



City of Westminster

Cabinet Agenda

Title: **Cabinet**

Meeting Date: **Monday 4th December, 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	

Also Attending: Councillors Angela Harvey and Richard Beddoe



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, 5 Strand from 6.00pm. 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
Corporate Website: 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 (30.10.17)

To approve the minutes of the meeting held on 30 October 2017.

(Pages 1 - 10)

4. CHURCH STREET MASTERPLAN

Report of Executive Director of Growth, Planning and Housing

(Pages 11 - 190)

5. AGREEMENT OF BI-BOROUGH SERVICES IN CHILDRENS SERVICES, ADULT SOCIAL CARE AND PUBLIC HEALTH

Report of the Chief Executive

(Pages 191 - 202)

6. ESTABLISHMENT OF A WHOLLY OWNED HOUSING COMPANY

Report of the Executive Director, Growth, Planning and Housing

(Pages 203 - 260)

7. COUNCIL TAX BASE 2018-2019

Report of the City Treasurer.

(Pages 261 - 276)

8. MANAGED SERVICES FOR HR, PAYROLL AND FINANCE

Report of the Bi-borough Director of Corporate Services.

(Pages 277 - 286)

9. EXCLUSION OF PRESS AND PUBLIC

RECOMMENDED: 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(s) of business 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:

<u>Item No</u>	<u>Grounds</u>	<u>Para. of Part 1 of Schedule 12A of the Ac</u>
10	Information relating to the financial and business affairs of an individual including the authority holding the information and legal advice	3

10. MANAGED SERVICES FOR HR, PAYROLL AND FINANCE - FINANCIAL/CONTRACTUAL MATTERS

(Pages 287 - 318)

**Charlie Parker
Chief Executive
24 November 2017**

This page is intentionally left blank



CITY OF WESTMINSTER

MINUTES

Cabinet

MINUTES OF PROCEEDINGS

Minutes of a meeting of the **Cabinet** held at 7pm on **Monday 30th October, 2017**, Room 3.1, 3rd Floor, 5 Strand, London, WC2 5HR.

Members Present: Councillors Nickie Aiken (Chairman), Heather Acton, Daniel Astaire, Danny Chalkley, David Harvey, Richard Holloway, Tim Mitchell and Rachael Robathan

Also Present: Councillors Richard Beddoe and Brian Connell

Apologies for Absence: Councillor Robert Davis, MBE, DL

1 WELCOME

1.1 The Leader welcomed everyone to the meeting.

2 DECLARATIONS OF INTEREST

2.1 There were no declarations of interest.

3 MINUTES - 10 JULY 2017

3.1 The Leader, with the consent of the Members present, signed the minutes of the meeting held on 10 July 2017 as a true and correct record of the proceedings.

13 ORDER OF BUSINESS

The Leader brought forward Item 11 – Shared Legal Services Alternative Business Structure Proposal as the next item of business.

11 SHARED LEGAL SERVICES ALTERNATIVE BUSINESS STRUCTURE PROPOSAL (SEE REPORT OF THE DIRECTOR OF CORPORATE SERVICES)

11.1 John Quinn, Director of Corporate Services, introduced the report. He explained the reasons for the proposals and how these delivered the best fit for staff, brought more work in-house and delivered the necessary budget savings. He added that some issues like access to pension fund remained to

be finally resolved but these would be before the decision was finally implemented.

