



City of Westminster

# Committee Agenda

Title: **Cabinet**

Meeting Date: **Monday 10th July, 2017**

Time: **7.00 pm**

Venue: **Room 3.1, 3rd Floor, 5 Strand, London, WC2 5HR**

Members: **Councillors:**

Nickie Aiken (Chairman)	David Harvey
Heather Acton	Tim Mitchell
Daniel Astaire	Rachael Robathan
Danny Chalkley	Richard Holloway
Robert Davis, MBE, DL	Antonia Cox

Also attending: Councillors Richard Beddoe and Angela Harvey

**Members of the public are welcome to attend the meeting and listen to the discussion Part 1 of the Agenda**

**Admission to the public gallery is by ticket, issued from the ground floor reception at 5 Strand. If you have a disability and require any special assistance please contact the Committee Officer (details listed below) in advance of the meeting.**



**An Induction loop operates to enhance sound for anyone wearing a hearing aid or using a transmitter. If you require any further information, please contact the Committee Officer, Mick Steward, Head of Committee and Governance Services.**

**Tel: 7641 3134; Email: [msteward@westminster.gov.uk](mailto:msteward@westminster.gov.uk)  
Corporate Website: [www.westminster.gov.uk](http://www.westminster.gov.uk)**

**Note for Members:** Members are reminded that Officer contacts are shown at the end of each report and Members are welcome to raise questions in advance of the meeting. With regard to item 2, guidance on declarations of interests is included in the Code of Governance; if Members and Officers have any particular questions they should contact the Director of Law in advance of the meeting please.

## **AGENDA**

### **PART 1 (IN PUBLIC)**

**1. WELCOME**

**2. DECLARATIONS OF INTEREST**

To receive declarations by Members and Officers of the existence and nature of any personal or prejudicial interests in matters on this agenda.

**3. MINUTES - 5 JUNE 2017**

To approve the minutes of the meeting held on 5 June 2017.

**(Pages 1 - 4)**

**4. LEICESTER SQUARE DEVELOPMENT REVIEW - HUGUENOT HOUSE**

Report of the Executive Director, Growth, Planning and Housing, attached.

**(Pages 5 - 54)**

**5. EBURY BRIDGE ESTATE RENEWAL**

Report of the Executive Director, Growth, Planning and Housing, attached.

**(Pages 55 - 66)**

**6. WESTMINSTER CHINESE LIBRARY: RESPONSE TO PETITION**

Report of the Executive Director of City Management and Communities, attached.

**(Pages 67 - 70)**

**7. FEES AND CHARGES**

Report of the City Treasurer (To Follow)

**8. ANY OTHER BUSINESS**

**Charlie Parker  
Chief Executive  
30 June 2017**



CITY OF WESTMINSTER

## MINUTES

### Cabinet

#### MINUTES OF PROCEEDINGS

Minutes of a meeting of the **Cabinet** held on **Monday 5th June, 2017**, Room 3.6 and 3.7, 3rd Floor, 5 Strand, London, WC2 5HR.

**Members Present:** Councillors Nickie Aiken (Chairman), Antonia Cox, David Harvey, Tim Mitchell and Rachael Robathan.

**Also Present:** Councillor Angela Harvey.

**Apologies for Absence:** Councillors Heather Acton, Daniel Astaire, Danny Chalkley, Robert Davis MBE DL and Richard Holloway.

#### 1 WELCOME

1.1 The Leader welcomed everyone to the meeting.

#### 2 DECLARATIONS OF INTEREST

2.1 There were no declarations.

#### 3 MINUTES

##### 3.1 RESOLVED:

The Leader, with the consent of the Members present, signed the Minutes of the special meeting held on 27 March 2017 as a true and correct record of the proceedings.

#### 4 CITY HALL REFURBISHMENT

4.1 Councillor Tim Mitchell, Cabinet Member for Finance, Property and Corporate Services, introduced the item and explained that the proposals were the culmination of a large piece of work that had included a comprehensive procurement process.

4.2 Guy Slocombe, Director of Property Investments and Estates, then presented the report and began by stating that the proposed recommendations had resulted following a previous Cabinet decision on 25 May 2016 to approve

option 2 of a previous report to pursue a refurbishment of City Hall through self-development. Since then, temporary accommodation had been secured at 5 Strand and Portland House and the decanting from City Hall to these two locations had been completed. The design for the refurbishment of City Hall and a stage one tender for the construction works and the Pre-Construction Services Agreement for the refurbishment had also been completed.

4.3 Guy Slocombe advised that the Outline Business Case that had been submitted to the 25 May 2016 Cabinet meeting had been reviewed and it had been updated to form the Full Business Case, which had Gate 2 approval. There had also been substantial levels of governance overseeing the programme, including the City Hall Refurbishment Programme Steering Group chaired by Councillor Robert Davies MBE DL, a task group chaired by Councillor Brian Connell and an officer group chaired by the Chief Executive. The report sought the approval to award the building contract to the preferred contractor as set out in the confidential Part B report.

4.4 Steven Mair, City Treasurer, confirmed that all activities undertaken were within the City Hall Refurbishment Programme's agreed budget which included a contingency and that it was proposed that flexible capital receipts be used to fund qualifying revenue costs.

4.5 Councillor Antonia Cox enquired whether there had been any financial changes since the last assessment undertaken. Councillor Angela Harvey asked whether there were any plans to advertise letting opportunities on the building wrap to go around the City Hall building.

4.6 In reply, Guy Slocombe advised that rent levels had increased for higher floors but had remained around the same for lower floors. He confirmed that space would be made available at the City Hall Building hoardings to advertise letting opportunities.

4.7 **RESOLVED:**

1. That the award of the contract to the preferred contractor within the approved budget as detailed in the Part B report be approved.
2. That authority be delegated to the Director of Property, Investment and Estates and the Director of Law to award the contract and execute works.
3. That the use of flexible capital receipts to fund qualifying revenue costs up to a value of £27.1m be approved.

4.8 **Reasons for Decision:**

Approval of the recommendations contained within this report will enable the City Hall Refurbishment Programme to continue as planned and:

- Upgrade a building that is not compliant with current environmental legislation in order to support a more sustainable building in the future;

- Provide professional office accommodation more appropriate to the Council discharging its responsibilities;
- Improve the Council's ways of working for staff by encouraging modern working practices, in turn providing efficiencies and cost savings for the Council;
- Generate income from letting high quality surplus accommodation to support the Council's revenue budget;
- Reduce the environmental footprint of the Council's working practices;
- Reduce energy costs associated with the building;
- Increase staff satisfaction with their working environment;
- Improve the quality and function of Westminster City Hall.

**5 ANY OTHER BUSINESS WHICH THE CHAIRMAN CONSIDERS URGENT**

5.1 There was no additional business for the Cabinet to consider.

**6 EXEMPT REPORTS UNDER THE LOCAL GOVERNMENT ACT 1972**

6.1 That under Section 100 (A) (4) and Part 1 of Schedule 12A to the Local Government Act 1972 (as amended), the public and press be excluded from the meeting for the following item of business below because they involve the likely disclosure of exempt information on the grounds shown below and it is considered that, in all the circumstances of the case, the public interest in maintaining the exemption outweighs the public interest in disclosing the information.

**7 CITY HALL REFURBISHMENT PROGRAMME – PART B REPORT COVERING THE FINANCIAL CASE TO SUPPORT THE REFURBISHMENT OF AND RECANT TO WESTMINSTER CITY HALL**

7.1 The Cabinet considered a confidential report on the City Hall Refurbishment Programme.

The Meeting ended at 10.20 am.

**CHAIRMAN:** \_\_\_\_\_

**DATE** \_\_\_\_\_

This page is intentionally left blank



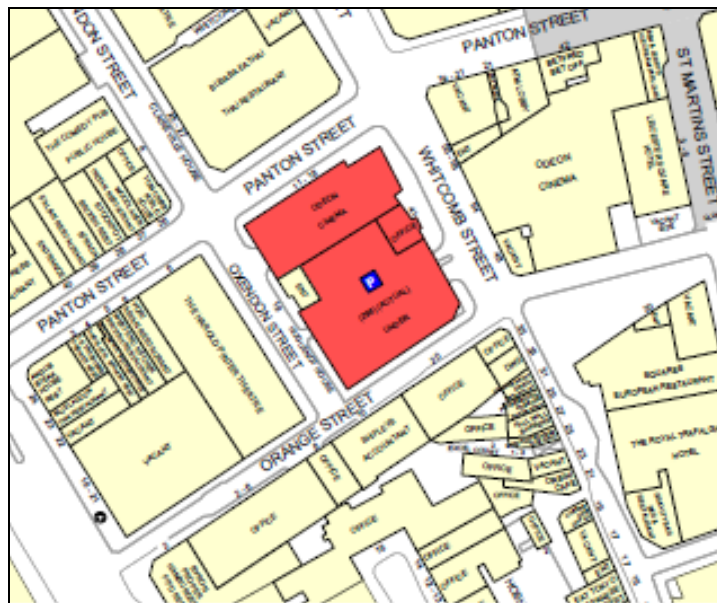
**City of Westminster**

## **Cabinet Report**

<b>Decision Maker:</b>	<b>Cabinet</b>
<b>Date:</b>	<b>10 July 2017</b>
<b>Classification:</b>	<b>General Release save for Appendix E as detailed below at paragraph 2.1</b>
<b>Title:</b>	<b>Leicester Square Development Review - Huguenot House</b>
<b>Wards Affected:</b>	<b>St James's</b>
<b>City for All:</b>	<p><b>The proposed scheme will meet the City Council's three year plan to create a City of Aspiration, Choice and Heritage.</b></p> <p><b>City of Aspiration- We will enable all our communities to share in the economic prosperity of our city.</b></p> <p><b>City of Choice- We will create opportunities for residents, businesses and visitors to make informed and responsible choices for themselves, their families and their neighbourhood.</b></p> <p><b>City of Heritage- We will protect and enhance Westminster's unique heritage so that every neighbourhood remains a great place to live, work and visit both now and in the future.</b></p>
<b>Key Decision:</b>	<b>That the Cabinet agrees to consider all options and provide officers with a preferred way forward.</b>
<b>Report of:</b>	<b>Executive Director Growth Planning and Housing</b>

1. **Executive Summary:**

- 1.1. This paper provides Cabinet with options for Cabinet’s consideration, from the do nothing (or maintenance only) options through to a full redevelopment option, for the island site (see the location plan in 1.2 below) bordered by Panton Street, Whitcomb Street, Orange Street and Oxendon Street, also known to Council officers as Huguenot House (the “Property”). The development proposals are summarised in the body of this paper.
- 1.2. Location Plan for the Property.



- 1.3. The City Council has a key role to play in the strategic development and place making of the Borough, with special attention to Westminster’s heritage sites and how they contribute to its economic growth. The Council has already laid out its ambitions to create a world class city in its ‘City for All’ programme and it has demonstrated this commitment with its support for business and through the creation of the West End Partnership, Leicester Square is a central part of the Councils ambition.
- 1.4. Huguenot House is an important Council owned asset located in a prominent Central London island location just off Leicester Square.
- 1.5. The site could improve the social, economic and environmental well-being of the area, and officers were asked to explore the opportunity to develop options for this site and to propose a deliverable solution that meets the Council’s aspiration for the area.



## 2. Recommendation

- 2.1. That Appendix E to this report be exempt from disclosure by virtue of the Local Government Act 1972, Schedule 12A, Part 1, paragraph 3 (as amended) in that these documents contain information relating to the financial or business affairs of any particular person (including the authority holding that information).
- 2.2. That the Cabinet notes the content of the report and considers the early analysis of all the options so far in relation to this property.
- 2.3. That the Cabinet notes and considers the feedback on all commercial and residential engagement and informal consultation undertaken so far in relation to the options noting the opposition to redevelopment from the Huguenot House Resident's Association).
- 2.4. That the Cabinet having considered the recommendations above, provides officers with a clear steer on the preferred option that best meets the Council's aspirations for the property subject to further formal consultation with all residents and occupiers.
- 2.5. That the Cabinet confirms which development option should be progressed (as agreed in recommendation 2.4) by the development team and subject to providing a report back to Cabinet with a full analysis of the feedback from a formal consultation with residents , commercial occupiers and local stakeholders, the preferred option will be compared to the current 4 options as noted in 6.3 of this report.
- 2.6. That the Cabinet approves expenditure from the General Fund capital budget to enable the team to progress the design and cost certainty of the preferred option by procuring a multidisciplinary design team, surveys and professional services to advance the preferred option to RIBA Stage 2 .Officers are instructed to develop the final business case in parallel with the design process, working with the City Treasurer to seek a recommendation to proceed with that option from the Capital Review Group.

## 3. Reason for the Decision

- 3.1. A revised City for All programme has been launched with three new key priorities. These were to put civic leadership and responsibility at the heart of all we do, to promote opportunity and fairness across the city and to set the standards for a world class city. The development proposals for the Property will enable the Council to best meet its 'City for All' aspirations as follows:-
  - Civic leadership and responsibility; the options include proposals which will provide an enhanced rental income from the asset in support of the Council's fiscal demands and asset retention. The Council's objective to create new business space, homes and

entertainment space will be met through redevelopment and an increase in the density and quality of the final product above the current provision.

- Promote opportunity; the options include proposals to create new jobs and employment opportunities in the office, retail and leisure market as a result of an improved office space, cinema and public parking provision. The number of estimated operational jobs range from between 327 to 598 depending on the option. In addition to this, if a redevelopment option is selected; further jobs will be created during the construction phase, creating further economic prosperity within Westminster.
- A world class city; the options for the Property will add to the built environment and revitalise an uninviting area of the West End through the enhancement of the public realm, encouraging further regeneration and footfall in the vicinity and making it a safer, attractive and more vibrant location.

3.2. The Council has an obligation to manage its corporate property assets in a commercial and professional manner generating revenue to support the General Fund with revenue income wherever possible.

- As fiscal pressure increases across Local Government the Council must apply a more commercial approach to management of its business and the assets it holds.
- The Council holds a property portfolio of approximately 770 buildings. About 370 buildings are properties held for investment purposes (incorporating 930 commercial tenancies generating rental income for the Council) and 400 are operational properties (schools, depots, care homes, offices, libraries etc.).
- Real Property provides a significant opportunity for releasing revenue growth and the Council is taking a more commercial approach to the management and investment of its estates. Westminster's property strategy focuses on portfolio rationalization, development and new investment.
- A substantial pipeline of potential development has been identified and projects are on-going. Investment in development will provide considerably higher returns than standing investment, especially where the land is already owned. However, development programmes take long periods to deliver.

3.3. The Heart of London Business Alliance operates two Business Improvement Districts, representing 500 businesses in the 'Piccadilly & St James's' and 'Leicester Square & Piccadilly Circus' areas. Their purpose is to support the commercial wellbeing of the businesses and organisations they represent, and they have identified and reviewed the four streets bounding the Property and recommended them for improvement.

- 3.4. The West End Partnership (WEP) has a 15-year vision to deliver an initial £500m of improvements to the area. The overall goal is to deliver growth as well as maintain cultural character, with additional revenue that the expected growth produces put back in to improvements in the physical and social infrastructure to help sustain jobs and, most importantly, make a tangible difference to the lives of people who live, visit and work in the West End. The proposals for the Property support the aspirations of the WEP.
- 3.5. The Cabinet's recommendation will align with the Council's role in borough, to support growth through City for All and other programmes which support the opportunity to grow the local economy, develop employment opportunities, and create great places all with the wider public benefit in mind. Specifically considering the following:-
- Leicester Square is an historic area and world famous tourist destination.
  - Huguenot House sits centrally within 'Theatreland', an area noted globally for its diverse performing arts scene.
  - The 2014 'London Theatre Report' commissioned by The Society of London Theatre and the National Theatre highlighted the importance of London's 'Theatreland' and the economic contribution of the Arts. Audiences in London have an un-matched variety of theatre and theatres on offer, with Westminster alone accounting for more than a third of London's theatre capacity. In 2012/13 more than 22 million people attended London theatre performances with over £600m taken at the box office, making London the biggest theatre city in the world. 'Theatreland' is also a major attraction of visitors to London, with nearly a quarter of holiday visitors who stay in London visiting the theatre.
  - A 2017 report from the 'New West End Company' projected that the opening of the Crossrail Elizabeth Line and the two West End stations (due to open December 2018) would result in welcoming an additional 60 million people to the area annually from 2020; increasing the 200 million annual visits by almost a third. This opportunity also brings with it the challenge to create an area that can physically accommodate this increase of visitors within already congested public spaces.
  - Crossrail will act as an economic catalyst for London's West End; bringing benefits to businesses, visitors, employees and residents through the generation of thousands of new jobs, millions of pounds in greater customer spend and additional income streams for WCC to spend on local priorities.
  - Redevelopment will allow for the enhancement of the currently poor public realm surrounding the site through; the creation of streets of long lasting traditional quality, the enhancement of vistas and existing public spaces, and improved paving and less street clutter, which will provide an enriched environment and way finding with ease and enjoyment for all, including those with limited mobility.
  - Employment through the creation of new or refurbished long-term commercial office space.

- 3.6. In line with HM Treasury Green Book advice, the qualitative benefits of Options 2, 4A and 4A\* (described below) have been weighted and scored. A weight (0 to 100) has been applied to each benefit criterion, reflecting its relative importance, with a score (1 to 10) given to each option in terms of how well it delivers the benefits associated with each benefit criterion. The respective weights and scores have then been multiplied together to provide a total weighted score. The benefit criterion directly links back to the project objectives.

Benefit criterion	Weight	Option 2		Option 4A		Option 4A*	
		Score	Weight x score	Score	Weight x score	Score	Weight x score
<i>Contribute to regeneration</i>	40%	2	0.8	8	3.2	7	2.8
<i>Contribute to economic growth</i>	40%	3	1.2	7	2.8	4	1.6
<i>Contribute to placemaking</i>	20%	1	0.2	6	1.2	6	0.04
<b>Total</b>	<b>100%</b>		<b>2.2</b>		<b>7.2</b>		<b>4.44</b>

#### 4. Introduction

- 4.1. A Strategic Outline Case (SOC) that considered multiple options for the future of the Huguenot House site was reviewed by WCC's Capital Review Group (CRG) in October 2015. While the CRG does not grant approval, they were content that the project team should prepare this Cabinet Report to inform the Cabinet and seek a steer on the preferred option. The SOC does not recommend a preferred option but notes the pros and cons of each option and will form the basis of an Outline Business Case (OBC) which will be built upon the agreed strategic direction for the project as agreed by the Cabinet, prior to proposing a preferred option to be progressed to a Full Business Case (FBC) stage.
- 4.2. The Property is an important WCC asset in a prominent Central London island site just off Leicester Square. In the opinion of the Council's design team, it is a poor-quality building of no architectural merit and is not in keeping with the surrounding neighbourhood, which is subject to major regeneration and public realm improvements.
- 4.3. The Property incorporates mixed usage including a cinema, offices, a 247-space public car park and 35 residential flats within a 1960's building. The majority of the flats were sold off during the 1980's on long leases through Right-to-Buy. WCC owns ten of the flats with control of three further flats (two via secure tenancy and one caretaker flat with a 4 week Notice to Quit) and should the larger development options be preferred, WCC will be required to acquire the balance to facilitate a full redevelopment. The Council will fulfil its statutory duty to rehouse

the two secure tenants, and whilst the Council does not have a duty to rehouse the live-in caretaker, it is anticipated that due to the detrimental impact of the loss of both the caretaker's livelihood and home officers would look to rehouse if required.

