

MAYOR AND CABINET			
Report Titles	Housing Led Regeneration Opportunities		
Key Decision	Yes		
Ward	Perry Vale		
Contributors	EXECUTIVE DIRECTOR FOR CUSTOMER SERVICES, EXECUTIVE DIRECTOR FOR RESOURCES & REGENERATION, HEAD OF LAW		
Class	Part 1	Date	11 November 2015

1. Summary

- 1.1 In July 2012 the Council embarked on a programme to build new Council homes in response to a series of on-going housing policy and delivery challenges, most notably an enduring under-supply of new affordable homes available to the Council to meet the housing demands placed upon it.
- 1.2 A series of update reports has subsequently been considered by Mayor and Cabinet outlining progress in meeting the target of delivering 500 new homes for rent, plus an additional 125 homes for sale to subsidise the build costs for the affordable homes, by March 2018.
- 1.3 The first scheme of six homes was completed in March 2015 at Mercator Road in Lee. Since then, there have been further completions of a conversion of the former community room into a residential flat, and the conversion of disused rooms above a shop on Deptford High Street into two homes to be used for temporary accommodation.
- 1.4 In addition, there are 108 homes currently on-site, contracts were awarded for 52 homes on 30 September 2015, and a contract for a further 17 homes is anticipated to be approved on 21 October 2015. Following this, there will be a total of 186 homes completed or on site and under construction. Beyond these, there are 209 homes which have previously been approved by Mayor and Cabinet for development, which are at various stages in the planning process.
- 1.5 In total then, there are 395 homes under development, of which 315 (80 percent) are Council homes. This report provides a progress update on each of these sites, and also sets out the additional sites, which are currently being considered as potential locations for new homes, but on which no formal decisions have been made.
- 1.6 For each of these sites, there remains considerable further work to do in conjunction with residents, Ward Councillors and the Council's Planning Department before final development proposals can be established. There are therefore risks that not all of these sites can be progressed to delivery, or that sites can be progressed but may not deliver the full number of homes. Equally, other

sites may emerge through this process and provide capable of being delivered more quickly.

- 1.7 This report provides an update on the Bampton estate in Perry Vale. The Bampton and Shifford estate on Bampton Road and Shifford Path is split between the Council and L&Q in regard to ownership, following the Chrysalis stock transfer of 3,600 homes from the Council to L&Q in 2010. The current estate contains different housing types, some of which is in poor condition and does not reflect current housing standards or design. There is also additional capacity for new homes due to the configuration of the current estate.

2. Purpose of Report

- 2.1 The purpose of this report is to inform Mayor and Cabinet about opportunities to build new and improved homes for residents on the Bampton estate, initial progress and seeks authority for the next steps.

3. Policy Context

- 3.1 Addressing issues relating to the quality and quantity of housing stock in the borough relates directly to the Council's Sustainable Communities Strategy (clean, green and liveable) and to the Council's corporate priorities (Decent Homes for all).

4. Recommendations

It is recommended that the Mayor:

- 4.1 notes the work and consultation with residents carried out so far on the Bampton estate;
- 4.2 agrees that Officers proceed to develop a proposal for new council homes as set out in Section 6 of this report;
- 4.3 agrees that Officers proceed to develop a proposal for a wider regeneration scheme with L&Q as set out in Section 6 of this report;
- 4.4 agrees that Officers develop these proposals in consultation with residents and notes that statutory consultation under Section 105 of the Housing Act 1985 will be carried out on the proposals and reported back to Mayor and Cabinet;
- 4.5 agrees that Officers look at procurement options and delivery structure for both proposals; and
- 4.6 notes that an Equalities Analysis Assessment will be undertaken on the proposals and reported back to Mayor and Cabinet at the same time as the results of the Section 105 consultation.

5. Existing Homes

- 5.1 The overall estate can be seen in the plan in appendix 1, which shows the existing Council blocks: Northmoor, Radcot, Standlake and Newbridge alongside the existing

L&Q properties on Witney Path and Shifford Path.

5.2 Northmoor was built in 1975 and point blocks Radcot, Standlake and Newbridge in 1980. Based on the condition of the point blocks and other factors such as general composition of the properties, the Council is not considering them for re-development. Lewisham Homes have Estate Improvement Programme works forecast to these blocks for 2017/18. This is likely to include window replacement and other works to be agreed through a consultation process.