- 11.2 Chris Smith (UNISON Branch Secretary) addressed the meeting. He reported that progress had been made on the issue of outstanding loans which were now not required to be repaid at the commencement of the proposed ABS. He explained that some staff who had been with the City Council for 30 years wished to remain part of the Council family and were concerned at the imposition of being transferred to the private sector.
- 11.3 The Leader responded by thanking Chris for his continued personal contribution and advice and confirmed that despite this technical change she regarded the legal team as very much part of the Westminster family and would continue to do so.
- 11.4 Councillor Mitchell spoke about the value of the Legal team which was highly regarded and valued. He also stressed that they would continue to be regarded as part of the Council. He was aware that some issues remained to be resolved and that work continued on these.
- 11.5 Councillor Astaire referred to a similar arrangement which had been established by Warwickshire County Council. He welcomed the proposal to bring work to the in-house team which was highly regarded and, in some cases, world class. He sought assurances that continued professional development would form part of the ABS and that knowledge sharing would form part of the requirement of the service.
- 11.6 Tasnim Shawkat, Director of Law, confirmed that training and development work form a key part of the new arrangements to build on existing skills and attract new ones. It was, she added, noteworthy some work from CityWest Homes had already been brought in-house from external solicitors.

Resolved:

1. That the report and the business case for the Shared Legal Services to join LGSS Law Ltd as the London branch be noted;
2. That Westminster City Council joins LGSS Law Ltd as a shareholder and transfer staff to LGSS Law Ltd under TUPE regulations;
3. That the Bi-borough Director of Corporate Services and the City Treasurer, be delegated authority following consultation with the Cabinet Member for Finance, Property and Corporate Services, to approve and enter into the agreements and take such other steps necessary to implement the decision recommended at paragraph 2.2 of the report and set out in 2 above;
4. That the Chief Executive be given delegated authority to vary the S113 agreement in respect of Legal Services as necessary to reflect changes following the merger with LGSS Law Ltd and to serve notice to terminate the S113 agreement, if necessary.

Reasons for Decision

A decision was required as the proposal has significant financial implications in that it results in significant savings for the councils.

4 2018-2019 BUDGET PROPOSALS (SEE REPORT OF THE CITY TREASURER)

- 4.1 Steve Mair, City Treasurer, introduced the report. He explained that detailed proposals were being submitted earlier than in previous years in order to allow for longer implementation and therefore achieve full year effect of savings.
- 4.2 Councillor Brian Connell, Chairman of the Budget Scrutiny Task Group, addressed the meeting. He drew attention to the notes of the Task Group's meetings included in the report. He confirmed that the Task Group had undertaken detailed work and had found the budget to be robust. The Equality Impact Assessments are important to take into account and he urged the Cabinet to ensure that they did so and that these were satisfactorily completed. The Task Group had paid particular focus on the Adult Social Care budget and he encouraged the Adult Social Care P&S Committee to also pay particular attention to this given its size. He thanked the Members and Officers who had given a significant amount of time to the scrutiny process.
- 4.3 Councillor Heather Acton advised that a "Healthier London" should be added to the consultations being undertaken by the Mayor of London.
- 4.4 The Leader thanked the Task Group and officers for all of their detailed work and referred to the larger than expected projected underspend at period 6 which was forecast to continue with year end. Therefore, she proposed that this be earmarked for "My Westminster" community initiatives and projects during 2017-2018 and that a report be submitted to the Cabinet Member for Finance, Property and Corporate Services to approve the associated governance processes.

Resolved:

That Cabinet approve the following:

- (i) That budget proposals for the 2018/19 budget where relevant external consultations have been completed and as reviewed by the Budget and Performance Task Group as detailed in Annex A of the report.
- (ii) That in principle, the budget proposals for the 2018/19 budget where relevant external consultations have not been completed as separately listed in Section 16 is approved. Such proposals will be further considered, by Full Council on 7 March 2018, once all consultations and EIAs have been completed;
- (iii) That the views of the Budget and Performance Task Group set out in Annex A of the report were considered as required;

- (iv) That the draft estimated cash limited budgets for each service with overall net expenditure for 2018/19 of £168.163m (as set out in Schedules 1 to 6 of the report) be noted. These figures are draft and based on 2017/18 Period 6 budgets which may change before final budget setting is completed in March 2018;
- (v) That the Equality Impact Assessments included in Annex B of the report be received and noted to inform the consideration and approval of this report.
- (vi) That the Cabinet receives a further report in February 2018 which will finalise the budget for 2018/19.
- (vii) That the projected period 6 underspend be earmarked for “My Westminster” community initiatives and projects in 2017-2018 and the Cabinet Member for Finance, Property and Corporate Services approve, via a formal report, the related governance processes.

