

WANDSWORTH BOROUGH COUNCILHOUSING AND REGENERATION OVERVIEW AND SCRUTINY COMMITTEE –
17TH SEPTEMBER 2020EXECUTIVE – 28TH SEPTEMBER 2020Report by the Director of Housing and Regeneration on the Winstanley and York Road
(Latchmere) Regeneration scheme.SUMMARY

This report provides details of the latest position on the Winstanley and York Road regeneration scheme.

This includes completion of the first 46 new build flats for existing estate residents.

Assuming stage 2 approval can be secured from the Mayor of London, then it is hoped that construction of the next stage of the scheme can commence next year alongside completion of the new Battersea Baptist Church and Thames Christian School.

The report outlines work undertaken through lockdown with the Big Local Alliance and sets out the Joint Venture's (JV) commitment to forming a long-term partnership with local community groups.

Approval of the latest Local Lettings Plan will enable local residents needs to be met through the Council's Allocations Scheme.

The opportunity for the Council to take advantage of the JV agreement to acquire additional affordable units from the JV at Block 5A is also discussed.

The Director of Resources comments are included at paragraph 42.

GLOSSARY

CHP	-	Combined Heat and Power
ECSO	-	Energy Service Company
EINA	-	Equality Impact Needs Analysis
GAB	-	Get Active Battersea
GLA	-	Greater London Authority
HRA	-	Housing Revenue Account
JV	-	Winstanley Road-York Road Regeneration LLP
LPA	-	Local Planning Authority
MHCLG	-	Ministry of Housing, Communities and Local Government
MUGA	-	Multi-Use Games Area
PAC	-	Planning Applications Committee

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RECOMMENDATIONS

1. The Housing and Regeneration Overview and Scrutiny Committee are recommended to support the recommendations in paragraph 2. If they approve any views, comments or recommendations on the report, these will be submitted to the Executive or the appropriate regulatory and other committees for their consideration.
2. The Executive is recommended to:
 - (a) note the result of the Section 105 consultation undertaken under the 1985 Housing Act and agree the adoption of the Winstanley and York Road Local Lettings Plan, as explained in paragraphs 20 to 23;
 - (b) note the Winstanley and York Road Phasing Plan attached at Appendix 4;
 - (c) agree the lump sum payment system for tenants' reasonable reinstatement, as detailed in paragraphs 13 to 19;
 - (d) agree the proposal to revert to the procurement and sub-contracting clauses as set out in Schedule 8 of the Winstanley and York Road Joint Venture Management Agreement and to use Taylor Wimpey Central London as main contractor for Block 5, as explained in paragraph 30 and delegate agreement to the detailed sub-contracting terms, control mechanisms and contract governance to the Director of Housing and Regeneration; and
 - (e) agree that the Council should serve notice on the Winstanley and York Road Joint Venture and enter negotiations with the Joint Venture to acquire Block 5A of the scheme as explained in paragraphs 31 to 34.

INTRODUCTION

3. This report provides an update on the Winstanley and York Road regeneration scheme.
4. The hybrid masterplan planning application for the scheme was recommended for approval by the Local Planning Authority's Planning Applications Committee on 28th January 2020 and was, as required, referred to the Greater London Authority (GLA) for its stage 2 consideration. The application is still currently being considered by the GLA – it is unclear when the GLA intends to complete its deliberations. Paper No. 20-07 assumed a five month period for the GLA to consider the application and, therefore, anticipated a decision date of June 2020. There are key programme milestones and proposed actions which are dependent on a swift and positive response from the GLA. These are currently on hold and not able to progress until this response is received. These include the process to appropriate land for planning purposes enabling the construction of the social rent replacement housing at Block 5 and the commencement of the Compulsory Purchase Order process. The impact of this delay on scheme milestones and start dates will need to be reviewed once the timeline for response is clarified by the GLA.

