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## THE CABINET

**Wednesday, 22nd October, 2014 at 8.15 pm in the Conference  
Room, Civic Centre, Silver Street, Enfield, EN1 3XA**

### **AGENDA – PART 1 TO FOLLOW PAPERS**

**16. ENABLING MERIDIAN WATER INFRASTRUCTURE (Pages 3 - 20)**

A report from the Director of Regeneration and Environment is attached. This summarises the progress to date. (Report No.97, agenda part two also refers) **(Key decision – reference number 3973)**

(Report No.90)  
(9.15 – 9.20pm)

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**MUNICIPAL YEAR 2014/2015 REPORT NO. 90**

**MEETING TITLE AND DATE:**Cabinet 22<sup>nd</sup> October 2014**REPORT OF:**

Director of Regeneration and Environment

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[Sharon.strutt@enfield.gov.uk](mailto:Sharon.strutt@enfield.gov.uk)**Agenda: Part 1****Item: 16****Subject:**

Enabling Meridian Water Infrastructure

**Wards:** Upper Edmonton & Edmonton Green**Key Decision No: KD 3973****Cabinet Members consulted:**Cllr Alan Sitkin, Economic Development  
Cllr Chris Bond, Environment & Community Safety  
Cllr Ahmet Oykenner, Housing & Estate Regeneration**See Annex 1 and 2****1. EXECUTIVE SUMMARY**

- 1.1 Meridian Water is the largest regeneration priority area identified in the Council's Core Strategy (2010), where a comprehensive approach to development will take place. The Core Strategy sets out policies to enable the development of a new sustainable urban mixed use community in the area, with 5,000 new homes, up to 3,000 new jobs, improved public transport and new community infrastructure including new schools, to make Meridian Water a sustainable place to live and work.
- 1.2 In July 2013 the Meridian Water Masterplan was adopted as planning and urban design guidance.
- 1.3 The Causeway (Meridian Boulevard), as defined in the Masterplan, will form a vital east-west spine through the heart of the proposed development, linking all the main residential areas through a high quality, tree-lined, transport and utility corridor. Construction of the first phases of Meridian Boulevard is essential to advance the regeneration of Meridian Water, unlocking key sites for large-scale housing development which could accommodate approximately 2,650 new homes. The construction of Meridian Boulevard will bring about a physical transformation that will demonstrate that Meridian Water has moved decisively from concept to delivery.
- 1.4 This report summarises the progress to date on the design and route of the Causeway (Meridian Boulevard) and seeks approval for the procurement and delivery of Phase 1 of the route, and necessary works to enable Phase 2 to come forward.
- 1.5 The proposed Causeway (Meridian Boulevard) Safeguarded Highway Route is attached at Annex 1.

## **2. RECOMMENDATIONS**

That Cabinet:

- 2.1 Endorses the Safeguarded Highway Route for the Meridian Water Causeway (Meridian Boulevard) as set out in Annex 1.
- 2.2 Authorises the Director of Regeneration and Environment to appoint consultants via the Government Procurement Service Transport Related Engineering Advice and Research (T-TEAR) framework to develop the detailed design of Phases 1 and 2 of The Causeway (including service diversions and provision of the LVHN pipeline) and to secure technical approval from the council in its capacity of local highway authority.
- 2.3 Authorises the Director of Regeneration and Environment to appoint a contractor via the London Highways Alliance Contract (LoHAC) to implement Phase 1 of the Causeway, at the estimated costs detailed in the Part 2 report.
- 2.4 Authorises the Director of Regeneration and Environment to make appropriate provision within the Phase 1 contract for a possible contract extension to enable the construction of Phase 2 of the Causeway (Meridian Boulevard), subject to all necessary regulatory and land-owner agreements first being in place, and final Cabinet approval.
- 2.5 Authorises that the Directors of Regeneration & Environment, and Finance, Resources and Customer Services take all necessary steps to agree terms and enter into any way-leaves, easements, planning, highway and other regulatory consents required to procure the delivery of Phase 1 of the Causeway as appropriate.
- 2.6 Authorises the Director of Regeneration & Environment and the Director of Finance, Resources and Customer Services to undertake background work to support the possible compulsory purchase of land to deliver the whole, or parts of, the Causeway (Meridian Boulevard) should this be necessary.
- 2.7 Notes that a Part 2 report sets out details of the financial considerations and estimated fees required to deliver Phases 1 and 2.
- 2.8 Invites the Directors of Regeneration & Environment and Finance, Resources and Customer Services to submit a further report on Phase 2 of the Causeway (Meridian Boulevard) in due course.

