

MEETING TITLE AND DATE:
Cabinet 16th December
2015

REPORT OF:
 Director,
 Regeneration & Environment

Agenda – Part: 1	Item: 11
Subject: Upton Road & Raynham Road Redevelopment Scheme	
Wards: Upper Edmonton	
Key Decision No: KD 4119	
Cabinet Member consulted: Cllr Oykenner	

Contact officer and telephone number: Nick Fletcher, 0208 379 1781

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

<p>1. EXECUTIVE SUMMARY</p> <p>1.1 The proposed redevelopment of the land and buildings at Upton Road & Raynham Road presents the opportunity to deliver a comprehensive housing led scheme that can significantly enhance a challenging site in Upper Edmonton, achieving a number of Council objectives and community benefits.</p> <p>1.2 The proposed redevelopment can deliver over 100 new homes, community space, replacement retail space and public realm improvements.</p> <p>1.3 This report sets out an indicative scheme proposal and preferred option, and recommends that Cabinet authorises a scheme in principle, and authorises the use of compulsory purchase powers for the purpose of land assembly.</p>
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<p>2. RECOMMENDATIONS</p> <p>This report recommends that Cabinet:</p> <p>2.1 Authorise the initiation of a comprehensive housing led redevelopment scheme within the attached Red Line Plan at Appendix 1.</p> <p>2.2 Note the approach to engage stakeholders, including affected residents, set out in paragraph 3.33 of this report.</p> <p>2.3 Authorise the serving of initial Demolition Notices in accordance with Schedule 5A of the Housing Act 1985 with immediate effect (subject to call-in).</p> <p>2.4 Resolve to use Compulsory Purchase powers under section 226 1 (a) of the Town and Country Planning Act 1990 (as amended) should the Council fail to acquire property interests by negotiation within the boundary of the proposed development land, on the assumption that a Compulsory Purchase Order is confirmed.</p>
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2. RECOMMENDATIONS (continued)

- 2.5 Delegate authority to the Director – Regeneration and Environment, acting in consultation with the Director of Finance, Resources and Customer Services, to make a Compulsory Purchase Order if required in respect of the land shown edged red on the Plan at **Appendix 2** to effect acquisition of property interests within the areas on each site described in the report and shown edged red on the Plans “The Order Land”.
- 2.6 Delegate authority to the Director of Regeneration and Environment, acting in consultation with the Director of Finance, Resources and Customer Services, to finalise the Statement of Reasons, and take all the necessary steps consequent to the making of any Compulsory Purchase Order,:
- a) To publish any Compulsory Purchase Order, referred to within this report, to seek confirmation of the Secretary of State and if confirmed, implement the Order;
 - b) To continue negotiations with owners of property interests within the Order Land and acquire such property interests by agreement.

3. BACKGROUND

- 3.1 In September 2014, Cabinet authorised a budget to progress feasibility work for a large number of sites that were identified across the borough, for new housing (KD3920). Architects, and other consultants have since been appointed and progress is being made in the preparation of scheme proposals on numerous sites.
- 3.2 As part of this feasibility work, this report proposes a larger scale housing led scheme which can have a transformational impact on a challenging site in Upper Edmonton, while contributing to increasing housing supply in the borough, and the Council’s wider regeneration objectives.
- 3.3 Enfield has a growing population, which is being exacerbated from inward migration from other London Boroughs, and there is a huge need to contribute to increasing housing supply generally, and particularly affordable housing as a result of the rising costs of temporary accommodation.

THE SITE

Strategic Context

- 3.4 The circa 1.8ha site sits within the red line boundary on the attached plan at **Appendix 1**. The site stretches across Upton Road and Raynham Road, to the immediate south of the A406 North Circular,

located in the area known as 'Angel Edmonton' in the ward of Upper Edmonton.

- 3.5 The proposed Upton Road & Raynham Road development site is located within the 'Hinterland' area of Enfield Council's Housing Zone, and in close proximity to the Meridian Water Masterplan Area, therefore fitting into the Council's wider strategic housing and regeneration objectives.
- 3.6 The site is located between 5 and 8 minutes away from Silver Street Station which provides rail services to Liverpool Street, Seven Sisters (Victoria Line) and Enfield Town. The train service running through Silver Street Station has now been adopted by the Transport for London, as part of the London Overground network, and the frequency of trains is expected to improve in the future.
- 3.7 The site is located within 2-3 minutes' walk away from the vibrant Fore Street which is a designated District Centre. The completion of the Silver Point scheme (formerly the Highmead Estate) on Fore Street has set a precedent for high density residential development in the area.