5.3 The homes in Northmoor (Council owned) are all bedsit accommodation for the over 55's and are walk up blocks. All homes are tenanted. Although the natural topography of the surrounding land minimises internal stair cases, the lack of lifts and wholly bed sit accommodation does not meet the Council's aspirations for older persons housing in the borough.

5.4 Information about the properties is contained in the table below:

Site	Tenants	Freehold	Total	Bedsizes
LBL owned sites				
Northmoor	24	0	24	All bedsits
Radcott	33	7	40	Mix of 1 beds and 2 beds
Standlake	29	11	40	
Newbridge	34	6	40	
L&Q Owned sites				
Shifford Path	24	29	53	The rented units are predominantly 3 bed houses with some 4 beds.
Mayow Road (corner of Wynell Road)	1	3	4	
Kelmscott	16	0	16	All bedsits
Witney Path	10	16	26	The rented units are predominantly 3 bed houses with some 4 beds.
TOTAL	171	72	243	

5.5 Of the L&Q owned properties, Kelmscott is a block identical to Northmoor and also for the over 55's. There is a high proportion of freeholders in the L&Q properties on Witney Path and Shifford Path.

6. Summary of progress to date

6.1 The Bampton estate was identified in 2012 as part of the Housing Matters

programme, where Officers reviewed sites across the borough that were owned by the council and our housing partners where there may be potential opportunities for delivering new homes.

- 6.2 As L&Q have responsibility for their homes on the estate following the 2010 stock transfer, L&Q wrote to all residents in Witney Path, Shifford Path and Kelmscott (as above) in October 2013 stating that they were going to carry out an assessment of the condition of those homes so that L&Q could look at whether refurbishment or re-development was more suitable for the area.
- 6.2 Since this time, the Council and L&Q have been working together and individually to look at the estate and talk to residents:
- In October 2013, Council and L&Q Officers tried to speak to as many tenants as possible on Shifford and Witney Paths, Kelmscott and Northmoor to find out what people thought of their homes.
 - In November 2013 L&Q Officers tried to speak to as many freeholders as possible on Shifford and Witney Paths, Kelmscott and Northmoor to find out what people thought of their homes.
 - In November 2013 L&Q carried out surveys on a range of properties across Shifford and Witney Paths.
 - In April 2014 L&Q and Council Officers held a drop in session on the estate to meet residents and discuss the potential options for Shifford and Witney Paths.
 - In October 2014 L&Q and Council Officers held drop in events (one for tenants and one for freeholders) to discuss the results of the surveys that had been carried out.
 - In October 2015 Council Officers visited residents in Northmoor and the three point blocks to talk to residents about what they thought of their homes and estate and inform residents of possible plans to build new homes in their area.
- 6.3 The event in October 2014 with Shifford and Witney Path residents was to discuss the results of the condition survey. Generally there seems to be a mix of views about Witney and Shifford Paths with some residents saying that they think demolition and new build should take place and others who are happy with the condition of their properties. L&Q agreed to carry out further condition surveys, particularly to freehold properties and have since been trying to arrange access to do this.
- 6.4 Any decisions on the L&Q owned part of the estate are for their own consideration and consultation with their residents. However it should be noted that the stock condition survey L&Q carried out showed that the repairs required included new roofs, new windows, insulation and cladding and the completion of decent homes works. All the aspects combined have led L&Q to conclude that refurbishment would not provide value for money.
- 6.5 Officers carried out a door-knocking exercise on 22nd October 2015 across Standlake Point, Newbridge Point, Radcot Point and Northmoor. They asked residents questions to find out more about their experiences living on the estate and for views of their home. Where tenants were not available to talk, a telephone number and e-mail address was given, and their feedback was subsequently included in the summary below. The consultation is not intended to provide an exhaustive overview, it was a first (or in some cases second) point of contact as part of an ongoing discussion, should the recommendations in this report be agreed.