4.4. The Property is approaching the end of its economic life and professional advice has stated it will require significant expenditure which is unlikely to be recoverable from the commercial tenants. The income from the commercial tenants is also set to decrease over the next two years as lease expiries approach.

4.5. The existing usage areas for the Property are as follows:

<b>Use</b>	<b>Floor</b>	<b>GIA (sqft)</b>	<b>Approx. NIA (sqft)</b>	<b>% split</b>	<b>Notes</b>
Residential	3 to 7	23,000	18,400	16%	Includes 2 secure tenants.
Office	1 to 2	10,000	8,000	7%	Both office floors are now vacant. They are currently being marketed but have gained very little interest as they are no longer 'fit for purpose' for the current market.
Cinema	G to B1	9,000	8,100	6%	Managed by Odeon.
Car Park	2 to B4	103,000	N/A	71%	Of the 247 spaces in the car park, only 15% to 20% is utilised during the week. The car park operator has confirmed that they would support the removal of the car park in this location.
<b>Total</b>	<b>N/A</b>	<b>145,000</b>		<b>100%</b>	

## 5. Existing Building and Proposed

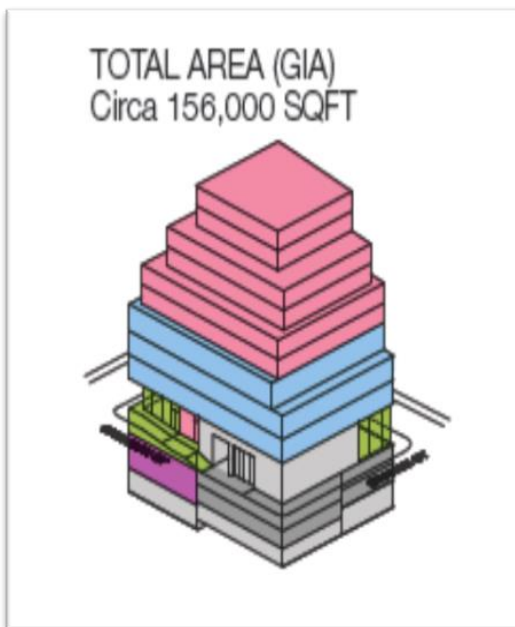
View 1: Panton Street & Oxendon Street Corner



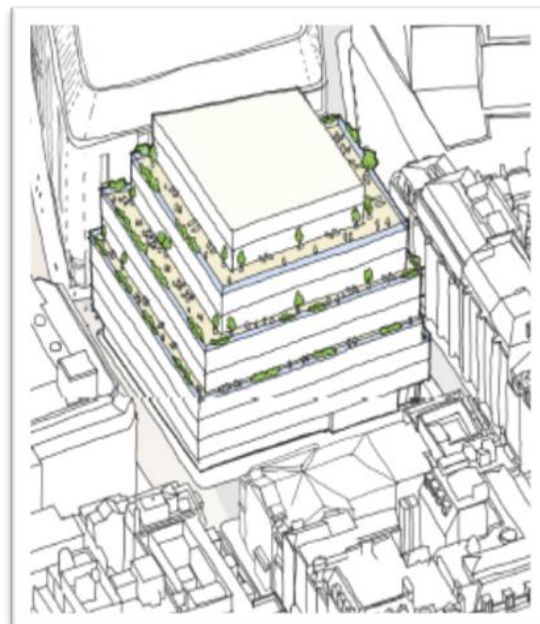
View 2: Whitcomb Street & Orange Street



Indicative Artistic Impression



Indicative Massing (not a design proposal)



## 6. Summary

- 6.1. This report seeks to demonstrate that a number of deliverable project options exist but does not presume to anticipate which one(s) the Cabinet may favour.
- 6.2. In line with HM Treasury guidance all options are examined in detail against the Strategic, Economic, Commercial, Financial and Management Cases for the project. To assist in this process a professional team has been assembled, including AHMM (architects), JLL (property specialists) with support from AMION Consulting (economics analysts).
- 6.3. The options being considered in the paper are:-
  - Option 1 – maintenance only (do nothing)
  - Option 2 – do minimum (minor refurbishment)
  - Option 3 – sale
  - Option 4 – redevelopment (multiple options A – E are considered)
- 6.4. Following feedback from the Executive Management Team (EMT) in May 17, the project team have expanded on redevelopment Option 4. Within Option 4, the following are considered, of which Options 4A, 4A\*, 4B and 4C are the focus of this paper alongside Option 2.
  - **Option 4A** – Mixed use scheme of cinema, retail, office and residential (94% private sales and 6% affordable). Policy Compliant<sup>1</sup>.
  - **Option 4A\*** - Mixed use scheme of cinema, retail, office and residential (65% private sales and 35% affordable). Overprovision of affordable housing.
  - **Option 4B** – Office led mixed use scheme of cinema, retail, office and residential (to match existing residential). Policy compliant.
  - **Option 4C** – Office only scheme on upper floors with cinema and retail at ground and basement. Non-policy compliant.
  - **Option 4D** – Residential led mixed use scheme of cinema, retail, office (to match existing provision) and residential. Non-policy compliant.
  - **Option 4E** – Residential only scheme on upper floors with cinema and retail at ground and basement. Non-policy compliant.

---

<sup>1</sup> Policy Compliant for the residential elements assumes a re-provision of all tenure types and where the area exceeds the current residential area by more than 1,000 sqm, that additional affordable units are included in line with the current policy.

These options are considered in Table 1 below.

6.5. A formal pre-app was held with the most policy compliant scheme (Option 4A), on 16 February 2017 with Planning Officers and Highway and Conservation colleagues.

6.6. Formal feedback has now been provided which is largely positive.

**Table 1: Options being considered and clarity on deliverables**

Option	Description	Shortlisted in the SOC?	RAG												
1	<p><b>MAINTENANCE ONLY</b></p> <p>This is not considered to be a viable option due to the need to maintain and safeguard the existing income. In excess of 70% of the income is secured on the car park lease which is widely considered a decreasing investment class in the Borough. The operator of the car park at the Property, Q-Park, has confirmed they would support the removal of the car park in this location.</p> <p>This would be a missed opportunity to contribute to and lead on regeneration in the surrounding area. There is also the increasing risk of diminishment of WCC's revenue income. There would be the need to make a substantial capital investment in the Property for limited / no return.</p> <p>The Council will be in breach of EPC regulations if works are not carried out by April 2018, bringing with it both reputational and financial risk.</p>	<p><b>Comparator</b></p> <p>The Property is approaching the end of its life and without significant investment it will be unable to serve its purposes. The Council will be in breach of its communal obligations if works are not carried out by April 2018 to meet EPC requirements, bringing with it both financial and reputational risk.</p>													
2	<p><b>DO MINIMUM (REFURBISHMENT)</b></p> <p>This option allows for new plant and upgrade to the communal areas to be provided to the residential and commercial areas, new lifts, window replacement and gas boilers in each of the residential units. A minor refurbishment of the office accommodation would also be undertaken.</p> <p>A light touch refurbishment would not provide an improved engagement of the city block with the surrounding public realm.</p> <p>The office accommodation is not 'fit for purpose' given the small inefficient floor plates, low floor to ceiling heights (2.4 metres compared to BCO standards of 2.7 metres) and sub-standard specification. A refurbishment of the offices would not materially improve the current investment value due to these factors.</p> <p>The same issues as Option 1 would be experienced <u>in addition</u> to an inferior financial profile due to the increased capital expenditure as well as the assumption that the refurbishment would be immediate.</p>	<p><b>Comparator</b></p> <p>Undertaking works will not result in the investment value nor income return materially changing from the current value.</p>													
3	<p><b>SALE</b></p> <p>The investment strategy of WCC is to hold onto assets long term to provide a sustainable income source. A sale of the Property would deviate from this strategy.</p> <p>A sale prior to redevelopment would not realise the development potential and the pricing would reflect the current low investment value.</p> <p>A sale prior to securing vacant possession and planning permission would attract very few purchasers due to the uncertainty surrounding deliverability and dealing with current residential occupiers. Soft market testing of leading property companies has confirmed this view.</p>	<p>Conflicts with WCC's agreed strategy to retain and work assets.</p>													
4A	<p><b>REDEVELOPMENT – MIXED USE SCHEME</b></p> <p>This option extends to 165,000 sqft GIA and 93,000 sqft NIA from Basement Level 4 (development within the existing basement area) up to Level 9 above ground. The use, area and split is as follows:</p> <table border="1" data-bbox="245 1808 773 1892"> <thead> <tr> <th>Use</th> <th>Floor</th> <th>NIA (sqft)</th> <th>% split</th> </tr> </thead> <tbody> <tr> <td>Residential</td> <td>4 to 8</td> <td>35,300</td> <td>38%</td> </tr> <tr> <td>Office</td> <td>1 to 3</td> <td>35,100</td> <td>38%</td> </tr> </tbody> </table>	Use	Floor	NIA (sqft)	% split	Residential	4 to 8	35,300	38%	Office	1 to 3	35,100	38%	<p>Provides a mixed-use scheme with the benefit of capital receipts from residential sales and rental income from the balance of the scheme which meets the objectives of the Council and is supported by Town Planning Colleagues.</p>	
Use	Floor	NIA (sqft)	% split												
Residential	4 to 8	35,300	38%												
Office	1 to 3	35,100	38%												



	<table border="1"> <tr> <td>Retail</td> <td>G to B1</td> <td>12,500</td> <td>13%</td> </tr> <tr> <td>Cinema</td> <td>G to B3</td> <td>9,100</td> <td>11%</td> </tr> <tr> <td><b>Total</b></td> <td><b>n/a</b></td> <td><b>92,000</b></td> <td><b>100%</b></td> </tr> </table> <p>The option also includes a car park at Level B2 which can accommodate up to 14 spaces.</p> <p>There are 49 flats proposed in total, 46 of which will be private sales, 2 social rented (re-provide within scheme) and 1 affordable unit. This has been done on the specific request of WCC planning department in line with planning policy.</p> <p>Advantages of Option 4A include:</p> <ul style="list-style-type: none"> <li>• An increase in the residential accommodation above the current provision (+89%) – 44,000 sqft GIA compared to 23,267sqft GIA</li> <li>• An increase in the office accommodation above the current provision (+340%) – 44,000 sqft GIA compared to 9,971 sqft GIA</li> <li>• Addition of an affordable housing unit in the redevelopment</li> <li>• Re-provision of two social rented apartments in the redevelopment</li> </ul> <p>This option was presented at a formal pre-app in February 2017. Positive feedback has subsequently been provided by WCC planning department. This scheme is policy compliant and provides a mixed used scheme to generate significant rental income to meet the Council's 'City for All' aspirations.</p>	Retail	G to B1	12,500	13%	Cinema	G to B3	9,100	11%	<b>Total</b>	<b>n/a</b>	<b>92,000</b>	<b>100%</b>														
Retail	G to B1	12,500	13%																								
Cinema	G to B3	9,100	11%																								
<b>Total</b>	<b>n/a</b>	<b>92,000</b>	<b>100%</b>																								
4A*	<p><b>REDEVELOPMENT – MIXED USE SCHEME 35% Affordable Housing</b></p> <p>This option is identical in massing and use split to Option 4A with the exception of the split in tenure for the residential, where 35% will be affordable and the balance (65%) private sales. Based on an area of 35,300 sqft, 35% equates to 12,355 sqft. There are 49 flats proposed in total, 35 of which will be private sales. Assuming an area of 80 sqm (861 sqft) with a £250k Affordable Housing Grant per affordable unit, 14 affordable units would be provided.</p> <p>Increasing the mix of affordable housing on a mixed tenure scheme has various implications: (1) increasing the social housing above 10 units will have a detrimental impact on the sales rate and take up of the private residential units if no separate access is provided; (2) a separate entrance at ground floor for the affordable housing would have to be incorporated, reducing gross to net building efficiencies, potentially an impact on net office and residential space on the upper floors and losing highly valuable retail space to provide for this, which in turn has no value; (3) incorporating an additional layer of use / tenure in what is already a complicated mixed use site is an unnecessary design burden; (4) affordable pricing is significantly below private values thus financially incompatible and (5) the presence of such a large quantum of affordable housing may detract office occupiers and reduce headline rents achieved thus reducing investment returns.</p>	Provides a mixed-use scheme with significant contribution to affordable housing; however, it will have a detrimental impact on the private residential sales and take up, a reduction in values on affordable pricing versus private, may detract office occupiers, thus affecting a key objective of the project in securing a return on the investment																									
4B	<p><b>REDEVELOPMENT – OFFICE LED SCHEME</b></p> <p>This option extends to 160,000 sqft GIA and 89,100 sqft NIA from Basement Level 4 up to Level 8 above ground. The use, area and split is as follows:</p> <table border="1"> <thead> <tr> <th>Use</th> <th>Floor</th> <th>NIA (sqft)</th> <th>% split</th> </tr> </thead> <tbody> <tr> <td>Residential</td> <td>5 to 7</td> <td>22,300</td> <td>25%</td> </tr> <tr> <td>Office</td> <td>1 to 4</td> <td>45,200</td> <td>51%</td> </tr> <tr> <td>Retail</td> <td>G</td> <td>12,500</td> <td>14%</td> </tr> <tr> <td>Cinema</td> <td>G to B3</td> <td>9,100</td> <td>8%</td> </tr> <tr> <td><b>Total</b></td> <td><b>n/a</b></td> <td><b>89,100</b></td> <td><b>100%</b></td> </tr> </tbody> </table> <p>The option also includes a car park at Level B2 which can accommodate up to 14 spaces.</p> <p>This option provides an increase in the residential accommodation (by area) above the current provision (+28%). The two social rented units will be re-provided in addition to 1 affordable unit, however the actual number of residential units provided on site (29) would be less than current (35).</p> <p>This option matches the proposed residential to the current residential area. It is supported from a land use perspective however the small amount of residential is likely to deter a joint venture partner on viability grounds. WCC planning department has advised that affordable housing will need to be provided on site, which this option could accommodate but it would reduce the amount of private residential to unsustainable levels and negatively affect residential sales values</p>	Use	Floor	NIA (sqft)	% split	Residential	5 to 7	22,300	25%	Office	1 to 4	45,200	51%	Retail	G	12,500	14%	Cinema	G to B3	9,100	8%	<b>Total</b>	<b>n/a</b>	<b>89,100</b>	<b>100%</b>	It is supported from a land use perspective however the small amount of residential is likely to deter a joint venture partner on viability grounds.	
Use	Floor	NIA (sqft)	% split																								
Residential	5 to 7	22,300	25%																								
Office	1 to 4	45,200	51%																								
Retail	G	12,500	14%																								
Cinema	G to B3	9,100	8%																								
<b>Total</b>	<b>n/a</b>	<b>89,100</b>	<b>100%</b>																								
4C	<p><b>REDEVELOPMENT – OFFICE ONLY SCHEME</b></p>	No residential on site (private or affordable) is contrary to																									

