



**LONDON BOROUGH OF ENFIELD
(PONDERS END ELECTRIC QUARTER)
COMPULSORY PURCHASE ORDER 2013**

STATEMENT OF REASONS

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STATEMENT OF REASONS

1. INTRODUCTION

- 1.1 This is the Statement of Reasons of the London Borough of Enfield (“**the Council**”) for making the London Borough of Enfield (Ponders End Electric Quarter) Compulsory Purchase Order 2013 (“**the Order**”). This is a non-statutory statement provided in compliance with paragraph 35 of Circular 06/04 Compulsory Purchase and the Crichel Down Rules (“**the Circular**”).
- 1.2 This section of the Statement of Reasons sets out a brief overview of the purposes of the Order and the content of this Statement. In preparing this Statement the Council has endeavoured to provide sufficient information in relation to each of the topics identified in Appendix R of the Circular, so that its reasons for making the Order can be properly understood.
- 1.3 The land proposed to be compulsory acquired and/or used under the Order (“**the Order Land**”) comprises an area of land of approximately 5.21 hectares that includes a number of properties that front the west side of Ponders End High Street and the former Middlesex University Queensway campus located to the west of Ponders End High Street (“**the Queensway Campus**”).
- 1.4 The Order Scheme is compliant with national, regional and local planning policy and this is discussed in more detail in Section 5. In particular, the Order Land forms the majority of the land identified for redevelopment in the Ponders End Central Planning Brief (Supplementary Planning Document) (May 2011) (“**SPD**”) that is referred to as ‘**Ponders End Central**’ (also known as the Electric Quarter). The redevelopment proposals for Ponders End Central outlined in the SPD have largely been incorporated in the Order Scheme proposals.
- 1.5 The extent of the land proposed to be compulsory acquired is set out in greater detail in Section 3 below and is shown on the Order Map. The Order and Order

Map have been deposited at the Council's Offices at the Civic Centre, Silver Street, Enfield, EN1 3XA and can be viewed there at all reasonable hours.

1.6 The Order has been made to deliver the following:

- (i) The creation of a vibrant high street in Ponders End, with high quality public realm, active frontages and enhanced realm in order to create a safe, harmonious and attractive centre with new and improved shopping, civic and employment uses as well as providing a choice of new homes;
- (ii) The redevelopment of the Queensway Campus for a mix of uses, including new homes and community uses;
- (iii) The creation of new linkages from the heart of the Queensway Campus to the High Street, Hertford Road and Queensway;
- (iv) The promotion and improvement of the economic, social and environmental well-being of the area ("**the Order Scheme**").

1.7 This Statement will cover the following matters:

- 1.1.1 identify the powers under which the Order is made (section 2);
- 1.1.2 describe the Order Land (section 3);
- 1.1.3 describe the purpose of the Order and the Order Scheme (section 4);
- 1.1.4 describe the current planning position for the Order Scheme and explain the planning policy relevant to the development of the Order Land and the evolution of the Order Scheme(section 5);
- 1.1.5 summarise the funding and delivery arrangements for the Order Scheme (section 6);
- 1.1.6 deal with arrangements with any statutory undertakers and any special considerations (sections 7 and 8);

- 1.1.7 deal with the effect on existing businesses and residents (section 9); and
- 1.1.8 explain the relationship between the Order and the Human Rights Act 1998 (section 10).

2 The powers under which the Order is made

- 2.1 The Order has been made under Section 226(1)(a) of the Town and Country Planning Act 1990 (“the 1990 Act”) as amended, the Council being of the view that the proposed acquisition of the Order Land will:
 - (a) Facilitate the carrying out of development/redevelopment or improvement on or in relation to the land; and
 - (b) Will contribute to the promotion or improvement of the economic, social and environmental well-being of the London Borough of Enfield.
- 2.2 The Council’s Cabinet approved the use of compulsory purchase powers to secure the Order Land on [] (“**Cabinet Resolution**”) pursuant to s226(1)(a) of the Town and Country Planning Act 1990. The Council believes that the acquisition of the Order Land will assist it in achieving the regeneration of Ponders End Central. The resulting redevelopment will result in an improvement to the environmental, social and economic well being of the immediate vicinity of Ponders End Central and the Council’s wider administrative area.
- 2.3 The Circular provides guidance to acquiring authorities on the use of compulsory purchase powers and the Council has taken full account of this guidance in making the Order. The Council recognises that a compulsory purchase order can only be made if there is a compelling case in the public interest (paragraph 17 of the Circular) which justifies the overriding of private rights in the land sought to be acquired. It is considered a compelling case exists here.
- 2.4 The Council has given careful consideration to the reasons as to why it is necessary to make the Order in pursuance of its statutory powers. The freehold owners, lessees and occupiers affected by the Order have been invited to enter into discussions with the Council with a view to agreeing appropriate terms for payment

of compensation. A number of meetings have taken place over a lengthy period between the parties and valuations are being prepared for further discussion. The Council considers that it is necessary to utilise its powers under s226(1)(a) and make the Order for the following reasons:

- a large proportion of the Order Land is in third party ownership and/or control and it is unlikely that any party, other than the Council through the use of its compulsory purchase powers, could assemble the Order Land so as to deliver a comprehensive regeneration scheme;
- to enable the Order Land to be redeveloped in a comprehensive manner,
- to give certainty to timescales for redevelopment of the Order Land,
- to deliver the wider public benefits that the redevelopment of the Order Land will secure (see Section 4 below); and
- to provide a degree of certainty that the redevelopment of the Order Land will be carried out.

