



Enfield Housing Development Framework 2014-2019

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1. Foreword by the Lead Member for Housing & Estate Regeneration



I am proud to introduce Enfield's first Housing Development Framework which explains to our residents, stakeholders and partners how we intend to meet the huge demand for new homes in the borough. This Framework continues the conversation we have been having with you about how best to deliver homes in a way that meets your needs and we will update this work as our conversations evolve.

New homes are vital to the future prosperity of the borough. I am however clear that housing led growth must create successful places and revitalise existing neighbourhoods. Many more homes are needed but they must be designed and built in a way that makes places more, not less, desirable.

New homes must meet the diverse needs of our residents and we will continue to promote an unrelenting emphasis on building more affordable homes.

Capturing the proceeds of growth generated by new developments to ensure local people and businesses are the principal beneficiaries is both a fair and an essential element of growing local economies. Ensuring local people and businesses benefit from housing led growth is one of the key promises I want to make to the people of Enfield.

We have already achieved a lot with housing as a Council; by establishing a company to purchase homes for temporary accommodation, with major estate regeneration projects underway across the borough and large projects like Meridian Water and Alma making real progress.

All this must be achieved against a backdrop of less funding for affordable housing, reduced funding for local authorities and demands for new infrastructure. This Council has already proven itself capable of taking big decisions and by continuing to work successfully with communities and delivery partners this is a challenge we will rise to.

**Cllr Ahmet Oyken, Cabinet Member for
Housing & Estate Regeneration**

2. Introduction

The Enfield Housing Development Framework has been prepared to explain to the people of Enfield, our partners, stakeholders and potential investors what the Council is doing directly to meet the overwhelming need for new housing.

This Strategy governs all new developments which the Council will be leading on whether these are sites that the Council currently owns, intend to acquire or where we will coordinate using our planning powers.

Some of these sites will be in multiple-ownership where the Council will have to use our statutory powers to coordinate delivery, others will be existing council estates which the Council will either demolish and rebuild or build additional homes on spare land, and others will be underutilised brownfield sites.

All of these sites and more will be needed if the supply of the new homes in the borough is to keep up with demand. Please add this sentence: On certain sites it will be appropriate to build at higher densities especially where transport infrastructure and facilities are already in place.

New housing must and will cater for a range of different affordability levels as well as homes for single people and larger families. Successful neighbourhoods include a mixture of housing types and facilities and this is what will be promoted. Whilst the principles set out in this Strategy can be applied to all new housing individual strategies for more specialist housing, such as for wheelchair users or extra care homes, will be prepared separately.

The purpose of the Strategy is simple; to ensure that new homes are designed and built to enhance Enfield's neighbourhoods. The Council believes that this can be achieved by ensuring new homes are delivered alongside necessary facilities and infrastructure; that local people benefit from the new homes and the opportunities created; and by recognising the value of great architecture and quality landscaping.

By explaining clearly the Council's principles and objectives for new housing local communities can trust that the Council shares your commitment to improving the desirability and prosperity of our neighbourhoods. By continuing to work closely with local communities to design our schemes we can also ensure new housing developments meet local needs.



3. The Case for Housing Development

High Level Enfield Context

The London Borough of Enfield faces a number of housing challenges, not only in relation to our existing homes and neighbourhoods, but from the need to increase the number of new homes to meet the needs of London's growing population.

At the London wide level there is a recognised chronic housing shortage. The Mayor's London Plan and Housing Strategy have identified the need to increase house building to 42,000 per year across London to keep up with the demands of a growing population. The table below shows how Enfield's and London's population has grown between 2001 and 2011.

| Area | Population 2001 | Population 2011 | Absolute Change | % Change |
|----------------|-----------------|-----------------|-----------------|----------|
| Enfield | 273,559 | 312,500 | + 38,941 | + 14.2 |
| Greater London | 7,172,901 | 8,173,900 | + 1,000,999 | + 12.2 |
| England | 49,138,831 | 53,012,500 | + 3,873,669 | + 7.3 |

Source: ONS Census (2001 / 2011)

Population growth within Enfield is expected to grow at an even faster rate during the next two decades. The table below, produced by the Office of National Statistics, estimates that by 2037 Enfield's population would have grown to include another 100,000 people.