	<p>This option extends to 160,000 sqft GIA and 85900 sqft NIA from Basement Level 4 up to Level 8 above ground. The use, area and split is as follows:</p> <table border="1" data-bbox="245 262 680 405"> <thead> <tr> <th>Use</th> <th>Floor</th> <th>NIA (sqft)</th> <th>% split</th> </tr> </thead> <tbody> <tr> <td>Office</td> <td>1 to 7</td> <td>64,300</td> <td>74%</td> </tr> <tr> <td>Retail</td> <td>G to B1</td> <td>12,500</td> <td>14%</td> </tr> <tr> <td>Cinema</td> <td>G to B3</td> <td>9,100</td> <td>12%</td> </tr> <tr> <td><b>Total</b></td> <td><b>n/a</b></td> <td><b>85,000</b></td> <td><b>100%</b></td> </tr> </tbody> </table> <p>The option also includes a car park at Level B2 which can accommodate up to 14 spaces.</p> <p>This option assumes an office only scheme on the upper floors with ancillary commercial use at ground and basement levels. Whilst office use has been given more protection from a land use perspective, no residential on site (private or affordable) is contrary to planning policy. Off-site provision of residential or payment in lieu is not acceptable. This is not a deliverable scheme without the option of an available donor site. Potential donor sites are being considered however this route is still contrary to planning advice, notwithstanding any complications delivering this option.</p>	Use	Floor	NIA (sqft)	% split	Office	1 to 7	64,300	74%	Retail	G to B1	12,500	14%	Cinema	G to B3	9,100	12%	<b>Total</b>	<b>n/a</b>	<b>85,000</b>	<b>100%</b>	<p>planning policy. Off-site provision of residential or payment in lieu is not acceptable to the WCC planning authority.</p>				
Use	Floor	NIA (sqft)	% split																							
Office	1 to 7	64,300	74%																							
Retail	G to B1	12,500	14%																							
Cinema	G to B3	9,100	12%																							
<b>Total</b>	<b>n/a</b>	<b>85,000</b>	<b>100%</b>																							
<p><b>4D</b></p>	<p><b>REDEVELOPMENT – RESIDENTIAL LED SCHEME</b></p> <p>This option extends to 160,000 sqft GIA and 94,000 sqft NIA from Basement Level 4 up to Level 9 above ground. The use, area and split is as follows:</p> <table border="1" data-bbox="245 821 527 976"> <thead> <tr> <th>Use</th> <th>Floor</th> <th>NIA (sqft)</th> <th>% split</th> </tr> </thead> <tbody> <tr> <td>Office</td> <td>1</td> <td>13,000</td> <td>14%</td> </tr> <tr> <td>Residential 2-9</td> <td></td> <td>64,000</td> <td>68%</td> </tr> <tr> <td>Retail</td> <td>G to B1</td> <td>10,000</td> <td>11%</td> </tr> <tr> <td>Cinema</td> <td>G to B3</td> <td>7,000</td> <td>7%</td> </tr> <tr> <td><b>Total</b></td> <td><b>n/a</b></td> <td><b>94,000</b></td> <td><b>100%</b></td> </tr> </tbody> </table> <p>Also included is a 76-space car park at basement level.</p> <p>This option matches the proposed office to the current office area. The option is supported from a land use perspective however the small amount of office will not generate sufficient long term income for WCC. A large car park is considered an ineffective use from an investment perspective and is not required to meet planning or use requirements. The loss of the car park is acceptable so long as Policy TRANS 25 on parking can be met.</p>	Use	Floor	NIA (sqft)	% split	Office	1	13,000	14%	Residential 2-9		64,000	68%	Retail	G to B1	10,000	11%	Cinema	G to B3	7,000	7%	<b>Total</b>	<b>n/a</b>	<b>94,000</b>	<b>100%</b>	<p>The small amount of office will not generate sufficient long term income for WCC. This is not the correct balance of uses.</p>
Use	Floor	NIA (sqft)	% split																							
Office	1	13,000	14%																							
Residential 2-9		64,000	68%																							
Retail	G to B1	10,000	11%																							
Cinema	G to B3	7,000	7%																							
<b>Total</b>	<b>n/a</b>	<b>94,000</b>	<b>100%</b>																							
<p><b>4E</b></p>	<p><b>REDEVELOPMENT – RESIDENTIAL ONLY SCHEME</b></p> <p>This option extends to 160,000 sqft GIA and 98,000 sqft NIA from Basement Level 4 up to Level 9 above ground. The use, area and split is as follows:</p> <table border="1" data-bbox="245 1323 660 1463"> <thead> <tr> <th>Use</th> <th>Floor</th> <th>NIA (sqft)</th> <th>% split</th> </tr> </thead> <tbody> <tr> <td>Residential</td> <td>1 to 9</td> <td>81,000</td> <td>83%</td> </tr> <tr> <td>Retail</td> <td>G to B1</td> <td>10,000</td> <td>10%</td> </tr> <tr> <td>Cinema</td> <td>G to B3</td> <td>7,000</td> <td>7%</td> </tr> <tr> <td><b>Total</b></td> <td><b>n/a</b></td> <td><b>98,000</b></td> <td><b>100%</b></td> </tr> </tbody> </table> <p>Also included is a 76-space car park at basement level.</p> <p>This option assumes a residential only scheme on the upper floors with ancillary commercial use at ground and basement levels. No office accommodation being provided is contrary to planning policy. No long-term income will be generated as the residential will be sold off.</p>	Use	Floor	NIA (sqft)	% split	Residential	1 to 9	81,000	83%	Retail	G to B1	10,000	10%	Cinema	G to B3	7,000	7%	<b>Total</b>	<b>n/a</b>	<b>98,000</b>	<b>100%</b>	<p>No office accommodation being provided is contrary to planning policy. No long-term income will be generated as the residential will be sold off.</p>				
Use	Floor	NIA (sqft)	% split																							
Residential	1 to 9	81,000	83%																							
Retail	G to B1	10,000	10%																							
Cinema	G to B3	7,000	7%																							
<b>Total</b>	<b>n/a</b>	<b>98,000</b>	<b>100%</b>																							

6.7. The main findings from the SOC using the five case headings are noted below.

**Table 2: Five Case Headings Results**

CASE	RESULTS
<b>Strategic</b>	There are very strong policy drivers. These include making best use of public assets; creating jobs; securing long-term income stream and improving public realm. These outcomes fit well with the Council's 'City for All' ambitions.
<b>Economic</b>	A detailed appraisal of the options short-listed at SOC stage has been undertaken. The analysis demonstrates that the project has the clear potential to generate significant additional economic activity and jobs.
<b>Commercial</b>	JLL has been appointed Development Manager up to RIBA Stage 1 (pre-application advice) and in the event a redevelopment option is progressed, will be appointed, along with the design team, to progress a planning application on behalf of the Council. The delivery strategy is yet to be decided although it is likely that the Council may consider a direct development through the appointment of a Development Manager.
<b>Financial</b>	The capital costs and deficit after capital receipts income (from the sale of residential units) of the different options range-with only option 4A being within the capital programme budget. Annual revenue surplus ranged per annum against the current income budget. During the development period, there are revenue costs against budget due to the loss of income and financing costs, this is expected to take between 23 and 28 years to repay.
<b>Management</b>	An internal Project Engagement Manager will oversee the development and delivery of the Council's community engagement approach for the project. The strategy is to inform, listen to and consult with current flat occupiers and owners to secure understanding and consent. In addition, there has been engagement with the wider business and cultural stakeholders regarding the opportunities and impact that a redevelopment option will deliver to the local area.

6.8. The scope of this project is to consider all scenarios which will enable the Council to best meet its 'City for All' aspirations and options include the creation of new jobs, new office space for businesses, cinema and providing a new sustainable, income-generating asset.

6.9. The proposed options support many of the Council's key strategic policy objectives including the following which were agreed in the Strategic Outline Case (SOC) as our key objectives:-

- duty to make best use of public assets and provide much-needed income to support public service provision;
- to promote and deliver new jobs through the creation of new office and retail accommodation;

- to improve and enhance the public realm environment, encouraging further regeneration and footfall in the vicinity.

6.10. The options in Table 1 have been appraised against the objectives above and a table for comparison purposes has been included below in Table 3. The colour coding system is as follows:

- Green assessment indicates fully meets
- Amber assessment indicated partly meets
- Red assessment indicated does not meet

**Table 3 – Comparison of Objectives and Critical Success Factors**

Critical Success Factor		1	2	3	4A	4A*	4B	4C	4D	4E
	Deliverable	Red	Red	Red	Green	Green	Green	Red	Amber	Amber
1	Secure a return on investment	Red	Red	Red	Green	Green	Green	Green	Amber	Amber
2	Create new housing	Red	Red	Red	Green	Amber	Amber	Red	Green	Green
3	Create new jobs	Red	Red	Red	Green	Green	Green	Green	Amber	Amber
4	Enhance Public Realm	Red	Red	Red	Green	Green	Green	Green	Green	Green
	<i>Conclusion</i>			Red	Green	Green	Green	Red	Red	Red

## 7. Financial Implications

7.1. See Appendix E

## 8. Communications and Consultation

8.1. The council will continue to engage and consult with tenants, leaseholders, businesses and the wider local community to explain current proposals for Huguenot House and the wider site prior to, and particularly, following the Cabinet decision and selection of a preferred option in July 2017.

8.2. Residents and leaseholders have been kept informed since early 2016 giving them the opportunity to raise any questions or concerns they may have about the proposals including at the public drop in exhibitions held in February 2016, where the four options were presented and the proposed strategy and approach was explained. Since these public exhibition events took place, the project and options have progressed, primarily in terms of the redevelopment options being tabled. Appendix B contains details the exhibition boards and options presented to residents in February 2016. Attendees were given the opportunity to discuss the options with the Council's project team and architects. Opportunities were also provided for one-on-one meetings with Officers and residents. Appendix C contains a summary of the responses from the public exhibitions.

8.3. The resident type within Huguenot House is detailed as below.

8.4. 52 people attended the public exhibitions including 15 resident leaseholders, 3 non-resident leaseholders, 1 secure tenant, and 1 private tenant. Several attendees did not provide information through which to identify them by, therefore the actual number of resident, non-resident leaseholders and tenants who attended may be higher than stated in the table below:-

Type	Households	%
Service Tenancy	1	3%
Tenant- Short Assured	9	27%
Tenant - Secure	2	6%
Resident Leaseholder	14	42%
Non-resident Leaseholder	7	21%

Several local stakeholders also attended the exhibitions including representatives from a local estate agent, property developers, an investment management company, neighbouring businesses and The Heart of London Bid, from which the response was largely very positive in relation to the redevelopment options for the property.

8.5. There is substantial opposition to any redevelopment option from the residents and leaseholders of Huguenot House. This is documented in the Public Exhibition Response Summary (Appendix C) and correspondence from residents and leaseholders including a petition from 22 households (please note this accounts for 24 properties due to one resident having converted 3 flats into a single property). Of those properties who signed the petition, the Council has since acquired by agreement 3, 12 are resident leaseholders, 6 non-resident leaseholders, and 1 tenant. A further objection to the scheme was submitted to WCC's Corporate Property Department from the Huguenot House Resident's Association (appended to Appendix C). A total of 16 households signed this objection, of those WCC has since acquired by agreement 2 properties, and 10 are resident leaseholders, 3 non-resident leaseholders and 1 tenant.

8.6. Whilst a vocal group of residents and non-resident leaseholders have been substantially opposed to any redevelopment of Huguenot House, this opposition may be due to a lack of clarity on their future in their homes at this early stage of the project. Following the Cabinet Decision, if options 3 or 4 are selected, officers will explore and seek to clarify what options are available to resident leaseholders and tenants. The Council can provide assurances that all resident leaseholder and tenant's statutory rights will be protected in the event one of these options are selected.

8.7 The Council will be undertaking formal consultation with the secure tenants as per Section 105 of the Housing Act 1985. Section 105 of the Housing Act provides that the Council must consult with all secure tenants who are likely to be substantially affected by a matter of Housing Management, which includes a new programme of maintenance, improvement or demolition or a matter which affects services or amenities provided. Secure tenants must therefore be informed of the Council's proposals and provided with an opportunity to make their views

known to the Council within a specified period. Before making any decision, the Council must consider any representations from secure tenants arising from the consultation.

- 8.7. A draft Equalities Impact Assessment (EqIA) has been undertaken, which looks at the effect of any future redevelopment to ensure it would not discriminate against the protected groups highlighted in the Equalities Act 2010. Where the current proposals have shown a potential to negatively impact on some protected groups, recommendations will be made to remove barriers or better advance equality. The draft EqIA will be updated and finalised following the Cabinet Decision to look in more detail at any impacts of the preferred development Option.
- 8.8. The council has also extensively engaged with the wider business and cultural organisations regarding the opportunities and impact that development would deliver to the local area. Responses from these groups has been very positive and encouraging.
- 8.9. Residents, leaseholders and stakeholders have been provided with a dedicated mailbox [huguenothouse@westminster.gov.uk](mailto:huguenothouse@westminster.gov.uk) through which to contact the project team with any enquires they may have. A webpage [www.westminster.gov.uk/huguenot-house](http://www.westminster.gov.uk/huguenot-house) has also been established to provide updates to residents, leaseholders and stakeholders.

## **9. Legal Implications & Governance**

- 9.1. The Cabinet is required to consider the options and informal consultation undertaken so far with a view to progressing at least three options one of which should be the preferred option and includes the development option, the refurbishment or part development option and do nothing/maintenance option.
- 9.2. Should the full redevelopment option be preferred a further Cabinet Report will be required to consider the results of formal consultation on the options and to make a final decision on whether this option is pursued. In the interests of transparency, this decision should be not be made by officers.
- 9.3. As one of the options may involve the loss of two HRA properties and the homes of residents, there needs to be a clear programme of formal and robust consultation which informs the decision-making on this project. The law requires that consultation takes place at a “formative” stage, i.e. before a decision is taken to develop, to ensure that is effective. It must also be carried out on the basis of the provision of sufficient information. There is no legal impediment to carrying out consultation based on a preferred option, but it must be open to consultees to advocate a different option.  
The issue here is that consultation is still at a “formative” stage and the options need to be developed further. Once the options are progressed further to RIBA Stage 2 it is necessary to have formal consultation as opposed to general engagement before taking a final decision to develop.
- 9.4. Secure tenants will need to be formally consulted under section 105 Housing Act 1985 and their needs assessed for rehousing. Section 105 of the Housing Act provides that the Council must

consult with all secure tenants who are likely to be substantially affected by a matter of Housing Management, which includes a new programme of maintenance, improvement or demolition or a matter which affects services or amenities provided. Secure tenants must therefore be informed of the Council's proposals and provided with an opportunity to make their views known to the Council within a specified period. Before making any decision, the Council must consider any representations from secure tenants arising from the consultation.

- 9.5. The resident leaseholders will also need to be formally consulted. The housing regeneration leasehold and tenant policies do not apply to this proposed project. If an option involves demolition of the block residents' concerns need to be assessed and if they can demonstrate needs or a connection to the area it may be appropriate for the Council to consider rehousing them in the close vicinity of the property.
- 9.6. All Commercial occupiers will need to be further consulted and regard must be given to any rights within their leases.
- 9.7. Should the preferred option not be deliverable without vacant possession and in the event, that a position of last resort seems likely, the Council may need to use its compulsory purchase powers to acquire all outstanding interests in the property. It will be necessary to show that there is a compelling case in the public interest before a CPO can be made and that there is no planning, financial or other impediment to the implementation of the chosen scheme. If a CPO is necessary, the Council will need to obtain formal approval from the Cabinet or relevant Cabinet Member(s) to make a CPO.

## **10. Risks, Dependencies and Constraints**

- 10.1. In the event a redevelopment option is chosen, obtaining vacant possession and the resulting possible reputational damage to the Council are the highest risks with redevelopment of the Property as noted in the risk register in Appendix A.
- 10.2. Of the 35 flats within the Property, 13 are within the Council's ownership, leaving 23 leasehold interests to be acquired in the event a redevelopment option is preferred. 15 of those flats are owned by resident lessees and 8 by non-resident lessees. Both the first and second floor offices are currently vacant, with the Cinema and Car Park on leases expiring in 2019 and 2024 respectively, with break clauses incorporated into the leases in the event of redevelopment.

## 11. Programme

11.1. The programme below in Table 4 is high-level and represents the redevelopment Option 4 (chosen as it is the longest programme). The forecast dates are as follows:-

**Table 4 – Redevelopment Programme**

No.	Item	Programme	Date
1	Formal Cabinet approval to pursue the preferred option	n/a	July 2017
2	Design Progressed to RIBA Stage 3 (Developed Design)	6 months	August 2017 to January 2018
3	Cabinet review of the preferred option and consideration of the consultation results	1 month	February 2018
4	Planning application / consent	5 months	March – July 2018
5	Demolition	5 months	September 2018 – January 2019
6	Construction	12 -23 months	February 2019 – January 2021
7	Sale and leasing	9 months	October 2021 <sup>2</sup>

## Appendices

Appendix A – Risk Register

Appendix B – Public Exhibition Boards

Appendix C - Public Exhibition Response Summary

Appendix D – Schedule of Resident Correspondence

Appendix E – Financial Summary & Budget (Confidential)

---

<sup>2</sup> In the event a redevelopment option is selected as the preferred option and a Compulsory Purchase Order is required to secure vacant possession of the Property (the last resort), the programme would be extended by a minimum of 18 months.



## Appendix A – Risk Register

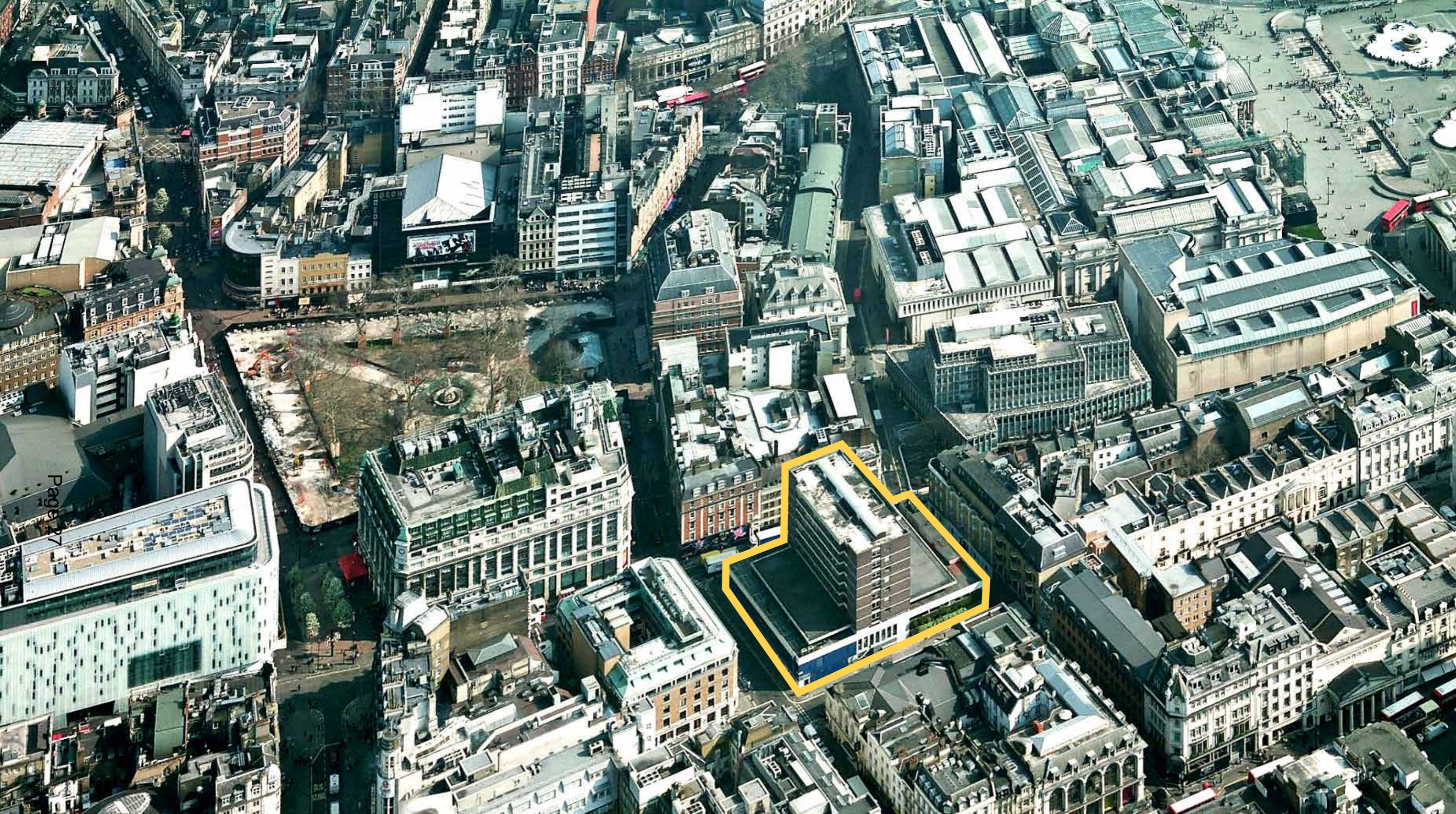
	Risk Type	RAG	Mitigation	Residual RAG
1	<p><b>REPUTATION</b></p> <p>In the event that Option 4 is chosen as the preferred option, it is anticipated that the redevelopment will generally be viewed positively as new office, residential, retail and leisure accommodation, new and improved public realm spaces, employment opportunities and the regeneration of a neglected island site are provided.</p>		<p>Careful management of existing residential occupiers will be required as redevelopment can only occur with vacant possession of the Property. The Council has control of 12 flats (including two via secure tenancy and one caretaker flat), with the remaining 23 to be acquired either through private treaty (i.e. the Council buying back the flats) or through the Compulsory Purchase Order (CPO) process (as a last resort as Option 4 is selected). If the latter option is progressed then any negative PR through displacement of tenants, loss of residential community etc., will have to be well managed. A PR and communications team has been established to project the Council's response.</p> <p>The Council should ensure it has set out a robust case for redevelopment prior to making a Compulsory Purchase Order (as a last resort if Option 4 is selected).</p>	
2	<p><b>VACANT POSSESSION</b></p> <p>Unless this is achieved no redevelopment will take place if redevelopment is selected as the preferred option.</p>		<p>The commercial tenancies are within the Council's control. However, in the event leaseholders cannot be purchased by agreement, then Compulsory Purchase Powers will be required. Substantial risk surrounds CPO and its implementation which must be managed in accordance with the 2015 guidelines set out by DCLG in '<i>Compulsory purchase process and The Crichtel Down Rules for the disposal of surplus land acquired by, or under the threat of, compulsion</i>'.</p>	
3	<p><b>STAKEHOLDERS &amp; CONSULTATION</b></p> <p>All relevant stakeholders will have to be consulted.</p>		<p>Robust communications strategy with a strong focus on the Residents Association of the Property.</p>	
4	<p><b>ENVIRONMENT</b></p> <p>There will be disruption during the construction phase, as is the case with other major developments</p>		<p>The redevelopment will be an improvement to the current Property, however any disruption will be managed by the Council's design team to minimise any issues to the local community and environment.</p>	