Site – Description of land, buildings and ownership

- 3.8 The majority of the proposed development site includes land owned freehold by the Council, held for housing purposes, and within that there are a number of leasehold interests which are set out under 'Vacant Possession and Re-housing' within this report. The proposed development site also includes a significant amount of Council owned Highways land. The Council owns approximately 1.4ha of the 1.8 ha site.
- 3.9 Riverside & English Churches Housing Group owns a significant proportion of the proposed development site (circa 0.34ha).
- 3.10 The proposed development site also includes third party land owned by Transport for London (circa 300m²) and another private landowner (circa 240m²).
- 3.11 The buildings considered within the red line boundary for proposed demolition and redevelopment include:
 - Beck House (1 to 12a) including the existing retail units, and garages;
 - Beck House (13-47) including 34 bedsits and ancillary accommodation.
 - The garages (1-10) accessed from Upton Road; and
 - Garages associated with Scott House;
 - Structures within the public realm of Scott House.

- 3.12 The Angel Community Centre will be considered for demolition and re-provision, and also comprehensive refurbishment/partial redevelopment.
- 3.13 Beck House is a part-three, part-four storey residential building built in the 1960s with non-residential units on the ground floor. The Council owns the western part of Beck House which includes twelve flats, with nine of these homes being occupied by tenants and three homes owned by leaseholders (one of which is a resident leaseholder) with two retail units at ground level. The Eastern part of Beck House is owned by Riverside ECHG and used for low to medium supported housing (34 bedsits) assisting up to 34 single homeless people.
- 3.14 The eighteen storey tower, Scott House, which has recently received significant capital investment through an ECO project with British Gas, is not included within the proposed redevelopment land.
- 3.15 The land to the west of Scott House on Raynham Road includes a single storey community centre, the Angel Community Centre, a small car park and a ball court. The Angel Community Centre is a circa 750m² (GIA) community facility constructed in the 1960s. The pay & display car park on Raynham Road, the Cross Street highway, and the Raynham Road highway, all owned by the Council, are also included within the scheme proposal.

JUSTIFICATION FOR REDEVELOPMENT

Beck House

- 3.16 The existing Council owned and Riverside ECHG owned blocks are in need of significant investment. The Council owned part of Beck House (1-12a) is one the Council's poorest performing housing assets, with one of the lowest ranked Net Present Values per unit.
- 3.17 Costs for both refurbishment, as well as redevelopment in isolation have been considered but the most logical, economically viable and efficient solution that can achieve wider objectives is to include it within a comprehensive redevelopment scheme, potentially working in partnership with Riverside ECHG.

Angel Community Centre

- 3.18 The Angel Community Centre is a well-used community facility, managed by the Council's Youth Services.
- 3.19 However the opportunity to provide a new and improved building as part of a comprehensive redevelopment scheme could improve the quality of the service and local facilities for a wider catchment area. The building suffers from roof leaks and is inefficient to heat. To avoid

disruption to the service, an alternative location could be considered on the Raynham Road car park site. This would also have the advantage of being closer to Fore Street.

- 3.20 An option to comprehensively refurbish and reconfigure the existing building, and rationalise space around the building, will also be considered. While this would cause greater disruption to the service in the short term, it may prove to be more cost effective.

Underutilised land on Raynham Road

- 3.21 Land on the northern edge of Raynham Road is currently underutilised and has capacity for new housing, given its urban location and high public transport accessibility level. The land is constrained by proximity to the busy A406 North Circular Road, but there is an opportunity to provide a strong edge and improve the sense of enclosure along Raynham Road.
- 3.22 According to survey evidence, the Raynham Road car park is generally underutilised on six out of seven days per week, apart from Friday prayer days when it is at full capacity.
- 3.23 A principle of the scheme is to offset the loss of this car park by providing the same number of spaces within the highway, and in addition to this, provide an appropriate amount of parking for the new development. The proposed building line of the housing on Raynham Road is set back sufficiently to enable a design solution to accommodate a significant volume of parking.

Traffic and parking constraints

- 3.24 Although the area suffers from chronic traffic congestion and parking saturation at peak times, and it is acknowledged that additional homes will create pressures, the scheme presents an opportunity to design a more effective solution with more unrestricted parking for flexible use, to address these issues as far as possible.
- 3.25 It is understood that there are significant traffic flow and parking issues associated with the Eical Masjid on prayer days, the town centre at various peaks, Raynham Primary School during drop-off and pick-up, and match days for Tottenham Hotspur.
- 3.26 Comprehensive parking studies have been and are being undertaken to support the parking strategy for the scheme, as this is a planning requirement. In addition to the provision of parking spaces in various forms, further mitigation measures are also likely to be proposed to reduce the impact of the development.

