph 6.9, agenda item 493, Cabinet 16th March 2021
https://www.minutes.haringey.gov.uk/ieListDocuments.aspx?CId=118&MId=9712&Ver=4

viability. Money committed from Government and the GLA had supported outcomes for communities and Lendlease had worked hard to balance this position. Schemes could be made viable by being creative and by working in partnership with the Council and the community. The viability approach on High Road West has included significant support from the GLA as they could see that there was an opportunity to invest to support the community.

7.10 Cllr Moyeed asked how amenable Lendlease would be to any further amendments in future, given that the scheme had recently been changed. Bek Seeley noted that it was quite common in schemes for grant funding to come from a variety of sources, and throughout the course of a project that takes several years, the final outcome was rarely exactly the same as set out at the start. Dialogue and a constructive partnership were important in delivering the best overall outcomes when working through any changes. Asked by Cllr Carlin what the 'red lines' were in terms of viability, Bek Seeley said she didn't think about the project in terms of red lines but said that that there was a very firm position on the amount of affordable housing as the GLA funding was conditional on this basis and there was a list of requirements that had to be delivered.

7.11 Paul Burnham from Haringey Defend Council Housing expressed concerns to the Panel about the overall amount of housing in the proposals. He told the Panel that the specification in the original 2014 Masterplan was for 1,400 homes which he described as already being a dense development. However, through its winning bid and its appointment as preferred bidder at the procurement stage in 2017, Lendlease increased this to more than 2,500 homes, an increase of 78%. He said that Haringey Council had agreed to this without any proper examination of the consequences or the pressure that more dense, tall buildings would have on size standards, public spaces and local infrastructure.

7.12 The Committee noted that the number of homes planned in the redevelopment has increase from 1,400 in the original masterplan to around 2,600 in the current proposals. The Committee also acknowledged the concerns about the high density of the redevelopment expressed by various witnesses including the HTBG Residents Association, Haringey Defend Council Housing and the Peacock Industrial Estate businesses. The Committee recognised the new amenities that were included in the redevelopment plans, but felt that the importance of ensuring that adequate infrastructure was provided to cope with the new residential density should be reemphasised.

RECOMMENDATION 4 – The Council must ensure that adequate new infrastructure, including health and education services, is built into the redevelopment plans.

Standard of housing within the scheme

7.13 Asked by the Committee about the commitment to deliver the 500 Council-owned social homes to a good standard, officers said that the Council was protected by the Development Agreement and the scheme could not go ahead without the requirements within it being delivered. The Council had specified in detail what it expected to get and there would be on-site monitoring and an independent certifier who would check that the homes were built to the right quality and specifications.

7.14 Asked by Cllr Gunes whether Lendlease would manage the affordable housing, Avni Mehta, Commercial Lead for High Road West at Lendlease, said that the council housing would be passed to Homes for Haringey. Ongoing community engagement and the specifications required by the Council in the Development Agreement would help to inform the location of the affordable housing within the scheme. Bek Seeley added that the Council had to approve all of Lendlease's planning applications and allocations of units so there was a strong set of controls on the design and configuration of the housing.

Green spaces in the redevelopment area

7.15 Cllr Connor asked about the green space allocation and whether these would be overshadowed by tower blocks. Avni Mehta said that, while there would be tall buildings on the site, work was ongoing to mitigate this including daylight sunlight studies and wind testing to ensure that the design of the building will enable the key open spaces, such as the park and the public square, to benefit from sunlight throughout the year.

7.16 Cllr Hare asked how the proportion of green space to the number of residents compared to other schemes. Avni Mehta said that she did not have specific statistics for this but that they had been mindful throughout the process of how to optimise the number of homes and ensuring that the level of provision of open spaces supports the level of density. Bek Seeley said that high quality green space was clearly critical to health and wellbeing, particularly following the pandemic.

7.17 Asked by Cllr Hare about the design of the flats and access to fresh air, Avni Mehta said that balconies and access to private outdoor space were prioritised in the design.

7.18 Asked by Cllr Connor whether the green spaces would be gated for residents only rather than the public, Avni Mehta said that the masterplan proposed a mix, with some private spaces such as courtyards in certain blocks but also a series of spaces open to the public including the park. Bek Seeley added that in terms of private spaces, security was often a priority for some residents in these types of

development, particularly for the safety of younger children, and so there was a balance to be struck on the amount of publicly accessible and private spaces.

7.19 Asked by Cllr Hare about cycle storage, Avni Mehta said that provision of cycle storage was envisaged as being part of the design on the ground floor of residential blocks. This formed part of the consultation and engagement to understand what residents would require.

Approach to mixed tenure housing

7.20 In evidence to the Panel in March 2020, Paul Burnham from Haringey Defend Council Housing told the Panel that the proposals for the rehousing of Council tenants would involve locating that in the small section of the redevelopment to the west of the railway line where Whitehall Lodge and the Whitehall & Tenterden Centre were currently located. Most of the rest of the development would be to the east of the railway line. He opposed this type of segregation and noted that the Love Lane Residents Association Charter states that *"it should not be possible to distinguish between the different tenures and they should be mixed together in the same buildings and on the same floors"*. (Paragraph 4.2.3)

7.21 In evidence sessions in August 2021, Committee Members asked for clarification on the latest approach to mixed tenure and about whether the Council homes would be built in a separate area from the private blocks. Officers said that the first phase of 60 units built on the Whitehall Lodge and the Whitehall & Tenterden Centre site would be social rented in order to meet the requirements for phasing to minimise the disruption caused to the Love Lane Estate residents that would be relocating. Apart from this there would only be 4 or 5 plots on the main parts of the site so these would have to have a mixed tenure approach, including Council rented homes, for this to work. Lendlease informed the Committee that they adopted a tenure-blind approach to its developments so the facilities available to private residents and affordable housing residents would not differ. On the basis of these discussions and the need to successfully integrate the Love Lane residents into the new redevelopment, the Committee took the view that the principle that the amenities available to Council tenants and private tenants should be of equal standard and accessible to all should be applied across the redevelopment scheme.

7.22 The Committee noted the evidence received on the specifications of the redevelopment and the new housing units and the Council's commitments in Outcome 9 of the Borough Plan to protect and improve green spaces, increase levels of physical activity, improve air quality and reduce carbon emissions. The Committee felt that assurances should be given that the delivery of the redevelopment would align with these aims and be for the benefit of all residents.

RECOMMENDATION 5 – The Council should ensure that:

(a) Green spaces in the redeveloped areas should be of sufficient size and open to all. They should not be gated and for exclusive use of some tenures of residents.
(b) There should be communal spaces/halls for residents so that they are accessible to all.
(c) Cycle parks and parking rights should be the same for all tenures of residents.
(d) Construction of new properties in the regeneration scheme is carbon neutral.

Accessible and adaptable homes for disabled people

7.23 Asked by Cllr Connor about the plans for new properties specifically designed for disabled residents, Sarah Lovell said that 10% of the new Council homes would be fully wheelchair accessible. Needs assessment would be carried out by housing officers for the Love Lane estate residents that may have specific needs. Requirements from these assessments, such as grab rails for example, would be built into the specification for the building of the new properties.

7.24 The Committee welcomed this assurance but were keen to ensure that the new Council homes in the redevelopment scheme would be suitable and adaptable in the longer term for the full range of needs for disabled people. This would be needed in order to provide choice for potential future residents and not just to meet the needs identified among the current Love Lane residents.

7.25 The Committee observed that the London Plan's policy on accessible housing[24] emphasises the importance of accessible and adaptable housing in new developments, including the 10% fully wheelchair accessible requirement referred to above.

7.26 The Committee also noted that the House of Commons Women & Equalities Committee considered the issue of inclusive design as part of its 2017 report, Building for Equality: Disability and the Built Environment. This report highlighted the importance of 'inclusive design' which it noted was defined by the National Planning Policy Framework at the time as *"designing the built environment, including buildings and their surroundings spaces, to ensure that they can be accessed and used by everyone."*[25] The report noted that inclusive design included factors such as lighting, acoustics and navigation and that, according to the Design Council, "inclusivity is insufficiently considered in the early stages of development and design". Common design features such as intercom buzzers caused problems for deaf people. The report concluded that inclusive design was treated as a 'nice-to-do' and not a statutory requirement, leaving local authorities at risk of breaching their obligations

[24] Policy D7 Accessible Housing, p.132 London Plan (March 2021)
[25] p.19, Building for Equality: Disability and the Built Environment, House of Commons Women and Equalities Committee, Ninth Report of Session 2016-17

to anticipate the need for reasonable adjustments and of failing in their public sector equality duty.