- 6.6 Across the three point blocks, officers spoke to residents from 40 of the 120 households (a third of households). The residents officers spoke to in the three point blocks were generally happy with their accommodation and the service provided by Lewisham Homes. Half of the residents spoken to, however, raised specific issues about repairs and maintenance which have been reported back to Lewisham Homes for follow up. The largest complaint was about leaks. One recurrent issue raised by twelve of the residents of the point blocks was whether double glazing could be installed to improve insulation and reduce problems with condensation and mould.
- 6.7 The estate currently has a multi-use games court, a small climbing frame for younger children, garages, parking and green space. When asked about what facilities they currently used, residents' responses varied a lot. Perceptions on cleanliness and usability were also very varied. For example, one person commented on how good the caretaking was and another commented on refuse and dog fouling being barriers to them using the space. Security and lighting were also mentioned as things which could be improved. Some people raised concerns about antisocial behaviour in the communal parts of the blocks (especially the stairwells) and wider estate.
- 6.8 Views on the ball court were particularly mixed, with some people saying that it is noisy, and that it attracts people from off the estate. In particular there were concerns raised about young people who aren't residents from the estate hanging around the ball court. Play provision was cited as something which could be improved for all ages.
- 6.9 Generally people understood the Council's need to develop additional affordable housing and expressed their support and gratefulness for being able to rent in a Council property themselves. A couple of residents raised concerns about the potential impact of having more people living on the estate on parking and there being a general sense of overcrowding. A few people said that they would be more supportive of building new homes for people from within the existing local community.
- 6.10 At Northmoor, officers spoke to 9 of the 24 tenants. One person was particularly happy with their home, another was very dissatisfied with their home and others were generally satisfied with their homes, though a number of them said they would like more space. Tenants at Northmoor have generally lived in their properties for longer than the tenants of the point blocks, a number of people who officers spoke to have lived there for over 20 years.
- 6.11 Tenants said that they liked the estate, and used the Northmoor garden, although 2 raised problems with parking. Residents in this block were asked their views about proposals to build a modern over 55s block which they could move to. The general principle of development was generally supported by tenants, subject to more detailed discussions. One expressed some reservation about moving in their eighties, however, others were keen to have a lift, more space and modern facilities (including a bathroom with shower).

7. Next Steps

- 7.1 Officers would like to look at options for this estate in a number of ways.
- 7.2 There is a large area of Council owned vacant land on the estate to the west of the

point blocks where the multi-use games court and some car parking is currently located that could be used to build new Council homes. This could be a standalone project to help the delivery of the 500 new Council homes target by March 2015. However given that some of the existing Council homes on the estate are of poor quality and do not meet current housing standards it may be possible to build new homes for existing residents on this site freeing up further development opportunities elsewhere on the estate.

- 7.3 It is also clear that with the development of homes on the vacant land it may be possible to create an opportunity to work with L&Q on the longer term re-development of the wider estate. One possible approach could be to provide new specific over 55's housing for existing residents in Northmoor which would then free up that site for re-development by L&Q.
- 7.4 Officers would therefore like to progress two alternative sets of proposals for the Bampton estate: new Council development on the vacant land which could happen regardless and then also a potential wider regeneration scheme with L&Q. Officers intend to select an architect to develop the proposals for the vacant land.
- 7.5 Residents' views and input will be a vital part of this process. Officers from the Council and L&Q intend to consult with residents informally and formally throughout on the proposals as they develop. Some residents seem to be keen to set up a residents group and L&Q also would like to set up focus groups, either/ both will enable further discussions.
- 7.6 The results of the potential options and consultation with residents will be reported back to Mayor and Cabinet.
- 7.7 Officers would like to note some key assumptions:
- 7.8 Any reduction in the existing green space and removal of the current multi use games court will be carefully considered and discussed with residents and will be subject to formal consultation being undertaken. The Council will want to make sure that residents have access to amenities and green spaces and high quality public realm will form part of the design.
- 7.9 There are very high numbers of freeholders on the L&Q properties on Witney and Shifford Paths. Developing a scheme in partnership with L&Q could mean that the Council is requested to assist with using CPO powers should there be a compelling case to do so. We would expect an attractive and reasonable shared equity offer for resident freeholders comparable to others across the borough to enable home owners to stay in the area in the new development.
- 7.10 To protect and maximise the Council's financial and commercial position, Officers will be required to look at the optimal way to structure either of the options for potentially bringing forward new homes on this estate. This will include the use of appropriate procurement processes and this is discussed further in part 2 of this report.
- 7.11 Officers are therefore asking Mayor and Cabinet for approval to develop these alternative sets of proposals for further consideration by Mayor and Cabinet.

- 7.12 The timescales for any development of the vacant land are subject to consultation. They would also need to be looked at in the context of any potential wider regeneration scheme with L&Q should this proposal be agreed. However in supporting the target of 500 new Council homes by March 2018, this would mean:

Planning submission	Spring 2016
Planning approval	Summer 2016
Start on site	Autumn 2016
Completion	Spring 2018

These timescales are ambitious and will form part of further updates to Mayor and Cabinet.

- 7.13 The discussions to date with Council residents have highlighted a number of aspects to be addressed on the estate. Lewisham Homes will be looking at how best to respond to these, especially to benefit the residents in the point blocks which will remain in situ.