- 3.27 As the scheme design is developed further, and stakeholders are invited to consultation events traffic and parking issues can be considered further by the Council.

THE SCHEME

Capacity Study

- 3.28 An initial capacity study for a comprehensive scheme received strategic applications feedback from planning officers, and this has informed the design brief to the architects.
- 3.29 The capacity study helped gauge the likely level of accommodation on the site and test some key principles with planning officers informally, such as the housing mix and parking numbers.
- 3.30 After internal discussions to agree the design brief, Peter Barber Architects were instructed to progress with a design feasibility study for the site.

Public realm

- 3.31 The existing public realm around Scott House suffers from poor urban design, which creates a negative perception of safety and security in the area. Public realm improvements around the base of the tower can enhance the character of the physical environment to create a more active and overlooked communal space, which will benefit both existing and new residents. There are opportunities to increase capacity for car parking, improve accessibility, and to green the area with new trees and planting.
- 3.32 The opportunity to design a strong edge against the A406 North Circular, along with strong planting would significantly improve the environment and sense of enclosure on Raynham Road.

Scheme Design Feasibility

- 3.33 The current proposed scheme designed by Peter Barber Architects proposes between 91 and 109 new dwellings and various options for replacement community space of an equivalent size as well as a part refurbishment, and provision of retail space.
- 3.34 Opportunities to increase the level of density further will be explored subject to initial pre-application discussions with Development Management. This will be considered with a detailed parking strategy that seeks to mitigate any impact on the current level of parking saturation, congestion and traffic flow in the study area.

3.35 The current scheme proposal as at the design feasibility stage, and if this report is approved, the design team will be targeting the submission of a planning application during spring 2016.

Stakeholders and Consultation

3.36 There are a wide number of different stakeholders who are affected by the scheme proposal, with varying levels of interest. The Council has attempted to make or made initial contact with the majority of these stakeholders so far, and in the coming weeks, discussions will take place with all of the following community stakeholders.

- Residents of 1-12a Beck House – tenants, leaseholders, and retail lessees (Enfield)
- Residents of 13-47 Beck House (Riverside)
- Residents of Scott House (including the TRA)
- Residents living on Raynham Road, Upton Road, Booker Road, Raynham Avenue, and Woolmer Road and other surrounding streets.
- Representatives and users of Angel Community Centre
- Locally based community groups, including REACT
- Representatives of the Eical Masjid (Edmonton Mosque)
- Raynham Primary school
- Adjacent landowners
- Ward Councillors
- Cabinet Members

3.37 In terms of the design of the scheme, it is proposed that a series of consultation events are scheduled to engage the above stakeholders to discuss the key elements, including but not limited to the following:

- the internal layouts and specification of the homes, targeted at prospective residents (i.e. existing Beck House residents)
- the design of the highways improvements, and public realm, aimed at the wider community
- the design of and specification for the community centre, aimed at the wider community
- the design of play equipment and soft landscaping proposals, aimed at the wider community

3.38 Residents and owners of properties in 1-12a Beck House, who are most affected by the proposed scheme have been notified by the Council in writing and invited to meet Council officers to discuss the available options. A meeting with tenants and leaseholders (including retail lessees) was held at the Angel Community Centre on Tuesday 1st December.

3.39 Officers have explained the available options to tenants and will be able to assist them throughout the process for re-housing. For tenants

this would entail either bidding through the Choice Based Lettings system to enable them to move off the estate, or into a new build property through the new development (which may require a temporary move off the estate until a new build property is completed). The Council will also contact leaseholders to arrange for a valuation to make an offer to purchase their property.

- 3.40 Specific focussed meetings will need to take place to ensure that all of the above stakeholders are engaged throughout the process, and to ensure that issues are considered.
- 3.41 In addition to community engagement, there are a number of statutory and non-statutory consultees who will also need to be formally engaged as the design is developed. These include but are not limited to the following:
- The Greater London Authority
 - Transport for London
 - The Environment Agency
 - Thames Water
 - DCLG – National Planning Casework Unit (NCPU)