5	<p><b>DESIGN DEVELOPMENT</b></p> <p>The redevelopment of the Property is a complex, mixed use scheme requiring input from numerous specialist consultants.</p>		<p>The end product needs to be fit for purpose, provide flexibility for the occupational market and enable product longevity. The development team led by JLL has the skill set and experience to deliver this project to meet the expectations of the Council.</p>	
6	<p><b>PLANNING</b></p> <p>Obtaining planning consent is a time consuming and costly exercise.</p>		<p>There is a risk that consent may not be obtained however the formal pre-app response has been positive. Regular meetings will be held with the Council's planning department to ensure the scheme is in line with policy and scheme comments taken on board and incorporated. The Council's design team will manage this process.</p>	
7	<p><b>CONSTRUCTION</b></p> <p>Any new build carries construction risk.</p>		<p>This risk will be passed onto the contractor and managed by the external development team.</p>	
8	<p><b>FINANCING</b></p> <p>Depending on the delivery route the Council will have to secure funding to progress the development of the Property.</p>		<p>This would require a commitment to secure the full budget in the capital programme.</p>	
9	<p><b>BUILD COST AND INFLATION</b></p> <p>This is set to increase by 2-3% per annum over the next five years.</p>		<p>The key to limiting additional exposure is through early negotiation with a contractor to fix the prices.</p>	
10	<p><b>OCCUPATIONAL MARKET</b></p> <p>Based on current timescales the new development will not be delivered until Q1 2022.</p>		<p>It is difficult to predict the specific demand for each use class this far in advance – however if a scheme is provided which provides best in class specification and flexibility, then this should aid the marketing of the Property. The prime location will mitigate substantial downside risk. Agent reviews will take place regularly.</p>	

11	<b>ECONOMY/ BREXIT</b>  Whilst the UK market has digested the Brexit shock, there is still detail to be worked through and potentially further downside risk.		It is impossible to predict the impact of this decision in the short term; however this may translate into higher inflation, reduce occupier demand, and impact on residential values and transaction volumes. Being aware of the risks and keeping up to date with the market should mitigate any effects of the Brexit decision.	
----	---	--	--	--

This page is intentionally left blank





Page 27

**ALLFORD  
HALL  
MONAGHAN  
MORRIS**

**PROJECT SUMMARY**

**Huguenot House, Whitcomb Street, London**

**FEBRUARY '16**



# Development Context

## WHAT ARE THE COUNCIL'S CURRENT PLANS FOR HUGUENOT HOUSE?

The Council is undertaking a viability study into the development of Huguenot House in keeping with the wider local regeneration that is taking place, to provide a building which is architecturally and environmentally more suited to the location. The aim is to activate street frontages and create interaction and throughput with the adjoining major commercial and leisure occupiers making the area a much more attractive and safer place to live and work in.

We have engaged AHMM Architects to consider the issues affecting Huguenot House and the opportunities it presents, in terms of design and public realm improvements that could contribute to the regeneration taking place around it.

Huguenot House currently comprises an 'inverted T' shape which does not facilitate efficient utilisation of the footprint and space it occupies. The public realm is poor with narrow pavements and little street presence. The subterranean car park comprises a huge proportion of the floor area, generates traffic in the narrow surrounding streets and this has negative effects on air quality.

The opportunity that redevelopment of Huguenot House presents would aim to rebalance the site usage to significantly increase residential and commercial accommodation and improve the public realm. Redevelopment could produce a much more effective use of the space.

## OUR ON-GOING COMMITMENT TO ENGAGE AND COMMUNICATE WITH ALL LOCAL PEOPLE

This is the very beginning of a process that will see a number of stages where the council wants to communicate, engage and listen to all local people and interested parties.

We want to ensure that all residential leaseholders have the opportunity to convey their views and, if they intend to stay in the area, what the council can do to help that to happen. Where possible, we will endeavour to involve residents and stakeholders so they can play a part in shaping the type of redevelopment that may occur.

This doesn't mean everyone will agree or be satisfied with the final outcome. However the Council is committed to communicate and engage in ways that allow everyone to take part if they want to, and in a way and at times that suits them. We want everyone to feel they have been listened to, understood and treated with respect at all times.



View 1: From Royal Thistle Hotel



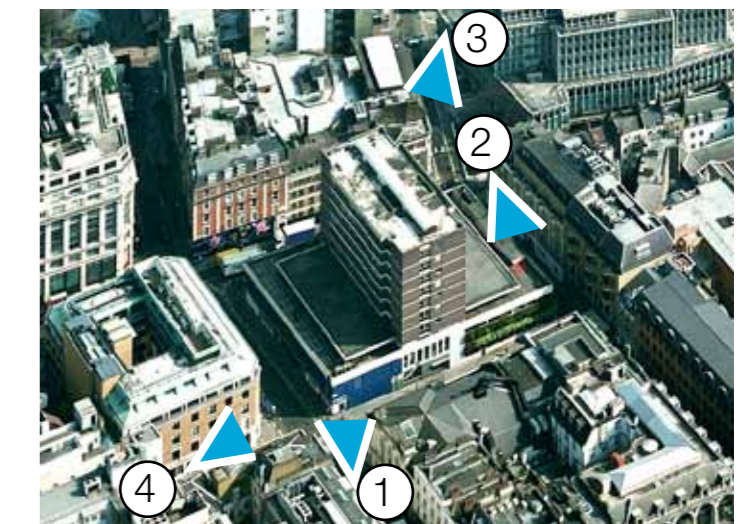
View 2: Panton Street



View 3: Orange Street



View 4: Oxendon Street



Aerial View



# The Existing Building

## HUGUENOT HOUSE: ITS CURRENT PLACE IN THE LOCAL COMMUNITY

Huguenot House occupies an island site in the West End, in an area which is currently undergoing major change and redevelopment. The new Edwardian Hotel (to the East), the LSQ Building (to the North) and the St James Square Developments (fronting The Haymarket) together with the Heart of London Bid public realm works scheduled for completion before 2020 are all contributing to make the area around Huguenot House a more accessible and desirable place.

all of the heating and facilities are powered by electricity.

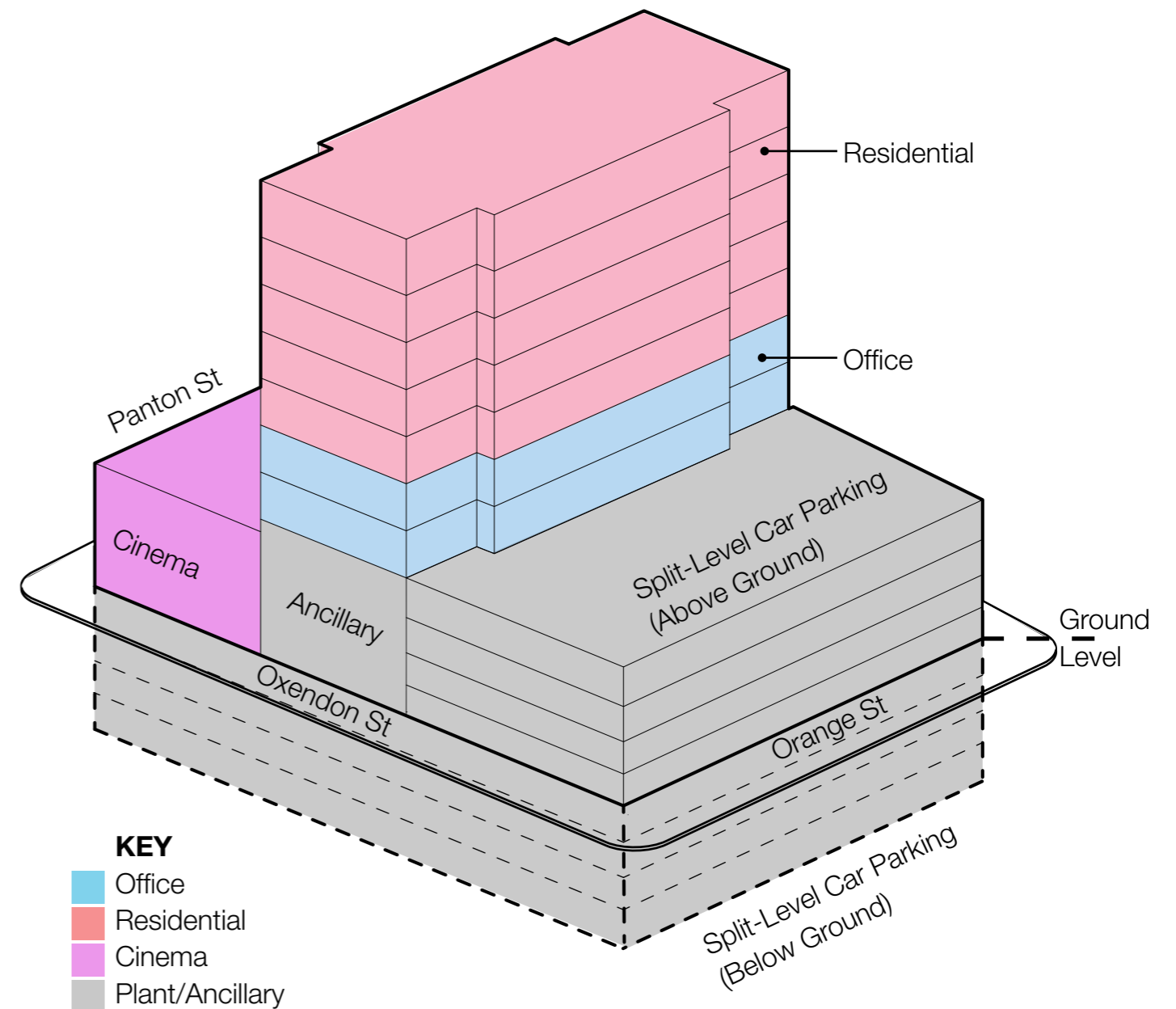
Due to the austerity cuts, the Council, like every other in the country, is having to consider the best way to use its resources and assets. Westminster City Council is committed to maximising opportunities for place making and regeneration through the development of housing, business and leisure facilities.

## ANALYSIS

- The existing building is a mixed-use 1960's podium & slab block construction
- The form is atypical for the area and does not respond to the urban grain
- A large area of the podium volume is taken by the NCP split-level car park - this results in a poor-quality ground floor to the south of the site
- The Odeon two-screen cinema offer to north of the site (Panton St) is opaque and lacks any F&B retail elements that might otherwise successfully engage with the public realm in the area
- The existing building form does not take advantage of the potential development volume of the site, in particular above to the north and south above the cinema and car-park blocks

The Huguenot House site comprises approximately 0.15 hectares and includes a number of separate uses including a cinema, a 247 space public car park and 35 residential flats. Occupiers of the apartments comprise a mix of owner occupiers, investors who have let their properties on Assured Short hold Tenancies and Council Owned flats, some of which are Regulated. The commercially occupied properties are let on Landlord and Tenant Act leases. The accommodation is provided over ground, 8 upper floors and eight half-basement levels.

The building itself is energy inefficient and will require capital investment in the plant and refurbishment of the communal areas and fabric to ensure it remains wind and watertight. The costs for this expenditure will be an added burden to lessees and we are attempting to produce a budget for this likely capital expenditure which goes beyond regular maintenance. It should be noted that there is no gas supplied to the building and



**KEY**

Blue	Office
Pink	Residential
Purple	Cinema
Grey	Plant/Ancillary

### Building Diagram: Existing Uses

NOTE: The majority of the existing building area - approximately 60% - comprises car-parking.

Underground car-parking comprises approximately 45% of the overall building area



# AHMM Experience In Westminster

At Allford Hall Monaghan Morris we make buildings that are satisfying to use and beautiful to look at. We believe in making places as well as buildings, that work over time and have lasting qualities intrinsic to their architecture.

In Westminster we have worked on many high-quality projects from design through to completion, including a number of mixed-use schemes in the vicinity of the site.



Number 1 Oxford Street



61 Oxford Street



10 New Burlington Street



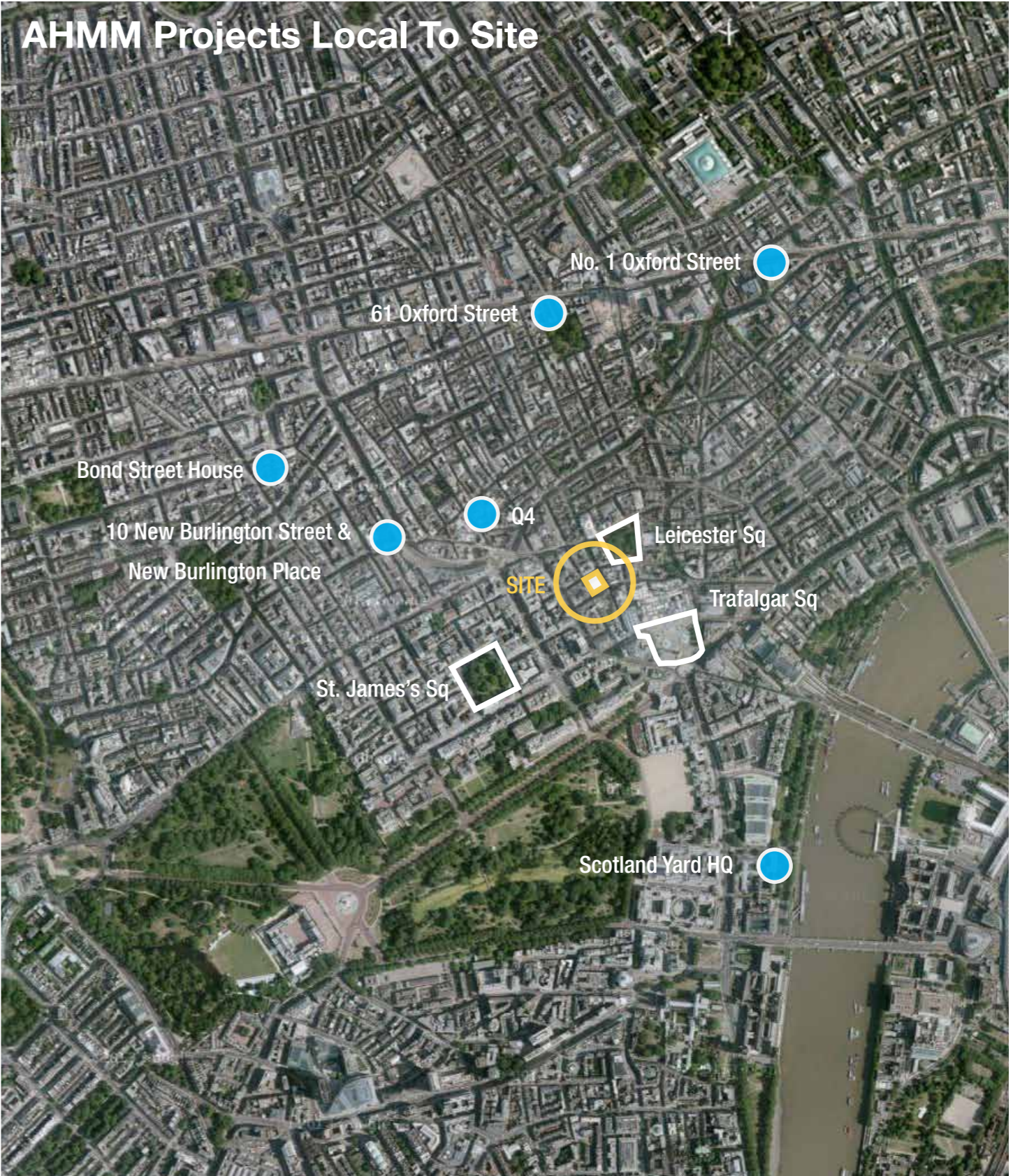
Bond Street House



Site Plan

## KEY

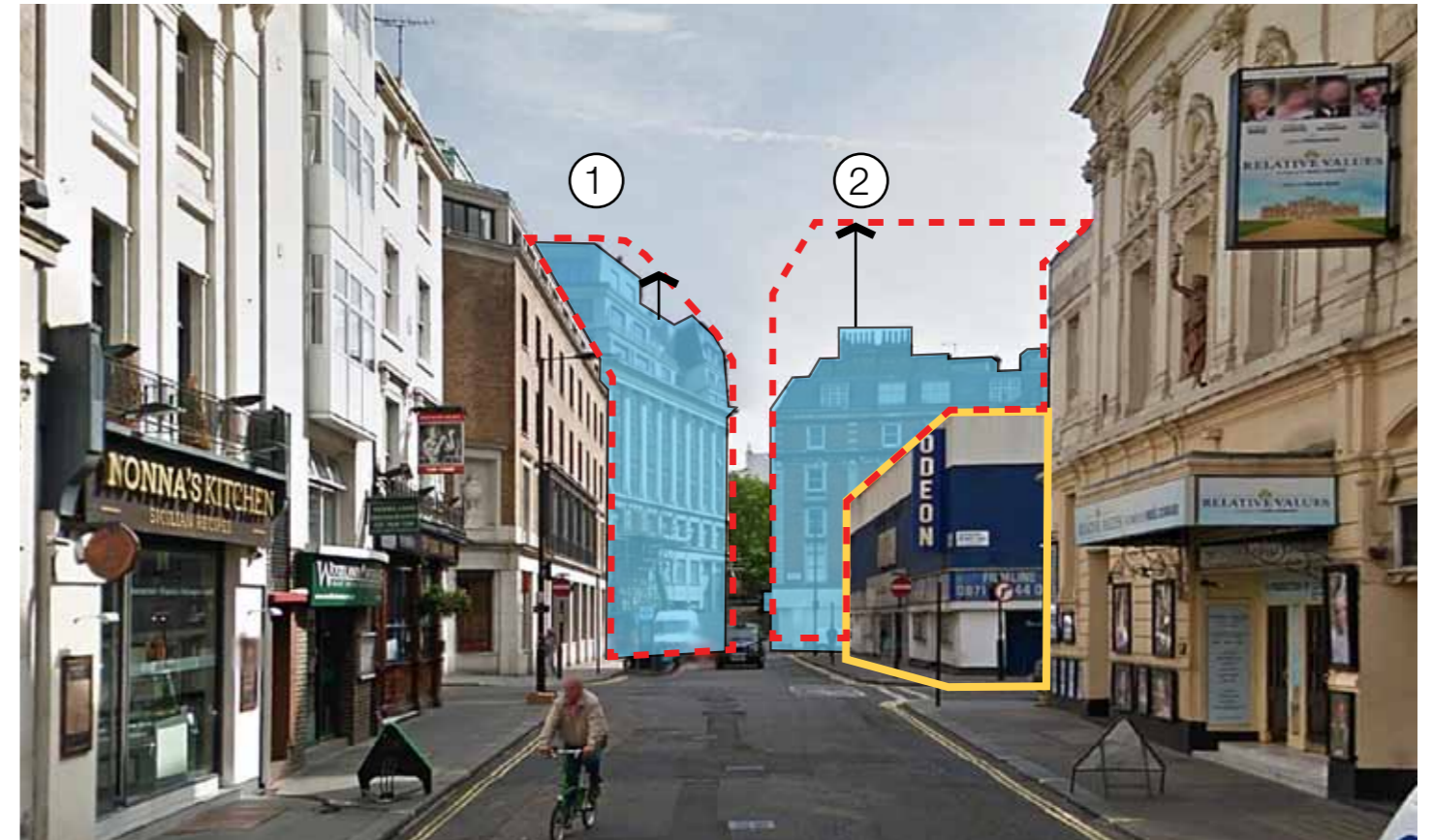
- Huguenot House Site
- AHMM Projects In Site Vicinity