Reasons for Decision

The presentation of this Budget Proposals report offers an early opportunity to note and approve budget changes for the 2018/19 financial year. All proposals have been assessed for whether they require consultations and equality impact assessments, whether these have been completed or not and, where they have not been completed, timescales for completion. Completed EIAs it was noted were available to all members at Annex B of the report, on the website and in the Members Room.

5 2016-2017 ANNUAL ACCOUNTS AND OUTTURN (SEE REPORT OF THE CITY TREASURER)

- 5.1 Steve Mair, City Treasurer, confirmed that once again the accounts had been closed and audited in record time. The Leader thanked him and his team for all the work undertaken in achieving this.

Resolved:

That the 2016-2017 Annual Accounts which were formally signed off at the 17 July 2017 Audit and Performance Committee be noted.

Reason for Decision

The report was for Cabinet to note the formal sign-off of the 2016-2017 accounts and outturn by Audit and Performance Committee in July 2017.

6 CAPITAL STRATEGY 2018-2019 TO 2022-2023, FORECAST POSITION FOR 2017-2018 AND FUTURE YEARS FORECASTS SUMMARISED UP TO 2031-2032 (SEE REPORT OF THE CITY TREASURER)

- 6.1 Steve Mair, City Treasurer, introduced the report which was now in its second year. Councillor Tim Mitchell explained that the programme was kept under review by the Capital Review Group on a regular basis.

Recommendations

That the Council be recommended:

1. To approve the capital strategy as set out in the report.
2. To approve the capital expenditure for the General Fund as set out in Appendix A of the report for 2018-2019 to 2022-2023 and future years to 2031-2032.
3. To approve the capital expenditure forecasts for the General Fund as set out in Appendix A of the report for 2017-2018.
4. To note the expenditure forecast for 2017-2018 for the HRA as set out in Appendix B of the report.
5. To note the capital expenditure for the HRA for 2018-2019 to 2022-2023 as in accordance with the 30 year HRA Business Plan and as included in Appendix B of the report.
6. To note the financial implications of the HRA capital programme including the references to the debt cap and the level of reserves as detailed in paragraph 12.33 of the report.
7. To approve that in the event that any additional expenditure is required by a capital scheme over and above this approved programme the revenue consequences of this will be financed by revenue savings or income generation from relevant service areas.
8. To approve that all development and investment projects follow the previously approved business case governance process as set out in paragraphs 6.7 to 6.15 of the report.
9. To approve that no financing sources unless stipulated in regulations or necessary arrangements are ring fenced.
10. To approve that contingency in respect of major projects is held corporately with bids for access to those contingencies to be reviewed by the Capital Review Group (CRG) and thereafter approved by the relevant Cabinet Member and City Treasurer in the event they are required to fund capital project costs, as detailed in paragraphs 10.43 to 10.44 of the report. These total £651.505m from 2017-2018 to 2031-2032 but include a sum of £450m which is an allowance for general capital expenditure (eg highways improvements) in future years beyond 2021-2022.
11. As approved last year, the Council plans to use capital receipts in 2017-2018 to fund the revenue costs of three eligible proposals – the refurbishment of Westminster City Hall (£9m), the Digital Transformation Programme (£2.8m) and a contribution to the pension fund deficit (£10m) under the DCLG Guidance on the Flexible Use of Capital Receipts if considered beneficial to the Council's finances by the City Treasurer at year end. Further use of

flexible capital receipts to fund the above are also included in the capital programme for these schemes in 2018-2019 (the last year to which the Flexible Capital Receipts scheme is available).