| | 2012 | 2017 | 2022 | 2027 | 2032 | 2037 | Change |
|-------------------------|---------|---------|---------|---------|---------|---------|-----------------|
| Total Population | 317,300 | 341,100 | 364,200 | 384,600 | 403,300 | 420,500 | |
| Change | | +23,800 | +23,100 | +20,400 | +18,700 | +17,200 | +103,200 |
| % Change | | +7.5 | +6.7 | +5.6 | +4.9 | +4.3 | +32.5 |

Source: 2012 based ONS sub-national population projection: Figures are rounded to the nearest 100

The Greater London Authority (GLA) has set Enfield a minimum target of delivering 7,976 new homes between 2015 and 2025 but with the population expected to grow at a faster rate than estimated by the GLA these housing growth targets will need be revised upwards.

Enfield's growing population is increasing the demand for housing in the borough. The result of the supply of new homes failing to keep up with demand is that housing in a number of areas in the borough is increasingly becoming unaffordable to rent or buy. The 2014 House Price Survey shows that the average deposit required to purchase a one bed flat in Enfield is £40,800 and a two bed flat is £52,800. The size of deposits required mean that the aspiration of owning a home is unobtainable for many ordinary people in the borough. One of the policy solutions to this lack of

The Case for Housing Development

affordability will be to build more affordable housing. Affordable housing options such as shared ownership and rent to buy can make homeownership more achievable.

The case for housing led development is clear; more homes are needed to keep up with the demand of a growing population and the failure to deliver will result in reducing affordability for local people.

The demand for new housing has to be met by a range of delivery partners; housing associations, developers, local housebuilders and the Local Authority all have a role to play. The decline in housing building generally and in affordable housing specifically signals that local authorities must step up to deliver the housing that other partners are not providing.

Since 2012 Local Authorities have been granted new powers to borrow money to invest in the existing council housing stock as well as building the next generation of council homes. The Council owns 11,300 tenanted homes across the borough, but many of these homes are on estates which are coming to the end of their economic life and are in need of either significant capital investment or comprehensive renewal. A large number of tenanted properties are lost annually under the 'Right to Buy' scheme whilst the Council currently has approximately 3,000 households on the waiting list for a council home. In short, many more council homes are need.

Increasing the supply of new homes in Enfield is complicated by a number of constraints. While parts of the borough are prosperous, well connected, green, inclusive and desirable, other parts of the borough are deprived, isolated, and have high concentrations of unemployed and vulnerable residents.

The divided nature of the borough presents challenges for developing new homes. The development of new housing depends largely on the availability of land, but also the provision of transport infrastructure and planning policy which determines the density of development and the number and type of homes that can be built on a site. These challenges will need to be overcome to increase supply and in many instances the Council will be uniquely placed to unlock development opportunities.

In the current buoyant housing market the demand for new homes is constant. There is however a growing section of borough residents who are locked out of much of the housing market because of income levels.

The economic inactivity rate for the borough is around two percentage points higher than the regional and national average at 25.3%, which equates to around 48,500 people. Over 32,000 people have never worked, which is 37% of the unemployed population – 14 percentage points higher than the national average and over 2 percentage points higher than the London average. The current employment rate is 67.7% which is below the London and national average and most comparator areas.

The challenge, therefore, is to not only increase the supply of quality, well managed, and genuinely affordable homes but to ensure that housing led growth increases the prosperity of local people.

4. Vision and Objectives

The vision for Enfield Council is ***'to make Enfield a better place to live and work, delivering fairness for all, growth and sustainability, and strong communities.'***

The Council's housing vision is to: ***'Increase the supply of well-managed, good quality and affordable homes; promote housing choices and build strong neighbourhoods.'***

The Council has three strategic aims: fairness for all; growth and sustainability; and strong communities; these underpin all of the Council's business. Housing led developments have an important role to play in contributing to the delivery of these three aims – the box below explains how we will achieve this.

