

MUNICIPAL YEAR 2012/2013 REPORT NO. **87****MEETING TITLE AND DATE:**

Cabinet: 10 October 2012

Agenda – Part: 1

Item 7

**REPORT OF:**Director of Regeneration  
Leisure and Culture

Contact officers and telephone numbers:

Paul Walker ext 3805

Joanne Woodward ext 3881

Sujata Majumdar ext 3871

**Subject:**

Broomfield House: A Way Forward.

**KD 3531****Cabinet Member consulted:**

Cllr Del Goddard

E mails: [paul.walker@enfield.gov.uk](mailto:paul.walker@enfield.gov.uk) / [joanne.woodward@enfield.gov.uk](mailto:joanne.woodward@enfield.gov.uk) /  
[Sujata.majumdar@enfield.gov.uk](mailto:Sujata.majumdar@enfield.gov.uk)**1. EXECUTIVE SUMMARY**

This report outlines how Broomfield House has got into its present derelict condition, alludes to a vision for a more positive future for the House, Gardens and Stable Yard produced by the Broomfield House Trust and Friends of Broomfield Park, who have been working with the Council, and proposes that the Council submit a Stage One funding application to the Heritage Lottery Fund by no later than 22 October 2012, for a grant of £4,175,000 towards the restoration of the House, which is a key heritage asset for Enfield, Greater London and the Nation.

**2. RECOMMENDATIONS**

2.1 That the Director of Regeneration, Leisure and Culture be instructed to submit a Stage One Application to the Heritage Lottery Fund in the sum of £4,175,000 towards the restoration of Broomfield House with a view to securing the future to this heritage asset for Enfield, Greater London and the Nation.

2.2 That a detailed business plan be prepared prior to any Stage Two submission, demonstrating how the aim, in operational terms, of Broomfield House being revenue neutral to the Council will be realised.

2.3 That the Assistant Director of Regeneration, Planning and Programme Management be authorised to further develop the project, in consultation with the Broomfield House Trust and the Friends of Broomfield Park.

2.4 That the intention to prepare a separate funding application to the Parks for People Fund in relation to the Baroque landscape and Stable Yard, be noted.

### **3 BACKGROUND**

- 3.1** Broomfield House and its contents are of national and regional significance. This is a unique and irreplaceable asset of significant heritage value, as evidenced by the fact that it is a Grade II\* listed property, which puts it amongst the top 6% of all listed buildings in the United Kingdom.
- 3.2** Broomfield House has a long and complex history dating back to the 16th century, and was the subject of major rebuilding and enlargement in the 17th, early 18th and early 19th centuries. The house stands within a public park which incorporates the remains of a formal Baroque landscape of ponds and avenues, focussed on the house and is included on the national Register of parks and gardens of special historic interest at Grade II.
- 3.3** The walls of the stable yard (Grade II\*) are 16th century in character, but the stable block (Grade II) itself is rather later. The Edmonton enclosure map indicates that the stables post-date 1801, and replaced an earlier stable block.
- 3.4** The house was severely damaged by fires in 1984, 1993 and 1994 and has been derelict since the last fire, which destroyed the roof and much of the interior. It is interesting to note that Broomfield's listing was raised from II, to II\*, after the 1984 fire as this exposed the earliest 16<sup>th</sup> Century elements that had been hidden by later fabric. The remains of the building are protected by a temporary roof and surrounded by a hoarding. Some of the interior fit-out survived the fires and is stored in two shipping containers in the stable yard. Parts of the early 18th century murals that once adorned the entrance hall were salvaged and are stored in the basement of Southgate Town Hall.
- 3.5** Successive attempts since the fires to find a suitable use and partnership funding for the House have not borne fruit. Commercial uses have been strongly resisted by an interested small group of local residents and would not have accorded with a covenant attached to site in 1903 when Southgate Urban District Council bought it. Public sources of grant-aided funding have not, to date, been secured, and the House has fallen into a derelict condition, which is most regrettable.
- 3.6** In 2008 consideration was given to the demolition of the building, but it was apparent that this would be strongly resisted by English Heritage. A Report was commissioned of The Paul Drury Partnership which demonstrated that the House was restorable with increasing special interest in the earlier core elements.