7.27 The Committee felt that, in addition to complying with the policy requirements of the London Plan, the Council should also ensure that inclusive design principles are built into the construction of the homes that are to be acquired by the Council and to the wider redevelopment scheme.

RECOMMENDATION 6 – The new Council homes in the redevelopment must be suitable for the full range of needs of disabled people. This should include accessible and adaptable housing as required by the London Plan and ensure that inclusive design principles are built into the construction of the homes that are to be acquired by the Council and in the wider redevelopment scheme.

8. Grace Organisation – Whitehall & Tenterden Centre

8.1 The Committee heard evidence from The Grace Organisation, a provider of day opportunities services and a registered charity which operates as a leaseholder from the Council-owned Whitehall & Tenterden Centre on Whitehall Street. This is one of the buildings that would be demolished as part of the proposed redevelopment. It is located to the south-west of the High Road West redevelopment site and is one of the few parts of the site which are to the west of the railway line.

8.2 The Grace Organisation provides day opportunity services to older people with dementia, disability or long-term physical/mental health issues. It was founded in 1983 by the late Daphne Marche MBE and the current Director is her daughter Paulette Yusuf.

8.3 A previous Scrutiny Review on Day Opportunities, published in 2019 by the Adults & Health scrutiny panel, had been made aware that the Grace Organisation was faced with possible relocation due to the proposed High Road West redevelopment[26]. It had taken evidence from the Grace Organisation and noted that initial discussions with the Council had included a potential move to a site in the Wood Green area. This had caused significant concerns about transport issues, given that much of their client base is from the Tottenham area. There had also been concerns about the size and condition of the building.

8.4 At the time of the Adult & Health Scrutiny Panel's visit in 2019, the Grace had around 150 attendances per week, the majority of which were funded through contracts or personal budgets, though there were some self-funders. The service users at the centre had varying levels of needs and the proportion of service users suffering from dementia had increased in recent years.

8.5 As part of the High Road West Scrutiny Review, the Housing & Regeneration scrutiny panel took evidence from the Grace Organisation in February 2020. The delegation from the Grace Organisation included the Director, Paulette Yusuf, and the Chair, Francis Lewis. The Panel was informed by the delegation that the proposed High Road West regeneration impacted on their organisation in a number of ways:

- **It created uncertainty** – this impeded the development of their services for the future and meant that some items within their Strategic Plan had been on hold for some time.
- **Investment in building repairs had been delayed** - as the organisation does not know where it will be operating from in future years.

[26] Paragraph 8.17, p.15, *Scrutiny Review – Day Opportunities and Community Centre Provision in Haringey*, Adults & Health Scrutiny Panel, 2018/19 https://www.haringey.gov.uk/local-democracy/how-decisions-are-made/overview-and-scrutiny/scrutiny-reviews/scrutiny-reviews-2018-19

- **Positive contribution to the community erased** – the organisation had been a part of the Tottenham community on the same site for 36 years.
- **Reduction in social capital –** in addition to its day care services, the organisation proactively engages with the wider community including through additional events and activities.

8.6 The delegation felt that the positive impact of their services, including jobs and volunteering opportunities for local people, events and activities for the wider community and the health and wellbeing benefits to their clients, were particularly needed in the east of the Borough where deprivation is highest. Given their close connections to the local community in Tottenham they were concerned that regeneration proposals could result in the cessation of their services altogether if a suitable location was not found. In addition to the loss of established community networks, the loss of their current site could affect the ability of their clients to access their service as they currently benefitted from good transport connections and a dedicated car park.

8.7 The delegation made clear that they were not opposed to the regeneration of the area, just that they wanted an option that enabled the organisation to continue to provide services in that part of the Borough. Their clear preference was for the service to remain in the current location either in their existing building or as part of the redeveloped High Road West site.

8.8 The Overview & Scrutiny Committee investigated this issue further in the evidence sessions in August 2021. The Committee was informed that the Council has recently issued a Section 25 notice to the Grace Organisation which the Panel understands would theoretically require them to vacate the premises by November 2021, though in practice The Grace will remain tenants at will until the relocation site is available. The Council's most recent relocation proposal involves part of a currently disused Council-owned building in Tottenham, previously used as the Irish Cultural and Community Centre.

8.9 In July 2020, the Irish Cultural and Community Centre went into liquidation with activities and services permanently closed.[27] The Council, as the freeholder of the building, indicated that it would explore options for the building which it saw as a community asset for the borough.

8.10 Officers informed the Committee that the Council was committed to providing 'like for like' alternative accommodation for the Grace Organisation and had considered the Irish Centre building as a possible option for this when it was vacated last year. They added that the Irish Centre site had the advantage of being well located for the

[27] 'Closure of the Haringey Irish Cultural and Community Centre', July 24th 2020 https://www.haringey.gov.uk/news/closure-haringey-irish-cultural-and-community-centre

Grace Organisation's client user group and the amount of space being offered was at least equivalent to their current space. It would also provide the opportunity to provide a space that had the standards required to help people with dementia and Alzheimer's needs as part of the Council's efforts to raise day opportunities in the borough to recognised standards.

8.11 In response to questions from the Committee, officers said that the Grace Organisation could not be relocated to new premises in the High Road West redevelopment site, mainly because the new buildings would not be available at the time that the old buildings would need to be demolished. In addition, the parking space at the new community buildings was not expected to be sufficient for the Grace Organisation's needs.

8.12 Officers also noted that the Grace Organisation was interested in obtaining the use of the main hall at the Irish Centre site, however this was not available as it was needed for wider community use. While they acknowledged the aspirations of the Grace Organisation, there were competing priorities for the building as a community facility that the Council was trying to manage.

8.13 In August 2021, the Overview & Scrutiny Committee decided to refer this issue to the Adults & Health Scrutiny Panel for further scrutiny, given the Panel's remit on social care issue and previous contact with the Grace Organisation.

8.14 Members of the Adults & Health Scrutiny Panel and local ward Councillors visited the Irish Centre site on 7th September 2021 to investigate further and were concerned about the poor general condition of the building and the apparent lack of maintenance in large sections of the building since it had been vacated.

8.15 The Panel were provided with a plan of the building which highlighted an area of 368 sq/m, along with office space, and including a kitchen area which had been identified as a possible space that could be allocated to the Grace Organisation. The Panel viewed these areas and officers acknowledged that, while the overall floor space provided would be 'like for like', there would be a larger proportion of office/kitchen space compared to the main activity space for clients.

8.16 The Panel understands that some funding for the refurbishment of the space allocated to the Grace Organisation would be provided from the High Road West scheme in accordance with the terms of the indemnity agreement agreed along with the development agreement that supports relocation costs. However, this would not apply to the refurbishment of the rest of the building.

8.17 It was noted that the proposals were not yet 'set in stone' and that dialogue was ongoing with the Grace Organisation. Panel Members acknowledged that there were

competing priorities for the use of the building. Panel Members also discussed logistical issues that would need to be carefully considered, such as the fair allocation of kitchen space which would be important to both the Grace Organisation and other organisations holding events in the main hall.

8.18 The site of the Irish Centre is close to the Grace Organisation's current building and is therefore a more suitable geographical option than previous proposals to relocate to Wood Green. The Panel agreed that continued dialogue with the Grace Organisation to work through the logistical issues was the most appropriate way forward at the present time. The Adults & Health Scrutiny Panel will continue to monitor progress on this issue.

8.19 The Committee concurred with the conclusions of the Adults & Health Scrutiny Panel and emphasised the importance of a long-term approach to the relocation of the Grace Organisation, ensuring that it remains in the Tottenham area where the majority of their clients live.

RECOMMENDATION 7 - Firm assurances should be given by the Council, as part of the ongoing discussions with the Grace Organisation, that its relocation should be prioritised within the Tottenham area close to where the majority of its current clients are located.

9. Peacock Industrial Estate

9.1 The 2014 High Road West Masterplan stated that the business properties within the Peacock Industrial Estate *"would need to be acquired by Haringey Council, which would aim to relocate these business within the borough and will be working with each individual traders to find a solution that works."*[28] The business units and workshops of the estate would be demolished and be replaced by a residential neighbourhood and park.

9.2 Prior to the beginning of the Scrutiny Review, two deputations were heard by the Housing & Regeneration Scrutiny Panel on behalf of the businesses of the Peacock Industrial Estate.