Acquisition, obtaining vacant possession and Compulsory Purchase Order

- 3.42 It is proposed at this stage that a Compulsory Purchase Order will be needed to support the development of the land bound by a red line and shaded pink, on the attached plan at **Appendix 2**.
- 3.43 A Statement of Reasons will set out the full justification for the proposed Compulsory Purchase Order at a later date.
- 3.44 To deliver the redevelopment scheme, the Council and Riverside ECHG are both required to get vacant possession of their respective parts of Beck House.
- 3.45 The Council will progress negotiations with all interests under the basis of a Compulsory Purchase Order being in place, which allows the Council to pay basic loss, home loss and disturbance payments in advance of obtaining a Compulsory Purchase Order. Leaseholders will be contacted by the Council, and the Council will cover the cost of a valuation by an independent RICS valuer.
- 3.46 The Council is currently aware of three residential leaseholders, and two commercial lessees that it will need to negotiate with. Council officers will engage and negotiate with all parties; where known, with property interests to attempt to reach an amicable agreement for the purchase of those interests, but in the event that terms cannot be

agreed it is proposed that the Council uses Compulsory Purchase Order powers to ensure the delivery of much needed new housing.

4. ALTERNATIVE OPTIONS CONSIDERED

“Do Nothing”

- 4.1 Due to the poor quality of the existing blocks, poor quality accommodation, the physical and environmental issues with the site, and the strong case for increasing housing supply and regeneration, the “Do Nothing” option would not achieve any of the Council’s objectives.

Redevelopment of 1-12a Beck House in isolation

- 4.2 Design feasibility work has previously been undertaken for redevelopment for the Council owned part of Beck House (1-12a) in isolation. This option could result in approximately 26 units on this part of the site although the financial viability for a Council scheme was not tested. However given the need for a comprehensive approach to addressing the whole site and delivering additional new homes to meet strategic housing objectives, this option would not meet the Council’s ambitions.

Scheme without Raynham Road Car Park

- 4.3 Design options without the Raynham Road Car Park have not yet been explored. The financial viability of the scheme is compromised if the scale/quantum of development is reduced.
- 4.4 Furthermore, it is considered that a comprehensive scheme that includes both of these elements can deliver the greatest overall benefit in terms of housing numbers, using the land more efficiently and providing quality new accommodation and community facilities while providing necessary replacement on-street or ‘end-on’ parking.

5. REASONS FOR RECOMMENDATIONS

- 5.1 There is a strong case for progressing with a comprehensive regeneration scheme for the land on Upton Road and Raynham Road, based on a number of economic, social and environmental factors which are contained within this report.

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

6.1 Financial Implications

- 6.1.1 Any costs associated with the appropriation of the site bound by a red line in Appendix 4 from its present holding purpose to planning purposes are likely to be minimal, but if they should arise, will be contained within the development scheme budget.
- 6.1.2 All other costs associated with the recommendations set out in this Part 1 report have been accounted for as part of the total scheme cost and are considered in detail in the Part 2 report.

6.2 Legal Implications

- 6.2.1 The recommendations in this report are in accordance with the Council's powers under s1 of the Localism Act 2011, which authorises the Council to do anything that an individual can do, unless prohibited by legislation.

The Council does have powers to acquire land compulsorily, e.g. under s 226 of the Town and Country Planning Act 1990 (as amended), for the purpose of land assembly for the proposed development if negotiations to acquire land by agreement are not successful

6.3 Property Implications

- 6.3.1 The proposed development is an ambitious proposal to bring forward much needed housing on a number of connected sites that have been neglected for a long time.
- 6.3.2 To support the development, the Council will be required to obtain vacant possession by purchasing a number of leasehold and other property interests. The Property Procedure Rules will need to be followed when agreeing terms for the purchase of these property interests; although it will be assumed that when negotiations take place a CPO is already in place thus enabling the payment of Basic Loss, Home Loss and Disturbance Compensation payments as appropriate.
- 6.3.3 A Compulsory Purchase Order and use of Council powers to appropriate for planning purposes are also required to support obtaining vacant possession.
- 6.3.4 The use of (Obtaining) a Compulsory Purchase Order (CPO) will help support obtaining vacant possession as negotiations are undertaken within the shadow of CPO powers which will in turn assist with enabling the completion of the proposed development.