- 3.7** A bid in 2008 to the LDA/GLA for £5.97 million funding had appeared to offer a way forward and was initially allocated £500,000 was received in 2010/11 which allowed designs to progress to RIBA Stage D. However, central government made cuts to the GLAs budgets, and in those circumstances the Mayor decided that he could not meet the balance of funding initially promised.
- 3.8** In September 2011 the Heritage Lottery Fund, responding to the above disappointing news, approached the Council and expressed an interest in the restoration and redevelopment of Broomfield House and encouraged the Council to apply for a Heritage Grant. The grant application process comprises two stages and is assessed by the Heritage Lottery Fund four times a year.
- 3.9** The Heritage Lottery Fund criteria for Heritage Grants are very specific and objective led, and given this the specialist firm Mouchel Management Consulting have been appointed to help produce the Stage One Application. To take this forward a workshop was held on 8 May 2012 to discuss the future of Broomfield House where local residents and members of local groups presented their 'community vision' for the restoration and redevelopment of Broomfield House. Since that workshop, the Broomfield House Trust, Friends of Broomfield Park and other interested residents, working with the Council, have developed a comprehensive Community Vision proposal and Business Plan, the main objectives of the community initiative are to:
- (1) Restore Broomfield House as a Heritage and Learning Centre for the Community;
  - (2) Restore and adapt the Stable Yard: creating art and design studios and business incubator units; create an educational centre, and re-instate the kitchen garden;
  - (3) Establish a cafe on the ground floor of the House with an adjoining patio that overlooks the Baroque water garden;
  - (4) Develop educational links that tie into the national curricula with local schools (there are 21 schools, and approximately 9500 students in walking distance);
  - (5) Create a Heritage Learning Centre and Community hub with a rolling programme of events and learning opportunities;
  - (6) Consult widely with local community groups to continually inform the development of the Heritage and Learning Centre;
  - (7) Restore the Baroque water gardens, one of the few left in England;
  - (8) Engage actively with the local Community at all stages of the project; and
  - (9) Provide volunteer / training and apprenticeship opportunities, for example in heritage.

- 3.10** A pre-application submitted to the Heritage Lottery Fund and its subsequent advice has informed the current Application – that has now been developed. The Heritage Lottery Fund has recommended that this bid focuses on the restoration of Broomfield House, but has also said that it would welcome a further bid to restore the nationally important landscape and buildings through its Parks for People fund. This is because this is the way that the Heritage Lottery now funds these project elements. A single application for the House, Gardens and Stable Yard would now be inappropriate and would therefore be rejected. The Parks for People bid still needs to be worked-up and will be the subject of a later report.
- 3.11** Officers have developed and costed the 'community vision' ideas as they relate to Broomfield House and the total construction cost of delivering the 'community vision', including the restoration of the Lanscroom murals (which the Heritage Lottery feels are important) at approximately £750k, is estimated to be £6,655m, based on an estimate (September 2012) from Faithfull and Gould, a firm of chartered surveyors experienced in this type of work. In revenue terms, a detailed business plan will be developed prior to any possible Stage Two application to the Heritage Lottery, showing how, in operational terms, Broomfield would be cost neutral to the Council.
- 3.12** Advice from the Heritage Lottery Fund indicates that a bid of around £4m may be able to be favourably considered. This report recommends that the Stage One bid is for £4,175 million, to be submitted by 22<sup>nd</sup> October 2012. Following consideration by the Heritage Lottery Fund, a decision should be received by 29<sup>th</sup> January 2013. It is envisaged that the balance of funding could be met through an element of match-funding (£535k) from the Council, the use of a £200k grant received from the GLA, and from professional fund raising.