9.3 The first of these deputations, in March 2019, was led by Faruk Tepeyurt as the elected spokesperson for the Peacock industrial estate. The key points were that:

- Under the proposals Lendlease would be given a 250-year long term lease impacting on the 50 business entities on the Estate which currently employ around 250 people. Mr Tepeyurt said that the Council did not want to protect the existing employment opportunities.
- Business owners were being asked to downgrade their ownership status from freeholder to leaseholder. As leaseholders they would have to pay ground rent and service charges which they don't have to do currently. This would be justified on the basis of the quality of the new units but the current units were good quality.
- Their preferred option would be to remain in place but with better landscaping of the estate to make it more welcoming. A second-choice option would be a mixed-use development with industrial units, residential homes and green spaces from their own land. But Lendlease and the Council would also need to allocate space from their own land.

9.4 The second deputation, in September 2019, was also led by Faruk Tepeyurt. The key points that he made were that:

- Under the redevelopment scheme's proposals, a total of 120,000 sq/m of land would be acquired by Lendlease plc. The existing business owners would have to effectively give up their land and become leaseholders rather than freeholders.
- The views of business owners had not been taken into account throughout the consultation process.
- The existing businesses in the redevelopment site area included coffee shops, a photocopying shop, eateries and dry cleaning on the High Road and mechanics, upholstery shops, joinery shops and timber yards on the industrial estates. There

[28] Page 28, High Road West Masterplan information pack (Dec 2014)

were more than 250 people employed on the industrial estate with a turnover of over £10m.

- A previous Haringey Council report had stated that 92 businesses would be disrupted by the regeneration scheme. Not all of these businesses had an alternative space to which they can relocate.

9.5 As part of the Scrutiny Review, the Panel took oral evidence from several business owners from the Peacock Industrial Estate and from parts of the surrounding area including Tottenham High Road and White Hart Lane.

9.6 The Peacock Industrial Estate has a management company, registered with Companies House as Peacock Estate Management Limited, with three registered directors:

- Faruk Tepeyurt from Unit 10 of the estate
- Domenico Oliveri from Unit 3-4 of the estate
- George Soteris from Unit-6-8 of the estate

<u>Tottenham Landowners and Major Businesses Group</u>

9.7 In evidence to the Panel in March 2020, Faruk Tepeyurt expressed concern about the activities of the Tottenham Landowners and Major Businesses Group the membership of which included major developers, the Council and others but did not include representatives of the Peacock Industrial Estate despite their status as major landowners in the area. He described this as *"a secretive consultation where we were never invited"*[29] and presumed that plans for the High Road West project, resulting in the proposed demolition of the Peacock Industrial Estate had been developed through this forum.

9.8 The Housing & Regeneration Scrutiny Panel had previously investigated the activities of the Tottenham Landowners and Major Businesses Group as part of its work programme during 2018/19. The website for the Group states that it brings together major businesses and landowners with public sector partners who are working in Tottenham and that the aim is *"to encourage better communication and joined up working practices".* The group members are listed as including: Argent, Anthology, Bellway, Canal and River Trust, CONEL, Greater London Authority, Grainger, Hermes, Muse Developments, Lee Valley Estates, Lee Valley Regional Park Authority, Haringey Council, Metropolitan Police, Network Rail, Newlon, Tottenham Hotspur Football Club, the Tottenham Traders' Partnership and Transport for London.

[29] Written evidence to the Panel from Peacock Estate Management Limited, March 2020.

9.9 The minutes for 21 meetings from September 2014 to October 2018 are available on the Tottenham Landowners and Major Businesses Group website.[30]

9.10 A report from Council officers to a scrutiny panel meeting in November 2018 explained that the group was first set up in 2013 to work collaboratively in support of the Council's vision for Tottenham following the 2011 riots. The report described typical agenda items as *"updates from the Council on recent initiatives, discussion on local employment and access to construction jobs, updates from public and private sector partners on their activities, engagement on emerging council policy documents, updates on partner schemes/initiatives and discussion on communications."*[31]

9.11 At the meeting, Panel members expressed concerns about the public perception of a lack of transparency and influential role of the Tottenham Landowners and Major Businesses Group. Assistant Director for Regeneration, Peter O'Brien responded that strategic planning policies, such as on the future of town centres or on the number of new homes, require dialogue with a variety of different partners including those that own land in order for these policies to be delivered. He also stressed that the Group was not a decision-making body. He said that at the time when the Tottenham Landowners and Major Businesses Group was formed there was relatively modest investment in Tottenham and one of the reasons why it was formed was to explore how further investment for development could be brought in.

9.12 At a further update to the Panel in February 2019, Peter O'Brien confirmed that the Group had ceased to operate.[32]

Memorandum of Understanding – Haringey Council and Tottenham Hotspur Football Club

9.13 In January 2012, Haringey Council and Tottenham Hotspur FC had made a joint public statement[33] expressing their joint commitment to *"the major regeneration of Tottenham"* and reconfirming the football club's intention to remain in the north Tottenham area. The statement referred to a funding package for regeneration and improved public spaces. This was at a time when the future plans for the football club's new stadium was still at an early stage – construction did not begin until 2015 and was subsequently completed in 2019. The joint statement said that an MoU had been signed by both parties setting out the intentions of each to support the delivery of the Northumberland Development Project (concerning the football stadium and

[30] Tottenham Landowners and Major Businesses Group website: https://tottenham.london/invest/tottenham-landowners-and-major-businesses-group
[31] Housing & Regeneration scrutiny panel, agenda item 21, 15th November 2018 https://www.minutes.haringey.gov.uk/ieListDocuments.aspx?CId=754&MId=8859&Ver=4
[32] Housing & Regeneration scrutiny panel, agenda item 52, 21st February 2019 https://www.minutes.haringey.gov.uk/ieListDocuments.aspx?CId=754&MId=8861&Ver=4
[33] Joint statement – Tottenham Hotspur Football Club and Haringey Council, 31st January 2012 https://www.tottenhamhotspur.com/news-archive-1/joint-statement-tottenham-hotspur-football-club-and-haringey-council/

the surrounding area) and to promote wider area regeneration through the development of a 'North Tottenham Regeneration Programme'.

9.14 In evidence to the Panel, Faruk Tepeyurt expressed concern about a second Memorandum of Understanding (MoU) that was signed by Haringey Council and Tottenham Hotspur Football Club 12 months later, in January 2013, entitled *"Guiding the Transformation of North Tottenham as a Premier Location".* The MoU is marked as confidential but has been in the public domain for some time following a Freedom of Information request. The objectives set out in the second MoU were that the two parties have agreed to continue to collaborate on the delivery of the North Tottenham Regeneration Programme. Phase 4 of this programme, as outlined in the second MoU, related to the area between the railway line and the High Road which is broadly similar to the current High Road West site and includes both the Love Lane estate and the Peacock Industrial Estate. The Phase 4 area is described in the MoU as including, in accordance with the masterplan to be agreed between the parties and subject to public consultation:

- *Food & beverage, leisure, hotel, retail and residential units including a new public square and pedestrian link between the High Road and a new White Hart Lane station entrance; and*
- *Comprehensive improvement and redevelopment of the remainder [of the Phase 4 area] in a mixed-use development with the potential to provide up to 2,000 homes, new retail and employment space and transformed public space.*

9.15 The traders responded by organising a petition objecting to the way that consultation with businesses and residents had been conducted. This petition obtained 4,000 signatures and was submitted by Mr Alex Tryfonos to Haringey Council in November 2013 as part of a deputation to the Cabinet[34]. At this meeting Mr Tryfonos expressed concern that small businesses were being pressurised to move out of the area and suggested that there was a feeling that plans for the redevelopment of the area had already been agreed.

9.16 Faruk Tepeyurt informed the Panel that a subsequent consultation carried out by the Council was open to Love Lane residents only meaning that the concerns of local businesses were not taken into account. He added that the methodology of the consultation was flawed because it asked leading questions such as whether residents would be in favour of a new recreational centre. He said that, in his view, the Council was determined to privatise and gentrify the area and so the views of existing local businesses were not fully taken into account. He reiterated a point made in a previous deputation to the Panel that existing business owners were being asked to downgrade their ownership status from freeholder to leaseholder with

[34] Agenda item 556, meeting of Cabinet, 28th November 2013
https://www.minutes.haringey.gov.uk/ieListDocuments.aspx?CId=118&MId=6667&Ver=4

Lendlease as their landlord. Traders said that they had attended two public meetings that were held by Haringey Council officers, which the traders estimated to have taken place in around 2013 or 2014, but said that these meetings were not productive as there were strong differences in opinion between the traders and the officers.

