

WANDSWORTH BOROUGH COUNCIL

HOUSING OVERVIEW AND SCRUTINY COMMITTEE – 14TH NOVEMBER 2012

FINANCE AND CORPORATE RESOURCES OVERVIEW AND SCRUTINY COMMITTEE –  
15TH NOVEMBER 2012

EXECUTIVE – 19TH NOVEMBER 2012

Report by the Director of Housing on long term improvement plans for the Winstanley and York  
Road Estates

SUMMARY

This report details the progress made on assessing the potential and agreeing a way forward for long term physical improvement plans for the Winstanley and York Road Estates.

The results of the survey of Estate residents and other consultations, further analysis of deprivation statistics and the results of an initial feasibility study give a strong indication that physical change in some of the area at least has the potential to make a significant contribution to securing effective, long term and sustainable improvements across the area that could in turn engender real improvements to residents' lives and life opportunities.

The report proposes that a comprehensive masterplan for the area be prepared that would set out what changes need to take place, what is financially viable and the approach required to deliver these changes. It is recognised that the masterplan must be developed with local residents and other stakeholders and respond to concerns already raised by them in terms of poor physical environment. The key principles of a brief to select a masterplan team are included within the report.

The process of physical change, even at the early stages of consideration, will generate concern for local people who may be directly affected by it. It is considered that the Council should act to minimise those fears; with a view to helping to achieve this, a set of initial guarantees to local people who may be affected is also included.

GLOSSARY

ASB	Anti-Social Behaviour
EIA	Equalities Impact Assessment
EU	European Union
GDV	Gross Development Value
HCA	Homes and Communities Agency
HRA	Housing Revenue Account
IMD	Indices of Multiple Deprivation
MDTP	Multi-Disciplinary Technical Panel
NHS	National Health Service
OJEU	Official Journal of the European Union
SOA	Super Output Areas
SSAD	Site Specific Allocations Document

## **RECOMMENDATIONS**

1. The Housing and Finance and Corporate Resources Overview and Scrutiny Committees are recommended to support the recommendations in paragraph 3.
2. If the Overview and Scrutiny Committees approve any views, comments or additional recommendations on this report these will be submitted to the Executive for consideration.
3. The Executive is recommended to: -
  - (a) note the results of the representative survey undertaken of residents of the York Road and Winstanley Housing Estates;
  - (b) approve the development and procurement of a master plan for the Winstanley and York Road Estates as set out in the brief template attached at Appendix 1 and in paragraphs 61 to 70 and to delegate development of the final brief to the Director of Housing in consultation with the Director of Finance and the Borough Valuer;
  - (c) agree to commence consultation with local residents and local stakeholders to inform the development of the masterplan; and
  - (d) agree to re-commence implementation of the improvements at Sporle Court, SW11 (Latchmere) as agreed within the Housing Capital Programme.

## **INTRODUCTION**

4. In September 2011, the Council received the results of an independent review of the August 2011 disturbances (Paper No. 11- 771) that was carried out by Mr Neil Kinghan. The report made a number of recommendations for action which have been progressed through the multi-agency Recovery Co-ordination Group.
5. As a part of the response to the Kinghan Report, a stock-take of current and planned interventions that promote aspiration and social mobility in the Borough's most deprived areas was undertaken. This was reported in February 2012 (Paper No. 12-218) and it included a proposal to target specific additional action to support aspiration and social mobility in the Borough's most deprived areas. The report noted that data from the Council's priority area overview (an analysis of relative levels of deprivation within the Borough) supports the view that the Latchmere/St Mary's Park Wards and the Roehampton and Putney Heath Ward should be the focus of any co-ordinated and intensive action.
6. Analysis of the Indices of Multiple Deprivation (IMD) 2011 identifies that a large part of the Winstanley and York Road Estates are within the Borough's most deprived local Super Output Areas (SOA), which itself was within the most deprived eight per cent nationally. Furthermore, within the Borough, 19 SOAs are in the worst 20 per cent nationally, with around half of these covering the wider Battersea housing estates area (including the Winstanley and York Road Estates).
7. Paper No. 12-218 also identified further actions that the Council could take to address these issues. It was noted that alongside other actions to tackle deprivation and lack of

opportunity, the Council should, in the Winstanley/York Road area, consider the potential impact and effectiveness of a more progressive physical transformation of the area as a response. The report considered that such a response from the Council was likely to receive considerable local support.