12. To approve that the financing of the capital programme as set out in paragraphs 12.1 to 12.21 of the report.
13. To approve that financing of the capital programme be delegated to the City Treasurer at the year end to provide sufficient flexibility to allow for the most effective use of Council resources.

Reason for Decision

The Council is required to set a balanced budget and the capital strategy and subsequent capital programme form part of this process, along with the governance process to monitor and manage the programme.

7 TREASURY MANAGEMENT STRATEGY STATEMENT FOR 2018-2019 TO 2022-2023 (SEE REPORT OF THE CITY TREASURER)

Steve Mair, City Treasurer, explained that this was an annual report as required by financial regulations.

Resolved:

That:

- (i) The Treasury Management Statement set out in sections 5 to 7 of the report be approved.
- (ii) The prudential indicators set out in section 8 of the report be approved.
- (iii) The overall borrowing strategy and borrowing limits for 2018-2019 to 2022-2023 as detailed in section 6 of the report be approved.
- (iv) Investment strategy and approved investments set out in Appendix 1 of the report be approved.
- (v) The Minimum Revenue Provision policy set out in Appendix 2 of the report be approved.

Reasons for Decision

To comply with the Local Government Act 2003, other regulations and guidance and to ensure that the Council's borrowing and investment plans are prudent, affordable and sustainable and comply with statutory requirements.

8 TREASURY MANAGEMENT STRATEGY MID-YEAR REVIEW 2017-2018 (SEE REPORT OF THE CITY TREASURER)

Steve Mair, City Treasurer, advised that it was a regulatory requirement to report at mid-year. The reasons for the adjustments proposed were explained.

Resolved:

- (i) That the Annual Treasury Strategy 2017-2018 Mid-Year Review, noting the cases of non-compliance and the action taken to rectify this be approved.
- (ii) That the increase to the maximum loan period for the LGA loan from 12 to 15 years be approved.
- (iii) That the reduced credit rating limit for investments in Supra-national banks and European agencies from AA+/Aa1/AA+ to AA/Aa/AA be approved.
- (iv) That the increase to the aggregate limit for lending to local authorities from £100m to £200m be approved.
- (v) That the limit on lending to individual local authorities from £50m to £100m subject to lending criteria be amended.
- (vi) That the increase to the limit for collateralised deposits from £60m to £100m be approved.
- (vii) That the minimum working capital balance from £150m to £nil to make better use of the Council's cash resources be reduced.

That the changes set out in (i) to (vii) above be recommended to Council for endorsement.

Reason for Decision

The Treasury Management mid-year review report is part of the Treasury Management statutory process.

9 INTEGRATED INVESTMENT FRAMEWORK (SEE REPORT OF THE CITY TREASURER)

Steve Mair, City Treasurer, introduced the report. He advised that, for the first time, all of the investments were being brought together into a single framework in order to obtain better value for money.

Resolved:

That the Council be recommended to:

- 1. Approve and implement the Integrated Investment Framework set out in this report (to be reviewed on an annual basis).
- 2. Approve that the target for the overall return on Council investments should aspire to match inflation.

3. Approve that the benefits of investing in the Pension Fund should be used as a benchmark when evaluating other investments.
4. Adopt the asset allocation percentages set out in the Framework and work towards achieving these.
5. Approve that the overarching objective of this Framework is to achieve an overall return on Council investments aspiring to match inflation or to reduce costs and liabilities at an equivalent rate whilst maintaining adequate cash balances for operational purposes and not exposing the capital value of investments to unnecessary risk.
6. Approve that investments in out-of-borough property developments should be considered individually and should outweigh the benefits of investing in-borough (which can have a number of non-commercial benefits eg place making) and in a diversified property fund. Individual decisions will be subject to Cabinet Member approval.
7. Approve that the property and alternative asset allocation should focus on in-borough, with out-of-borough options being explored as and when they arise and subject to Cabinet Member approval.
8. Approve the establishment of an Investment Executive, comprising the membership set out in paragraph 5.1 of the report to implement, monitor and report on the investment strategy. The Investment Executive will meet half yearly supplemented with ad hoc calls and meetings in times of change.

