

Report for: Cabinet – 14th September 2021

Title: Options for the future of Stapleford North Wing, Broadwater Farm Estate

Report authorised by : David Joyce, Director of Housing, Regeneration and Planning

Lead Officer: David Sherrington/Sarah Lovell

Ward(s) affected: West Green Ward

Report for Key/

Non Key Decision: Key Decision

1. Describe the issue under consideration

- 1.1 Between July 26th and August 26th 2021 the Council undertook a consultation with the 21 eligible households (out of 24) of the Stapleford North block on Broadwater Farm Estate to seek their views on the future of their block in the light of the Council's plans for Northolt tower and Tangmere block (see 6.1-2 below). 2 of the households contain unauthorised occupants and 1 is vacant. For secure Council tenants this consultation was a statutory s105 consultation under the 1985 Housing Act.
- 1.2 This report asks Cabinet to consider the feedback received from residents during this consultation (summarised in section six and set out in full in appendix one) and agree to include the demolition and re-provision of homes in the Stapleford North Wing block in the 'preferred design scenario' that will be presented to Broadwater Farm residents in a resident ballot in the coming months.

2. Cabinet Member Introduction

- 2.1 Since the discovery of significant structural issues in a number of blocks on the Broadwater Farm estate in 2018, the Council has been working closely with the residents and the community to develop design proposals for new Council homes on the estate to replace those which will be demolished. We've made strong progress in developing these designs and extensive engagement has been undertaken with residents on the estate to feed into proposals for over 200 new council homes at council rents.
- 2.2 Through the design work it became clear that a number of residents living in the Stapleford North block (flats 25-36 and 61-72 only) would face heightened levels of disruption for an extensive period through demolition, new build works, and refurbishment works. As a Council we're committed to seeking resident's views on proposals that significantly impact their lives so through July and August we undertook a consultation with affected residents about the possible options we could progress.

- 2.3 Of the 24 homes in the block, 21 were eligible to participate in this consultation. I'm pleased to see that we received responses from all 21 of the eligible households following extensive engagement and out-reach by officers. 13 residents indicated a preference for the council to include the demolition and re-provision of homes in the up and coming ballot while 8 residents indicated a preference for existing homes to be retained and refurbished.
- 2.4 Following the conclusion of this consultation, this paper recommends that the demolition and replacement of this block is included in the proposals for new homes on the estate. As noted previously this programme is subject to a resident ballot, where all residents on the estate will get the final say on the proposals.
- 2.5 We recognise that not all residents agreed with this proposal and I am committed to ensuring the council and partners work with them to ensure they are properly supported throughout the next steps of the process. The Council's Rehousing team and the independent Tenant and Leaseholder Advisor will work one to one with residents to ensure they have access to the support and information necessary in the coming months, dealing with specific concerns throughout the next steps of the project.

3. Recommendations

It is recommended that Cabinet:

- 3.1 Note the feedback of the consultation from secure tenants in Stapleford North pursuant of Section 105 of the Housing Act 1985, and the non-statutory consultation with Council leaseholders of the same block, as described in paragraphs 6.3-6.16 and as set out in Appendix 1;
- 3.2 Authorise the inclusion of the demolition and re-provision of Stapleford North wing (flats 25-36 and 61-72) on Broadwater Farm in the 'preferred design scenario' and subsequent resident ballot.

4. Reasons for decision

- 4.1 The recommendations within this Cabinet report are being proposed following a consultation with residents on the future of the Stapleford North block.
- 4.2 The consultation presented residents with two main options but also gave residents the opportunity to raise further options for the Council to consider, if they felt that this was appropriate:
- 1) **Option one:** To refurbish the homes in Stapleford North and work with residents throughout the works to minimise disruption.
 - 2) **Option two:** To demolish the Stapleford North block and rehouse current residents, with a Right to Return to the estate once the new homes are built.
- 4.3 Residents were also encouraged to indicate if they felt there were any options we hadn't considered and were presented with a third potential option, for

permanent rehousing for the duration of the Northolt works. Responses to this are expanded on at 5.2 of this report and in Appendix 1 to this report.