Site Location - AHMM Projects In The Site Vicinity



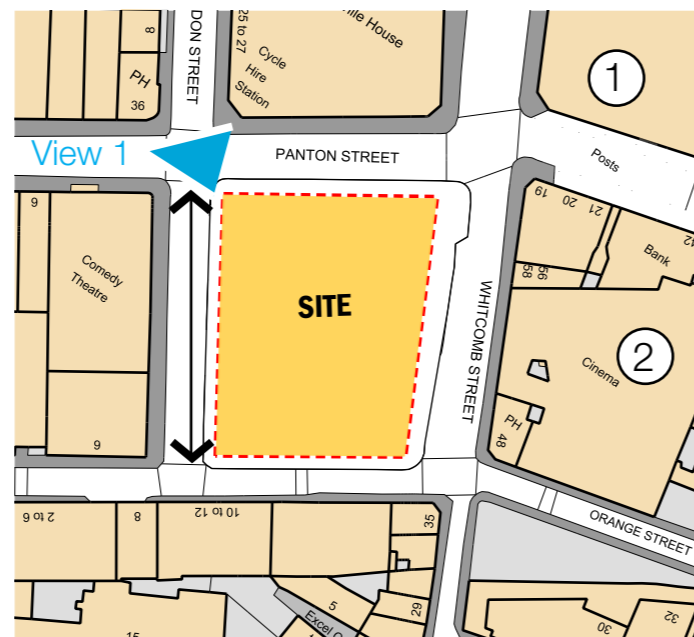
# An Area of Change



Page 31

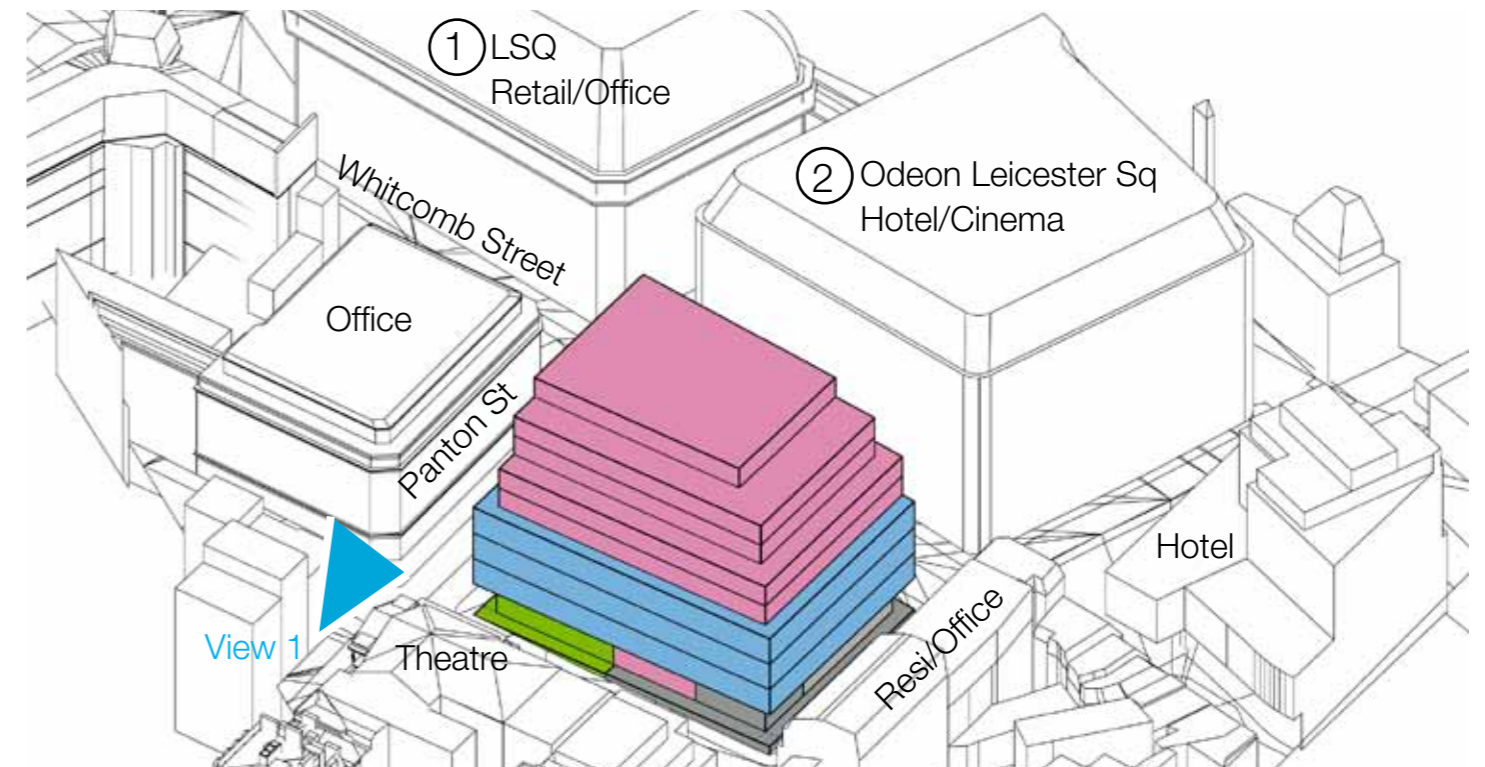
## DEVELOPMENT CONTEXT

- Developments such as LSQ and The Edwardian Group Hotel/Odeon Cinema Leicester Square are currently under construction
- The construction of these projects will result in a significant increase in density and massing in the area, in particular to the north-east and west of the Huguenot House site
- Pantom Street and Whitcomb Street are the dominant thoroughfares - Oxendon St and Orange St are secondary and receive less pedestrian and vehicular traffic



**KEY**  
 Huguenot House Site  
 Neighbouring Development Under Construction

View 1: Pantom Street



Proposed Uses In The Context Of New Neighbouring Developments



# Opportunity

## THE IMPACT OF ANY REDEVELOPMENT

Delivering a viable and desirable redevelopment at Huguenot House will have a range of different impacts for members of the local community.

If viable, redevelopment of the site could require the demolition of the current building. The Council will work with individual residential tenants and leaseholders to understand their concerns, requirements and wishes, and to negotiate and agree a fair and equitable solution. We recognise your rights and that you may be opposed to any study or actions that could lead to losing your home. This process will have to comply with Westminster's Planning Policy and the Unitary Development Plan and any future planning application which may result will be properly communicated and advertised in the usual ways allowing you full opportunity to comment.

We value the contribution every business makes to the local area and, where possible, the commercial tenants at Huguenot House will be directed to any alternative accommodation the Council may have available in the vicinity.

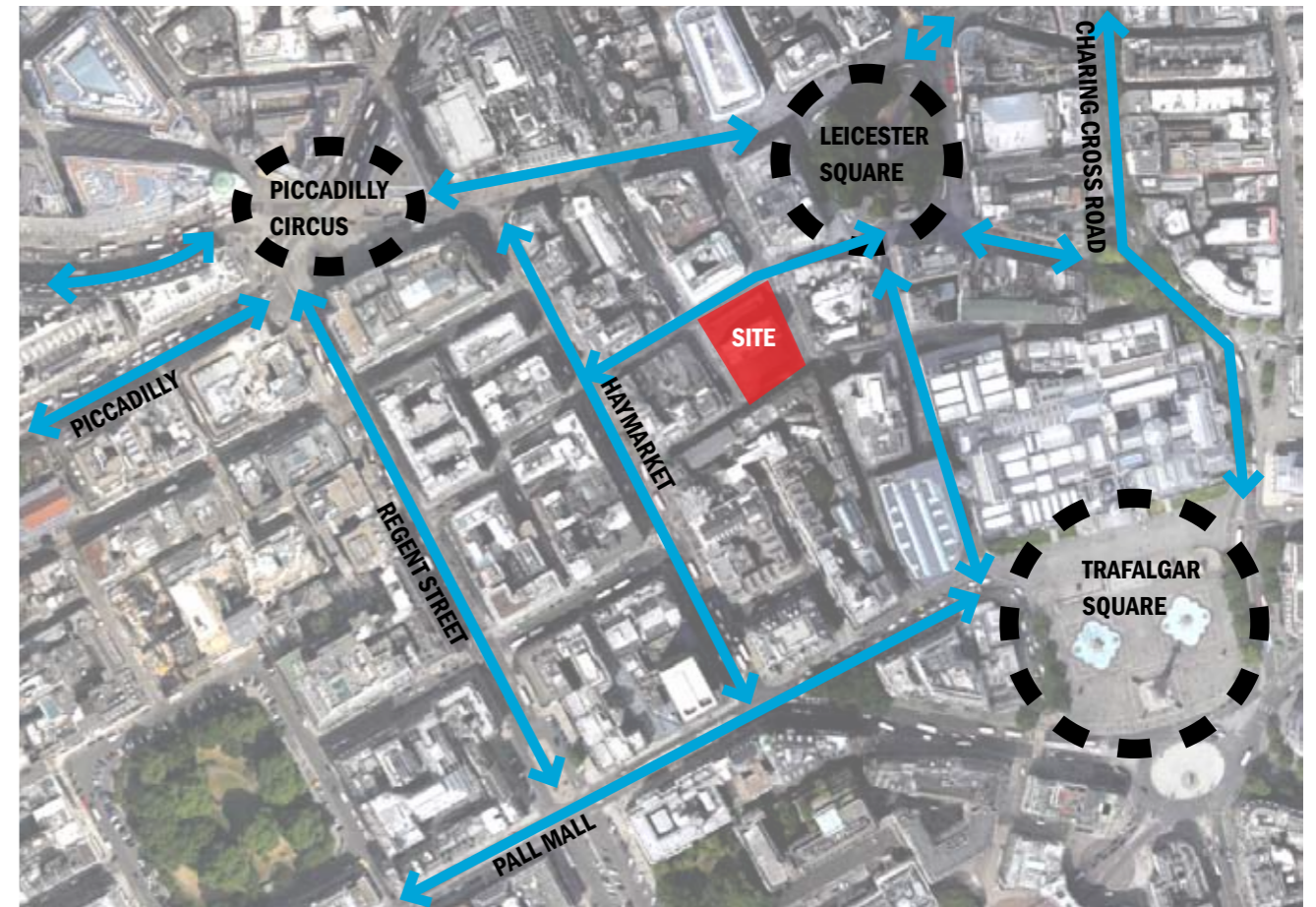
Redevelopment and a potential reduction in car parking will open up opportunities for a much improved public realm.

The council is aware that the local area has already been affected by major redevelopment in Whitcomb Street. If redevelopment goes ahead we will endeavour to attempt to minimise disruption. We will keep all local communities informed as part of our communication and engagement process.

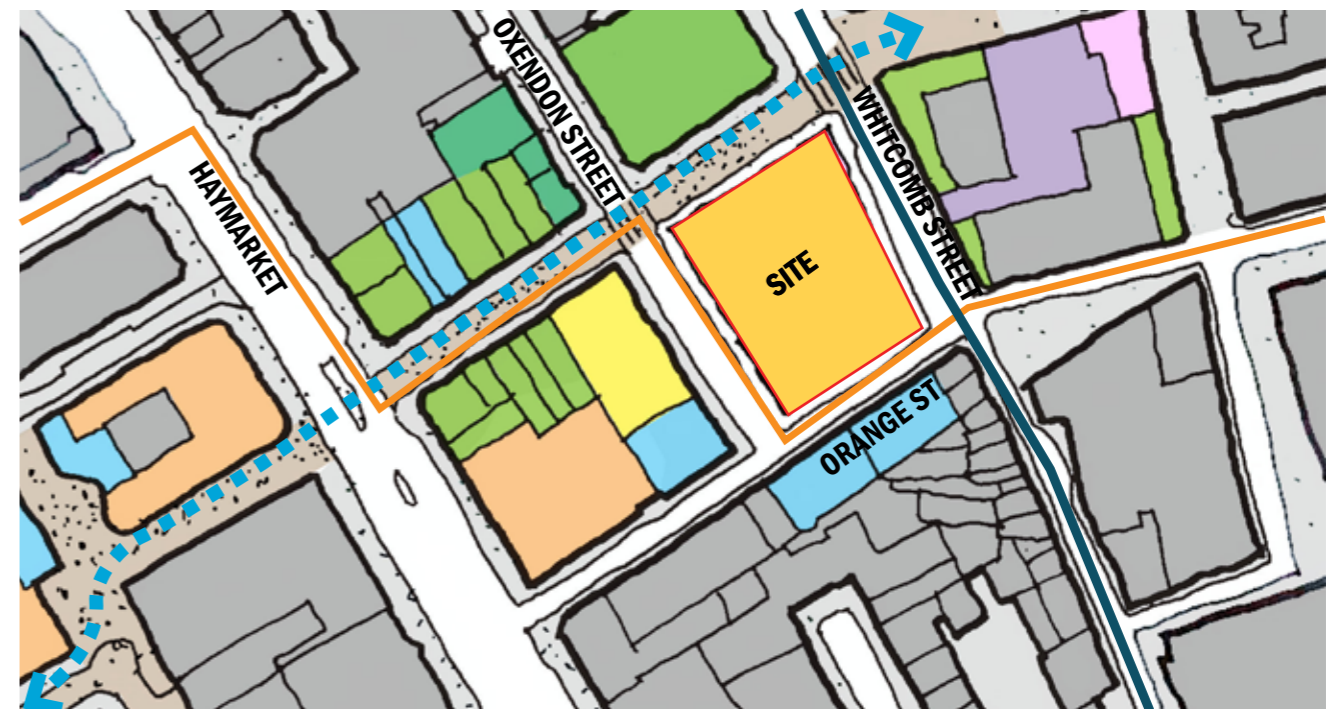
## SITE ROUTES

- Located between activity centres of Leicester Square, Trafalgar Square and St James's Square there is a strong potential to address existing and new routes between these districts
- The site is situated in an improving area adjacent to / close to a number new mixed-use developments at Leicester Square, St James's Market and Haymarket.
- A full 'island' site provides for active engagement at ground level for diverse uses

- KEY**
- ■ ■ New Pedestrian Route
  - Proposed Cycle Quietway 88
  - Proposed Cycle Quietway Jermyn Street