9.17 Faruk Tepeyurt reported that in 2018, Cllr Joe Ejiofor, Leader of the Council and Cllr Charles Adje, Cabinet Member for Regeneration, had visited the estate shortly after forming the new administration following the local elections and advocated the Leadlease deal that they had inherited from the previous administration.

9.18 Faruk Tepeyurt also stressed that the existing local traders were not opposed to regeneration altogether but wanted this to be carried out with a new plan in partnership with the community stakeholders. He felt that the area could instead be regenerated with modest funding for measures such as improvements to shop fronts for example. Improvement works including façade renovation to heritage buildings had also been carried out in parts of the High Road further north and so there was no reason why this couldn't also be done elsewhere in the area.

9.19 Faruk Tepeyurt concluded that that the regeneration would be going ahead irrespective of what the traders had to say and that by not taking the views of traders fully into account the Council was discriminating against them.

9.20 In September 2017, the businesses at the Peacock Industrial Estate submitted their own pre-planning proposal for a community-led planning initiative involving 50 freeholders to Haringey Council but Faruk Tepeyurt said that they did not receive a formal response to this until after Lendlease had been appointed as the development partner in December 2017. The traders told the Panel that the Council had not provided support for this initiative and that the reasons given to them were that the buildings in the initiative would not necessarily line up with the rest of the scheme, but most importantly that without the redevelopment of the Peacock Industrial Estate, the scheme would not be financially viable. The traders said that this showed that the intention was therefore to buy the land at industrial rates and to profit on this by converting it into high-density residential land. In their view, any proposal that involved the Peacock Industrial Estate remaining on the site would therefore be automatically rejected.

9.21 Council officers confirmed that a response to the Peacock Industrial Estates request for advice was given, which stated that the planning vehicle they were seeking to use to make the application (Community Led Planning Initiative) was not appropriate and that they should use an alternative approach (Community Right to Build Order) to make the application, noting that the Planning Service can offer further advice in respect of this.

9.22 Asked about the Love Lane Estate, Faruk Tepeyurt told the Panel that the businesses on the Peacock Industrial Estate had a good relationship with the residents on the Love Lane Estate and agreed that they needed to be supported. However, he also pointed out that the ballot on whether the estate should be demolished, which the residents were being asked to vote in, would have a very significant impact on whether the High Road West scheme would proceed or not and therefore also on the future of the Peacock Industrial Estate. He also noted that residents were being offered incentives by Haringey Council to accept the proposals and vote in favour of the ballot. Meanwhile, the businesses on the Peacock Industrial Estate would not have the opportunity to participate in any ballot and would therefore not have an equivalent say on the future of the area which they considered to be unfair. Other residents of privately-owned properties elsewhere in the High Road West area would also not be able to participate in a ballot.

9.23 The traders from the Peacock Industrial Estate were keen to stress their long-standing contributions and commitment to the local area. Many of the businesses had been trading for several decades in Tottenham, have paid significant sums in business rates and had shown commitment to the area in times when it had not been seen as such an attractive investment opportunity. They clearly felt that they, and other local residents and businesses, were being pushed out of the area by organisations with greater financial resources than theirs. They also spoke about the stressful nature of the ongoing situation as the uncertainty of whether or not their businesses would remain in the area, and the potential negative financial consequences if they were forced to relocate meant that they could not plan for the future or invest in their current business premises. They commented that some industrial equipment was often not worth very much second hand and so purchasing equipment while there was such uncertainty about the future of the businesses was very difficult to do. They also expressed concerns that the potential sites that had been identified by Haringey Council for relocation were unsuitable for some of the businesses and risked losing their existing customer base.

9.24 Nick Oliveri from Brittanic Auto Transmission, which operates from Units 3-4 of the estate, gave a statement to the Panel. The business, which employed five people full-time and has various contracts with other businesses based in the area, had been established in the estate since 1986 and they are freehold owners of the units. Nick Oliveri described himself as a second generation member of the family business which he said had been part of the fabric of their family's life for many years and had involved a lot of hard work and sacrifice to build up. He said that the Council's consultation process over the regeneration had been based largely around the Love Lane estate that the businesses in the area had been largely sidelined by the Council and their views, including their correspondence and petitions, had been ignored.

9.25 The traders were also keen to point out that, though part of the justification given for the regeneration was that the area was very deprived with low levels of education, this was not representative of the Peacock Industrial Estate which provides skilled jobs and apprenticeships. Some of the jobs that would be replacing theirs in the new development, such as retail and coffee shops would involve lower skilled and lower paid jobs than currently existed on the Peacock Industrial Estate.

9.26 Faruk Tepeyurt said that Unit 1 of the Peacock Industrial Estate was owned by Tottenham Hotspur Football Club while Units 11 and 21 were owned by Haringey Council. He alleged that the Units 1 and 21 have been left in poor condition and said that he had written to Haringey Council's property manager, senior councillors and to Tottenham Hotspur Football Club to propose that improvements were made to the units, including to the front façade. However, no commitment to do this had been made.

9.27 When asked about the Council's proposals for the future of the Peacock Industrial Estate businesses, the traders said that the option of some businesses remaining on the redeveloped High Road West site was discussed. However, due to the usage & nature of trades, around 90% of the businesses were deemed unsuitable. They also objected to being downgraded from freehold status to leasehold status. One trader explained that the value of his freehold status as he approached retirement age was threefold. Firstly, having paid off the mortgage over many years he had the capital value of his property. Secondly, he would have the option of renting the property out to provide income in his retirement. And thirdly, he had the option of continuing the business operating in the property without having to pay rent or service charges. By becoming a leaseholder, he would not have these benefits and so would therefore expected the right to a 'like for like' alternative property in the event that relocation went ahead.

9.28 When the Panel asked officers about the Shaftesbury Road relocation option, they said that the feedback from some of the businesses that had a freehold interest in their existing property was that they may be not satisfied with an offer of compensation alone because they are family businesses and that they want to be able to pass these down to the next generation. The Council therefore wanted to identify a locality that could be split into different units and where relocating businesses could acquire freehold interests. This would also allow a cluster of businesses that already had good working relationships to be able to relocate together. However, a lot of detailed discussion with the businesses concerned would be required to match the technical requirements of the businesses to the specifications of the units.

9.29 Asked whether businesses that chose to stay at the redeveloped site would face increased costs, Sarah Lovell said that the estate management strategy had been an important part of the procurement process. An estate management company would be established that would include representatives from the Council, Lendlease and the various other interests including industrial businesses, retail/hospitality businesses and residents. The company would look closely at the affordability and the level of service that the businesses require. The estate management company would eventually be passed over to the community without the need for any support from Lendlease.

9.30 The Panel remained concerned that some businesses would not have the option to remain on the redeveloped site due to compatibility issues and that those businesses that could stay would lose their freehold interests. Officers acknowledged that it would be difficult for businesses such as mechanics or car-breakers to remain on the new site because of the noise that these trades inevitably involve. This was why the Council had worked on developing options such as the Shaftesbury Road site to provide suitable alternatives for businesses that needed to relocate. Peter O'Brien acknowledged that it would be extremely difficult to relocate certain types of businesses but said that it was too early to say for certain what would be possible. It was notable that the yardstick for what type of businesses could be accommodated in mixed-use areas in London had been shifting recently in a more positive way.

9.31 Peter O'Brien said that the Council's fervent hope was that no business closed because of the redevelopment scheme and that solutions could be found for all viable businesses. The aim was to encourage a diverse mix of jobs at the redeveloped site, including light industrial employment that had been retained, as well as a spread of new jobs including in B1 employment space and retail, leisure and entertainment-based employment.

9.32 Cllr Hare observed that the Peacock Industrial Estate businesses, which currently had freehold ownership, might feel better about the proposals if they were being offered a like-for-like alternative and this did not currently seem to be available. He asked why, if the site was so valuable, why was this equity not being shared with the businesses? Peter O'Brien responded that the increase in the value of the land resulted from the planning change from employment space to residential space and this change was backed by a considerable amount of public money. There was therefore a responsibility in such circumstances for the local authority to capture this value for the public good rather than to allow it to generate super profits for private owners who were not responsible for the action that had caused the land value to rise. This was a well-established principle in large redevelopment schemes. The businesses were being offered market value plus 10% on top and also being helped

to relocate, so this was the balance that was being struck to compensate those businesses for the disruption.