2.5 The Council already owns the following strategic sites that will assist in the delivery of the Order Scheme:

2.5.1 Former Police Station Site of at 204-214 High Street acquired in October 2011 that provides a link between the Queensway Campus and the High Street as it occupies a frontage site on the High Street (**'Police Station Site'**);

2.5.2 The library building at College Court and car parking area; and

2.5.3 The car park and outdoor space at the Tara Kindergarten building at 198 High Street.

2.6 Compulsory purchase powers are considered to be not only necessary but justified and there is a compelling case for their use in the public interest. In accordance with guidance in the Circular discussion with the landowners to acquire the Order Land by private treaty will continue in parallel with this compulsory purchase process.

3 Description Of The Order Land, Location And New Rights

3.1 The Order Land comprises an area of land of approximately 5.21 hectares. The eastern boundary is formed by Ponders End High Street (A1010). Part of the

northern boundary comprises a series of two/three storey buildings that house a variety of small-scale office and warehouse functions associated with the Queensway Industrial Area. The western boundary comprises Kingsway, which is lined by traditional terraced houses with gardens backing onto the Order Land. Derby Road and Loraine Close, to the south of the Order Land support a mix of detached, semi-detached and flatted properties.

3.2 Full details of the Order Land appear in the Schedule to the Order but in summary it comprises :-

- The Queensway Campus which is a 3.9 hectare site that comprises a range of faculty buildings, a hall of residence for 350 students, a multi-storey car park and the listed (Grade 2) Broadbent Building and gymnasium;
- an area of car park to the rear of the Enterprise Centre;
- the single storey retail units at Nos.188-196 High Street;
- the Tara Kindergarten at No.198 High Street;
- a pair of 2 storey retail units at Nos. 200/202 High Street;
- the cleared site of the former Beef and Barrel Public House at 216 High Street;
- the industrial unit at No.230 High Street, that sits back from the High Street frontage, behind the Mosque; and
- Ponders End Library, off College Court and its car parking area.

3.3 Details of the interest(s) and rights to be acquired are listed in the Schedule to the Order. This Schedule has been prepared based upon information gathered through inspection of the Land Registry title documents, site inspections and enquiries, and the responses to notices issued requesting title information under the Acquisition of Land Act 1981 Section 5(A). Whilst it represents a schedule of known interests it is acknowledged that other currently unknown interests may emerge as the compulsory purchase process proceeds. Save where expressly excluded, the Council intends to acquire all interests in the Order Land.

3.4 The Order Map identifies the land proposed to be acquired (coloured pink) and the individual plot boundaries and numbers correspond with the plot numbers in the Schedule to the Order.

3.5 The extent of the Order Land is illustrated on the plan appended to this Statement. Other important areas of land in the vicinity of the Order Land that are also identified include:

- Queensway, which is a successful employment area that provides a busy and thriving business community with generally small scale office and warehouse space, is located to the north of the Order Land (“**Queensway Industrial Area**”);
- Ponders End Park to the east of the Order Land, which is currently being transformed from a functional recreational ground into a valuable sustainable community space; and
- Tesco Extra store located to the north of the Order Land on the High Street; and
- Southbury Station which represents the closest rail link to the Order Land with direct links to London Liverpool Street station.

4 Purpose of the Order and the Order Scheme

Background

4.1 Ponders End is currently an area of high deprivation. According to the Indices of Deprivation 2010, Ponders End has been calculated to be the fourth most deprived of 21 wards in Enfield and within the most deprived 20% wards in England. The 2011 Census revealed that the ward has the fourth lowest average household income of the 21 wards in Enfield, as estimated in 2009, and the proportion of households having an income of less than £15,000 was put at 28.8% compared to a borough average of 23.2%. The number of people claiming key out of work benefits in Ponders End in 2011 was 22.5% of the estimated working age population, compared to a Borough average of 16.4%. The overall poverty rate is one of the highest within the Borough. According to Metropolitan Police crime figures for antisocial behaviour and burglary are high compared to other wards.

4.2 Ponders End is an area that is in need of significant inward investment and the provision of new employment space, retail units, the improvement of the public realm and the delivery of a range of housing sizes and tenures. A Housing Needs Assessment was commissioned to support the planning application for the Order Scheme and this revealed that there is a need to improve the supply of family housing and smaller units, both affordable and private market housing, within the area.

4.3 The need for the regeneration of Ponders End was first discussed by the Council in 2007 when the Council gathered together a wide range of stakeholders to develop a vision for Ponders End. The strategy has evolved into regional and local planning policy and the aspirations of these policies, particularly the SPD, are reflected in the Order Scheme proposals. The redevelopment of the Order Land is a key element in the Council's overall vision for the improvement of Ponders End. The Order Scheme is compliant with all relevant national, regional and local planning policies, save for adjustments that have been necessitated by various technical, financial and market conditions, and the planning policy background to the Order Scheme is discussed more fully in Section 5.

Ponders End High Street

4.4 The High Street is at the heart of Ponders End and includes a diversity of local shops and businesses that provide a unique offering to local residents. From dry cleaners, to baklava bakeries and from fast food outlets to insurance brokers Ponders End High Street has a wide retail offering and a large Tesco Extra store is located at the end of the High Street. There has been a significant decrease in footfall resulting from the closure of the Queensway Campus, however, which has been compounded by the economic downturn. Key developments on the High Street have stalled, which have discouraged investment and contributed to the ongoing decline of the area. The businesses within the section of the High Street included within the Order Land currently comprise:

- a large vacant pub site;
- the Former Police Station site which is currently disused;
- a couple of cafes;
- an insurance broker;
- an estate agent;
- a hair salon;
- a discount shop; and
- the Tara Kindergarten site.

4.5 The building line of the High Street is generally weak, with a varied building line fronting the street. There are buildings of architectural merit but also new developments that do not positively impact on the street scene. Community uses

are important in creating a central hub of activity along with the commercial uses of the street but the library, which is an important community facility, is located in an understated single storey building away from the High Street.