8. In response to this decision, the Council made provision for potential future additional borrowing of £100 million as part of the settlement arrangements put in place to buy the Council out of the national Housing Revenue Account (HRA) subsidy system in April 2012. This provides the Council with the option to borrow and to invest in and help kick start a more comprehensive improvement programme for the Winstanley and York Road Estates and parts of the Alton Estate that could extend to estate regeneration.
9. Improvement works have already been planned for the Winstanley and York Road Estates: -
  - (a) Winstanley Estate – external decorations due to commence in 2012 on six blocks plus some road properties to a value of £600,000. Sporle Court due to have windows renewed and external communal decorations undertaken at a cost of £1.2 million. Further phase of decorations due on eight blocks in 2012/13. £7.1 million was also spent on the Winstanley Estate between 2003 and 2006; and
  - (b) York Road Estate – three phase refurbishment of all blocks at a total cost of £21 million, with £17 million agreed for phase 1 (Penge House, Pennethorne House and a small shop block on the square) and phase 2 (Chesterton and Holcroft Houses).
10. However, these works are currently on hold pending consideration of other more comprehensive options given the financial position and opportunity set out in paragraph 8 above.

### **STRATEGIC VISION – RAISING ASPIRATIONS**

11. The improvement of the central Roehampton area/Winstanley and York Road estates forms part of the Council's overarching approach to raising aspiration. This was discussed at the meeting of the Finance and Corporate Resources Overview and Scrutiny Committee on 4th October 2012 (Paper No. 12-645) and approved by the Executive on 8th October 2012. The overall approach includes an outcomes framework to ensure improved life chances that include increasing local employment rates, the reduction of crime and disorder, improvement of educational outcomes and the reduction of school exclusions.
12. It is recognised that parts of Roehampton & Putney Heath and Latchmere Wards are amongst the most challenged communities in the Borough, and that the quality of the physical environment has a contribution to make towards local economic vitality and more general wellbeing. Therefore, proposals contained in this report for improvements to housing and the public realm should be seen within the ambitious context of the Council working with other agencies (notably, the local National Health Service (NHS)) to improve the life chances of local residents.
13. The Council's key strategic objective is to tackle the range of issues that are contributing to levels of deprivation and lack of opportunities on the Winstanley and York Road estates. Behind this strategic aim lie other objectives that may be secured through a

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programme of physical regeneration. These include: -

- (a) creating a better quality living environment;
- (b) improving the design and layout of the neighbourhood;
- (c) promoting greater permeability through the estate and between the estate and the wider neighbourhood. In particular better linkages and a clear and attractive route through the estate area between the new properties along the riverside and Clapham Junction;
- (d) generating economic growth and new employment opportunities;
- (e) improving the commercial and retail offer in the area and in particular boosting the retail offer generally in the area including along Falcon Road;
- (f) securing additional housing and promoting greater housing choice through the provision of intermediate and market housing as well as low cost rented housing;
- (g) securing new high quality housing built to the London Mayor's Design Guide Standards;
- (h) addressing housing need and reducing over-crowding on the estates;
- (i) reducing long term maintenance and running costs for the Council's stock and maximising the use of the Council's assets; and
- (j) delivering a thriving and sustainable mixed neighbourhood.

### THE ESTATES

14. The Winstanley and York Road estates comprise the following properties and are compared, for reference, to Borough-wide figures:

Tenure Type	Winstanley	York Road	Borough-wide
Total (Council and ex-Council)	805	614	41,040
Local authority social rent	570	491	17,325
Leasehold and freehold	235 (29.2%)	123 (19.9%)	23,715 (57.8%)

15. The bedroom breakdown of the properties is as follows: -

Council properties	Winstanley Estate		York Road Estate	
	No.	%	No.	%
Bedsits	93	16.3%	43	8.8%
1 beds	116	20.4%	138	28.1%
2 beds	264	46.3%	267	54.4%
3 beds	84	14.7%	19	3.9%
4 beds	12	2.1%	24	4.8%
5 beds	0	0.0%	0	0%
6 beds	1	0.2%	0	0%
7 beds	0	0.0%	0	0%
<b>Total</b>	<b>570</b>	<b>100.0%</b>	<b>491</b>	<b>100%</b>

Leasehold and freehold properties	Bedsit	1 bed	2 bed	3 bed	4 bed	Total
<b>WINSTANLEY</b>						
Leasehold	7	41	90	76	11	225
Freehold	0	0	0	7	3	10
<b>Total</b>	<b>7</b>	<b>41</b>	<b>90</b>	<b>83</b>	<b>14</b>	<b>235</b>

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<b>YORK ROAD</b>						
Leasehold	6	21	60	11	24	122
Freehold	0	0	0	0	0	0
<b>Total</b>	<b>6</b>	<b>21</b>	<b>60</b>	<b>11</b>	<b>24</b>	<b>122</b>

16. The area under consideration also includes the Bramlands Avenue area. Bramlands is a small mixed-use area including a bus waiting area, Dawes House, a Council-owned property currently undergoing refurbishment for a meanwhile use as temporary accommodation and eight privately owned residential units over retail units.
17. Paper No.12-465 clarified that the four SOAs that most closely define the two estates show significantly higher levels of deprivation across many of the key measures than the Borough average. This would further strengthen the case that these estates should be the target for more proactive and comprehensive intervention.
18. In particular, the figures for worklessness and crime serve to emphasise the need for intervention targeted to these estates.