Housing led developments can contribute to the **Fairness for All** aims by ensuring:

- 1) A balanced mix of housing tenures across the borough which meets the needs of everyone
- 2) The creation of more cohesive neighbourhoods by designing out physical barriers
- 3) New developments to focus on achieving successful places and be of the highest architectural quality

Housing led developments can contribute to the **Growth and Sustainability** aims by ensuring:

- 4) New developments can meet environmental challenges and minimise energy bills
- 5) The net supply of new housing is significantly increased
- 6) Local people and businesses are the principal beneficiaries of housing led growth

Housing led developments can contribute to the **Strong Communities** aims by ensuring:

- 7) Local stakeholders have a real opportunity to guide housing development proposals
- 8) Affected residents have the choice of a new home in the regeneration area
- 9) New facilities and services are accessible to all
- 10) New housing and facilities to address the health and wellbeing needs of residents

The following pages and sections go on to explain in more detail how we will deliver the ten objectives of this framework.

5. Housing Supply

This section supports the delivery of the following objectives:

- 1) A balanced mix of housing tenures across the borough which meets the needs of everyone
- 2) The creation of more cohesive neighbourhoods by designing out physical barriers
- 5) The net supply of new housing is significantly increased

Achieving the Aims

Inequality in Enfield can in part be described in geographical terms with the most prosperous areas of the borough located in the north-west and the most impoverished areas along the eastern corridor. The Council wants to reduce these inequalities by raising life chances for those living in the more deprived neighbourhoods up to the level of their more prosperous neighbours.

Housing has a role to play in meeting this challenge. Well-designed good quality housing has been proven to improve the health and well-being of residents, improve children's educational prospects and address overcrowding. Developing a greater mix of tenures, particularly more affordable housing, can also reduce the cost of housing.

Recognising that people's housing needs are varied is important; new housing must meet the needs of an ethnically diverse community, those with different medical needs as well as different affordability levels. Social housing will continue to be vital for those on low incomes but there is also a large section of the community who will never be eligible for social housing but are really struggling to raise a deposit or to afford private rents. More can be done to invest in shared ownership and sub-market rent homes to meet this need. New high quality purpose built homes for private rent (not buy-to-let landlords) account for just a fraction of homes in the borough, providing more of these homes, especially on larger regeneration sites, will help to raise the standard of private rented homes across Enfield.

A financially viable business case must underpin all new housing developments. There are a number of factors which can undermine financial viability including property values, land contamination, grant levels and construction costs. The Council will have to be flexible and innovative to achieve good levels of affordable housing on every site. Decisions will be taken on a site by site basis on the nature of the affordable housing offer that can be afforded on a site as well as what is appropriate for the local area.

Physical barriers can separate communities and cause division. This is particularly a problem with the layout of housing estates which often turn their back on neighbouring streets and don't feel like spaces that are accessible to all. Making areas more accessible for those on foot and bike is another way to open up spaces and areas to everyone. New developments can open up areas to the whole community as well as helping to facilitate new pedestrian and cycle routes in the borough.

Housing Supply

Achievements to date

The demand for housing in the borough is not a new challenge although it is one that has become more acute in recent years. The Council has already made great strides, working with a range of partners, to get major housing developments underway.

The Council has brought forward the delivery of a number of development opportunities, working in partnership with private sector developers and registered providers to deliver new high quality housing developments; including comprehensive improvements to the public realm and community facilities.

On Fore Street in Angel Edmonton, the **Highmead** Estate has been demolished and the construction of 118 new homes, shops, a community centre and a GP centre will be completed in 2015. The private for sale homes will be marketed by Countryside Properties and the affordable housing will be let by Newlon Housing Trust.



In New Southgate, the renewal of the **Ladderswood** Way Estate is underway, after construction of the first phase started in 2014. The development at Ladderswood will provide a mixture of private homes, and affordable homes; both rented and shared ownership. The development will also include some commercial space and a hotel. Alongside Ladderswood **High Road Open Space** has also been renovated. Physical barriers have been removed to deter crime and play spaces have been opened up to the whole neighbourhood to enjoy.

Housing Supply

In Ponders End, the **Alma Estate** is subject to a large regeneration programme that will include the phased demolition of 717 homes to make way for approximately 1000 homes, new retail space, a gym and a GP centre. The Council will own a minimum of 200 homes for tenants and leaseholders who wish to remain, while the remainder will be private for sale homes marketed by Countryside Properties and shared ownership homes marketed by Newlon Housing Trust. As part of the regeneration programme, opposite the Alma Estate, the Council is developing 38 new homes at **Dujardin Mews** for residents affected by the Alma scheme. Half of the homes will be provided for council tenants and half will be for resident leaseholders.