#### **4. ALTERNATIVE OPTIONS CONSIDERED**

There are many calls upon HLF funding, which have been amplified of late by the adverse economic and funding climate, so there is increased competition for their funding. Under these circumstances, an initial refusal of a Stage One Application is not necessarily the end of the road, and resubmission of worthy schemes is often encouraged. Some ultimately successful schemes have had to submit three times at Stage One before being approved. However, the recent discussions with the Heritage Lottery Fund have been of a positive nature in relation to the scheme currently being developed, so it is thought that our application would receive serious consideration.

In the past Council officers have given some consideration to a residential approach to the restoration of Broomfield, but this would also face challenges, some relating to meeting Heritage Lottery Fund criteria around things like 'helping people learn about their own and

other peoples heritage' and 'conserving heritage for ...generations... to experience and enjoy' which would clearly be more difficult to realise if you were unable to get into most of the building because it was in private use.

There may also be some issues relating to funding, as any scheme would still require financial support. There may even be some opposition from the community, who would like to see the building being as accessible as possible to the public, and used by the community, which wouldn't seem to be possible to any great extent if it was predominantly in residential use. That said, if circumstances dictated, at some point, that this approach was the only way forward, then it could not be ruled out.

## **5. REASONS FOR THE RECOMMENDATIONS**

The project involves the long term delivery of the restoration and redevelopment of Broomfield House through the successful application of a Stage One Application to the Heritage Lottery Fund. Approval of this report will enable progress to be made in the restoration of Broomfield House, a local, regional and national heritage asset.

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

### **6.1 Financial Implications**

The submission of a Stage One Application to the Heritage Lottery Fund does not commit the Council to any capital expenditure; indeed it is quite within the Council's power to withdraw the Stage One Application should it find itself in a position where it is prudent to do so. However, we also need to be clear that any application that does not include an appropriate capital contribution from the Council will be extremely unlikely to succeed, as this would not meet the requirements of the Heritage Lottery Fund, and would also undermine any fund-raising activities.

The requested capital support from the Council amounts to £535k. There is currently no provision for this expenditure in the Council's budget or Medium Term Financial Plan, and provision would therefore need to be made at an appropriate time before the Stage Two submission is made. The annual cost of borrowing this sum would be in the order of £38k. However, this sum should be offset against the costs currently being incurred in ongoing security and maintenance. The overall capital cost of the scheme and potential sources of funding are shown in the table below:

Table 1: Broomfield House: Estimated Cost and Potential Funding Sources

<b>Capital costs including 10% contingency</b>	<b>£6,655,384</b>
To be funded by:	
Heritage Lottery Fund	4,175,000
Enfield Council	535,000
GLA Grant (already received)	200,000
Fundraising	1,745,384

As Cabinet will note, an element of the overall funding is envisaged to come from fundraising. The Council has already had discussions with a professional fund-raiser who feels that this is an ambitious, but achievable, target. Besides the contributions from wealthy individuals and the general public, funding can also be sought from a number of organisations, examples of which include the:

- Country Houses Foundation;
- Monument Trust;
- Headley Trust;
- Wolfson Foundation;
- Fidelity UK Foundation;
- Landfill Communities Trust.

Equally, the Heritage Lottery Fund are not insensitive to the economic climate, and it may be possible to ask them to consider making a slightly greater financial contribution to the project should circumstances indicate that this is a justifiable course of action; but there are no guarantees of this at this stage of the application process.

Should Heritage Lottery approve a Stage One application, it will be necessary to produce a detailed business plan, in order to meet one of the requirements for a Heritage Lottery Stage Two application. Amongst other things, this should demonstrate how the operation of Broomfield House will be cost neutral to the Council.

## **6.2 Legal Implications**

Under the Planning (Listed Buildings and Conservation Areas) Act 1990 local authorities are under a duty to ensure the preservation of listed buildings in their area, and this duty applies to Broomfield House, which is approaching a point where it will be lost to the community and the nation, unless action is taken in the near future.

The Council has power by virtue of S.111 of the Local Government Act 1972 to do anything (whether involving the expenditure, borrowing or lending of money or the acquisition or disposal of any property or rights) which is calculated to facilitate, or is conducive or incidental to, the discharge of its functions. The proposed application to the Heritage

Lottery Fund for funding to restore Broomfield House is in accordance with this power.