NEW HOMES

5. The first phase of the scheme known as Land North of Grant Road was granted

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- planning permission in August 2018. This advanced phase, previously known as Phase 0, includes the first block of new Council social rent and shared equity homes in the regeneration scheme at the junction of Plough Road and Grant Road (originally known as Block 15A, now named Mitchell House), the re-provision of the existing Thames Christian School and Battersea Baptist Church, (Block 15B), a new, improved MUGA to replace the old Blue Pitch and a block of private for sale homes Duvall House, (Block 15C).
6. Despite the restrictions on working conditions imposed due to COVID-19, these sites remain on programme. Mitchell House, which comprises 46 new homes for existing social rent and shared equity estate residents, is scheduled to be complete and handed over to the Council next month. Residents from Scholey House, Kiloh Court and Jackson House will begin moving in from then. The accompanying new landscaped seating area and young children's' play area is also nearing completion. Block 15C (Duvall House) is scheduled to complete in December 2020 with all flats sold.
 7. There are photographs of the new buildings attached in Appendix 1.
 8. The COVID-19 restrictions have, however, delayed the residents' show home project where local young people were taken through the interior design process and were to be given a budget to decorate and furnish a new show flat in Mitchell House. It is hoped this project will now be able to proceed soon, but subject to any changes in COVID-19 restrictions. The show unit will offer the opportunity for residents in future phases to view the spec for the new homes. The allocated residents were provided their new home pack (Appendix 2) with their offer and viewed their property in early September through socially distanced viewings with the Regeneration Team.
 9. As reported previously, the Council has employed a specialist housing occupational therapist (HOT) in the Regeneration Team to help ensure that the new Council flats deliver accessible and inclusive housing. This input resulted in several improvements to the detailed design to reduce the costs of future adaptations including installing shower trays under all baths for wet-room conversions. The involvement of the HOT has also promoted the use of non-standard more domestic products for the wheelchair units (WCU's) as a result of which the WCUs have a more welcoming, domestic feel as opposed to the typical institutional look of these units. The photos supplied at Appendix 3 demonstrate this.
 10. Stage 4 design continues on Block 5 (71 Council social rent and shared equity flats and 63 Registered Provider shared ownership flats). The Council's flats will accommodate the remaining tenants and resident leaseholders from Scholey House, Kiloh Court and Jackson House. In line with the Residents' Offer, the Council social rent flats have been designed to meet the current and projected identified needs of existing households.
 11. Updated housing needs surveys have been undertaken over the summer on the following blocks: -
 - Arthur Newton House
 - Baker House
 - Holcroft House
 - Shepherd House

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- Gagarin House
- Farrant House

These have been undertaken to feed into the design of Blocks 6, 7 and 10 which is due to commence in the Autumn. Stage 4 design, updated housing needs surveys are currently being undertaken on Scholey House, Kiloh Court and Jackson House.

12. Discussions are ongoing with residents of Pennethorne House for the allocation of units in the offsites at Sphere Walk, Shuttleworth Road and Gideon Road. The current targeted completion date for those units is October 2021.

RESIDENTS OFFER

13. In October 2014, the Council published its offer to the secure tenants of the Winstanley and York Road Estate. The offer advised that each secure tenant who had held their tenancy for 12 months would be entitled to the statutory Homeloss Payment as set by central government, (minus any monies owed to the Council) as well disturbance payments to meet incurred costs of moving home. Disturbance payments are not subject to deductions for monies owed to the Council. The offer also provided that the new homes would come with fitted with floorings, blinds and white goods.
14. The first secure tenants will soon be moving into new built homes designed specifically to meet their needs, such as level access showers where required as well as incorporating their preferences including choices of carpets or wooden laminate, wall colours and ready hung blinds at their windows. All the items are the ongoing responsibility of tenants as is standard in their tenancy conditions. White goods have not been provided with these newly built properties.
15. Over 90 secure tenants on the Winstanley and York Road Estates have taken up offers via the early moves scheme. The Council seeks feedback from residents on the moves process and has identified that residents would find it helpful to be provided funds in advance of the moves to allow them to pick their own items, to order in advance and control more of the process themselves.
16. The disturbance payment would be considered to meet the commitment of the below items: -
 - (a) provision and professional connection of all white goods;
 - (b) disconnection/reconnection of light fittings etc.;
 - (c) redirection of mail for all of the adult household for three months;
 - (d) costs incurred for changes to contracts for television/internet;
 - (e) further window coverings/alterations if desired; and
 - (f) administrative costs of changes to driving licence/s, insurance details and similar.
17. This money would not include removal costs. These would be met through the Council utilising its existing removal contractors.
18. Based on the feedback from residents, it is recommended that advance disturbance payments should be offered to qualifying secure tenants as set out below. Payments would be made, when tenants sign their new tenancy, anticipated to be