<b>Worklessness</b>	<b>Period</b>	<b>Winstanley /York Road approx.</b>	<b>Borough</b>	<b>Source</b>
Claimants (% population 16-64)	Average April 2011 to March 12	7.04%	3.03%	NOMIS
Proportion claiming housing and council tax benefit	May 2012	34.6%	15.1%	Local Data
Proportion free school meals	May 2012	43.1%	28.1%	School census
<b>Crime</b>				
Notifiable offences (per 1,000 population)	2011/12	83.67	80.01	SafeStats
Violence against person (per 1,000 population)	2011/12	25.92	14.14	SafeStats
Robbery (per 1,000 population)	2011/12	8.07	4.18	SafeStats
Criminal Damage (per 1000 population)	2011/12	8.54	7.84	SafeStats
Drugs (per 1,000 population)	2011/12	10.87	3.55	SafeStats

19. The SOAs do not break down in such a way as to allow for substantial comparison between the Winstanley and York Road estates and the smaller overall figures make conclusions difficult to draw. However, an analysis of figures using post codes to target the estates does reveal the following: -
  - (a) the proportion of residents claiming housing benefit and council tax benefit is higher on York Road than on Winstanley, (39.2 per cent Winstanley and 45.7 per cent York Road); and
  - (b) the proportion of households with rent arrears is higher on York Road than on Winstanley, (29.57 per cent Winstanley and 41.39 per cent York Road).
20. The concentrated nature of deprivation and higher levels of crime in these areas

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demonstrate that more decisive and targeted interventions are required. These will include social and economic interventions, such as improving routes into work, that are intended to help deliver on the Aspirations Agenda set out by the Council. However, the Council also wishes to consider how physical regeneration could improve the local area and also deliver communities that are more mixed in terms of income and background and are in turn more sustainable and thriving.

21. A more comprehensive approach which brings forward the chance to change the physical nature of the area, breakdown the perceived barriers between estate environment and the wider neighbourhood and in turn create an area which is an integral part of its local neighbourhood and not separate from it could be an effective response to these challenges and one that has been taken forward elsewhere to great effect (e.g. Canning Town in Newham, Kidbrooke in Greenwich and Green Man Lane in Ealing).

### **RESIDENTS SURVEY**

22. As a first stage towards the consideration of issues and to ascertain residents' views on what they think about living on the Winstanley and York Road estates, in April 2012 the Council commissioned BMG Research to conduct a survey of all the residents living on the two estates.
23. This was a comprehensive survey conducted by phone and post. In total, 564 questionnaires were completed - 315 over the telephone and 249 via post. This represented a 40 per cent response rate, which was considered by BMG to be the level of returns expected. The number of responses also provides a high degree of confidence in the results and that the survey has captured resident views.

### **Key findings**

24. The general picture across the two estates revealed by the survey is of a population who are more pessimistic and less satisfied than across the Borough as a whole. This is particularly the case on crime issues, satisfaction with the area and community cohesion. It would appear to be self-evident on this data then that the Council should be targeting these estates for improvement and for considering a more comprehensive approach than elsewhere in the Borough that looked to transform neighbourhoods for the better.
25. The responses indicate that residents on both estates, but in particular those on York Road Estate, have concerns about the physical condition of the environment outside of their homes – in their blocks and on the estates. There is also a high number of residents who do not consider their local area to include the wider Clapham Junction neighbourhood, which could be a result of the more insular design of the estates themselves (based on a plan that does not connect well with the surrounding area, is not so inviting to walk through and could be said to be inward looking). It would seem reasonable that a proper response of the Council to these concerns would include a thorough assessment of the potential for physical change on the estates, to tackle these issues.
26. While this overall response is common to both estates there are some key issues where York Road Estate results are significantly worse than Winstanley Estate.
27. Some groups are persistently more pessimistic than others: women, families and the

economically active. This might tend to suggest that the area is not catering well either for these groups needs or aspirations.

28. There is cause for optimism, however, in the level of interest shown in participating in local activities which suggests that residents are keen to see improvements and that social cohesion could be improved. Furthermore, significantly more residents consider the area has improved over the past year than those who consider it has got worse.