### **3. BACKGROUND**

- 3.1 Meridian Water is the largest regeneration priority area identified in the Council's Core Strategy (2010), where a comprehensive approach to development will take place. The Core Strategy sets out policies to enable the development of a new sustainable urban mixed use community in the area, with 5,000 new homes, up to 3,000 new jobs, improved public transport and new community infrastructure including new schools, to make Meridian Water a sustainable place to live and work.
- 3.2 Policy 37 of the Council's Core Strategy sets out the importance of improving accessibility by creating better connections throughout Meridian Water and with its surroundings.
- 3.3 The Meridian Water Masterplan, adopted in July 2013, provides planning and urban design guidance to the Core Strategy policies. It sets out a framework for managing change and development in the area.
- 3.4 The Meridian Water Masterplan shows the preferred alignment of the Causeway and sets out the following principles for its design and implementation:
- It should be designed at a 1:1 height width ratio with a 26m wide surface flanked by five/six storey buildings to provide a human scale and a spacious, attractive boulevard;
  - Ground floor frontages should be used for commercial and employment purposes to encourage activity, vibrancy and security;
  - Space should be available for two way designated bus lanes alongside two way vehicular traffic to enable high frequency public transport services;
  - Secure and spacious pedestrian and cycleway provision should be separated from the road by regular and structural tree planting;
  - It should act as a vibrant connection between the area's diverse residential neighbourhoods;
  - Designed as a primary utilities trunk route, it should act as a mainline for utilities such as high speed broadband, waste disposal and district heating, and
  - It should be accompanied by a regular, structural planting strategy, particularly prominent on the northern edge to provide shade to pedestrians and buildings during the summer months.
- 3.5 The Central Leaside Area Action Plan (AAP) has now reached an advanced stage of preparation and the proposed Submission Report appears elsewhere on your agenda. The Central Leaside AAP was considered by the Local Plan

Cabinet Sub Committee on the 22nd September and endorsed for consideration by Cabinet.

- 3.6 Section 5.3 of the AAP provides further detail on the implementation of the Causeway (Meridian Boulevard) as the strategic east-west link through the area. Proposed Submission Policy CL1 defines the extent of the Safeguarded Highway Route for the Causeway (Meridian Boulevard). This is illustrated in Figure 5.1 of the Report and is also attached at Annex 1 of this report for convenience.

#### **4. THE CAUSEWAY (Meridian Boulevard)**

- 4.1 Meridian Boulevard forms the backbone of Meridian Water. It is the core element of the Masterplan around which proposed new neighbourhoods have been planned and will be built. It's delivery is therefore key to unlocking large scale housing developments which could accommodate approximately 2,650 new homes in Meridian Water.
- 4.2 The first phase of Meridian Boulevard will transform Glover Drive, and also extend into Meridian Way to create a new route to Angel Road Station (soon to be re-named Meridian Water), along with a new crossing and bus stopping facilities.
- 4.3 The Phase 1 scheme will transform the appearance of Glover Drive, creating a tree-lined city street, with improved priority for pedestrians and cyclists, whilst maintaining vehicular capacity. Key elements of the Phase 1 scheme includes:
- A segregated cycle and pedestrian route
  - High specification surface treatment,
  - Sustainable drainage and waste removal
  - New pedestrian crossings
  - Tree planting and boundary treatment
  - New Lighting
  - Provision for utilities and Lee Valley Heat Network pipework.
- 4.5 Consultants CH2M Hill have produced an outline design for Phase 1 and Phase 2 of Meridian Boulevard; key diagrams are shown in Annex 2. Phase 1 of Meridian Boulevard can be commenced as most of the land required is already used as highway. Some land on the fringes of the scheme is in the ownership of other owners like IKEA and Tesco, but these parties have indicated their support for the Phase 1 scheme and negotiations are ongoing for the dedication of relevant land. Cabinet are therefore asked to authorise detailed work, procurement and construction to implement phase 1.
- 4.6 Phase 2 of Meridian Boulevard runs from the eastern end of Glover Drive across two brooks and then to the west bank of the Lee Navigation, running through land that is largely controlled by Dwyer. This land is currently used for industry and storage, although the Meridian Water Masterplan identifies its future potential use as being mainly for housing.

