



LONDON BOROUGH OF ENFIELD

**AGENDA FOR THE COUNCIL MEETING
TO BE HELD ON WEDNESDAY, 20TH
NOVEMBER, 2019 AT 7.00 PM**

MEETINGS THAT HAVE TAKEN PLACE SINCE THE LAST COUNCIL (18 September 2019)

Set out below is a list of meetings that will have taken place since the last Council Meeting: The contact names for the relevant officers are included.

Name of Meeting	Date	Officer	Contact Telephone
Upper Edmonton, Lower Edmonton, Edmonton Green and Haselbury Ward Forum	25 September 2019	Claire Johnson	020 8132 1154
Enfield Highway Ward Forum	25 September 2019	Claire Johnson	020 8132 1154
Health & Wellbeing Board	26 September 2019	Jane Creer	020 8132 1211
Conservation Advisory Group	1 October 2019	Penelope Williams	020 8132 1330
Licensing Sub Committee	2 October 2019	Jane Creer	020 8132 1211
Schools Forum	2 October 2019	Sangeeta Brown	020 8132 0450
Housing Board	3 October 2019	Elaine Huckell	020 8132 1154
Audit and Risk Management Committee	3 October 2019	Metin Halil	020 8132 1296
Grange Ward Forum	8 October 2019	Claire Johnson	020 8132 1154
Procurement Scrutiny Workstream	8 October 2019	Andy Ellis	020 8132 1111
Improving Enfield Shopping Areas Workstream	9 October 2019	Penelope Williams	020 8132 1330
Exclusions Scrutiny Workstream	9 October 2019	Susan O'Connell	020 8132 1399
Safer Neighbourhoods Board	10 October 2019	Susan O'Connell	020 8132 1399
Bush Hill Park Ward Forum	10 October 2019	Claire Johnson	020 8132 1154
Southgate Ward Forum	15 October 2019	Claire Johnson	020 8132 1154
Planning Committee	15 October 2019	Metin Halil	020 8132 1296
Licensing Committee	16 October 2019	Jane Creer	020 8132 1211
Licensing Sub Committee	16 October 2019	Jane Creer	020 8132 1211
Cabinet	16 October 2019	Jacqui Hurst	020 8132 1207
Local Pension Board	17 October 2019	Susan O'Connell	020 8132 1399

Name of Meeting	Date	Officer	Contact Telephone
Audit and Risk Management Committee	17 October 2019	Metin Halil	020 8132 1296
Public Transport User Group	17 October 2019	Dominic Millen	020 8132 0987
Enfield Lock Ward Forum	22 October 2019	Claire Johnson	020 8132 1154
Cockfosters Ward Forum	23 October 2019	Claire Johnson	020 8132 1154
Jubilee Ward Forum	23 October 2019	Claire Johnson	020 8132 1154
Highlands Ward Forum	24 October 2019	Claire Johnson	020 8132 1154
Town Ward Forum	24 October 2019	Claire Johnson	020 8132 1154
Remuneration Committee	29 October 2019	Andy Ellis	020 8132 1111
Deaf Community Forum	30 October 2019	Stacey Gilmour	020 8132 1383
Overview and Scrutiny Committee	30 October 2019	Elaine Huckell	020 8132 1178
Improving Enfield Shopping Areas Scrutiny Workstream	31 October 2019	Penelope Williams	020 8132 1330
Joint Consultative Group for Teachers and Staff	5 November 2019	Jo Fear	020 8132 1807
Planning Committee	5 November 2019	Jane Creer	020 8132 1211
Licensing Sub Committee	6 November 2019	Jane Creer	020 8132 1211
Cabinet	6 November 2019	Penelope Williams	020 8132 1330
Overview and Scrutiny Committee	7 November 2019	Elaine Huckell	020 8132 1178
Conservation Advisory Group	12 November 2019	Elaine Huckell	020 8132 1178
Cabinet	13 November 2019	Jane Creer	020 8132 1211
Overview and Scrutiny Committee	14 November 2019	Elaine Huckell	020 8132 1178
SACRE	19 November 2019	Pauline Swain	020 8132 2591

**THE WORSHIPFUL THE MAYOR
AND COUNCILLORS OF THE
LONDON BOROUGH OF ENFIELD**

**Please
Reply to:** Penelope Williams

Phone: (020) 8379 4098

E-mail: Penelope.Williams@enfield.gov.uk
My Ref: DST/PW

Date: 12 November 2019

Dear Councillor,

You are summoned to attend the meeting of the Council of the London Borough of Enfield to be held at the Civic Centre, Silver Street, Enfield on Wednesday, 20th November, 2019 at 7.00 pm for the purpose of transacting the business set out below.

Yours sincerely

Jeremy Chambers

Director Law & Governance

ITEMS 1-4 (15 MINUTES)

- 1. THE MAYOR'S CHAPLAIN TO GIVE A BLESSING**
- 2. MINUTES OF THE MEETING HELD ON 18 SEPTEMBER 2019** (Pages 1 - 20)

To approve the minutes of the meeting held on 18 September 2019 as a correct record.

- 3. APOLOGIES**
- 4. DECLARATION OF INTERESTS**

Members of the Council are invited to identify any disclosable pecuniary, other pecuniary or non pecuniary interests relating to items on the agenda.

ITEMS 5-8 AND 13 (60 MINUTES)

- 5. AMENDMENT TO LICENSING POLICY AND NO SEXUAL ENTERTAINMENT VENUE LICENSING RESOLUTION** (Pages 21 - 52)

To receive a report with a recommendation from the Licensing Committee on

an amendment to the Council's Licensing Policy and on the No Sexual Entertainment Venue Licensing Resolution. (Report No: 143)

Council is asked to agree the changes to the policy and to adopt the No Sexual Entertainment Venue Licensing Resolution.

6. QUARTERLY CAPITAL MONITORING 2019/20 (Pages 53 - 64)

To receive a report from the Executive Director Resources proposing changes to the Council's Capital Programme. (Report No: 126) KD: 5015

Cabinet is due to consider this report at its meeting on 13 November 2019 and to recommend the changes to Council.

The Cabinet decision will be reported at the Council meeting.

7. JOYCE AVENUE AND SNELLS PARK ESTATE REDEVELOPMENT
(Pages 65 - 118)

To receive a report from the Executive Director Place (Report No: 134A) requesting additional funding for the redevelopment of the Joyce Avenue and Snells Park Estate. Key Decision Number: KD: 4590

This report was considered by Cabinet on 6 November 2019 and recommended on to Council.

8. MERIDIAN WATER: FINANCIAL MODEL AND 10 YEAR BUDGET (Pages 119 - 136)

To receive a report from the Executive Director Place requesting authorisation of the expenditure of the detailed Meridian Water Programme Budget.

(Report No: 104A)
Key Decision No: KD:4469

Council is asked to approve the changes to the Capital Programme.

Cabinet agreed to recommend this report to Council at their meeting on 16 October 2019.

Please see also report number 105A on the part 2 agenda.

ITEMS 9-12 (5 MINUTES)

9. COMMITTEE MEMBERSHIP

To confirm any changes to Committee memberships:

No changes have been notified to date.

Any changes received once the agenda has been published will be tabled on the Council update sheet at the meeting.

10. NOMINATIONS TO OUTSIDE BODIES

To confirm any changes to the nominations on outside bodies:

No changes notified at present.

Members are asked to note that any changes notified after the agenda has been published will be reported to Council on the update sheet to be tabled at the meeting.

11. DATE OF NEXT MEETING

To note the date agreed for the next Council meeting:

- Wednesday 29 January 2020 at 7pm at Enfield Civic Centre.

12. EXCLUSION OF PRESS AND PUBLIC

To pass a resolution under Section 100A(4) of the Local Government Act 1972 excluding the press and public from the meeting for any items of business moved to part 2 on the grounds that it involves the likely disclosure of exempt information as defined in those paragraphs of Part 1 of Schedule 12A to the Act (as amended by the Local Government (Access to Information) (Variation) Order 2006) as listed on the agenda.

PART 2 AGENDA

Please note that the documents included in this part of the agenda pack contain exempt information. They should not be released to the press or public and will need to be handled in accordance with the Council's Information Security Policy. Under the policy anyone issued with a pack will be responsible for ensuring the information is stored securely in order to protect it against unauthorised access and maintain its confidentiality. Further details on the Information Security Policy can be found on the Council's intranet.

13. MERIDIAN WATER FINANCIAL REVIEW AND 10 YEAR BUDGET (Pages 137 - 146)

To receive the part 2 report from the Executive Director Place on the Meridian Water Financial Review and 10 year budget. (Report No: 105A)
Key Decision No: KD 4469

Council is asked to approve changes to the Capital Programme.

This report was recommended to Council by Cabinet on 16 October 2019

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**MINUTES OF THE MEETING OF THE COUNCIL
HELD ON WEDNESDAY, 18 SEPTEMBER 2019**

COUNCILLORS**PRESENT**

Kate Anolue (Mayor), Sabri Ozaydin (Deputy Mayor), Huseyin Akpinar, Mahmut Aksanoglu, Maria Alexandrou, Daniel Anderson, Guner Aydin, Dinah Barry, Ian Barnes, Mahym Bedekova, Chris Bond, Yasemin Brett, Anne Brown, Alev Cazimoglu, Nesil Caliskan, Mustafa Cetinkaya, Katherine Chibah, Will Coleshill, Birsen Demirel, Clare De Silva, Chris Dey, Guney Dogan, Elif Erbil, Ergin Erbil, Susan Erbil, Achilleas Georgiou, Alessandro Georgiou, Margaret Greer, Charith Gunawardena, Christine Hamilton, Elaine Hayward, Stephanos Ioannou, Rick Jewell, Saray Karakus, Nneka Keazor, Joanne Laban, Bernadette Lappage, Dino Lemonides, Tim Leaver, Derek Levy, Mary Maguire, Andy Milne, Gina Needs, Terence Neville OBE JP, Ayfer Orhan, Ahmet Oykenner, Vicki Pite, Lindsay Rawlings, Michael Rye OBE, George Savva MBE, Edward Smith, Jim Steven, Claire Stewart, Doug Taylor, Mahtab Uddin, Glynis Vince and Hass Yusuf

ABSENT

Tolga Aramaz, Sinan Boztas, Lee David-Sanders, Ergun Eren, Ahmet Hasan and James Hockney

1**THE MAYOR'S CHAPLAIN TO GIVE A BLESSING**

Father Emmanuel Ogunnaike from St Edmund's Church, Edmonton gave the blessing.

2**MAYOR'S ANNOUNCEMENTS IN CONNECTION WITH THE ORDINARY BUSINESS OF THE COUNCIL**

The Mayor began by wishing everyone good evening and welcoming them to Council meeting.

1. Statement from the Leader of the Council

The Leader made a statement to comply with one of the sanctions recommended by the Councillor Conduct Committee on 4th September 2019.

2. Mayor's Announcements

The Mayor began by stating that it was a pleasure to be at the meeting after the long holiday period and that she hoped everyone had had a good break.

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She had been very lucky to have been able to go to Nigeria to the New Yam Festival, a celebration of food and harvest and the installation of the traditional prime minister who remains until death.

She had been busy and had continued to enjoy her role, especially presiding at the Citizenship Ceremonies.

In September she had visited one of Enfield's twin towns, Gladbeck in Germany, to celebrate 100 years of the town's existence. She was planning to invite them back to Enfield in May next year to celebrate the 50 years of town twinning between the two places.

October was looking to be a busy with lots of activities for Black History Month.

The Mayor thanked Bill Cornish and Paresh Thakore, her attendants, for all their help and support and Koulla Panaretou in the Mayor's Office.

She praised the collaboration with the young mayors saying how much she had enjoyed the apple festival in Gladbeck with the 22 year old Apple Queen. She felt that it was important that young people were involved in their communities.

On 6 October 2019 she was looking forward to the African market at Edmonton Green, where many types of food and artefacts would be on sale.

On the Sunday following the meeting, she invited her fellow members to join her at the 3pm Church Service which was to be officiated by the Bishop of Edmonton.

On the 22 October 2019 at the Selby Hall in Tottenham she was planning a gala dinner in aid of her charities.

3. Deputy Young Mayor's Speech

The Deputy Young Mayor, Miss Christevie Ngoma, apologised for the absence of Okan Gurhan and updated members on their plans for the year. They had already set up a young cabinet, made plans to visit as many secondary schools as possible, were hosting a youth conference, were working to spread awareness of their work and to get young people involved in decision making and were also supporting two charities.

4. Response of Councillor Brett

Councillor Brett responded to the Leader's statement.

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MINUTES OF THE MEETING HELD ON 10 JULY 2019

The minutes of the Council meeting held on 8 May 2019 were received and agreed as a correct record.

4

APOLOGIES

Apologies for absence were received from Councillors Aramaz, Boztas, Chibbah, David Sanders, Eren and Hockney and for lateness from Councillor Achilleas Georgiou and Doug Taylor.

Councillor Will Coleshill made a statement apologising for events of a year ago. He was aware, as he hadn't been at the time, of the breach of courtesy which he had committed.

5

DECLARATION OF INTERESTS

Councillor Taylor declared a non-pecuniary interest in item 10 (Energetik, Tranche 2 Investment) as he was a director of the company.

6

PETITION - STOP THE BIN COLLECTION CHANGES

The Lead Petitioner Seraphim Leonides spoke for 5 minutes in support of the petition, Stop the Bin Collection Changes. He raised the following points:

- He thanked the members for the opportunity to address the chamber.
- He asked for the changes to be reversed or at least modified.
- The petition had followed on from the consultation which had taken place last year on the changes to the current arrangements for domestic recycling and garden waste.
- The options put forward were unacceptable to the majority of those who had responded to the consultation. In particular, the reduction from weekly to bi-weekly collections of general waste, retaining the smaller black bins and the imposition of the charge for collecting garden waste which residents regarded as a stealth tax.
- Many residents had welcomed the introduction of wheelie bins a few years ago, but most families in the opinion of the petitioners filled up the smaller black general waste bins every week. Making these collections bi-weekly would in the petitioners' view, increase rubbish on the street encouraging foxes, rats and other wildlife.
- Charging for the green waste bins would also encourage people to burn rubbish or drive to Barrowell Green which would have a negative impact on the environment.
- There was recognition that the Council had to make savings, but also a feeling that there should be room for compromise.

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- These proposals would they felt, bring down standards of cleanliness across the green and leafy borough.
- There was uncertainty around any benefits in improving the clean, healthy and hygienic environment the changes may bring about.
- The request that the Council review the proposed changes, open a genuine dialogue with residents and look again at increasing the size of the black bin or at retaining the weekly general black bin waste collections and reducing or removing the new green waste charge.
- In conclusion he appreciated the opportunity to address the chamber and hoped that the members would consider his suggestions and negotiate an acceptable conclusion for the community.

In response, Councillor Dogan, Cabinet member for Environment and Sustainability made the following points:

- He thanked the residents for coming along to the meeting and understood that changes could be unsettling.
- The decision to make the changes had not been taken lightly, but the Council had to make savings. Government had decreased Enfield's grant by £178m since 2010.
- The cost of waste disposal was increasing and these changes would save approximately £2m per year.
- The changes would also enable an extra £500,000 to be put into street cleansing and to improve recycling rates, which would be good for the environment. Increasing recycling would create extra space in the black bins.
- Across the country 78% of councils have already moved to fortnightly collections, 4% to 3-4 weekly collections and 56% of councils charge for garden waste.
- Food waste would be collected weekly from November 2019.
- Four new permanent members of staff would be appointed. Leaflets were being circulated to inform people what they can and can't put in each bin.
- Already 5,500 people have signed up to the garden waste scheme.

Councillor Laban, Leader of the Opposition, said that:

- She supported the petitioners and that local residents in surveys always prioritised the street scene and waste services, but their views were ignored.
- Three out of the eight options in the original consultation were never going to be implemented and should not have been offered.
- The majority of the respondees had wanted no change. The option that was being bought in was the least supported.
- The Council had known that the financial support from the Government was ending and should have planned accordingly. In the Opposition shadow budget they had been able to find the funds for this service.
- The administration should admit that they had got it wrong and keep the weekly collections.

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Councillor Caliskan, Leader of the Council, praised the Mayor, Councillor Kate Anolue's, who had recently been designated as one of the BBC's Greater Londoners, after her 40 years of service to the NHS and her support for young black people.

Other points highlighted during the debate by the majority group:

- The Government had recently withdrawn a grant of £2.5m which had supported the weekly collections. The Council had also had to find an additional £1.5m. To make this up, the Council would have to take it from other services such as adult social care, streetlighting, special educational needs.
- Acknowledgement that it was important to keep the streets clean, but disagreement that these proposals would increase the amount of rubbish on the street.
- Fly-tipping was an issue despite current weekly collections which would be addressed.
- It was essential to protect the services for the most vulnerable.
- Similar changes had been made a few years ago in Haringey. Since then recycling had gone up and the streets had not been overrun with litter.
- The Opposition were the party of austerity and deprivation. They should support the Labour party in petitioning the government for more money for public services.
- Over half the borough did not have gardens and have suffered from the huge government cuts to services that they depended on. It was fair that those people who had gardens should make a contribution to have their waste collected when funding was tight.
- Labour would always prioritise the needs of the vulnerable.

Other points highlighted during the debate from the Opposition:

- Gratitude to the persistence of the petitioners.
- That the Overview and Scrutiny Committee had considered the report and sent it back to the Cabinet Member for reconsideration.
- The consultation had received 5,602 responses of these 66% wanted to keep the current system.
- The view that an extra £500,000 would not make a significant difference to the street cleanliness.
- The Council should listen to the views of their residents.
- Council tax had increased and the garden waste fee was a stealth tax. The Council should stop wasting money.
- The view that the consultation was invalid as it had breached government consultations and that if it had been challenged, they would have lost the challenge.
- The issue of fly-tipping could be resolved if the Council removed the charges for collecting household items introduced by the Labour administration.

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During the debate Councillor Ergin Erbil proposed a motion that the time allowed for debate be increased by 15 minutes. This was seconded by Councillor Glynis Vince and agreed without a vote.

Later in the debate, Councillor Ergin Erbil proposed and Councillor Glynis Vince seconded a motion that the time allowed for debate be increased by a further 10 minutes. This was agreed without a vote.

At the end of the debate Councillor Dogan stated that the Council would not take the action requested.

7

OPPOSITION BUSINESS - INAPPROPRIATE DEVELOPMENT

Councillor Smith introduced the issues paper, prepared by the Opposition Group.

1. Issues highlighted by Councillor Smith were as follows:
 - The Opposition Group were alarmed at the proposals for high rise, high density developments on sites in Enfield including at Cineworld and at Cockfosters Tube Station which they felt were out of keeping and would strain the amenities of these areas.
 - Clarification of planning guidance on housing densities following the publication of the Mayor of London's Local Plan is necessary to make clear to developers the Council's position.
 - There is acknowledgement that there is a huge need for more affordable housing, but there is a debate about where this housing should be situated and whether it should be in tall buildings.
 - It was felt to be inappropriate to build adjacent to the green belt or near the listed underground stations. There should be a presumption against tall building and changes to the skyline.
 - Good quality building that fits in with the area should be encouraged.
 - Area Action Plans could highlight areas which might be appropriate for high rise buildings but these should be limited.
 - The Opposition were seeking reassurance that current guidance would not be jettisoned.

2. Councillor Caliskan, the Leader of the Council, responded on behalf of the Majority Group highlighting:
 - That the National Planning Policy Framework established a need for all local authorities to update their Local Plans.
 - When the Council's 2010 Core Strategy was developed, population growth and the housing crisis was not on the planning agenda to the extent that it is now.

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- Previous Council housing targets were challenging, but moderate in comparison to today's housing challenges.
- Enfield's current target was 798 new homes every year, but under the new London Plan it is set to be 1,900. The government's assessment of need is higher at 3,500. Whatever the target, there is a need to increase the delivery of housing in the borough.
- The emerging Enfield Local Plan 2036 has put forward 7 options to meet the borough's growth. These will include looking at the role that existing industrial land and retail parks will have to play.
- Meeting a minimum target of 1,900 new homes a year, increasing industrial capacity and protecting and enhancing Enfield's character and green belt means being realistic.
- Intensification and co-locating residential development in industrial areas, as well as building on retail parks is important – and both these approaches are included in the Local Plan. The council is taking a brownfield, town centres first approach to accommodating growth. However, this will not be enough to meet the borough's housing needs.
- In that context the new Local Plan will provide updated policies regarding height and density to guide development in different places across Enfield. The approach to height will be dealt with on a case by case basis across the borough.
- There will be sites in Enfield, particularly where we have transport hubs, where development could increase density and include excellently designed taller buildings.
- The commitment to creating safe and strong communities by providing quality homes in well-designed places should always be a priority alongside ensuring that we are planning to accommodate the growth that is projected.
- The design of the 'place', the 'neighbourhood' matters. Therefore, whilst taller buildings will be part of the solution, the majority of sites across the borough will not necessarily be appropriate locations for tall buildings.
- Edmonton already has high rise and high density housing. There are thousands of families who live in cramped, substandard accommodation in parts of Edmonton – where in some wards 1 in 3 children are living in poverty, largely down to the soaring cost of housing because of the lack of supply.
- And those who are serious about tackling the housing crisis, should see development on the western side of the borough as well as the East.
- As regards the introduction of the permitted development rights referred to in the Opposition Paper this was a simplistic Government policy to encourage an increase in housing supply by removing the need to apply for planning permission to convert offices in to homes. This has had consequences in terms of potential impacts on jobs, quality of accommodation and the integrity and cohesion of neighbourhoods.

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- The Council applied to Government for an exemption to these changes to permitted development in 2013. This application was rejected by Government. Since then this policy had not been actively pursued, until early this year.
- The Leader did support the implementation of an Article A4 Directive in Enfield withdrawing these permitted development rights.
- In Enfield she felt that we must be holistic in planning, be firm and clear on vision practical in delivery.
- All of those things are necessary in order to create good growth for our borough, as opposed to sprawling growth, which would do nothing to reduce the inequalities our residents experience.
- In the hundredth year of council housing, the Council recently launched consultation on its draft Housing & Growth Strategy which set out how the Council will deliver more and better homes to address inequality, create a more balanced housing market and help local people access a good home.
- The Council is also committed to deliver a £41m housing investment programme, as part of a new Council housing asset management strategy, to make all our Council homes meet a standard fit for the 21st century.
- In regard to development in Southgate, only the Southgate Village scheme has been submitted for planning permission, but it is likely that the others will be submitted in the next few months. This report is about the precedent being set by the scale and location of these proposed developments and their impact on local communities.
- The Cockfosters and Arnos Grove Transport for London (TfL) scheme proposals are located at accessible transport hubs that are in principle appropriate for sustainable development for new homes. Much of the surface level car parking on the Cockfosters site is used by commuters from outside Enfield. But both of these proposals are at an early pre-application stage.
- The Southgate Office Village scheme is the subject of a live planning application which is still in the process of being assessed and has not yet been determined.
- As with all schemes, officers will consider local character and heritage as well as viability, the level of affordable housing proposed, the retention of jobs, local regeneration and quality of design.
- Proper engagement with residents from developers and the Council is crucial. A comprehensive engagement approach delivered through the recent consultation stage of the Local Plan will continue with the preparation of the next stages of the New Enfield Local Plan 2036.
- Regeneration and accelerating delivery of homes, and making sure they are of quality and affordable, is of equal importance. Homes should be of excellent design and take in account surrounding areas, not least heritage. The Leader believed that

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this could be achieved with appropriated located taller building in the borough.

- The borough would evolve and change to accommodate significant growth.

3. Other issues highlighted during the debate were as follows:

a. The need highlighted by the members of the Opposition Group:

- To acknowledge that it was essential that the right decisions were made. But the Opposition had grave concerns. They had been vocal in their opposition to the proposed 29 stories on the B&Q A10 site. If permitted this would be the tallest building in the borough and would be visible from all over, altering skylines.
- To recognise that it was important not to make the mistakes of the 1960's and to avoid future tragedies like the Grenfell Tower disaster.
- To acknowledge that the Mayor of London had said that decisions on high rise schemes were a local matter.
- Car parks were necessary to prevent people driving into Central London.
- Development needed to be balanced across the east and the west of the borough.
- The desire to work together with the administration on bringing forward plans which would improve the infrastructure in the borough such as Cross Rail 2.
- Too much development can change the character of an area.
- Large tower blocks can be isolating places to live, block sunlight and cause pressure on local health and education facilities.
- Concern about a lack of consultation with local residents.
- To acknowledge that the previous Conservation administration had carried out a lot of renovation work on the Edmonton tower blocks.
- New developments around tube stations were unlikely to serve existing local residents.

b. The need highlighted by members of the Majority Group:

- To understand that there was a need to provide housing close to transport hubs to encourage sustainable travel.
- Any new development should be tenure blind and include good design take account of heritage assets and provide the required infrastructure.
- No new development should be higher than the surrounding properties.
- New developments should be shared around the borough and not placed in the most intensively developed areas which are often where the poorest people live.

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- House building had been neglected in the past and there was a desperate need for more housing in all parts of the borough.
4. At the end of the debate Councillor Smith summed up on behalf of the Opposition Group as follows:
- It was important to make sure that the correct decisions are made on applications for high rise developments. Their impact could change the character of the borough for decades. The administration should support the existing planning guidance and be clear and unequivocal in discouraging these types of development. Buildings should be of an appropriate scale. He hoped members would support the recommendations in the Opposition Business paper.
5. Councillor Caliskan then summed up on behalf of the majority group responding to the recommendations in the Opposition Priority Business Paper:
- Councillors needed to be honest about the scale of challenge the borough faced to meet future housing need. Development was needed across the borough. She hoped that the opposition would join with her to oppose the cuts imposed by the Government and would with her to secure additional resources for the borough to help provide additional affordable homes. All planning decisions were to be taken by the Planning Committee on the advice of officers and a new Local Plan was in the process of being developed. She agreed with the Opposition comments on the need for improved infrastructure and felt that Cross Rail 2 could transform Enfield.

After the debate, the Leader's response to the Conservative Opposition Business paper, was not agreed after a vote with the following result:

For: 37
Against: 15
Abstentions: 0

**8
TREASURY MANAGEMENT OUTTURN REPORT 2018/19**

Councillor Maguire moved and Councillor Caliskan seconded the report of the Executive Director Resources presenting the Council's Annual Treasury Management Report for 2018-19. (Report No: 41)

NOTED

1. The points raised by Councillor Maguire proposing the report:
 - a. That the Council was required to produce an annual report each year setting out the Council's debt, borrowing and interest payments.

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- b. Outstanding debt to 31 March 2019 was £844.8m an increase of 148m since April 2018.
 - c. Borrowing this year has increased by £125.5m with interest payments of £19.6m. The Council had kept within its borrowing limits.
 - d. The Council borrowed money to fund the capital programme.
 - e. Tables in the report show the current borrowing, loans taken out, cost of borrowing and debt spread over 50 years.
 - f. Much of the borrowing is taken from the Public Works Loans Board.
 - g. No debt rescheduling was carried out last year.
 - h. The Council had provided assistance to schools whose accounts were overdrawn with a revolving credit facility.
 - i. When interest rates were low it was cheaper to borrow.
 - j. The current uncertainty arising from BREXIT was being monitored.
2. The following highlighted by the Opposition:
- a. Support for the actions with regard to the schools' debt.
 - b. Praise for the presentation of the report.
 - c. Concern about the levels of debt and the view that if the Council borrowed less then they would need less money to service the debt and that this was increasing pressure on the revenue budget and creating problems for the future.
 - d. As the Council sets its own borrowing limit it was not difficult to meet it.
 - e. Concern about the consequences of such high debt. Since 2010 Council debt has increased by £574m and the capital finance requirement gone up by £60m. Over the next 2 years it would reach £600m. This was felt to be unsustainable.
3. The following highlighted by the Majority Group:
- a. Thanks for officers and members for the report
 - b. Acknowledgement that this was a period with high levels of uncertainty, especially with the issue of BREXIT but that it was appropriate for the Council to strike a balance between borrowing when interest rates were low and achieving cost certainty over the period for which funds were required.
 - c. Making investments now was part of the strategy for the Council's capital programme and saves money in the future.
 - d. It was clear evidence that the Council's finances were sound and were being managed effectively and efficiently alongside measures for income generation.
4. The summing up from Councillor Maguire that the money borrowed was to enable to council to spend to invest, to build houses. In borrowing they had followed the advice of their external advisors and most of the money had been borrowed from the Public Works Loans Board. The aim of the Council was to make people's lives better.

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Following the debate, the recommendations in the report were put to the vote and agreed with the following result:

For: 36
Against: 14
Abstentions: 0

AGREED

1. To note the contents of the report.
2. To approve the revised Treasury Management Strategy noting the change to the minimum revenue provision with the addition of 4(c) set out in Appendix E to the strategy.

9

CAPITAL PROGRAMME MONITOR FIRST QUARTER (JUNE) 2019

Councillor Maguire proposed and Councillor Caliskan seconded the report of the Executive Director Resources on the Capital Programme First Quarter to June 2019. (Report No: 72A)

NOTED

1. Cabinet agreed at their meeting on 11 September 2019 to recommend the report to Council.
2. Councillor Maguire in introducing the report highlighted the following:
 - To acknowledge the good news that the Council had won £156m from the Housing Infrastructure Fund. This represented a substantial investment in Enfield and would support the Council's work to build houses in Meridian Water. Thanks to Peter George (Programme Director Meridian Water) and his officers and to all the councillors who had lobbied and supported the bid.
 - The report sets out the Council's current position on capital schemes, the estimated capital spending and required financing.
 - The Council were planning to spend £144m. £32.4m financed from external grants. Forecasts are contained in tables 1-5 in the report.
 - Table 7 shows financing for the Housing Revenue Account. Loans would only be drawn down when required.
 - There are two additions to the capital programme. Reardon Court and the Capital Condition Programme.
3. Concern from the Opposition Group:
 - That reprofiling of £63m has been required since the Capital Programme was agreed in March earlier this year, suggesting that previous forecasts had been unreliable.
 - About the lack of building work at Meridian Water and the extra £34m required for decontamination works.
 - That extra items could be charged to the capital fund.

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- About the money being spent on the Council companies including Housing Gateway. The view that this money could have been better spent on a specialist housing provider.
 - Queries about the additional monies required for environment schemes including the changes to the waste collection scheme.
 - The lack of details in the report.
4. Comments from the majority group:
- This report shows the overall expenditure for the approved capital programme and the increased funding from the GLA for Reardon Court. The Council is investing in major and minor works to improve the lives of Enfield Council tenants and address fire safety concerns.
 - That the success of the bid for Meridian Water infrastructure shows a confidence in the scheme and in Enfield which will help unlock the huge potential of the project.
5. The summing up from Councillor Maguire that the capital programme was for investing in services and should be supported by the Opposition Group. She suggested that Councillor Rawlings put her queries in writing and these would be addressed.

Following the debate the recommendations in the report were put to the vote and agreed with the following result:

For: 36
Against: 14
Abstentions: 0

AGREED:

1. To note the additions for the Capital Programme as set out in Table 3 in paragraph 4.9 and approves the addition of the following to the approved capital programme:
 - i) Reardon Court
 - ii) Corporate Capital Condition Programme (CCCP)
2. To note the proposed reductions set out in Table 4 in paragraph 4.11 of the report.
3. To note the £156m Housing Infrastructure Fund (HIF) award
4. To agree the revised four year approved programme totalling £562m as set out in Appendix A of the report.

10

ENERGETIK - TRANCHE 2 INVESTMENT DECISION

Councillor Maguire moved and Councillor Caliskan seconded the report of the Director of Commercial seeking a second tranche of funding to deliver the remainder of the Energetik Business Plan. (Report Nos: 74 and 78).