**Crime and anti social behaviour**

29. The survey reveals that crime/safety and anti-social behaviour (ASB) are important concerns for residents of the estates and they are significantly more of a concern for residents here than for those across the Borough as a whole. These issues are more acute when residents consider the environment outside of their homes – in their blocks and on the estate.
30. Only 34 per cent of residents feel safe on estate pathways and only 39 per cent on estate open spaces. This compares poorly with results in other surveys for the Borough as a whole: -
- (a) the 2011 Residents Survey had 71 per cent of residents feeling safe outside in their local area at night;
  - (b) even in the cluster of wards comprising St Mary's Park, Latchmere and Queenstown, 56 per cent felt safe in their area after dark; and
  - (c) the GLA Annual London Survey 2011 recorded 78 per cent feeling safe.
31. It should also be noted that the Winstanley/York Road survey did not focus on perceptions after dark.
32. 60 per cent of residents on both estates identified crime as a problem and of those who stated they wished to leave 25 per cent stated crime and ASB issues as the reason. When asked to name up to three changes they would like to see on their estate, 50 per cent of residents raised issues relating to crime/safety and ASB.

**Satisfaction with the area**

33. Despite some differences in the questions asked it can be concluded that there is a noticeable difference between Winstanley/York Road and the Borough on satisfaction with the area: -
- (a) the 2011 Residents Survey had 91 per cent of people overall satisfied with their local area as a place to live;
  - (b) in the same survey, 80 per cent of Council tenants were satisfied;
  - (c) in the 2011 Status Survey, 79 per cent of Council tenants were satisfied with their neighbourhood; and
  - (d) the 2008 Place Survey had 85 per cent of residents satisfied with their local area as a place to live.
34. In stark contrast, the Winstanley/York Road survey reported: -
- (a) I like my home 72 per cent;
  - (b) I like my estate 41 per cent; and
  - (c) I like my neighbourhood 62 per cent

**Social cohesion**

35. The results that might be related to social cohesion on the estates are poor and compare badly with the Borough as a whole. For the question: 'My neighbourhood is a place where people from different backgrounds get on well' only 55 per cent agreed, whereas in the 2008 Place Survey there was a 79 per cent positive response.
36. Other poor results on social cohesion are: -
- (a) only 53 per cent said they knew their neighbours; and
  - (b) only 36 per cent said they liked their neighbours.
37. In the 2011 Residents Survey, 67 per cent of residents had no intention of moving over the next two years. On Winstanley/York Road, 61 per cent would move away if they could. This is not a direct comparison, but once again Winstanley/York Road fare badly and do not suggest that this is a place where many residents wish to live long term.

**Winstanley/York Road comparison**

38. Throughout the survey, it is apparent that responses from residents of the Winstanley Estate are, on the whole, more favourable than those from the York Road Estate. For instance, Winstanley residents are more likely than their York Road counterparts to agree that they like their estate and that they like their neighbourhood. York Road residents are also more likely than those from Winstanley to rate each of the estate problems as a big or a moderate problem combined and only for crime do the two estates converge.
39. There is a significant difference between the estates in attitudes to their blocks. Winstanley residents are significantly more likely to like their block (53 per cent compared to 39 per cent) and significantly more likely to feel safe in their block (51 per cent compared to 39 per cent). This does seem to point to the blocks on York Road being a particular problem. The survey does not define which blocks in particular are unpopular, but it is evident that the long slab blocks on York Road are of a very different design and scale to any on Winstanley.
40. When asked to name three changes that they would most like to see on their estate over the next five years, Winstanley residents are more likely than those from York Road to say 'none' (25 per cent compared to 19 per cent) and are also less likely to be in favour of any of the changes; for instance, while 12 per cent of York Road residents would like to see modernisation, refurbishment or renovation this drops to just five per cent for Winstanley residents. Likewise, one in ten York Road residents would like new windows installed compared with just six per cent of those on the Winstanley Estate. However, residents of Sporle Court (on the Winstanley Estate) have, at separate individual consultation meetings during this period and in a petition received by the Council signed by residents, expressed a strong desire to have the delayed windows replacement programme re-commenced as originally planned.
41. However, probably the greatest difference between the two estates is in terms of perception of change over time. Winstanley residents are more likely than those from York Road to say their neighbourhood had improved over the last 12 months (46 per cent compared to 34 per cent), while the latter are more likely to say their neighbourhood had got worse (27 per cent compared to 13 per cent). When looked at in more detail, it can be seen that Winstanley residents are significantly more likely than those from York Road to say their neighbourhood had got much better (22 per cent



compared to ten per cent) while York Road residents are significantly more likely than their Winstanley counterparts to say their neighbourhood had got both a little worse (11 per cent compared to six per cent) and much worse (16 per cent compared to seven per cent). Given that the estates are directly adjoined, it is difficult to identify a specific cause of these differences in perception. It could be, taking account of other survey responses as well, that the issues on York Road are more intractable and more linked to the physical environment. Thus the impact of service improvements over the past year could have been less keenly felt on York Road.