Connections Between Districts



Proposed Cycle and Pedestrian Routes



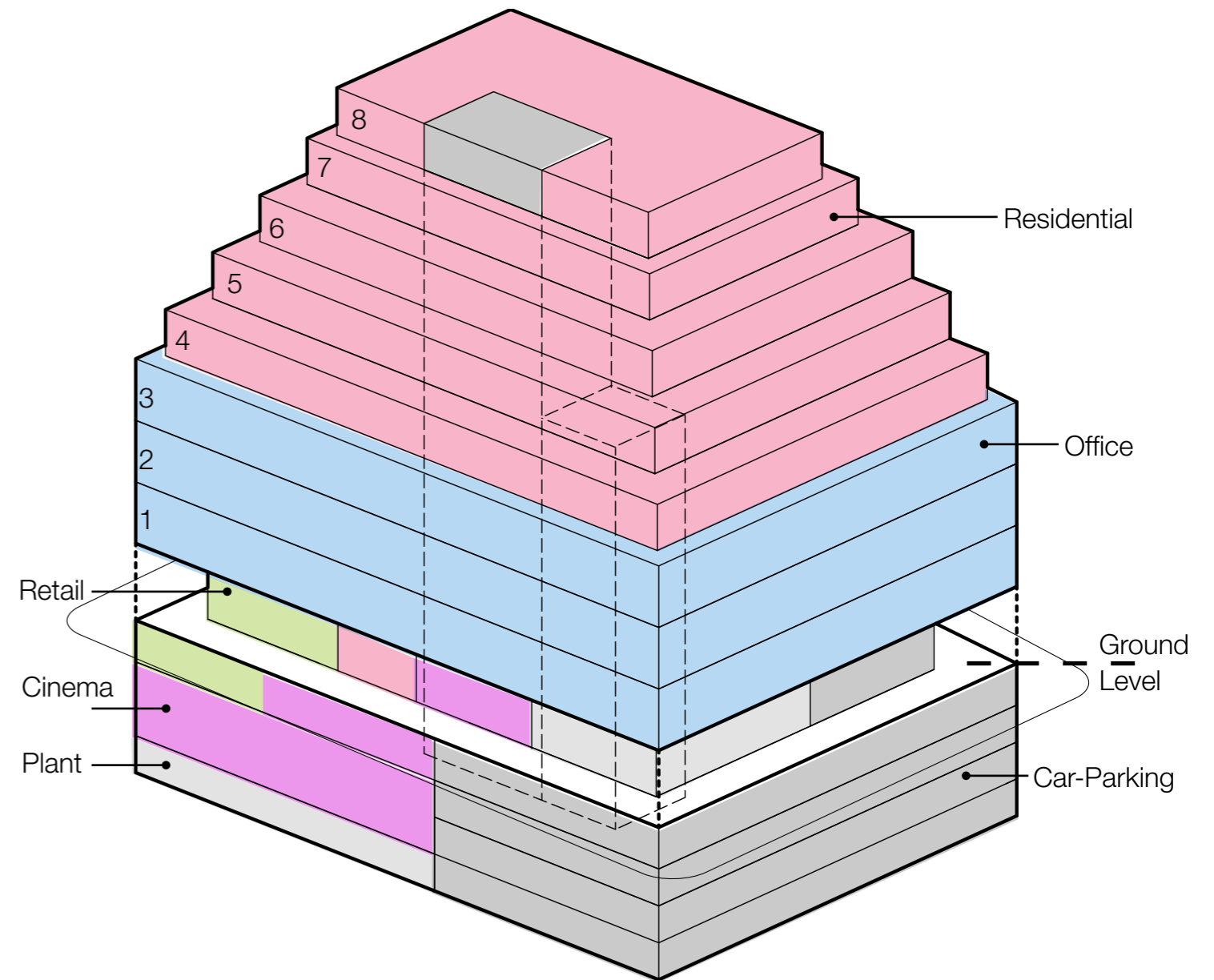
# A Mixed-Use Feasibility Study

## OVERVIEW

- A high-quality mix of uses is proposed, with offices, housing, retail, cinema and car-parking
- The residential and office use ratio is to be agreed
- The ground floor uses will create quality, active street frontage and will contribute to an overall improvement in the public realm
- The design will maximise the undeveloped volume that is located above the podium cinema and above-ground car-parking
- The scheme will re-balance the uses on site appropriately in relation to the dominant existing provision of car-parking at below-ground level
- The architectural design will be appropriate for the location and will considerably improve the urban grain and townscape - in particular in relation to the existing podium and tower form, which is inconsiderate to its context

## MIXED-USE SCHEME

- A high-quality mix of uses is proposed, with retail, cinema and ancillary provision and ground and basement
- The base scheme provides three full floors of B1 office with 4-5 floors of C3 residential above
- Other use mixes are being considered at this initial stage - for more details refer to the following slide
- It is currently proposed that car-parking is provided at basement level to include spaces for both residential and public use
- Set-backs to levels 4 and above will take into account opportunities to provide residential amenity space
- The ground floor will include dedicated office and residential lobbies, in addition to prime A1-A3 retail to Panton St and cinema entry



**Diagram: Proposed Uses (Indicative)**

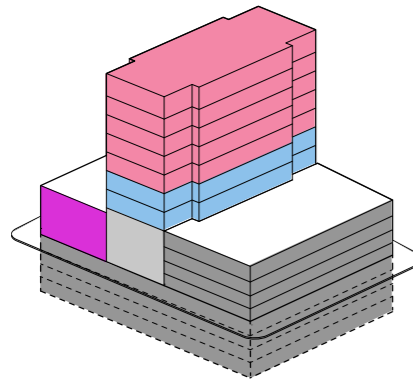
### KEY

- Retail
- Office
- Residential
- Cinema
- Plant/Ancillary

### Note

Massing shown is illustrative only: use-mix and massing are subject to design development

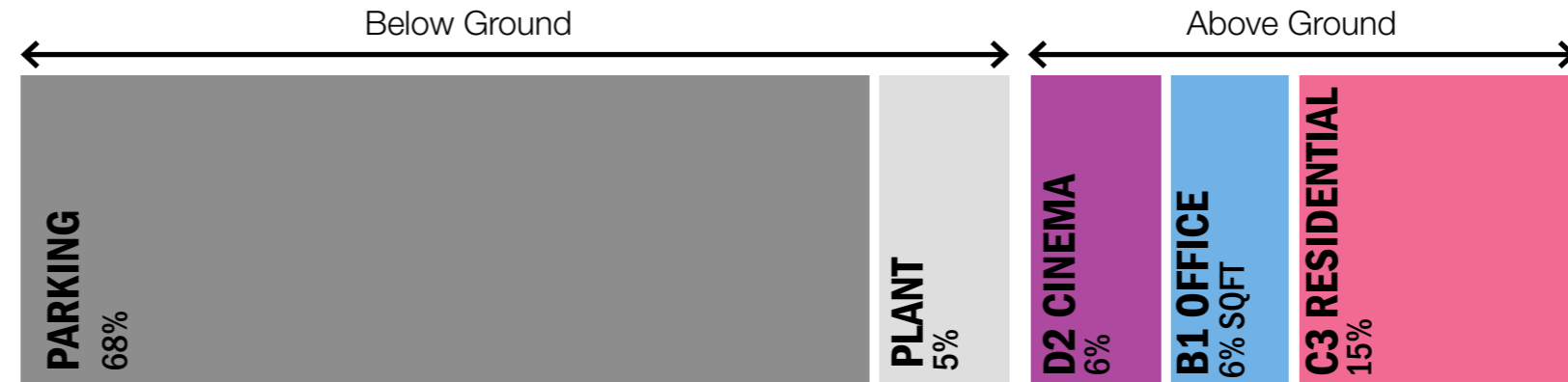
# Use Mix Schemes



**TOTAL AREA GIA:  
143,000 SQFT**

PARKING AREA:  
(OVER 16 half levels)

## CURRENT: PARKING DOMINATED BUILDING



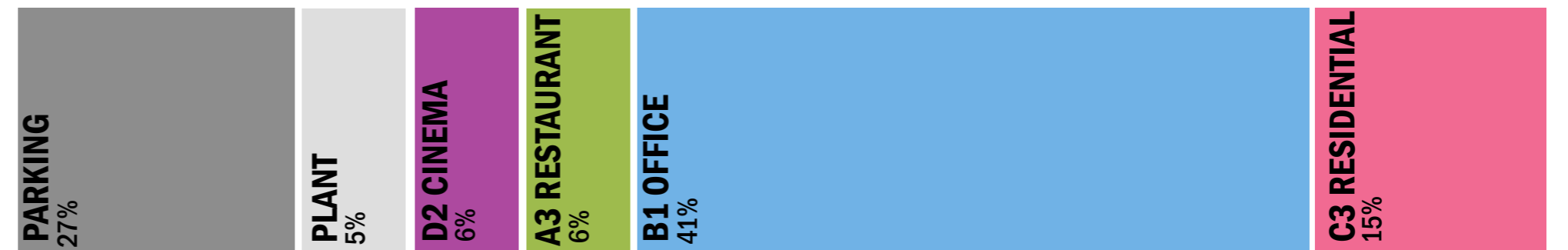
## PROPOSED: 'RE-BALANCING' OF ACCOMMODATION



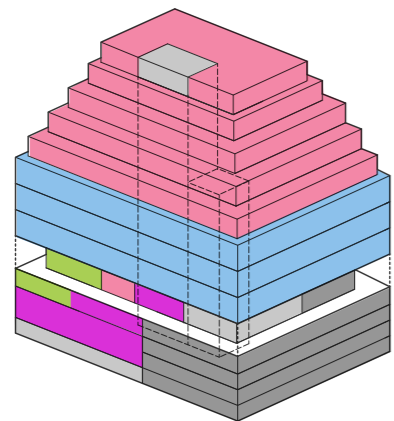
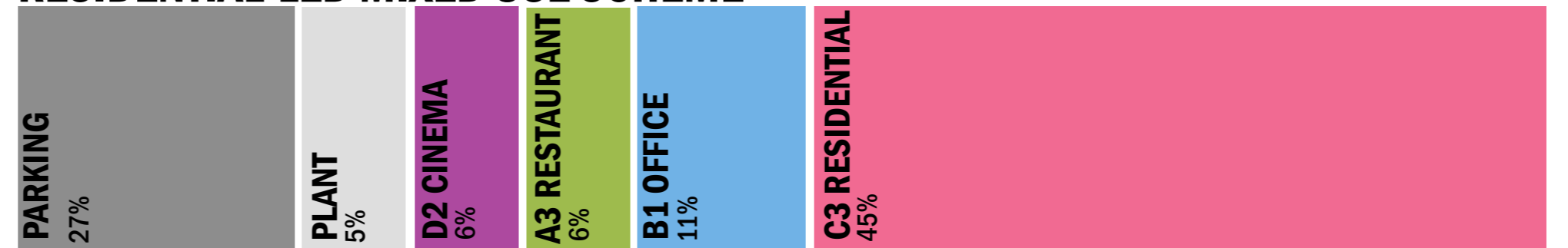
### BASE SCHEME: MIXED USE



### OFFICE-LED MIXED USE SCHEME

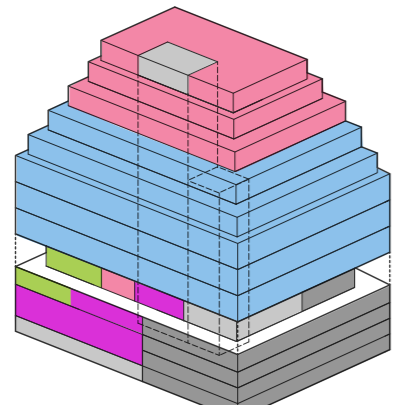


### RESIDENTIAL-LED MIXED USE SCHEME

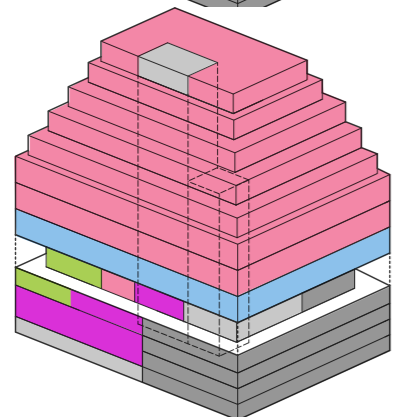


**TOTAL AREA (GIA)  
155,000 SQFT**

5 x Residential Floors  
3 x Office Floors



3 x Residential Floors  
5 x Office Floors



6 x Residential Floors  
1 x Office Floor

# Thank You

## WHAT HAPPENS NEXT?

Your feedback now will help the council to shape a report on the proposed options and future. It is proposed that a report will be prepared for consideration by the Council in April 2016.



This page is intentionally left blank



## Appendix C – Public Exhibition Response Summary

26th May 2016

### **Huguenot House and the wider site Summary of public exhibition questionnaire responses**

In February 2016, Westminster City Council (WCC) held two public exhibitions to share the findings of initial study work that has been undertaken into the potential options for the future of Huguenot House and the wider commercial uses below.

At the events on 17<sup>th</sup> and 24<sup>th</sup> February 2016, residents, leaseholders and local stakeholders were given the opportunity to examine four possible options for the site. These options are currently available to view online at [www.westminster.gov.uk/huguenot-house](http://www.westminster.gov.uk/huguenot-house).

Questionnaires were also made available at each event to enable all attendees to submit their views and comments on the four possible options, the likely impact on those who live and work in the area and a preferred method of communication with WCC moving forward.

A total of 17 responses were received. Of the responses received, 12 were from residents/lessees, three from adjoining businesses / owners / developers, one from a non-resident leaseholder and one from a regular visitor and worker to the area.

From the feedback, there was a clear split in opinion between residents / lessees and non-residents leaseholder and the developers / adjoining owners. To reflect this, the responses have been grouped separately.

In addition, a petition signed by 23 Huguenot House residents was also received. This is included as Appendix 1.

A full analysis of the feedback received is summarised in the following report.

## **Responses in summary**

### **Question 1. About Huguenot House and the wider site, including its vicinity and local environment.**

#### **A. What are the positive things about the Huguenot House property?**

##### **Resident/lessee responses:**

The views expressed highlighted that the property is very well located for transport hubs, being just off the main thoroughfare and for the area, it is relatively quiet. Some respondents felt the design of the property was perfect as it isn't overdeveloped and possesses an excellent car park that serves the public. Generally this building is viewed by some residents as an important part of history in the area and should be refurbished and retained as such.

Huguenot House residents have formed a strong cohesive community. It is positioned well for health hubs - this being particularly important for many of the elderly residents. The building comprises two lifts and a resident caretaker which adds further value to the community cohesiveness and sense of place expressed by the residents.

##### **Non-resident leaseholder and developer responses:**

This group expressed that there are 'very few redeeming features', but admitted that this view was taken from that experienced from outside the building. Generally it was felt that the aesthetic nature of the building does not contribute to the townscape.

Positive aspects included the mixed use of the building. It was noted that Huguenot House provides good uses for the locality, housing, parking and entertainment. The redevelopment of the existing building into a mixed use development would enhance its retail, office and leisure use at ground levels and it was felt that this will improve its relevance to the locality.

#### **B. And what are the negative things?**

##### **Resident/lessee responses:**

Generally the residents view is that the building has been 'allowed to be run down by Westminster' and WCC is giving in to short term profit at resident's expense. The lack of community engagement was also criticised as little acknowledgement had been given to residents who were now uncertain of where they will live in the future. The gradual blocking of the view by building upwards was also mentioned, along with the lack of fibre optic broadband, the lack of storage space for residents and a question as to why the lift only goes to the 6<sup>th</sup> floor.

##### **Non-resident leaseholder and developer responses:**

The view from this group identified the dated design of the building and the poor relationship with streets on all sides, and the dominant car park. In particular, the blank and inactive facades at ground level, the ugly car park detracts from the townscape and is out of keeping with adjacent properties.



There was an expectation of seeing more retail and open studio space on the basement, ground and first floors. There was also a view that there was bias being shown on the massing plan and questioning the need for a major car park in this location.

**C. What are the positive things about the vicinity and local environment?**

**Resident/lessee responses:**

Overall residents expressed the convenience of having a large number of public transport options for all directions and the many famous attractions nearby. Easy access for cultural events offered a strong base for community involvement.

**Non-resident leaseholder and developer responses:**

This group identified this area as a 'key island site linking the larger sites'. Panton Street is a strong link to Haymarket which can be improved. After being neglected for many years, the area is now being regenerated with many of the nearby buildings being redeveloped and new and exciting occupiers moving in like Dover Street Market.

Generally it was felt that Whitcomb Street, Panton Street and Orange Street will be transformed by the works being carried out by LSQ and the Edwardian Hotel and the connections between Trafalgar Square/Piccadilly Circus /Shaftesbury Avenue will be much better.

**D. And what are the negative things?**

**Resident/lessee responses:**

Antisocial behaviour (ASB), late night noise along with the gradual disappearance of interesting shops in favour of chains were a concern to most residents. It was suggested that there now 'fewer ordinary people living in the area'. Other views included that the council failed to enforce rules around ASB.

The construction sites have dark corridors of hoarding which have added to security concerns, as these areas were now where people gathered at night according to residents. The redevelopment of Leicester Square and disruptive disturbance, excessive busking and other street entertainment were to the detriment of residents and pedestrians.

**Non-resident leaseholder and developer responses:**

Until redevelopment takes place, there will continue to be security concerns due to lack of well-lit areas and incidents of ASB. It is bounded by streets which people avoid for safety reasons and there remain issues for local stakeholders around safety at night. Views were also expressed around the need for traffic calming through the area of Whitcomb Street and Panton Street to enhance the pedestrian experience.

**Question 2. As you have seen from the information, the council is considering a range of options including the redevelopment of the site known as Huguenot House.**

- A. Do you feel that you understand the reasons why the council is undertaking a study to see what options may be available?**

**Resident/lessee responses:**

The view from many residents is that the study was presented as if the only choice was to accept the change, and that the redevelopment is being driven from a financial perspective.

**Non-resident leaseholder and developer responses:**

It was highlighted that a better explanation was needed of the financial pressures on the council, and the consequent need to make more money from its property portfolio. Both groups expressed that they were pleased to see that WCC was seeking the views of residents and local stakeholders prior to making decisions on the future of this site.

- B. How do you feel about potential redevelopment of the Huguenot House site as one of the options?**

**Resident/lessee responses:**

The view that WCC has been running down the building was expressed again in this section, alongside current resident feeling that they would be unable to afford one of the new flats if this option was decided upon. They expressed concern about how this would cause a break up of their community. Residents with health issues have access to local health hubs and have expressed that they would be unhappy to move to a different location.

**Non-resident leaseholder and developer responses:**

Views expressed concluded that redevelopment was the only option and its redevelopment would serve as a catalyst for further investment in neighbouring properties, furthering investment and growth in the City. Redevelopment would also present an opportunity to properly plan traffic flows to and around the site.

**Question 3. What would you like to see from the redevelopment of Huguenot House and the wider site?**

**Resident/lessee/non-resident leaseholder responses:**

Comments from residents reinforced their views that they did not want to see the redevelopment in their lifetime and wanted the building left alone and refurbished. Residents also wanted to see more residential and more office space as part of any redevelopment rather than car parking, retail and restaurants, as did non-resident leaseholders.

**Question 4. What is the likely impact for you of any redevelopment of the site, and how do you feel about this?**

**Resident/lessee responses:**

The general view of residents is that they feel they are being pushed out of their homes so that WCC could make money from the building, and a number of respondents objected to this question – feeling that it lacked compassion. There was a view also criticising the publishing of Westminster plans on Huguenot House as it was felt this has caused the flats to become unsellable except to WCC.

**Non-resident leaseholder and developer responses:**

The view of this group expressed that the improvement of the locality would counter-act an apparently negative impact, saying that this part of the West End would benefit enormously by the development of Huguenot House and commercial uses below. The impact of a much improved streetscape on Whitcomb Street and Panton Street with more 'life' will be the real asset to central London.

**Question 5. Please tell us any other ways in which you would like the council to communicate and engage with you in relation to the possible redevelopment of the site.**

**Resident/lessee responses:**

The general consensus is that redevelopment proposals should be abandoned and not taken up for at least 15 years. Others explained that how the council communicates, is totally irrelevant - what matters is what redevelopment is planned.

There were requests for face to face meetings with residents and stakeholders. Residents felt that staff at the presentations were not decision makers and did not, or were not, able to provide clear answers to questions.

Group meetings with leaseholders and residents were requested - this way residents would be able to respond in a more collective way.