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approximately six weeks before their move in date.

Bed size	Advanced payment
One	£1,700
Two	£2,000
Three	£2,250
Four upwards	£2,500

19. The total payment would be considered to be full payment to the tenants in relation to their disturbance claim for costs incurred.

SECTION 105 CONSULTATION WITH SECURE TENANTS

20. In line with the requirements of Section 105 of the Housing Act (1985) formal consultation with secure Council tenants impacted by the scheme was undertaken this summer. This consultation was authorised in Summer 2018 (Paper No. 18-161). The formal consultation was to confirm the phasing plan and the updated Local Letting Plan (LLP). The combined Winstanley and York Road/Alton LLP was previously approved in January 2020 (Paper No. 20-07). This updated plan reflects any changes as a result of the consultation and, crucially, separates the Winstanley and York Road LLP from the Alton LLP. The consultation papers are attached in Appendix 4.
21. The consultation commenced on 23rd July 2020 and ran until 31st August 2020.
22. There was 1 written response received in direct result of the consultation. It simply acknowledging the consultation. There were also 23 telephone calls in response to the consultation pack, including the phasing plan which updated the timeframes for development in light of the ongoing planning position with the GLA. These responses can be summarised as below: -
- (a) request to join the early moves queue;
 - (b) clarification of housing need of individual households as a result of children changing age at the time of delivery of new homes;
 - (c) additional household members to be added/removed from the Council's records;
 - (d) request a split tenancy;
 - (e) request whether there is space to move into Mitchell House; and
 - (f) leaseholders requesting for valuation.
23. The recommendation is that following the consultation that the Committee and Executive approve the updated Local Letting Plan and note the updated Phasing Plan both of which are attached at Appendix 4.

COMMUNITY ENGAGEMENT

24. The COVID-19 pandemic and the restriction on public gatherings has restricted the normal summer engagement programme on Winstanley and York Road. The Get Active Battersea Festival had to be cancelled and the Assemble and Join community design and carpentry project had to cease any further sessions from March onwards. Unfortunately, also, the inter-generational Assemble and Join project with local schools and the Chelsea Pensioners to make flower boxes for the perimeter of the

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Chelsea Flower Show had to be curtailed. It is hoped to be able to re-commence community sessions of Assemble and Join next year. Despite this unavoidable interruption the Assemble and Join project has been shortlisted for the Architects Journal Community Impact Award. The results of the competition will be announced in October.