- 4.7 Before Phase 2 can be delivered it will be necessary to have further discussions with the Environment Agency and Thames Water to ensure that the detailed design of the proposed two new bridges meets water management and flood protection requirements. Equally, further discussion will be necessary with land owners in the vicinity of the proposed route to see how the implementation of Phase 2, or substantial parts of it, could be achieved with existing occupiers in situ, bearing in mind that the safeguarded route avoids most of the existing buildings. It may, however, be necessary to consider whether the delivery of Phase 2 has to be phased in some other way. In any event, this work will run 'in parallel' with the delivery of Phase 1.
- 4.8 Additionally, it is intended to incorporate distribution pipework for the Lee Valley Heat Network into phases 1 and 2 of Meridian Boulevard. The inclusion of sections of pipe network should avoid abortive works with associated capital costs that may otherwise be incurred through duplication of civil engineering and reinstatement of newly laid infrastructure.
- 4.9 The timely delivery of Meridian Boulevard will not only produce a real physical transformation, but will also unlock land identified for substantial housing development in the Meridian Water Masterplan. The progress made in bringing forward Phases 1 and 2 to date has shown the positive benefits of working with land-owners, and that is always the preferred approach and will continue. But the timely delivery of Meridian Boulevard is of such importance that we will also need, although very much in reserve, to be prepared to acquire any necessary land and property needed for Meridian Boulevard via Compulsory Purchase, and for that reason authority is sought to undertake appropriate background work to support any CPO. Any resolution for a CPO of land will be a matter for Cabinet and the subject of a further report.

## **5. THE WAY FORWARD**

- 5.1 Annex 1 shows the proposed implementation phases of Meridian Boulevard which reflect the residential development programme. Phase 1 of Meridian Boulevard will commence at Meridian Way, linking the proposed repositioned Angel Road Station and progressing south and then eastwards through to Glover Drive. It will complete in the vicinity of the roundabout servicing IKEA and Tesco in Glover Drive.

- 5.2 Table 1 below summarises the proposed implementation programme for Phase 1.

<b>Table 1 - Implementation Programme Phase 1</b>	
<b>Timeframe</b>	<b>Action</b>
October 2014 – January 2015	<ul style="list-style-type: none"> <li>• Complete survey work and detailed site investigations.</li> <li>• Complete dedication agreement [s] to enable widening</li> <li>• Obtain planning permission, if required</li> <li>• Obtain technical approval for detailed design</li> </ul>
February – March 2015	<ul style="list-style-type: none"> <li>• Agree traffic management with stakeholders</li> <li>• Issue Task Order to LoHAC contractor</li> <li>• Finalise construction programme and cost</li> </ul>
April – September 2015	<ul style="list-style-type: none"> <li>• Phase 1 Construction Period</li> </ul>

- 5.3 It is suggested that consultants CH2M Hill be retained under the current terms of the Transport Related Engineering Advice and Research (T TEAR) framework, as procured by the Office of Government Commerce (OGC) RM1030 Lot 2 (Road) to deliver the detailed design of Meridian Boulevard for Phases 1 and 2.
- 5.4 A budget funded from the Neighbourhood Regeneration Capital Programme will be required to fund the capital works, and professional fees required to deliver the project, details of which are set out in a Part 2 report.