Reason for Decision

To bring together various investments into a single strategy.

10 HOUSING INVESTMENT STRATEGY AND HOUSING REVENUE ACCOUNT BUSINESS PLAN 2018-2019 (SEE REPORT OF THE CITY TREASURER)

- 10.1 Barbara Brownlee, Executive Director, Growth, Planning and Housing advised that the report set out particularly ambitious plans over the next 5 years.
- 10.2 Councillor Rachael Robathan stressed how hugely important the programme was. It was vital that it was managed carefully. The programme had taken into account emerging City Plan policy which would lead to less S.106 monies for affordable housing. The emerging policy would, however, require more affordable housing provision on site and therefore overall an increase in affordable housing would be achieved.

It was noted that table 2.3 of the report had been amended in the version which had been issued with the papers for the Council meeting – 8 November 2017.

Resolved:

That the indicative HRA capital programme budgets for 2018-2019 to 2022-2023 set out in Appendix B of the report be noted.

To note the proposed allocations from the Council's Affordable Housing Fund to new supply programmes.

Reasons for Decision

The plans outlined in the report will enable the Council to invest in maintaining and improving the existing stock of homes and neighbourhoods within its management, whilst also delivering wider benefits to the City's residents and businesses. The financial plan will ensure the housing stock continues to meet the housing needs with which the city is faced; and ensure the HRA remains sustainable and viable over the long term. Further modelling of a proposal to set up a wholly owned company to enable housing delivery, which may involve delivery of some of the schemes in this plan, together with a reference in the recent Prime Minister's Party Conference speech to an additional £2bn to be invested in affordable housing mean that the plan will continue to be assessed in the coming months.

12 ANY OTHER BUSINESS WHICH THE CHAIRMAN CONSIDERS URGENT

The Meeting ended at 7.53pm.

CHAIRMAN: _____

DATE _____

This page is intentionally left blank



City of Westminster

Cabinet

Date:	4 December 2017
Classification:	For general release with the exception of Appendix 3
Title:	Church Street Regeneration Programme- Masterplan and Next Steps
Ward Affected:	Church Street
Key Decision:	Yes
Financial Summary:	The projects and initiatives discussed in this report are already included the draft HRA Business plan for 2018-19 and this report does not request further funding be allocated to the Church Street programme. The current base position is -£47m and officers are working on a number of scenarios that could materially impact on this and help to reduce the overall cost.
Report of:	Barbara Brownlee, Executive Director, Growth, Planning & Housing

Executive Summary

- 1.1 The Church Street Regeneration programme has a number of projects and initiatives already underway following the publication of the Futures Plan.
- 1.2 The draft Church Street Masterplan, which develops on the principles of the Futures Plan and seeks to propose a deliverable set of interventions, was consulted on in September/October 2017.
- 1.3 The report and appendices detail the outcomes of that consultation and the proposed changes to the masterplan document as a result of the consultation. These relate in the main to providing additional or clarified information on key areas within the masterplan, including the Council's commitment to tenants, leaseholders and commercial interests in the area and the approach to affordable housing delivery.

- 1.4 A headline list of activity that needs to be undertaken on the basis of approval of the masterplan is included in the report, which explains what work officers will now undertake in order to be able to present detailed scheme proposals back to members in the second half of 2018.