- 4.4 The consultation has now been concluded and resident feedback has been received. Of the 21 eligible households, 21 responses were received (100%). 13 were in favour of the demolition and re-provision of Stapleford North being included in the forthcoming resident ballot and 8 were in favour of retention and refurbishment.
- 4.5 This paper recommends that proposals to demolish and re-provide new homes are included within the forthcoming ballot. The paper also considers the reasons why residents were not in favour of the approach and sets out proposals to work with residents in the coming months to address these reasons.
- 4.6 With the intended ballot on proposals for Broadwater Farm in Autumn 2021, this is a period of considerable uncertainty for residents about their future housing. Through the rehousing team and the independent advisor, officers will work with residents to ensure they understand the next steps of the process and are supported at each stage.

5. Alternative options considered

- 5.1 As mentioned above, the consultation document sent to residents presented two main options for consideration, these were: Option 1 – refurbishing homes within the Stapleford North block and working with residents throughout the period of works to minimise disruption and Option 2 – Demolishing the Stapleford North block and rehousing residents.
- 5.2 The document also explained that a further option would be for all residents of Stapleford North to be rehoused for the duration of the works and then have the option to move back into a refurbished Stapleford North block once the works were complete. This was not presented as a main option because it would require residents to move for a period of up to three and a half years, which would be disruptive and inconvenient for residents. However, the consultation document made clear that residents could ask that this, or any other option be considered by the council if they wished. Only 1 resident referred to this option, as such it is not being taken forward.

6. Background information

- 6.1 Since taking the decision to demolish the Tangmere and Northolt blocks on Broadwater Farm Estate in 2018 due to structural faults, the Council has been working in partnership with residents and wider stakeholders on designs for new homes. This design work is progressing well and public exhibitions were held in June and August to show the latest design proposals for resident feedback. This feedback is being used to further refine the designs as we work toward a resident ballot in the Autumn and construction starting on the first new homes in 2022.
- 6.2 Through the design work, it became clear that one small block on the estate, the Stapleford North block, was likely to experience very significant levels of disruption over a prolonged period due to its location. Disruption would be

caused by the demolition of Northolt (which is connected to the block via a link bridge), the subsequent new build work which will take place on land adjacent to the block as well as the structural and refurbishment works required to bring the homes up to current standards. The disruption will include noise, dust, changes to access and substantial hoarding around the block for long periods of time.

Consultation with Stapleford North residents

- 6.3 On 13th July 2021, the Council's Cabinet agreed to consult the 21 eligible households who live in the Stapleford North wing block on their preference on the future of their block (a further two properties in the block contain unauthorised occupants and one is vacant). As set out in the Cabinet report, the reasons for undertaking the consultation were to seek residents' views given the levels of disruption that they will experience if they remain in their homes due to the demolition of the Northolt tower, construction of the new homes, and refurbishment works required to the block.
- 6.4 The consultation took place between the 26th July and 26th August 2021 and for the secure council tenants living in the block the consultation was a s105 consultation under the 1985 Housing Act. The consultation was originally due to conclude on 24th August but due to a delay in posting the information online the consultation deadline was extended to August 26th. Residents were notified of this extension during the consultation.
- 6.5 In order to ensure that all residents were able to access the consultation, the following methods were used:
- A letter and information pack were sent to all households in the block. Residents were able to request this in other languages where necessary and large print and braille versions were available upon request.
 - The information was set out on the Broadwater Farm section of the Council's website and the Section 105 webpage. They were also able to complete the consultation online.
 - Residents received phone-calls and in-person visits from the Council's engagement team on three separate occasions to discuss the options and go through the questionnaire.
 - Details of the Independent Tenant and Leasehold Advisor were provided should tenants or leaseholders wish to obtain advice outside the council.
 - A reminder flyer was sent to the 21 eligible households two weeks prior to the consultation closing date, to remind them of how to respond, advertise the ITLA details and remind them of the details of the BWF engagement officer.
- 6.6 To ensure that it was easy for residents to voice their opinions in the consultation, they were able to:
- Return the questionnaire and booklet with their views using a freepost envelope that was provided to all households.
 - Voice their opinion to a dedicated email address.
 - Voice their opinion via a dedicated phone number.