**Non-resident leaseholder and developer responses:**

The view was that the scheme required wider publicity. There was a suggestion that this could be a partnership approach through the Local Business Improvement District and local media. This would help to ensure that a cross section of views on potential redevelopment was gleaned. In this respect Heart of London BID should be considered for inclusion on future mailing lists. In addition regular updates from the Public Realm Advisory group at WCC relating to this would be a welcome addition.

## Appendix 1

### Petition

A petition signed by 23 residents was received as detailed verbatim below:

'We the residents of Huguenot House object in the strongest possible terms to any plans that would involve demolition of any part of the building.

The block that contains Huguenot House is a perfect design, built to a very high standard.

In our opinion Westminster has neglected the block for almost 20 years through supervised neglect and failed in their covenant to maintain it to a standard required for such an important building in the West End of London.

For almost 20 years the only refurbishment or decoration that has been done to the building has been to replace the damaged entrance to Huguenot House in Oxenden Street. Citywest Homes who are supposed to 'manage' the residential part of the building, refuse to do any proper maintenance to the block other than most vital repairs. This is a total disgrace and no self-respecting responsible or caring freeholder would allow such neglect to their valuable property.

In our opinion, the plans we have been shown that involves the demolition of the building and replacing it with any of the structures suggested would be an unnecessary and monstrous overdevelopment of the environment. It is nothing less than vandalism of a superbly conceived, sensitively designed and beautifully constructed building, which Westminster has allowed to deteriorate.

The proposed redevelopment project is driven by Westminster purely for financial gain. Over the last few years there has been a huge loss of off-street parking spaces in the area. Further reduction of off-street public car parking spaces, as in the car park under Huguenot House would be an unacceptable destruction of an indispensable Theatreland facility that is unique in the area.

The demolition of the site would also destroy a stable residential community. Many people in the block have lived in the building for over 40 years.

We demand Westminster drops the whole idea of demolition and plans a proper refurbishment program of the block and supports residents so they can continue to live in the building without disturbance.

A very large number of lessees will definitely not give up their homes in Huguenot House and sell them willingly to Westminster. If you want to evict all of us you will then need to resort to a Compulsory Purchase order, which we have been told by our expert advisors you will not get. It is interesting to note that you have stated in a public document that you want to avoid a Compulsory Purchase order as it would be expensive and have a potential detrimental effect on the Council's reputation.

So please stop throwing many hundreds of thousands of pounds of public money away on trying to carry on with this monstrous project which will be defeated. Your Cabinet needs to understand fully the true facts and the views of people whose lives would be thrown into turmoil.'



## The Residents of Huguenot House

This page is intentionally left blank

## Appendix D – Schedule of Resident Correspondence

<b>Communication Method</b>	<b>Date</b>	<b>From</b>	<b>Recipients/Attendees</b>
Freedom of Information Request	31-06-15	Resident	FOI
Freedom of Information Request	03-08-15	Resident	FOI
Email	17-08-15	Resident	Director of Property Investments & Estates (cc. Cllr Mitchell)
Telephone Call	07-01-16	Resident	Director of Property Investments & Estates
Email	18-01-16	Resident	Director of Property Investments & Estates
Email	02-02-16	Resident	Highways and Public Realm Service Development Manager (cc. Cllr Thomson, Director of Property Investments & Estates, Head of Major Projects)
Email	11-02-16	Resident	Huguenot House Mailbox
Email	11-02-16	Resident	Director of Property Investments & Estates (cc. Cllr Thomson, Head of Major Projects)
Email	12-02-16	Resident	Huguenot House Mailbox
Letter	12-02-16	WCC	Huguenot House Residents/ Leaseholders
Email	15-02-16	Resident	Huguenot House Mailbox
Email	17-02-16	Resident	Huguenot House Mailbox
Public Exhibition	17-02-16	WCC	Huguenot House Residents/Leaseholders/Stakeholders
Email	18-02-16	WCC	Huguenot House Mailbox
Email	19-02-16	Resident	Huguenot House Mailbox
Email	22-02-16	WCC	Huguenot House Mailbox
Email	24-02-16	Resident	Huguenot House Mailbox
Public Exhibition	24-02-16	WCC	Huguenot House Residents/Leaseholders/Stakeholders
Email	02-03-16	Resident	Huguenot House Mailbox
Email	03-03-16	Resident	Huguenot House Mailbox
Email	07-03-16	Resident	Director of Property Investments & Estates (cc. Cllr Mitchell)
Letter	09-03-16	Resident/ Huguenot	Head of Major Projects/ Corporate Property

		House Resident's Association	
Email	09-03-16	Resident	Director of Property Investments & Estates (cc. Cllr Mitchell)
Email	14-03-16	Resident	Director of Property Investments & Estates (cc. Cllr Thomson, Cllr Mitchell, Head of Major Projects)
Email	15-03-16	Resident	Huguenot House Mailbox
Email	15-03-16	Resident	Director of Property Investments & Estates (cc. Cllr Thomson, Cllr Mitchell, Head of Major Projects)
Email	17-03-16	Resident	Huguenot House Mailbox
Email	17-03-16	Resident	Director of Property Investments & Estates (cc Resident)
Email	20-03-16	Resident/ Huguenot House Resident's Association	Cllr Mitchell, Cllr Thomson, Cllr Hyams (cc. Director of Property Investments & Estate, Head of Major Projects, Q Park)
Email	23-03-16	Resident	Huguenot House Mailbox
Email	23-03-16	Resident	Director of Property Investments & Estates, Senior Development Manager
Email	24-03-16	Resident	Director of Property Investments & Estates, Head of Major Projects
Email	29-03-16	Resident	Huguenot House Mailbox
Letter	29-03-16	WCC	Huguenot House Residents/Leaseholders
Email	31-03-16	Resident	Huguenot House Mailbox
Email	14-04-16	Resident	Huguenot House Mailbox
Email	24-04-16	Resident	Huguenot House Mailbox
Email	24-04-16	Resident/ Huguenot House Residents Association	Director of Property Investments & Estates, Head of Major Projects, Cllr Thomson, Cllr Mitchell, Cllr Hyams, Heart of London Bid, Dover Street Market, Huguenot House Residents
Email	30-04-16	Resident	Cllr Mitchell, Director of Property Investments & Estates, Head of



			Major Projects, Cllr Thomson, Cllr Hyams, CWH Village Manager
Email	04-05-16	Resident	Huguenot House Mailbox
Email	15-05-16	Resident	Cllr Mitchell, Cllr Thomson, Cllr Hyams, Director of Property Investments & Estates, Head of Major Projects, CWH Village Manager
Email	29-05-16	Resident	Huguenot House Mailbox
Freedom of Information Request	01-06-16	Resident	FOI
Email	03-06-16	Resident	Huguenot House Mailbox
Email	10-06-16	Resident	Director of Property Investments & Estates, Head of Major Projects, Account Assistant (Communications), Cllr Mitchell, Cllr Thomson, Cllr Hyams,
Email	26-05-16	Resident	Director of Property Investments & Estates (cc. Head of Major Projects, Cllr Mitchell, Cllr Thomson)
Freedom of Information Request	27-06-16	Resident	FOI
Email	12-07-16	Resident/ Huguenot House Resident's Association	Cllr Mitchell, Cllr Thomson, Cllr Hyams, Director of Property Investments & Estates, Head of Major Projects
Meeting	27-07-16	Resident	Head of Major Projects, Senior Development Manager
Email	08-08-16	Resident / Huguenot House Resident's Association	Head of Major Projects, Senior Development Manager, Director of Property Investments & Estates, Cllr Thomson, Cllr Hyams
Email	09-09-16	Resident	Huguenot House Mailbox
Email	21-09-16	Resident/ Huguenot House Resident's	Cllr Mitchell, Head of Major Projects, Senior Development Manager, Director of Property Investments & Estates, Cllr Thomson

		Association	
Telephone	07-10-16	Cllr Mitchell	Resident
Email	08-10-16	Resident	Cllr Mitchell
Email	12-10-16	Resident/ Huguenot House Resident's Association	Cllr Mitchell, Director of Property Investments & Estates, Head of Major Projects, Cllr Thomson (cc. Cllr Davis, Leader of the Council)
Email	23-10-16	Resident	Mainstay Group (cc Cllr Mitchell, Cllr Thomson, Head of Major Projects, Director of Property Investments & Estates)
Email	20-10-16	Resident/ Huguenot House Resident's Association	Cllr Mitchell (cc. Head of Major Projects, Director of Property Investments & Estates, Cllr Thomson, Cllr Davis, Leader of the Council, Cllr Hyams)
Email	13-11-16	Resident/ Huguenot House Resident's Association	Cllr Mitchell, Leader of the Council, Cllr Davis, Director of Property Investments & Estates, Head of Major Projects, Senior Development Manager, Cllr Thomson, Cllr Hyams
Email	27-11-16	Resident / Huguenot House Resident's Association	Cllr Mitchell, Leader of the Council, Director of Property Investments & Estates, Head of Major Projects, Senior Development Manager, Cllr Thomson, Cllr Hyams, (cc Cllr Davis, Cllr Robathan, Cllr Astaire, Cllr Caplan, Cllr Aiken, Cllr Harvey, Cllr Chalkley, Cllr Acton, Cllr Floru, Cllr Freeman, Cllr Mohammed, Cllr Rigby)
Email	05-12-16	Resident / Huguenot House Resident's Association	Cllr Mitchell, Leader of the Council, Director of Property Investments & Estates, Head of Major Projects, Senior Development Manager, Cllr Thomson, Cllr Hyams, Cllr Davis, Cllr Robathan, Cllr Astaire, Cllr Caplan, Cllr Aiken, Cllr Harvey, Cllr Chalkley, Cllr Acton, Cllr Floru, Cllr Freeman, Cllr Mohammed, Cllr Rigby
Email	11-04-17	Resident	Director of Property Investments & Estates, Head of Major Projects,

			Senior Development Manager
Email	18-04-17	Resident	Executive Director of Growth Planning and Housing
Email	14-05-17	Resident/ Huguenot House Resident's Association	Executive Director of Growth Planning and Housing
Email	29-05-17	Resident/ Huguenot House Resident's Association	Cllr Mitchell, Executive Director of Growth Planning and Housing, Director of Property Investments & Estates
Email	02-06-17	Resident	Executive Director of Growth Planning and Housing (cc. Director of Property Investments & Estates, Cllr Mitchell)
Email	07-06-17	Resident	Executive Director of Growth Planning and Housing (cc. Director of Property Investments & Estates Cllr Mitchell)
Email	13-07-17	Resident	Executive Director of Growth Planning and Housing, Director of Property Investments & Estates
Meeting	20-06-17	Resident	Executive Director of Growth Planning and Housing, Director of Property Investments & Estates

\*NB where a response to communication has been required, these have been provided

The subject of communication from residents has been varied and includes the below:

- Meeting requests
- Requests for project updates and documents
- Objections to the car park study
- WCC's leaseholder obligations including concerns over the maintenance and breakdown of the lifts at Huguenot House
- Resident petition against demolition of Huguenot House
- Newspaper articles on property market

This page is intentionally left blank



By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

This page is intentionally left blank



City of Westminster

## Cabinet Report

<b>Meeting or Decision Maker:</b>	<b>Cabinet</b>
<b>Date:</b>	<b>10<sup>th</sup> July 2017</b>
<b>Classification:</b>	<b>General Release</b>
<b>Title:</b>	<b>Ebury Bridge– Estate Renewal</b>
<b>Wards Affected:</b>	<b>Churchill</b>
<b>City for All</b>	<b>The proposed scheme will meet the City Council’s three priorities ensuring ‘Civic leadership and responsibility at the heart of all we do’, ‘Opportunity and fairness across the city’ and ‘Setting the standards for a world class city’</b>
<b>Key Decision:</b>	<b>That Cabinet authorise spend to work-up in detail an entirely new scheme, requiring resident engagement on all development options and co-creation of a preferred solution demonstrating that there is a compelling case in the public interest to take forward the preferred scheme option</b>
<b>Financial Summary:</b>	<b>The approved HRA business plan contains the necessary funding for the proposed options appraisal and resident engagement exercise</b>
<b>Report of:</b>	<b>Director of Housing and Regeneration</b>

### **1. EXECUTIVE SUMMARY**

- 1.1 The consented scheme for the renewal of Ebury Bridge Estate is not commercially viable. Despite conducting detailed scrutiny of the original scheme, voted on by residents in 2013, it has not been possible to make this consented scheme attractive to developers and therefore the City Council must now look again at a new scheme for the estate.

- 1.2 The City Council is fully committed to the renewal of the Ebury Bridge Estate and will work within the ambitions of the Leader's City for All 2017/18 priorities both in terms of the delivery of new affordable homes, protection of sustainable mixed communities but also in line with improved community engagement.
- 1.3 The City Council intends to meet its strategic aims and objectives for Ebury Bridge by undertaking a comprehensive Estate Renewal Options Study that will:
- Inform (and take the outputs from) a resident consultation process
  - Inform (and take the outputs from) a soft market testing exercise
  - Demonstrate that there is a compelling case in the public interest to take forward the preferred scheme option to delivery
- 1.4 The Council proposes to consult with residents on the new options to produce a new scheme. The consultation process will explore a range of estate renewal options, ranging from refurbishment through to redevelopment of the entire estate (Edgson, Wainwright, Wellsley, Hillersdon, Dalton, Mercer, Pimlico, Bridge, Victoria, Bucknill, Rye, Westbourne and Doneraile House).
- 1.5 Finding a preferred option in this way will ensure that a comprehensive and inclusive engagement exercise is conducted and that all renewal options are explored with Ebury Bridge Estate residents and businesses.
- 1.6 It is imperative that the criteria by which the estate renewal options will be assessed are made clear from the outset. This will ensure that Estate Renewal Options that do not meet the strategic aims and objectives for Ebury Bridge do not progress and that the preferred solution is deliverable.
- 1.7 The City Council continues to provide rehousing support to residents within the original consented scheme area, which comprises Edgson, Wainwright, Wellsley, Hillersdon, Dalton, Mercer, Pimlico, and Bridge Houses. Residents have been actively engaged in the process and while new options are being explored the Council would wish to honour commitments made to them by maintaining existing rehousing offers.
- 1.8 The City Council will lead dedicated resources from within Policy Performance and Communications along with a commissioned community engagement agency and a multi-disciplinary development team to ensure that appropriate resources are in place and a comprehensive approach is delivered.

## **2. RECOMMENDATIONS**

- 2.1 Officers seek approval from Cabinet to explore in detail an entire new scheme in five sequential steps:
- I. Authorise spend to explore and work-up renewal options, with the community which are both commercially viable and meet the aspirations of the residents.



- II. Agree the assessment criteria for testing options set out in Section 5.
- III. Agree that officers work with residents to reach a preferred option.
- IV. Agree that the Council continue to honour the rehousing commitments made to both tenants and leaseholders within the existing scheme.
- V. Agree to bring a Cabinet report forward outlining a preferred option following the comprehensive period of engagement.

### **3. REASONS FOR DECISION**

- 3.1 The Estate is one of five priority housing estates identified in the City Council's Housing Renewal Strategy 2010, noted as requiring improvement and significant investment over the next five years.
- 3.2 The aim of regenerating the Ebury Bridge Estate is to bring about long term physical, economic and social sustainability of the area, and to create a high quality, mixed use urban neighbourhood that is attractive to residents and visitors alike, integrates successfully with the surrounding area and delivers a significant number of new homes in line with the Leader's City for All 2017/18 priorities.
- 3.3 An entirely new scheme is required to meet the aspirations of residents by providing innovative affordable tenure solutions, attracting the market through commercial viability, balance demand on the Housing Revenue Account, and deliver a development of exceptional quality driven by scale, value, quality and underpinned by design principles that ensure the optimum outcome for housing numbers, financial returns and regeneration benefits.

### **4. BACKGROUND, INCLUDING POLICY CONTEXT**

- 4.1 The City Council has been working with residents at Ebury Bridge since 2010 to develop a comprehensive regeneration programme. Residents voted on proposals and a planning application was prepared in conjunction with them. However, it subsequently became clear in 2015 that the scheme as permitted was not attractive commercially to market leading developers.
- 4.2 This led to detailed scrutiny of the consented scheme to examine how it could proceed, from the phasing of the scheme, design of the homes, the densities achieved and the impact of build cost inflation. For two consecutive years between 2014 and 2016 there was a period in which build cost inflation for projects in Central London outstripped increases in sales values. In conclusion, the consented scheme will produce a significant deficit.
- 4.3 A review has determined that the vote promises cannot be delivered in the consented scheme; whilst this is primarily due to the lack of commercial viability: there are other limiting factors, examples of which are:
  - Despite original commitments, charges to leaseholders are legally required if the City Council funds work to their flats.

- Elements of the agreed improvement works would be very intrusive, result in the loss of internal habitable space and require residents moving out for the duration of the works.
- 4.4 An expectation was set that all new build and improvement work would be completed by 2017. Subsequent updates to residents extended this date to June 2021. There is clear recognition the Council have not met these dates and there is understandable disappointment and frustration. It affects residents' lives and their ability to make long plans for themselves and their families.
- 4.5 Ebury Bridge Estate renewal is part of the Council's overall housing estate regeneration programme. As such renewal of the Ebury Bridge Estate remains an important element of the City Council's aspirations to:
- I. increase the supply and quality of affordable homes to meet a variety of local needs, including housing for families.
  - II. improve the quality of the local environment with outstanding green and open spaces and housing that promotes low energy consumption and environmental sustainability.
  - III. promote a high quality of life for people of all ages and backgrounds, in safe, cohesive and healthy neighbourhoods, supported by a range of high quality housing and excellent community facilities.
  - IV. enable people to maximise economic opportunity in Westminster with support for training, employment and enterprise, and housing tenures which help those in work to remain in the City.
  - V. create a more distinct sense of neighbourhood, ending the physical divide between Westminster's estates and surrounding local streets.
- 4.6 The Council have communicated to residents that the intention is not to abandon the commitments made to them in 2013 and rather focus on creating a viable scheme that where possible delivers on, and enhances upon, those promises.

## **5 ESTATE RENEWAL STRATEGY**

### **Ebury Estate Renewal Objectives**

- 5.1 To achieve the Council's overall housing estate regeneration programme on Ebury and deliver new homes at Ebury Bridge Estate, the Council's strategic objectives for the site are to:
- Optimise the development opportunity, within the confines of the site and the surrounding area.
  - Engage with residents on all proposals, in a full and transparent way that ensures residents and stakeholders have meaningful and early opportunities to shape the future of the estate.