Councillor Ergin Erbil moved and Councillor Laban seconded a resolution to exclude the press and public so that the part 1 and part 2 reports could be discussed at the same time.

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RESOLVED, in accordance with Section 100(A) of the Local Government Act 1972 to exclude the press and public from the meeting for the item of business listed on part two of the agenda on the grounds that it involves the likely disclosure of exempt information as defined in Paragraph 3 (information relating to the financial or business affairs of any particular person (including the authority holding that information) of Part 1 of Schedule 12A to the Act (as amended by the Local Government (Access to Information) (Variation) Order 2006).

All press and public left the meeting at this point.

NOTED

1. Cabinet had considered this report at their meeting on 17 July 2019 and agreed to recommend that Council approve the additional funding.
2. Councillor Maguire introduced the report highlighting:
 - Energetik had been set up to provide a cheaper reliable form of renewable energy for new developments. An initial sum of £15 had been invested. So far four networks have been created.
 - It helps the Council tackle the climate change emergency reducing the borough's carbon footprint, provides improvements to air quality and health and helps alleviate fuel poverty.
 - A supply agreement with the North London Waste Authority was due to be signed by the end of the month.
3. The concerns of the Opposition Group with regards to:
 - The effectiveness of district heating systems in helping the environment.
 - The administration costs and customer resistance.
 - The difficulties in delivering the second part of the project.
 - The amount of money involved. Although provided by grants and loans, if the company were wound up, the Council would have to pay these back.
 - Risks that the system would break down or that the Meridian Water and other developers may not sign up to the scheme.
 - That the project was too ambitious and too much of a financial risk.
 - That the scheme could cause poor air quality.
 - That agreements were not fully signed up.
4. The comments of the Majority Group:
 - The report had been agreed by Cabinet the preceding week for the second tranche of funding to deliver the remainder of its business plan including the hearing infrastructure required to serve Meridian Water.
 - In October 2018 Cabinet had asked Energetik to review the alternative funding sources and to develop a more customer focussed approach and to focus on alleviating fuel poverty and helping the Council tackle the climate change emergency.

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5. Councillor Maguire summed up by saying that due diligence had been carried out, the project would be investing in fuel poverty, and needs this next tranche of money to move forward. The Council had been very cautious in their approach to the project.

Following the debate, the recommendations in the report were put to the vote and agreed with the following result:

For: 30
Against: 13
Abstention: 0

Councillor Neville voted against the recommendations.

AGREED:

1. To approve a further investment of £30m to fund phase 2a of Energetik business plan up to 2024 which is contingent on the Council securing HNIP and MEEF funding as set out in table in 3.50. For the avoidance of doubt, the execution of the Heat Supply Agreement with the NLWA is a condition precedent on the Council releasing the approved funding being sought – see 3.4.4.
2. To note that Cabinet is due to agree on the 11 September 2019 that should the Council not be able to demonstrate the need for HNIP gap funding by January 2020 as set out in the table at 3.50, the decision on an updated investment strategy will be brought back to Cabinet.
3. To approve the forecast £7.25m allocation to be added to the Council's 'Projects in the pipeline'. Addition to the approved programme will require relevant Council and Cabinet approval. Tranche 2b is the remaining investment required to deliver the full Energetik business case on the current assumptions and timelines.
4. To note that Cabinet is due to approve on 11 September 2019 the revisions to the company's 40-year Business Plan as outlined within the company's Business Plan Addendum and the revised financial projections as identified within paragraphs 3.47 to 3.49 of this report.
5. To note that Cabinet is due to approve on 11 September 2019 the delegation to the Executive Director, Resources (in consultation with the Director of Commercial) to agree and approve any items arising out of the due diligence exercise being conducted by KPMG, and from the legal and financial state aid advice.
6. To note that Cabinet is due to approve on 11 September 2019 that the Executive Director, Resources (in consultation with the Director of Commercial) is to work with the company to agree and execute an on-lending agreement to cover Tranche 2 expenditure and to implement any arrangement involving equity by the Council. As per paragraph 3.33, this is 3% or 2.13% above the blended rate, whichever is higher.
7. To note that Cabinet is due to approve in principle on 11 September 2019, subject to investment being secured from HNIP, the ring-fencing of an amount of the received interest payments from Energetik, to be used on Enfield fuel poverty projects, to be reviewed annually, noting

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that a further paper will be required in due course detailing the intervention options available.

The press and public returned to the meeting.

11

CHANGE IN ORDER OF BUSINESS

Councillor Ergin Erbil moved and Councillor Nesil Caliskan seconded a proposal under paragraph 2.2(B) of the Council procedure rules to change the order of items on the agenda.

It was proposed that motions should be taken as the next item of business.

This was agreed after a vote with the following result:

For: 30

Against: 13

Abstentions: 0

The minutes reflect the order of the meeting.

12

URGENT MOTION

Councillor Caliskan moved and Councillor Yusuf seconded the following motion:

“This Council believes that Boris Johnson’s decision to prorogue parliament during a critical period approaching the 31st October deadline is a cynical affront to the principle of parliamentary democracy. This view has been reinforced by Scotland’s highest civil court who ruled on the 11th September that the Prime Minister’s shutdown of parliament was unlawful. On the 6th September the English high court judges decided that suspending Parliament was a ‘purely political’ move by the Prime Minister.

The Prime Minister’s refusal to allow our representatives in the House of Commons to debate and scrutinise his government, is the disposal of democratic legislative scrutiny altogether.

As Johnson hurtles towards a no-deal exit, residents across Enfield are worried. The Governor of the Bank of England has warned of an instant shock to the economy in the event of a no-deal, and that medicine and food would become more expensive if the UK leaves the EU without an agreement.

EU nationals and their families living in Enfield and across the country face huge instability about their ‘settled status’ and the threatened prospect of the end of freedom of movement on the 31st October 2019.

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This council opposes the Prime Minister's decision to prorogue parliament and believes he should respect the court ruling that his actions are unlawful."

Following the debate, the motion was put to the vote and agreed with the following result:

For: 32
Against: 12
Abstentions: 0

The Mayor had agreed to accept the above motion as an urgent motion for the following reason:

"The reason for submitting this motion as an emergency is because on the 11th September 2019 Scotland's highest civil court ruled that the Prime Minister's shutdown of parliament was unlawful. The 11th September is after the 12 calendar days required for notice of a motion to Council on 18 September 2019.

Also, the Supreme Court is currently dealing with the case against the Prime Minister. These are unprecedented times and warrant the permitting of the motion."

**13
DURATION OF COUNCIL MEETING**

The Mayor advised, at this stage of the meeting, that the time available to complete the agenda had now elapsed so Council Procedure Rule 9 would apply.

NOTED that in accordance with Council Procedure Rule 9 (page 4-8 – Part 4), the remaining items of business on the Council agenda were considered without debate.

**14
REARDON COURT EXTRA CARE HOUSING SCHEME**

RECEIVED a report from the Executive Director People on the Reardon Court Extra Care Housing Scheme (Report No: 48)

NOTED

1. The Scheme was agreed and recommended to Council by Cabinet at their meeting on 17 July 2019.
2. The report was considered in conjunction with report no:51 on the part 2 agenda.

AGREED

1. To note that Cabinet agreed at their meeting on 17 July 2019:

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- 1.1 To note the content of this report, including the Council's successful bid to the Greater London Authority (GLA) for £9,443,161 capital funding to develop Extra Care Housing at Reardon Court.
 - 1.2 To delegate authority to the Executive Director of Place in consultation with the Cabinet Member for Finance and Procurement, the Director of Health & Adult Social Care and the Cabinet Member for Cabinet Member for Health & Social Care:
 - 1.3 The award of construction work contracts for the demolition and redevelopment of the site.
 - 1.4 Project management and procurement arrangements including operational resourcing, appointments for all pre and post contract construction services and submission of a planning application
 - 1.5 To approve the application of funds (circa £2.5m – see section 3.5.7) from the Kingsdowne Society Trust to this project - subject to administrators releasing the funds and the Charity Commission approval - to reduce the Council's borrowing requirement for the scheme.
2. To approve the allocation of capital funding for this development from the Council's Capital Programme based on the improved business case. (See Part 2).

The Leader of the Opposition, Councillor Joanne Laban, advised that if there had been a vote her group would have voted against.

15

OVERVIEW AND SCRUTINY WORKPROGRAMME 2019/20

RECEIVED a report from the Overview and Scrutiny Committee setting out the scrutiny annual work programme and workstreams identified for 2019/20. (Report No: 69)

NOTED

1. The report was considered at Cabinet on 11 September 2019 and recommended to Council for approval.

AGREED to approve the scrutiny work programme and workstreams for 2019/20.

16

CHANGES TO HOUSING ADVISORY BOARD

RECEIVED the report of the Director of Housing and Regeneration on revised terms of reference for the Housing Advisory Board. (Report No: 61)

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AGREED to approve the revised terms of reference for the Housing Advisory Board.

The Leader of the Opposition, Councillor Joanne Laban, advised that if there had been a vote her group would have voted against.

17

MEMBERS ALLOWANCES

AGREED that the current Members Allowances Scheme is re-approved as set out in Part 6 of the Constitution, and that the automatic increase in allowances by the average earnings as at March not be implemented for the 2019/20 financial year.

18

COUNCILLOR QUESTION TIME

1. Urgent Questions

There were no urgent questions.

2. Questions by Councillors

NOTED

1. The forty questions on the Council agenda and the written responses provided by the relevant Cabinet Members.

19

MOTIONS

The following motions lapsed under the guillotine arrangements: 16.1, 16.2, 16.3, 16.4, 16.5, 16.6, 16.7, 16.8, 16.9, 16.10, 16.11.

20

COMMITTEE MEMBERSHIP

There were no changes.

21

NOMINATIONS TO OUTSIDE BODIES

There were no changes.

22

DATE OF NEXT MEETING

NOTED that the next ordinary Council meeting will take place on Wednesday 20 November 2019 at 7pm.

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23

EXCLUSION OF PRESS AND PUBLIC

RESOLVED, in accordance with Section 100(A) of the Local Government Act 1972 to exclude the press and public from the meeting for the item of business listed on part two of the agenda on the grounds that it involves the likely disclosure of exempt information as defined in Paragraph 3 (information relating to the financial or business affairs of any particular person (including the authority holding that information) of Part 1 of Schedule 12A to the Act (as amended by the Local Government (Access to Information) (Variation) Order 2006).

24

ENERGETIK TRANCHE 2 INVESTMENT DECISION

The minute for this report has been included in the part 1 agenda.

25

REARDON COURT EXTRA CARE HOUSING

RECEIVED the part 2 report of the Executive Director People on the Reardon Court Extra Care Housing Scheme. (Report No: 51)

NOTED

1. that Cabinet had considered this scheme on 17 July 2019 and recommended it to Council for approval.
2. That the report was considered in conjunction with the part 1 report no 48.

AGREED to approve the allocation of capital funding for this development from the Council's Capital Programme (as detailed in the part 2 report) based on the improved business case.

MUNICIPAL YEAR 2019/20

REPORT NO: **143**

MEETING TITLE AND DATE
COUNCIL 20 NOVEMBER 2019

REPORT OF THE LICENSING
COMMITTEE

Contact officer and telephone number:
Ellie Green: 020 8379 8543

Agenda Part 1	Item: 5
<p>SUBJECT: Approval of Enfield's Licensing Act 2003 Policy and No Sexual Entertainment Venue Licensing Resolution</p> <p>WARD: All wards</p>	

1. EXECUTIVE SUMMARY

- 1.1 The Council has a statutory duty, following public consultation, to publish its licensing policy Licensing Act 2003, every five years.
- 1.2 The Council may also, every five years, resolve not to adopt the sexual entertainment venues licensing provisions contained within the Policing and Crime Act 2009.

2. RECOMMENDATIONS

- 2.1 To approve the minor changes in the 6th Edition of the licensing policy Licensing Act 2003.
- 2.2 To continue to resolve not to adopt the sexual entertainment venues licensing in Enfield, as per Annex 7 of the Policy.

3. THE CONSULTATION AND ITS RESULTS

- 3.1 The current 5th Edition of Licensing Policy Statement can be viewed online [here](https://new.enfield.gov.uk/services/business-and-licensing/licensing-policies/licensing-policy-licensing-act-2003-policy-statement-5th-edition-28-01-15.pdf) or by following this link: <https://new.enfield.gov.uk/services/business-and-licensing/licensing-policies/licensing-policy-licensing-act-2003-policy-statement-5th-edition-28-01-15.pdf>
- 3.2 The 6th Edition of our Licensing Policy Statement must be approved by full Council by January 2020 and that draft is attached as Annex 1.
- 3.3 The 6th Edition Licensing Policy Statement now has:
 - 3.3.1 Clarified definitions (Sections 5, 12 and 15);
 - 3.3.2 Updated borough statistics (Section 6) and crime statistics (Section 9 and annexes);

- 3.3.3 Updated responsible agencies and referral agencies such as Canal River Trust (Section 2.11) and Safer Sounds Partnership (Section 14.2);
- 3.3.4 Included the 2015 Statutory Guidance (1.5) and 2018 Public Space Protection Order (Section 17).
- 3.4 It was recommended and agreed with the Council's consultation and web team that the public consultation should take place between 12 August and 22 September 2019 (six weeks). The consultation was published on the Council's website, and general comments were to be sent to Licensing, rather than a questionnaire format. Emails advising of the consultation were sent to:
- 3.5. All Responsible Authorities and other bodies listed as required by the policy, as per page 4 of the draft 6th Edition:
 - 3.5.1 North London Chamber of Commerce;
 - 3.5.2 Voluntary Community Services (who included it in newsletters and council's Facebook page);
 - 3.5.3 All councillors, and was included in the Members Newsletters;
 - 3.5.4 Relevant communications newsletters;
 - 3.5.6 PubWatch members.
- 3.6 The Licensing Team received two responses to the consultation, which although appears a low response rate, is not unsurprising due to the low-level changes made by the 6th Edition draft.
- 3.7 The responses were received on behalf of Transport for London and London Fire Brigade and are summarised in Annex 2.
- 3.8 The minor changes in the 6th Edition of the licensing policy Licensing Act 2003, including not to adopt the sexual entertainment venues licensing provisions, as set out in Annex 7, was approved at the Licensing Committee meeting on 16 October 2019.

4. REASONS FOR THE RECOMMENDATIONS

- 4.1 To ensure that the Council is able to discharge its statutory obligations and promote its four licensing objectives.

5. COMMENTS OF THE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS

5.1 Financial Implications

- 5.1.1 This report seeks to approve the minor changes in the 6th Edition of the licensing policy Licensing Act 2003, these proposed changes have no financial implications.

5.2 Legal Implications

- 5.2.1 Section 5 of the Licensing Act 2003 requires a licensing authority to publish a statement of its licensing policy at least every five years. A policy must take into account any cumulative impact assessment (CIA) an authority has published under section 5A of the 2003 Act. The Act has four licensing objectives:

- the prevention of crime and disorder;
- public safety;
- the prevention of public nuisance;
- the protection of children from harm.

5.2.2 From this report:

- the timing of the consultation and engagement has started early in the policy formation process to genuinely consider and take into account the views of those who have responded;
- the consultation has been open to the full range of stakeholders with a substantial interest in the licensing policy and persons likely to be affected by the licensing policy;
- The principles of consultation appear to have been engaged, including, fairness, having due regard to eliminate discrimination, advance equality of opportunity and foster good relations under the Public Sector Equality Duty pursuant to the Equality Act 2010.

5.3 Property Implications - None.

6 KEY RISKS

- 6.1 The Council is at risk of public challenge if it does not promote its licensing objectives.

7 IMPACT ON COUNCIL PRIORITIES

7.1 Fairness for All

- 7.1.1 This report ensures that the Council's Licensing Policy meets its statutory obligations and continues to be able to prevent licensable activity that is not in the public interest and to reduce crime and antisocial behaviour arising from concentrations of licensed premises operating in areas affected by such disorder.

7.2 Growth and Sustainability

- 7.2.1 These recommendations continue to not restrict growth. By reducing crime and disorder will promote sustainable business.

7.3 Strong Communities

- 7.3.1 The recommendations in this report fully support this Council priority.

8 EQUALITIES IMPACT IMPLICATIONS

- 8.1 No equality impact assessment is required.

9 PERFORMANCE MANAGEMENT IMPLICATIONS

9.1 None.

10 PUBLIC HEALTH IMPLICATIONS

10.1 None.

Background Papers: None other than any identified within the report

Annex 1

LONDON BOROUGH OF ENFIELD

**LICENSING
ACT 2003**

LICENSING POLICY STATEMENT

**Sixth Edition
28 January 2020**



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1. INTRODUCTION

- 1.1 This Licensing Policy Statement ('the Policy') is issued by the London Borough of Enfield ('the Council'), as Licensing Authority, under the Licensing Act 2003 ('the Act').
- 1.2 The Policy relates to all licensing activities falling within the provisions of the Act, namely:
 - 1.2.1 the supply of alcohol (either sold by retail or supplied to a club member);
 - 1.2.2 the provision of regulated entertainment;
 - 1.2.3 the provision of late-night refreshment.
- 1.3 Supply of alcohol includes the retail sale of alcohol, including for consumption on or off premises, with or without food, and the supply of alcohol by or on behalf of a club to, or on the order of, a member of the club.
- 1.4 Regulated entertainment occurs where the entertainment takes place in the presence of an audience and is provided for the purpose, or for purposes which include the purpose, of entertaining the audience and includes:
 - 1.4.1 a performance of a play;
 - 1.4.2 an exhibition of a film;
 - 1.4.3 an indoor sporting event;
 - 1.4.4 a boxing or wrestling entertainment;
 - 1.4.5 a performance of live music;
 - 1.4.6 any playing of recorded music;
 - 1.4.7 a performance of dance;
 - 1.4.8 entertainment of a similar description.
- 1.5 The Statutory Guidance sets out the deregulatory changes to regulated entertainment which amended the 2003 Act in April 2015, and this is taken into consideration.
- 1.6
- 1.7 Late night refreshment is the provision of hot food and/or drink between the hours of 23:00 and 05:00.
- 1.8 The Policy takes into account Guidance ('the Guidance') issued by the appropriate Secretary of State under section 182 of the Act.

The Policy supports the Council's vision for Enfield to have good homes in well-connected neighbourhoods, sustain strong and healthy communities and build our economy to create a thriving place.

2. LICENSING OBJECTIVES

- 2.1 The Council, in carrying out its licensing functions under the Act, will promote the Licensing Objectives, which are:
 - 2.1.1 the prevention of crime and disorder;
 - 2.1.2 public safety;
 - 2.1.3 the prevention of public nuisance;

- 2.1.4 the protection of children from harm.

3. POLICY STATEMENT

- 3.1 The purpose of the Policy is to inform Members, applicants, residents and businesses of the key principles under which the Council will make licensing decisions.
- 3.2 Every application considered by the Council under this Policy, will be considered on its merits where relevant representations are made in respect of any application and a hearing is convened and regard is given to the Act and the Guidance and any supporting regulations.
- 3.3 The Council maintains that licensing is about the control of licensed premises, qualifying clubs and temporary events within the terms of the Act and any terms and conditions attached to licences will be focused on matters that are within the control of individual licensees and in the vicinity of premises.
- 3.4 The Crime and Disorder Act 1998 promotes the practice of partnership working to reduce crime and disorder and places a statutory duty on police and local authorities to develop and implement a strategy to tackle problems in their area. In doing so, the responsible authorities are required to work in partnership with a range of other local public, private, community and voluntary groups and with the community itself.
- 3.5 This approach recognises that both the causes of crime and disorder and the interventions required to deliver safer, more secure communities lies with a range of organisations, groups and individuals working in partnership. Crime reduction is not solely the responsibility of the police.
- 3.6 For people in the community the quality of their life in their neighbourhoods is affected by a whole range of influences. Quite rightly, they do not apportion responsibility for solutions uniquely to each individual agency and as part of our own community, we recognise situations in which the actions of one agency can positively contribute to the work of another. Local organisations working together can collectively provide interventions and responses to tackle problems and provide earlier, more effective solutions.

4. CONSULTATION

- 4.1 The Policy is made following consultation with (amongst others):
- 4.1.1 The Chief Officer of Police;
 - 4.1.2 The London Fire Brigade;
 - 4.1.3 The Council's Director of Public Health
 - 4.1.4 Bodies representing local holders of premises licences;
 - 4.1.5 Bodies representing local holders of club premises certificates;
 - 4.1.6 Bodies representing local personal licence holders;

4.1.7 Bodies representing businesses and residents in the Council's area.

5. DEFINITIONS

5.1 'Other Person' means any of the following:

Any individual, body or business entitled to make representations to licensing authorities in relation to applications for the grant, variation, minor variation or review of premises licences and club premises certificates, regardless of their geographic proximity to the premises.

5.2 'Responsible Authority' is defined in section 13(4) of the Act and means any of the following:

5.2.1 the relevant licensing authority and any other licensing authority in whose area part of the premises is situated,

5.2.2 the chief officer of police for any police area in which the premises are situated;

5.2.3 the fire authority for any area in which the premises are situated;

5.2.4 the Local Health Board for any area in which the premises are situated

5.2.5 the local authority in England whose public health functions within the meaning of the National Health Service Act 2006 are exercisable in respect of any area in which the premises are situated

5.2.6 the enforcing authority within the meaning given by section 18 of the Health and Safety at Work etc. Act 1974 for any area in which the premises are situated;

5.2.7 the local planning authority within the meaning given by the Town and Country Planning Act 1990 (c.8) for any area in which the premises are situated;

5.2.8 the local authority by which statutory functions are exercisable in any area in which the premises are situated in relation to minimizing or preventing the risk of pollution of the environment or of harm to human health;

5.2.9 a body which (i) represents those who, in relation to any such area, are responsible for, or interested in, matters relating to the protection of children from harm, and (ii) is recognised by the licensing authority for that area for the purposes of this section as being competent to advise it on such matters;

5.2.10 any licensing authority (other than the relevant licensing authority) in whose area part of the premises is situated;

5.2.11 in relation to a vessel (i) a navigation authority, (ii) the Environment Agency, (iii) Canal and River Trust, or (iv) the Secretary of State;

5.2.12 a person prescribed for the purposes of this subsection.

5.3 'Provisional statement' means a statement issued under section 31 of the Act, which relates to premises that are about to be constructed, extended or otherwise altered.

- 5.4 The Council regards ‘irresponsible price promotions’ as those that encourage people to drink faster and more than they would when normal pricing arrangements apply.

6. THE BOROUGH OF ENFIELD

- 6.1 Enfield is London’s northernmost Borough and covers 32 square miles. There are four major roads passing through, including the M25 in the north. About one third of the Borough is residential comprising some 125,000 homes. Another third is Green Belt land (predominantly in the north and west) comprising country parks, farmland and open land (including urban parks, sports fields, golf courses, allotments and school playing fields). The proportion of total green space in the borough is higher, at 45%. There are also 22 **officially** recognised Conservation Areas. The Borough has a population of 332,705 (Office of National Statistics mid-year estimate 2017).

7. CHILDREN

- 7.1 The Act imposes certain controls by way of criminal penalty relating to the access to certain premises by unaccompanied children. In addition, Policy may create further restrictions for certain premises relating to access by children.
- 7.2 The Council recognises the wide variety of premises for which licences may be granted. It also recognises that there are many circumstances where it is appropriate for children to be present on premises and seeks to encourage their access to constructive leisure pursuits that support the social fabric of the Borough. It also recognises that there are circumstances where it is appropriate to limit or prevent access by children for the purposes of the Licensing Objectives.
- 7.3 The Council will not therefore impose conditions that restrict or prevent access by children unless this is necessary to promote the Licensing Objectives. It will however seek to ensure that children are not permitted to remain at or enter certain premises after a specified cut-off time or times.
- 7.4 In determining a specified cut-off time, the committee will take into account:
- 7.4.1 the concerns of Responsible Authorities and Other Parties who have made representations;
- 7.4.2 the steps set out in an operating schedule that the licensee will take to meet the Licensing Objectives having regard to the nature of the premises or events for which the licence is required.

CHILDREN (OFF-LICENCE) POLICY

7.5 For premises supplying alcohol for consumption off premises, the Council normally requires applicants to have arrangements to ensure that children under 14 years, not accompanied by an adult, are not permitted to remain at or enter the premises after 21:00.

7.5.1 NB. The age-limit of 14 years is intended as an upper limit and does not imply that this limit will be permitted for all relevant applications.

7.6 There will be a strong presumption against access by persons under 18 to premises where any of the following apply:

7.6.1 where adult entertainment is provided;

7.6.2 where there have been convictions of the current management for serving alcohol to minors;

7.6.3 where requirements for proof of age cards or other age identification to combat the purchase of alcohol by minors is not the norm;

7.6.4 where there is a known association with drug taking or dealing;

7.6.5 where there is a strong element of gambling on the premises;

7.6.6 where the supply of alcohol for consumption on the premises is the exclusive or primary purposes of the services provided at the premises

7.7 In order to protect children, the Licensing Committee or Sub-Committee's options would include, among other things, requiring conditions relating to:

7.7.1 requirements for the production of proof of age cards or other age identification before sales are made;

7.7.2 training of staff who are authorised to sell alcohol;

7.7.3 limitations on the hours when children may be present;

7.7.4 age limitations below 18;

7.7.5 limitations or exclusions when certain activities are taking place;

7.7.6 access limited to parts of the premises;

7.7.7 requirements for accompanying adults;

7.7.8 full exclusion of people under 18 from the premises when any licensable activities are taking place.

7.8 No conditions will be imposed to the effect that children must be admitted to licensed premises.

7.9 Conditions may be imposed on licences for premises where children will be present during regulated entertainment to the effect that adult staff must be present to control the access and egress of children and to ensure their safety.

7.10 Children and cinemas:

7.10.1 The Council will require licensees to include in their operating schedules arrangements for restricting the viewing of films by children below the age of any restriction for that film as classified according to the

- recommendations of the British Board of Film Classification or the Council, as the case may be;
- 7.10.2 In respect of all premises licences and club premises certificates that authorise the exhibition of films to children, a mandatory condition will be required for the exhibition of any film to be restricted in accordance with the recommendations given to films by a body designated under section 4 of the Video Recordings Act 1984 or by the Council;
- 7.10.3 The Council will expect the premises to provide adequate numbers of attendants in accordance with model conditions from the Guidance;
- 7.10.4 It is not the Council's intention to re-classify films that have been classified by a body designated under section 4 of the Video Recordings Act 1984. However, the Council reserves the right to do so in exceptional circumstances.

8. LICENSING HOURS

- 8.1 The Council will deal with licensing hours on the merits of each individual application, again, only if relevant representations are made and there is a hearing to consider them. Applicants are expected to provide details of the measures they intend to take in order to promote the Licensing Objectives.
- 8.2 The Council recognises that variable licensing hours for the sale of alcohol may be desirable to ensure that concentrations of customers leaving premises simultaneously are avoided. However, where this may lead to longer opening hours the Council also recognises the potential for additional crime and disorder and/or public nuisance that may arise.
- 8.3 However, there is no general assumption in favour of lengthening licensing hours and the four Licensing Objectives should be paramount considerations at all times. Where there are representations against an application and the Sub-Committee believes that extending the licensing hours would undermine the Licensing Objectives, they may reject the application or grant it with appropriate conditions and/or different hours from those requested.
- 8.4 Stricter conditions with regard to licensing hours may be required for licensed premises situated in or immediately adjacent to residential areas to ensure that disturbance to local residents is avoided. This will particularly apply in circumstances where, having regard to the location, size and nature of the licensed premises, it is likely that disturbance will be caused to residents in the vicinity of the premises by concentrations of people leaving, particularly during normal night-time sleeping periods. It is accepted that applicants' operating schedules may adequately provide for such circumstances and the Council will not seek to impose stricter conditions unless relevant representations are received, and a hearing takes place.
- 8.5 The Council takes the view that persons under 18 may be at risk by late night access to premises primarily used for the sale and consumption of

alcohol. In particular, exposure to late night drinking may encourage illegal drinking and detrimentally affect studies and work.

CHILDREN (ON-LICENCE) POLICY

8.6 There is a strong presumption that the Council will not license premises to permit persons under the age of 18 to be present on premises after 23:00, where the premises are exclusively or primarily used for the sale and consumption of alcohol on the premises.

8.7 'Off sales':

8.7.1 The Guidance recommends to Licensing Authorities that shops, stores and supermarkets should normally be permitted to sell alcohol during their normal trading hours, for consumption off premises, where consistent with the Licensing Objectives;

8.7.2 Whilst accepting this principle in respect of certain premises, the Council also recognises that in individual cases availability of alcohol, particularly late at night, can contribute to anti-social behaviour around premises licensed to sell alcohol for consumption off premises;

8.7.3 Licences for the sale of alcohol for consumption off premises, particularly late-night sales, will be resisted and/or limitations may be imposed in the case of specific premises known to be or likely to be, a focus of crime and disorder, nuisance or those presenting a risk of harm to children.

8.8 Late Night Takeaway Premises:

8.8.1 Applications for premises offering late night take away food and drink will be considered on their individual merits and in the absence of relevant representations shall be granted in accordance with the application subject only to such conditions as are consistent with the operating schedule and conditions that are mandatory under sections 19 to 21 of the Act;

8.8.2 However, the impact upon the licensing objectives from people gathering at such premises, particularly after other licensed premises have closed, can be considerable. In determining licensing hours, regard will therefore be had to the density and closing times of licensed premises in the vicinity;

8.8.3 The cumulative effect of litter in the vicinity of premises carrying on licensable activities can cause public nuisance. For example, it may be appropriate and necessary for a condition of a licence to require takeaway premises to provide litterbins in order to prevent the accumulation of litter.

9. CUMULATIVE IMPACT POLICY

Introduction

9.1 The Guidance provides that the cumulative impact of licensed premises on the promotion of the licensing objectives is a proper matter for a licensing authority to consider in developing its licensing policy statement. Cumulative impact means the potential impact on the promotion of the

licensing objectives of a significant number of licensed premises concentrated in one area.

- 9.2 The steps to be followed in considering whether to adopt a special policy relating to cumulative impact within the council's statement of licensing policy are as follows:
- 9.2.1 Identify concern about crime and disorder or public nuisance;
 - 9.2.2 Consider whether there is good evidence that crime and disorder or nuisance is happening and is caused by the customers of licensed premises or, that the risk of cumulative impact is imminent;
 - 9.2.3 Identify the boundaries of the area where problems are occurring;
 - 9.2.4 Consult those specified in section 5(3) of the Act, and subject to the outcome of the consultation, include and publish details of the cumulative impact within the licensing policy statement.
- 9.3 The effect of adopting a cumulative impact is to create a rebuttable presumption that applications for new premises licences or club premises certificates or variations that are likely to add to the existing cumulative impact will normally be refused, following relevant representations, unless the applicant can demonstrate in their operating schedule that there will be no negative cumulative impact on the licensing objectives.