- 4.6 The High Street is defined as a Local Hub in the Core Strategy and its residential catchment is defined as residents working and living within 25-30 minutes walking distance of the High Street, but the presence of the Tesco store brings in consumers from a far wider catchment. This offers a largely untapped visitor catchment and there is potential for the High Street to provide a wider retail offer than that which is usually expected from a Local Hub. Footfall can be drawn onto the High Street from Tesco if there is a complementary retail offer which encourages shoppers to walk across to the High Street and utilise its services. The Order Scheme includes a mix of units in terms of size that will suit different types of retail operator and attractive areas of public realm and improved linkages to the wider area. The Order Scheme will include the relocation of the library to a prominent location on the High Street within the Tara Kindergarten building and this will assist in drawing people onto the High Street. Getting the foundation of the High Street right will in turn attract shoppers and other investors into the area for its long term sustainability.

Access and Linkages

- 4.7 The Council believes that the key to the regeneration of Ponders End Central is the comprehensive redevelopment of the Order Land. Currently, however, the Queensway Campus is segregated from the High Street by a line of property which forces vehicles to use Queensway as the only entrance to the site, whilst pedestrians can use a narrow pedestrian link to the High Street. The former Police Station site is located at a gateway to the Queensway Campus and the Council's acquisition of the Former Police Station site will, therefore, assist in addressing the key issue of access and linkages between the Queensway Campus and the High Street. The Order Scheme proposes the demolition of the Former Police Station and the creation of important linkages between the Queensway Campus and the High Street.
- 4.8 Overall the Order Scheme proposes the creation of a new sequence of connected public streets and spaces and proper integration of the Queensway Campus with the High Street. These necessary links will ensure that the new residential

community to be created within the Queensway Campus has safe and convenient access to the facilities along the High Street, public transport and the Park.

Queensway Campus

- 4.9 The Queensway Campus dates from 1938 when the Broadbent Building was constructed but the university buildings were introduced over many years, leading to a disparate and badly planned area. The only buildings worthy of retention are the Broadbent Building, gym and caretaker's cottage. The remaining buildings are not of any merit for conversion and require demolition.
- 4.10 The Queensway Campus has been vacant since 2008 and there is no longer a need for the site to provide a university facility and residential accommodation. In reviewing its longer term future and redevelopment potential, through the various policy documents summarised in Section 5, the Council has identified that the Queensway Campus should accommodate a residential-led mixed use development. The Queensway Campus will predominantly be demolished and residential accommodation provided that comprises a range of family 4 and 3-bed dwellings and smaller dwellings with an overall density of 280 habitable rooms per hectare. The Affordable Housing will comprise:
- 30% affordable housing, with a tenure split of 58% affordable/social rented and 42% shared ownership housing;
 - 50% of the affordable/social rented units are family sized 3 and 4 bed homes, whilst 37% of the affordable housing content overall is family housing.
- 4.11 The listed Broadbent Building will be converted into residential accommodation, and commercial live/work floorspace (Class B1). The conversion of the Broadbent Building will not only add to the richness of the area and complement industrial uses along Queensway, but is a sympathetic use of the listed building, appropriate to its historic function as a technical college. The Gymnasium will be converted into community use, including the potential for a nursery, as the current nursery in the Tara Kindergarten will be displaced.
- 4.12 The opportunity will also be taken to improve access into and through the existing Queensway Industrial Estate and hence improve the operational conditions within the existing estate in line with objectives in the SPD.

Sustainability

- 4.13 A site wide gas fired CHP system is proposed for the Order Scheme and upon completion of the development the system is expected to offset approximately 190 tonnes of carbon per year, which corresponds to a reduction in the Order Scheme's predicted total carbon emission of 13%. This reduction will be further improved by the provision of up to 700 sq m of roof mounted photovoltaic panels, which could provide a 41 tonnes CO₂ saving per year and reduction in the Order Scheme's predicted total emissions of 3%. The possibility of connecting to a district heating network will continue to be explored, although there are no networks currently available that have sufficient capacity. The new build residential accommodation and the live-work commercial space will be built to Code for Sustainable Homes Level 4 and BREEAM 'very good' performance standards.
- 4.14 In terms of other sustainability measures, the Order Scheme will incorporate the use of SUDS; the incorporation of recycling and waste storage areas; the integration of a holistic biodiversity scheme, the inclusion of green and brown roofs; green link and facades, nesting opportunities, managed bio diverse areas; tree replacement and bat mitigation.

Alternative proposals for the Queensway Campus

- 4.15 The Council originally intended to work with the current owners of the Queensway Campus to bring forward a redevelopment scheme that would be integrated with the Council's proposals for the High Street and the rest of the Ponders End Area. The Council has engaged with the owners of the Queensway Campus and discussed the Council's proposals for the area, which are all grounded in regional and local planning policy, but the owners have different views to the Council regarding the redevelopment of the Queensway Campus.
- 4.16 The owners of the Queensway Campus brought forward a planning application (Planning Reference: P12-00732PLA registered on 16 May 2012) for its redevelopment that included 471 residential units and 975 sq m commercial floorspace. The owners application did not meet regional and local planning policy requirements and was refused on 14th February 2013 for the following main reasons:

- proposed a large proportion of starter and one-bed units with little family housing and no provision made for affordable housing;
- the size, siting and design of some of the blocks would fundamentally compromise the comprehensive redevelopment of the High Street frontage as identified in the SPD;
- the proposed development would result in a poor quality and illegible environment that would not satisfactorily integrate with its surroundings;
- the proposals would result in undue harm to the fabric of the listed Broadbent Building and included the demolition of the caretaker's cottage;
- insufficient information was provided regarding the impact of the proposals on protected species;
- the proposals failed to demonstrate how opportunities would be taken to protect or enhance the natural environment and improve biodiversity; and
- insufficient evidence was submitted to demonstrate compliance with the energy hierarchy.