9.33 The Committee also asked representatives of Lendlease what plans there were to retain the Peacock Industrial Estate businesses within the new development. Avni Mehta said that the aim of the discussions with the businesses was to understand their views and priorities. Provision had been made within the masterplan to accommodate businesses that wanted to stay and it was intended that there would be a provision of space called Peacock Yard for this purpose. The Council had made commitments through its business charter and this was therefore part of the strategy that Lendlease had adopted. Asked by Cllr Connor whether all businesses could stay, Avni Mehta said that they wouldn't be able to provide the exact level of reprovision and that the level of industrial space on the new site would be approximately 30% of the space that the Peacock Industrial Estate currently had. However, based on the discussions with businesses, the requirements could be compared with the masterplan to examine how businesses that wanted to stay could be accommodated. In response to a follow up question from Cllr Hare about Lendlease's responsibilities for the businesses, Bek Seeley said that, while the Council were more directly engaged with those businesses, Lendlease had to think through the ideas on how the design could help to accommodate businesses where required so the partnership element of this work was important. Avni Mehta said that Lendlease had also committed to providing business support to retailers on the High Road including business planning and shop front improvements.

9.34 Asked by Cllr Barnes whether any type of business could be retained on the site, Avni Mehta said that the masterplan included Peacock Yard with the proposed co-location of industrial use with housing. There were no hard and fast rules on this as the process was about understanding needs and how these could be accommodated.

9.35 Cllr Hare pointed out that the loss of freehold ownership was a key concern of many of the businesses. Avni Mehta acknowledged that this had been a key issue and discussion point with the businesses and that this had been an element of the procurement process brought forward by the Council. Bek Seeley added that this could be a challenge with more modern spaces as they are more likely to be more stacked, multi-use buildings so there often needed to be a shared leasehold structure. Options were being explored to see if there were any solutions that could address this such as a land trust structure.

Consultation

9.36 The traders said that all three of the options in the Haringey Council consultation in 2013 included the demolition of the Peacock Industrial Estate. The Cabinet report on the consultation feedback in November 2013[35] summarised these options as:

- Option 1 – to provide between 600-650 new homes and 300-350 new jobs and a new modern health centre.
- Option 2 – to provide between 1,400-1,450 new homes, between 400-450 new jobs and some leisure and community space, including a new library and learning centre, a gym and new crèche and play facilities.
- Option 3 – to provide between 1,600-1,650 new homes and 600-650 new jobs and significant leisure and community space, including a cinema, new sports and community centre and a new community park.

9.37 The Peacock Industrial Estate traders informed the Panel that all three options decreased the industrial and workshop area. In Option 1, although some industrial units would be demolished, that Peacock Industrial Estate would remain in place. While not content with any of the options, they said that they had reluctantly agreed with Option 1. However, the Council's consultation feedback report concluded that the community was most supportive of Option 3 and proceeded on that basis.

9.38 Mr Alex Tryfonos highlighted that the Tottenham High Road shops & business were earmarked for demolition from the start of the process and that there was no option offered that retained them. He added that these premises were sizable, favourably located and providing housing above the retail units and to the rear.

9.39 The traders also said that the public meetings held by the Council as part of consultation in 2013 were not relevant to their businesses. The questions that were being asked were geared towards residents on issues such as whether they wanted a park or better amenities. The traders eventually managed to organise a separate meeting with officers in the Planning department at which they were advised to register their concerns in writing, but the fact that the future of their businesses was omitted from the consultation process led them to the conclusion that they were being ignored and 'massaged out' of the area. They also felt that the consultation process was simply a box-ticking exercise that would enable the Council to say in future that the community had been consulted, even though the major decisions in relation to the future of the redevelopment site had effectively already been made in advance.

[35] Paragraph 4.4, Item 556, Cabinet meeting, 28th November 2013
https://www.minutes.haringey.gov.uk/ieListDocuments.aspx?CId=118&MId=6667&Ver=4

9.40 The owner of a café on the White Hart Lane said that the community felt let down by Haringey Council over the lack of consultation and information. In addition, the regeneration scheme seemed to benefit the developers and the football club while the local residents and businesses had been sidelined.

9.41 Darren Samuels from Flo-Rite Spray Finishes, a local business on the Peacock Industrial Estate, spoke to the Panel. He had worked at the business for around 25 years and lived just a few minutes away from the Peacock Industrial Estate. He was another example of the inter-generational background of the Peacock Industrial Estate as his father had previously worked there. He said that he had been devastated to learn of the plans to demolish the estate and that his colleagues were very worried. He said that relocation of the business could cause difficulties for him if there was a significant amount of additional travel required as he is responsible for collecting his daughter from the local school.

9.42 Mehmet Kilic from Mehmet's Barber on White Hart Lane also spoke to the Panel about the family business which they had owned for around 20 years, though the shop was believed to have been operating there for nearly 100 years. The business had regular customers who had been coming to the shop for many years and that he did not want to lose. Mehmet Kilic did not want to lose the freehold of his business and have it replaced with a leasehold arrangement which he expected to cost more and more money over time and would leave him in a weaker financial and business position overall. He had been approached by Haringey Council to sell his property but he did not want to do so.

9.43 Council officers informed the Panel that, since the start of the project, the Council had been engaging with both existing businesses located within the scheme area and businesses situated near the scheme. This has included consultation with businesses during development of the masterplan, a series of steering group meetings, business breakfasts, one to one meetings and newsletters. The Council had also agreed a Business Charter for High Road West which was adopted in December 2014 and included the following commitments:

- Ensuring opportunities to participate in regeneration and supporting businesses through the process.
- Enabling businesses to remain as viable as possible during the regeneration and exercise choice in their future options.
- Fair and equitable valuation and compensation process.
- Endeavouring to keep businesses and jobs within the area or borough.

9.44 Representatives of Lendlease informed the Committee that, after signing the Development Agreement in December 2017, they had launched a series of consultation events involving residents and businesses. This mainly involved face to

face consultation including drop-in sessions at The Grange and business breakfasts. With the GLA funding secured, it was possible to recommence discussions with the local community from February 2021 with the masterplan proposals relaunched. Much of this was done virtually due to the pandemic, via websites, social media and well attended virtual workshops. Engagement material was also distributed by post in the local area. Face to face drop-in sessions were planned shortly to discuss the landlord offer with residents.

9.45 On engagement with the Peacock Industrial Estate businesses, Avni Mehta said that initial discussions began in 2018 including through one-to-one conversations with individual businesses and also some business breakfast events. This dialogue was to understand their aspirations and how they could take part in the regeneration. Provision of employment space had always been a key priority of the masterplan proposals. One to one discussions with businesses was maintained over time and then, with the relaunched masterplan consultation, letters had been sent with updates on the ballot process and planning timeframes. Further one-to-one and group discussions were planned over the next couple of months.

9.46 The Committee accepted that significant engagement with many of the local businesses had taken place, including with those on the Peacock Industrial Estate and through the ongoing discussions about possible relocation to the Shaftesbury Road site. However, it was also apparent from the Panel's conversations with the owners/employees of some of the other businesses on the High Road and White Hart Lane, such as the cafes and fast-food outlets, that they did not feel as well engaged and informed about the plans and the implications for their businesses.

9.47 The Committee concluded that not all businesses within the redevelopment site were sufficiently informed of Council's plans. Many of the businesses, including those on the Peacock Industrial Estate, felt that they had been written off before any consultation took place. Any future regeneration scheme should avoid alienating businesses or residents in this way.

9.48 It was apparent to the Committee that the consultation process with the local businesses included only limited options that did not realistically address the fundamental concerns of many of the businesses, such as the loss of their customer base or freehold rights. The Committee observed that, from the evidence they had heard, there was a disparity between the objective of achieving additional housing and the objective of protecting local businesses. The Resident Ballot Requirement introduced by the Mayor of London in 2018 had provided the residents of the Love Lane Estate a direct say in the relocation of their homes and a strong incentive for the Council to produce an offer that met their needs. However, there was no equivalent mechanism that would enable businesses to collectively veto their

relocation if they believed that the terms of doing so would leave them in a worse financial position.