42. It is, nevertheless, worth noting that the overall total of 41 per cent considering that the area had improved over the past year is a good result in comparison with the remainder of the Borough and very encouraging.
43. A copy of the summary and key tables from the BMG survey has been placed in the Members' Room.

### **FEASIBILITY STUDY**

44. The Council commissioned a high level and initial feasibility study of the two estates and the Bramlands area to give an overview of the potential for regeneration and an indicative understanding of the potential viability and risks involved. The study undertook some high level indicative financial modelling and appraisals in order to identify some broad assessments to inform the decision as to whether there was merit in commissioning a masterplanning exercise. A range of assumptions were applied to this assessment and the results have to be treated with due caution as a result but the study does indicate a reasonable opportunity exists for viable development proposals to be pursued in this location.

### **THE WAY FORWARD**

45. The more detailed analysis of the deprivation figures have confirmed the initial view that the two estates rank highly as one of the most deprived and physically challenging areas of the Borough. They further reveal that the estates suffer from significant levels of deprivation, which would indicate that the Council is justified in targeting resources to tackle them and to consider approaches that would deliver more mixed and sustainable communities that existing and future local residents wish to live in.
46. The survey results reveal a population that is more dissatisfied and more pessimistic about the future than the Borough as a whole. This again indicates that the area should be a target for improvement by the Council. Residents have particular concerns about crime and about their immediate environment on the estates. The survey results also identified an apparent lack of social cohesion with only 53 per cent saying they knew their neighbours and, alarmingly, only 36 per cent saying they liked their neighbours.
47. Residents were not asked directly their views on possible physical change as this would have been inappropriate at such an early stage and without any context for change. However, the results do build a picture of concern over the condition of the physical environment, with residents expressing low levels of satisfaction with their estate and with their neighbourhood and low levels of perceived safety when out and about in the estates. The results also reveal a strong demand for new social/community facilities and activities indicating that a physical approach that could re-model the local social infrastructure could be beneficial.

48. The differences in response between York Road and Winstanley also need to be considered. York Road residents are consistently more pessimistic than those on Winstanley and rank problems consistently higher. There are significant differences on key issues that could relate to the physical environment: York Road residents like their blocks significantly less and feel significantly less safe in them, York Road residents are significantly more concerned over the misuse of communal areas and York Road residents are significantly more in favour of modernisation or refurbishment of their properties.
49. The feasibility study demonstrates that physical development options could be a viable way forward and have the potential for creating a new mixed use neighbourhood, with an improved environment and more housing choice, with a less insular design with better more defined routes through the estates linking into the wider Battersea area. Whilst this may be the case, the Council needs to consider how to prioritise the resources available to it, how to manage risk and to deliver real change. These aspects of regeneration are the ones that the Council wishes to explore in the context of addressing immediate priorities and setting in place deliverable plans.
50. Overall, it can be concluded that there is a case for targeting resources to address issues of deprivation on these estates and that there is a reasonable prospect that an approach that involves significant physical regeneration of the area could be a viable option which could generate significant additional investment for the area. There is much more work to be done to properly explore and consider the right way forward before any decision could be made to proceed and local people would need to be fully involved in that process. To achieve this, the Director of Housing is recommending that the Council should undertake, in collaboration with local residents, a masterplan for the long term future of the area which should include exploration of the potential for significant physical intervention.
51. The work undertaken so far indicates that the problems that may require a physical intervention are more pressing on the York Road Estate than on the Winstanley Estate. Additionally, the financial viability appraisal would indicate that a deliverable and achievable regeneration would begin with the York Road Estate and, in turn, would provide financial margins of comfort that would reduce the risk of improvement not being delivered. Such an approach would also address, albeit in a more comprehensive way, the need for improvement to the existing blocks the cost of which is significant in itself. The masterplan should, as a result, concentrate initially on the York Road Estate as a priority phase for the masterplan subject to the requirements of an implementable phasing plan which minimises unnecessary disruption for residents.
52. This will be a long term project likely to be undertaken over a significant number of years. It is crucial that the needs of residents are protected in the meanwhile and estate management standards maintained. In this respect, it is considered reasonable, given that the priority focus of the masterplan should be on York Road Estate and given the relatively small footprint of land that Sporle Court occupies, that the previously agreed improvement works to this block, currently on hold, be re-commenced. The Sporle Court project still requires formal notifications and tendering to take place and, if the project is re-started now, it is expected that a start on site can be achieved by early summer 2013.