4.17 The Listed Building Consent application associated with the owners' planning application which included the demolition of the caretaker's cottage was also refused for the following reason (Reference: P12-00733HER).

- The proposal by reason of the works proposed to the fabric of the Broadbent Building, including the proposed extension to the auditorium, together with the demolition of the Caretaker's Cottage, would result in undue harm to the significance of the heritage asset, contrary to London Plan policies 7.8 and 7.9, Core Policy 31 of the Enfield Plan Core Strategy, Planning Policy Statement 5 Practice Guide and the National Planning Policy Framework.

Summary

4.18 In light of the fundamental differences between the Council and the owners of the Queensway Campus regarding the development strategy for the Ponders End area, the Council is of the view that the only option for delivering the redevelopment of Ponders End High Street and the Queensway Campus is for the Council to acquire all of this land to promote the Order Scheme, as envisaged by the Planning Permission. This is because the Council does not believe that the Queensway Campus will be redeveloped within a reasonable timescale, or at all. The

redevelopment of the Queensway Campus is crucial to the economic success of the High Street as it will bring residential and commercial occupiers into the area, that will generate footfall to the High Street and more demand for local goods and services. The regeneration of the Order Land as envisaged by the Order Scheme would provide a major opportunity for delivering transformational change in this deprived part of the borough of Enfield. The Order Scheme as permitted by the Planning Permission comprises the following key elements:

- The demolition of approximately 150 sq m (GEA) of existing residential floor space;
- The demolition of approximately 25,549 sq m (GEA) of existing non-residential floor space;
- The retention, refurbishment and conversion of the Tara Kindergarten building (198 Ponders End High Street) to provide up to 491 sq m (GIA) of replacement library accommodation to replace the College Court library (Class D1) lost as part of the development;
- The retention and refurbishment of the listed Broadbent Building, caretaker's cottage and gym within the Queensway Campus to provide 4,503 sq m (GIA) of residential floor space and up to 31 dwellings, 2,141 sq m (GIA) of commercial/live work space (Class B1) and 427 sq m (GIA) of community use (Class D1);
- The retention and refurbishment of the existing multi-storey car park on Queensway to provide parking for up to 119 cars (89 residential and 30 replacement spaces for employees of Enterprise Enfield) and an energy centre;
- The construction of up to 39,927 sq m (GIA) of new residential floor space (Broadbent Building: 1,088 sq m (GIA) and the remainder of the site: 38,839 sq m (GIA)) to provide up to 377 new, mixed tenure dwellings (Broadbent Building: 12 dwellings; remainder of the site: 365 dwellings);
- The construction of up to 567 sq m (GIA) of new commercial (Class B1) floor space;
- The construction of up to 736 sq m (GIA) of new mixed retail (Class A1-A4);
- The construction of up to 156 sq m (GIA) of new community (Class D1) floor space;
- Surface car parking on street within College Court car park and in structure parking within Plot A1 for up to 252 cars (212 residential, 167 on street and 45 in

Block A1), 10 commercial, 27 retail (College Court replacement and 3 community);

- The introduction of new high quality public open space and public realm and private amenity space.

4.19 In summary the socio-economic benefits of the redevelopment of the Order Land will include:

- the provision of 267 full-time new jobs;
- the provision of 950 temporary construction jobs ranging from one to five years;
- 13,700 people within a 20 minute walk will have ready access to the new High Street retail and community space;
- the 500,000 visitors to Southbury and Ponders End stations will benefit from the new High Street offer;
- the new housing units will provide valuable decanting for residents affected by the Alma Estate redevelopment, which aims to provide 1000 new homes for local people;
- the Order Scheme could allow for the popular and overcrowded Mosque to expand to meet the needs of its congregation; and
- the Order Scheme will make a valuable contribution to building the 11,000 homes required in Enfield by 2026.

5 Planning Permission Status and Planning Policy Background

5.1 Outline Planning Permission (with some matters reserved) was granted for the Order Scheme on 5 March 2013 (Planning Permission reference: P12-02677PLA) ("**Outline Permission**"). The Outline Permission permits the:

'demolition of existing buildings on site (excluding the Broadbent Building, Gymnasium, Caretaker's Cottage, multi-storey car park to the Queensway frontage and 198 High Street) and the redevelopment of the Site to provide a mix of residential (Class C3), business (Class B1), retail (Classes A1-A4) and community uses (Class D1), hard and soft landscaping and open space, new connection (vehicular and pedestrian) to High Street via College Court, retention and alteration of existing accesses to Queensway, car and cycle parking (including alterations to car parking arrangements within College Court) and all necessary supporting works and facilities, including an energy centre; the retention, refurbishment and extension

of the listed Broadbent Building, retention and refurbishment of the associated caretaker's cottage and gymnasium to provide up to 43 residential units, 2,141 sq m (GIA) of commercial/live work floor space (Class B1) and 427 sq m (GIA) of community use'.

5.2 The development proposals for which the Council wishes to pursue the Order Land and the elements of the Planning Permission were formulated in the light of:-

- All relevant national planning policies;
- The statutory development plans; and
- Relevant non-statutory policies.

5.3 Listed Building Consent will be required in relation to the proposed works to the Broadbent Building and the Gymnasium and an application has been made (Reference:P12-02678HER) ("**Listed Building Consent Application**")¹. Sufficient information was submitted in relation to the application for the Outline Permission to enable the conclusion to be reached that the proposed extension to the listed buildings is acceptable in terms of its size, siting, scale and general pattern of fenestration and that subject to conditions, planning permission could be granted. However, a Listed Building Consent application requires a much greater level of detail. As the Council is the applicant for this Listed Building Consent application, the legislation presently requires that the application be determined by the Secretary of State, through the Department for Communities and Local Government. Accordingly, the Listed Building Consent application will not be decided by the Council and will be referred to the Department for determination. The proposals for the listed buildings are supported by English Heritage.