- Give their feedback directly to one of our rehousing or engagement officers.

Summary of the results of the consultation and key issues raised

- 6.7 21 households (100% of eligible residents) responded to the consultation. A detailed consultation feedback report is appended in Appendix one and provides redacted detailed feedback received from residents in response to the consultation. An unredacted report (including verbatim resident comments) is provided to Cabinet as part of the exempt materials.
- 6.8 A summary of the headline responses is as follows:
- 21 residents (100%) who gave a preference
 - 8 residents (38% of responders) who preferred option one
 - 13 residents (62% of responders) who preferred option two
- 6.9 Residents were asked in the consultation whether there were any other options that the council could consider outside of the two presented. This included the option of residents moving out of the block throughout the period of demolition and construction of new build homes and given the opportunity to move back in once works were completed. One resident indicated that they may have preferred this option (however, this resident also indicated that they preferred option 2 in the consultation). This is expanded on at 6.12, below. One resident proposed the installation of a new lift for Stapleford residents.

Key themes in consultation responses

Theme	Response
The size of homes that people may move to – some residents expressed concerns about the size of the home they would move to if demolition took place.	Three secure tenants are currently living in over-crowded accommodation and welcomed the opportunity to move to a home that is more suited to their household size. The rehousing team will work with secure tenants to undertake an assessment of the housing need to ensure that homes they are eligible to bid for reflect their housing need as assessed through the Council's allocations policy.
The cost of moving home – some residents expressed a concern around the cost of moving and whether the payments offered by the council would be sufficient to cover all associated costs.	The Broadwater Farm rehousing and payments policy sets out the payments residents will be eligible for through the rehousing process. The disturbance payment will cover the costs of moving and can either be paid a flat rate or can be based on the actual costs incurred by the residents. The principle of the policy is that no

	<p>resident will be financially worse off as a result of costs associated with moving and the rehousing team will work with residents to ensure all necessary costs are covered. These costs include, but are not limited to, the following:</p> <ul style="list-style-type: none"> • Cost of removals • Cost of mail redirection • Cost of reconnection of appliances • Cost of address changes
<p>The process of moving home – some residents expressed a concern around the process of moving home and moving away from established community links and support networks.</p>	<p>As part of the rehousing process, the rehousing team will undertake a detailed needs assessment and will work with residents to identify a new home that meets these needs. In addition, the rehousing team can support residents with the process of moving. For example, the council can support residents to make arrangements with removal firms.</p>
<p>The rent charged in homes that people may move to – some residents requested that the homes they move have the same rent as their current home.</p>	<p>Rents are based on the individual property so it is not possible to ensure that rents in a future home are the same as the existing. The rehousing team will work closely with residents to ensure that the proposed rent on a home they move to is affordable and is set out clearly before any decision to move is made.</p>
<p>Condition of current homes – some residents said that they liked their current home and did not want to move as their current home met their needs.</p>	<p>The rehousing team can work with residents to ensure that any temporary home is in a good standard of repair.</p> <p>Conversely, some residents felt their current homes were in poor condition and welcomed the opportunity to move to a new home that would be in better condition.</p>

Other responses

6.10 The Council received a response to the consultation from Defend Council Housing, arguing that residents should have been offered the opportunity to be

permanently rehoused (with a Right to Return) whilst the works took place to Stapleford North and on the Northolt site (i.e., for a number of years whilst demolition and re-building took place).