Identifying Concern about Crime and Disorder or Public Nuisance

- 9.4 In 2009 the Council's Community Safety Service, in partnership with the Metropolitan Police, identified two areas where there was a positive correlation between the concentrations of licensed premises and the levels of anti-social behaviour and crimes of violence against the person. After due consideration, it was not considered appropriate at that time to adopt those areas as being subject to cumulative impact within the Council's licensing policy.
- 9.5 Further work by the Community Safety partnership and the police in 2012 led to the conclusion that the cumulative impact of a concentration of licensed premises in four areas of Enfield is undermining the promotion of the licensing objectives in those areas.
- 9.6 Police statistics are known to underestimate the numbers of alcohol related crime because of the high level of under reporting. Government estimates suggest that almost a half of all violent crime is alcohol related. But nationally the burden of alcohol related crime goes much wider than that, because alcohol related crime and drunken offenders place a huge burden on the police and other public services:
- 9.6.1 from approximately 10.30pm to 3am the majority of arrests are for alcohol-related offences;
 - 9.6.2 there is the potential for routine incidents of public nuisance to escalate to more serious, especially violent, offences;
 - 9.6.3 dealing with intoxicated offenders can be difficult and time consuming. For example, they may have to be kept in cells long enough to sober up; while they are there the police have a duty of care and have to ensure the offender does not come to harm by choking on their own vomit. The

- offender may have to be checked every 15 minutes. Medical attention may be necessary. Female offenders need female police officers to attend certain procedures who may have to be taken off other duties;
- 9.6.4 intoxicated prisoners can be disruptive, uncooperative and may present severe hygiene problems, urinating or defecating in their clothing during or after arrest.
- 9.7 All local authorities must fulfil their responsibilities under section 17 of the Crime and Disorder Act 1998 when carrying out their functions as licensing authorities under the Licensing Act 2003. Section 17 places a duty on local authorities and the police to do all they reasonably can to prevent crime and disorder in their area.
- 9.8 The Guidance states that the four licensing objectives are paramount considerations at all times. But the Guidance also identifies a number of other key aims and purposes which it says should be the principal aims for everyone involved in licensing work. They include 'the necessary protection of the public and local residents from crime, anti-social behaviour and noise nuisance caused by irresponsible licensed premises.

Evidence that crime and disorder or nuisance are happening and are caused by the customers of licensed premises, or that the risk of cumulative impact is imminent

- 9.9 Annex 1 details the following information:**
- 9.9.1 All Crime Reports from 2014 to 2018 with % change;
- 9.9.2 All Alcohol Related Violence Against the Person 2014 to 2018 with % change;
- 9.9.3 All Alcohol Related Crime 2014 to 2018 with % change;
- 9.9.4 All Alcohol Related Anti-Social Behaviour Calls by Ward from 2014 to 2018 with % change.
- 9.10 Public nuisance caused by noise is a cause of great concern to local residents who may be trying to sleep themselves or who have young children who are woken at night by intoxicated revellers.
- 9.11 **Annex 3 to 6** shows the maps of the Cumulative Impact Policy (CIP).

Consultation on Cumulative Impact Policies

- 9.12 In light of the concerns and evidence about alcohol related crime and disorder and public nuisance, set out above in this policy statement, the Council consulted those specified in section 5(3) Licensing Act 2003.

CUMULATIVE IMPACT POLICY

- 9.13** Any applications for new premises licences and/or club premises certificates and/or provisional statements and any applications for variations of those authorisations for hours within the limits set out below (referred to as Core Hours) for premises and/or clubs inside the cumulative impact policy areas will generally be granted, subject to consideration of any representations about the way in which the application will promote the licensing objectives.
- 9.14** Any applications for new premises licences and/or club premises certificates and/or provisional statements and any applications for variations of those authorisations for hours outside the limits set out below (referred to as Core Hours) for premises and/or clubs inside the cumulative impact policy areas will, when subject to relevant representations, be subject to the presumption against grant that is implicit in a cumulative impact policy.
- 9.15** Core Hours:
- 9.15.1** Sale/supply of alcohol (off supplies only):
Monday to Sunday 08:00 to 24:00
- 9.15.2** Plays, Films, Indoor sporting events, Boxing or wrestling entertainments, Live music, Recorded music and/or Performance of dance:
Monday to Sunday 09:00 to 24:00
- 9.15.3** Sale/supply of alcohol (on supplies only or on & off supplies):
Monday to Sunday 10:00 to 24:00
- 9.15.4** Late night refreshment:
Monday to Sunday 23:00 to 24:00
- 9.15.5** New Year's Eve: Any premises or club that is licensed for both the on supply of alcohol and for regulated entertainment may remain open and provide their licensed activities from the end of licensed hours on New Year's Eve to the start of licensed hours on New Year's Day.

Conclusion

- 9.16** In developing these policies, the council has given careful consideration to the whole of the Guidance. In particular, it has considered that, in some circumstances, flexible licensing hours can ensure that concentrations of customers leaving premises simultaneously are avoided, which can help to reduce the friction at late night fast food outlets, taxi ranks and bus stops which sometimes lead to friction and to crime and disorder.
- 9.17** It also takes note of the need to ensure a thriving and safe evening and night time economy which are important to investment and employment locally but have to be balanced against the requirement to promote the licensing objectives. Some premises, for example restaurants where there is no 'take away' facility and alcohol is only provided as ancillary to substantial food provided to people seated at table, generally have a lower

incidence of crime than premises selling alcohol where substantial food is not available and there is little seating.

- 9.18 The policy of the council takes account of the particular circumstances that apply in each of the designated cumulative impact areas in Enfield and the evidence that problems of crime and disorder and public nuisance are generally associated with longer and later hours. It is the view of the Police nationally that longer and later hours for premises licensed to sell alcohol lead to problems later in the night and that those problems are most apparent outside the licensed premises and around fast food outlets and taxi ranks.
- 9.19 It is not the intention of the Council to impose a particular terminal hour in any area of Enfield, as urged against in the Guidance. Where an application is made for later hours than the core hours, and representations are made, then such applications will always be carefully considered against the above policies and any relevant representations. The consideration of hours of operation will include the context of each application within each of the licensing objectives. For example, the hours at which noise may occur and the extent to which that may affect local resident's sleep and relaxation, will be a consideration because late night premises may have an impact on the local environment and can cause public nuisance.
- 9.20 Neither is it the intention of the Council to impose quotas, based on either the number of premises or the capacity of those premises. Quotas could indirectly have the effect of predetermining the outcome of an application. The licensing authority will consider each application with regard to the Council's policies and each application will be determined with a view to promoting the licensing objectives.

10. LICENCE APPLICATIONS AND REVIEW

- 10.1 In its consideration of applications or in a review of a licence where representations have been received, the Council must give appropriate weight to the steps that are necessary to promote the Licensing Objectives; the representations presented by all parties; the Guidance; and this Policy. Where relevant, particular regard will be given to the factors shown under Special Factors for Consideration below. Particular regard will be given to evidence identifying any history or pattern of practice which impacts upon the Licensing Objectives.
- 10.2 When preparing their Operating Schedules, applicants should consider the Special Factors for Consideration below. The Council may refuse to grant or may attach conditions to a licence where it is not satisfied that these factors have been properly addressed by the applicant's Operating Schedule.

- 10.3 In reviewing a licence, after representations and/or after a hearing, the Council will consider, and take into account, the complaints history of the premises and all other relevant information.

11. OPERATING SCHEDULES

- 11.1 An Operating Schedule is submitted with a licence application and contains the information required by section 17(4) of the Act. Among other things, it includes the steps that the applicant proposes to take to promote the Licensing Objectives. Where a risk to the Licensing Objectives is present, the Council expects applicants to specifically address in their operating schedules, how they will meet the Special Factors for Consideration.

12. SPECIAL FACTORS FOR CONSIDERATION

- 12.1 **Prevention of Crime and Disorder** - the means by which crime and disorder will be or is prevented by the effective management and operation of the licensed activities including:
- 12.1.1 crime prevention design, including adequate lighting of car parks and CCTV;
 - 12.1.2 text/radio pagers;
 - 12.1.3 door supervision, including arrangements for screening for weapons and drugs;
 - 12.1.4 other measures to control violent, drunken or abusive behaviour (including exclusion of troublemakers; refusal to sell to those who are or appear to be drunk or under age; use of toughened and plastic 'glasses'; and bottle bins);
 - 12.1.5 drug dealing and abuse;
 - 12.1.6 prostitution and indecency;
 - 12.1.7 methods to discourage drinking of alcohol supplied for consumption on the premises, in a public place in the vicinity of the premises;
 - 12.1.8 methods to discourage taking alcohol off the premises in open containers;
 - 12.1.9 methods to discourage the handling and distribution of stolen, counterfeit goods or other illegal goods;
 - 12.1.10 capacity limits where necessary to prevent overcrowding or prevent nuisance upon entry and exit;
 - 12.1.11 appropriate ratio of tables and chairs to customers (based on the capacity) where the premises are used exclusively or primarily for the 'vertical' consumption of alcohol;
 - 12.1.12 irresponsible alcohol promotion.
- 12.2 **Public Safety** - the means by which risk to public safety will be or is prevented by the effective management and operation of the licensed activities including:
- 12.2.1 whether the premises has a licence or other authorised document specifying the maximum number of persons that can attend it;

- 12.2.2 whether the applicant has carried out a fire risk assessment as to the maximum number of people who can attend the premises safely and evacuate it in an emergency;
 - 12.2.3 measures to record and limit the number of persons on the premises;
 - 12.2.4 the adequacy of transportation arrangements to ensure that customers may safely travel to and from the premises and nuisance is avoided by concentrations of people unable to access transport in a timely manner;
 - 12.2.5 confirmation that any arrangements or advertising of taxis solely relate to taxis licensed by a recognised licensing authority;
 - 12.2.6 arrangements to ensure the safety for users, including people with disabilities, in the event of fire or other emergency;
 - 12.2.7 the safe storage and use of special effects such as fireworks or other explosives, firearms, real flame, strobe lighting / lasers etc;
 - 12.2.8 for dance events, the provision of measures to combat overheating, including availability of drinking water, air conditioning and ventilation.
- 12.3 **Prevention of Nuisance** - the means by which nuisances will be or are prevented by the effective management and operation of the licensed activities including:
- 12.3.1 noise from delivery vehicles;
 - 12.3.2 noise from vehicles delivering and collecting customers;
 - 12.3.3 noise and/or vibrations emanating from the premises including extended/external areas such as beer gardens;
 - 12.3.4 noise, anti-social behaviour and other disturbance caused by persons leaving the premises;
 - 12.3.5 in relation to urination in public places the means to prevent nuisances should include the adequacy of lavatories, financial contributions towards the provision and/or maintenance of public urinals and supervision in the vicinity of the premises;
 - 12.3.6 congregations of persons, whether consuming alcohol or not, either waiting to enter, leaving or spilling/standing outside the premises;
 - 12.3.7 litter and accumulations of rubbish;
 - 12.3.8 the removal from premises of drinking vessels and bottles;
 - 12.3.9 vermin and pests;
 - 12.3.10 light pollution;
 - 12.3.11 use of fireworks or other explosives / special effects;
 - 12.3.12 noxious smells;
 - 12.3.13 arrangements to ensure that public lavatories within premises are available for use throughout the entire period that the public are on those premises;
 - 12.3.14 noise from persons smoking outside the premises;
- 12.4 **Protection of Children from Harm** - the means by which harm to children will be or is prevented by the effective arrangement and operation of the licensed activities including:
- 12.4.1 the prevention of unlawful supply, consumption and use of alcohol and drugs and other products which it is illegal to supply to children, including proof of age arrangements;
 - 12.4.2 premises restrictions on the access by children to the whole or any part of premises, including times when children may not be present;

- 12.4.3 the protection from inappropriate exposure to strong language, expletives or entertainment of an adult or sexual nature;
- 12.4.4 the protection from significant gambling;
- 12.4.5 arrangements to deter, drug taking or dealing;
- 12.4.6 adequacy of controls on the times during which children may be present on the premises;
- 12.4.7 the nature of the licensed premises and facilities provided e.g. sporting, cultural and recreational, where these may provide a tangible social benefit, particularly for children and may contribute to crime and disorder reduction and the protection of children from harm.

13. CONDITIONS

- 13.1 When relevant representations are made by a Responsible Authority or Other Person, the Committee may impose conditions on licences. Any such conditions, which must be necessary for the promotion of the Licensing Objectives, will be specific to the individual premises and events. Conditions may be drawn from the model pool of conditions in the Guidance.
- 13.2 Special conditions may be imposed for certain types of venues to prevent the sale and consumption of drugs and to create a safer environment for those who may have taken them. These conditions will take into account the "Safer Nightlife" initiative and model conditions from the Guidance. Where these conditions are to be imposed advice maybe sought from appropriate bodies such as the Police, who it is envisaged will make representations on such applications.
- 13.3 The Council will have regard to the impact of licensable activities at specific premises on persons living and working in the vicinity of those premises, which are disproportionate and unreasonable. These issues will mainly concern noise, light pollution, noxious smells, litter and vermin and pest infestations. Nuisance may include, in appropriate circumstances, the detrimental impact upon the living and working amenity and environment of 'other persons'. Special conditions and other limitations may be considered necessary where customers may be inclined towards carelessness and anti-social behaviour as a result of consuming alcohol.
- 13.4 The Council will give consideration to setting capacity limits for licensed premises or clubs where it may be necessary for public safety or otherwise to prevent over-crowding which may lead to disorder and nuisance. Where applicable, further consideration will also be given to whether door supervisors would also be needed to ensure that the numbers are appropriately controlled.
- 13.5 The Council recognises proper account will need to be taken to encourage and promote live music, dancing and theatre for the wider cultural benefit of the community, including for example, opera, jazz and the performance of a

wide range of traditional and historic plays, contemporary music and other arts.

14. SIGNIFICANT EVENTS

- 14.1 The Council recommends that for significant events, a comprehensive risk assessment is undertaken by premises licence holders to ensure that matters related to the licensing objectives are identified and addressed.
- 14.2 The Metropolitan Police advises licence holders to refer to organisations such as the 'Safer Sounds Partnership', or similar to assist operators in risk assessing their own premises or events before finalising arrangements.

15. TEMPORARY EVENTS

- 15.1 The Act requires that a Temporary Event Notice (TEN) must be given to the licensing authority no later than 10 working days or a Late Temporary Event Notice (LTEN) must be given to the Licensing Authority no later than 5 working days, before the day on which the event begins. Nevertheless, the Council will seek the co-operation of Personal Licence holders and other people serving TENs in allowing more than the minimum required 10 days. To this end the Council strongly recommend giving (the longest possible notice) at least three months' notice to hold all but the smallest events; this will allow the Council to help organisers plan their events safely and may mean the Police are less likely to object to the proposed event.
- 15.2 Organisers of temporary events should be aware that although a licence or authorisation may not be needed under the Act, other legislation might apply. This can include:
 - 15.2.1 Health and Safety at Work etc. Act 1974;
 - 15.2.2 Regulatory Reform (Fire Safety) Order 2005;
 - 15.2.3 Environmental Protection Act 1990.
- 15.3 Organisers of temporary events should also be aware that it is highly likely that the Council's enforcement officers will visit events held under the terms of a Temporary Event Notice to ensure compliance with legal requirements. While mindful of the Council's Enforcement Policy, the Council will normally prosecute where serious offences are detected.
- 15.4 Organisers and promoters of temporary events should be mindful of the 'Special Factors for Consideration' outlined above.

16. ENFORCEMENT

- 16.1 The Council will follow the Better Regulation and Hampton principles and shall endeavour to be:

- 16.1.1 **Proportionate** - regulators should only intervene when necessary, remedies should be appropriate to the risk posed, and costs identified and minimised;
- 16.1.2 **Accountable** - regulators must be able to justify decisions, and be subject to public scrutiny;
- 16.1.3 **Consistent** - rules and standards must be joined up and implemented fairly;
- 16.1.4 **Transparent** - regulators should be open, and keep regulations simple and user friendly;
- 16.1.5 **Targeted** - regulation should be focused on the problem and minimise side effects.

- 16.2 The Council will endeavour to avoid duplication with other regulatory regimes so far as possible.

- 16.3 The Council will adopt a risk-based inspection programme. The Council's risk model for premises licences will be based upon the Licensing Objectives.

- 16.4 The main enforcement and compliance role for the Council under the Act is to ensure compliance with the premises licences and other permissions which it authorises.

- 16.5 The Council's enforcement/compliance protocols/written agreements and risk methodology will be available on the Council's website.

17. INTEGRATION OF POLICIES AND AVOIDANCE OF DUPLICATION

- 17.1 The Council will seek to avoid any duplication with other statutory/regulatory systems where possible. The Council will not have regard to whether or not a proposal by the applicant is likely to be permitted in accordance with the law relating to planning or building.

- 17.2 The Council has adopted powers to designate the whole borough as a place where alcohol may not be consumed publicly and falls under the Public Space Protection Order introduced on 31 March 2018 and replaced the former designated drinking control zones.

- 17.3 The Council and its partners has produced an Alcohol Harm Reduction policy, which the Council will take into account in considering representations to licence applications and complaints from Responsible Authorities and Interested Parties seeking a review of a licence.

18. CONTACT DETAILS

- 18.1 Further information and advice on this Licensing Policy Statement, the requirements of the Licensing Act 2003 and related matters is available from the Council as follows:

- 18.2 Email: licensing@enfield.gov.uk or via the Internet: www.enfield.gov.uk

ANNEX 1 - CUMULATIVE IMPACT POLICY - 2014 TO 2018 COMPARISON

All Crime Reports from 2014 to 2018 with % change									
Area	2014	2015	2016	2017	2018	%change 2014/15	%change 2015/16	%change 2016/2017	%change 2017/2018
Upper Edmonton	2209	2034	2142	2480	2642	-7.9%	5.3%	15.8%	6.5%
Enfield Highway	1313	1257	1179	1329	1415	-4.3%	-6.2%	12.7%	6.5%
Enfield Town	206	714	708	605	747	246.6%	-0.8%	-14.5%	23.5%
Southgate	1044	866	912	1033	1220	-17.0%	5.3%	13.3%	18.1%

All Alcohol Related Violence Against the Person 2014 to 2018 with % change									
Area	2014	2015	2016	2017	2018	%change 2014/15	%change 2015/16	%change 2016/2017	%change 2017/2018
Upper Edmonton	23	26	8	8	9	-12.5%	-71.4%	200.0%	-50.0%
Enfield Highway	12	18	3	6	3	50%	-83.3%	100%	-50%
Enfield Town	4	18	15	7	7	-33.3%	-50%	66.7%	40%
Southgate	12	12	8	5	3	0%	-33.3%	-37.5%	-40%

All Alcohol Related Crime 2014 to 2018 with % change									
Area	2014	2015	2016	2017	2018	%change 2014/15	%change 2015/16	%change 2016/2017	%change 2017/2018
Upper Edmonton	56	49	27	22	18	-12.5%	-44.9%	-18.5%	-18.2%
Enfield Highway	34	30	9	11	8	-11.8%	-70%	22.2%	-27.3%
Enfield Town	7	29	24	17	13	314.3%	-17.2%	-29.2%	-23.5%
Southgate	29	23	16	15	10	-20.7%	-30.4%	-6.3%	-33.3%

All Alcohol Related Anti-Social Behaviour Calls by Ward from 2014 to 2018 with % change									
Area	2014	2015	2016	2017	2018	%change 2014/15	%change 2015/16	%change 2016/2017	%change 2017/2018
Upper Edmonton	8	8	12	7	12	0%	50%	-41.7%	71.4%
Enfield Highway	3	8	3	6	3	166.7%	-62.5%	100%	-50%
Enfield Town	8	6	6	8	4	-25%	0%	33.3%	-50%
Southgate	10	3	4	1	2	-70%	33.3%	-75%	100%

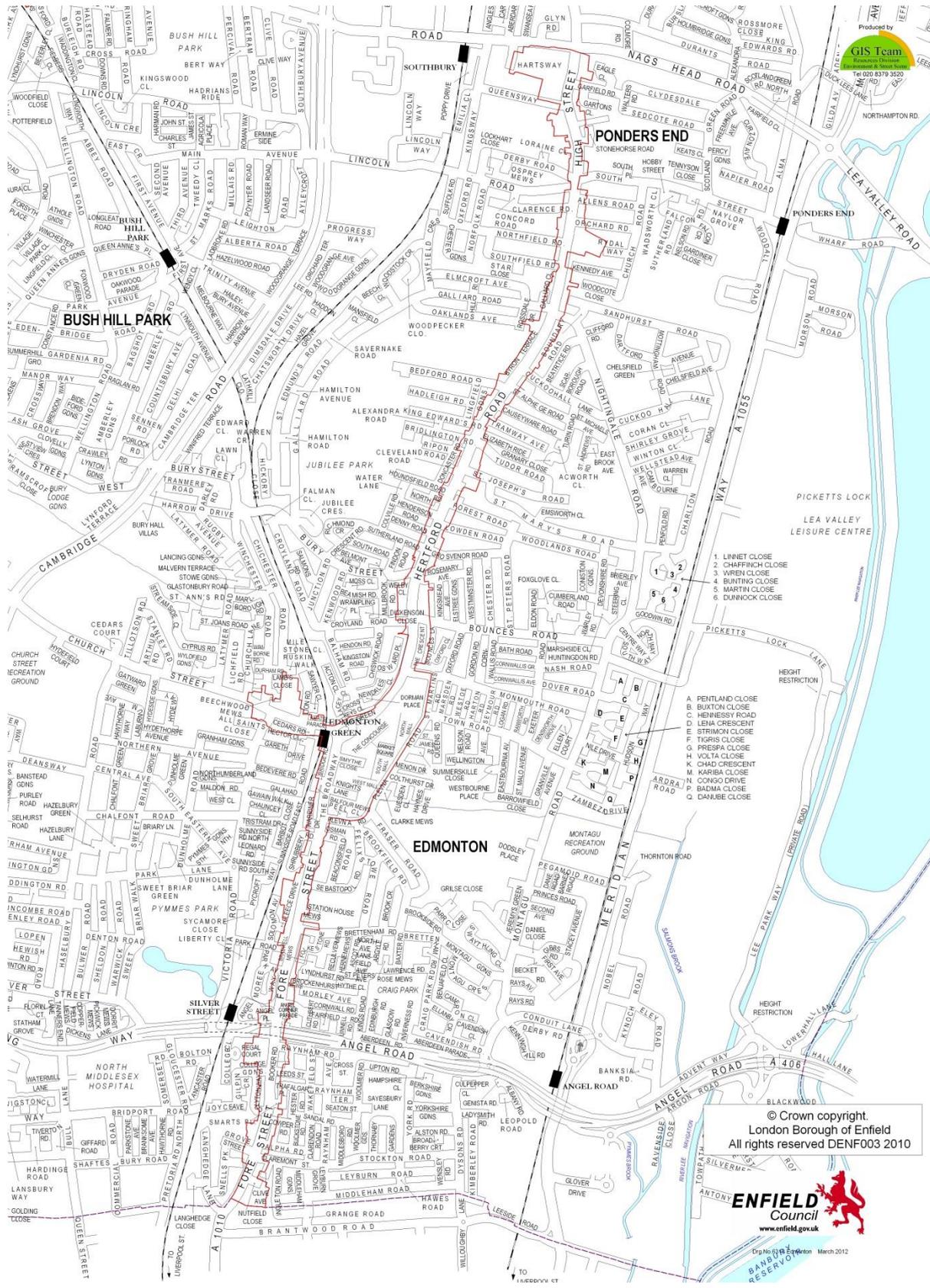
ANNEX 2 – CUMULATIVE IMPACT POLICY - NOISE DATA

The following information is based on all domestic and commercial noise complaints received by Enfield Council within the calendar year from 2014 to 2018:-

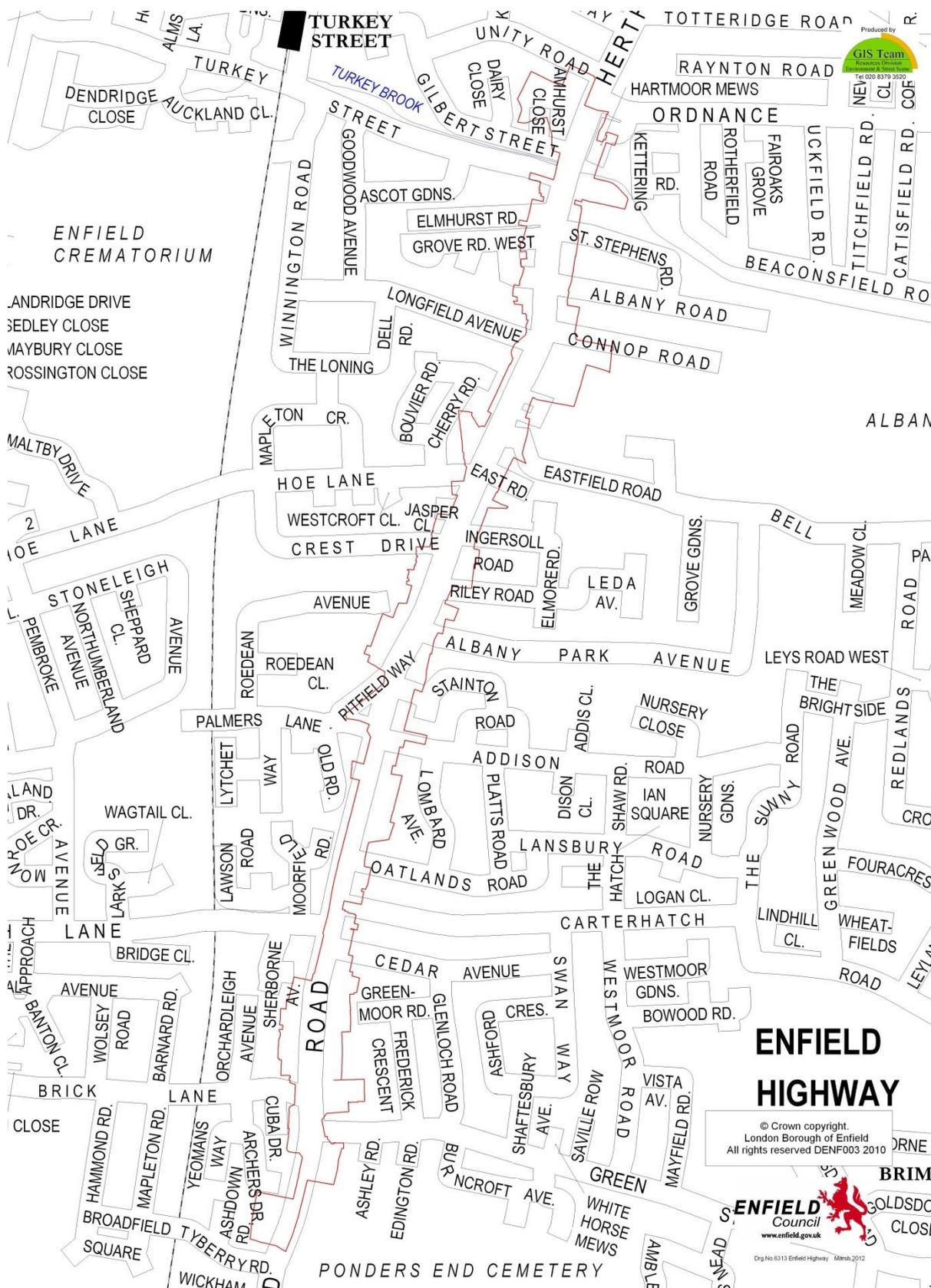
All Domestic Noise Complaints by Ward from 2014 to 2018 with % change									
Area	2014	2015	2016	2017	2018	%change 2014/15	%change 2015/16	%change 2016/2017	%change 2017/2018
Upper Edmonton	202	151	138	154	164	-25%	-9%	+12%	+6%
Enfield Highway	171	176	145	158	153	+3%	-18%	+9%	-3%
Enfield Town	117	122	79	74	75	+4%	-65%	-6%	+1%
Southgate	120	81	101	85	83	-67%	+25%	-15%	-2%

All Commercial Noise Complaints by Ward from 2014 to 2018 with % change									
Area	2014	2015	2016	2017	2018	%change 2014/15	%change 2015/16	%change 2016/2017	%change 2017/2018
Upper Edmonton	20	25	20	16	5	+25%	-20%	-20%	-69%
Enfield Highway	20	34	11	9	30	+70	-68%	-18%	+330%
Enfield Town	24	33	21	19	18	+37%	-36%	-10	-6
Southgate	40	37	27	54	46	-8%	-27%	+100%	-15%

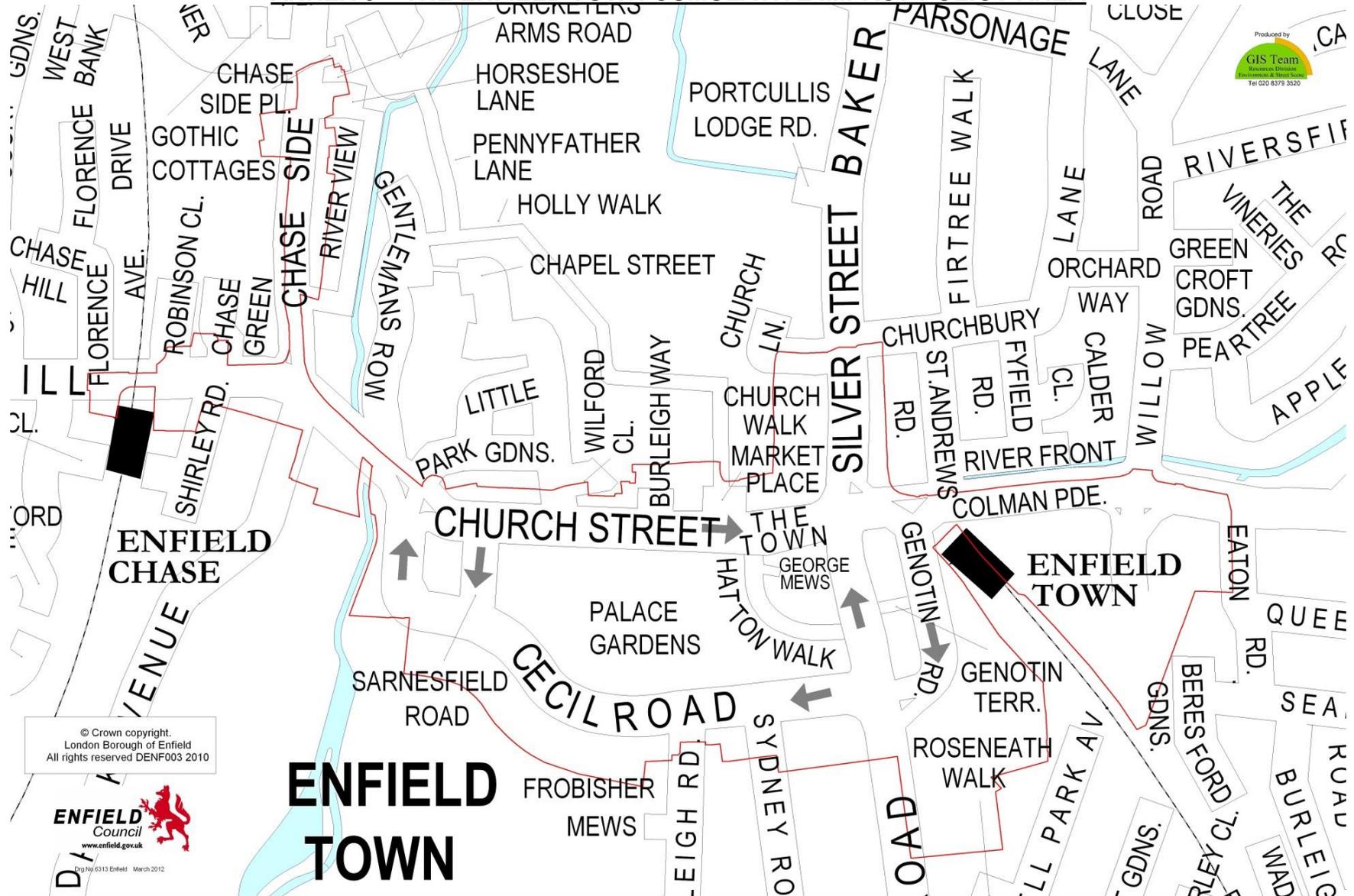
ANNEX 3 – THE EDMONTON CUMULATIVE IMPACT POLICY AREA



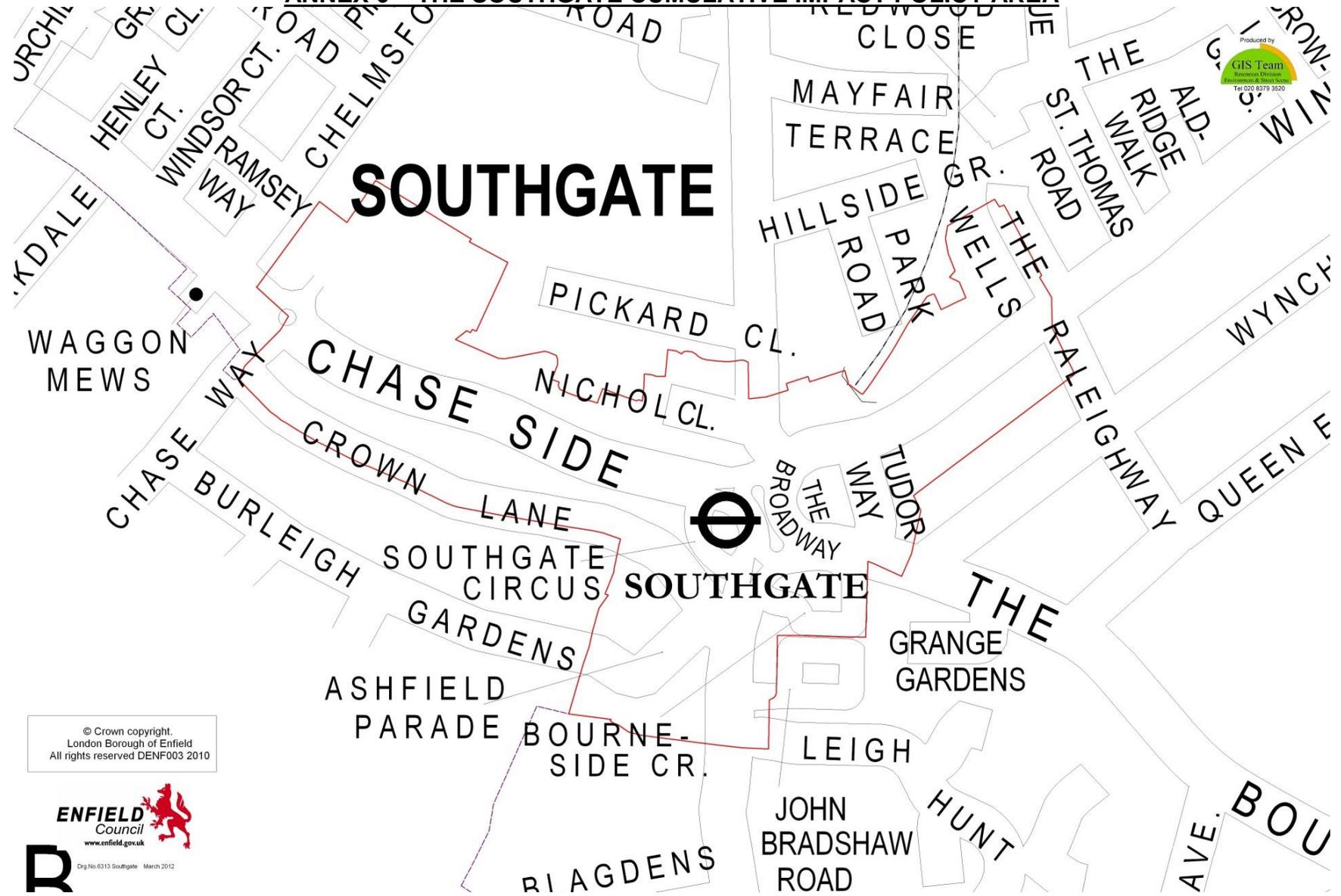
ANNEX 4 – THE ENFIELD HIGHWAY CUMULATIVE IMPACT POLICY AREA



ANNEX 5 – THE ENFIELD TOWN CUMULATIVE IMPACT POLICY AREA



ANNEX 6 – THE SOUTHGATE CUMULATIVE IMPACT POLICY AREA



Produced by
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R Dig No 6313 Southgate March 2012

ANNEX 7 – SEXUAL ENTERTAINMENT VENUES AND SEX ESTABLISHMENTS

The information below is provided for convenience and is complementary to, but does not form part of, the Policy under the Act :

Sexual Entertainment Venues - Policing and Crime Act 2009

On 28 March 2012 the Council resolved to refuse to adopt the sexual entertainment venues licensing provisions contained within the Policing and Crime Act 2009. Therefore Sexual Entertainment Venue Licences are not required in Enfield.