Phase 1 of the **Small Housing Sites** programme is on site and on the way to delivering a minimum of 100 new council homes across eight different sites in Enfield Lock, Enfield Chase, Turkey Street and Enfield Town. A high proportion of family homes will be built for private rent, shared ownership and social rent.



Housing Supply

Looking Forward

Enfield's population has grown at an unprecedented level. To keep up with the growing demand for homes and to prevent housing becoming unaffordable to local people requires many more homes to be built. The emphasis will be on building new homes in areas where the infrastructure is already in place to serve the needs of a growing population.

The biggest opportunity of all is at Meridian Water in the south eastern corner of the borough. Meridian Water, one of the largest development opportunities in London, comprises 85 hectares of developable land. Meridian Water can achieve over 5,000 new homes and 3,000 new jobs in addition to the necessary infrastructure needed to support a new sustainable neighbourhood of this scale.

The Council's housing development ambitions do not end in Meridian Water.

There are still too many council owned estates in the borough in need of renewal. The Council is committed to delivering twelve estate regeneration projects over the next thirty years. New estate regeneration projects will be identified based upon a range of factors including the condition of the blocks, residents' views, area deprivation and financial viability.

There are a number of estates in the borough which are in a decent condition, are well loved and function well in the local neighbourhood. These estates will not be demolished but they may provide opportunities for new homes to be built on under-utilised land. Where the Council builds new homes on estate land it will do so on the basis that existing residents will either gain from improvements to the landscape or from the allocation of new homes. The Council will explore such opportunities with local residents and is committed to continuing an annual rolling programme of developing small sites in the borough.

Councils can, and Enfield will, build and own new homes for shared equity, private rent and affordable rents in addition to building traditional social rented homes. Building more private homes not only meets a need but the Council can use the additional income that private homes provides to fund more social rented homes.



Housing Supply

The construction industry is continually evolving and modernising. Opportunities exist for residents to build their own homes, for homes to be built off site to minimise disruption to neighbourhoods and to use materials which are less harmful to the environment. Enfield will continue to innovate and will explore all of these opportunities and more where new ideas can benefit communities.

We will...

- Get the construction of 10,000 new homes underway by 2019 and continue to increase the level of new homes to keep pace with population growth
- Ensure that new homes contribute to the creation of great places
- Build more council homes
- Deliver 12 more estate regeneration projects over the next 30 years
- Continue to promote a balanced mix of tenures
- Increase the supply of shared ownership, sub-market rent and private rent homes
- Improve landscaping and/or allocate new homes to local people where building extra homes on estate land
- Design and build out physical barriers in new and existing developments and improve pedestrian and cycle routes
- Promote modern methods of construction

6. The Design and Management of new homes

This section supports the delivery of the following objectives:

- 3) New developments to focus on achieving successful places and be of the highest architectural quality
- 4) New developments can meet environmental challenges and minimise energy bills
- 9) Opportunities for local people to manage local services
- 10) New facilities and services are accessible to all

Achieving the Aims

People respond to their built environment, and poorly designed places can have a profound impact on residents. Poor design blights communities, can result in higher crime rates and discourage people from using spaces. The Council understands the importance of quality of design and all new developments will place a high premium on architectural quality.

The Council's commitment to well-designed homes applies equally to the new council homes which are and will be built over coming years. The new generation of council homes will be spacious, fitted out to modern specifications, energy efficient and beautifully designed. All of these objectives have been captured in a new specification for new council homes which will ensure that all new council homes will be built to the same high standard.

New council homes will look no different to any other row of houses or block of flats... which is entirely the point. The council homes of the past were too easily distinguishable from private homes which contributed to divided communities, ghettoization and urban decay. Neighbourhoods must be a cohesive whole not a collection of divided parts.

The Council also plans to build a district heat network in the Lee Valley which will be capable of providing cleaner energy to thousands of homes. The Council believes that green energy is a growing market that can benefit the people of Enfield both in terms of jobs and cheaper energy.

The cost of housing can take up a sizeable proportion of residents' income. Energy bills in particular are an increasing amount of the household budget leading too many residents choosing to turn off heating altogether. Building greener homes is not only good for the environment but it can also help to tackle fuel poverty by reducing energy bills.