- 6.11 In the consultation materials sent to every household in Stapleford North, this option was offered as an alternative to the two main options and residents were encouraged to notify us if they wished us to consider this option more seriously. It was explained that this option was not included as one of the main two options due to the fact that:
- No resident had proposed this option during pre-consultation conversations with the residents of Stapleford North.
 - Officers and the design team felt that moving residents out for this period of time (likely three and a half years) would have been disruptive without delivering the many positive improvements that would be possible under the demolition option (i.e., residents would still be moving back to refurbished Stapleford North properties, which would not meet many of their needs due to over-crowding and other issues).
- 6.12 During the consultation, only one respondent indicated that they may have preferred this third option. This respondent also indicated that they preferred option 2 (demolition). Therefore, although this option was considered, it was discounted as there is no evidence residents wish the council to deliver it and it would not deliver many of the benefits for all residents deliverable from option 2 (demolition).
- 6.13 A full response to concerns raised by Defend Council Housing was provided by the Director for Housing, Planning and Regeneration. This can be found in full, along with the original letter from Defend Council Housing, in appendix 1 to this report.
- 6.14 Residents were also given space to make any other comments or propose any other alternative options they felt hadn't been considered by the council. Only three responses were received to this question – the responses to which are fully expanded on in Appendix 1 to this report.
- 6.15 Feedback was also received, via email, from the Residents' Association on 21st July 2021 in response to draft versions of the consultation materials. The response noted a number of concerns about the consultation, such as a belief that the council had not considered or offered all options to residents. In addition to this, the response argued that the consultation should be paused until residents could be promised more information about rent levels of new homes. As these concerns were raised before the consultation opened, officers sought to address these concerns – for example, by including a question encouraging residents to propose any alternative options and highlighting that an alternative option was available should they wish (this is explained in more detail at 5.2 of this report). The email is provided in appendix one to this report with a full council response that addresses the concerns raised.
- 6.16 Parts of appendix 1 are exempted due to the fact that some responses to the consultation made it possible to identify individuals. The full unredacted version
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of this appendix has been provided to Cabinet members to inform their decision making.

Next steps

6.17 This report makes recommendations to Cabinet about including the demolition of Stapleford in the forthcoming resident ballot on new homes. Should Cabinet agree the recommendations in this report, the following next steps will be taken:

- A letter will be sent to each resident explaining the outcome of the Cabinet report and seeking to arrange a meeting with each household.
- The rehousing team will meet each individual household within Stapleford North to address any specific issues raised during the consultation, answer any questions they may have and explain what will happen next.
- The rehousing team will work closely with the seven residents that preferred the retention of the block, to work through and address any concerns they may have and advise them of their options.
- The demolition and re-provision of Stapleford North will be included within the preferred design scenario which will be discussed by Cabinet at its meeting in October ahead of the ballot.
- Engagement across the wider estate will be undertaken to set out the preferred design scenario ahead of the ballot.

The Ballot

6.18 Cabinet will receive a further report in October setting out the design proposals for new homes on Broadwater Farm and asking Cabinet to authorise issue of the Landlord Offer to all households on the estate. The Landlord Offer will form the basis of the ballot and residents will be asked if they support the council's proposals.

6.19 The ballot will give all eligible Broadwater Farm residents a vote on the preferred design scenario, as presented in the Landlord Offer. Stapleford North residents will be included in the ballot.

6.20 Eligible residents are those who meet the criteria set out by the Greater London Authority (GLA) and include those aged 16+ and who meet the following additional criteria:

- Social tenants (including those with secure, assured, flexible or introductory tenancies) named as a tenant on a tenancy agreement dated on or before the date the landlord offer is published.
- Resident leaseholders or freeholders who have been living in their properties as their only principle home for at least one year prior to the date the landlord offer is published and are named on the lease or freehold title for their property.
- Any resident whose principal home is on the estate and who has been on the council housing register for at least one year.

6.21 The ballot will be carried out under the GLA resident ballot requirement and will be administered by an independent organisation who will oversee the process for registering voters, counting votes and validating the outcome.

6.22 The indicative date for the ballot is November 2021.

Rehousing and Repayments Policy

6.23 In 2018 the Council agreed the Broadwater Farm Rehousing and Repayments policy. This sets out the offer to tenants and leaseholders in affected blocks and was based on the Council's Estate Renewal and Rehousing Policy.

6.24 The consultation materials and July Cabinet report noted that any rehousing as a result of demolition – in the event of a 'yes' vote in the resident ballot – would be undertaken using the Broadwater Farm Rehousing and Payments Policy.

6.25 The policy was developed following an extensive consultation process with Tangmere and Northolt tenants and leaseholders. It is proposed that the terms of the offer set out in this policy would be extended to Stapleford residents if the block is to be demolished.