Sex Establishments - Local Government (Miscellaneous Provisions) Act 1982 (as amended)

The Council has adopted the legislation in relation to sex establishments.

The Council has resolved that the appropriate number of Sex Establishment Licences to be granted in the Borough is nil.

Any application received will be considered on its merits and in accordance with the Council's policy that the Licensing Sub-Committee should exercise caution in considering any such application.

ANNEX 8 - SUMMARY OF AGE RESTRICTIONS

The table below summarises certain age restrictions. The list is not exhaustive and is provided as a guide :

Type of Premises	Access or sales restriction (Source in brackets)
Premises exclusively or primarily used for the sale or supply of alcohol for consumption on the premises	No unaccompanied under 16's at any time (section 145 of the Act) No under 18's after 23:00 (Policy)
Other licensed premises whilst open for the sale or supply of alcohol for consumption on those premises	No unaccompanied under 16's between the hours of midnight and 05:00 (section 145 of the Act)
All licensed premises whilst open for the sale or supply of alcohol for consumption on those premises	Under 18's only until 'specified cut-off time' identified in the premises licence (where applicable) (Policy)
Off-licensed premises	No unaccompanied under 14's after 21:00 (Policy)
All premises	No sale of alcohol to under 18's (except 16 and 17 year olds where supplied as part of a table meal where an over 18 is present). (Section 146 of the Act)
Film exhibition	Restricted in accordance with film classification (Section 29 of the Act)

Annex 2

Responses to Consultation

Response to Consultation	Comment from LBE
<p>Transport for London: I have just read through your draft document and welcome any improvements to tackle anti-social behaviour within the borough. If there are any issues that you feel that we can help you with then please feel free to let us know.</p>	<p>Acknowledged, no action required in relation to this policy.</p>
<p>London Fire Brigade: We have looked through Enfield's licensing policy as circulated for consultation and would make the following comments in response on behalf of the London Fire Brigade:</p> <ol style="list-style-type: none"> 1. P16 –para 12.2.1 delete 'fire certificate' insert instead 'other authorised document'; 2. P16 – para 12.2.2 delete 'risk assessment' insert instead 'fire risk assessment'; and 3. P18 –para 15.2.2 delete 'Fire Precautions Act 1971' and insert 'Regulatory Reform (Fire Safety) Order 2005'. 	<p>Acknowledged and appropriate amendments inserted.</p>

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MUNICIPAL YEAR 2019/2020 REPORT NO.**126****MEETING TITLE AND DATE:**Cabinet - 13th NovemberCouncil - 20th November**REPORT OF:**Executive Director of
Resources**Agenda – Part:1****Item: 6****Subject:** Capital Programme Monitor
Second Quarter (September) 2019**Wards:** All**Key Decision No:5015****Cabinet Member consulted:****Contact:** Matt Bowmer**Tel:** 0208 379 5580**E-mail:** Matt.Bowmer@enfield.gov.uk**1. EXECUTIVE SUMMARY**

- 1.1 The purpose of this report is to inform Members of the position up to the end of September 2019 regarding the Council's Capital Programme (2019/20 to 2022/23) considering the latest information for all capital schemes including the funding arrangements.
- 1.2 The report shows that the overall expenditure for the approved programme is projected to be £111m for the General Fund, £96m for HRA and £17m for Enfield Companies for 2019/20.
- 1.3 The report sets out the estimated capital spending plans for 2019/20 to 2022/23 including the proposed arrangements for funding and confirms that the revenue financing costs for the approved 2019/20 to 2022/23 programme are provided for within current budgets.

2 RECOMMENDATIONS

Council as to be recommended by Cabinet (13 November 2019)

- 2.1 Notes the additions to the Capital Programme set out in Table 3 in paragraph 4.18 and approves the addition of the following to the approved Capital Programme:
- i. A further investment of £30m to fund Phase 2A of the Energitik business plan to 2024.
 - ii. This is made up of a £5m grant and £9.761m loan from the Heat Network Investment Project.
 - iii. £0.239m further borrowing by the Council
 - iv. Match funding requirement of £15m to be sought through MEEF
- 2.2 Agrees the proposed reductions set out in Table 4 in paragraph 4.20.
- 2.3 Agrees the revised five-year approved programme totalling £964m as set out in Appendix A.

3. BACKGROUND

- 3.1 The Council's Capital Programme is continually reviewed, and monitoring reports are submitted to Cabinet on a quarterly basis. The Council continually strives to maximise external grants and contributions to fund projects wherever possible and therefore minimise the need to borrow.
- 3.2 This is the second report on the Capital Strategy (2019/20) and Four-Year Capital Programme (2019/20 to 2022/23) as approved by Council on the 27th February 2019. This is reporting the position at the end of the second quarter.

4. 2019/20 CAPITAL PROGRAMME BUDGET

- 4.1 The full capital programme is detailed in Appendix A and is a four-year programme with the budgets shown inclusive of carry forwards from 2018/19.
- 4.2 The approved capital budget for the current financial year 2019/20 is summarised in Table 1 below and this provides the latest position reflecting updated project expenditure profiles as advised by programme managers.

Table 1 Current Year Capital Programme

	2019/20 Budget at Q1	Reprofil- ing	Growth	Propose d Reducti ons	Forecast (Q2) 2019/20	Actuals at end of Septemb er	Spend against Q2 Forecast
	£'000	£'000	£'000	£'000	£'000	£'000	%
Resources	12,429	(3,000)	0	0	9,429	814	8.64%
People	16,996	(1,312)	0	0	15,684	4,604	29.36%
Place	81,591	(7,177)	456	(19,029)	55,841	12,483	22.35%
Place - Meridian Water	33,147	(2,948)	0	0	30,200	7,364	24.38%
General Fund exc. Companies	144,163	(14,436)	456	(19,029)	111,154	25,266	22.73%
Energetik	3,915	0	0	0	3,915	1,170	29.89%
Housing Gateway Ltd	20,279	(8,142)	2,200	(1,401)	12,936	0	0.00%
Total General Fund inc. Companies	168,357	(22,578)	2,656	(20,430)	128,005	26,436	20.65%
Place - HRA	116,714	(21,350)	800	0	96,164	22,784	23.69%
Total Capital Programme	285,071	(43,928)	3,456	(20,430)	224,169	49,220	21.96%

- 4.2.1 The low spend in the Resources directorate is due to the timing salaries' capitalisation for staff working on various ICT transformation projects. The annual cost of this is estimated at £1.6m and so this will be adjusted for in the Q3 monitor.
- 4.2.2 Overall, the low spend of 21.96% compared to the forecast position is due to many projects being in the design and procurement stage. Spend is expected to accelerate in the final two quarters of the year.
- 4.2.3 Teams will be challenged to meet forecast spend or for budgets to be reprofiled to future years to reflect spending plans in the Q3 monitor update.

4.3 Reprofiting

4.4 These are changes regarding the forecast timing of expenditure from the approved programme between financial years with no reported increase or decrease in budget requirement. Unless otherwise reported below these movements have minimal impact on the overall delivery of the project. Where service delivery may be impacted, this will be reported quarterly to members.

4.5 Table 2 summarises the budget reprofiling in Q2, with explanations below the table for the significant items.

Table 2 Budget Reprofiting

	2019/20 £'000	2020/21 £'000	2021/22 £'000	2022/23 £'000	2023/24 £'000	Funding Source
IT Investment	(3,000)	3,000	0	0	0	General Resources
RESOURCES	(3,000)	3,000	0	0	0	
School Expansions	(453)	453	0	0	0	External Grant (ESFA)
Schools' Future Programme	(359)	359	0	0	0	External Grant (ESFA)
Mental Health and Wellbeing Centre	(500)	500	0	0	0	External Grant (BCF)
PEOPLE	(1,312)	1,312	0	0	0	
Corporate Property Investment Programme	450	(450)	0	0	0	General Resources
Genotin Road (Metaswitch)	3,251	(3,251)	0	0	0	General Resources
LED Street Lighting	(779)	779	0	0	0	General Resources & SALIX
Meridian Water	(2,948)	2,948	0	0	0	General Resources
Montagu Industrial Estate	(3,296)	3,296	0	0	0	General Resources
Town Centre Regeneration	(6,511)	2,500	2,000	2,011	0	General Resources
Tennis Courts Works	(292)	292	0	0	0	General Resources
PLACE	(10,124)	6,113	2,000	2,011	0	
Major Works	(6,448)	6,448	(6,495)	5,070	1,425	Earmarked Reserves
Estate Renewals	(14,902)	14,902	0	0	0	Various
HRA	(21,350)	21,350	(6,495)	5,070	1,425	
Housing Gateway Ltd	(8,142)	8,142	0	0	0	General Resources
COMPANIES	(8,142)	8,142	0	0	0	
TOTAL Budget Reprofiling	(43,928)	39,917	(4,495)	7,081	1,425	

4.6 REPROFITING AND SCHEMES OUTPUTS

4.7 IT Investment

Reprofiling £3m of unallocated £5m ICT Fund, this position will be reviewed during the next monitor.

4.8 Education

Aylands school demolition has been postponed to 2020/21 due to awaiting tenders for the New Build Works, hence the reprofiling of £453k.

Garfield School Caretaker House scheme was cancelled due to budgetary pressures. £359k will be put towards funding future schools' projects.

4.9 Mental Health and Wellbeing

Grant received continues to be earmarked for plans to build a mental health and wellbeing centre in the Borough in the future.

The council is currently in the process of locating a building for the centre. £500k remains assigned for 2019/20 to facilitate any potential work that might be required in preparing the building.

4.10 Corporate Property Investment Programme

This new programme starts with design and architectural activities for this year, to be followed by construction works in 2020/21. The programme is currently seeking further funding of £6.5m.

4.11 Genotin Road

£3.2m of the scheme budget has been brought forward to 2019/20 to meet accelerated spend. Construction works on the new building is underway and work completed to date include groundworks, basement construction and retaining walls. Installation of utility services has also started.

4.12 LED Street Lighting

This programme is planned to be delivered in two phases. The reprofiling reflects phase 2 works to be carried out in 2020/21.

4.13 Meridian Water

£2.9m has been reprofiled to 2020/21 in keeping with the programme of Meridian Works. Procurement is ongoing to find a contractor to begin the enabling works, refurbishment and extension of the VOSA building. Following the agreed timescales with GLA, preconstruction works are due to start in January. A further £100k has been reprofiled to reflect minor delays anticipated on the Socio-Economic Strategy.

4.14 Montagu Industrial Estate

Probable acquisitions for the year have been identified and estimated to cost around £8.1m hence the reprofiling of £3m. These acquisitions include the planned purchases of Georgiou Business Park, Hoffman's House and 4-5 Princes Road.

4.15 Town Centre Regeneration

The focus has been on developing the Action Plan for the five key town centres in the current financial year. The projects will be developed either as direct investment or match bids for external funding such as the Good Growth Fund with spend now anticipated in 2020/21 and 2021/22.

4.16 Tennis Court Works

The Tennis Courts works at Firs Farm are complete. The outstanding budget has been approved for works on Broomfield Park due to start next year.

4.17 Refer to section 5 for HRA.

4.18 Refer to section 6 for Companies.

4.19 Growth

4.20 There are several additions to the 2019/20 Approved Capital Programme which are summarised in Table 3. These are newly approved schemes and additions to existing programmes since the Q1 Capital monitor.

Table 3 Additional Items

	2019/20 £'000	Future Years £'000	Total Growth £'000	Funding Sources	Notes
Flood Alleviation	426	0	426	Various Grants	N/A
Highways & Street Scene	30	0	30	External Grants	N/A
Meridian Water	0	286,275	286,275	General Resources & HIF Grant (MHCLG)	KD4469
Tennis Court Works	0	250	250	External Grants (LMCT & Sports England)	KD4614
PLACE	456	286,525	286,981		
Major Works	0	30,626	30,626	Revenue Contribution & Earmarked Reserves	KD4741
Minor Works	0	3,800	3,800	Earmarked Reserves	KD4741
Estate Renewals	800	68,088	68,888	External & Revenue Contributions	KD4741
HRA	800	102,515	103,315		
Housing Gateway Ltd	2,200	0	2,200	General Resources & HRA	N/A
Energetik	0	30,000	30,000	HNIP Grant & Loan and General Resources	KD4642
COMPANIES	2,200	30,000	32,200		
TOTAL Growth	3,456	419,040	422,496		

4.21 Flood Alleviation

- 4.22 Resources have been brought forward for the Turkey Brook and Haselbury flood alleviation schemes.
- 4.23 Meridian Water
- 4.24 Cabinet approved a new capital budget for this programme for the period up to 2021/22 in October 2019 (KD4469). This will support the delivery of the first batch of homes to be delivered on the Meridian Water programme. The report (KD 4469) will be taken to full Council meeting on 20th November for approval.
- 4.25 HRA
- 4.26 in February 2019, Council approved, the new 5-year HRA capital programme (KD4741). The additional amount of £102.5M, represents years 4 and 5 of the approved programme, not reported in the Q1 report.
- 4.27 Energitik
- 4.28 Cabinet approved a further investment of £30m in September 2019 (KD4642) to fund phase 2a of the Energitik business plan to 2024. Half of the investment is sourced from the Heat Network Investment Project.
- 4.29 **Proposed Reductions**
- 4.30 Table 4 details the removal of budgets from the Capital Programme.

Table 4 Reductions

	2019-20 £'000	Total Reductions £'000
Bury Street West Depot	(19,029)	(19,029)
PLACE	(19,029)	(19,029)

4.31 Bury Street West Depot

The land is being purchased by the HRA from the General Fund (appropriation) to be redeveloped. This programme is therefore no longer required within the General Fund.

4.32 Financing General Fund Capital Expenditure

Table 5 General Fund Capital Expenditure Financing

	2019/20		2020/21	2021/22	2022/23	Total Funding £'000
	General Fund	Companies	General Fund (inc. Companies)	General Fund (inc. Companies)	General Fund (inc. Companies)	
	£'000	£'000	£'000	£'000	£'000	
Capital Grants & External Contributions	27,219	0	20,745	9,977	2,578	60,520
Revenue Contributions	0	0	0	0	0	0
Capital Receipts	1,304	0	455	0	0	1,759
Earmarked & Reserves	411	0	1,860	0	0	2,270
Borrowing Funded by Deferred Capital Receipts	30,200	16,851	211,297	149,467	0	407,815
General Borrowing	52,021	0	33,111	14,420	8,526	108,077
Total Funding	111,155	16,851	267,468	173,864	11,105	580,441
2019/20 Total	128,005					

5 HOUSING REVENUE ACCOUNT

5.1 Table 6 summarises the 5-year programme, with sections 5.1 and 5.2 highlighting key projected outputs.

Table 6 HRA Capital Programme

	2019/20	2020/21	2021/22	2022/23	2023/24	TOTAL
	£'000	£'000	£'000	£'000	£'000	£'000
Major Works	7,833	16,299	15,571	25,351	11,770	76,825
Major Works: Borough Wide Decent Homes	9,700	7,218	0	0	0	16,918
Major Works: Cambridge Road West	1,000	3,575	0	0	0	4,575
Major Works: New Southgate	1,700	0	0	0	0	1,700
Major Works: Upper Edmonton	1,000	3,173	0	0	0	4,173
Major Works: Waltham Cross	1,500	0	0	0	0	1,500
Minor Works	4,567	1,150	1,150	1,150	1,150	9,167
Minor Works: Aids & Adaptations	1,350	500	500	500	500	3,350
Minor Works: Fire and Health & Safety	5,350	200	200	200	200	6,150
Minor Works: Structural Repairs	600	50	50	50	50	800
Estate Renewals	892	0	0	0	0	892
Estate Renewals: Alma Towers	11,290	18,394	4,078	0	0	33,763
Estate Renewals: Bury Street	3,500	0	0	0	0	3,500
Estate Renewals: Development Prog. (including RTB and GLA)	26,383	42,889	31,631	31,767	32,864	165,534
Estate Renewals: Ladderswood	360	2,401	0	0	0	2,761
Estate Renewals: New Avenue	5,358	333	301	0	0	5,992
Estate Renewals: Small Sites 1	4,895	0	0	0	0	4,895
Estate Renewals: Small Sites 2	8,885	22,506	6,567	1,746	1,712	41,415
Total HRA	96,164	118,689	60,048	60,764	48,246	383,911

5.2 Major and Minor Works

- i. Borough Wide Decent Homes Programme - This includes core decent homes catch up works in Council properties including kitchens, bathrooms, rewires, heating and insulation works. These works will improve levels of decent homes compliance. Tenders have been received for these works and are now in the evaluation stages. It is anticipated that circa 7,000 homes will receive these decent homes works over the next 5 years.
- ii. Upper Edmonton Externals - These major works consist of both external works and communal area works to 21 blocks within the Borough.
- iii. Waltham Cross Houses - This scheme consists of decent homes works to 71 street properties. The works include roofing, window, kitchen and bathroom renewals and rewiring.
- iv. New Southgate Externals - These major works consist of both external works and communal area works to 24 blocks within the Borough. These works are due to finish at the end of the financial year and included pitched and flat roof covering replacement, window and door replacements and upgraded door entry systems.
- v. Fire improvement works - Bliss, Purcell and Walbrook have all had their cladding removed and the Council is in the process of procuring contractors to undertake the replacement and associated works.
- vi. Other Projects - Smaller projects within the programme include lift replacements, health and safety works, aids and adaptations and boiler replacements.

5.3 Estate Renewals & Development

5.4 The Estate Renewal budgets have been re-profiled to reflect the accurate position for all projects. The main movements in the projects are due to the following:

- i. Alma - Phase 1, the first block comprising of 43 affordable homes was handed over in August 2019, all homes are now occupied. The next block is due to handover by the end of the year and will deliver 26 affordable homes.
- ii. New Avenue - The construction of Phase 1 has made good progress, with 127 units being delivered in early 2020. The 18 remaining leaseholder properties left to buy back on the estate will complete in early 2020.
- iii. Ladderswood - Phase 1 consists of 23 affordable units and 17 private units which were handed over during October 2017. These properties are being managed by One Housing and are now all in occupation. Phases 2 and 3 are progressing well. Utility and ground works have been completed to form the basement car park. These phases will deliver 114 private units, 21 affordable homes, 85 bed hotel and 6 commercial units.

- iv. Small Sites - The construction of the 6 remaining sites has progressed well. 2 of the sites at Parsonage Lane and Holtwhites Hill (19 units in total) completed, with the remaining 4 sites at Tudor Crescent, Lavender Hill, Forty Hill and Jasper Close (54 units in total) all due for Practical Completion by the end of the year. The affordable rented units are in the process of being let and estate agents have been appointed to market the shared equity units for the Council at Jasper Close and individual sales are continuing at Forty Hill and Parsonage Lane. EIL have been dealing with the due diligence requests from the portfolio purchaser of the blocks at Holtwhites Hill, Tudor Crescent and Lavender Hill. The Council is on target to remain within the additional budget agreed in January 2019 to complete and finish all construction works.
- v. Bury Street – It has been agreed that this site (land) will be appropriated from the GF to the HRA at a certified market value of £3.5m. It is intended that this site will develop 25 affordable and 25 private sale units. These costs are included in the GLA programme.

Table 7 HRA Capital Financing

HRA	Grants & External Contributions	Revenue Contributions	Capital Receipts	Earmarked Reserves	Borrowing	TOTAL
	£'000	£'000	£'000	£'000	£'000	£'000
Major Works	0	7,941	7,883	65,167	24,700	105,691
Minor Works		13,317	100	700	5,350	19,467
Estate Renewals	10,608	8,561	68,444	15,190	155,950	258,753
	10,608	29,819	76,427	81,058	186,000	383,911

5.5 The Council was successful in securing £18.1m of GLA grant for the next 3 years as part of the Building Council Homes for Londoners scheme. The programme is made up of several small site schemes and is expected to deliver 150 new homes within the Borough.

5.6 In February 2019, Cabinet approved the bid for the Building Council Homes for Londoners. The target for 2019/20 was start on site for 103 homes. The schemes will include acquired land, HRA in-fill sites, conversions, street property and Section 106 acquisitions. Overall the programme will deliver 386 new home start on site, March 2020

6 COMPANIES

6.1 Energitik

6.1.1 Further investment of £30m has been approved by cabinet (KD 4642) to fund phase 2a of the Energitik business plan to 2024.

6.1.2 A bid of £15m was made to HNIP for a £5m Grant and £10m of low-cost debt. The Council would then match fund through an application to borrow £15m from MEEF (Mayor's Energy Efficiency fund)

- 6.1.3 The Council has been successful in being awarded a £5m grant and a loan of £9.761m from HNIP. It is proposed that the Council makes up the balance of £0.239m and then makes an application of £15m to MEEF.
- 6.1.4 The Council's match-funding requirement is on the condition of Energitik securing a Heat Supply Agreement with the NLWA.
- 6.2 Housing Gateway Ltd
 - 6.2.1 The loan available for HGL has had to be adjusted. A £2.2m grant was approved (KD3790) for HGL to be funded from the affordable housing programme budget from the 2015/16 capital programme.
 - 6.2.2 This has now been recognised in the 2019/20 capital programme.
 - 6.2.3 £8.1m of the 2019/20 budget has been re-profiled to future years due to difficulties in finding suitable properties to purchase in the current year.

7 ALTERNATIVE OPTIONS CONSIDERED

- 7.1 No alternative options were considered.

8 REASONS FOR RECOMMENDATIONS

- 8.1 To update the programme for carry forwards from 2018/19 along with amendments to the Programme for additions and deletions since Council approval in February and also to inform members of the current forecast position at the end of the first quarter of the financial year. Additionally, to bring to the attention of members the significant award of £156m of HIF grant.

9 COMMENTS FROM OTHER DEPARTMENTS

9.1 Financial Implications

- 9.2 As the Section 151 Officer, the Executive Director of Finance, Resources & Customer Services is required to keep under review the financial position of the Authority. The quarterly capital monitoring is part of this review process. If required, measures will be put in place to address risks identified through the monitoring process and to contain expenditure within approved budgets.

9.3 Legal Implications

- 9.4 The Council has a statutory duty to arrange for the proper administration of its financial affairs and a fiduciary duty to taxpayers with regards to its use of and accounting for public monies. This report assists in the discharge of those duties."

9.5 Property Implications

- 9.6 This report has been written in consultation with Property Services and therefore any relevant implications are included within the body of the report. Capital investment in the Council's property assets to ensure compliance and support income growth is supported by the Council's Strategic Asset Management Plan. Any type of property transactions related to this report will follow the Council's usual processes,

complying with the Property Procedure Rules and being in line with the Strategic Asset Management Plan and Corporate Landlord Policy.

10 KEY RISKS

10.1 All the key risks relating to the quarter are included within the main report.

11 IMPACT ON COUNCIL PRIORITIES – CREATING A LIFETIME OF OPPORTUNITIES IN ENFIELD

a. Good homes in well-connected neighbourhoods

The Capital Programme is designed to address the deliver the Councils priorities and all projects are considered in the context of these priorities.

b. Sustain strong and healthy communities

The Capital Programme is designed to address the deliver the Councils priorities and all projects are considered in the context of these priorities.

c. Build our local economy to create a thriving place

The Capital Programme is designed to address the deliver the Councils priorities and all projects are considered in the context of these priorities.

12 EQUALITIES IMPACT IMPLICATIONS

Not applicable to this report.

13 PERFORMANCE AND DATA IMPLICATIONS

13.1 The report provides clear evidence of sound financial management, efficient use of resources.

14 HEALTH AND SAFETY IMPLICATIONS

14.1 Not applicable to this report

15 HUMAN RESOURCES IMPLICATIONS

15.1 Not applicable to this report.

16 PUBLIC HEALTH IMPLICATIONS

16.1 The underlying schemes which this report refers, all contribute to the overall public health objectives of the borough

17 BACKGROUND PAPERS

None.

APPENDIX A – Approved Capital Programme (Detailed)

APPENDIX A - Approved Capital Programme	2019/2020	2020/2021	2021/2022	2022/2023	2023/2024	TOTAL
	£'000	£'000	£'000	£'000	£'000	£'000
RESOURCES						
Commercial						
Forty Hall	68	0	0	0	0	68
Total Commercial	68	0	0	0	0	68
Customer Experience & Change						
IT Investment	8,876	3,002	0	0	0	11,878
Libraries	485	0	0	0	0	485
Total Customer Experience & Change	9,361	3,002	0	0	0	12,363
Total RESOURCES	9,429	3,002	0	0	0	12,431
PEOPLE						
Adult Social Care						
Extra Care Housing: Reardon Court	1,318	6,999	12,420	6,515	0	27,252
Mental Health and Wellbeing Centre	0	2,500	0	0	0	2,500
Total Adult Social Care	1,318	9,499	12,420	6,515	0	29,752
Education						
School Expansions	8,609	453	0	0	0	9,062
Schools Maintenance	2,715	0	0	0	0	2,715
Schools' Future Programme	742	14,683	9,977	2,578	0	27,981
Schools Devolved Capital	2,000	0	0	0	0	2,000
Total Education	14,066	15,136	9,977	2,578	0	41,758
Strategic Commissioning						
Community Safety	300	0	0	0	0	300
Total Strategic Commissioning	300	0	0	0	0	300
Total PEOPLE	15,684	24,635	22,397	9,093	0	71,810
PLACE						
Environment & Operations						
Alley Gating	100	0	0	0	0	100
Highways:						
Flood Alleviation	979	0	0	0	0	979
LED Street Lighting	1,140	5,236	0	0	0	6,375
Highways & Street Scene	7,022	0	0	0	0	7,022
Parks:						
Edmonton Cemetery	1,327	0	0	0	0	1,327
Southgate Cemetery	1,116	0	0	0	0	1,116
Play Areas	41	0	0	0	0	41
Tennis Courts Works	0	542	0	0	0	542
Waste, Recycling & Fleet:						
Changes to Waste & Recycling Collections	1,434	455	0	0	0	1,889
Vehicle Replacement Programme	411	1,860	0	0	0	2,270
Traffic & Transportation:						
TFL: Local Implementation Plans	2,356	0	0	0	0	2,356
TFL: Cycle Enfield	6,060	0	0	0	0	6,060
TFL: Angel Walk	720	0	0	0	0	720
Total Environment & Operations	22,706	8,093	0	0	0	30,079
Meridian Water						
Meridian Water	30,200	140,212	149,467	0	0	319,879
Total Meridian Water	30,200	140,212	149,467	0	0	319,879
Property & Economy						
Broomfield House	266	0	0	0	0	266
Corporate Capital Condition Programme (prev. BIP)	2,174	0	0	0	0	2,174
Corporate Property Investment Programme	1,250	650	0	0	0	1,900
Edmonton Cemetery Chapel Conversion	108	0	0	0	0	108
Electric Quarter	3,424	4,746	0	0	0	8,171
Genotin Road (Metaswitch)	15,500	9,249	0	0	0	24,749
Montagu Industrial Estate	8,150	3,296	0	0	0	11,446
Town Centre Regeneration	250	2,500	2,000	2,011	0	6,761
Total Property & Economy	31,122	20,441	2,000	2,011	0	55,575
Housing & Regeneration						
Assessment Services:						
Housing Adaptations (DFG)	2,001	0	0	0	0	2,001
Housing Assistance	12	0	0	0	0	12
Total Assessment Services	2,013	0	0	0	0	2,013
Total PLACE exc. HRA	86,041	168,746	151,467	2,011	0	408,265
Total GENERAL FUND exc. COMPANIES	111,155	196,383	173,864	11,104	0	492,506
COMPANIES (CEX)						
Energetik	3,915	32,121	0	0	0	36,036
Housing Gateway Ltd	12,936	38,964	0	0	0	51,900
Total COMPANIES	16,851	71,085	0	0	0	87,936
Total GENERAL FUND inc. COMPANIES	128,005	267,468	173,864	11,104	0	580,441
Housing Revenue Account:						
Major Works	22,733	30,265	15,571	25,351	11,770	105,691
Minor Works	11,867	1,900	1,900	1,900	1,900	19,467
Estate Renewals	61,564	86,524	42,577	33,513	34,576	258,753
Total HRA	96,164	118,689	60,048	60,764	48,246	383,911
Total PLACE inc. HRA	182,205	287,435	211,515	62,775	48,246	792,176
APPROVED CAPITAL PROGRAMME	224,169	386,157	233,912	71,868	48,246	964,352

MUNICIPAL YEAR 2019/2020 REPORT NO.**134A****MEETING TITLE AND DATE:**

Council - 20 November 2019

REPORT OF:

Executive Director of Place

Joanne Drew

Director of Housing and Regeneration

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Agenda – Part: 1	Item: 7
Subject: Joyce Avenue and Snells Park Estate Redevelopment	
Wards: Upper Edmonton	
Key Decision No: 4590	
Cabinet Member consulted: Cllr Caliskan	

1. EXECUTIVE SUMMARY

- 1.1 On 15th March 2017 (KD 4272) Cabinet agreed to progress feasibility work and resident engagement on the Joyce Avenue and Snells Park Estates. Since then, officers have engaged residents in a dialogue about desired improvements to their estate and evaluated options for development delivery.
- 1.2 Following resident feedback, this paper recommends that the Council proceeds to work towards a residents' ballot and subsequent planning application to deliver the vision for the estate. The feasibility work suggests that in addition to replacing the 795 existing homes, a further 2,130 new homes for local people can be provided, including redevelopment of the adjacent Florence Hayes Recreation Ground.
- 1.3 This will be a transformative scheme for tenants, leaseholders and renters on the estate with a new masterplan that focuses as a priority on energy efficient, good quality new homes for existing residents. Placemaking, designing out crime and high quality public open spaces are central to the new master plan and will help to drive out antisocial behaviour. The proposed scheme will deliver a substantial increase in affordable rented homes and intermediate tenures at different price points. It is proposed that the private units will in the main be for rent with private sale as required to supported mixed tenure and viability. This will enable us to provide an option for those households currently renting privately on the estate. The Council will retain ownership and management of these homes, and this strategy will preserve the Council's land and property assets into the future.
- 1.4 The scheme is expected to take around 15 years to deliver from planning, subject to changing requirements during this timeline. In line with the Council's current approach and commitment to deliver and own more homes, the report proposes that the Council lead on the design and delivery of the project, thereby retaining full control over the scheme. Development will be on a phase by phase approach allowing the Council flexibility to change direction or pause in the future should this be required in response to market conditions or changing requirements of residents.

- 1.5 The existing estate consists of a number of aging flat blocks that will have an accumulating maintenance requirement over time that represents an increasing cost burden to the Council. As the existing blocks become older, more complex planned and cyclical maintenance means increased disruption to residents. The estate layout is not efficient in terms of how space is used and there is a lot of low-quality open space and numerous areas where crime has become a persistent problem. Severe ASB issues affect the whole estate which the Council aims to mitigate through improved urban design, better overlooking and new solutions for security on a short and longer term basis through the regeneration.
- 1.6 The GLA's ballot requirement means that the Council has to undertake a detailed engagement and consultation process with existing residents regarding our plans for the estate and their rehousing options. The Council therefore needs to undertake a significant amount of design and preparation work prior to the ballot to support residents in making an informed choice, and in obtaining a clear mandate for regeneration.
- 1.7 The project produces a large financing requirement - expected in the region of £600m. The report proposes the option of the use of pension equity funding to provide additional capital towards the cost of construction. Some soft market testing has been undertaken and strong interest has been received from the parties met to date. This option, along with potential strategic investment from the GLA, is being considered alongside a review of the Council's capital strategy and a further Cabinet paper will be submitted after the ballot confirming the recommended approach.
- 1.8 Following approval to proceed, officers will continue to work with residents and tenants to develop designs and prepare a financially viable scheme to take to ballot. A comprehensive communications plan will be key to engaging residents and stakeholders before and after the ballot and to the overall success of the project.

2. RECOMMENDATIONS

Council is recommended:

- 2.1 To agree a further budget in the sum of £4m for work required to deliver a ballot and planning application as noted in Section 5.4.7 to be added to the Council's HRA Capital Programme, as recommended by Cabinet at its meeting on 6 November 2019.
- 2.2 To note that Cabinet agreed at its meeting on 6 November 2019:
- To continue to develop proposals to deliver the vision for the Joyce and Snells estates as set out by residents.
 - To ensure that the interests of residents remain paramount, to approve the concept that the Council undertakes the role of lead developer for the life of the scheme and brings the project forward to a planning application.
 - To delegate to the Director of Housing and Regeneration authority to procure and spend against this budget, including a project team to develop the scheme to planning, including all supporting documentation, site investigations and surveys. To note that any expenditure prior to ballot could be abortive in the event of a negative vote.
 - Subject to a positive result from testing of residents' views through an engagement and consultation period, delegate authority to the Director of Housing and Regeneration in consultation with the Executive Director of Resources and the Leader and to initiate a ballot of residents.

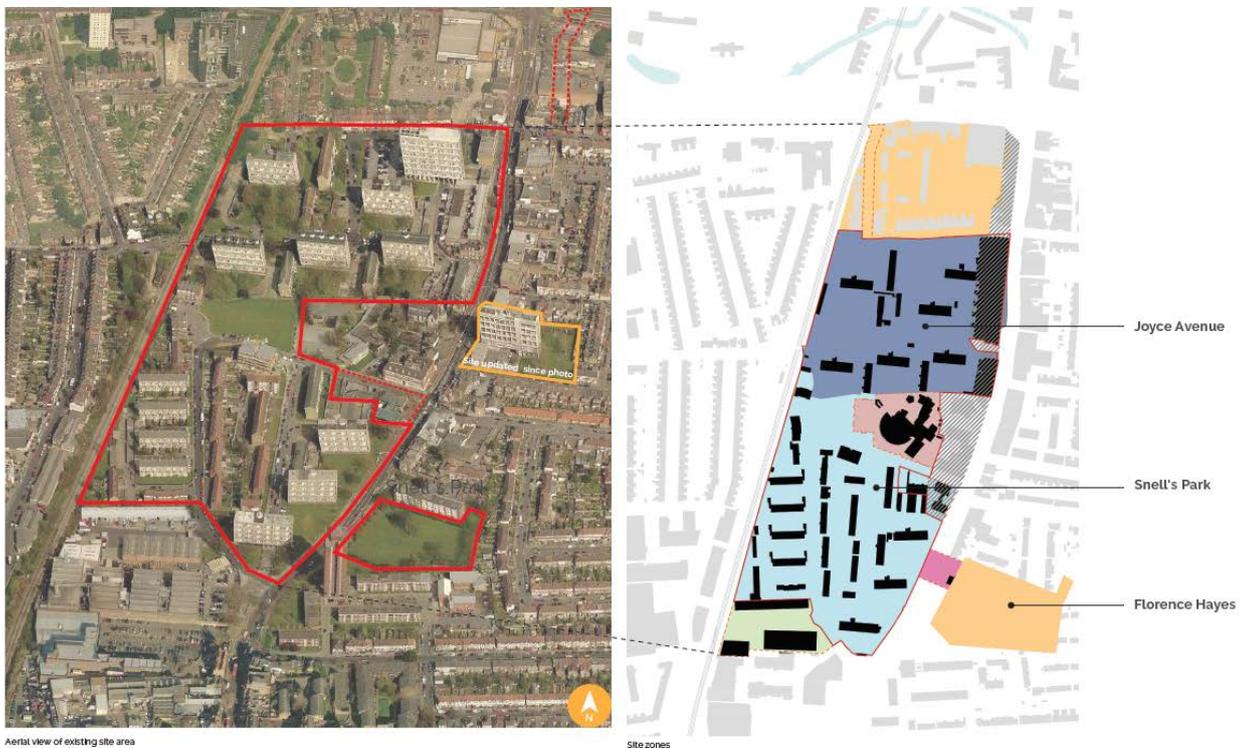
3. BACKGROUND

- 3.1 Joyce Avenue and Snells Park estates are located adjacent to each other in Upper Edmonton, on the boundary between Enfield and Haringey. They are very well served by public transport with journey times by train to central London taking around 25 minutes and frequent bus services to all local destinations. The high street has a wide choice of local shops with a large supermarket just to the north.
- The Upper Edmonton Ward is one of the most deprived in the borough and geographically is the farthest point south and east. Median incomes are below the average from the borough while rates of crime, unemployment and deprivation indicators are above average.
 - This is in stark contrast to the more affluent Wards in the West of the borough and demonstrates the need for the Council to commit investment and make interventions that will balance opportunities and outcomes for residents in Upper Edmonton.
- 3.2 The wider area including north Tottenham is starting to receive significant investment with the completed Silver Point regeneration opposite, Tottenham Hotspur Stadium redevelopment complete and the transformative Meridian Water development in progress. Also, in the area are proposed schemes being developed by LB Haringey in and around White Hart Lane Station (including refurbishment of the station itself), potentially yielding a further 2,500 homes in the area.
- 3.3 The Joyce and Snells estates were progressively developed from the 1950's onwards and both feature a mixture of accommodation and building typologies. The original master plan

was not delivered as intended and the design, location and spacing of the blocks were influenced by the existing street layout and other logistical issues. In addition, some of the later infill development has been less successful in terms of design and layout.

3.4 As a result, the existing street plan is unsatisfactory and there are significant problems with parking, anti-social behaviour (ASB) and crime. There are also poor pedestrian links between the two estates and almost non-existent play facilities for children. To address ASB in particular areas, tall palisade fencing has had to be erected around the communal gardens of some tower blocks which has created low quality private open space and adversely affected the permeability between the two estates.

The Site



Aerial view of the existing Joyce Avenue and Snell's Park Estate showing the red line boundary

During the previous consultation exercises, residents were asked what their objectives were for the estates and the following list was developed as the basis of what they would like to see changing:

1	Work with the community to contribute to the future of the estates
2	Provide more homes in a greater variety of types that are based on the needs of the community
3	Reduce anti-social behaviour and criminal activity
4	Create new homes that are energy efficient and easy to maintain and manage
5	Provide better suited open space for the community

6	Improve public realm and signage
7	Provide parking solutions
8	Make better and safer connections for pedestrians and cyclists to Fore Street and the railway station
9	Improve access to the shops and work with the business community to enhance the offer

3.5 Condition of Existing Stock

3.5.1 As referred to in the background, the majority of the accommodation was built from the mid-'50s to the mid-60's with the oldest buildings around 65 years old. The external envelopes of most blocks are made of durable materials giving a superficial impression of the buildings being in relatively good condition. There are however a number of significant defects internally and other factors that make refurbishment very expensive. This could include defective plumbing systems, upgrades to the building envelope and service risers, service upgrades, improved security systems and removal of any asbestos present.



Open access stairwells and no defensive space around ground floor homes enable crime and ASB to take place

3.5.2 Our cost consultants have advised that refurbishment would be more expensive than demolition and re-provision, with the resulting costs having to be met initially though the Council's own resources. Without the addition of new homes, the Council would not have any additional sources of income from which to capitalise the costs.



Entrance to estate over railway footbridge from the west, heavily used by hospital patients and visitors accessing the high street, as well as local residents. Undefined open ground, lack of overlooking and underused garage areas are spaces where ASB and crime can take place. Littering is problematic across the estate and in the High Street

3.5.3 To undertake a comprehensive refurbishment to achieve a further 30-year life would require decanting tenants and leaseholders from each of the blocks while to work took place. Further works would also be required to improve the roads, footpaths, refuse, landscaping and parking arrangements to give a 30-year life further adding to expense. The existing underground services such as drainage and utility supplies would have to be assessed as to their remaining lifespan.



This area behind the High Street shops continues to be an ASB hot-spot



Open space with low ecological value. Bins stored externally across the estate - bin stores out of use due to ASB

- 3.5.4 Leaseholders would be liable for their share of the costs and this would involve major works bills that could be completely unaffordable for many households or put Lessees under financial duress. Since Leaseholders make up nearly half of the households on the estate, it is likely that a comprehensive refurbishment of the aging buildings on the estate would represent a considerable cost to the Council and not deliver value for money.
- 3.5.5 The existing estate layout is of a low overall density with large areas of low-quality open space, mainly laid to grass. Access between Joyce Avenue and Snells Park is very restricted due to poor urban planning leading to residents viewing the both estates as separate communities. The current layout is also enabling crime and ASB to continue. A refurbishment would not address the shortcomings of the current estate layout without comprehensive external works that would include the relocation and repositioning of underground services. There is one small children's playground in Joyce Avenue and no play facilities at all on Snells Park. Improved play provision would need to be included in any refurbishment for it to be sustainable.



Undefined public open space with no specific function - knee rails discourage use



Limited play facilities at Joyce Avenue that serve the whole estate



The estate is heavily parked with residents and commuters. CPZ only operational on match days. The estate was designed at a time of much lower car ownership. Parking impedes service and emergency vehicles

3.5.6 As this is one of Enfield's most urban areas with excellent transport links and local amenities, there is a clear opportunity to redesign the estate at increased density with a greater variety of homes at different price points.

3.6 Development Options

3.6.1 As part of the consultation process with residents, were asked their opinion on the different redevelopment options available. The initial consultation took place on four different options, these being;

- 1 Infill development around the existing estate
- 2 Partial regeneration of the estate with some existing buildings retained
- 3 Full regeneration of the estate
- 4 Do nothing

3.6.2 Options 1 & 2 were found not to be popular with residents as can be seen in the survey results in Figure 2 below.

3.6.3 Option 1 would involve keeping the current estate buildings and layout and constructing additional blocks in-between. They felt this would reduce parking and green space and that they would not necessarily be entitled a home in one of the new blocks.

3.6.4 Option 2 would allow for a certain amount of re-planning of the estate, although the new masterplan would be constrained by the retention of some existing blocks. The majority of the existing blocks would be replaced, and it was felt that there would be a lot of compromise to retain relatively few of the existing blocks.

3.6.5 Options 1 & 2 would require expensive refurbishment of the retained blocks and would still require residents to be decanted while the work took place. Our valuation advisors Jones Lang LaSalle (JLL) have advised on the viability of each of the development options and calculated that the refurbishment costs would be higher than the rebuild costs.

3.6.6 Option 3 proved to be the most popular with tenants, with full development being seen as an opportunity to design out many of the current problems afflicting the current estates. It should be noted that this option was less popular with the Leaseholders and Freeholders, but at the time of the consultation there were no developed proposals as to what the landform offer would be for these groups. In the absence of this information, Leaseholders and Freeholders showed a greater preference for Option 4.

3.6.7 Option 3 gives the best opportunity to carefully redesign the estate and create a more cohesive neighbourhood. Designs for public open space and parking can be planned for in advance and properly integrated within masterplan.

5 Resident engagement

5.9 Preferred approach

At the December event residents were asked which approach they preferred.

Which of the four approaches do you prefer?

All tenures - 99 responses

Approach 1
Infill development 7%

Approach 2
Partial redevelopment 7%

Approach 3
Full redevelopment 61%

Approach 4
Do nothing 19%

Undecided 6%

Which of the four approaches do you prefer?

Tenants - 59 responses

Approach 1
Infill development 5%

Approach 2
Partial redevelopment 9%

Approach 3
Full redevelopment 78%

Approach 4
Do nothing 5%

Undecided 3%

Which of the four approaches do you prefer?

HA tenants - 3 responses

Approach 1
Infill development 0%

Approach 2
Partial redevelopment 0%

Approach 3
Full redevelopment 33%

Approach 4
Do nothing 67%

Undecided 0%

When asked whether the approach met the objectives?

Approach 1
Infill development 11%

Approach 2
Partial redevelopment 16%

Approach 3
Full redevelopment 49%

Approach 4
Do nothing 13%

Which of the four approaches do you prefer?

Freeholders - 6 responses

Approach 1
Infill development 0%

Approach 2
Partial redevelopment 0%

Approach 3
Full redevelopment 0%

Approach 4
Do nothing 83%

Undecided 17%

Which of the four approaches do you prefer?

Leaseholders - 30 responses

Approach 1
Infill development 13%

Approach 2
Partial redevelopment 7%

Approach 3
Full redevelopment 40%

Approach 4
Do nothing 30%

Undecided 10%

Opinion results from exhibition event, December 2017

3.7 Vision

3.7.1 The vision of the residents of the Joyce Avenue and Snells Park Estate is:

I A safe and child friendly neighbourhood

- High quality public and private open areas with much needed play spaces for children.
- Enhanced security by designing-out unseen spaces and limiting street parking as far as possible.
- More dwellings will be provided at ground floor level to increase natural surveillance and extra security features built into homes.

II More and quality housing for local people

- Cohesive and distinctive design of homes.
- Combat overcrowding. The additional affordable housing units created will be allocated according to Enfield's housing policy.
- A phased approach to allow different architects to design each phase and bring variety and creativity while maintaining an overall design integrity.

III Encourage local residents and businesses to stay and thrive

- Improve access to the High Street to encourage footfall and trade, supporting local businesses.

- Move some of the shop frontages back to create an urban square which would give some much-needed breathing space to the High Street, creating an area for outdoor seating and attract new businesses to serve the incoming community.
- Develop a shared equity offer that works for resident leaseholders and encourages them to remain local residents.
- Introduce longer tenancies for the market and discount market rent homes to encourage more sustainable communities
- Develop a strong place-keeping strategy to ensure tighter control of parking, landscape management, refuse and street cleaning. The anticipated higher service charge density in the new development should help to provide the necessary funding to maintain the public spaces and common areas.

IV Council takes the lead

- The Council wishes to retain as much control as possible over securing the best outcomes for residents. It is therefore proposed that it takes the role of lead developer. Given the long-term nature of the project, a key strategy will be to retain as much flexibility as possible over the delivery options and composition of future phases. Markets and funding regimes will change over time but retaining overall control of the project allows opportunities that present themselves in the future to be seized. A phase by phase approach allows each phase to be tailored to demand and funding opportunities prior to the work being tendered.
- It is proposed that Enfield takes forward this project as lead developer through the following stages:
 - Self-funds a hybrid planning application
 - Enters an investment strategy which may include external pension equity investment.
 - Each phase to be constructed through a fixed price design and build contract to limit risk to the Council. The Council goes to market for each phase of construction to ensure value for money and retain the ability to vary the mix and tenure of future phases in response to market conditions
 - At the end of the investment period, funding agreements (if procured) would expire and all property reverts to the Council unencumbered

3.7.2 There is an opportunity to introduce a much wider variety of accommodation and block types into a redeveloped estate, set within a backdrop of high quality public open spaces and amenity areas.

3.8 HOUSING MIX

- 3.8.1 The current estate has 795 homes is split approximately 50:50 social rent and Leasehold. It is proposed that this split will be maintained in the new estate, which will yield around 1,450 affordable homes and the same number of build-to-rent homes. Within the affordable numbers, it is further proposed to retain 395 social rent for existing residents with the remainder being London Affordable rent, shared ownership and intermediate rent.
- 3.8.2 As further design development, viability testing and confirmation of financing options from the GLA are understood, the Regeneration Team will endeavour to increase the proportion of affordable homes where possible in each phase. The final mix could include up to 10% as private sale as an alternative to market rent and shared ownership if required.

3.8.3 It is important that the Council retains flexibility over the life of the scheme so that it can react to changes in funding regimes and the market. By leading the development on a phase by phase approach, the Council is able to control the pace of development and potentially bring construction forward where opportunities arise in the market.

3.8.4 The proposed tenures are detailed below:

- **Social Rent** – will be provided for existing residents moving into new homes.
- **London Affordable Rent** – For the additional affordable rented homes it is proposed to let these at London Affordable Rents set by the GLA.
- **Shared Ownership** – A part buy, part rent option for people who wish to buy on the estate and could be targeted at key workers for example.
- **Discount Market Rent or Intermediate rent** – A professionally managed, high quality option to rent privately. This is a rented offer aimed principally at key workers in the health, education and police services as well as essential Council staff such as social workers. Rent levels are to be developed nearer the time of occupation. Options such as longer tenancies would be available.
- **Market Rent** – A professionally managed, high quality option to rent privately at market rates. Longer tenancies and agreed rent increases could be available to help tenants in their long-term planning and make this an attractive alternative option to the local private market.
- **Resident Leaseholders/freeholders** – It is proposed that existing resident leaseholders/freeholders would be offered a shared equity option within the new development. This group would also be entitled to statutory compensation under compulsory purchase legislation.
- **Non-resident Leaseholders** – These leaseholders would be offered statutory compensation as set out in compulsory purchase legislation, but we are not obligated to provide a rehousing option to them. The redevelopment will displace the tenants of the non-resident leaseholders and it is proposed that we offer them first refusal of any market rent homes we develop, or where eligible discount market rent.
- **Private Sale** – It is proposed that up to 10% of the new homes could be for private sale to meet resident needs and to offer mixed tenure as well as generating sales receipts if required for feasibility reasons or to smooth out market absorption of market rent properties



Opportunities to introduce new block typologies incorporating roof gardens and private courtyards. Focus on dual-aspect homes and minimising internal corridors

- 3.8.5 As a low-income Ward, home ownership is out of reach for a significant number, hence our model which has rental housing at different price points. As we develop our proposals, we do want to develop affordable rent to buy approaches where this meets the aspirations for existing residents.
- 3.8.6 This illustrates the affordability gap for Enfield residents and does not address the housing needs for a lot of residents in Upper Edmonton. With new private sale housing already planned in nearby developments including Meridian Water, it is proposed that a rental

focussed offer for the private sector units would be more sustainable in the locality. A well designed uniformly managed scheme will give an alternative to the relatively low quality existing private rental offer.

- 3.8.7 Around 40% of households are in rented accommodation in Upper Edmonton, so it is clear there would be a positive benefit to providing new rented accommodation as an alternative to lower quality private rented accommodation. Competition from modern build to rent homes may encourage landlords to improve the quality of their own stock in response, lifting the overall quality in the area. It is also consistent with our new homelessness prevention model where solutions to ensure low income renters have secure and stable tenancies are put in place. Something unique to this project compared to traditional estate renewal schemes is the opportunity to offer residents currently renting privately on the estate first refusal on the new rented accommodation, thereby helping the established community to remain together. This scheme is designed to help to facilitate those positive outcomes.
- 3.8.8 Initial proposals for this scheme have split the market rental offer between open market rent and discount market rent at LHA rent cap levels. The discount market rent properties would be marketed as an intermediate product, aimed primarily at local residents and key workers with demand expected from North Middlesex Hospital staff (see Appendix B) and potentially from Council staff such as Teachers and Social Workers.
- 3.8.9 The table below sets out the current basis for a range of discount market rents that could be used as part of our offer, with the rates being tailored to affordability of the particular client group. The rents highlight the range available at market rates for existing stock in the Ward. Private rented stock in the area is of relatively low quality and our proposed purpose-built homes would be a significant improvement on what the market currently offers.

	Discount Market Rents			Market Rents		
	London Living Rent	80% of market rent	LHA rates	Lower quartile	Median	Upper quartile
1bf	738	840	891	950	1,050	1,300
2bf	820	1,040	1,106	1,200	1,300	1,550
3bf	905	1,250	1,366	1,400	1,563	1,800

- 3.8.10 With more focus on high quality accommodation, longer tenancies, better customer service and ease of use, a council-led approach to market rent provides reassurance for tenants as a longer-term rental proposition. This sense of buy-in will be important in terms of placemaking and supporting local businesses who are attracted by regeneration.
- 3.8.11 Other factors influencing the decision to model a predominantly rented scheme are:
- Capital values are relatively lower in the area, reducing the cross-subsidy effect from sales
 - Plans for significant amounts of market sale on other schemes in the area
 - Strong demand for quality market and discount market rent accommodation in the area. Enfield's corporate plan identifies 1,900 additional homes per year to keep up with projected population growth, many of which will need be in the rental sector
 - Anticipated key worker demand from the adjacent North Middlesex Hospital and other essential services
 - Overall ability to ringfence property for key workers
 - Existing local private rental market product is of a relatively low quality
- 3.8.12 There is a requirement to offer a rehousing option to approximately 200 resident leaseholders and freeholders from the existing estate, and proposals for around 250 shared

ownership units. Together, these represents around 15% of the new units in the owner-occupier bracket.

3.8.13 As with other regeneration schemes existing tenants will retain social rent levels.

3.8.14 Our proposed headline offer to residents is described below, and will be refined through resident engagement:

Council Tenants:

Existing Social Rented Tenancies

- All existing secure tenants will be offered a new home in the redevelopment
- Tenants who are currently on a Council social rent will continue on a social rent in the new development
- Additional supply will be on the basis of a GLA affordable rent
- Current tenancy conditions and rights - including Right to Buy - will be passported to their new home
- A detailed housing needs assessment will be carried out and overcrowding issues addressed
- Tenants will also be entitled to statutory disturbance and home-loss payments
- We will look at the scale and extent of under-occupation and consider offering appropriate financial incentives to downsize
- Council tenants are eligible to vote in the ballot
- Tenants will have the option of bidding off the estate for another social rented property should they wish

Overcrowding

- Will commit to relieving overcrowding - subject to qualifying criteria
- Households with adult children will not be split but could apply for properties in the 'new generation scheme'
- Current policy states that the current maximum age for siblings of different genders to share bedroom is 10. Proposal that for residents staying on site, this could be reduced to 7 as per other regeneration estates

Under-occupation

- Moving off the estate will require downsizing to appropriately sized property in line with policy
- Consideration to be given to incentivising bedroom loss
- Will allow 1+ bedroom policy for residents staying on site

Decanting

- Right to return will only occur where the Council requires residents to decant off site for logistical reasons
- Where double decanting is required, decanting to an existing property will be offered in the first instance wherever possible
- It is proposed that double homeloss is not offered to residents who double-decant
- Need to ascertain how much choice residents will get in terms of the location of their new homes - propose to limit transferring between phases

Rent arrears

- These will be deducted from homeloss payments

Service Charges

- These are likely to increase due to more of the blocks featuring lifts, additional security equipment, undercroft parking etc. It is expected some of this cost will be offset by lower utility bills.

Gardens

- Need to assess current level of garden ownership and what can be reprovided

Maisonettes

- Assessment of reprovion in recognition of the fact that these are common on the existing estate

Resident Leaseholders and Freeholders:

- For those leaseholders and freeholders who wish to remain on the estate, we propose to develop a shared equity product that will enable them to purchase a share of the value of a new property from the proceeds of sale of their existing property.
- This differs from a shared ownership offer in that there would not be any rent to pay on the unsold equity.
- The Council would realise the balance of the remaining equity at a future date when the leaseholder decides to sell their property.
- There are a number of detail variations to this model and we will work with leaseholders during the engagement period to finalise our offer.
- This group will be entitled to statutory compensation under compulsory purchase order legislation.
- This group is eligible to vote in the ballot providing they have been living in their properties as their only or principal home for at least one year prior to the date the Landlord Offer is published and are named on the lease or freehold title for their property.

There are several different scenarios that could impact on how we design a shared equity product with some examples of the issues below:

Is the resident a leaseholder, freeholder or owns a share of the freehold?
Does the leaseholder/freeholder own the property outright?
Is the lessee able to secure a new mortgage?
Does the lessee have debt problems that can be resolved sufficiently to meet the minimum threshold for a shared equity lease?
Would the lessee be better off reverting back to a tenancy if secured debts mean they couldn't meet the minimum threshold for a shared equity lease?
Could the lessee pay rent on a proportion of the unsold equity in exchange for a lower initial purchase?
Would the lessee be interested in a shared ownership product?

Non-resident Leaseholders

- The Council has no statutory duty to offer rehousing options to non-resident leaseholders

- This group will be entitled to statutory compensation under compulsory purchase order legislation
- Tenants of non-resident leaseholders may be eligible to vote in the ballot providing they had been on the Housing Register for more than 12 months prior to the date the Landlord offer is published irrespective of their current tenure. As noted in 3.8.2, we would look to offer these tenants first refusal on the new market rent apartments or, if eligible, the discount market rent homes.

3.9 FINANCING THE SCHEME

- 3.9.1 Alternative financing approaches to funding this project have been investigated, as a way of reducing the overall amount of HRA finance required to deliver the project. There are a number of investors who would potentially be interested in this project and some soft market testing has taken place already. There is currently no established procurement process for investors within the Council, so a methodology for investor selection would have to be developed.
- 3.9.2 While the exercise to select an investment partner is not expected to be within the scope of the Public Contracts Regulations 2015, where funding is being secured rather than procurement of works, goods or services; to ensure compliance with the Council's best value and fiduciary duties, a competitive selection exercise should be undertaken.
- 3.9.3 The Director of Housing and Regeneration working in consultation with the Director of Finance and Head of Procurement will devise a selection process for potential co-investment partners and proposals will be brought back to Cabinet for approval.
- 3.9.4 There are a number of conflicting priorities in the selection a co-investor and the cheapest rate may not be the ultimate deciding factor. Considerations could include but are not limited to:
- Amount borrowed, and proportion of net operating income required in repayment by the investor
 - Amount of associated HRA funding and how this is applied
 - Collar and cap limits on index-linked rent increases
 - RPI or CPI indexation
 - Rent indexation guarantees
 - Whether any final deferred payments would be considered advantageous
 - Phasing and the cost of individual phases
 - Time scales
 - Tenure mix
 - Division of market risk
 - Other value-added advantages an investor may bring such as forward funding, level of involvement day-to-day, presence required in delivery etc.
- 3.9.5 Repayments of Pension investment would include capital and interest over the investment period, and payments would be index linked for the life of the investment.
- 3.9.6 The overall proposal looks to underpin the development of the affordable housing using HRA funding, with a proportion of the funding for the build to rent (market and discount market) potentially coming from pension equity. The Regeneration Team, working in consultation with the Finance team are working through different financing scenarios.
- 3.9.7 Modelling undertaken to date is based on the initial capacity study and shows that the scheme is viable. From this, a model template has been developed and verified by our financial consultants that allows the testing of different scenarios. Work is currently

underway to produce a more detailed master plan and phasing options and the viability testing will be updated as the design of the scheme evolves.

- 3.9.8 The financial model will also allow stress-testing of the business plan and assumptions to test the robustness of the overall viability. The multi-phase approach allows each phase to be adjusted on terms of mix and timing to make best use of the finance available and market opportunities while avoiding periods of oversupply or in reaction to market changes.

3.10 PROPOSED TIMELINE

3.10.1 The following outline timetable is proposed, subject to Cabinet approval:

• Project Team appointments	Oct 2019 - Jan 2020
• Proposed planning period	Jul 2019 - Dec 2020
• Planning application	Jan 2021
• Potential call-in period	Jan 2021 - Jul 2021
• Contractor procurement Phase 1	Aug 2021 - Dec 21
• Start on site	Mar 2022

*The above timetable is indicative and assumes smooth progress.

3.10.2 The principal activities centre around developing a master plan for the estate and consulting with residents in a detailed and meaningful way on the plans. Residents will have the opportunity to comment in detail and the design team will take on board all feedback and report back to residents on how the designs have changed in response to the engagement process.

3.10.3 It is also important that the master plan is developed in sufficient detail to allow the viability assessments and financial planning to be updated, and costings for the delivery of the scheme to be more accurate.

3.10.4 Key work streams are:

- Development of masterplan
- Phasing options and decant strategy
- Assessments of planning compliance
- Resident engagement and feedback on design development
- Stakeholder engagement and knowledge sharing
- Working with residents to finalise housing options
- Ongoing viability testing and refining of the financial model
- Further engagement with potential co-investment partners
- Ongoing market research and monitoring
- Final Landlord Offer

3.11 Ballot Process

3.11.1 This report seeks approval to take the Joyce Avenue and Snells Park estates scheme to ballot. Within the ballot, residents will be asked to vote in favour of our redevelopment proposals following a period of consultation and engagement where our plans are presented in detail. The ballot itself will be independently run by an organisation such as the Electoral Reform Services who are experienced in administering ballots in a fair,

unambiguous and transparent way. The Council will not know how individual residents have voted and will not take part in running any part of the ballot.

- 3.11.2 Ballots must offer a “yes or no” vote to eligible residents on the Landlord Offer
- 3.11.3 A positive ballot is one where there is a simple majority of those eligible residents voting that choose “yes” – that is, in favour of the Landlord Offer to regenerate the estate. There is no minimum threshold for turnout in a ballot.
- 3.11.4 the GLA will continue to check compliance at key points throughout the project and has the power to withdraw funding from the project if it materially deviates from the agreed scheme at ballot.
- 3.11.5 A limited number of ballots have taken place already since the legislation was introduced, and other councils & RPs have been concerned about balloting too early, before issues with planning and design have been resolved. It is also essential that residents make an informed choice when voting and that the Council is able to deliver its proposed plans.
- 3.11.6 Conversely, the impact on the Council over balloting later in the design process is that there will be a longer period of uncertainty before the vote and that design costs are at risk until a positive ballot outcome is achieved. There is therefore a balance to be struck between waiting until sufficient information is available for an informed choice and identifying the soonest moment when it is believed that a positive ballot can be obtained.
- 3.11.7 In view of the above, a specific ballot date cannot be set at this stage. The intention of the ballot requirement is to ensure that residents are properly consulted and their views on redeveloping the estate are taken into account within the masterplan design. By approaching the regeneration with residents at the centre of the process, buy-in from the residents should be developed as the process continues.
- 3.11.8 It is expected that the Regeneration Team working in consultation with the residents, ITLA and Steering Group will gain a good indication of whether our plans are resonating with residents and the unfolding likelihood of a positive ballot outcome. Through consultation, the Landlord offer will be developed to reflect the aspirations of the residents.
- 3.11.9 Additional staff resources to the team will be required to deliver a successful consultation and engagement programme before and after the ballot. Initial proposals are for an Resident Engagement Manager and Principle Regeneration Officer. It is intended that they will be based predominantly on site and will focus on outreach activities to increase engagement across the estate and contact hard to reach groups.

4. ALTERNATIVE OPTIONS CONSIDERED

4.1 Initial Capacity Study

- 4.1.1 Initial feasibilities were carried out by Karakusevic Carson Architects which demonstrated that significant additional supply could be created across the estate either through the construction of infill buildings or by demolishing some, or all, of the existing blocks and replacing them with a new master-planned estate.
- 4.1.2 Following the initial feasibility, HTA were instructed to carry out a more detailed capacity study from which four options were considered, namely:
- Option 1 Infill development and refurbishment of the existing buildings
 - Option 2 Partial redevelopment and refurbishment of remaining buildings
 - Option 3 Full redevelopment consisting of demolition and replacement of the existing buildings

- Option 4 Do nothing – existing maintenance and major works schedules continue

- 4.1.3 A report detailing a comprehensive resident engagement process at Joyce and Snells estates to consider all possible regeneration options and implications for stakeholders was approved by Cabinet in March 2017 and a working budget of £500k was established.
- 4.1.4 The engagement and consultation that took place indicated a majority in favour of full redevelopment, giving the opportunity to carefully redesign the estate and create a more cohesive neighbourhood.
- 4.1.5 The refurbishment elements on options 1 & 2 would have considerable major works cost implications for the Council and particularly leaseholders. A comprehensive refurbishment would also require leaseholders to decant from their property while the work took place, further adding to costs.
- 4.1.6 The 'do nothing' option assumes the Council's planned maintenance and cyclical programmes would continue. This would again mean that significant refurbishment costs to the Council and leaseholders would be incurred in due course.
- 4.1.7 In addition, feasibility assessments carried out by JLL highlighted that the infill and partial redevelopment options are not viable and did not meet the objectives of the residents or the Council. In line with the preferences stated, residents were written to last year confirming that the ballot decision will be between the full regeneration option or do nothing.

4.2 Outline Development Proposal

- 4.2.1 The initial mix developed by HTA Architects was based around the prevailing GLA requirements of a 40% affordable housing target that was current at the time. It was also assumed that the scheme would be taken forward via a development agreement with a delivery partner, cross-subsidised from private sales. There were at the time however severe restrictions on the amount of HRA borrowing available under the borrowing cap and work undertaken by JLL indicated that the Council would have to invest around £220m less any grant that was available in addition to the land, which would have represented over 100% of the available borrowing capacity.
- 4.2.2 There were additional considerations for the Council in relation to future development and maximising the opportunities available through regeneration. These included:
- Maximising the quantum of affordable housing through regeneration
 - Reduce or eliminate the loss of newly created stock through RTB
 - Retain long-term ownership and control over land assets
 - Planning and delivery strategies that prioritise affordable housing
 - High quality place making and public realm
 - Reduced reliance on market sale as the principal source of cross-subsidy
 - The Council retaining more control over development throughout the life of the regeneration
 - Using regeneration to drive improvements to the high street

4.3 Delivery Options

The chosen approach to any particular scheme should be analysed on a case by case basis and will differ depending on how land and buildings are procured and developed. For example, where land has been purchased, it is important that the cost of this is mitigated quickly through the sale of homes or development plots to minimise holding costs. Where

the Council already owns the land at no cost such as an existing estate, different approaches to development and finance can be taken.

4.3.1 Development Agreement with Contractor Partner

A development partner takes forward the funding and development of the project through a Development Agreement, with an agreed level of affordable housing returned to the Council. The provision of affordable housing is usually cross-subsidised by the sale of private housing.

The developer takes finance, planning and development risk and the Council does not need its own delivery capacity. The Council's contribution would usually be land and cash in return for an agreed proportion of affordable homes. This model uses the surpluses from private sale housing to repay any land costs and cross-subsidise the affordable homes. It may also yield overage payments where forecast sales income is surpassed or where planning permission is achieved for additional units.

This model does require the transfer of land for private sale housing and the developer controls the pace of development in response to the rate of sales that can be achieved in the area. There may be a requirement to undertake private sales ahead of delivering the affordable homes to generate surpluses. The developer partner will also factor in the transfer of risk within their overall pricing for the project.

At Joyce and Snells the Council already owns the land and buildings and therefore does not have land acquisition costs and other holding costs to mitigate. For this reason, there is no immediate requirement for sales income to offset holding costs. The existing properties provide a revenue stream to the Council while other parts of the estate are developed.

Since it is proposed that the Council will undertake the planning and delivery of the scheme, owns the land and intends to source development finance itself, there is no specific requirement to enter into a Development Agreement. For these reasons, this option is not being progressed.

4.3.2 Development Agreement with RP Partner

Similar in principle to the Contractor Partner above, an RP would manage and finance the project and return an agreed number of nominations back to the Council. The RP would procure the construction work, and the model again assumes the affordable housing is cross-subsidised by the sale of private housing.

As set out above, this model has the same characteristics as a contractor development agreement and the same rationale therefore applies for not proceeding with this model.

4.3.3 Council-led Development Funded via Additional HRA Borrowing (Self-Delivery)

This model assumes that the Council leads and partially self-finances the project. This approach is now more feasible due to the HRA borrowing cap being lifted and would allow the Council to keep full control of the regeneration. There would still have to be a private sector element to the scheme to provide cross-subsidy, but overall costs would be lower due to cheaper capital available through the PWLB.

This approach allows the council to retain full control of the planning and delivery of the project, minimise or eliminate loss of land assets and maximise number of affordable homes provided.

The Council also needs to consider that this approach also ties up financial resources for long periods, could require strategic plot sales to generate additional capital and involves the Council taking on planning and development risk. Self-delivery also requires that the

Council resources in-house delivery capability; may require strategic plot sales to generate additional capital

This remains an alternative option, however it would mean tying-up a significant proportion of the forecast headroom in the HRA to deliver the project. Since pension equity is available at similar rates to the PWLB, this approach would not necessarily deliver extra affordable units. At this stage, it has been judged that the HRA headroom could be used more effectively and efficiently across several projects so that other regeneration and stock improvement schemes can be brought forward. For these reasons, it has been decided not to proceed with this option for the time being, however the Council may be able to self-fund later phases of development if deemed advantageous.

It is worth noting at this stage, a wholly affordable rented scheme is not viable since the grant levels and amount of rent available to be capitalised would not be enough to cover all costs. This could change in future if for example additional grant becomes available. The Regeneration Team will look to take any future opportunities that allow the proportion of affordable rented properties to be increased.

4.3.4 Council-led Development with a Strategic Co-investment Partner/s (Self-delivery with pension equity Investor)

This model of self-delivery assumes that the Council leads and self-finances the project but with a proportion of the finance being provided by a Pension Equity Investor. The Investor/s would provide finance on a phase by phase basis in exchange for a portion of the rent over a specified investment period. Pension equity would be available at similar rates to the PWLB and is a cost-effective way of securing long-term development capital and ensuring that the maximum number of affordable properties are delivered.

One of the major benefits of this approach is that the Council pays back the equity borrowed at an index-linked rate for a fixed period, at the end of which the property reverts to the Council debt free. This protects borough assets in the long term and allows the Council to grow its stock base without losing land to private sales.

The same positive benefits arise as outlined elsewhere and this approach brings in patient capital at low rates of borrowing. The Council retains control over planning and delivery and there is a good alignment of objectives between the investor and Council. It could also be considered a good cultural fit, with UK pension investors looking for high quality ethical investments aligned with their own corporate social responsibility.

The phase by phase approach retains flexibility for the Council to vary the funding applied to each phase. The Council could for example choose to fund a particular phase wholly itself, or to increase the proportion of pension investment on another phase as and when it suits the Council's finances best, but retaining this flexibility is key.

The implications to the Council are that it takes on development risk and requires delivery capability. This is a joint funding approach so will still require considerable investment by Council. The investor/s may require security over property during the investment period and there is an inflation risk to the Council by underwriting indexed returns if rent increases fall below inflation.

For the reasons set out in this report, it is proposed that this model is pursued as the basis of the finance strategy to develop the project. It meets many of the Council's objectives to maximises the delivery of affordable and intermediate housing, with the Council retaining control over who we let the intermediate housing to (NHS, Teachers, Social Workers etc). Other major benefits include retention of land assets, control over the project and flexibility within model that allows the scheme to respond to future changes in the housing and funding markets.

4.3.5 Do Nothing

The ballot will be a choice between full regeneration or do nothing. The do-nothing option means that the estate continues to be maintained in line with current planned schedules, but the Council will be required to undertake upgrades of any buildings and dwellings that don't meet decent homes standards or current fire regulations.

Pros: No disruption to residents; resources directed to take other projects forward

Cons: Cost of ongoing maintenance and major works costs consuming a significant proportion of the future rental income; major works bills for Leaseholders; difficult to effectively tackle ASB issues; delays regeneration to a point where it may become extremely urgent; reputational costs to the Council if problems on the estate persist

These estates have previously been identified as requiring regeneration. Expenditure over the next 30 years will consume a significant proportion of the rental income, with some of the blocks now being over 60 years old. It will also be difficult to tackle other issues across the estate such as ASB and crime if the existing building and estate layout is retained unaltered.

5 REASONS FOR RECOMMENDATIONS

5.1 Council as lead developer

- 5.1.1 For recent regeneration schemes such as The Alma Estate, Ladderswood and New Avenue, the Council selected development partners to take forward and deliver the projects. Constraints on HRA account and a lack of in-house delivery experience were some of the reasons for this approach.
- 5.1.2 Using a development partner has advantages for the Council in terms of risk management and certainty of provision of affordable housing. Further fringe benefits can include overage payments back to the Council where the developer makes additional surpluses and non-core private housing delivered.
- 5.1.3 The chief drawbacks are the transfer of long-term leasehold interests in land, can still require significant capital from the Council as top-up funding and agreements may not deliver additional affordable units over and above what is already there. This - along with continuing RtB applications - means that the Council's land and property assets are being eroded on an annual basis, affecting its future ability to borrow.
- 5.1.4 Developers typically work on a 20% margin for larger projects in return for mitigating development and planning risk for the Council. In addition, developers cannot secure finance on the such advantageous terms as the Council can, and this adds to the overall cost of the development. It should also be noted that commercial developers will tend to prioritise the private sales element to bring forward cross-subsidies at the soonest opportunity.
- 5.1.5 In view of the previous comments, it is proposed that the Council takes over the role of lead developer on its major schemes. Changes in local authority borrowing rules and support at GLA and Government level for delivery of council housing mean that now is a good time to establish in-house development expertise.
- 5.1.6 By leading through the master planning process, the Council can make the design and delivery of affordable housing its main priority. The Council can borrow against the income generated by affordable housing, and this this along with GLA grants and utilisation of RTB

receipts means that the affordable elements can be brought forward at a much earlier stage.

- 5.1.7 The Council is also able to use its strength of covenant to secure patient long-term institutional capital that is easily funded through rental streams. This removes the burden of short-term development finance from commercial lenders which can become particularly onerous if there are project delays.
- 5.1.8 There are challenges for the Council to lead schemes, with the biggest of these being to establish a team with the right experience and expertise. Other Councils, RPs and the private sector are all competing for the right staff, and the Council will need to put forward an attractive offer in order to build an effective team. The rewards for the Council through successful self-delivery are high and this should justify the effort of developing in-house capability.

5.2 A Rental based scheme

- 5.2.1 The Council wishes to retain as much of its land and property assets as possible in the long term. To achieve this requires keeping land disposals to a minimum and focussing instead on developing housing for rent with associated long-term revenue streams.
- 5.2.2 As has been set out elsewhere, capital values in this part of the borough are relatively low and this reduces the cross-subsidy effect through private sales with a corresponding impact on the level of affordable housing that can be provided.
- 5.2.3 There is considerable amount of housing for sale proposed in the area over the long term. By focusing on a rented offer, this reduces unnecessary competition or creating periods of sales saturation in the future where market absorption cannot meet the supply. This can adversely affect values and sales rates when development phases complete; and can further compound during periods when the sales values are correcting. This puts pressure on business plans and stains viability. The Council does of course retain the ability to change its plans at any time and sell land parcels or develop stock for outright sale in future phases should this be required or desirable. The development model proposed allows this flexibility.
- 5.2.4 Developing secure rental streams makes the project attractive to funding partners, particularly pension equity investors, where low cost forms of patient capital can be raised. The co-investment model proposed based on capitalised rental streams, would be over defined investment periods, the end of which all property and land assets revert to the Council. This completes the investment cycle leaving the Council with full control over debt free property at the end of the investment and opens-up options in the future to refinance for stock investment or to flip market tenure properties into affordable housing.
- 5.2.5 By developing a professionally led rental scheme, this avoids sale properties falling into the hands of private landlords to become an inconsistent rental offer to market. The existing private rental market in the area is of relatively low quality overall, and by focussing on high quality accommodation, longer tenancies and a consistent professional management offer, our product can be differentiated within the market. This is particularly so with the proposed discount market rent aimed at key workers.
- 5.2.6 These proposals are in line with Enfield's Corporate Plan which requires an additional 1,900 units per year brought to market to keep pace with anticipated population growth. Many of these properties will need to be in the rented sector, both private and affordable.
- 5.2.7 It should be considered however that some private sale properties could be advantageous to the scheme to generate up-front cash receipts should this be required for viability

reasons. This would be achieved by flexing the number of market rent and shared ownership homes and converting these to sale.

5.3 Proposed financing strategy through HRA borrowing and potentially pension equity

- 5.3.1 The lifting of the HRA borrowing cap last year has enabled the Council to access cash for affordable housing development that along with prior land ownership supports the Council's self-delivery model outlined in 5.1 above. Further sources of funding include RtB receipts, GLA grants and soft loans add to the Council's capability to deliver affordable housing.
- 5.3.2 Pursuant to 4.3.3 above there is a very significant opportunity to secure long-term patient pension capital at low rates of interest as part of the overall funding for the scheme. UK based pension companies have significant amounts of equity to invest on behalf of pension holders that will give stable growth and income.
- 5.3.3 Pension equity investment would be for a fixed investment period, after which the property would revert the Council debt free and unencumbered as a freehold asset. Future debt-free property would provide a transformative opportunity for the Council to refinance and raise substantial amounts of money. Typical investment periods at rates comparable to the PWLB are 35-45 years.
- 5.3.4 Initial soft market testing with pension companies demonstrated a strong interest in housing investment, particularly as retail and commercial rents are correcting downwards and uncertainty over the outcome of Brexit. It is proposed that further market testing and dialogue is maintained with investors as details of the scheme proposals are developed.
- 5.3.5 It should also be considered that UK pension equity providers on the whole take their corporate social responsibility very seriously and are positioning themselves accordingly. Ethical investment opportunities such as this will be attractive to them and would be well aligned with our aim of developing stable long-term revenues. The great majority of UK pension investors are ordinary men and women whose pension funds require steady returns over long periods.
- 5.3.6 Further details are contained at appendix A.

5.4 Additional budget

- 5.4.1 The ballot process brings additional rigour to the project and this forward planning needs to be resourced properly. In particular, the master plan needs to be developed in some detail and endorsed by Planners and residents before the ballot.
- 5.4.2 The landlord offer needs to be set out prior to the vote and be deliverable in its full extent after a positive ballot outcome. Any failure to deliver or 'material deviation' from the scheme and landlord offer could lead to a ballot being annulled and a further ballot required. Any GLA funding would be automatically withdrawn in the event of the ballot result being reversed.
- 5.4.3 Retaining control of the planning process is an important aspect of the project and means that the Council can dictate the overall design and quality of the project. Moving away from a sales-led scheme means that density can be optimised for best practice design in what will be a quality led scheme.
- 5.4.4 The sum proposed is in addition to the £500,000 already approved for the initial capacity study and £250,000 approved for pre-ballot master planning. While this money is at risk prior to a successful ballot outcome, it reflects the fact that a significant amount master planning is required before then.

- 5.4.5 The post ballot budget reflects the size and scale of the project proposed and delivers a detailed planning permission for the first two phases, allowing the scheme to proceed quickly after approval.
- 5.4.6 It is proposed that a local area office is established in one wing of the Boundary Hall Community Centre. This will provide accommodation for Enfield Staff involved with the estate redevelopment and resident engagement. There is adequate space to create separate staff work area and retain room for resident workshop groups and resident engagement. CMCT have been consulted and suggested an initial budget of £150k.
- 5.4.7 Anticipated costs to proceed to ballot and further to a planning application are in the order of £4m including all the necessary specialist designs, ground investigation work and surveys required for a planning application.

5.5 Delegate authority to undertake a residents' ballot to the Director of Housing and Regeneration in consultation with the Leader

- 5.5.1 The GLA's mandatory requirement to ballot residents over the redevelopment of their estate means a significant consultation will be required. This will inform residents of our plans for the estate and allow them to input into our proposals.
- 5.5.2 The ballot process requires that a majority of residents vote for our plans before regeneration can proceed. This means our proposals have to be well developed prior to the ballot, and that we have a comprehensive suite of offer documents detailing their future housing options.
- 5.5.3 After the ballot, the Council will not be able to substantially change its proposals, otherwise the validity of the ballot can be called into question, and in extreme cases the GLA could withdraw funding. This makes it especially important that the consultation process is as thorough as possible and that the forward planning of the scheme, the business plan and structure for the delivery of the project is detailed and comprehensive.
- 5.5.4 The Council will not undertake the ballot until it is reasonably certain that it will win. Residents opinions will be gauged throughout the consultation process to assess whether our plans are meeting their expectations
- 5.5.5 It is proposed that the Leader is kept apprised of resident opinion, and that the decision of when to ballot is delegated to the Leader. The Leader will decide, subject to receipt of a positive test of opinion, the point where they are satisfied that enough consultation has been done to achieve a positive ballot outcome. This delegation will ensure sufficient flexibility over when the decision to ballot is taken.

5.6 Approval of selection of co-investor (if required)

- 5.6.1 Selection an investor partner and the procurement process are still to be determined. This will be done in consultation with Executive Director of Resources and the Directors of Finance, Housing & Regeneration and Head of Procurement. As mentioned earlier in section 4.3.4 of the report, a number of different criteria need to be considered that balance risk and cost, and a benchmarking system developed to asses funding bids. There will also need to be a due-diligence process undertaken against any potential co-investors before funding can be approved.
- 5.6.2 It is anticipated that developing a funding package will be an iterative process in response to changes and updates to the project business plan as the scheme proposals progress. The funding plan will need to be tested against governance principles and the HRA business plan, and it is proposed that the Finance and Governance Teams are best placed to do this.

- 5.6.3 It is further proposed that external advice will be required in the selection of an investor partner and that the Finance Director will procure this advice in consultation with the Directors of Law, Governance and Housing, and the P&C Hub.

6 COMMENTS FROM OTHER DEPARTMENTS

6.1 Financial Implications

- 6.1.1 The high-level modelling undertaken to date indicates that the redevelopment scheme is a viable proposition and would pay back by 2070, i.e. 50 years' time which would be appropriate for this class of assets.
- 6.1.2 There are, however, affordability concerns, particularly in the earlier years of the scheme. The total cost of the scheme is £0.770bn with debt reaching £0.608bn for the scheme as whole by 2034 of which £0.308bn would be with the HRA and this would naturally need to be considered alongside the 30-year HRA Business Plan and the aspiration to provide an additional 3,500 new homes.
- 6.1.3 The Council is in the process of commissioning a more detailed piece of financial modelling. The high-level model in operation has provided little opportunity to undertake extensive sensitivity analysis on the scheme and as such there is limited understanding on the impact of movements in construction costs, rental increase and interest rates for example. This modelling will take a couple of months to complete and run alongside the work be undertaken to deliver the ballot. In the event that this more detailed work contradicted the high-level modelling and cast doubt on the overall viability of the scheme, further work and expense would need to be brought to a halt.
- 6.1.4. More importantly a more sophisticated model will allow the affordability concerns to be fully considered and addressed. The obvious options are to look at the range of tenures and housing products including possibilities for private sale, levels of grant, and whether partners could be brought in for some of the phases.
- 6.1.5 Given the challenges with the affordability it would be prudent for the Council to build up its HRA reserves over the next two years to provide additional resilience ahead of the scheme commencing.
- 6.1.6 Once there is greater understanding of the affordability and hence the configuration of the redevelopment it will also be possible to explore the most efficient financing options. This will in all likelihood be primarily through the Public Works Loan Board, but the use of pension fund investment as discussed in the report will also be explored.
- 6.1.7 To date the scheme has been allocated £500k for the initial capacity study and £250k for pre-ballot master planning which are being met by the HRA. The additional £4m being sought to progress the scheme will be capital spend against the HRA's capital programme in the event that the scheme progresses. In the event of an unsuccessful ballot and no capital scheme all of the costs incurred to that point would need to be charged to HRA reserves, this is estimated to amount to £1.9m of the additional £4.0m.
- 6.1.8 The £4m capital would be met through borrowing and would attract annual interest charges of £120k per annum in a full year.
- 6.1.9 Finally, this scheme should be seen in the context of the Council's overall capital investment; the Council's Ten-Year Capital Programme, Ten Year Treasury Management Strategy and Five Year Medium Term Financial Plan are being presented to Cabinet in the forthcoming months.

6.2 Legal Implications MD 7 October 2019

- 6.2.1 The Council has been advised by its external lawyers, Browne Jacobson in relation to the regeneration project at Joyce Avenue and Snells Park. Officers should continue to seek legal advice where required as the scheme develops.
- 6.2.2 The Council has the statutory powers to undertake the regeneration of the Joyce Avenue and Snells Park estate as described in this report. Further analysis of the vires implications of the project will be necessary as the details of the scheme are developed.
- 6.2.3 Section 1 of the Localism Act 2011 provides the Council with the power to do anything an individual may do, subject to a number of limitations. This is referred to as the "general power of competence". A local authority may exercise the general power of competence for its own purpose, for a commercial purpose and/or for the benefit of others. Furthermore, pursuant to section 8 of the Housing Act 1985, the Council is required to consider the housing conditions and needs of their area with respect to the provision of further housing accommodation. The Council has the power under section 9 of that Act to provide housing accommodation. The Council has the power under section 9 of that Act to provide housing accommodation and under s17 of that Act to acquire land for housing purposes.
- 6.2.4 Public law principles will also apply to the decisions made by the Council in relation to the project, including the Council's duty to take account of its fiduciary duty and to act prudently with public monies entrusted to it. The Council is also under a general duty to act reasonably and show that its decisions in relation to the delivery of the project are made after having given due and proper consideration to all relevant factors (disregarding irrelevant factors). The Council must conscientiously consider the product of any public consultation undertaken in relation to the regeneration project at Joyce Avenue and Snells Park.
- 6.2.5 The public sector equality duty under section 149 of the Equality Act 2010 requires the Council to have due regard to; (i) the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010; and (ii) the need to advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. Any equality impact assessment prepared in respect of the Joyce Avenue and Snells Park regeneration project should be revisited as the scheme develops.
- 6.2.6 A number of options are currently under consideration for the structuring of the project, and the taxation position, including the potential impact of SDLT and VAT, will need to be analysed in the context of the Council's preferred delivery model.
- 6.2.7 It should be noted that a retention agreement between the Council and the Secretary of State governs the terms on which the Council may use Right to Buy (RtB) receipts. This agreement permits the Council to utilise RtB receipts itself for the provision of social housing but prevents the Council from transferring the retained amounts to a body in which the Council holds a "controlling interest". The project structure will need to take this restriction into account in the event that the Council wishes to use RtB receipts to fund (in part) the regeneration.
- 6.2.8 Analysis of any procurement and state aid issues arising in relation to the regeneration of Joyce Avenue and Snells Park will need to be conducted when further details about the project structure are known and on an ongoing basis throughout the lifetime of the project.

- 6.2.9 The preferred delivery structure for the project includes the potential for a partnering arrangement with an investor partner. While the exercise to select an investment partner (as described above) is not expected to be within the scope of the Public Contracts Regulations 2015 given the subject-matter (i.e. injection of funds rather than procurement of works, goods or services), in order to ensure compliance with the Council's best value and fiduciary duties to local taxpayers, a competitive selection exercise should be undertaken.
- 6.2.10 All goods/works/services associated with the regeneration of Joyce Avenue and Snells Park must be procured in accordance with the Council's Constitution, in particular its Contract Procedure Rules and the Public Contracts Regulations 2015 and all contracts will need to be in a form approved by Legal Services on behalf of the Director of Law and Governance.
- 6.2.11 The making of any compulsory purchase order and all acquisitions and disposals must comply with the Council's Property Procedure Rules.
- 6.2.12 Under section 226 (1) (a) of the Town and Country Planning Act 1990 a local authority has a general power to make a compulsory purchase order for the acquisition of any land in their area in order to facilitate the carrying out of development, redevelopment or improvement in relation to the land. In exercising these powers the Council must demonstrate that the proposed development/improvement is likely to contribute towards the promotion or improvement of the economic or social or environmental well-being of their area. When pursuing a CPO the Council is expected to negotiate with landowners and demonstrate that there are no financial or planning impediments to development. Further Legal Implications of utilising CPO powers will be included in future reports.
- 6.2.13 Appropriation of land to any purpose is governed by s122 of the Local Government Act 1972 which authorises councils to appropriate land to any purpose for which they are authorised to acquire land by agreement and which is no longer required for the purpose for which it was held immediately prior to the appropriation. A decision to appropriate land for a particular purpose does not extinguish any third party rights over the land in question. The Council is required to consider objections to the Council's view on the question of whether the land is required for present purposes and not just the issue whether land not so required should be appropriated for a new purpose.
- 6.2.14 By virtue of s.123 Local Government Act 1972 the Council may dispose of land in any manner it wishes subject to obtaining the best consideration reasonably obtainable, and in accordance with the Council's Property Procedure Rules. Therefore, when transferring any land interests as part of the project delivery, the Council must ensure that the value attributed to the land meets the Council's s.123 obligations.
- 6.2.15 When dealing with secure tenants the Council must comply with the provisions of the Housing Act 1985 including in relation to the service of demolition notices and rehousing.
- 6.2.16 For some projects affecting existing social housing estates, GLA funding is conditional upon recipients of that funding providing evidence of a positive vote in a resident ballot in favour of redevelopment. The Mayor of London's residential ballot requirements are detailed in section eight of the GLA Capital Funding Guide. The Council should also adhere to the principles set out in "Better homes for local people: the Mayor's good practice guide to estate regeneration." To comply with the GLA's requirements the Council must identify residents that are eligible to vote in the ballot; appoint an independent body to undertake the ballot; ensure the principles of resident ballots set out in the guidance are adhered to; produce and publish a Landlord Offer document for

residents; prior to claiming grant, complete the GLA Resident Ballot Compliance Checklist in a form satisfactory to the GLA; and provide residents and the GLA with regular reports detailing progress they are making. Ballots are expected to take place prior to the procurement of a development partner and/or prior to finalising the precise specification of works. Ballots should also be undertaken before residents are relocated for the purposes of delivering the regeneration project.

- 6.2.17 The Council's intentions for Joyce Avenue and Snells Park constitute 'development' within the meaning contained in the Town and Country Planning Act 1990 and as such an appropriate application will need to be submitted to the Local Planning Authority seeking planning permission.

6.3 Property Implications

- 6.3.1 This report deals with early strategic concepts for property currently held within the Housing Revenue Account (HRA) and as such, has no direct property implications for the General Fund/Council's non-HRA assets at this time. The report has been prepared by the Housing Estate Renewal team, and therefore the property implications for HRA assets are embedded in the body of the report.

- 6.3.2 The overall strategy, to invest in and optimise Council-owned assets, is in line with the Council's Corporate Objectives and Strategic Asset Management Plan (SAMP). In particular it correlates with the SAMP's position in relation to supporting the growth of the Private Rented Sector within the borough.

- 6.3.3 Any subsequent land transactions following on from the approach in this report, such as appropriation of assets to the General Fund, acquisition of assets for Compulsory Purchase reasons, or disposal of assets to a Private Rented Sector developer/provider, will need to fully comply with the provisions of S.123 of the Local Government Act 1792 to obtain 'best consideration' as well as the Council's own Constitutional Property Procedure Rules.

- 6.3.4 The Council's Corporate Landlord Policy should also be adhered to as appropriate.