**MASTERPLAN**

53. The masterplan will set a long term vision for the area in terms of housing, social and community infrastructure and the environment. The masterplan will also encompass a detailed business case for proceeding with the project and a robust financial model and provide the basis for taking forward those plans including procuring a development partner.
54. In order to prepare this it is proposed to appoint a firm of consultants to develop a masterplan using as a basis for appointment the specification template attached as Appendix 1 to this report.
55. As the likely cost will exceed European Union tender limits, consideration has been given to the most efficient means through which to procure a masterplanning team. Two procurement routes have been considered; an OJEU compliant tender process; and selection from the Homes and Communities (HCA) Multi-Disciplinary Technical Panel via a mini-competition. The estimated cost for the masterplan is £300K to £350K.
56. The HCA Multi-Disciplinary Technical Panel (MDTP) was procured via OJEU and the notice provides for Local Authorities to procure through the panels. The MDTP is operational until August 2014 and there are 21 firms on that panel. Use of the HCA panel is likely to reduce the lead in time to appointment and thus it is intended to use the panel, subject to there being no unacceptable terms that would be disadvantageous to the Council within the standard framework agreement.
57. The procurement process via the panel would involve an initial sift to generate a shortlist of around four to five panel members, which would be invited to tender via a mini competition. It is proposed that the sifting and assessment of tenders be undertaken by a team of Council officers drawn from the Economic Development Office, the Borough Valuer's Service, the Housing Department and the Planning Service with two resident representatives from the estates participating in the post sift competition. The assessment criteria will be in line with the quality threshold set out in the HCA framework.
58. The projected timetable for procurement is shown below:

Milestone	Date
Sifting brief Issued to panel members	3rd December 2012
Receive responses from sift of framework	17th December 2012
Complete evaluation and get shortlist authorised under Standing Order No. 83(A)	11th January 2013
Issue invitation to tender to shortlisted suppliers	14th January 2013
Tenders to be received by:	1st March 2013
Evaluate initial responses by:	28th March 2013
Clarification dialogue and interviews with the top suppliers	week commencing 1st April 2013
Award of contract approval via Standing Order No. 83(A) by:	19th April 2013
Mandatory 'Alcatel' standstill period ends	29th April 2013

59. It is anticipated that the appointed consultant would need between six and nine months to undertake appropriate consultation with residents and other agencies to prepare a

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master plan which would then be presented for consideration by the appropriate Overview and Scrutiny Committees and the Executive around late 2013.

60. The full brief for selection will need to be developed from the template. However, there are some key principles for the masterplan that can be explained here.
61. The masterplan framework should address the following issues: -
  - (a) overall development potential including densities and typologies of housing;
  - (b) land use, including location of key activity areas;
  - (c) local movement and location of key links;
  - (d) social infrastructure requirement and location; and
  - (e) potential for commercial and retail development.
62. The masterplan should ensure that existing social rent housing within the study area is retained or re-provided. Consideration would need to be given as to the approach to achieving this in terms of the better use of the existing social rent floor space to meet particularly local housing needs (for example, utilise floor space to provide larger family units).
63. The tackling of crime and ASB must be considered as a core issue within any proposals and how changing the physical environment would help.
64. The masterplan should include a full audit of existing and assessment of future social infrastructure needs. The potential for retention of and building on existing social, community and voluntary sector provision and activity should be carefully considered within this assessment.
65. The potential for re-modelling York Gardens should be assessed. The existing size of the Gardens should be retained as a minimum but options for extending the Gardens into the Estate area should be explored.
66. The masterplan framework should include a new strategic public route providing safe and convenient access from the riverside developments on York Road, through the area to Clapham Junction.
67. The masterplan should consider how the project could be phased across the area. Given the degree to which issues on York Road Estate would appear to be more pressing and the much smaller number of directly affected residents in Bramlands, the masterplan framework should initially consider whether these two areas would be an appropriate first phase.
68. The masterplan brief should ensure that there will be an early first stage report back from the masterplan team which clearly distinguishes between those areas where the Council intends to actively promote redevelopment in an early phase and those areas where improvements will be pursued but not through redevelopment. This will allow, where appropriate, for improvements to be commenced in those areas not being appraised for redevelopment whilst the detailed masterplan proposals for other areas are produced.
69. In considering regeneration options, consideration will need to be given to phasing. A phasing plan should aim to maximise the ability to decant existing residents into new

accommodation within the neighbourhood and minimise the need for temporary accommodation use. To assist with this process, officers will explore the scope to use under-used Council owned sites in the neighbourhood to provide decant accommodation for the scheme.

70. Intensive and effective communication with local residents and other key local stakeholders is a key element of the masterplanning process.