RECOMMENDATION 8 - At the outset of significant regeneration schemes, higher priority and actions need to be given to ensure that those who will be impacted by a regeneration scheme are fully aware of the long-term plans and implications. A full and frank disclosure of Council's plans should be set out from the outset especially if regeneration plans include demolition of residential dwellings, business premises or buildings occupied by community and voluntary organisations. This should also include tenants that move to the area during the development of the scheme.

RECOMMENDATION 9 - Future regeneration plans should be drawn up using co-production principles with active input from residents, businesses and community and voluntary organisations that live and operate within a proposed regeneration scheme. The Council should be able to demonstrate that regeneration is not simply being done to an area but is instead being designed in partnership with those who live and work in that area.

RECOMMENDATION 10 - Local businesses should not feel pressurised to relocate as a consequence of regeneration. Where there is evidence that relocation would make businesses potentially unviable due to loss of customer base and concerns about loss of freehold rights, the Council should use its best endeavours to design its regeneration plans to include a mixture of residential and light industrial units.

RECOMMENDATION 11 - Compensation for businesses should reflect the extent of losses that any business is likely to suffer as a result of relocation which may include, without limitation, the following:

- **Price of purchasing similar premises**
- **Cost of moving business (including any rebuilding, redecoration or moving equipment or re-purchasing equipment if hard to move)**
- **Loss of customer base until re-established in new premises.**

RECOMMENDATION 12 - The Council should give equal weight in the new Local Plan to protecting businesses as it does to achieving additional housing. Principles that underpin the GLA's Resident Ballot Requirement funding condition should apply to businesses. This could be achieved through proactive engagement with businesses taking into account their concerns and priorities.

10. Socio-economic investment programme

10.1 A report from the Strategic Director of Regeneration to the Cabinet in September 2017 set out the key elements of the Lendlease proposal which included reference to *"over £10m of funding for social and economic support for businesses and residents"*[36].

10.2 The Housing & Regeneration Scrutiny Panel requested further information from the Council's Regeneration team about the proposals for this programme and about how the funding would be used. A report was provided to a meeting of the Panel in November 2019[37] which explained that the Council's original tendering process for High Road West had included a requirement for bidders to commit to delivering a socio-economic programme to improve the lives of people in and around the High Road West area in accordance with the "Tottenham People Priority". The Tottenham People Priority is one of the four key priorities in the Tottenham Strategic Regeneration Framework, which is the 2014 document that sets out a 20-year vision for the future of Tottenham and how local people's priorities could be achieved through long-term regeneration.

10.3 The Socio-Economic Strategy for High Road West that was subsequently developed, based on the Lendlease bid, was structured around the following five areas:

1) Building Community Capacity
   - Funding to support preventative work around youth crime through the Haringey Community Gold Project
   - Funding of community projects through a new "Community Impact Group"
2) Creating Better Prospects
   - Funding for skills and employment programmes through the Haringey Construction Partnership
3) Enabling Healthy and Safe Lives
   - Working with young people in schools to promote opportunities in STEM subjects (Science, Technology, Engineering & Mathematics) and entrepreneurship
   - Promoting sports for young people and families through the 'Sports Inspired' programme
4) Business Support
   - Funding to support businesses in the area, including funds for start-ups and the relocation of existing businesses
5) Physical Changes

[36] Paragraph 6.51, agenda item 10, High Road West Regeneration Scheme – selection of a development partner and next steps, Cabinet meeting, 12th September 2017 https://www.minutes.haringey.gov.uk/ieListDocuments.aspx?CId=118&MId=8289&Ver=4
[37] Agenda item 30, Socio-economic programme – High Road West regeneration scheme, Housing & Regeneration scrutiny panel meeting, 4th November 2019 https://www.minutes.haringey.gov.uk/ieListDocuments.aspx?CId=754&MId=9121&Ver=4

- Delivering better socio-economic outcomes is embedded into the physical design of the scheme, including by designing out crime and supporting healthy and active lifestyles.
- Funding for the refurbishment of the Grange as a community facility.

10.4 In evidence to the Overview & Scrutiny Committee in August 2021, officers said that although the socio-economic programme had been on hold while the new funding package had been secured, it remained important to the scheme. The Committee understands that some limited activity had taken place, including the establishment of a digital skills hub at the Grange. As of September 2021, with the issue of the funding package resolved, a review of the programme was taking place to ensure that it aligns with the Good Economy Recovery Plan and the Employment and Skills Plan priorities. The Committee understands that the review is being led by the Head of the Employment and Socio-Economic Regeneration and was expected to be completed by the end of the year. Officers acknowledged that there was a need to engage with local people and to recognise and respond to the changing needs of the community following the Covid-19 pandemic. The Committee felt that, as that the purpose of the regeneration was to address long-standing issues of deprivation, health and limited opportunities for local people, it would be important to ensure sufficient engagement with the local community over how the funding was allocated and transparency about how these decisions were made. Given the Council's recent emphasis on co-production as a way of working with the local community to deliver new projects, co-production principles should be applied to this programme.

RECOMMENDATION 13 – There should be transparency over how the £10m of funding in the programme is allocated and co-production principles should be applied to allocate the funding is allocated based on the priorities of the local community.

11. Tottenham Hotspur Football Club – Planning Applications

11.1 Tottenham Hotspur Football Club (THFC) currently have planning applications for three significant sites within the High Road West redevelopment area which are owned by the club. These are **The Goods Yard** site, **The Depot** site and **The Print Works** site. These are all to the north of White Hart Lane which runs through the middle of the redevelopment site (the Peacock Industrial Estate is to the north of White Hart Lane and the Love Lane housing estate is to the south)

11.2 The map below **(IMAGE C)** is of the northern area of the redevelopment site to the north of White Hart Lane. The long triangular site to the west of the map is The Goods Yard site. The rectangular site to the north is The Depot. The small site to the east is the Printworks site. The map represents the most recent version of the THFC proposals which includes three tall buildings of 27 to 34 storeys.

11.3 White Hart Lane is the road at the southern edge of this map. The Peacock Industrial Estate is not highlighted on this map as it is not part of any of the three sites, however it is located next to The Goods Yard with the entrance on the north side of White Hart Lane.

IMAGE C: Tottenham Hotspur Football Club – Planning Application sites

Background to planning applications

11.4 THFC have made a series of planning applications in relation to these three sites which are separate from the Lendlease proposals. In 2017, Construction News described these as "rival plans" to the High Road West scheme, noting that the land would need to be acquired by Lendlease through negotiation with Tottenham Hotspur or compulsory purchase order for the scheme to go ahead.[38]

11.5 In a previous discussion about the redevelopment site at a meeting of the Housing & Regeneration scrutiny panel in March 2019, senior officers indicated that acquiring these sites would be part of the necessary land assembly for the redevelopment but acknowledged that third parties often take a set of positions in relation to land in complex development sites.[39]

11.6 **The Depot -** This is a 1.2 hectare site located at 867-879 High Road Tottenham and is currently occupied by retail units and car parking. Planning permission was granted in September 2020 for an application involving 330 new residential units, a shop/café and an area of public open space.

11.7 **The Goods Yard** – This is the 1.25 hectare site of the former goods yard for the nearby White Hart Lane railway station (largely vacant or used for car parking), a number of business units in an enterprise park and the former Stationmaster's House.

11.8 A planning application for the Goods Yard was submitted in 2018 for a mixed-use scheme comprising of up to 316 new residential units and other commercial uses (employment/retail/leisure/community). This included two residential towers of 18 storeys and 21 storeys.

11.9 Some months after the original application, THFC appealed to the Planning Inspectorate on the grounds of non-determination after the Council did not deliver a planning decision within the statutory period. A Planning Inquiry was held in May 2019 with the appeal upheld and planning permission granted in June 2019.

11.10 A new planning application, received in June 2021, is for both The Goods Yard and the Depot. It would increase the number of residential units from the 646 that already have permission (316 at The Goods Yard and 330 at The Depot) up to a combined total of around 900 units (500 at The Goods Yard and 400 at The Depot). This would involve the two residential towers at The Goods Yard increasing from 18 and 21 storeys to 27 and 34 storeys. There would also be a residential tower at The Depot of 31 storeys. The application also includes a new landscaped nature walk

[38] https://www.constructionnews.co.uk/buildings/project-reports/spurs-reveal-rival-plans-for-lendleases-high-road-west-site-01-11-2017/
[39] Minutes – Housing & Regeneration scrutiny panel, 14th March 2019 https://www.minutes.haringey.gov.uk/mgAi.aspx?ID=60918

alongside the railway line described as “Goods Yard Walk”. It also highlights new shops, café, open space for family use and improved pedestrian and cycle access.