7 KEY RISKS

RISK	MITIGATION
Negative ballot outcome. Scheme can't proceed, abortive costs are incurred, and housing remains in poor condition.	Our Engagement strategy and offer documents detailing housing options will be key to winning further support for our plans. This requires balancing our offer to compensate residents sufficiently without becoming onerous to the project. The Council will not rush into a ballot but will listen and engage with residents to refine the scheme and the Landlord Offer, carry out tests of opinion and ensure support is there before going to ballot.
Decanting may be required off site. This will take up capacity within the Council's existing stock and reduce the opportunities to rehouse families in temporary accommodation or those in overcrowded situations.	The current viability assessment assumes that all qualifying existing social rented households will remain on the estate. It is proposed that the neighbouring Florence Hayes Recreation Ground is redeveloped to provide initial decant accommodation to the residents occupying the

	proposed phase 1 area. Development of the subsequent phases will create enough decant accommodation for the phases that follow.
Florence Hayes Recreation Ground Site cannot be developed as decant accommodation. Residents that require decanting will have to be relocated in other existing council stock placing strain on housing resources.	Although the site is listed as local open space, it has been closed to the public for many years due to antisocial behaviour. Part of the site is occupied by a nursery. Initial discussions with Planners indicate that some of the area could be re-provided as private space with the remainder being relocated as much higher quality local open space on the main site via a linked planning application.
That the density proposed in the capacity study cannot be achieved. This will serve to reduce the number of additional affordable and intermediate housing units that can be delivered.	The capacity study was undertaken in consultation with LBE Planners. Enfield are required to make the best use of their assets to deliver affordable housing and the urban setting of the site would allow for higher densities to be achieved. The focus of the development will be high quality apartments that achieve modern space standards, and there are a number of established block typologies that deliver this as well as the public and private open space requirements. Initial master plan work is showing that the number of properties suggested in the capacity is easily achievable within a within a developing design for the estate.
That rent indexation does not meet the minimum requirements of the investor (should pension equity be used). The council will have to underwrite any shortfall to the investor.	Lifting of the HRA borrowing cap gives the Council flexibility to vary the amount of investment it puts into the scheme. There is also potential flexibility in terms of the minimum indexation guarantee by balancing this with the loan rate and further discussions will take place with potential investors as to how market risk is shared. The Regeneration Team will continue to work closely with the Finance Team to understand how this might impact the business plan and how the variables available can mitigate this risk.
That the investor will require a long lease over the co-funded property. The Council could lose long-term ownership if it was to default over any rental payments.	It is expected that any funder would require a leasehold interest, charge or other security over property as collateral against sums borrowed. It would be ensured in consultation with the Finance Team that there was always sufficient headroom within the business plan to meet our obligations. It is difficult to foresee circumstances where the Council could become insolvent to the extent that minimum rental payments could not be met. Housing, and in particular affordable housing, have very strong defensive characteristics and it can be reasonably expected that there will be ongoing

	demand for high quality dwellings. The phase by phase approach allows the project to be paused or changed between phases in response to market conditions or any emerging financial issues the Council could face.
Council undertakes planning and development risk as Lead Developer. The project suffers from delays, increased costs or resource issues.	The Council is taking on additional risk by leading on development in exchange for increased numbers of affordable units, reduced borrowing costs and savings on a development partner's profit. There will be a requirement – and an Investor will consider it a necessity – that the Council employ delivery staff with the right skills. There is sufficient time to recruit the staff required prior to the development commencing and the phase-by-phase approach effectively breaks down the project into a number of smaller, more manageable projects. It is further proposed that the Council procures the construction works on a design and build basis, whereby it places contracts at a fixed price with a construction company.
Compulsory purchase costs rise through the life of the scheme. The cost of the buy-backs exceeds the budgeted amount.	It is expected that buy-back costs will rise in line with property inflation in the local market. Any lift in the property market should also benefit rents in the long term. Where capital values do rise, this tends to reduce affordability and more households may turn to renting as an alternative option. Where it occurs, rent inflation will benefit this development model. For those leaseholders and freeholders buying back on the new development, the increased equity realised by the returning leaseholders on the sale of their existing properties would be returned back to the project through higher initial sales tranches. The effect of buyback inflation will form part of the future stress-testing of the financial model.

8 IMPACT ON COUNCIL PRIORITIES - CREATING A LIFETIME OF OPPORTUNITIES IN ENFIELD

8.1 Good Homes in Well-Connected Neighbourhoods

8.1.1 This project provides a rare opportunity to not only dramatically improve the accommodation and environment for our existing residents, but significantly increase the amount of affordable housing provided by the borough. Current proposals centre around a further 556 affordable rented units in addition to preserving the current 395 social rented apartments. The proposal further includes 251 shared ownership properties and 709 discount market rent properties. These represent large gains for the Council and produce significant permanent savings on temporary accommodation costs

8.1.2 By leading on delivery, the Council can ensure that long-term ownership of the land and property remains with the borough, increasing the overall housing stock and retaining rental streams into the future.

- 8.1.3 Accommodation planned across a number of tenures will include intermediate products aimed at key workers. The focus of this is to support recruitment and retention for key services in the health, police and education sectors by providing discount market rented accommodation and low-cost shared ownership options.
- 8.1.4 Renewal of part of the high street will introduce modern retail units, and where possible will be connected to new open space to allow outdoor seating and space to dwell while shopping.
- 8.1.5 The scheme will also provide wider benefits to the community with improvement to the high street, better links to the community to the west of the site and a clearer route to Silver Street Station.

8.2 Sustain Strong and Healthy Communities

- 8.2.1 The new accommodation will be built to a far higher specification than the existing properties. New apartments will meet or exceed current building regulations and will be warmer, more energy efficient and more secure than before. It is anticipated that this scheme will become an integral part of Enfield's Energetik district heating network, providing long-term cheap and reliable heat for all residents.
- 8.2.2 Properties will be designed to be adaptable in response to the requirements of elderly or disabled residents so that they can continue to occupy their homes. A proportion of the new units will be purpose designed for disabled residents, so they can remain living at home with as much independence as possible.
- 8.2.3 All blocks will feature the most up-to-date security measures designed to keep residents safe and prevent access by unwanted visitors. The overall design of the new estate will encompass all aspects of best practice in designing out crime by eliminating unseen spaces, providing secure off-street secure, high standards of lighting, CCTV and maximising natural surveillance.
- 8.2.4 By fully redesigning the estate, high quality public and private open space will be integral to the layout. Much of the existing green space has low amenity value and is mostly unused. Play facilities for all ages will be incorporated into the landscape design. As far as possible all dwellings will have either private gardens, balconies or access to private open space with options such as roof-top gardens being explored.
- 8.2.5 The new community will ultimately link into Enfield's pioneering borough-wide network of cycle routes, helping residents reduce their reliance on private cars and bringing positive environmental improvements. The new accommodation will have safe and secure cycle parking facilities that are private to each block.

8.3 Build our Local Economy to Create a Thriving Place

- 8.3.1 Located at the south end of Fore Street, the new development and upgrades to the high street will set the scene for the journey along the linear town centre of Angel Edmonton. Building on current plans to upgrade and redevelop parts of Fore Street as part of the estate renewal, a stage 1 bid has been sent to the GLA for the Future High Street Fund, led by the Director of Property and Economy. If successful, this could add several million pounds of additional funding to make more comprehensive improvements to Fore Street and secure the high street as a destination of choice for local people.
- 8.3.2 The estate renewal will have a much stronger east-west link between the High Street and the footbridge over the railway line. This will encourage more residents and visitors of the

community to the west of the estate to walk across to the high street, including people using and visiting North Middlesex Hospital.

- 8.3.3 It is envisaged that by improving access to the High Street, increased footfall and environmental improvements will help to ensure the viability of local businesses and help to secure existing and new employment opportunities.
- 8.3.4 The redevelopment of the estate will take place over several phases, and the size and scale of the scheme will generate a significant number of employment and training opportunities for local people in the construction sector. There are already a number of established training initiatives in the market that combine skills-based college learning through the HNC programme with work placements on site that lead to full time work. In addition, many of the larger development contractors have their own work-based schemes that operate in partnership with established sub-contractors.
- 8.3.5 Widening the tenure mix in the new development will help to ensure that the local community is more representative of the wider area in general where cultural diversity is the norm. Enfield as a borough is very diverse with its character and heritage varying widely from inner city to rural within just a few miles, and this differentiates it from other London boroughs. It is important therefore that there is a feeling of connection with the rest of the borough, not just physically but also in a sense of place where equality of opportunity and aspiration is intrinsic to living in Enfield.

9 EQUALITIES IMPACT IMPLICATIONS

- 9.1 See Appendix C

10 PERFORMANCE AND DATA IMPLICATIONS

- 10.1 The proposal makes clear through one of the key recommendations that it will retain ownership and management of these homes which will ensure that the council can keep the Council's land and property assets into the future. This is a clear strategy for the council.
- 10.2 Ongoing monitoring from a financial and performance perspective will ensure that these aims are realised and that the data is available to provide sufficient oversight and governance.
- 10.3 The proposed scheme will deliver a substantial increase in affordable rented homes and intermediate tenures at different price points, further work is ongoing to decide the mix of tenure and price points but KPIs will be established to effectively monitor this throughout the life of the project. Accurate tracking of progress of this delivery is paramount to ensure that the aims of the project are achieved. Data and information will be fully used to inform the tenures and price points that are offered through this scheme to ensure maximum benefit
- 10.4 Further KPIs will be developed in due course, some of these will be directly related to customer experience, these will be informed by the resident engagement programme that will commence with the Ballot as required by the GLA. This will allow us to establish a baseline from which further consultation and feedback will be collected to show how the scheme is bring real benefits to its residents and local area. The Ballot is critical milestone in the project and requires a considerable amount of detail in regard to the overall regeneration proposals and housing options to be presented to residents to allow them to make an informed decision.
- 10.5 Further work will be conducted to create a suite of KPIs from which the overall effectiveness of the project will be monitored, as well as centring around the number of new homes that

are delivered. We envisage that there will be ongoing monitoring around the positive impact on ASB, improvements to the local economy and infrastructure as well as positive customer experiences. There will be further development as the project continues and moves forwards.

11 HEALTH AND SAFETY IMPLICATIONS

- 11.1 As things stand, there are high levels of crime and ASB around the current estates. Bin stores have had to be closed due to misuse and ASB and many residents don't feel safe walking round outside at night. The design of many blocks features open stair wells which allow unwanted visitors to access the upper floors of buildings.
- 11.2 In terms of the existing estate layouts, there are many unseen spaces, poor lighting and a lack of a sense of ownership of communal spaces. This erodes community cohesion and makes the estate harder to manage.
- 11.3 The redesigned estate will tackle all these problems and provide a far more secure environment of residents. Blocks will have access controls to all areas along with significant improvements to lighting and CCTV. The design of the estate will create far more natural surveillance with far fewer unseen spaces. This will help discourage unwanted visitors and help residents to take back ownership of their community.
- 11.4 All new blocks will meet current and future building regulation requirements in terms of security, fire safety, energy efficiency and space standards. This represents a step-change improvement in the long-term health, safety and wellbeing of residents.

12 HR IMPLICATIONS

- 12.1 A detailed restructuring report is being written for the Regeneration Team and will include proposals within the new structure for the resources required to deliver the project.

13 PUBLIC HEALTH IMPLICATIONS

- 13.1 Good quality housing is fundamental to health as implied by the 30-year gap in life-expectancy in the homeless. Increasing the provision of good quality housing will therefore improve the health of residents.

Background Papers

Appendix A Notes on proposed funding

Funding proposals

- 1 Appendix A details out the spend to date and the estimated further budget required to ballot. These costs are potentially abortive until a positive ballot mandate is secured. Following the ballot, the project becomes live and costs can be capitalised to the scheme.
- 2 As detailed elsewhere in this report, it is proposed that LBE take the lead in planning and delivering the scheme. Completing a hybrid planning application including all survey costs, specialised technical reports and supplementary information necessary will deliver detail planning permission for around 300 units and outline planning for the rest. The Regeneration Team anticipate the cost to be in the region of £4m.
- 3 It is proposed that a full-time Engagement Officer is employed alongside a Principal Regeneration Officer. The purpose of this is for Enfield to have a consistent presence on

site and provide a direct point of contact with the council. The Officer will work closely with residents and the ITLA to help engage the hard to reach residents and ensure that we maximise the ballot turnout. It is anticipated that both posts will be at PO2 grade.

- 4 On financing we have explored external sources. There is a very significant amount to pension equity in the British market available for investment. The Build to Rent (BTR) market has taken off with companies such as L&G purchasing large projects across the country.
- 5 Pension investment in affordable housing is a new market sector and could be transformative in helping to deliver additional affordable housing. Pension investors are looking for new and innovative sources of long dated income, particularly now that retail and commercial investments are proving to be more volatile due to changes in shopping habits and corporate investment decisions delayed due to Brexit. The rental housing market – both affordable and private - has good defensive characteristics, with demand expected to increase in the long term due to demographic changes and lack of affordability for buyers.
- 6 There is therefore a large pool of low-cost capital available that could be matched to rental streams from this development. Soft market testing has taken place with
 - o L&G
 - o M&G
 - o Aviva
 - o LaSalle Investment Management
- 7 All companies showed strong interest in the proposals and remain keen to progress further detailed discussions about the opportunity. The cost of capital will depend on several factors such as the credit rating of the Council, length of investment, guarantees over indexation and whether rents are linked to RPI or CPI. Current indicative current rates from JLL are tabulated below:

Term	NIY
25	4.24%
30	3.63%
35	3.20%
40	2.87%
45	2.60%
50	2.39%

- 8 As can be seen, initial loan rates over 30-40 years are comparable with current assumptions for long term PWLB loans (3.5% assumed for modelling purposes). The basis of the pension equity borrowing would be to pay capital and interest over a fixed term leaving the property debt free at the end of the period. This would allow future re-financing or the ongoing benefit of the rent stream. It may be possible to secure lower rates if we chose the make balloon payments at the end of the investment periods. Although a less desirable option, there may be advantages in a low start rate in the wider context of the Council's business planning and this option will be explored in more detail as part of the ongoing options-appraisals and stress testing.
- 9 There are some risks that will have to be further explored with investors, with the main risk being the requirement to ensure an index-linked return based around CPI or RPI. Investors will usually require an annual rent increase of CPI/RPI with, say, a 1-5% collar/cap. The risk is to meet the minimum inflationary increase, each year, as set by the collar. Rent increases are something that the Council does not have direct control over, and the picture varies according to tenure as noted below.

- Social rents are set by Government and the Council has no control over this
 - LBE affordable rents are set by the Council but are linked to LHA rates which are set by the Government.
 - Discount market rents have been modelled at LHA rates which are set by the Government
 - Private rents are set by the market and are subject to market forces and economic cycles
 - Future wage and price index inflation will have a bearing on levels of affordability and consequently market rents
- 10 Even though rents of all tenures have tended to rise above inflation in the long term (especially in London), during periods of rent reduction the Council would be expected to make up any shortfall in the annual rent increase to meet the agreed collar. Conversely, by having a cap in place, the Council would retain any rent increases that exceed the cap which would work in favour of the Council during periods of higher inflation.
- 11 While commercial properties can be leased with built-in rent rises, it is more difficult to build in automatic rent increases for residential leases and to carry these forwards on relets, particularly if the market is static or adjusting down. This indexation risk changes during the investment period, with the risk to the Council reducing over time.
- 12 It should be noted it is highly unlikely that a pension equity investor will invest in the whole scheme from the beginning, and that it is more likely that it will be on the basis of three or four phases at a time. This is due to market uncertainty with forward pricing linked to predicted future Gilt rates. It is also the case that a Fund may not want to commit more than a certain proportion of its equity to a particular investment, and that ultimately more than one investor will participate in financing the project. Conversely, we may not want to commit the whole scheme to one investor and retain the benefit of flexibility to either self-fund the later phases or partner with another investor/s.
- 13 It is proposed that existing social tenants will remain on the same terms as their existing tenancy agreements will be protected such as RTB. It is likely that this commitment will be important to commanding support from existing tenants in the ballot. In terms of the additional affordable rented properties created, it is anticipated that these will be let on the prevailing standard Council assured tenancies. The pension equity model requires reliable income over the long term and assured tenancies provide this.
- 14 As previously noted, at the end of the investment period, all property and income revert to LBE unencumbered - provided there has been no default by the Council. There are a number of options at this point including refinancing of the estate portfolio or opportunities to convert the market rented properties to affordable tenancies, shared ownership or leasehold sales. The important point to note is that the Council is in full control at this point and will be able to respond to market demands.
- 15 It is proposed that PWLB borrowing is also used to supplement pension equity, GLA grant and RTB receipts as the main sources of funding. The proportions of grant and RTB are a function of the number of units being funded, however the proportions of pension equity and PWLB funding can be varied and this provides flexibility. It is suggested that the current assumed proportion of PWLB scheme funding is kept the same for the time being. Once work is under way with the architect to review the phasing options, there will be opportunities to test scenarios and flex the proportion of PWLB funding on a per-phase basis.

APPENDIX B

Letter of support from Chief Executive, North Middlesex University Hospital



Office of the Chief Executive
North Middlesex University Hospital
Sterling Way
London N18 1QX

Direct Line: 020 8887 2390
Email: maria.kane@nhs.net

Sent by email

24th September 2019

Dear Cllr Caliskan,

I was delighted to receive your letter regarding the development proposals for the Joyce Avenue and Snells Park area.

The rental arrangements that you outlined will be attractive to our staff and will be a great help in our recruitment and retention efforts. We would be keen to work with you to ring-fence affordable privately rented homes within some of the regeneration developments.

We are confident that there is significant demand for these homes and would be pleased to work with you and colleagues to plan the next steps.

Yours sincerely,

A handwritten signature in blue ink that reads "Maria Kane".

Maria Kane
Chief Executive



Chair: Dr Peter Carter OBE

Chief Executive: Maria Kane

APPENDIX C

Equality Impact Assessment

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Enfield Council Predictive Equality Impact Assessment/Analysis

NB if there is likely to be an impact on different groups of staff as a result of this proposal, please also complete a restructuring predictive EQIA form

Department:	Place	Service:	Estate Regeneration
Title of decision:	Cabinet	Date completed:	
Author:	Nick Weston	Contact details:	Nick.weston@enfield.gov.uk 020 8132 0706

1 Type of change being proposed: (please tick)

Service delivery change/ new service/cut in service	X	Policy change or new policy		Grants and commissioning		Budget change	
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2 Describe the change, why it is needed, what is the objective of the change and what is the possible impact of the change:

We are proposing to regenerate the Joyce Avenue and Snells Park estates in Upper Edmonton. Physically, many of the dwellings are becoming dated and there are numerous defects developing that will ultimately require a comprehensive refurbishment of the accommodation. This is an expensive proposition for the Council and will negatively impact on leaseholders through large major works bills which could lead to financial duress.

In addition, there are persistent problems with ASB, prostitution and drug dealing on the estates and many residents are scared to go out at night. The layout of the estates, particularly around Joyce Avenue is such that there are many unseen areas which facilitate crime and lower level nuisance issues such as public urination. There have been recent occurrences in the area of violent crime against the person, and the neighbourhood is known for gang activity.

A further strand to the proposals is to increase the overall supply of affordable homes in the borough to alleviate overcrowding and reduce the number of families currently housed in temporary accommodation.

The Estate Regeneration Team propose to comprehensively redevelop the estate with a particular focus on designing out crime, increasing supply of affordable homes and transforming the public realm including the adjacent High Street. The approach is summarised below in four main elements:

I A safe and child friendly neighbourhood

- High quality public and private open areas with much needed play spaces for children.
- Enhanced security by designing-out unseen spaces and limiting street parking as far as possible.
- More dwellings will be provided at ground floor level to increase natural surveillance and extra security features built into homes.

II More and quality housing for local people

- Cohesive and distinctive design of homes.
- Combat overcrowding. The additional affordable housing units created will be allocated according to Enfield's housing policies.
- A phased approach to allow different architects to design each phase and bring variety and creativity while maintaining an overall design integrity.

III Encourage local residents and businesses to stay and thrive

- Improve access to the High Street to encourage footfall and trade, supporting local businesses.
- Move some of the shop frontages back to create an urban square which would give some much-needed breathing space to the High Street and create an area for outdoor seating and attract new businesses to serve the incoming community.
- Develop a shared equity offer that works for resident leaseholders and encourages them to remain local residents.
- Proposals to offer existing private tenants first refusal on market and discount market rent homes, helping the existing community to remain together.
- Develop a strong and sustainable place-keeping strategy to ensure tighter control of parking, landscape management, refuse and street cleaning. The anticipated higher service charge density in the new development should help to provide the necessary funding to maintain the public spaces and common areas.

IV Council takes the lead.

- The Council wishes to retain as much control as possible over securing the best outcomes for residents. It is therefore proposed that it takes the role of lead developer. Given the long-term nature of the project, a key strategy will be to retain as much flexibility as possible over the composition of future phases. Markets and funding regimes will change over time but retaining overall control of the project allows opportunities that present themselves in the future to be seized. A phase by phase approach allows each phase to be tailored to demand and funding opportunities prior to the work being tendered.

In addition, there will be employment and training opportunities for residents, both during the construction phase where people will be able to acquire trade skills, and after through work on a revived High Street. It is further hoped that some new dedicated flexible employment space for new business and sole traders can be created to promote employment growth.

Finally, it may also be helpful to look at this redevelopment as adding to the positive schemes taking shape at Meridian Water and directly to the south in Haringey within their High Road West regeneration strategy.

3 Do you carry out equalities monitoring of your service? If No, please state why?

The Estate Regeneration Team is not required to directly undertake equalities monitoring of residents.

The function of the service is to identify estate redevelopment opportunities where a positive impact can be made for all residents both in terms of their current housing situation and their overall life chances.

4. Equalities Impact

Indicate Yes, No or Not Known for each group

	Disability	Gender	Age	Race	Religion & Belief	Sexual Orientation	Gender reassignment	Pregnancy & Maternity	Marriage & Civil Partnerships
1. Does equalities monitoring of your service show people from the following groups benefit from your service? (recipients of the service, policy or budget, and the proposed change)	YES	YES	YES	YES	YES	YES	YES	YES	YES
2. Does the service or policy contribute to eliminating discrimination, promote equality of opportunity, and foster good relations between different groups in the community?	YES	YES	YES	YES	YES	YES	YES	YES	YES
3. Could the proposal discriminate, directly or indirectly these groups?	YES	YES	YES	NO	NO	NO	NO	NO	NO
4. Could this proposal affect access to your service by different groups in the community?	NO	NO	NO	NO	NO	NO	NO	NO	NO
5. Could this proposal affect access <u>to information</u> about your service by different groups in the community?	NO	NO	NO	NO	NO	NO	NO	NO	NO
6. Could the proposal have an adverse impact on relations between different groups?	NO	NO	NO	NO	NO	NO	NO	NO	NO

If Yes answered to questions 3-6 above – please describe the impact of the change (including any positive impact on equalities) and what the service will be doing to reduce the negative impact it will have.

There are a number of principles underpinning our proposals designed to ensure that none of the existing service users are negatively impacted by our plans:

- We will communicate and update our plans through a comprehensive engagement and consultation exercise that will allow residents to articulate their preferences and influence the design and execution of the final plans
- We are required to ensure that none of the residents affected are worse off either socially, materially or financially because of our plans
- Improving our residents' direct living environment through new and improved housing and by helping households out of temporary accommodation into high quality permanent housing
- Much improved public open space and public realm with play facilities for children, areas for adults to relax and of higher ecological value
- Secure private open space either through individual gardens or communal gardens that are private to block residents and allow safe areas for children to play
- Reduced traffic movements in and around the estate through reduced parking availability and improved cycling and walking facilities to discourage short car journeys
- Reduced energy bills and fuel poverty
- Improved access to services and transport links on the High Street
- Our proposals will be tenure blind to eliminate social division and promote equality
- A reduction of crime and the fear of crime through good practice design, improve security and better lighting
- All subject to consultation and a resident's ballot to approve our plans, and to ensure that our proposals are carried through to delivery as required by the GLA

*If you have ticked yes to discrimination, please state how this is justifiable under legislation.

Estate renewal programmes will replace poor quality housing and improve the quality of the environment, provide opportunities for community development, skills and employment opportunities.

It may be more difficult for single parent households to manage the move – costs will be reimbursed but the organisation of removals,

disconnection and reconnection of services, furnishing etc

Single parent households may struggle to cope with a requirement to move home less well than two parent households. Moving home involves costs, which are paid, and organising removals, connections and disconnections, forwarding mail, and furnishing a new home. As Single parent households are more likely to be headed by a woman, this proposal may have a greater impact on women, than men.

The disruption involved in moving can be particularly difficult or distressing in older age, older residents may have to rely on others to help them. All new homes will be constructed to lifetime homes standards and will be adaptable for elderly or disabled residents. A proportion of the homes may also be specifically constructed as sheltered accommodation and discussions are ongoing internally with the Director of Health and Adult Social Care.

This EQIA identifies positive and negative impacts for all members of the community, and a disproportionate impact on some people sharing protected characteristics - older people, female headed single parent households, and households containing someone with a disability. These issues will be addressed in any redevelopment plans agreed after a resident's ballot.

5. Tackling Socio-economic inequality Indicate Yes, No or Not Known for each group	Communities living in deprived wards/areas	People not in employment, education or training	People with low academic qualifications	People living in social housing	Lone parents	People on low incomes	People in poor health	Any other socio-economic factor Please state;
Will the proposal specifically impact on communities disadvantaged through the following socio-economic factors?	YES	YES	YES	YES	YES	YES	YES	
Does the service or policy contribute to eliminating discrimination, promote equality of opportunity, and foster good relations between different groups in the community?	YES	YES	YES	YES	YES	YES	YES	
Could this proposal affect access to your service by different groups in the community?	NO	NO	NO	NO	NO	NO	NO	

If Yes answered above – please describe the impact (including any positive impact on social economic inequality) and any mitigation if applicable.

***Demographic information obtained from the Knowledge and Insight Hub, Ward Profile: Upper Edmonton 2019**

Communities living in deprived wards/areas

Upper Edmonton is one of the most deprived wards in the borough and is within the 10% most deprived wards in England. The ward falls below the averages for the borough and London on a number of deprivation indicators such as unemployment and life expectancy.

The redevelopment of Joyce and Snells and the development of Meridian Water in the same ward will bring billions of pounds of investment into the area. This will not only secure significant quantities of high-quality affordable and private housing but will inevitably attract other inward investment to the area.

The expected result of this investment will be to contribute to making the ward a happier, healthier and more dynamic place to live and work and will help to balance life outcomes for residents between the east and west of the borough.

People not in employment, education or training

The ward falls below the borough averages for residents with lower level qualifications and higher-level qualifications and above average for residents with no qualifications. The effect if this is to reduce work opportunities and access to better paid employment. Through the redevelopment of the estate, there will be work and training opportunities for local residents in connection with the construction trade. This will include obtaining NVQ level qualifications and apprenticeship schemes for trades.

As a Council-led development, Enfield will be able to set the terms for such work and training opportunities through local labour initiatives in our construction contracts and associated partnering arrangements. The wider investment in the area is expected to boost the high street and create further end use employment opportunities.

The new station at Meridian Water and other projects that are underway with TFL will aim to increase the frequency of services into and out of London and with associated improved connectivity with the London Underground and Overground hubs. This makes the ward more attractive to inward investment from businesses to the borough creating further work and training opportunities.

People with low academic qualifications

For the reasons set out above, the redevelopment will provide opportunities for work and training in the construction trade. The construction trade as a whole suffers from a shortage of skilled workers and crafts people; and it is often this vocational type of work that suits candidates who have attained lower or no formal academic qualifications.

People living in social housing

This project directly affects people living in social housing. The proposed renewal of all the social housing on the existing estate will entitle every current social housing tenant a brand-new energy efficient home that meets their housing needs. The regeneration will also be an opportunity to re-plan the estate to design out crime and provide much improved green spaces.

Lone parents

The percentage of lone parents in this ward is higher than the borough average and represents around 23.4% of households. Lone parents in social rented accommodation will be offered a brand new social rented home that meets their housing needs. It is also proposed that tenants of non-resident landlords (which will include lone parents) on the estate will be offered first choice of intermediate housing such as homes let at London Living Rents or Shared Ownership subject to qualifying criteria; or in the newly built private rented homes on the estate at market or discount market rents.

It is further proposed that on the new estate the Council will remain Landlord regardless of tenure; and for the rented tenures, offer longer tenancies with controlled rent increases and professional management services. It is envisaged these interventions will help provide stable housing choices and enable families to put down more permanent roots in the community.

People on low income

Upper Edmonton is estimated to have the 3rd lowest median household income of the borough's 21 wards with average household incomes below the median for both Enfield and London as a whole. It is proposed that there will be long-term training and employment opportunities in connection with the redevelopment of the estate, and the associated improvements to the adjacent high street will provide additional employment opportunities. Improved housing conditions and the proposed longer tenancies for the (Council owned) private rental properties will help to bring more stability to people's lives and enable them to focus on work opportunities.

Other socio-economic factors

Health and disability

Within the proposals are a major emphasis on high quality open spaces and interventions to encourage residents to walk, cycle or use public transport as an alternative to private car use. It is also hoped that a more attractive, safer feeling external environment will encourage residents to go outdoors more frequently to help combat loneliness and social isolation as well as increasing exercise levels.

All flat blocks will feature lifts and increased numbers of ground floor dwellings to help elderly and disabled residents to access and egress their homes more easily.

The new homes themselves will have much better heating and ventilation and provide a healthier internal environment in which to live

Culture and Leisure

Current proposals are examining the feasibility of introducing an 'arts' building that will encompass community facilities, library service, meeting space, café and exhibition space – all linked to a new square directly off the high street. This will allow events to take place that

require both indoor and outdoor space and will be the year-round cultural hub for the estate. This is intended to complement an invigorated high street in increase the overall appeal of Fore Street as a destination retail and leisure area. Resident from Joyce and Snells will be at the heart of these changes.

6. Review

How and when will you monitor and review the effects of this proposal?

Estate ballot

We are required to undertake a ballot of residents and obtain a majority in favour of our plans. This means that residents will be widely consulted and have the opportunity to directly influence plans for their new estate. The ballot will also entail the Council putting together a Landlord Offer document that details residents' housing options and compensation for disturbance and homelessness. A positive ballot outcome will be an endorsement for our estate plans and Landlord Offer.

Planning application

Resident consultation and engagement will continue throughout the planning application process so that they can further shape their new estate. This period will provide an opportunity for ongoing feedback to our plans and proposals and will encourage residents to take ownership of their new estate as it develops.

Development phases

At the end of each development phase – currently anticipated 11 phases in total – there will be surveys at practical completion when residents move in and at the end of the defect liability period (12 months into tenancy) to ascertain what they think of their new homes. Feedback from these surveys will be used to make changes and improvements in the subsequent phases of development through a process of continual improvement.

The resident's steering group will continue throughout the development as a forum, and it is hoped that a strong resident's association will develop to feed back on management and maintenance issues post occupation.

Enfield Council Predictive Equality Impact Assessment/Analysis

NB if there is likely to be an impact on different groups of staff as a result of this proposal, please also complete a restructuring predictive EQIA form

Action plan template for proposed changes to service, policy or budget

Title of decision: ...Cabinet Approval.....

Team: ...Housing and Regeneration..... Department: Place.....

Service Manager: ...Ed Richards/Nick Weston.....

Identified Issue	Action Required	Lead Officer	Timescale/ By When	Costs	Review Date/ Comments

Please insert additional rows if needed

Date to be Reviewed:

APPROVAL BY THE RELEVANT DIRECTOR - NAME: Ed Richards... SIGNATURE.....

This form should be emailed to joanne.stacey@enfield.gov.uk and be appended to any decision report that follows.

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Office of the Chief Executive
North Middlesex University Hospital
Sterling Way
London N18 1QX

Direct Line: 020 8887 2390
Email: maria.kane@nhs.net

Sent by email

24th September 2019

Dear Cllr Caliskan,

I was delighted to receive your letter regarding the development proposals for the Joyce Avenue and Snells Park area.