## **6. ALTERNATIVE OPTIONS CONSIDERED**

- 6.1 Do nothing. This would fail to achieve the objectives set out for delivery of Meridian Water, and lose the significant economic, social and environmental benefits set out with the Meridian Water Masterplan.
- 6.2 The Council could decide to wait for developer contributions to fully fund Meridian Boulevard. It is unlikely that contributions would fully fund Meridian Boulevard in the short to medium term, and delivery of this major infrastructure project would therefore be at risk of coming forward in a piecemeal way.

## **7. REASONS FOR RECOMMENDATIONS**

- 7.1 For the Council to bring forward development in Meridian Water it is imperative that key enabling infrastructure is in place, and delivered in a timely way. Construction of Phase 1 of Meridian Boulevard along with the potential to develop Phase 2 will increase developer confidence, and help to enable substantial housing development. It will also provide the infrastructure pipework necessary to secure early phases of the Lee Valley Heat Network.

## **8. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS**

### **8.1 Financial Implications**

8.1.1 The Council's approved capital programme (14/15- 17/18) has a budget of £14m set aside for Meridian Boulevard but this is met through prudential borrowing, the revenue cost of borrowing will be approximately £85,000 per million. The borrowing costs will form part of the pressure on revenue budgets in future years.

8.1.2 Further implications are set out in the Part 2 report.

### **8.2 Legal Implications**

8.2.1 Phase 1 covers both public highway maintainable at public expense and in part a private street. That part of the private street is not maintained at public expense and suffers from a number of defects, which are currently being addressed by the Council. Discussions are being had with the adjoining owners and occupiers of the relevant land.

8.2.2 The Highways Act (HA) 1980 as amended provides various powers for the Council as the Highway Authority to improve highways, including powers related to the provision of segregated cycleways and footways, planting and landscaping. Section 72 of the Highways Act 1980 (HA 1980) deals with the widening of highways and enables the council to enter into a legal agreement with an adjoining land owner so that land can be dedicated for highway purposes. Furthermore the HA 1980 provides powers for the Highway Authority to licence the provision of apparatus under highway maintainable at public expense subject to the land owners consent.

8.2.3 The HA 1980 also provides powers for the council to acquire land, compulsorily or by agreement to facilitate the improvement or construction of highways subject to an appropriate resolution, notification to landowners, compensation and the hearing of any objections received but not withdrawn at public inquiry. Alternatively the Council has powers under the Town and Country Planning Act (TCPA) 1990 to acquire compulsorily any land it may require for the better planning of its area.

8.2.4 In addition the Council also has powers under s.120 of the Local Government Act (LGA) 1972 to acquire land by agreement that in its opinion will facilitate any of its functions and may by virtue of s111 of the LGA enter in to any agreement incidental to its functions conducive to facilitating the improvement of its area. The terms of any such agreements such as easements or licences are subject to the Council's constitutional arrangements.

8.2.5 By virtue of s.55(2)(a) of the TCPA works by the Highway Authority for the improvement and maintenance works within the boundary of an existing road does not constitute development. Complementary provisions under the Town and Country Planning (General Permitted Development) Order 1995 (as

amended), provides the Highway Authority with permitted development rights to undertake work within an existing highway that involves development or on land adjoining an existing highway where the works are required for or incidental to the maintenance or improvement of the highway. Works requiring an Environmental Impact Assessment do not benefit from permitted development rights and the detailed design work for the Causeway would need to be formally assessed. The works must be procured in accordance with the Councils Constitution, in particular the Contract Procedure Rules and the Public Contract Regulations 2006 (as amended). It is important to ensure that the OJEU and tender documents not only include detail of the Phase 1 works but also include sufficient information on the Phase 2 works to ensure that the Council can extend the contract for the Phase 1 to cover the Phase 2 works and avoid risk of challenge for material variation of the contract.