11.11 **The Print Works –** This is a 0.36 hectare site located at 819-829 High Road Tottenham which is currently occupied by retail units, a nail bar and a banqueting suite. Unlike the other two sites, THFC does not have existing planning permission for this site. It is also considerably smaller than either of the other two sites. THFC propose a new mixed-use development including 75 new homes and commercial units including workspaces and a cinema. The tallest building would be up to 7 storeys. There would be two open spaces just off the High Road described as a commercial yard and a courtyard garden for residents.

11.12 The Committee spoke to senior representatives of THFC in August 2021 about the background to their planning applications. Richard Serra, Head of Planning at the Club, noted that the concept of development in the area had originally been advocated by the Club and that it was now approaching 10 years since the Tottenham riots of 2011 which had prompted some of these discussions between major stakeholders. The Club’s aspiration to see regeneration done with the local community went back a long time and so that was the context in which the Club had been acquiring land in the area. Some areas that the Club had acquired had been sold and had gone on to be developed, such as at 500 White Hart Lane. The Club’s ownership of many of these sites pre-dated Lendlease’s involvement in the area. The Club had been part of the evolution of High Road West and the Tottenham AAP (Area Action Plan) until the end of 2015 when the Council resolved to select a Development Partner. In the short-term, the Goods Yard was being used for car parking on match days but in the longer-term the site was in the planning process for redevelopment along with The Depot site. A planning application had also recently been submitted for the Printworks site. Collectively, these three schemes were a substantial part of the northern section of the High Road West site and were consistent with the aims of the Arup masterplan and the Tottenham AAP. He added that there was some ‘consultation fatigue’ setting in as a lot of businesses in the area were now keen for something to happen and to be able to make investment decisions accordingly.

11.13 Asked by Cllr Connor how the Club owned sites would fit with the Lendlease proposals, Donna-Maria Cullen, Executive Director, said that the Club had wanted to work in partnership with the Council and would have preferred that the Council had not gone down the public procurement route. The Club had felt that the original scope issued by the Council for the public procurement process was not ambitious enough for what they felt Tottenham residents deserved. By contrast the recent Kings Cross redevelopment, for example, seemed to have greater vision and aspiration. This was not about gentrification but about ensuring that local people felt

a sense of pride in Tottenham and providing the entertainment and the jobs that could fundamentally change prospects for people. However, the scope seemed to be predominantly about housing and a library.

11.14 While the Club did not expect to have a veto on the plans, it also did not want to give up their ownership of these sites and then be disappointed by any subsequent development. Therefore, inclusive dialogue about the masterplan was needed. Richard Serra added that, since Lendlease had been appointed, there had been an uneasy tension as the Club held sites with planning permissions while Lendlease made plans on top of those sites. There recently seemed to have been a realisation that there was little chance of the Club being forced to sell its land through a CPO process and Lendlease now seemed to be thinking more constructively about how they could dovetail what they were doing with what the Club was doing. The access routes to and from the stadium on matchdays were clearly important to the Club while for Lendlease this created footfall for retail, food and drink sales. Further dialogue was expected to follow after the ballot had been concluded and that was essential to ensuring that this transition could be as smooth as possible.

11.15 Asked whether the land would be sold to the Council to enable the development to go ahead, Richard Serra said that this was not the intention at the moment and that the Club would proceed with its proposals with a development partner. Donna-Maria Cullen reiterated that the Club's plans were consistent with the original Arup masterplan and included a substantial amount of green space. The Club had brought schemes forward to build on the momentum of completing the new stadium and there had been frustration that nothing was happening in terms of redevelopment in the surrounding area. Richard Serra added that there was a complex operation in place on matchdays to get fans in and out of the stadium area, including through White Hart Lane station and that there would need to be a positive coexistence between the different entities in the area.

11.16 Asked whether it was the Club's intention to deliver their schemes within the existing masterplan, Richard Serra said that he felt that there was still a lot of merit in the original 2014 Arup masterplan and that successful masterplans need flexibility. The Club's plans had stayed within the key principles of the masterplan in terms of factors such as access routes, building heights and car parking. Lendlease's more recent iterations of the masterplan appeared to be going down a similar route so it should be possible to stitch these ideas together through dialogue.

11.17 Asked about the Club's view on a potential walkway between White Hart Lane rail station and the stadium. Donna-Maria Cullen, Executive Director, said that this issue had been blown out of all proportion following an initial set of designs. The aim had

been to create a new destination in London that people could be proud of and the Club had never been opposed to significant building in this area.

11.18 On the amount of affordable housing in the Club's proposed schemes, Richard Serra said that these would all have a minimum level of 35% affordable housing including some social housing but, with housing grants, this could potentially rise to 40% or higher. This was in line with the Council's affordable housing policies. The Club would be open to dialogue with the Council over the housing provision.

11.19 Asked whether provision could also be made for local businesses to have space within their development sites, Richard Serra said that the Club certainly would want to provide this and wanted to include a range of local enterprises rather than only large chain outlets. The Club were long-term custodians of the area so it would be important to get the right type of tenants from day one.

11.20 Asked by Cllr Hare about the significant increases in the heights of the buildings on The Goods Yard and The Depot sites, Richard Serra said two towers were slightly taller but that one tower was the same height as previously approved. There had been an increase in density from 645 units to 867 units, but this was consistent with the Council's own direction of travel in High Road West and there were also strict design limits. Unit sizes had not been reduced.

11.21 The Committee spoke to Council officers in August 2021 about the planning applications that had been submitted by THFC relating to land located in Phase B of the redevelopment site. Peter O'Brien, Assistant Director for Regeneration and Economic Development, opened his remarks by noting that he was speaking for the landowning corporate part of the Council rather than the planning authority which would form their own view on applications based on planning policies. The Lendlease proposal for High Road West was about developing the whole area whereas, with the land owned by THFC, it was hard to escape the conclusion that only piecemeal development would be possible. Some of the key benefits of bringing the development together in a coordinated and systematic way would be missed, such as the setting of the park and the residential areas. If development were not to happen in a comprehensive way then there would be a risk of unfortunate outcomes such as the driving up of the value of land in the undeveloped parts of the site. This would make it harder to deliver on objectives that were in the public interest. Councils typically became involved in such redevelopments in order to bring everything together in a structured way.

11.22 Asked about the Council's obligations under the agreement with Lendlease, Peter O'Brien confirmed that the Council was in a legally binding agreement to secure the redevelopment of the whole High Road West site, including the land owned by Tottenham Hotspur and others. The recent discussion with the GLA over the funding

package had focused on the area to the south of White Hart Lane and the intention was to come back to discussions on the area to the north of White Hart Lane as the second phase. There were conversations still to be had with major stakeholders about what could be achieved in the northern part of the site.

11.23 Asked by Cllr Carlin how negotiations between Tottenham Hotspur and Lendlease could be resolved, Peter O'Brien said that Lendlease had engaged with Tottenham Hotspur recently and the Council was currently conducting a round of engagement with all parties about plans for the site. He acknowledged that at some point the Council would be seeking to acquire the land from Tottenham Hotspur through negotiation as part of Phase B. The negotiations would not necessarily just involve the price of the land but would also be about future plans for the site.

11.24 The Committee was aware that CPO powers would be available to the Council if necessary but that the Council would be required to seek all other means to achieve the acquisition before reaching that stage. The Committee also recognised that planning permission can potentially increase the value of specific sites and there was therefore a risk of the Council paying excessively when acquiring sites in Phase B of the redevelopment area.

11.25 The Committee noted that, while there were some differences between the Lendlease proposals and the THFC proposals in the vision for Phase B of the redevelopment site, these were not unsurmountable distinctions and were both broadly consistent with the Masterplan Framework. The Committee felt that delays in resolving this was creating further uncertainty for all involved and considered that direct negotiations between the major stakeholders was required at the earliest opportunity.

RECOMMENDATION 14 - Negotiations between the Council, Lendlease and THFC over the future of Phase B of the redevelopment site should take place at the earliest opportunity.

12. Industrial space in mixed use developments

12.1 In March 2020, Professor Mark Brearley gave evidence to the Panel on industrial accommodation policy in London and the implications for the High Road West redevelopment. Professor Brearley has expertise as an architect with 30 years of experience concentrating on urbanism and planning. He previously worked for the Mayor of London from 2001 to 2013, first as lead professional at the Architecture and Urbanism Unit and then as Head of Design for London. During that time he initiated work in the topic of industry in the city, including the first city wide mapping of industrial accommodation. He was also involved with planning and regeneration issues in Tottenham, including after the 2011 riots. He has been Professor of Urban Design and Planning at the School of Art, Architecture and Design at London Metropolitan University since 2014.