The Council would need to ensure that any funding was used in accordance with the Heritage Lottery Fund grant terms.

Any agreement between the council and the Heritage Lottery Fund would need to be in a form approved by the Assistant Director of Legal Services.

### **6.3 Property Implications**

Broomfield House and the park are owned freehold by the Council. The house is of great historic interest and is clearly in need of extensive work in order to stop further deterioration or the complete loss of the intrinsic value of the building.

The proposals will be of great benefit to both the area and the park. The redevelopment will bring the assets back into full use, halt the deterioration of both the House and reduce maintenance costs once the development has been completed.

## **7. KEY RISKS**

The Council needs to submit a Heritage Lottery Fund application in order to avoid the risk of losing potential funding and of missing what is perhaps the last opportunity to restore Broomfield House.

There is obviously a risk that any bid for Heritage Lottery funding will not be successful, but the Stage 1 bid has been developed only after having taken appropriate advice and guidance, in order to mitigate this in so far as possible.

The development phase of this project will inevitably involve a number of risks that will be analysed at that time should this Application be successful. This bid however, is of low risk as it does not commit the Council to financial or other requirements.

## **8. IMPACT ON COUNCIL PRIORITIES**

**8.1 Fairness for All** – The initial development phase of the project has involved an extensive amount of outreach work to consult widely with local community groups. As it develops the project will involve further opportunities for the local community to become engaged in shaping the project and influencing it so that reflect local interests.

**8.2 Growth and Sustainability** The restoration and redevelopment of Broomfield House would reinstate the focal point of the park, and restore the local townscape. It would return this formerly grand property to the local and wider community and save it for future generations to learn about and enjoy.

**8.3 Strong Communities** Efforts to restore Broomfield House over the last 20 years have not, as each prospect has come and gone, a great deal of public interest has been created. There is, therefore, a significant residue of a large number of individuals and groups keen to see this matter finally resolved. Indeed, the Council hosts a Broomfield website, which has already attracted some 450,000 hits, which illustrates the amount of public interest that exists in Broomfield.

Enfield's heritage is of growing importance to local people and its effective protection and beneficial utilisation is a key foundation upon which healthy, engaged and sustainable communities must be built. The 'community vision' has been produced by the local community groups to ensure that the project reflects local perspectives and aspirations for Enfield's heritage. The successful delivery of such imaginative heritage renewal projects can have a profound impact on the social and economic well-being of the affected communities and play a substantial role in delivering regeneration.

## **9. EQUALITIES IMPACT IMPLICATIONS**

Bringing forward the Broomfield House restoration will be in accordance with the Council and Regeneration, Leisure and Cultural Services Business Plan and the Councils three key objectives of Fairness for All, Growth and Sustainability and Strong Communities. No adverse equalities impacts have been identified in relation to this project.

## **10. PERFORMANCE MANAGEMENT IMPLICATIONS**

This project is included in the Council's Business Plan 2011/14 and the RLC Departmental Plan 2011/12.

Should the Stage One application be approved by the Heritage Lottery Fund, then a Stage Two application would need to be submitted by no later than 13<sup>th</sup> December 2013. Before then it would be necessary, amongst other things, to procure a professional team to help take the project forward, develop and take the scheme design to RIBA Stage D, to have submitted and have determined appropriate planning/listed building applications, to have produced a detailed Business and Activity Plan and to have made significant progress with fund-raising. This is a considerable body of work.

## **11. HEALTH AND SAFETY IMPLICATIONS**

The Council has taken appropriate steps to secure the building, which is currently derelict.



## 12. PUBLIC HEALTH IMPLICATIONS

Broomfield Park is already really well used and valued. However, the restoration of Broomfield House would attract a range of new users to the Park, to not only visit and enjoy the House itself, but also to enjoy the wider Park and its facilities, which include attractive pedestrian walkways and a 'Green Gym'. So this project could help to encourage walking and exercise thereby contributing to physical well-being, but through the interest of the building and its interpretation, also contribute to mental well-being.

### **Background Papers**

None.