- 8.2.6 The appointment of the consultant will be in accordance with the terms of the Transport Related Engineering Advice and Research framework. The Councils Constitution permits the use of compliant framework as long as the terms of the framework are complied with.
- 8.2.7 Legal agreements will be in a form approved by the Assistant Director of Legal Services and in the case of a call off from the framework will be in a form as set out under the framework approved by the Assistant Director of Legal Services.

### **8.3 Property Implications**

- 8.3.1 These infrastructure works are an essential enabler of the future development, as without this work development prospects are limited and values affected detrimentally.
- 8.3.2 The infrastructure as proposed starts to open up development sites for sale – enabling the Council to start negotiations with developers.
- 8.3.3. Further due diligence including mapping out the identity of affected landowners, both leasehold and freehold, the extent of land take required and any other rights, utility services capacity, reservations, covenants or restrictions on title may be required to develop our understanding of any constraints or challenges ahead in order to help de-risk the scheme and ensure compliance with project timescales.

## **9. KEY RISKS**

- 9.1 Timely procurement of contractor to build Meridian Boulevard. Risk mitigated through use of the LOHAC framework.
- 9.2 Securing landowners agreement to extend Meridian Boulevard into Phase 2. Risk mitigated by advance discussions and continued negotiation with landowners, with preparation to support possible compulsory purchase as a contingency.

- 9.3 Inability to secure a Planning Consent for Phase 2. Risk mitigated through ongoing negotiations with landowners, combined with pre-application consultation with the Planning Authority.
- 9.4 Costs exceed budget estimate. Risk mitigated through detailed design and procurement phase, with on-site supervision (including resident engineer) to provide rigorous oversight, and ensure quality and cost controls.
- 9.5 Risk that Meridian Boulevard cannot be delivered in its entirety. Risk mitigated through inclusion of safeguarded route as Policy CL1 within the Central Leaside AAP, which is a statutory document and therefore must be considered within any planning proposals.

## **10. IMPACT ON COUNCIL PRIORITIES**

### **10.1 Fairness for All**

Meridian Boulevard promotes fairness for all through the creation of high quality and accessible public realm, providing access to future residential, commercial and community developments and uses.

### **10.2 Growth and Sustainability**

Meridian Water is Enfield's largest regeneration opportunity area, delivering up to 5,000 new homes and 3,000 jobs. Meridian Boulevard is a major infrastructure project that will help to unlock the growth potential of Meridian Water.

### **10.3 Strong Communities**

The provision of high quality public realm infrastructure will enable existing and new communities to come together. Meridian Boulevard is more than a movement corridor; it will provide a series of spaces for people to pause, congregate, socialise in and enjoy.

## **11. EQUALITY IMPACT IMPLICATIONS**

- 11.1 An equalities impact assessment is in preparation. This will set out the benefits of Meridian Boulevard as an accessible route, meeting the needs of people of all ages. This includes a more pedestrian and cycle friendly environment for families and creating a fully accessible location to meet the needs of people with mobility issues and sensory impairment[s].

## **12. PERFORMANCE MANAGEMENT IMPLICATIONS**

- 12.1 This proposal meets Enfield Business Plan 2.10 "Improved quality of life for residents through regeneration of priority areas"

### **13. PUBLIC HEALTH IMPLICATIONS**

13.1 Meridian Boulevard will promote healthy lifestyles through increased opportunities for walking and cycling. Improved design will also civilise traffic, contributing to improved highway safety and the reduction in accidents and injuries, whilst the link to the repositioned Angel Road (Meridian Water) Station will encourage the use of public transport for a range of journeys, reducing reliance on private motor vehicles.