25. The Regeneration Team are adapting their approach to engagement to try to counter some of the impact of social distancing. This includes ensuring leaflets and brochures are more detailed and explanatory and using distanced drop in sessions at 10/12 Lavender Road.
26. The JV has agreed to fund a joint project with the Big Local Alliance. The proposal is to promote and develop a new long-term partnership with the Alliance focussed around supporting the most vulnerable such as those with mental health issues and young people. The JV recognises that the disruption caused by the redevelopment and change process can impact local people and understands the importance of maintaining strong voluntary sector and informal community support mechanisms in ensuring the existing community spirit and strength in the Battersea area is not damaged by the process of change. The key organisations involved are ones which the Council's Regeneration Team already works closely with, in engaging with local people and stakeholders in the area and organising events such as the Battersea Festival. They are: -
 - (a) Carneys Community – a youth group centred around boxing;
 - (b) Katherine Low Settlement (KLS) – long standing charity supporting children, young people, old people, families, refugees and newly arrived communities;
 - (c) Providence House – long standing, faith-based youth support and youth centre;
 - (d) Caius House – youth club, alternative education, nursery and community hub; and
 - (e) St Peter's Church – Church of England church providing community support for families and older people.
27. These are effective, local organisations which have operated in Battersea for many years and with deep roots in the area. The JV will need to continue to work with them in order to effectively engage with the local community. By also building a longer partnership, it is hoped to avoid piecemeal, fragmented interventions and begin in time to impact the negative social and economic statistics associated with the area; particularly long-term unemployment and the underlying barriers to employment and community participation of isolation, depression and anxiety. Support will be given to assist people into work and training, but it is recognised that for some this may be a long-term goal and not an immediate outcome. The project also offers potential for cross-benefit with the work of the Regeneration Team and the JV in delivering the development scheme: -
 - (a) these organisations are, through their other operations and activities, able to assist the JV in talking to and engaging with elements of the local community that are otherwise "hard to reach";
 - (b) other JV expenditure will be coordinated to assist in meeting some of the aims of the project. For example, there will be significant expenditure on repairs to void flats and decorating new flats. Working closely with these

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organisations it is possible that this work could be undertaken by local people as part of training them for future work;

- (c) the JV and Regeneration Team officers encounter vulnerable people across the estate during the project. These may often be people who have not been picked up statutory services who, despite often having problems are only able to access limited or no statutory support. The JV will be able to refer these people not just to statutory services but to the services run by these organisations and more widely to maximise the benefits of services to those who are most appropriate to meet the needs of the individuals and communities; and
 - (d) there are significant opportunities for best practice working and joint learning within appropriate information sharing protocols.
28. The project relies heavily on being able to engage actively with local groups and development of this project has been substantially disrupted by COVID-19. The organisations involved have also been, understandably, concentrating their time and resources in working with the Council to support local people through the lockdown and pandemic. In recognition of the delayed start to the project, the JV agreed to divert some funding to work with the alliance and 'WasteNot WantNot Battersea' to run a food delivery service for vulnerable and shielding people from the vacant shop unit at Bramlands Close that was previously the Platform 1 cafe. This was run as part of the overall support network co-ordinated by the Council.
29. Nevertheless, some elements of the project have now been developed and a Volunteer Co-ordinator and a Youth Voice Co-ordinator have now been recruited and started work this month. As part of the project, plans are also worked up to use the currently vacant Platform 1 retail unit as a base for community support in general and training in food hygiene and cookery.

BLOCK 5 CONSTRUCTION CONTRACT

30. Paper No. 20-07 agreed changes to the JV procurement strategy to allow Taylor Wimpey South Thames to construct Block 5. The proposed amendment to the detail of the procurement strategy required a variation to this section of the JV Agreement and therefore the agreement of the Council as any changes to the agreement are Member level decisions. Discussions with the JV partner have continued since and the JV have proposed that instead of employing Taylor Wimpey South Thames, the construction contract would be with Taylor Wimpey Central London. Taylor Wimpey Central London have agreed to comply with the original terms for procurement and sub-contracting in the Joint Venture Agreement between the Council and Taylor Wimpey UK. There is a need for the detailed sub-contracting terms, control mechanisms and contract governance arrangements to be negotiated and it is proposed that final agreement of those terms should be delegated to the Director of Housing and Regeneration to ensure the Council's interests are adequately protected.

ACQUISITION OF BLOCK 5A

31. Under the Development Agreement, the Council has a pre-emption to acquire any new affordable housing or shared ownership housing built, as part of the scheme, in

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excess of the re-provided social rented or shared equity units. If the Council does not exercise its pre-emption the units will be sold to a Registered Provider. The Council is required to serve notice on the JV at least three months before construction of the block in question commences, if it is considering taking up the pre-emption. As set out in paragraph 10 above, Block 5 is now at the detailed design stage and is included in the detailed element of the planning application. Assuming permission is granted the intention is to begin construction of this block next year. Block 5 effectively operates at three separate buildings - Blocks 5B and 5C, contain 71 social rent and shared equity re-provided Council flats for existing residents in Scholey House, Kiloh Court and Jackson House with Block A consisting of 65 shared ownership flats.