8. Legal implications

- 8.1 The Council has a wide general power of competence under Section 1 of the Localism Act 2011 to do anything that individuals generally may do. The existence of the general power is not limited by the existence of any other power of the Council which (to any extent) overlaps the general power. The Council can therefore rely on this power to carry out housing development and to act in an “enabling” manner with other housing partners.

- 8.2 The proposals referred to in this report are at an early stage of development. Detailed specific legal implications will be set out in subsequent reports to Mayor & Cabinet/Mayor & Cabinet (Contracts) as appropriate. Section 105 of the Housing Act 1985 provides that the Council must consult with all secure tenants who are likely to be substantially affected by a matter of Housing Management. Section 105 specifies that a matter of Housing Management would include a new programme of maintenance, improvement or demolition or a matter which affects services or amenities provided to secure tenants and that such consultation must inform secure tenants of the proposals and provide them with an opportunity to make their views known to the Council within a specified period. Section 105 further specifies that before making any decisions on the matter the Council must consider any representations from secure tenants arising from the consultation. Such consultation must therefore be up to date and relate to the development proposals in question. For this reason, it will be necessary to carry out formal Section 105 consultation on these proposals at the appropriate time and for the Mayor to consider the response to the consultation before any proposal is implemented.

9 Financial implications

- 9.1 The financial implications are contained in the Part 2 report.

10 Environmental Implications

- 10.1 There are no environmental implications arising directly from the recommendations set out in this report. The design stages of all sites under consideration under the New Homes, Better Places programme will address environmental issues through

the procurement of design partners and the planning process. The programme has a stated objective of improving places for existing residents as well as the residents who will benefit from the new homes.

11. Implications for Law & Order

- 11.1 The design for any new homes will incorporate recommendations from the police via the Secured by Design principles.

12. Equality Implications

- 12.1 The provision of new homes will help the Council to address the general shortfall of affordable housing in the borough. There are more than 8,000 households currently on the Council's waiting list for housing, and less than 1,500 properties become available each year. The New Homes Better Places programme helps to address this issue by directly adding to the Council's housing stock. The provision of new age specific homes for the over 55's will mean more of the boroughs aging population will have modern, high quality homes built to meet their ongoing housing needs.
- 12.2 An Equalities Analysis Assessment will be undertaken as part of the further work in order to assess the impacts of the proposals and this will be presented to Mayor and Cabinet for consideration along with the results of the Section 105 consultation.
- 12.3 The Equality Act 2010 (the Act) introduced a new public sector equality duty (the equality duty or the duty). It covers the following nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 12.4 In summary, the Council must, in the exercise of its functions, have due regard to the need to:
- eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act.
 - advance equality of opportunity between people who share a protected characteristic and those who do not.
 - foster good relations between people who share a protected characteristic and those who do not.
- 12.5 The duty continues to be a "have regard duty", and the weight to be attached to it is a matter for the Mayor, bearing in mind the issues of relevance and proportionality. It is not an absolute requirement to eliminate unlawful discrimination, advance equality of opportunity or foster good relations.
- 12.6 The Equality and Human Rights Commission has recently issued Technical Guidance on the Public Sector Equality Duty and statutory guidance entitled "Equality Act 2010 Services, Public Functions & Associations Statutory Code of Practice". The Council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to Chapter 11 which deals particularly with the equality duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as

recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can be found at: <http://www.equalityhumanrights.com/legaland-policy/equality-act/equality-act-codes-of-practice-and-technical-guidance/>

- 12.7 The Equality and Human Rights Commission (EHRC) has previously issued five guides for public authorities in England giving advice on the equality duty:
1. The essential guide to the public sector equality duty
 2. Meeting the equality duty in policy and decision-making
 3. Engagement and the equality duty
 4. Equality objectives and the equality duty
 5. Equality information and the equality duty
- 12.8 The essential guide provides an overview of the equality duty requirement including the general equality duty, the specific duties and who they apply to. It covers what public authorities should do to meet the duty including steps that are legally required, as well as recommended actions. The other four documents provide more detailed guidance on key areas and advice on good practice. Further information and resources are available at: <http://www.equalityhumanrights.com/advice-and-guidance/public-sector-equalityduty/guidance-on-the-equality-duty/>

13. Background papers and author

- 13.1 There are no background papers to this report.
- 13.2 For more information on this report please contact Rachel George, Strategic Housing on 020 8314 8146