#### **Background Papers**

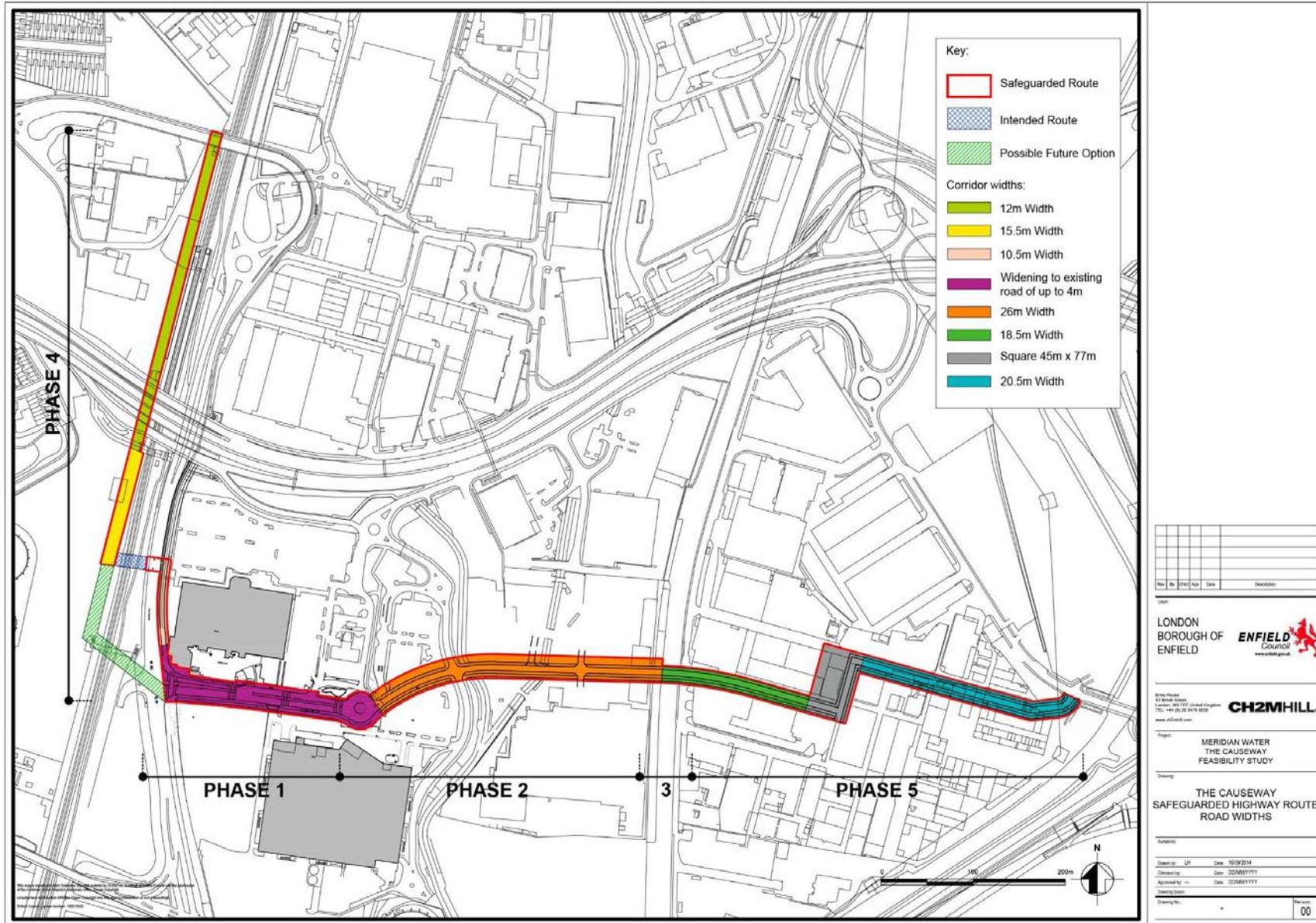
None

#### **Annexes**

**Annex 1** Preferred Alignment: Safeguarded Highway Route

**Annex 2** Causeway (Meridian Boulevard) design and key diagrams

Preferred Alignment: Safeguarded Highway Route



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# Meridian Water The Causeway

08 September 2014



CH2MHILL.