National Planning Policy - National Planning Policy framework ("NPPF")

5.4 The NPPF (March 2012) sets out the Government's policies on planning and how these are expected to be applied. The NPPF makes it clear that the purpose of the planning system is to contribute to the achievement of sustainable development and that there are three dimensions to sustainable development: economic, social and environmental. The NPPF sets out 12 core land-use principles and one of these is that planning should proactively drive and support sustainable economic

¹ This section will need to be updated as the application progresses.

development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs.

- 5.5 With regard to the Order Scheme, the approach taken by the Council to promoting the regeneration of this area already embodies the thinking regarding sustainable development in the NPPF in terms of the emphasis on urban regeneration and the efficient re-use of previously developed land in order to create sustainable development in line with economic, social and environmental objectives to improve people's quality of life. The emphasis on community involvement; creating a sustainable community in a high quality, safe and healthy local environment where people want to live; contributing to the promotion of urban renaissance and improvement of quality of life and access to jobs; building a socially inclusive community with a mix of housing; and improving the link between land use and transport are all in line with these proposals.

Regional Planning Policy and Guidance – the London Plan

- 5.6 The Mayor's revised London Plan was formally adopted in July 2011 and provides for strategic spatial strategy within Greater London. The Plan sets out a number of objectives to optimise the potential of development sites; make the most sustainable and efficient use of land, particularly in areas of good public transport; improve the quality of life; deliver high quality new homes; mitigate and adapt to climate change and secure a more attractive, well designed green city.
- 5.7 Policy 2.3 of the London Plan refers to "opportunity areas" that have been identified on the basis that they are capable of accommodating substantial numbers of new homes and employment and seeks to ensure the area's potential is optimised. In terms of planning decisions it is envisaged that development proposals advanced in such areas should:
- Support the strategic policy directions for the opportunity areas;
 - Seek to optimise residential and non-residential output and densities, provide necessary social and other infrastructure to sustain growth, and where appropriate, contain a mix of uses;

- Contribute towards meeting the minimum guidelines for housing and/or indicative employment numbers;
- Realise scope for intensification associated with existing or proposed improvements in public transport..... make best use of existing infrastructure and to promote inclusive access including cycling and walking; and
- Support wider regeneration (including in particular improvement to environmental quality) and integrate development proposals to surrounding areas especially areas of regeneration.

5.8 The Upper Lee Valley is identified in London Plan Policy 2.13 supported by London Plan Annex One, as an opportunity area. The consultation draft of the Upper Lee Valley Opportunity Area Planning Framework (November 2011) identifies Ponders End as a “growth area” and an opportunity for new job creation and new homes. The framework identifies the Ponders End area as contributing up to 1100 new homes and 700 new jobs by 2031. The Queensway Campus is seen as providing the catalyst to providing a “continuous vibrant high street”.

Local Policy – Core Strategy

- 5.9 The Core Strategy sets out the spatial planning framework for the long term development of the borough for the next 15-20 years. Paragraph 9.35 states that Ponders End is seen as an area with considerable potential, “...given its location so close to the Lea Valley Regional Park, strong transport routes including Southbury and Ponders End railway stations and Picket Lock to the south”.
- 5.10 Ponders End is identified as a “Place Shaping Priority”. Its regeneration and transformation is seen as a key element of the core strategy spatial vision and it is acknowledged in paragraph 9.36 that considerable investment and improvement will be needed to ensure that the area fulfils its potential as a “desirable and settled community”.
- 5.11 Core strategy policy 41 deals specifically with the regeneration of Ponders End and identifies three areas of future development opportunity: Ponders End Central, Ponders End South Street campus and Ponders End waterfront. In particular the policy identifies a series of development objectives for Ponders End Central which include:

- The creation of up to 1000 homes by 2026 with a range of sizes and tenures, including affordable homes. The Middlesex University site is specifically identified as a site that could accommodate housing as part of a mixed use development.
- The provision of an attractive public realm, designed to promote community safety.
- High quality new development that complements the heritage assets and historic environment of Ponders End, such as the listed Middlesex University building.
- A holistic development at Ponders End Central incorporating the former Middlesex University Campus, Queensway employment area, better use of land around Tesco and a vibrant, good quality local shopping centre and community hub, with vacant sites along Ponders End high street redeveloped to complement the local offer.

North East Enfield area action plan (Interim Direction Document August 2012)

5.12 This document sets out the Council's approach towards regeneration in North East Enfield. The spatial strategy contained within the document is underpinned by a number of key objectives, including to plan for growth and change; to create sustainable neighbourhoods; to increase the capacity of existing employment land and improve access; to protect, enhance and improve the natural environment; to ensure everyone has access to high quality health, leisure and community facilities and to improve overall accessibility and connectivity.

5.13 Ponders End is identified as a large local centre and land that includes the Order Land is identified as a key focus for regeneration. A number of key priorities are identified for the area, as follows:

- The Council's intentions to take a comprehensive area based approach to enable the transformation of the former Middlesex University and the clusters of sites on the high street as a focus of social life and activity, with new and improved shopping, civic and employment uses as well as providing a choice of new homes;

- The creation of a vibrant High Street, with high quality public realm, active frontages and enhanced public realm in order to create a safe, harmonious and attractive centre, which can be enjoyed by all;
- The development of the former Middlesex University site for a mix of uses, including new homes and community uses;
- A holistic approach to the redevelopment of the University site, addressing opportunities for improvements to the high street and its facilities;
- The retention and enhancement of the listed Broadbent building as part of any redevelopment;
- The creation of a more coherent active frontage onto Hertford Road, the High Street and Queensway in order to overcome historic voids in the built form which detract from the overall streetscape of the local centre; and
- The creation of new linkages from the heart of the University site to both Hertford Road and Queensway and the integration of any new development into the surrounding community.