32. On current programme, the 65 new shared ownership units would be complete and available by summer 2023. Should the Council wish to acquire these units this would be for a fixed price negotiated with the JV which would represent market value for shared ownership units in the area. The JV would pay the construction cost. This would not be funded from the Council's £150 million contribution to providing the re-provided Council properties. There may also be other costs in the event that the Council's specification or design revisions is more expensive than shared ownership.
33. Should the Council decide to exercise the pre-emption to acquire the flats then a negotiation over the final price would need to be undertaken with the JV. However, it is considered that a fixed price acquisition with construction risk sitting with the JV that should deliver new Council homes in around three years represents an attractive purchase, assuming acceptable terms can be agreed. The recommendation is that the Council should notify the JV of its intention to exercise the pre-emption and enter negotiations with the JV to acquire these properties.
34. This acquisition would be funded through the Council's Housing for All programme.

Penge House

35. Should the Council wish to acquire Block 5A then there is a secondary consideration as to whether to use the acquired units to re-house residents of Penge House.
36. In January 2020 (Paper No. 20-07), the Council decided in principle that both Penge House and Inkster House should be redeveloped rather than refurbished. However, the report at that time recognised that there was no short-term option available for decanting residents of either block. Residents of the two blocks were consulted in January 2020 on the need to redevelop and on the need for short term window repairs to be undertaken. The only proposal put to residents for decanting was to move into the new Council housing provided in the W/YR scheme after re-housing of other residents has been completed. On the current programme this would mean relocation of residents in 2029. The report further agreed that residents of these blocks should be offered the same terms as other residents in the regeneration area - leaseholders now have the option of selling to the Council on CPO terms and tenants are given an option to sign up for the regeneration early moves list.
37. At the consultation in January, the Council indicated to residents that if alternative options could be found to accelerate re-housing then these would be explored. These flats in Block 5A do potentially offer an alternative and faster re-housing option for Penge House residents. The new Block 5 is located very close to Penge

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House and could bring forward re-housing for these residents from 2029 to 2023. The attached Appendix 5 shows the location of Penge House in relation to the new Block 5A.

38. Prior to the consultation in January, consultations were held with residents of Penge and Inkster Houses to understand their aspirations and housing needs. In terms of need the results for Penge House were as follows: -

Housing Need of Penge existing residents: -

- 16 x 1 Beds (inc 1 Resident LH)
- 26 x 2 Beds (inc 6 Resident LH)
- 11 x 3 Beds
- 4 x 4 Beds
- **57 units in total**

The current proposed tenure of Block 5A is: -

- 35 x 1 Beds
- 25 x 2 Beds
- 5 x 3 Beds
- 0 x 4 beds
- **65 units in total**

An updated architectural study of Block 5A taking into account the housing needs survey identifies that the mix can be altered within the existing envelope of 5A to achieve the below mix: -

- 15 x 1 Beds
- 25 x 2 Beds
- 11 x 3 Beds
- 4 x 4 beds
- **55 units in total**

This would leave an unprovided shortfall of: -

- 1 x 1 Bed
- 1 x 2 Bed

However, there are already the following residents registered on the transfer queue: -

- 1 x 1 Beds
- 1 x 2 Beds
- 4 x 3 beds
- 3 x 4 Beds

39. The expansion of early moves and early buy out options can be expected to enable some of these residents to move and other residents to be bought out. Overall, it is considered that these design changes combined with a small change in occupiers through the early moves and buyout offers, mean that 5A can accommodate the residents of Penge House. Some residents of Penge also expressed a preference for living in a tower because of the views and this could also be accommodated.