The rental arrangements that you outlined will be attractive to our staff and will be a great help in our recruitment and retention efforts. We would be keen to work with you to ring-fence affordable privately rented homes within some of the regeneration developments.

We are confident that there is significant demand for these homes and would be pleased to work with you and colleagues to plan the next steps.

Yours sincerely,



Maria Kane
Chief Executive

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MUNICIPAL YEAR 2019/2020 REPORT NO. 104A

MEETING TITLE AND DATE:

Cabinet: 16 October 2019
Council: 20 November 2019

REPORT OF:

Executive Director of Place

Contact officer and telephone number:

Nick Fletcher:0208 379 8310

E mail: nick.fletcher2@enfield.gov.uk

Jennifer Price:0208 379 8310

E mail: jennifer.price@enfield.gov.uk

Agenda – Part: 1	Item: 8
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Subject: Meridian Water: Financial Model and 10 Year Budget
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Wards: Upper Edmonton

Key Decision No: 4469

Cabinet Member consulted:	Cllr Nesil Caliskan
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1. EXECUTIVE SUMMARY

- 1.1 This report follows the previous Financial Review report (KD4469) approved by Full Council on January 30th 2019.
- 1.2 Significant progress has been made across Meridian Water in recent months, with the announcement of Housing Infrastructure Fund (HIF) funding of £156m for site wide infrastructure works and rail enhancements, submission of two major planning applications for 2,300 homes and site wide infrastructure works, the opening of the new Meridian Water Station, selection of Galliford Try Partnerships as development partner for “Meridian One”, conclusion of a procurement process for “Meridian Two” as well as successful music and cultural events such as Field Day being held on site.
- 1.3 This report recommends a detailed capital budget for the Meridian Water regeneration programme for the remainder of 2019-20, plus the 2020-21 and 2021-22 financial years, and Cabinet has recommended that Full Council authorises for expenditure for these years totalling £286m.
- 1.4 This report also sets out an indicative budget to cover capital expenditure for the period between April 2022 and April 2029 across the Meridian Water regeneration programme. By the end of this period, an anticipated 5,000 homes, 2,000-3,000 FTE jobs and transformational infrastructure will have been delivered at Meridian Water.

2. RECOMMENDATIONS

That Full Council:

- 2.1 Notes the Meridian Water 30-year Financial Model which confirms the overall financial viability of delivering Meridian Water.
- 2.2 Authorise expenditure of the detailed Meridian Water programme budget totalling £286m to cover the remainder of 2019-20, plus the 2020-21 and 2021-22 Financial Years to undertake the projects and activities set out within this report.
- 2.3 Notes the indicative Meridian Water programme budget which covers the period 2022-23 through to 2028-29 totalling £245m, which is included within the Financial Model baseline
- 2.4 Authorise the addition of £286M to the approved capital programme
- 2.5 Notes the estimated budget requirements for 2022/23 to 2028/29 of £245M, which would be approved as part of the 10-year capital programme.

3. BACKGROUND

Purpose of report

- 3.1 This report explains the current status of the Meridian Water Financial Model and asks that Full Council note the work that has been undertaken, and note that Cabinet have authorised the baseline Financial Model to be used as the basis of decision making for Meridian Water (KD4469, 16th October 2019).
- 3.2 This report sets out a detailed capital budget for the Meridian Water regeneration programme for the remainder of 2019-20, plus 2020-21 and 2021-22 financial years, and Cabinet has recommended that Full Council authorise expenditure of this budget totalling £286m (the full amount contingent on receipt of HIF funding). The approach has been taken to seek authority for expenditure of a detailed budget for a two-and-a-half-year period only as a regeneration programme of such scale and complexity requires flexibility.
- 3.3 However, this report also sets out an indicative budget to cover capital expenditure for the period between April 2022 and March 2029 across the Meridian Water regeneration programme.
- 3.4 This 10 year period of investment will see the delivery of an anticipated 5,000 homes, 2,000-3,000 FTE jobs and transformational infrastructure which will establish Meridian Water as a successful neighbourhood, as well

as providing significant socio-economic benefits to Upper Edmonton, neighbouring wards, and the London Borough of Enfield.

Council as Master Developer

- 3.5 In July 2018, Cabinet authorised the recommendations of three significant reports to kickstart the delivery of Meridian Water, with the Council taking on the master developer role;
- 3.5.1 **Meridian Water Programme Update (KD4033):** this report sought approval for the Council to assume the role of master developer and commence procurement processes to appoint development partners for Site 1, now known as 'Meridian One' (Willoughby Lane) and Site 2 or 'Meridian Two' (Leeside Road former Gasholder), deliver an Employment Hub, and also commence an options appraisal for the future delivery model for the rest of Meridian Water.
- 3.5.2 **Meridian Water - Housing Infrastructure Fund (KD4711):** this report sought approval to submit a business case to Ministry for Housing Communities and Local Government for Housing Infrastructure funding, as well as the strategy for delivering these works; through preparation of a detailed planning application and procurement of a contractor.
- 3.5.3 **Meridian Water Employment Approach (KD4717):** this report sought a budget to deliver a number of employment led projects including Meridian Works with Building BloQs, and leasing various sites to 'meanwhile' operators to generate income and establish a sense of place at Meridian Water. This included leasing the Orbital Business Park Sheds to the Vibration Group to curate an ambitious programme of music and cultural events including Field Day Festival.

Meridian Water: Delivery Progress

- 3.6 Since Cabinet authorised the recommendations of these three reports in July 2018, progress has been made across numerous workstreams and projects within the overall Meridian Water programme.
- **Housing Infrastructure Fund (HIF) & Strategic Infrastructure Works:** after the business case was submitted by the GLA to MHCLG, the Council received notification on 16th August 2019 that it will receive the full £156m of grant funding from central government which is a significant boost for Meridian Water. Receipt of this funding will be subject to satisfaction of several pre-contract conditions A detailed planning application for the Strategic Infrastructure Works was also submitted in July 2019 to the Council's Planning Authority, and the competitive dialogue procurement process to appoint a framework of contractors to deliver the works is set to commence during the autumn. A report will be taken to Cabinet in the coming weeks recommending that the Council makes a Compulsory

Purchase Order (KD 4832) to acquire third party land necessary to deliver the infrastructure works across Meridian Water.

- **Meridian Water Station (and Station Public Realm):** the brand-new Meridian Water Rail Station opened in June 2019, providing Upper Edmonton with a significantly improved transport connection and a catalyst for the Meridian Water project. Services increased to 3-4 trains per hour in September 2019. Public Realm works completed prior to the opening of the station which includes hard and soft landscaping to the front of the new station and pedestrian and cycle access across the Willoughby Lane site to Edmonton.
- **Meridian One:** after a competitive procurement process and Cabinet authorisation in April 2019 ("*Meridian Water – Meridian One Developer Procurement*" KD4864), Galliford Try Partnerships were selected as the Council's development partner for the delivery of at least 725 homes as well as circa 2,250m² of commercial, leisure and community space at the Willoughby Lane site. Having negotiated final terms, a separate report "*Meridian Water - Meridian One Developer Appointment*" (KD5004) is being brought to Cabinet on 16th October, recommending that the Council enters into the Development Agreement for a scheme which will provide 50% affordable housing, an uplift beyond the original outline planning permission and Council's invitation to tender (ITT) requirements, including over 200 Council homes for affordable rent. It is anticipated that a new planning application to provide additional homes may be submitted within the next 12 months. Meridian One will also provide meanwhile events and uses to activate the site, a construction skills academy to encourage local upskilling and labour, and opportunities for local artists as part of a hoarding project.
- **Phase 2 Outline Planning Application:** an outline planning application, the largest ever to be submitted to Enfield Council, was submitted in July 2019 for 2300+ homes, commercial employment and retail space, hotel, student accommodation a primary school and other social infrastructure. The application is in the centre of Meridian Water covering the land between Pymmes Brook to the west, the River Lea Navigation to the east, the North Circular Road to the north and Tottenham Marshes to the south. The Phase 2 Business Plan report KD 4953 is on the same Cabinet agenda this evening, which recommends the delivery strategy for over 1500 homes and other uses within this outline planning application.
- **Meridian Two:** a procurement process is in the final stages (through the GLA LDP2 framework) to select a development partner to deliver a 100% affordable housing led scheme of circa 250 homes, and 3,000m² of workspace. A report will be taken to Cabinet recommending the preferred partner in January 2020. Construction is expected to start in 2021 with completion in 2023-4.

- **Vibration Group/Orbital Business Park Sheds “The Drumsheds”:** The Council entered into a lease with The Vibration Group to curate a programme of music and cultural events inside the iconic blue sheds and on adjacent Council owned land. Field Day, one of London’s most established music festivals was held at the site in June 2019, bringing in excess of 25,000 people to the site over two days. There is a programme of further music and cultural events over the coming two years at the “Drumsheds”.
- **Meridian Works One (Building BloQs):** An Agreement for Lease, and revised Grant Funding Agreement was signed earlier this year with Building BloQs to provide 3000m² of ‘maker space’. A planning application for the refurbishment of the former VOSA depot and construction of a new extension, was submitted in August 2019. Works on site are expected to commence later in 2019 and the space is expected to be occupied in mid-2020.
- **“Teardrop Site” Meanwhile Use (Meridian Way):** The Council is actively seeking an operator to provide a ‘meanwhile’ use on this prominent site adjacent to the Meridian Water Rail Station and Meridian Way, which can have a positive impact on place making, activating the site and providing important employment space.
- **Stonehill Site:** The site has been marketed and the 3 acre (1.2 hectare) Hawley road site is being taken by North London Waste Authority for their compound to enable the rebuilding of the Ecoplant. Through a marketing process, other meanwhile proposals within the Stonehill site that generate income and contribute to employment and placemaking objectives are being explored.

MERIDIAN WATER FINANCIAL MODEL

- 3.7 Following the decision by Cabinet for the Council to take on the role of master developer at Meridian Water (KD4033), Lambert Smith Hampton were commissioned to produce a bespoke Financial Model and LBE Finance and the Meridian Water Team have been reviewing on-going progress.
- 3.8 The Meridian Water Financial Model covers a 30-year period, currently at year 6, and is used to monitor the performance of the Meridian Water programme against financial objectives. The Financial Model can also be used to test different scenarios and sensitivities as the programme will always need to adapt and respond to different factors including macro-economic events/cycles, market conditions, changing regulation and Council specific policies, objectives and models of delivery.
- 3.9 The Meridian Water Financial Model will remain a live document and its role up until this point has been that of a traditional financial model for understanding the financial viability of a large regeneration programme. However, whilst this approach is needed, the Council has a greater remit

than that of a developer and should take into account socio-economic outputs and other impacts that Meridian Water can have on the whole borough. For example, this may include the value of building new Council homes, providing social infrastructure and investing in new transport infrastructure. Therefore, Cabinet should note that further work will be undertaken to develop a Social Value Model which will be reported to Cabinet in 2020.

3.10 The objective of the Meridian Water Financial Model to date has been to forecast a reasonable return on investment for the Council after a number of essential qualitative objectives have been included;

- Provision of 40% affordable housing in accordance with the Enfield Leaside Area Action Plan (ELAAP) and existing Local Plan to meet local housing need for the London Borough of Enfield and meet the objectives of the Corporate Plan.
- High quality of architecture, public realm and landscaping, in line with the Meridian Water Place Vision and three pillars of place making; 'Parklife on Your Doorstep', 'Your Place to Make and Create' and 'Mixing Uses Animating Streets'. Establishing a sense of place and character are essential components of a successful legacy.
- Council ownership of non-residential ground floor uses; whether commercial (retail or employment), community, or leisure spaces so that the Council has control over the strategy to provide leisure, amenity and community activities, provide employment opportunities to local residents, and generate an income stream. This income stream in the future will be of significant value to the Council and contribute to funding Council services.

3.11 The financial return to the Council is a contingency to cover for unforeseen eventualities to protect the Council from making a loss.

3.12 On 16th October 2019, Cabinet authorised the use of the Meridian Water Financial Model baseline to be used as the reference point and basis for decision making on Meridian Water.

3.13 In addition to the Social Value Model, the Council will be commissioning a number of strategies for Meridian Water, including a Sustainability Strategy which will include detailed initiatives on environmental sustainability to mitigate the effects of climate change and reduce the impact of development on the environment. The development of these strategies will include scenario testing in the Financial Model and Social Value model so that decisions on any proposed initiatives are appropriately informed.

Meridian Water 2.5-year budget: summary of activities and milestones

3.14 Between 2019 and March 2022 within the detailed 2.5 year budget period the following activities are expected to be underway, or milestones completed;

Meridian Water 2019-20 to 2021-2022: Key Activities and Milestones
<p>Strategy and Programme Governance:</p> <ul style="list-style-type: none"> • Preparation and approval of strategies to govern the Meridian Water programme including Estate Management, Asset Management, Employment, Sustainability • Estate Management company for Meridian Water becoming operational in 2021.
<p>Planning & Design:</p> <ul style="list-style-type: none"> • Preparation of a Design Code and Masterplan Supplementary Planning Document to promote and ensure design quality across third party land within the Meridian Water masterplan. • On-going monitoring and approval of design information to ensure compliance with the Meridian Water Place Vision and contractual documents
<p>Land Acquisition and Compulsory Purchase Order:</p> <ul style="list-style-type: none"> • Acquisition of all land interests required to deliver the Strategic Infrastructure Works. All efforts will be made to secure the land via private treaty but if this cannot be achieved within the timeframe, a CPO will be made. • Compulsory Purchase Order to assemble all land required to deliver the SIW and to acquire any rights required to deliver those works. It is anticipated that a CPO could be made in winter 2019/20, following a possible public inquiry in summer 2020, vacant possession of land would be required in early 2021. • Relocation of the Cadent pressure reducing station site on Zone 1, enabling the delivery of infrastructure works for the Meridian One development and completing the acquisition of all developable land within the Zone 1 area of Meridian Water. • Acquisition of other ad hoc land parcels on the East Bank, as they are available in order to tidy up Council land holdings and facilitate future Meanwhile and Development projects.
<p>Phase Delivery:</p> <ul style="list-style-type: none"> • Meridian One – construction underway for Phase 1a from 2020 with the first affordable Council homes (acquired by LBE) close to completing in early 2022. • Meridian Two – construction underway from 2021 for circa 250 all affordable homes and commercial workspace. • Outline planning permission secured for 2,300 homes across Phase 2 in 2020. • Detailed Delivery Plan workstream undertaken including obtaining Reserved Matters Planning Approvals for Phase 2a to deliver circa 500 homes. This will include detailed design, preparation of specification and a recommended procurement strategy for further Cabinet approval.
<p>Infrastructure Delivery:</p> <ul style="list-style-type: none"> • Completion of remediation and utilities diversions at Willoughby Lane to

<ul style="list-style-type: none"> • enable the development of Meridian One. • Draw down of HIF funding. • Strategic Infrastructure Works planning permission to be secured in 2019-20. • Strategic Infrastructure Works competitive dialogue process undertaken between 2019 and 2020 to appoint a framework of contractors to deliver the works. • Pre-Construction Services Agreement expected to be entered into with main contractor for Infrastructure Works in 2020 to develop detailed design. • Construction underway across the site from 2021.
<p>Meanwhile Uses, Employment & Socio Economic:</p> <ul style="list-style-type: none"> • Production of the Meanwhile Masterplan, as a strategy to inform project decision making and for future developers. • Drumsheds (Orbital Business Park) events expected to continue drawing large crowds, establishing Meridian Water as a music and cultural destination. • Building BloQs workshop at former VOSA site occupied and operational in 2020 providing 3,000m² of employment space and circa 970 FTE jobs. • Meanwhile uses in place across Stonehill and Teardrop sites. • Activation of the canal and reuse of Antony Way properties to expand the activity hub and create more of a destination on the East Bank.
<p>Property Management & Security:</p> <ul style="list-style-type: none"> • Procurement of a new site-wide Security company. • Procurement of a Property Management Agent to oversee Property Management for the next three years. • Ongoing letting of meanwhile sites as they become available to maximise revenue income and ensure best use of land ahead of development or infrastructure works.

Meridian Water 10-year budget: summary of outcomes

3.15 The future 10-year budget consists of £286M 2.5 year budget and the indicative budget of £245M. The investment of approximately £531m from the Council in Meridian Water over a 10 year period will have a transformational impact with the following future goals by 2029;

- Development of approximately 5,000 new homes across the Masterplan.
- The 'Meridian One' site at Willoughby Lane will be a successful and established neighbourhood stitched into surrounding Angel Edmonton, with over 900-1000 homes including hundreds of Council homes, public spaces, employment, retail, health and leisure uses. Further development to the north and south as part of Phase 4 will see new high-quality mixed tenure development that increases the vibrancy and vitality of the place.
- The transformation of the heart of Meridian Water across the 'Phase 2' site will almost be complete, with a vibrant community residing between Pymmes Brook and the Lee Navigation, with over 1500 homes which

have will have completed. Construction will be underway on the last development plots.

- Implementation of further rail infrastructure which will have boosted rail frequencies to 6-8 trains per hour at Meridian Water Station in 2023 which is a catalyst for transformation.
- Implementation of the following infrastructure by 2024; main vehicular routes, streets, pedestrian and cycleways, bridges, utilities capacity provision, plot remediation, flood capacity, to serve the masterplan area for all future phases of development.
- Social infrastructure, including a new primary school and a health centre.
- A successfully established and growing creative industries cluster exists across Meridian Water, providing several hundred skilled jobs for local people while generating activity across Meridian Water. This will include various types of product, fashion and graphic design and associated manufacturing, performing arts and theatre, film, music, TV, media, and many other diverse employment types.
- A gym, retail and employment space, providing an important offer for Meridian Water and Upper Edmonton residents.
- Approximately 9.1 hectares of parkland benefitting the new Meridian Water community and providing amenity for the neighbouring communities.
- Naturalised waterways which will have had significant ecological and amenity benefits for new Meridian Water and Edmonton residents.
- Significant social value captured, through Development Agreements, leases, works and services contracts. These will provide employment and skills opportunities for local residents.

4. ALTERNATIVE OPTIONS CONSIDERED

Not approve the financial model baseline

- 4.1 Not approving a baseline for the Financial Model would not provide a basis and context for future decision making, and reporting against any changes in the key outputs and performance of the Meridian Water programme.

Do not approve full budget but rather approve each workstream separately;

- 4.2 This approach would not provide the strategic overview to budget setting for the Meridian Water programme and decision making. The overall costs borne by the Council for Meridian Water need to be considered against the benefits at a programme level, rather than looking at workstreams in isolation.

Approve shorter budget;

- 4.3 Approval for a budget shorter than 2.5 years would not provide sufficient flexibility to plan comprehensively and it would require additional reporting and governance which would not be the most efficient use of resources.

Seek approval for full 10-year budget;

- 4.4 This was considered however due to the scale and complexity of the Meridian Water programme which needs to respond to the changing economic cycles, market conditions, regulation and other factors, a period of 10 years is considered too long to provide sufficient cost certainty.

5. REASONS FOR RECOMMENDATIONS

- 5.1 Significant progress has been made on Meridian Water since reporting to Cabinet in July 2018, and Full Council in January 2019 with successful delivery of London's newest Rail station, establishing a successful cultural offer on site, awarding the contract to deliver the first phase of development and circa 900-1000 homes, submitting planning applications to secure a further 2,300 new homes as well as crucial site wide infrastructure including parks, bridges, roads and cycleways. A record level of grant funding totalling £156m as part of the Housing Infrastructure Fund from central government has been announced, to deliver these crucial-site wide infrastructure works.
- 5.2 Cabinet has recommended that Full Council authorise expenditure of the proposed detailed budget of £286m to cover the remainder of 2019-20, 2020-21, and 2021-22 financial years, based on the detailed programme of activities and milestones set out within this report. Within this period, progress is expected to continue with the first new homes completing, many more homes and site wide infrastructure under construction and the ramping up of employment and cultural activity to further establish Meridian Water as a destination.
- 5.3 Full Council are asked to note the indicative budget over the remaining period up to 2028-2029 by which time it is expected that approximately 5,000 new homes and between 2,000-3,000 FTE jobs will have been delivered.

6. COMMENTS FROM OTHER DEPARTMENTS

6.1 Financial Implications

The Financial Implications are included in the Part 2 report.

6.2 Legal Implications

27th September 2019 MD

- 6.2.1 The Council has power under section 1 of the Localism Act 2011 to do anything that individuals generally may do provided it is not prohibited by legislation and subject to public law principles. The recommendations detailed in this report are in accordance with the Council's powers. Furthermore, pursuant to section 8 of the Housing Act 1985, the Council is required to consider the housing conditions and needs of their area with respect to the provision of further

housing accommodation. The Council has the power under section 9 of that Act to provide housing accommodation. The Local Government Act 2003 gives the Council power to borrow for any purpose related to its functions, and to utilise capital receipts, subject to the limitations set out in that Act.

- 6.2.2 The Council has a statutory duty under section 151 Local Government Act 1972 to make arrangements for the proper administration of its financial affairs. The rules relating to the Council's budget setting process are set out in the Part 4 of the Council's Constitution (Chapter 4.7).
- 6.2.3 The Council has a fiduciary duty to look after the funds entrusted to it and to ensure that its Council tax and ratepayers' money is spent appropriately. In embarking on any project, the Council must consider whether the project will be a prudent use of the Council's resources both in the short and long term and must seek to strike a fair balance between the interests tax/ratepayers on the one hand, and the wider community's interest on the other hand.
- 6.2.4 The public sector equality duty under section 149 of the Equality Act 2010 requires the Council to have due regard to; (i) the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010; and (ii) the need to advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. Any equality impact assessment prepared in respect of the Meridian Water regeneration project should be revisited as part of changing nature of the Scheme.
- 6.2.5 Although there has been an announcement that the Council/GLA have been successful in their application for £156m HIF funding, receipt of funds will be subject to agreement of detailed terms and conditions and satisfaction by the Council and the GLA of pre-contract conditions yet to be agreed between the parties. In the event that terms cannot be agreed, or pre-conditions satisfied, this funding is at risk.
- 6.2.6 Any acquisition or disposal of land interests to be funded out of the proposed budget must comply with the Council's Property Procedure Rules and, in the case of disposals of land, section 123 Local Government Act 1972. Any procurement of goods, services and/or works to be funded by the proposed budget must comply with the Council's Contract Procedure Rules and the Public Contracts Regulations 2015.

6.3 Property Implications

- 6.2.1 Further land acquisition costs are included in these budgets which are required to enable construction of the HIF works and land assembly to

complete delivery of the wider scheme. For the purposes of the Financial Model this remains on the assumption of the Council as Master Developer. These acquisitions (by CPO and agreement) will be conducted within the general acquisition terms of the Councils Property Procedure Rules and the rules will be followed in this process.

- 6.2.2 The power of acquisition of land within this budget is provided by the Local Government Act 1972. The Council intend to retain ownership of the freehold interest in all land within the scheme with disposals of individual phases being by leasehold sale.
- 6.2.3 The budgets include a range of project management and consultancy costs which are required to undertake work to create 'ready for development sites' This includes design, town planning, site investigation and other specialist activities. The effect of these activities are to minimise developer risk when sites are offered to the market and in this way maximise competition and avoid developers applying a risk premium to these items. In this way the Council will meet its section 123 obligation and optimise the timing and certainty of scheme delivery.
- 6.2.4 The Council will secure best consideration from disposals of these interests in accordance with the Local Government Act 1972. As described development sites will be disposed of with the benefit of outline planning permissions and substantially de-risked environmentally to make them of maximum appeal to the developer market. Disposals will be on the basis of Development Agreements to ensure delivery of the Councils development requirements. Because the model covers the whole 25 year development programme it makes assumptions in connection with value and cost inflation together with a cautious assessment of regeneration premium. The output is a series of land receipts and revenue returns. As the model shows the consideration will be a combination of land receipt and the transfer of revenue producing employment space.
- 6.2.5 The model includes revenues from other meanwhile use lettings at Stonehill, The Sheds and Teardrop site. These lettings will include break options to enable long term development to come forward but best consideration on this short-term basis will be assured by high profile open market lettings. The break date programme will allow for sites to be released in line with the phasing plan that underpins the model.
- 6.2.6 The Financial Model will be subject to regular review and reporting update to ensure that the results remain in line with market conditions at the time. At all times measures to mitigate any deterioration or maximise improvements will be highlighted as part of these reviews.
- 6.2.7 The Property Implications of the structure upon which the model is based is in line with the Councils Strategic Asset Management Plan overriding themes of good homes, creating places and strong communities and has full regard to other Council policies, in particular Housing, Employment, Regeneration and Social Value.

6.2.8 The delivery structure upon which the model is based has implications on the Councils commercial estate owing to the employment uses being transferred to the Council. To meet the financial projections in the model this accommodation will need to be let and managed. This will require management resources to be responsible for interim management, lettings and estate management. The Meridian Water long term estate management strategy is still being formulated and the management of the employment space will be co-ordinated with this procedure. All additional commercial space added to the Councils' portfolio increases the Councils' Corporate Landlord responsibilities and liabilities, which will have an effect on the Council's budgets. The impact of this should be considered in detail at each phase of development or prior to transfer of any commercial asset in to the general fund.

6.2.9 The Councils core strategy is to promote housing development at Meridian Water and the land acquisition and development strategy support the strategy of housing development at the earliest time.

7. KEY RISKS

7.1 Some of the key risks relating to the Budget and Financial Model are included in the table below. A number of financial model scenarios are also included in the exempt Part 2 report as they contain commercially sensitive information.

Meridian Water Financial Model and Budget Risks	
Risk & Effect	Mitigation
<p>Projected Costs Increase: The projected costs over the 25 year period increase significantly above those included in the Financial Model, making Meridian Water unviable.</p>	<p>The Budget within the Financial Model includes a large contingency of 10% which is considered a prudent approach given the scale and complexity of the programme, sensitive assumptions being used, and potential cost inflation due to site specific factors (i.e. abnormal costs, market factors, and any policy changes during the period). Assumptions are regularly reviewed, and sensitives and scenarios will be modelled so that the Financial Model can be used to anticipate the impact on key performance outputs and any mitigating actions taken.</p>

<p>Market Saturation: With Meridian One, regeneration projects such as Joyce & Snells, plus IKEA and Tesco residential led redevelopment schemes, the local market becomes saturated with private sale housing, reducing values and adversely impacting financial viability.</p>	<p>This risk is being closely monitored to ensure that the timing for delivery of particular tenure types by the Council and its partners is considered, and market saturation is avoided. For example the Council is considering 'Build to Rent' tenure on Phase 2 to avoid competition with private sale housing on IKEA and Tesco sites.</p>
<p>HIF Funding: The full extent of HIF funding is not released if the Council is unable to agree terms and satisfy conditions, which would present a significant viability issue for Meridian Water.</p>	<p>If HIF funding is not or only partially secured, the Council will look to secure alternative funding for the HIF Works.</p>
<p>Impact of Brexit on Values: Sales values particularly and rents are negatively impacted following a 'No Deal' or any form of exit by the UK from the European Union, impacting the financial viability and/or levels of affordable housing and level of quality on phase developments at Meridian Water.</p>	<p>The Council has limited control over market factors such as these, other than the ability to an extent to control the timing of development until conditions improve. The Council could explore tenure options which minimise the impact, even for interim periods until values improve.</p>
<p>Impact of Brexit on construction costs: Both labour and materials costs increase as following a 'No Deal' or any form of exit by the UK from the European Union, negatively impacting the financial viability and/or levels of affordable housing, and level of quality on phase developments in Meridian Water.</p>	<p>The Council has limited control over market factors such as these, other than the ability to an extent to control the timing of development until conditions improve.</p>
<p>Inflation on land: Inflation on land still to be acquired is higher than projected, increasing the Council's costs.</p>	<p>The Council will continually review assumptions on a periodic basis so that decisions on the timing of acquisition can be made. The Council can also review a number of other development assumptions to mitigate an increase in acquisition costs.</p>

<p>‘Meanwhile’ income: Meanwhile income doesn’t achieve revenue target for the Financial Model.</p>	<p>The Council will continually review ‘meanwhile’ income targets across Meridian Water to achieve the balance between place making and revenue generation and servicing debt.</p>
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8. IMPACT ON COUNCIL PRIORITIES – CREATING A LIFETIME OF OPPORTUNITIES IN ENFIELD

8.1 Good homes in well-connected neighbourhoods

Meridian Water will provide high quality and sustainable homes to meet the diverse housing needs of the borough and London. Meridian Water will deliver high quality public spaces in a well-connected neighbourhood through improvements in both street and rail networks improving accessibility and increasing the frequency of services as well as reducing travel times not just for those living at Meridian Water, but for surrounding communities in Edmonton.

8.2 Sustain strong and healthy communities

Meridian Water will provide social infrastructure allowing opportunities for the local community to partake in healthy lifestyle choices with access to leisure centres, a cycle network and access to high quality public open spaces. Meridian Water will encourage walking and cycling and use of sustainable transport modes.

8.3 Build our local economy to create a thriving place

Meridian Water will bring economic growth, support, inward investment, and create new jobs and build a strong and sustainable future for the local community. The development will be aligned with the three pillars of placemaking for Meridian Water, including ‘Mixing uses; animating streets. This will ensure that the area is a lively place to complement and strengthen the local economy. The proximity to the station and attractive public realm will encourage people to visit and enjoy the area.

9. EQUALITIES IMPACT IMPLICATIONS

9.1 Local authorities have a responsibility to meet the Public Sector Duty of the Equality Act 2010. The Act gives people the right not to be treated less favourably because of any of the protected characteristics. We need to consider the needs of these diverse groups when designing and changing services or budgets So that our decisions it do not unduly or disproportionately affect access by some groups more than others.

- 9.2 Corporate advice has been sought in regard to equalities and an agreement has been reached that an equalities impact assessment is neither relevant nor proportionate for the approval of this report. However it should be noted that the any contracts awarded should include a duty on the successful applicant to assist us with meeting our obligations under the Equalities Act 2010. It should also be noted that projects or work stream deriving from this may be subject to a separate Equalities Impact Assessment. Therefore any projects or work stream will be assessed independently on its need to undertake an EQIA to ensure that the council meets the Public Sector Duty of the Equality Act 2010.

10. PERFORMANCE AND DATA IMPLICATIONS

- 10.1 Not applicable.

11 HEALTH AND SAFETY IMPLICATIONS

- 11.1 Health and Safety implications are considered as part of individual projects within Meridian Water. The Council has included the fees associated with complying fully with Health and Safety legislation such as The Construction (Design & Management) Regulations (CDM 2015).

12 HR IMPLICATIONS

- 12.1 A new Meridian Water team structure is now in place which includes 35 FTE posts. The detailed budget recommended for authorisation in this report includes an additional £508,000 per annum for 6 additional posts. The team structure is to be reviewed on an annual basis to reflect the changing needs of delivering Meridian Water.

13 PUBLIC HEALTH IMPLICATIONS

- 13.1 The Council's investment in Meridian Water will lead to a range of public health benefits, including some that are significant.
- 13.2 Meridian Water will be an environmentally and economically sustainable development with energy efficient homes powered by the Meridian Water heat network.
- 13.3 The use of public transport, walking, cycling and healthy living will be encouraged through the design of the masterplan, with access to the Lee Valley, and new amenity space such as the 1.6 hectare Brooks Park with naturalised brooks.
- 13.4 A wide range of social infrastructure including a gym, health facility, new primary school and a range of employment and retail spaces in close proximity within the masterplan will encourage sustainable living and social cohesion.

13.5 The range of public health benefits at Meridian Water will positively impact the lives of new residents and existing residents in surrounding neighbourhoods.

Background Papers - None

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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