12.2 Professor Brearley spoke about the industrial accommodation challenge across London, referring to the Planning Inspectorate's London Plan Examination in Public report, published in October 2019[40], which he said illustrated that London has an escalating shortage of industrial accommodation. The report also made the case that, as well as identifying more land and holding onto designated industrial land, there was also an urgent need to protect non-designated industrial sites (which would include the Peacock Industrial Estate) as the non-designated sites make up around a third of all industrial land in London.[41] Professor Brearley said that this shortage, and the problems that it was causing for an industrial economy that employs around half a million people in London, was particularly significant to Haringey borough. He added that industrial employment is beneficial to London in that it provides good quality middle-income jobs which can be accessed by people without a university education.

12.3 The London Industrial Land Supply and Economy study for the GLA in 2015 reported that the rate of release of industrial land from 2010 to 2015 was 101 hectares per year which is gradually reducing the overall amount of industrial land which was estimated to be around 7,000 hectares in 2015 (an amount which had reduced by 16% since 2001)[42]. The pace of release was 2.7 times the rate set as acceptable in the relevant London Plan supplementary planning guidance. The study predicted that a shortage of industrial land was expected by 2017, which Professor Brearley said was largely what had happened. He added that the shortage was becoming worse due to expulsions and rising rental costs as more land was being redesignated for residential use or retail parks.

[40] https://www.london.gov.uk/what-we-do/planning/london-plan/new-london-plan/inspectors-report
[41] See Paragraphs 412 to 427, p.88-91, London Plan Examination in Public: Panel Report, Planning Inspectorate, Oct 2019 https://www.london.gov.uk/sites/default/files/london_plan_report_2019_final.pdf
[42] p. 55-56 Industrial Land Supply and Economy Study 2015 https://www.london.gov.uk/what-we-do/planning/london-plan/london-plan-technical-and-research-reports#acc-i-48976

12.4 Professor Brearley said that employment in the industrial sector in London, having previously been in decline for decades, had started rising by around 1% per year from 2010 mainly due to the expansion of the wider London economy. However, it now seemed likely that this growth in the industrial sector would be stifled by the industrial accommodation shortage. Further release of this land, from permissions that had been granted and adopted plans, now exceeded 10% of London's industrial land.

12.5 The London Industrial Land Demand study, published in October 2017[43], emphasised the need for policy change in this area and recommended that Haringey Borough be placed in a London Plan industrial land management category of 'retain' with a note that such boroughs should seek to retain their capacity to accommodate industrial activity. This recommendation was subsequently adopted in the draft London Plan in December 2017 in which Haringey was placed in the "retain capacity" category under the management of industrial floorspace capacity. Professor Brearley said that this categorisation sought to address the fact that Haringey Borough released double the amount of industrial land that it should have between 2010 and 2015 in relation to the benchmarks. The actual release was 13 hectares with another 31 hectares in the release pipeline, putting the area's industrial economy into crisis and putting the vacancy rates to below 5%. Industrial space was therefore hard to find and costs were rising. In his view, this industrial accommodation crisis was not being addressed by the Haringey Local Plan in which around 30 industrial areas had site allocations that removed or substantially weakened their potential replacement with residential and other uses. A significant number of others were left vulnerable due to a lack of designation. As an example, Professor Brearley highlighted a small industrial area which is put forward for residential use in the Local Plan even though it is home to several good businesses including Barber Wilson's, a brassware and water fittings manufacturer on Crawley Road.

12.6 In relation to High Road West, Professor Brearley said that, in producing the initial proposals in 2012 and 2013, there had been a failure to consider options that could retain and allow for industrial businesses. He said that the question of how to successfully combine smaller-scale industrial workshops with residential space in mixed schemes has been the subject of much recent discussion in the design and development world and that such schemes are now becoming a reality, for example in Brussels. He argued that in London they are now a necessity in order to meet need. This has been encouraged by the Mayor of London who had recently produced an Industrial intensification primer offering guidance on the design of co-located

[43] London Industrial Land Demand report, CAG Consultants, October 2017
https://www.london.gov.uk/sites/default/files/ilds_revised_final_report_october_2017.pdf

housing and light industrial schemes[44]. However, this kind of co-location is not what was sought in Haringey Council's tendering process for a development partner which favoured comprehensive redevelopment with industrial space largely brushed aside.

12.7 Asked about the existing position of the Council, as it had been explained to the Panel, that certain types of industrial units would not be compatible with the residential parts of the redevelopment, Professor Brearley responded that this was simply because it hadn't been designed to be compatible and not because it wasn't possible, as was demonstrated by co-located schemes elsewhere. He said that the businesses currently on the Peacock Industrial Estate could all be accommodated within a co-located scheme as they did not have any insurmountable factors such as noxious emissions or high volumes of vehicle use. A redesign, which took account of the industrial space and included separate access routes, would therefore be entirely possible in his view – either by working around the existing industrial space or by decanting it and then rebuilding a new version of it within the scheme. Though this type of design might be outside of the experience of some planners, it has been shown to work in other places. As important aspect of making co-location work is to ensure that it appropriately designed and managed on a day-today basis, so that goods delivery and collection does not cause problematic noise and emissions to residents in the same way that a supermarket or fast-food outlet in a residential area would have to do. The company Travis Perkins has been responsible for mixed-use developments as an example of this in London with a fully functional builders' merchants on the ground floors, with residential units directly above them.

12.8 Panel Members asked Council officers about the availability of industrial space on the redeveloped site, noting that the current Peacock Industrial Estate businesses occupy approximately 6,000 sq/m of land but that the current plans allow for only 3,000 sq/m of B1 commercial space, of which only 2,100 sq/m would be for light industrial use with most of the rest used for retail. Officers emphasised the significance of the economic development strategy and the broad range of jobs and training opportunities that the Council aimed to create in the area as well as considering the interests of the businesses already based within the area. The Council's aim was for the most efficient possible use of land close to an important transport hub to deliver the required improvements for the local community. The optimum layout for the new neighbourhood involves the park being in the centre of the urban block and so it would not be practical for a large industrial estate to remain in that location.

12.9 Peter O'Brien observed that the narrative in the local debate had shifted in recent years and that there was now a greater emphasis on retaining, enhancing and adding to employment space in the borough. The increase in the value of industrial land in

[44] https://www.london.gov.uk/sites/default/files/industrialintensificationprimer.pdf

recent years had stemmed from a tightening of its availability. Haringey Council was looking at how to develop its own employment space build programme, something that had not happened for many years as can be evidenced from the quality of the commercial properties in the Council's portfolio which are in need of significant investment.

12.10 Asked about the evidence provided by Professor Mark Brearley about ways that light industrial jobs could be retained as part of new developments, such as examples of projects in Brussels, Peter O'Brien observed that some European neighbours were a little more progressive and adventurous in their thinking in this area but that this was currently a very topical issue within the industry with new approaches being considered. Different design considerations were necessary when light industrial space was included in redevelopments with residential areas such as stronger sound barriers and design of access routes for large vehicles. Lessons from Europe were being learned and the Council was committed to looking at this closely in new schemes across Haringey. Another important consideration however, was the need to intensify density in developments close to transport hubs and this was also a piece of learning from continental neighbours.

12.11 The Committee noted that the London Plan emphasises the need to *"plan for sufficient employment and industrial space in the right locations to support economic development and regeneration"*. It also referred to research which found that, over the period 2001 to 2015, more than 1,300 hectares of industrial land was released to other uses but that positive net demand for industrial land was expected between 2016 and 2041.

12.12 The Committee was concerned about the loss of industrial space resulting from the redevelopment scheme and the potential loss of some businesses from the borough altogether if relocation proved not to be viable in some cases. It also noted that much of the current employment supported by local businesses in the redevelopment area required high levels of skills and provided good levels of pay. The Committee observed that the loss of these jobs from the area was unlikely to be replaced by jobs of equivalent skill and pay levels after the redevelopment was completed and emphasised the value of a diverse and mixed economy in Tottenham.

RECOMMENDATION 15 – The Council should ensure that the new Local Plan prioritises a mixed economy in the borough with sufficient employment space to support a diverse range of skills and employment opportunities for local residents.