The Design and Management of new homes

Beautiful homes do not stay beautiful for long if they are not well managed or maintained. Maintenance begins at the design stage when more durable materials must be chosen over those that deteriorate quicker requiring costly repairs which are ultimately paid for by the resident. Homes built to the same standard but managed and maintained to different standards make it easy to distinguish the tenure of homes. Typically there will be a variety of different types of homes built on a site. The Council will always insist on a common standard of management on these sites.

How new homes are managed can be done in a variety of ways. Different housing management approaches will include resident involvement in the management of their homes, working with housing associations and using the Council's housing management services.

New developments will include new shops, facilities, schools, health centres, green spaces and gyms. In short, all the vital ingredients of successful neighbourhoods. These new facilities are important not just for the services that they provide but they also foster a greater sense of community. The Council will ensure that these new facilities are open and affordable to people from all sections of the community.

We will...

- Ensure all new council homes are built to the same high standard
- Design and build homes which minimise the impact on the environment and keep energy bills to a minimum
- Promote quality of design by only appointing brilliant architects
- Design homes to the principles of Lifetime Homes which ensures new homes are designed to cater for residents changing needs
- Design developments to encourage walking and cycling and reduce car dependency
- Ensure new facilities and services are inclusive places
- The management of new homes must support the principle of tenure blind homes
- Maintain management service levels on regeneration estates



7. Residents and stakeholders

This section supports the delivery of the following objectives:

- 6) Local people and businesses are the principal beneficiaries of housing led growth
- 7) Local stakeholders have a real opportunity to guide housing development proposals
- 8) Affected residents have the choice of a new home in the regeneration area

Achieving the Objectives

Too often communities can feel like they are not benefitting from new developments in their area. This will not happen in Enfield. Where Enfield leads new developments the principal beneficiaries of the new opportunities will be local people. New developments generate new homes, training, jobs and facilities; this housing led growth will be captured and shared amongst the community.

Generating new jobs and increasing employment levels is equally important to the future prosperity of Enfield as building new homes. The new jobs, training and apprenticeship opportunities will be planned. This planning will also include working with colleges and training providers to ensure that local people have the skills to take advantage of the new jobs created.

The Council is clear that the development of new homes and the regeneration of areas achieve the best results when there is a strong and important partnership between the Council and local stakeholders. Engaging people in what is going on in their community and giving people an opportunity to inform proposals not only brings people together but it ensures that new homes and facilities take account of local needs.

A healthy, empowered and stable community is a stronger community. Too often the demolition and rebuild of housing estates can result in the



7. Residents and stakeholders

unnecessary displacement of residents to different parts of the Borough. This can and should be avoided by offering residents the choice of continuing to live in the regeneration area.

We will...

- Deliver the promises made in the Community Charter



Community Charter

Stakeholder engagement

- Stakeholder panel / resident forum established for all major projects
- Local stakeholders invited to comment during preparation of planning applications
- Major consultation to be held with estate residents prior to commencing estate regeneration project
- Residents on regeneration estates will have access to independent advice paid for by the council

Promise to local communities

- Local people to have the first option to purchase new shared ownership and market sale homes being built in their area
- Local people to be invited to participate in learning, apprenticeship and job opportunities generated by the projects
- Ongoing dialogue with the local community and Council staff to be easily accessible during the project lifespan
- Disruption and disturbance during the construction phase to be kept to a minimum
- New schools, shops, employment uses and routes to be provided to meet local needs.

Promise to Council Tenants

- Right to a new home in the regeneration area
- The option to bid for a home elsewhere in the borough
- Support to develop a Local Lettings Plan
- Tenancy conditions to be same or similar to existing tenancy terms

Promise to Resident leaseholders

- When purchasing a comparable property in the borough leaseholders should not be financially disadvantaged
- Enable all resident leaseholders to remain in the regeneration area
- Provide resident leaseholders with a fair choice
- Encourage resident leaseholders to exercise financial responsibility

Promise to Businesses

- Minimise the loss of existing businesses in regeneration areas
- Promote use of local businesses through supply chains
- Support independent retailers to prevent the homogenisation of Enfield shopping parades