Ponders End Central Planning Brief SPD

- 5.14 The SPD brings together all the ideas for Ponders End Central, raised by many residents, community groups and businesses. It identifies how the former Queensway Campus might look in the future, how it might be integrated into the town centre and how regeneration and change might be delivered in line with the Core Strategy's objectives.
- 5.15 The vision that underpins the SPD brief is to deliver a "more prosperous, inclusive, clean, green and stable place with a mix of architecturally excellent homes of different tenures and sizes, supported by local services and community facilities for all ages and mobilities" (page 46 of the SPD).
- 5.16 The vision statement also promotes a transformation of land and buildings that include the Order Land to provide "a low carbon, walkable neighbourhood comprising a balanced range of affordable sustainable new homes, jobs and amenities that are well connected into the wider neighbourhood".
- 5.17 Site specific proposals include:

- Up to 490-560 units of predominantly family housing;
- 60% market and 40% affordable housing, and within that 40%, a 70% social rented and 30% intermediate housing split, subject to viability and wider place shaping aspirations.
- Public pedestrian, cycle and vehicular connections into the high street, Queensway and Derby Road towards Southbury station.
- Sustainable design from the outset, including an approach to integrated water management, quality materials, waste treatment, recycled materials, biodiversity and community growing space.
- An aim to reduce Sustainable Code Level 4 or BREEAM Excellent.
- Predominantly dual aspect homes with generous internal space standards and 50% amenity space for houses and 50% amenity space for flats with between 50-75% car parking.
- 10% wheelchair accessible units, Lifetime Home standards and Secured by Design principles.
- Employment uses to the north of Queensway Campus site and/or workshops located to the south of the listing building.
- The retention and enhancement of the listed building.
- Accessible public amenity space and communal play space.

Assessments against policy

5.18 Using these policies and principles as a starting point the planning application for the Order Scheme was evolved and it sought to balance the planning policy considerations and technical, market and financial considerations.

5.19 In line with planning policy the Order Scheme advances a comprehensive strategy for the majority of land and buildings that comprise the SPD. The specific elements of the Order Scheme are analysed below:

Housing - the Order Scheme includes a residential led mixed use development and in line with the objectives of the SPD it emphasises family housing and the provision of a range of private, semi-private and public spaces. The mix of housing is not entirely policy compliant but the Housing Market Assessment that was prepared to accompany the planning application for the Order Scheme concluded that a completely policy compliant mix may result in too great a supply of 4 bed units and

too few 2 bed units. In line with planning policy and the specific needs and demands of the existing population a mix of residential unit types, including a proportion of affordable housing are included within the Order Scheme. The housing will comply with best practice in terms of design, sustainability and energy conservation.

- 5.20 **Public Realm** - The layout of the Order Scheme gives priority to the pedestrian and the cyclist rather than the car and all spaces and places are overlooked and based on principles of Secure by Design. The various links and routes proposed by the Order Scheme are integrated into the wider movement network, thus improving the relationship of the Order Land to its surroundings and providing ease of pedestrian movement into and through the Order Land.
- 5.21 **Parking** - Car and cycle parking is provided in line with the standard set by the SPD and the use of an existing multi storey car park provides an opportunity to minimise the impact of the car on the public realm.
- 5.22 **Landscape issues** - Existing trees and habitats are protected as far as possible and where it is necessary to remove such existing trees/habitats the landscape strategy proposes the replacement of existing and/or the creation of new habitats in order to ensure appropriate compensation/enhancement of existing habitats.
- 5.23 **Amenity Space** – A total of approximately 3,000 sq m of children’s play space will be provided with door step play for under 5’s in shared courtyards and local playable space for 0-11 years in the communal open green space and home zones, which is compliant with Policy 3.6 of the London Plan. Ponders End Park is also in close proximity to the Order Scheme and will provide a wide range of recreational and community activities.
- 5.24 **Retail Offer** - The existing retail provision on the High Street will be replaced and enhanced. The new replacement units range in size and provide opportunities to accommodate a variety of occupiers. The potential also exists to support emerging retail businesses through the identification of a proportion of the overall floor space at subsidised rents.
- 5.25 **Employment** - The redevelopment will result in existing employment floor space being lost from the site but it is proposed that any existing businesses that are lost

as a result of the development will be assisted by the Council to find alternative accommodation within Enfield. The proposals also include the provision of new, flexible replacement floor space that will provide opportunities to accommodate a range of small/medium enterprises and to expand and to diversify the range of commercial floor space in the area. In addition, an existing library and a nursery will be improved and relocated within the Order Scheme.

- 5.26 **Listed Buildings** – in line with planning policy the proposals provide for the retention of the listed Broadbent Building and Gymnasium and their sensitive refurbishment for a mix of residential and commercial and community uses.
- 5.27 The Order Scheme proposals were subject to extensive discussions with Council officers and the GLA and as a result the principles adopted were broadly supported and are considered to satisfy the aspirations of the area set out in the various adopted and emerging policy documents.
- 5.28 Based on the above, the proposals are considered to provide the opportunity to bring an under used town centre site back into use and to secure the delivery of a mixed neighbourhood that will contribute significantly to the economic, environmental and social sustainability and well-being of the wider Ponders End town centre.