IMPROVING  
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# Causeway Phase 1: Meridian Way



# The Causeway: Phase 1 - Axonometric View



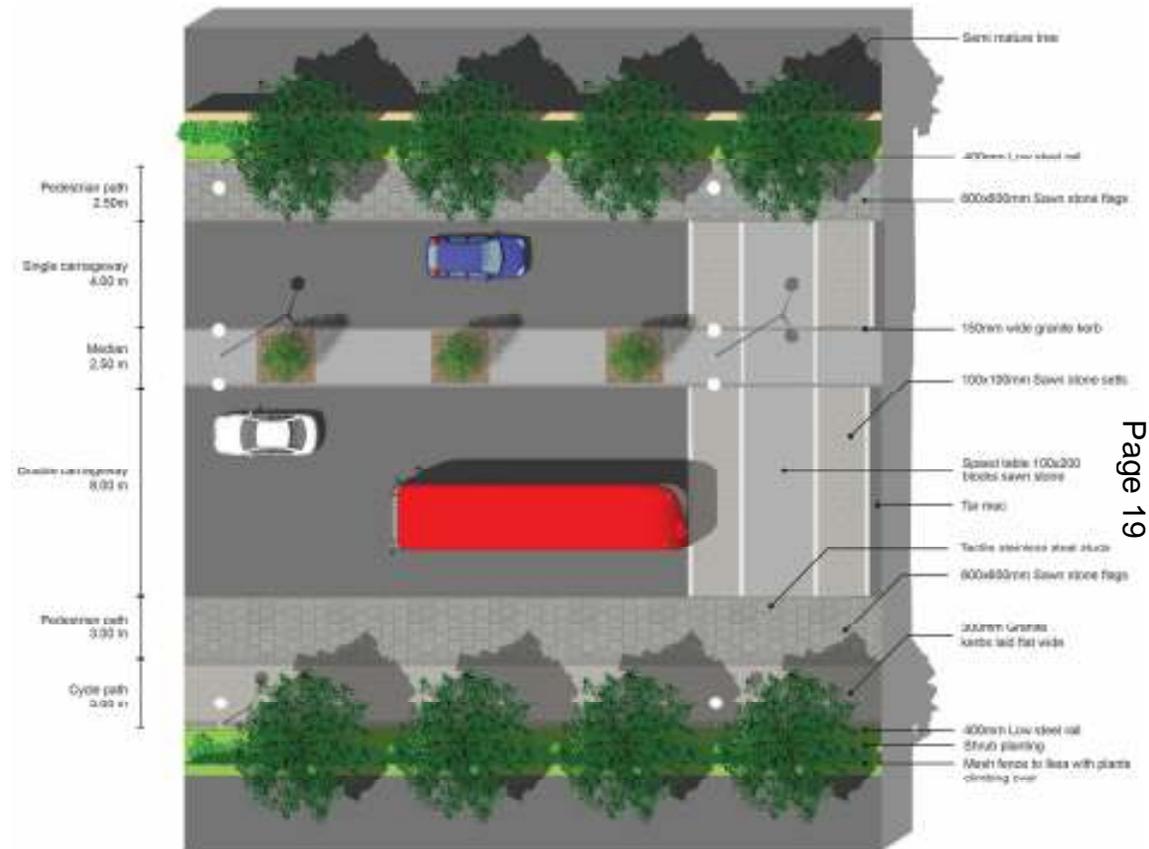
# The Causeway: Glover Drive – existing and proposed



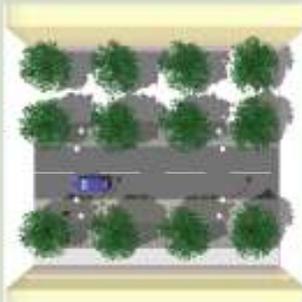
# Causeway Section 1: Glover Drive



- Existing traffic-dominated roads reworked
- Enhanced footway /cycleway
- Extensive landscaping
- Creating a tree line boulevard
- A step change from current feel



# Meridian Water The Causeway



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