- Ensure that displaced tenants have the right to return to a social tenancy, Leaseholders are offered a fair deal and have the option to return to the estate. A package of support for businesses is developed.
- Consider the most appropriate combination of physical interventions to achieve the agreed aims of regeneration, including repair and refurbishment, investment in public realm, infill and intensification, demolition and rebuild.
- Where demolition and rebuilding is chosen as part of estate regeneration, this should only happen where it provides an increase in affordable homes within the City.
- Proposals should look to improve the appearance of the estate, its relationship with the surrounding neighbourhood, benefitting from the excellent transport links and emerging development in the area.
- Provide active frontages to Ebury Bridge Road
- Deliver housing of the highest design quality, as quickly as possible, using modern methods of construction where appropriate.
- Using regeneration as a driving force to achieve social, employment and health improvements through new amenity space, employment and health interventions.
- Deliver a scheme that makes a positive financial contribution to the City Council
- Proactively monitor the impacts and outcomes of regeneration, seeking to involve residents where possible.

### **Ebury Estate Renewal Deliverables**

- 5.2 WCC are commissioning a team to work with residents to undertake a comprehensive Estate Renewal Options Study, ranging from the refurbishment of the existing buildings through to entire estate redevelopment.
- 5.3 The options study will be based upon robust financial, design, planning and overarching regeneration principles. Examples of specific areas of expertise include housing need, affordable housing tenure models and disposal, scheme and unit design, asset management and the private rental sector.
- 5.4 The Estate Renewal Options Study will allow a number of different estate renewal options to be explored and evaluated against the Councils strategic aims and objectives, leading to the selection of the preferred option. To evaluate the Estate Renewal Options, 3 main themes for investigation are to be used:

**Desirability** – the degree to which each option meets the strategic objectives and priorities of stakeholders

**Viability** – the degree to which each option is financially viable and sustainable

**Feasibility** – the degree to which each option can be implemented

- 5.5 These themes will be mapped to specific criteria against which each option is evaluated. This will lead to a final recommendation about the preferred option which can then be taken forward to the business case.
- 5.6 The City Council will be open, transparent and absolutely committed to engagement with residents and businesses in order to take a preferred scheme forward.

## **6. REHOUSING OPTIONS FOR RESIDENTS**

- 6.1 The City Council continues to provide rehousing support to residents within the original consented scheme area, which comprises Edgson, Wainwright, Wellsley, Hillersdon, Dalton, Mercer, Pimlico, and Bridge Houses. Much has been achieved to date. Residents have been actively engaged in the process and while new options are being explored the Council would wish to honour commitments made to them by maintaining existing rehousing offers.
- 6.2 In order to best manage the rehousing process within the context of available supply, our tenant rehousing strategy is based on prioritising Edgson, Wainwright and Wellesley Houses initially. To date 56 out of the 61 tenants in these three blocks have already been rehoused or are in the process of moving to alternative accommodation. The remaining tenants are bidding or are waiting on offers of suitable accommodation. Once those residents have been rehoused the Council can then extend priority banding and rehousing support to residents in the remaining consented scheme blocks.
- 6.3 Buy-backs continue with 55 out of 66 leaseholders in the consented scheme either already having sold or are in the process of selling their properties back to the City Council.
- 6.4 Maintaining rehousing options provides consistency for residents on the estate. It is acknowledged that blocks due to have refurbishment works as part of the consented scheme continue to wait. It would be poor value for money to carry out extensive refurbishment on housing blocks that may be subject to demolition depending on the preferred option chosen. Urgent repairs would continue to be completed in the meantime.

## **7 DELIVERY**

### **Delivery Implementation**

- 7.1 Following Cabinet authorisation, commence engagement with the community and the preparation of a full options report that will explain in detail all possible development options by:

- Evidencing a comprehensive Estate Renewal Options Study (including consultation, planning, concept design, soft market testing, finance, procurement and delivery objectives).
- Implementing the Council's Resident Engagement and Consultation Strategy
- Reviewing the Council's Leaseholder Policy in conjunction with an Equalities Impact Assessment, considering a tailored policy to meet the needs of the Ebury residents.

7.2 Engage the Ebury Bridge Estate residents and businesses.

- Set the parameters by which options can be created (commercial, policy, legislative and public realm) and through comprehensive community engagement; select a preferred option with residents and businesses on Ebury. Ensure that this engagement exercise is inclusive and that all residents and businesses can engage in the process.

7.3 A subsequent Cabinet Report will seek authorisation to take forward the preferred scheme forward.

#### **Development Partner Procurement**

7.4 The Council have had several informal conversations with a few development companies concerning the site, the objective to gauge what might be deliverable once brought to the market.

7.5 It is clear from these preliminary discussions that the scale and nature of the scheme has a direct impact on the level of interest from the market and crucially the type of partner the Council can secure. The Council will need to consider a larger, perhaps bolder scheme in terms of quantum of development and innovative housing products to attract top tier development companies who excel in place-making, tenure blind development, sustainable modern methods of construction, and high quality public realm.

7.6 There is a genuine opportunity for the Council to deliver a development of exceptional quality: this will be driven by scale, value, quality and design to ensure the optimum outcome for housing numbers, financial returns and regeneration benefits.

7.7 The assessment criteria by which the comprehensive engagement exercise will arrive at the preferred option are to be made extremely clear from the outset. No preferred option will be taken forward that fails to meet the development objectives and has not been soft market tested with reputable developers. For example, options that do not meet commercial or policy priorities cannot progress to a preferred option.



## Delivery Timeline

- 7.8 Officers have considered the key tasks and milestones required in the first instance, to explore an entirely new scheme:

Estate Renewal Timeline (Key Milestones)	
<b>Governance</b>	(Calendar Years)
Cabinet Report (Decision to explore new scheme)	10 <sup>th</sup> July 2017
Cabinet Report (Preferred Option Report)	Q1 2018
<b>Resident/Community Engagement</b>	
Phase 1: <b>Inform</b> Ebury Bridge Estate Resident Meeting 28 <sup>th</sup> June 17 Stakeholder engagement	June/July 2017
<b>Consultation and Co-creation of new scheme</b>	
Phase 2 - <b>Engage</b> Listening month Events	July/August 2017
Phase 3 – <b>Create</b> options through consultation and engagement with residents and businesses	September/December 2017
Phase 4 – <b>Create</b> preferred option through estate wide consultation	January/February 2018

## 8.0 FINANCIAL IMPLICATIONS

- 8.1 The Housing Estate Regeneration Programme that sits within the HRA Business Plan 2017/18 allocated £75m investment budget to Ebury over the next five years. The budget was derived from the planning consented scheme and assumed a development partner would be procured to deliver the scheme, provide the Council with a land receipt for the private sales units and build out the affordable housing for the Council.
- 8.2 Whilst the delivery strategy for the renewal options is likely to assimilate the business plan assumptions, any increase in acquisition costs will likely be borne by the HRA until corresponding land receipts are received from a Partner.
- 8.3 It is critical in the context of evidencing a compelling case for regeneration that the options considered and the appraisals undertaken can be evidenced upon realistic and sound assumptions around costs, programme phasing and outputs and that the funding of the impact of the change in programme can be financed and contained within the HRA business plan.
- 8.4 The impact of the proposed changes in scale and timeframe of the options on the HRA business plan will need to be modelled in detail to determine whether the options can be funded and are affordable in the context of delivering the current Housing priorities.

## 9. LEGAL IMPLICATIONS

- 9.1 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, which includes a new programme of maintenance,

improvement or demolition or a matter which affects services or amenities provided. Secure tenants must therefore be informed of the development proposals and provided with an opportunity to make their views known to the Council within a specified period. Before making any decision the Council must consider any representations from secure tenants arising from the consultation.

- 9.2 The imposition of service charge by the Council is dealt with in Part II of the Landlord and Tenant Act 1985. There is a legal requirement to recharge leaseholders for improvement works. Where the Council has a power to recharge costs it has incurred in connection with the maintenance of properties, it is under a fiduciary obligation to its ratepayers to do so.
- 9.3 A new scheme will require a new planning permission, procurement of a development partner for delivery, and may require a compulsory purchase order (CPO) to achieve the regeneration of the estate. It will be necessary to show that there is a compelling case in the public interest before a CPO can be made, and that there is no planning, financial or other impediment to the development coming forward.

## **10. STAFFING IMPLICATIONS**

### **Project Governance and Resources**

- 10.1 An internal WCC project governance structure is required to ensure fit with corporate objectives. The board will be sponsored by the Director of Housing.
- 10.2 This Board will be attended by and receive regular update reports from each of the work-stream leads and will act as a point of project co-ordination and a clearing house for decisions, with a default remit to refer to the WCC Executive Management Team any matters that cannot be satisfactorily resolved.
- 10.3 The Board will oversee and carry responsibility for the overall programme and timetable. The Board will provide fully inclusive briefings to ensure cross-coordination of the work of all work streams. The Chair will produce by exception update and action reports for Executive Team Meetings and the Housing Regeneration Steering Group as necessary.
- 10.4 The Council is ensuring that there is sufficient resource in place to bring forward the successful regeneration of Ebury Bridge. Teams from within Housing and Regeneration work in conjunction with Policy, Performance and Communications (PPC) to deliver all work streams in order to achieve the Council's objectives.

## **11. CONSULTATION**

### **Communication and Stakeholder Implications**

- 11.1 The City Council is committed to a comprehensive seven month engagement programme with residents and businesses on the Ebury Bridge Estate to ensure that a new scheme is designed with people that regeneration will affect.
- 11.2 The engagement programme was outlined in succession to Ward Councillors and Residents on 28th June 2017. Ward Councillors were briefed prior to a public meeting, confirming that the currently consented scheme is not viable and the Council would be consulting on a full range of options. Ward Councillors and Residents were provided with details on the approach that will be taken to ensure extensive and on-going consultation.
- 11.3 Our approach will commit dedicated resources on site to work through the development of options with residents and businesses. A preferred option will only be brought forward with the input and insight from those living and working on the Estate and one that is also commercially viable and meets the policy aspirations of the City Council.
- 11.4 Our approach will recognise the frustrations born from the ending of the consented scheme, the length of time it has taken to reach this decision and the uncertainty that a new period of engagement will engender. The Council should commit to this comprehensive approach to ensure that all those affected by the potential new scheme have the opportunity to shape the future of the Ebury Bridge Estate.

Our outline approach therefore is designed in five phases:

#### **Phase 1: Inform June/July 2017**

- Highly visible engagement from the City Council on the estate and comprehensive information provision on the decision not to proceed with the consented scheme and what this means for individuals.
- Visible leadership from elected members and GPH officers at public meetings and engagement officers at 3 Dalton House permanently.
- Stakeholder engagement to inform local and regional contacts of the decision and the process of community engagement.

#### **Phase 2: Listen and engage July/August 2017**

- 'Listening month' to build and strengthen connections with residents and stakeholders through intensive face to face engagement, supported by integrated council communications. This will seek to develop engagement in the regeneration process and reinforce the necessity of community involvement and co-design.

- Commissioned community engagement services from Pinnacle to undertake face-to-face engagement on the estate.
- Monitoring and reporting mechanism to provide weekly updates to elected Members and officers of the feedback and ideas generated from engagement.
- Focus on residents' and businesses' fears, aspirations, frustrations and personal views of the estate's future.

### **Phase 3: Create options through engagement** September/November 2017

- Undertake an asset focused approach using the results of the listening exercise and ask the community to develop the options alongside the City Council.
- Be open and transparent during this process about the commercial viability, public realm realities and need for affordable and private housing.
- Pinnacle, a GPH multi-disciplinary team and engagement lead from PPC to work with groups of residents to model a range of options for the future of Ebury Bridge Estate. This approach will be event led and also reach out to existing networks on the Estate for contribution.

### **Phase 4: Create preferred option through consultation and engagement**

December/February 2018

- Together bring forward a preferred option that meets the policy aspirations of the City Council, local aspirations of residents and businesses and is also commercially viable tested with the market.
- Pinnacle, GPH multi-disciplinary team and PPC engagement lead to work on refining modelling to create a preferred option that fits within the commercial and policy parameters of a viable scheme.
- Comprehensive engagement across the estate on the co-created preferred option that residents, businesses and the City Council have tested with the market. This exercise will focus on the Estate but will also take views and opinion from wider the community.

### **Phase 5: Cabinet Committee paper** March/April 2018

- GPH and PPC draft a paper on the decisions needed for the progression of the preferred option and to engage a developer.

<p><b>If you have any queries about this Report or wish to inspect any of the Background Papers please contact: James Green, Senior Development Manager, <a href="mailto:jgreen@westminster.gov.uk">jgreen@westminster.gov.uk</a></b></p>
---

This page is intentionally left blank





**City of Westminster**

## Cabinet Report

<b>Decision Maker:</b>	<b>Cabinet</b>
<b>Date:</b>	<b>10 July 2017</b>
<b>Classification:</b>	<b>General Release</b>
<b>Title:</b>	<b>Chinese library service – Response to Petition</b>
<b>Wards Affected:</b>	<b>St James’s</b>
<b>Key Decision:</b>	<b>No</b>
<b>Financial Summary:</b>	<b>No financial implication</b>
<b>Report of:</b>	<b>Executive Director for City Management and Communities</b>

### **1. Executive Summary**

1.1 The Council’s library service includes provision of Chinese language materials, resources and activities primarily based at Charing Cross library. As part of the remodelling of the service, to save £750,000 in revenue costs and ensure it is sustainable for the future, there have been changes made to the way the library service operates. These were implemented from 3 April 2017.

1.2 On 22 April 2017, the Council received a petition from an organisation called the Friends of Charing Cross Library, signed by 992 signatories, entitled “Maintain the same quality of Chinese library as before”, which had been started on 15 March. It stated:

“We believe that the Chinese Community is deeply dismayed with the funding cut to the Westminster Chinese Library, the largest public Chinese library in the UK. The Chinese library draws 70% of readers to the Charing Cross Library and is the main reason why this library welcomes the most readers compared to any other library in Westminster. We demand that: 1. The service to the Chinese community to be maintained to the same level as how it was before the budget cut. 2. An Equality Impact Assessment should be initiated before the implementation of the restructuring. 3. The Council has a duty to genuinely consult the Chinese Community, local residents and all users regarding the restructuring of the Chinese service.

On 2 June, officers met with the petition organiser and were handed a further paper-based petition. As between 500 and 10,000 of the signatories to the online petition are based in Westminster a requirement for a report to the Cabinet has been triggered. This report responds to the issues raised in the petition.

- 1.3 The Council has already carried out a transformation programme for its library service resulting in a reduction in overall running costs to ensure value for money and to meet financial targets as part of medium term planning.
- 1.4 Because the impacts of the transformation programme are mainly on staffing, and the Council is committed to maintaining a high quality of library service, a full equalities impact assessment (EIA) and consultation with the public was not deemed necessary. However, officers recognise the importance of communicating openly and transparently with communities about change and will ensure that this is the case where future changes have public impact.
- 1.5 Officers will actively engage with the Friends of Charing Cross Library group, and other community groups, to ensure they are able to have input to the development of library services in future.

## **2. Recommendations**

- 2.1. That the Cabinet :
  - a. **Note** the receipt of a petition relating to the Chinese library service at Charing Cross library.
  - b. **Endorse** the actions set out in the report as the response to the petition and the petitioners be advised accordingly.

## **3. Reasons for Decision**

- 3.1 The report seeks confirmation that the Cabinet is confident in the decision making process that was in place in relation to the changes to the library service and that officers should continue to engage with a wide range of Chinese community groups in relation to the library service.

## **4. Background, including Policy Context**

- 4.1 The Council has already carried out a transformation programme for its library service resulting in a reduction in overall running costs in line with requirements of its medium term financial planning. The aims of the programme included to reduce the library service running costs by £750,000: despite this, on spend per resident, Westminster remains the highest spending council in England on library services. The Council also committed to retaining its 12 library sites and maintaining their long opening hours, which are important for access to the

service. This is at a time when other councils are closing libraries, drastically reducing opening hours or handing libraries to volunteers to run in their entirety.

- 4.2 The review was carried out to both save money and modernise the service. This resulted in changes to the roles and responsibilities of libraries staff and a reduction in the number of posts within the service from 117 full time equivalent to 101.
- 4.3 Cost reduction is in the context of continuously reducing government grant, and that libraries are a statutory service which have to be provided free at point of use. Maintaining a high quality of service that the public who use libraries receive was also a key consideration and careful thought was given by Members and officers as to how best to achieve this.
- 4.4 The service has reduced costs primarily by streamlining the staffing structure, where the bulk of costs lie. It has reduced the number of staff employed in the service by “delayering” the management and focusing on key customer-facing activities, and moving to more flexible job roles. This is in line with practice adopted by other local authority library services, although Westminster’s level of resourcing remains above average.
- 4.5 Library services for the Chinese community were considered as part of the service as a whole. Changes that were made to the staffing of the library service are not expected to have a significant impact on the service to users, and where there are any adverse effects, steps will be taken to mitigate these. Since the change was to the management and deployment of staff, officers conducted a preliminary EIA but a full EIA was not deemed necessary. All staff were consulted extensively on the change during a 12 week period in autumn 2016, and no specific feedback relating to the Chinese library service was received during this consultation.
- 4.6 Officers were aware of the services used by Chinese residents, including provision of books and other resources, space for reading, study and events, and outreach. They considered how best to ensure the continuation of a high quality service, whilst better deploying staff resources and making the savings. To ensure the library service can continue to offer a good service, libraries management have ensured:
  - There will continue to be staff with appropriate language skills based at Charing Cross library.
  - Changes in the Chinese community (eg the greater preponderance of Mandarin-speakers compared to Cantonese in the past) will be reflected in the service.

- The newly constituted community and volunteer relationship team will prioritise outreach work with the Chinese community in the West End, recognising the significance of the Chinese community, which makes up 3% of the Westminster population total (and a much larger community which works or uses the West End as a focus of its cultural activity) whilst also seeking to address other community need for library services in the City.
- The service will also seek to further improve links with the Chinese community in respect to volunteering and engagement with the service

## **5. Response to the petition**

5.1 Following receipt of the petition, officers have been in dialogue with the Friends of Charing Cross library group, and have met with them. The meeting was an opportunity to air concerns by the group and for officers to reassure them that there will continue to be high quality provision of Chinese library resources and services in Westminster. An ongoing dialogue was agreed.

5.2 As recommended above, Cabinet is asked to note the petition, the impact of the changes already implemented, and commitments made to the organisers regarding the future of Chinese library provision and to continuing engagement. Cabinet is asked to endorse the approach set out in this report. This will be fully communicated to the petition organiser and the Friends of Charing Cross library group.

## **6. Financial Implications**

6.1 This report has no financial implications.

## **7. Legal Implications**

7.1 This report has no legal implications

## **8. Outstanding issues**

8.1 None

**If you have any queries about this Report please contact:  
Mike Clarke, Director of Libraries & Culture  
at [mclarke1@westminster.gov.uk](mailto:mclarke1@westminster.gov.uk)**