6 The Delivery of the Order Scheme

- 6.1 The Council has been formulating its proposals for the Order Scheme over a period of six years and the community has been discussing the need for change within Ponders End since 2001. The SPD, adopted in 2011, was a culmination of the Council's and the community's wish to see the regeneration of Ponders End High Street and the Queensway Campus become a reality. The first phase of the redevelopment of the Order Land was first presented to the Council's Cabinet in June 2011. The Council's original plan was to acquire the Former Police Station and the High Street site and to work with the owners of the Queensway Campus as discussed in Section 4.12. The first objective was achieved when the Former Police Station was acquired in October 2011.
- 6.2 The Council's key objective now is to deliver the comprehensive redevelopment of the Order Land and this will only be possible if it assembles the land interests in the

whole of the Order Land (as discussed in Section 4.12). The Council has set aside the funds necessary to acquire all interests in the Order Land and will be drawing down funding from the following sources:

- Growth Area Funds;
- Mayor's Outer London Fund (Round 2);
- Neighbourhood Regeneration Capital Programme; and
- Prudential borrowing.

- 6.3 The redevelopment of the Order Land will be secured through a development agreement with a development partner and the development agreement is based on the HCA Delivery Partner Panel documentation. The Council has recently completed a procurement process for a development partner and is about to appoint the preferred bidder. The Developer is likely to be signed up to the development agreement by []². Under the terms of the development agreement the Council is required to deliver vacant possession of the site to the Developer and the Developer is required to satisfy a number of conditions, including obtaining reserved matters consent pursuant to the Outline Permission within a prescribed timetable. Once the conditions have been satisfied a lease will be granted to the Developer to enable the Developer to construct the development (that comprises the Order Scheme) on a phased basis.
- 6.4 The Developer will be responsible for procuring the funding to construct the Order Scheme and the development agreement requires the Developer to provide sufficient information to the Council every two months, to demonstrate that it has in place sufficient funding to meet all of its obligations under the development agreement and lease.
- 6.5 Overall the Council considers that the funding and delivery of the Order Scheme has been secured. The Council commissioned Jones Lang La Salle to produce a viability statement for inclusion in the planning application and its conclusion is: *'We believe that this scheme would be deliverable by an average housebuilder at the cost and revenue levels indicated'*.
- 6.6 Work is expected to start on site with the demolition of the Former Police Station in 2013 and large scale construction is intended to commence in Spring 2014.

² To be updated

7 Statutory Undertakers

- 7.1 The Order Scheme takes account of the apparatus of Statutory Undertakers and, where affected by the Order Scheme, discussions will be held with the relevant Statutory Undertakers and alternative arrangements will be made³.
- 7.2 The Order Scheme may affect two electricity substations and discussions will be held with UK Power Networks to ensure that suitable safeguards are put in place to maintain electricity supplies to the local area.

8 Special Considerations

- 8.1 The Queensway Campus comprises the Listed (Grade 2) Broadbent Building and Gymnasium and a former caretaker's cottage, which whilst not forming part of the formal listing is highlighted as being of historical significance in relation to the Listed Buildings by the Twentieth Century Society. The listed buildings will be retained and refurbished and are the subject of the separate Listed Building Consent Application. The Broadbent Building and Gymnasium were constructed in 1938-1941 and listed in 2000.
- 8.2 Later additions to the Broadbent Building within the two courtyards and to the south of gymnasium will be removed and a single new element will be added to the new Broadbent Building. This replaces single storey workshops and will be of the same height as the main east and west ranges between which it spans. The original shape and appearance of the Broadbent Building will be restored, and a proposed scheme for the listed building, apart from the new element in the position of the workshop building, is essentially internal, accompanied by the refurbishment of the external fabric. The priority of the refurbishment of the fabric will be to preserve as much historic fabric as possible, and to reinstate where possible the original appearance of the building.
- 8.3 In terms of setting, the proposed development to the south and east of the Broadbent Building will respect the geometry and location of the listed building.

³ To be updated

There will be a respectful generous distance between the Broadbent Building and the adjacent new development.

- 8.4 The architectural and historic importance of the Broadbent Building will be retained and the impact of the proposals will be positive, in that the proposals will provide the listed building with a future, and in accordance with the statutory duty of the 1990 Listed Buildings Act, its setting and its features of special architectural or historic interest will be preserved.

9 Relocation of Residents/Businesses

- 9.1 Part of the Queensway Industrial Area is included within the Order Scheme and Core Strategy Policy 15 identifies this area as a Locally Significant Industrial Site that should be safeguarded. The implementation of the Order Scheme would result in the loss of one existing industrial building within the Queensway Industrial Area as part of the redevelopment. This building comprises 950 sq m which are currently in use as a plastics factory. The Order Scheme envisages the replacement of this building with a mixed use building comprising 144 sq m of residential and 156 sq m of community floor space.
- 9.2 It is considered that the existing industrial use is not compatible with the creation of a high quality new residential neighbourhood and furthermore the existing building occupies an important gateway into the site. The building's retention and use has the potential to compromise the regeneration objectives for the Order Scheme.
- 9.3 The demolition of this building will allow the creation of important residential and commercial space, a new pedestrian link and will also allow open views of the retained Broadbent Building. These proposals form a key part of improving connectivity to the Queensway Campus and the opening up of the site, which would be undermined if the existing plastics factory were to be retained.
- 9.4 The Core Strategy policy position is, however, acknowledged in that the target is to safeguard such uses located in locally significant industrial sites. The indicative master plan within the SPD, however, appears also to envisage the removal of the building in order to achieve the link. The SPD, however, proposes the creation of additional employment uses along Queensway.