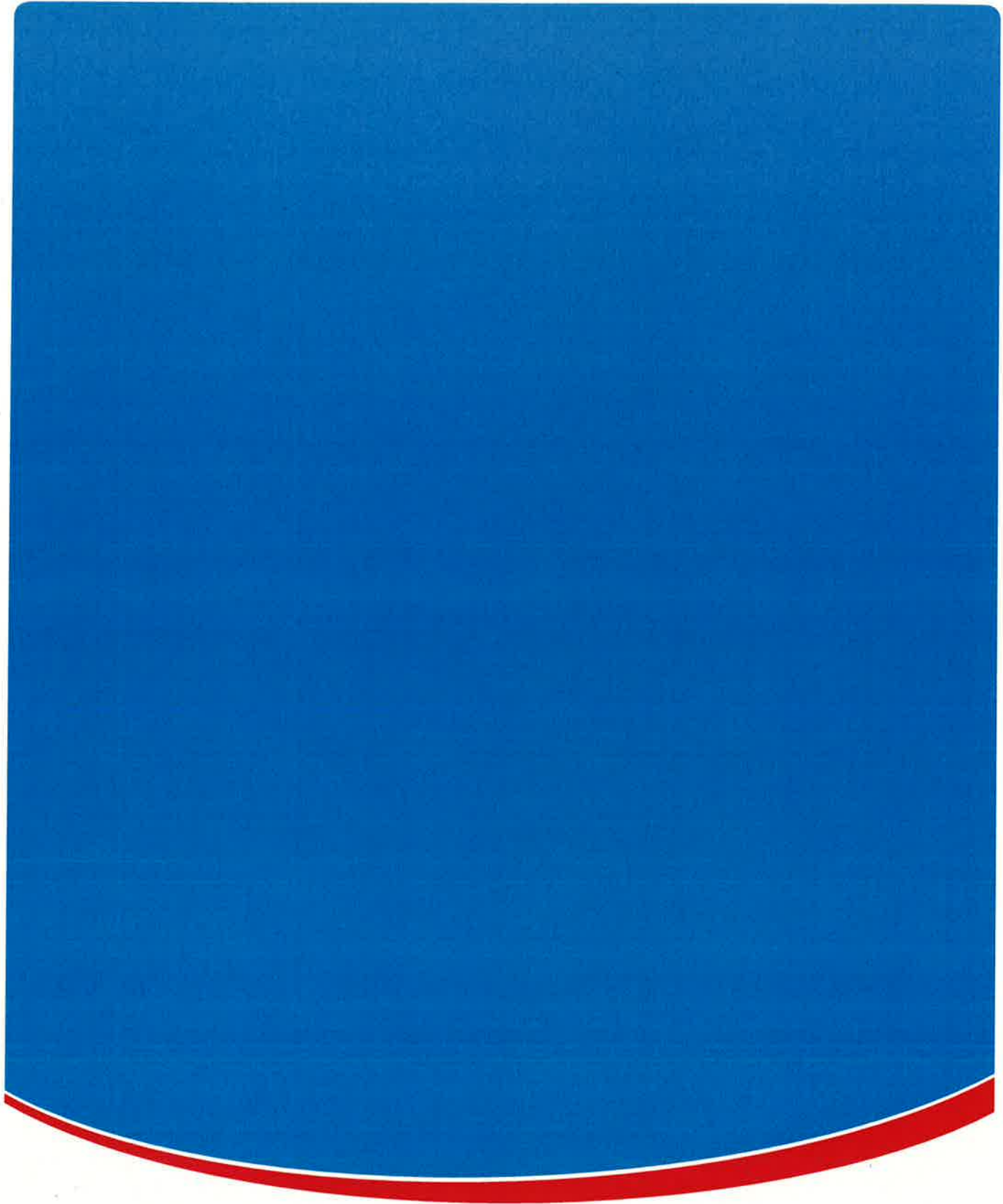
8. What happens next?

The Enfield Housing Development Framework explains how, with the right set of principles, the development of new homes and facilities can foster local growth and enable neighbourhoods to flourish. New housing developments can sometimes be viewed as a threat but by reorienting projects to focus on the needs of local communities then new developments can begin to be viewed more in terms of the opportunities that they create.

This Strategy has been written following conversations with residents, stakeholders and partners and is intended to be owned as much by the Council as by the communities that the Council is employed to serve. These conversations must continue and this Strategy will be reviewed annually and updated where necessary to ensure that it continues to reflect the views and needs of local people.

Over the coming months and years we look forward to talking to you about the opportunities in your neighbourhood for new homes and facilities and how we can work together to make successful places.





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www.enfield.gov.uk