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Initial informal discussions with Planning Officers have indicated that there would be no in principle objection to a change of tenure from shared ownership to social rent and shared equity or to the marginal loss of units through constructing larger units, on the basis that the number of habitable rooms is unlikely to change significantly. Furthermore, an early decision to proceed on this basis would enable the next stage of design by the JV to proceed on the understanding that the Council is the client for the buildings and would reduce the risk of abortive fees of later adapting the designs to the Council's bespoke needs.

40. The Council is already committed to re-housing residents of Penge House in new build housing. This initiative would enable Penge House residents to be re-housed six years ahead of the current anticipated timeline and would be able to provide them with new build accommodation built to their housing needs in very close proximity to their existing property. If the project is part of the 'Housing for All' programme, then funding is available to purchase the properties.
41. Penge House residents would need to be asked for their view of the re-housing proposal before this could be confirmed. However, the decision to proceed with acquiring these properties as affordable housing can be taken in any case prior to confirming their eventual occupiers. This report, therefore, recommends that the Council serves a pre-emption notice on the JV to acquire these properties and at the same time the Council would proceed with a consultation with Penge House residents concerning using these units for potential decant.

COMMENTS OF THE DIRECTOR OF RESOURCES

42. The Director of Resources comments that there are currently no budgets approved within the Housing Revenue Account capital programme nor provision made within the Business Plan specifically for the acquisition of Block 5A. There is, however, significant provision made for the Council's 1,000 Homes initiative should there be a business need to substitute this scheme in and accommodate as part of that programme to facilitate the decant of Penge House.

EQUALITY IMPACT NEEDS ANALYSIS

43. The Equality Act 2010 requires that the Council when exercising its functions must have "due regard" to the need to eliminate discrimination, to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and to foster good relations between persons who share a relevant protected characteristic and persons who do not share it. An Equality Impact Needs Analysis (EINA) was undertaken for the decision to adopt the Local Lettings plan for Winstanley and York Road and Alton in January 2020. This EINA found that there were five positive impacts and one neutral impact of this decision. Officers have reviewed that EINA and consider that the impacts remain as previously now that this Local Lettings Plan is solely for Winstanley and York Road.

SUPPORTING THE WANDSWORTH ENVIRONMENT AND SUSTAINABILITY STRATEGY (WESS)

44. In Winstanley and York Road, a carbon effective solution is proposed that is compatible with the fact that this is a densely occupied site with significant energy targets. In line with the London Plan the proposal is for a district heating network.

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45. It is envisaged that the landlord or an external Energy Service Company (ESCo) will be responsible for the provision of the two energy centres
46. The district heating system will contribute to an overall carbon emission reduction of 35 per cent for the site. Part of the first energy centre will contain a combined heat and power (CHP) solution as agreed in the detailed element of the planning application for Blocks 1, 5 and 6. The remainder of the scheme will be subject to a Reserved Matters (Planning) Applications and prevailing policy will be followed to provide alternative heat sources such as ground or air sourced heat.

CONCLUSION

47. The completion of the first 46 new build flats for the residents of Winstanley and York Road is a significant milestone in this project. These properties have been constructed to meet the housing needs of existing tenants and residents and incorporate adaptations agreed with individual residents to ensure these flats provide suitable long-term accommodation for the residents. The building also provides three bespoke wheelchair flats which can be used to meet a much needed demand for such units from the Council's overall Physical Disabilities Queue. The accompanying construction of 93 private for sale flats and JV financial incentives and local marketing at Block 15C has increased housing choice for wider Borough residents.
48. It is hoped that Stage 2 planning approval can now be swiftly progressed by the GLA which will allow construction to start next year on the next 71 Council flats for existing residents. In turn this will enable the demolition of Scholey House, Jackson House and Kiloh Court.

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8th September 2020

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) unless the report was published before May 2001, in which case the Democratic Services Manager (Ms Thayyiba Shaah – tel: 020 8871 6039; email thayyiba.shaah@richmondandwandsworth.gov.uk) can supply it if required.