- 9.5 In view of the policy position and the overarching regeneration objectives, it will be the Council's intention to work with the occupier of the plastics factory to identify an alternative location where they can continue to trade with the minimum of disruption. The Council would look to meet any reasonable eligible costs for the relocation of the business, but if a suitable alternative site cannot be found the business may have to be extinguished and compensation paid accordingly.
- 9.6 The same situation exists in relation to the existing retail uses on the High Street. The Council would employ the same strategy with all the existing retailers affected by the development. It is hoped that they will choose to remain in the borough and that suitable alternative premises can be found. The Council will look to assist with the relocations by helping to identify suitable alternative premises and meeting eligible relocation costs and in so doing will attempt to minimise disruption to trade. However, this will not always be possible and if suitable alternative accommodation cannot be located, then the businesses will be extinguished and the owners appropriately compensated.
- 9.7 If the businesses are able to sustain a double move and relocate back to the new retail units once the initial move has taken place, this strategy will be supported. The Council could only consider such moves, however, if they are financially viable and beneficial to the overall Order Scheme.
- 9.8 The development proposals will result in the creation of 2,708 sq m (GIA) of flexible new employment floor space and 776 sq m (GIA) of new retail floor space. This floor space will be provided in the form of small, flexible units, a percentage of which could potentially be offered at reduced, subsidised rates and available on flexible terms. It is envisaged that in terms of employment generation, the existing plastics factory has approximately 20 full time employees and the existing retail units provide approximately 16 full time jobs. The proposed employment floor space has the potential to provide a total of 226 full time new jobs and a proposed retail provision of 41 new full time jobs.
- 9.9 The opportunity will also be taken to improve access into and through the existing Queensway Industrial Estate and hence improve the operational conditions within the existing estate in line with the SPD objectives.

10 Human Rights Considerations

- 10.1 Section 6 of the Human Rights Act 1998 prohibits public authorities from acting in a way which is incompatible with the European Convention on Human Rights (ECHR). Various convention rights may be engaged in the process of making and considering the order, including those under Articles 6, 8 and Article 1 of the First Protocol.
- 10.2 Article 6 provides that everyone is entitled to a fair and public hearing in the determination of his civil rights and obligations. It is considered that the statutory procedures which give the right to object and provide for judicial review are sufficient to satisfy the requirements of this article.
- 10.3 Article 1 of the first Protocol provides for the peaceful enjoyment of possessions (including property) and that no one shall be deprived of possessions except in the Public interest and as provided by law. Those with interests in the Order Land will be deprived of their property if the Order is confirmed but this will be done in accordance with the law and in the public interest.
- 10.4 Article 8 provides that everyone has the right to respect for his private and family life and that there shall be no interference by a public authority with the exercise of this right except in accordance with the Law, where there is a legitimate aim and where it is for and proportionate in the public interest. It is considered that any interference caused by the Order will fall within these exceptions having regard to the public benefit which will accrue from the Scheme. The European Court of Human Rights has recognised in the context of Article 8 of the First Protocol that *“regard must be had to the fair balance that has to be struck between the competing interests of the individual and of the community as a whole”* i.e. compulsory purchase must be proportionate in that in pursuing the public interest the objective to be achieved in making the Order must outweigh the interference with any private rights. Both public and private interests are to be taken into account in the exercise of the Council’s powers and duties as a local planning authority.
- 10.5 Similarly, any interference with Article 8 rights must be “necessary in a democratic society” i.e. proportionate. The Council is of the view that in pursuing this Order, it has carefully considered the balance to be struck between individual rights and the wider public interest. Interference with Convention Rights, to the extent that there is

any, is considered to be justified in order to secure the economic, social, physical and environmental regeneration that the Order Scheme will bring. Appropriate compensation will be available to those entitled to claim it under the relevant provisions of the relevant statutory provisions.

10.6 In addition, having regard to the provisions of the Town and Country Planning Act 1990 (as amended) and the Guidance set out in Circular 06/2004, the Council considers that the Order Scheme is essential, suitable for and will facilitate the carrying out of development, redevelopment and improvement and will make a positive contribution to the promotion or achievement of the economic, social and environmental wellbeing of its area for the reasons explained in this Statement.

11 Views of Government Departments⁴

No comments have been received from any government departments regarding the Order Scheme, although the Mayor of London approved the Outline Permission which underpins the Order Scheme.

12 Associated Orders⁵

No other orders will be sought in relation to the Order Scheme.

13 Conclusion⁶

13.1 The Order Scheme will fulfil the need to comprehensively regenerate Ponders End Central and deliver the Order Scheme, making effective use of this partly disused and declining site, and generate significant economic benefits for the Borough. Given the fact that agreement has not been reached by the Council to purchase the Order Land by private treaty, the delivery of the Order Scheme can only sensibly be achieved within a reasonable timescale by compulsory acquisition.

13.2 Having considered relevant National Planning Policy Guidance and Development Plan Policies the Council is satisfied that there is a compelling need in the public interest for compulsory powers to be sought in order to secure the development/redevelopment or improvement of the Order Land by way of the

⁴ To be finalised

⁵ To be finalised

⁶ To be finalised

delivery of the Order Scheme for the economic, social and environmental improvement of this part of the Borough. The Council has therefore made the Order and would ask the Secretary of State to confirm the Order.

14 Documents, Maps Or Plans

14.1 A list of documents that may be presented at any subsequent public inquiry will be provided in due course and arrangements will be made for them to be available for public inspection.

14.2 The Council reserves the right to modify, or enlarge the statement in the event of an inquiry being held and in discharge of its obligations under the Inquiry Procedure Rules.

15 Other Information Of Interest To Persons Affected By The Order

The Council's point of contact for any queries relating to the order is Paul Walker MRTPI, Assistant Director, Regeneration, Planning and Economic Development Tel No. 0208 379 3805 or Marc Clark, Ponders End Regeneration Project Manager Tel No. 0208 379 5537.

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List of Documents

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