- 6.3.5 The Council's Property Procedure Rules require that a report recommending a resolution to make a compulsory purchase order is made in consultation with the Director of Finance, Resources and Customer Services; who concurs with this report. Compulsory Purchase powers are essential to ensure the acquisition of leasehold and other property interests on the estate and to obtain vacant possession which is critical to completion of the proposed development within the prescribed timescales and budgetary constraints.
- 6.3.6 A number of statutory undertakers may have property interests in the site. These property interests are exempt from the usual Compulsory Purchase Order powers. Negotiations are proceeding with the statutory undertakers to reach agreement on relocation of their property interests where this is necessary to enable completion of the proposed development.
- 6.3.7 Careful consideration will need to be given to the phasing of the development and in particular the requirement to deliver vacant possession (of parts) at pre-determined points within the development. Bearing in mind potentially adverse financial consequences for the Council for failure to deliver vacant possession within the set development time frame, robust programming and governance protocols should be embedded within the project.
- 6.3.8 A collaborative approach between Directorates and agencies is required to create and ensure positive financial indicators to delivering this 'Strategic Gateway' development for the Council.
- 6.3.9 Further intensification of the site (circa 4.5 acres) is required in terms of the number of units that the site can deliver, given the Public Transport Accessibility Level (PTAL) is at its uppermost limit in this area, the current development falls short of aspiring to its highest potential/density, with the Council losing out financially.
- 6.3.10 If a greater density can be achieved and in turn increased return for the scheme and the Council, this may allow and make appropriate the financial sense for under-croft parking or modified off street to be designed into the scheme as parking issues are one of the largest risks to this project.
- 6.3.11 Given the location of this 1.8ha (4.5 acres) development site, it does require scaling up to accommodate necessary safeguards against noise attenuation from the A406.
- 6.3.12 This is a one-time opportunity to create a new visible Gateway into Enfield which will complement Meridian Water, the wider

Housing Zone hinterland in Edmonton and the regeneration within Haringey LB – this should not be lost.

7. KEY RISKS

7.1 Key Risks cover commercially sensitive information and are therefore included in Part 2 of this report.

8. IMPACT ON COUNCIL PRIORITIES

8.1 Fairness for All

8.1.1 The proposed redevelopment of this site can provide replacement accommodation to a much higher standard, and provide an increase in the supply of much needed new housing for different tenures and income levels, along with higher quality community facilities.

8.1.2 Compulsory Purchase Order powers can guarantee the delivery of new housing on a number of sites. New housing for mixed tenure, delivered by the Council can help tackle inequality and provide high quality, affordable and accessible accommodation for Enfield residents. The Council is taking a consistent approach across the borough to increase the supply of new housing. In this instance, the possible use of Compulsory Purchase Order powers could be considered to serve the 'greater good'.

8.2 Growth and Sustainability

8.2.1 Increasing the supply of new housing can satisfy market demand in the borough for new housing, and help meet the borough's housing needs.

8.2.2 New homes will be designed to meet relatively high standards for sustainability. The Code for Sustainable Homes is being superseded but the Council will insist on Code for Sustainable Homes Level 4 or equivalent for its new developments.

8.3 Strong Communities

8.3.1 Increasing housing supply, designing new mixed tenure homes and a scheme with strong urban design principles to encourage activity, interaction and community cohesion will have a positive impact on the local community.

8.3.2 Local residents living in close proximity to proposed developments, and those with interests affected by scheme proposals will be consulted on the design of new housing development proposals.

9. EQUALITIES IMPACT IMPLICATIONS

- 9.1 An Equalities Impact Assessment is yet to be undertaken for this project. This will need to be undertaken if the Council proceeds with a scheme.

10. PERFORMANCE MANAGEMENT IMPLICATIONS

- 10.1 No performance management implications have been identified at this stage.

11. HR IMPLICATIONS

- 11.1 Existing project management, surveying and support resources in the Housing Development & Renewal team will oversee the delivery of the scheme, working with a number of advisory colleagues across the Council, and specialist external consultants such as architects, surveyors, lawyers, cost consultants, and an employer's agent.

12. HEALTH AND SAFETY IMPLICATIONS

- 12.1 Health & Safety implications will follow at a later date in a subsequent report when a contractor has been appointed and more detailed information about demolition and construction has been obtained.

13. PUBLIC HEALTH IMPLICATIONS

- 13.1 There are a number of public health implications arising from a housing redevelopment scheme because housing is a major determinant of health.
- 13.2 Affected residents will be significantly disrupted by the scheme however it is hoped that the improved offer of accommodation will at the very least improve their quality of life.
- 13.3 Any vulnerable residents affected by the scheme will be engaged by a specialist Re-housing officer to assess the level of support they need throughout the process.
- 13.4 The wider community should stand to benefit in the long term through the proposed scheme, however in the short term, disruption from construction and related activity may adversely impact the quality of life and day to day routine of local residents. It is considered that the long term benefits will outweigh the short term level of disruption.

13.5 New residents will benefit from high quality and spacious new homes, which will be well insulated, have adequate private amenity space, plentiful natural light and generous floor to ceiling heights. The quality of new homes will positively impact the health of residents.

Background Papers

None

Appendices

Appendix 1 – Proposed Development Land

Appendix 2 – Proposed Compulsory Purchase Order Land