### **CONSULTATION AND COMMUNICATION**

71. The Council recognises that the regeneration process, including the planning and feasibility stages can be very disruptive to residents' lives over a long period. Residents' natural fear of change will be increased by uncertainty and lack of information. Key to the success of the project will be resident support and all residents playing a key part in developing plans for change.
72. The Council is, therefore, committed to ensuring that all residents will be involved throughout the development of the project and at this stage specifically in the evolution of the masterplan and in the development of the details of the housing offer to residents where this is needed.
73. As a core element, it is suggested that the Council should set up a local Steering Group to work with the Council through the masterplan production and the agreement of the offer to residents.
74. The Steering Group should be drawn mainly from estate residents (including the established residents' associations) but would also include other local stakeholders such as local businesses, local politicians and voluntary groups.
75. The strategy for consultation also needs to ensure effective co-ordination with the existing Big Local Programme (Paper No. 12-269 to the Finance and Corporate Resources OSC and the Executive in April 2012 refers) as the project moves forward.

#### **Residents' Offer**

76. Even at this early stage it is recommended that some commitments are made to residents, both to tenants and leaseholders/freeholders, as to how their needs and requirements will be addressed throughout the regeneration process should it go ahead. The Council believes that these basic commitments should be made as early as possible in the regeneration process as they provide residents with security and comfort and reduce anxiety. The details of the initial offer can then be developed and finessed from that point, in conjunction with residents to produce a detailed charter.
77. If it is determined that major regeneration will be taken forward, the Council will seek to put in place arrangements that would see existing secure Council tenants being offered a secure or assured social rent tenancy with no less security of tenure that is in the local area. Tenants would be re-housed in homes on the basis of their existing need (as defined by Council policy) at the time they are required to move. Costs that they incur as a result of the move would be reimbursed and they would be offered free independent advice. Homeless Compensation (at a rate set by the Government) will be paid to those forced to move and all new social rent properties will be constructed to the Mayor of London's Design Guide Standards for new housing development.

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78. Homeowners will be offered the full value of their property and will be provided with free independent valuation advice. The Council would also consider, as plans developed, what opportunities could be offered to existing resident homeowners to buy into any new intermediate housing which may be provided as part of any new development.

### **Local base**

79. In order to improve communications with local residents, it is proposed that a local base be created on the estates. This can be used as a venue for displays and exhibitions as well as providing a drop-in location for residents looking for advice and further information. In the short term the base will be key in demonstrating the Council's commitment to the project and in the long term could be used to develop a base for joint delivery of additional services such as job brokerage.
80. The base is not required until the masterplan team are in place and beginning to develop options, which will be in late spring 2013. Various locations on the Estate are currently being considered.

### **PLANNING UPDATE**

81. Should a masterplan be agreed with the local community, then existing planning policy will need to be reviewed to ensure a co-ordinated approach. At present it is felt that this could best be achieved through including the key principles of the masterplan in the current review of the Site Specific Allocations Document (SSAD). Timelines of the masterplan programme and of the SSAD will be co-ordinated to enable the SSAD to incorporate the strategic principles and hence proceed without delay, while the more detailed masterplan is produced.
82. There has been some interest expressed by some local residents to bring forward proposals for planning through the new neighbourhood planning regulations in the Localism Act 2011. Should this be pursued, the Council will be required to co-operate and support this process. Given the commitments set out here to fully involve local residents in the development of a masterplan and in any regeneration going forward, it is hoped that the bureaucracy, cost, possible confusion and potential timescales involved in putting place neighbourhood plans will be avoided. However, if a neighbourhood plan were produced, which the Council felt it could not support particularly in terms of its deliverability, it would need to consider its financial investment and commitment to such a plan.

### **EQUALITIES IMPACT ASSESSMENT**

83. It is intended that an Equalities Impact Assessment (EIA) will be produced and reported to committee as and when a final plan is submitted for approval.

### **DIRECTOR OF FINANCE COMMENTS**

84. The Director of Finance comments that the findings of the initial feasibility study indicate that some form of regeneration is financially viable.
85. If demolition of properties is required, both privately and Council owned, the Council will need to compensate displaced residents for the loss of their property. For privately owned properties this would involve compensation payments linked to any Compulsory Purchase Order that needs to be served and for tenants there would be a need to

provide alternative accommodation and financial compensation via homeloss payments.

86. If regeneration goes forward the residents' offer will need to detail the Council's commitments to residents, and there will need to be careful planning of development phases to ensure that alternative housing provision is maximised at all stages.
87. The costs associated with the production of the masterplan are estimated to be in the region of £300,000 to £350,000 in 2012/13 and 2013/14 which would be met from within the existing approved HRA capital programme for Regeneration Projects. Provision has been made in the HRA business plan to borrow up to £100 million in the future to fund the Council's aspirations agenda (which includes any costs incurred on the Roehampton scheme).