6.26 Residents would be supported by rehousing officers, who would undertake full needs assessments to determine how they can be best supported into suitable new homes. The process also makes access to the Choice Based Lettings system available for secure tenants and ensures they get priority for moves. Leaseholders would have affordable options to acquire new homes, including through access to equity loans.

7. Contribution to strategic outcomes

7.1. Haringey's Borough Plan 2019-2023, outcome 1: objective A to 'deliver as many new, good quality homes of all kinds as we can, in good quality neighbourhoods.'

7.2. Haringey's Borough Plan 2019-2023, outcome 3: objective A to 'improve the quality of Haringey's Council housing, including that a minimum of 95% of homes meet the Decent Homes Standard by 2022.'

7.3. Haringey's Borough Plan 2019-2023, outcome 3: objective D to 'ensure safety in housing of all tenures across the borough, responding to new regulations as they emerge.'

7.4. Haringey's Borough Plan 2019-2023, outcome 10: objective A to 'provide safe and accessible public spaces for everyone, especially children, young people, and people with disabilities.'

7.5. Objective 4 of the Haringey Housing Strategy 2017-2022 identifies that a key priority is to "Provide stable, safe well-managed homes in decent environments". Ensuring that all residents live in safe homes is essential to delivering this priority.

8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)

Finance

- 8.1 The report seeks approval to include the demolition and re-provision of Stapleford North wing (flats 25-36 and 61-72) on Broadwater Farm in the 'preferred design scenario' and subsequent resident ballot.
- 8.2 If approved, the demolition and re-provision of Stapleford North will be included in the ongoing work on BWF scheme in the HRA business and financial plan, which will be presented to cabinet.

Procurement

- 8.3 Strategic Procurement notes the contents of this report and confirms there are no procurement implications that need consideration as this stage of the process.

Legal

- 8.4 The Head of Legal & Governance has been consulted in the drafting of this report.
- 8.5 S105 of the Housing Act 1985 requires that secure tenants be consulted on these proposals; while there is (at this stage) no statutory requirement to consult with leaseholders, it is the council's practice to do so.
- 8.6 Compliance with the Council's published arrangements (the "Arrangements") for consultation with secure tenants is set out in the body of the report.
- 8.7 Before making a final decision, Cabinet must consider and take conscientious account of all representations made in accordance with the Arrangements.
- 8.8 Cabinet must also take into account the issues raised by the Equalities Impact Assessment and the comments under the head of "Equality" below.
- 8.9 The Head of Legal and Governance sees no legal reasons preventing Cabinet from approving the recommendations in the report.

Equality

- 8.10 The Council has a Public Sector Equality Duty under the Equality Act (2010) to have due regard to the need to:
- Eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act.
 - Advance equality of opportunity between people who share those protected characteristics and people who do not.
 - Foster good relations between people who share those characteristics and people who do not.

- 8.11 The three parts of the duty apply to the following protected characteristics: age, disability, gender reassignment, pregnancy/maternity, race, religion/faith, sex and sexual orientation. Marriage and civil partnership status apply to the first part of the duty.
- 8.12 An Equalities Impact Assessment is attached as an appendix to this report, which explains the potential impact on those with protected characteristics of the decision and the steps that will be taken to mitigate any negative impacts.
- 8.13 Due to the small number of residents involved in the consultation for Stapleford North, it has been determined that there is a risk of being able to identify them individually – and therefore some of this information held in the EqlA has been redacted in order to protect personal information.

9. Use of Appendices

Appendix one – Consultation Summary Report
Appendix two – Equality Impact Assessment
Appendix three – EXEMPT Consultation Summary Report
Appendix four – EXEMPT Equality Impact Assessment
Appendix five – EXEMPT Cabinet report

10. Local Government (Access to Information) Act 1985

July Cabinet report authorising officers to begin Section 105 consultation with Stapleford North residents

Appendices 3, 4 and 5 contain exempt information. Exempt information is under the following categories (identified in amended Schedule 12A of the Local Government Act 1972): 1. Information relating to any individual; 2. Information which is likely to reveal the identity of an individual; 3. Information relating to the financial or business affairs of any particular person (including the authority holding that information); 5. Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings.