

THE EXECUTIVE

20 JULY 2004

JOINT REPORT OF THE DIRECTOR OF HOUSING AND HEALTH AND THE DIRECTOR OF REGENERATION AND ENVIRONMENT

GASCOIGNE ESTATE – REGENERATION PROGRAMME	FOR DECISION
<p><i>This report deals with proposal for the regeneration of a major Council Estate.</i></p> <p><u>Summary</u></p> <p>This report presents to the Executive a proposed programme and method to deliver the effective regeneration of the Gascoigne, it details;</p> <ul style="list-style-type: none">• Background and an overview of past regeneration projects• Current and emerging local, regional and national policy influences.• Contextual information for the Town Centre wider regeneration, Housing Futures and the Ann Power Draft Development Framework for the London Thames Gateway.• The proposal for a Joint Venture or Public Private Partnership (JV/PPP) to deliver regeneration.• Basic Development Principles on which to base all future work <p><u>Wards Affected</u> – Gascoigne.</p> <p><u>Recommendation</u></p> <p>The Executive is asked to agree:</p> <ol style="list-style-type: none">1. The Development Principles for consultation and further development;2. In principle to the proposal for the regeneration of the Gascoigne to be delivered by a JV/PPP in conjunction with the Housing Futures Project;3. To waive the Council's Contract Rules to allow the immediate appointment of Beha Williams Norman to assist with the development of a model for the delivery partnership and a brief to tender for a partner at an estimated fee of £16,000 plus VAT; and4. The proposed programme. <p><u>Reason</u></p> <p>To bring forward the most effective method of delivery for the comprehensive regeneration of the Gascoigne Estate and meet agreed project plan timescales, necessary to meet ODPM sign off deadlines.</p>	

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1. **Background**

- 1.1 An overview of the background to the Gascoigne Estate and past Regeneration projects is contained in appendix 1. The last major published plan for Gascoigne regeneration was the Estate Action plan in 2000.
- 1.2 The Estate Action Plan did not have a robust financial feasibility or options study to enable delivery and also proposed a reduction in density which is not now viable due to changes in grant criteria and cross subsidy arrangements. It is also not compliant with the Sustainable Communities Plan, the London Plan or the Barking Town Centre Framework Plan (see appendix 2).

2. **Current situation**

- 2.1 The Barking Town Centre Framework and Action Plan presents a bold vision of Barking town centre as a lively, urban mixed-use town centre, incorporating housing, leisure, employment and retail uses with a quality transport hub at its heart.
- 2.2 The Gascoigne estate, currently 98% social rented housing, is seen as key to the regeneration of the town centre, enabling a step change in the housing market within Barking and affect positively the viability of Barking Town Centre. This is in line with Anne Power's Draft Development Framework for the London Thames Gateway, whose essential starting point for development is to increase the density of existing neighbourhoods by building out from established Town centres.
- 2.3 To move forward with any programme to regenerate or renew the Gascoigne Estate a number of tenants will have to be decanted. To ensure that those who want to return can do so and that temporary moves are kept to a minimum a development phasing plan will need to be developed. The table in Appendix 3 shows proposed developments across the Town Centre and the rest of the Borough which depending on timing will assist in providing decant accommodation.
- 2.4 More detailed work is necessary to identify likely numbers of decants, a detailed strategy will be needed to ensure that this is planned and managed so as to create as little disruption as possible to the existing community.

- 2.5 A new Stock Condition Survey is currently being carried out for the Housing Futures Project which will give much clearer indications of the likely cost and viability of refurbishment across the Estate. Previous estimates have been in the region of £70m, this high cost is one of the main drivers for looking for a localised solution for the area.

3. The Way Forward – Delivering a Vision

Development Principles

- 3.1 A lot of the work completed for the Estate Action plan is still valid and along with the principles emerging for all Town Centre Regeneration projects can be used to form the basis of the brief to appoint a partner. They are;
- Community Involvement at all stages.
 - Strong visual and pedestrian linkages between the River Roding and Town Centre, via the High Street Network.
 - Street patterns to be restored removing the 'the estate feel'.
 - High quality urban design standards to provide an interesting "entry point" to Barking and high quality accommodation standards.
 - The correct level of social infrastructure, particularly schools and health facilities.
 - Innovative and leading sustainable development outcomes.
 - Demonstration of the appropriate level of density taking into consideration policy objectives up to 50% increase in number of homes.
 - Delivering sustainable communities through a housing mix of 70% affordable and 30% private sale
 - Continue with addressing community safety and Estate Management issues as a priority whilst regeneration plans are made.
 - Introduction of some mixed use including compatible employment uses.
 - Creation of smaller neighbourhoods.
 - Development of a buffer zone between the employment land and the Estate at the southern end near the A13.
 - Flexible allocations policy's, local lettings and use of phasing to minimise decants and ensure those who want to remain can do so.
 - True pepper potting of all tenures throughout the new development areas
 - Any refurbished homes to fully meet Decent Homes Standard Plus

These will be subject to wider consultation and development.

Delivery vehicles

- 3.2 To deliver a regenerated Gascoigne and fulfil the requirements of the ODPM stock option appraisal (Housing Futures) a number of options need to be examined. A variety of options may need to be combined to deliver regeneration in an area as large and complex as this, Housing Futures has already identified Gascoigne as an area suitable for a local solution this is most likely to have private sector involvement. Developers wanting involvement in the regeneration of the Gascoigne have approached the Borough.

- 3.3 An investigation of similar approaches by a Private Sector developer in Salford found that whilst the basic premise of the model worked the local housing market, and needs for affordable housing mix were very different from this borough. Legal and professional advice taken during this investigation also indicated that a far more robust procurement strategy was needed, including the requirement for a project of this size and value to go through an OJEU (European procurement) process.
- 3.4 This advice also indicated that the Borough should have a clear view of it's vision for the area and ensure that this is reflected in the brief for Tender, this will ensure that the developer does not have control of Master Planning, The development principles stated above will be the basis for this vision.
- 3.5 It is therefore proposed that we use our existing Housing Futures Consultant Beha Williams Norman to assist us in developing a model for a Joint Venture with the private sector taking into account the following issues;
- Procurement issues – OJEU.
 - Legal agreements required.
 - Financial feasibility.
 - Links with the Housing Futures Project and use of the work being completed by Beha Williams to inform our brief for a partner.
 - The Council and the community having a clear vision and principles agreed for the estate.
 - Involvement of existing partners (LDA/EP/Housing Corporation/GLA) in the process for selection and the development of the brief.
 - The impact of the forthcoming UDC and that planning powers will rest with the UDC

This work needs to be undertaken urgently to allow for completion within the agreed project plan timescales, necessary to meet ODPM sign off deadlines.

- 3.6 Beha Williams Norman estimate that the fee for this work would not exceed £16,000 plus VAT, which added to their existing £80,000 contract for Housing Futures totals under the EU procurement threshold for services of £150,000.
- 3.7 All options for the regeneration of the Gascoigne Estate must ensure that Member, resident and staff involvement and consultation is robust and reaches the widest possible audience. The Housing Futures project gives us the opportunity in the early stages to work with the appointed Independent Tenant Representative to make the obvious links between Housing Futures and Regeneration.

4. Conclusion – Next Steps

- 4.1 The proposed programme below sets the next steps to take the option of a partnership forward. Delays in this project in the past have led to a lack of trust from the community. The next steps need to be quick but should still consider all the legal and financial options fully and link with Housing Futures. Localised and mixed approaches to major Estate Regeneration schemes will need to be signed off by the ODPM.

- 4.2 This proposal should it receive approval can be resourced by the existing Housing Regeneration Team for the first stages with the support of the Regeneration Implementation Team, Property and Landlord Services. It is envisaged that when the model is developed a full resource plan will be needed to identify a project team to take the future stages forward.
- 4.3 Project Management arrangements would be funded by the partner and the brief would clearly state the links to be made with the forthcoming Barking Town Centre Business Plan
- 4.4 The following is a suggested programme to address the issues in this document and move the project forward with the full support of the Members, community, and partners.

Date	Action
July 2004	Present to the Lead and Ward Members
July 2004	Report to The Executive
July 2004	Undertake risk analysis and validation work on proposed approach and programme
July 2004	Appoint a consultant to develop a model and brief for the proposed JV/PPP to ensure links with Housing Futures Behr Williams will be approached to complete this work. The work to develop the model will take into consideration the legal, procurement, development and financial viability.
Aug 2004	Contract initiation.
Aug 2004	Brief resident and community groups including; <ul style="list-style-type: none"> • The Gascoigne Regeneration group • Wider community and Tenants groups, making links with the Housing Futures ITA
Oct 2004	Model and brief for Partner competition completed.
Oct/Nov 2004	Report to Regeneration Board and Executive for final agreement of brief.
Oct 2004	Set up Panel including Members, Partners etc to evaluate and appoint JV/PPP Partner.
Oct/Nov 2004	Advertise for expressions of interest including OJEU
Dec 2004	Shortlist potential partners.
Jan 2005	Short listed Partners to submit full submissions
Feb 2005	Interview and make decision
March 2005	Legal and financial feasibility testing and agreements in place
April 2005	Formal appointment of Partner.

5. Consultation

- 5.1 The contents of this report have been fully discussed with the Lead Members for Health Housing and Social Care and Regeneration along with the Ward Members for Gascoigne Ward. In addition the development principles have been developed to this stage for further consultation from meetings held with the residents and community at the time of the original action plan and since that time by the Gascoigne Regeneration Group.

Background information Gascoigne Estate

Background

The Gascoigne Estate, is the authority's largest recognised "Estate". It was constructed between 1966 and 1971 following a slum clearance programme to demolish Victorian terraced housing in a traditional street grid. It comprises 22 high rise blocks and low rise flats with a very small number (12) of houses along Gascoigne Road. The total number of homes within the Estate footprint is approximately 2400, around 1000 of these are within the high rise blocks, in addition the estate encompasses;

- A Primary School
- Two Community Centres
- A small parade of shops
- Advice Centre
- Health Centre and a Doctors' Surgery
- A sheltered housing complex
- Social Services Family and Adult Centres.

The early Regeneration projects were developed following full consultation with local residents and were funded from the Councils Capital works programme and concentrated primarily on environmental improvements.

In 1997/8 an Estate Action Plan was completed, this document was a profile of the Estate with an analysis of the needs and opportunities and current (at the time) local regional and national strategies and policies. It states objectives for the Estate in line with the Boroughs 1997/2000 Housing Strategy: -

1	To overcome major structural defects which require substantial capital resources in maintenance terms
2	To provide more appropriate accommodation reflecting the needs of the estate
3	To redevelop parts of the Estate to help reduce densities
4	To diversify tenure on the estate to help create more socially and economically balanced communities
5	To promote employment and training schemes with the local community
6	To promote social care with the local community
7	To promote crime prevention initiatives and community safety with the local community

Appendix 2

Following the agreement of the Estate Action Plan, national, regional and local policy was reviewed. In addition the Borough undertook a Housing Policy Commission Study to specifically consider the Council's longer term strategic approach towards housing within the Borough, and set a more coherent vision for the future.

These reviews have shifted policy towards a more sustainable development agenda, with a focus on delivery of quality affordable homes. There has also been a move towards promoting greater choice in the housing market with a shift to a range of types of affordable homes, with Council not being direct providers of new affordable rented housing. Influences include:

- Local Government Finance Act
- The Mayors London Plan 2004
- The Decent Homes Standard
- Housing Corporation new funding regime

Allied to these changes have been the governments Sustainable Communities Plan and the need to look at the intensification of the use of brownfield land within existing accessible locations. Barking has been identified as one of the key areas of growth for the London Thames Gateway, which is Europe's largest and most ambitious regeneration initiative.

A team at the London School of Economics, headed by Professor Anne Power have been working on a Draft Development Framework for the Thames Gateway on behalf of 11 London boroughs. The findings from this report advocate that an essential starting point for development in the Thames Gateway is to densify existing neighbourhoods, by building out from established Town Centres and maximising on the opportunities of infill and windfall sites. By working out from Town Centres, delivery can happen more quickly and cheaply as the bulk of necessary infrastructure is already in place. However, it is recommended that densities must be intensified in order to sustain both the physical and social infrastructure of a Town Centre.

The Council has restructured the Corporate Regeneration Team to enable delivery of the regeneration agenda and has set up a dedicated team to work on the Barking Town Centre Strategy. In addition Barking Town Centre Partnership and Strategy group have been formed to ensure implementation of this vision, this has brought in greater involvement from external partners, including:

- The London Development Agency
- The GLA - Architecture and Urbanism Unit
- Transport for London
- The Housing Corporation
- English Partnerships
- Thames Gateway London Partnership

Housing Development projected completions

Development	Total units	Affordable units (inc general needs rent, intermediate rent and shared ownership)	Year of completion
Barking Town Centre			
St Anns*	125	88	2004/5
Lindsell Road	12	12	2004
Abbey Road	196	46	2005/6
Freshwharf	900	315	2006-8
Tanner Street (CBW)*	160	110	2005/6
Tanner Street *	48	12	2004
Harts Lane	400	140	2007-9
Station Quarter	600	210	2006-10
Town Square	350	124	2006/7
Axe Street	100	100	2005/6
Foyer	118	118	2006/7
Triangle	70	28	2005/6
Sub Total	3079	1303	
Barking Riverside			
Barking Reach	200	70	2007/8
Sub Total	200	70	
Rest of the Borough			
Lymington Fields	700	350	2006-10
Blackbourne Road	82	36	2006
Reede Road	247	70	2006
Digby Gardens	37	27	2005/6
High Road C/Hth	30	6	2005
Bromhall Road	168	38	2004
Highview House	20	12	2005
Hedgemans Road	178	57	2006
Rugby Road	15	15	2005
Thaxted House	12	12	2005
Sub Total	1489	623	
Total	4768	1996	

* Currently on site