## **CONCLUSIONS**

88. On the evidence available, the Winstanley and York Road estates are identified as an area where the Council needs to set in place plans to improve the living circumstances of local residents. It has been identified that the physical environment, particularly on the York Road Estate, is very poor and does not connect well with the wider neighbourhood. Whilst the homes may meet the decent homes standard, there is evidence that many residents would rather live elsewhere.
89. The Council could invest in improving the existing stock; however, circumstances have provided the Council with the opportunity to potentially invest a significant sum to improve these estates. Although, it must be recognised that, whilst this investment may kick start regeneration, the financial appraisal undertaken makes it very clear even at this early stage that the investment required to replace social rent stock, to provide intermediate forms of housing and to provide community facilities will require a developer partner.
90. The Council does not have fixed plans for regeneration; although the principles set out in paragraph 11 that respond to issues largely raised by residents do provide an early signal of areas that the masterplan might explore. The focus, however, for the Council is that any plans developed are developed with local residents and are deliverable.
91. The masterplan process then will fully explore the potential for significant physical change to promote successful change and improvement across the two estates and the wider area. To be successful, the masterplan must be one that is evolved in collaboration and consultation with local people.
92. The masterplan must provide a vision for the future across the whole area. However, the Council will need to consider carefully whether this requires redevelopment across the whole area or a more mixed approach combining redevelopment with improvement. The evidence would suggest that the issues are more deep-seated at York Road and that this should be the first key priority area to address (a priority first phase as it were).
93. Finally, physical improvement and change is only one part of the Council's programme for the area. The Aspirations Agenda is also looking at a range of interventions that will seek to improve neighbourhoods, maintain and improve community cohesion and particularly improve the prospects of households living on the two estates.

The Town Hall,  
Wandsworth,  
SW18 2PU.

ROY EVANS  
Director of Housing

6th November 2012

Background Papers

There are no background papers to this report.

All reports to Overview and Scrutiny Committees, regulatory and other committees, the Executive and the full Council can be viewed on the Council's website ([www.wandsworth.gov.uk/moderngov](http://www.wandsworth.gov.uk/moderngov)) unless the report was published before May 2001, in which case the committee secretary, Ms. T. Shaah (on 020 8871 6039; email: [tshaah@wandsworth.gov.uk](mailto:tshaah@wandsworth.gov.uk)) can supply if required.



**Template for Urban Design and Master Planning**

1. A well defined, clear and coherent project brief is fundamental to ensuring the best possible outcome from the procurement process and represents the client's main tool for managing both the output of the process and for managing the people leading and undertaking the work.
2. The brief, therefore, needs to set out clearly; who the client is; the background context to the commission; the outputs expected from the commission; the proposed methodology to be employed in delivering the required outputs and the management arrangements; the tendering process and the basis for assessment of the tenders submitted.
3. In order to ensure broad consistency of structure for the master plan briefs for the Alton West (Roehampton and Putney Vale) and York Road / Winstanley (Latchmere) areas, the following template has been prepared to provide a framework under which the master plan briefs can be developed.
4. It should be recognised that although the structure of the brief is consistent there may be significant differences in the content given that the environmental, socio-economic and financial circumstances of the areas differ as has the history of engagement and consultation of local residents.

**Content Headings for a Master Planning Project Brief**

1. Introduction
  - Should state the lead commissioning body and funders (with reference to Alton and York Road / Winstanley this is solely the Council); and
  - Should reference the area of study of the commission.
2. Context and Background
  - Should set out the background to the development of the area including when developed and any planning or design context;
  - Should include any key organisations or uses / operations which are located in the study area;
  - Should provide socio-economic data for the study area;
  - Should provide detail of key ownerships, notably details on tenure;
  - Should identify the physical area of the study (with a plan) plus a plan showing the wider context; and
  - Should reference any other initiatives that have taken or are taking place in the study area.
3. Vision, Aims and Objectives
  - Should establish the overall driver for the project; and
  - Should provide the key objectives required to be achieved.
4. Master Plan Requirements
  - Should set out the key attributes for the master plan with specific reference to the study area. This section is designed to provide the basis against which tenderers' methodology

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for the programme can be assessed; and

- Attributes are likely (but not exclusively) to include expectations around environmental context, land use, public realm, densities, resident engagement and implementation.

### 5. Plan Management

- Should set out who is the lead officer for the client and provide a named officer to receive bids; and
- Should specify the requirement for tenderers to identify the master plan teams Project Director and Team Leader identifying how many person days will be spent by each on the master plan.

### 6. Formal Requirements of the Procurement Process

- Closing dates for submissions of tenders (if a two stage process the brief may set out the timetable for expressions of interest and their submission);
- Required format for tenders and how many copies are needed; and
- Tender submission details – return address, contact name, etc.

### 7. Assessment Criteria

- How the tenders will be assessed including relevant experience, understanding of technical issues, value for money;
- Information on the skills and relevant experience of staff proposed to work on the plan; and
- Specific responses to any technical or specific requirements included within the tender documentation

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