2. Recommendations

- 2.1 That Appendix 3 be exempt from publication under Section 100 (A) (4) and Part 1 of Schedule 12A to the Local Government Act 1972 (as amended) as it contains information which should be exempt from publication in that it contains information relating to the business and financial affairs of the authority
- 2.2 That Cabinet notes the Church Street Masterplan Consultation Report and on the basis of the proposed amendments to that document as a result of the consultation approves the Church Street masterplan as the Council's delivery framework for the regeneration programme in Church Street.
- 2.3 That Cabinet notes that further consultation will need to be undertaken on each area where a CPO may in the future be required on the full range of options to include the "do nothing" or maintenance only and refurbishment options as well as development options.
- 2.4 That authority is delegated to the City Treasurer to enter into a funding agreement with the Greater London Authority to formalize the terms of the second phase of the Edgware Road Housing Zone funding.
- 2.5 That authority is delegated to the Executive Director of Growth, Planning and Housing to approve acquisitions by the Council to acquire all leasehold interests in the blocks proposed for demolition (if a development option is approved in the future) situated within sites A, B and C, that are in addition to those identified in the Futures Plan where approval exists to offer the compensation policies within the Council's Policy on Leaseholders in Housing Renewal Area, designated as Church Street site 2, Blackwater House and Eden House, by agreement at market price
- 2.6 That authority is delegated to the Executive Director of Growth, Planning and Housing to approve spending on feasibility activity in line with the HRA business plan.

3.0 Reasons for decision

- 3.1 The decisions requested in this report will enable the Church Street Regeneration Programme to move into the next stage of detailed due diligence on the Phase 2 schemes proposals. It will also ensure that the funding from the GLA is secured to enable further consultation on areas where we need to use compulsory purchase powers and if the development option is chosen, enable programmes to move into delivery. The Church Street masterplan provides a

background to the Council's aspirations for the area. It is a formal non-statutory statement of policy which can be taken into account in the preparation of any planning applications which may come forward in the Church Street ward.

4. Background and context

4.1 The Futures Plan is the existing renewal plan for the Paddington Green, Church Street and Lisson Grove area for the period through to 2026/2030. The plan, which was prepared during 2011 and published in 2012, is not a formal planning document but was subject to a resident vote, which was positive and forms the basis for those proposals to be delivered. The main features of the Futures Plan are:

- Better homes
- Better parks and open spaces
- Cultural, economic and enterprise opportunities
- Improved retail
- Better connections
- Community facilities

4.2 A number of housing developments and other initiatives from the Futures Plan and associated opportunities developed in the intervening time period are already in progress.

- **Orchardson Street;** three 3 bed flats were built as an example development and completed in summer 2016. They are now occupied by families from the borough's housing waiting list.
- **Luton Street;** a planning application has now been submitted for the scheme, which includes 62 affordable housing units. As part of the scheme, a new nursery was built on Tresham Crescent, which opened in 2016, and projects are being funded to deliver improvement works to buildings around the site under the Community Benefit Fund project and the first phase of the Green Spine has also been funded.
- **Lisson Arches;** the 55 unit sheltered housing scheme, which also includes 10,000sqm of enterprise space, is currently on site for enabling works. The scheme includes 44 affordable units, which will primarily be utilized to rehouse residents from the sheltered scheme at Penn House. The scheme is due to complete in 2019.
- **Ashbridge/Cosway/Ashmill;** a planning application has been submitted for these linked sites, which will include delivery of 28 affordable units and significant public realm improvements around the Ashbridge site for use by residents of a number of large housing blocks. The scheme is due to be on site in summer 2018 and complete in early 2020.

- **Parsons North**; this scheme, although in Little Venice ward, was consulted on during the Futures Plan process. A planning application for a housing scheme including 14 affordable units has recently been approved with a proposed start on site in early 2018. It is proposed that the scheme be utilized to address a range of local housing needs issues.
- **Green Spine Phase 1**; running from Bell Street to the junction of Salisbury Street and Samford Street and incorporating Broadley Street Gardens, the Green Spine will provide a much needed increase in good quality open space in the heart of Church Street and is being designed to encourage play and recreation for all ages. There is a current planning application for the scheme and it will be delivered from summer 2018.
- **Neighbourhood Keepers**; the Church Street Futures Group (CSFG), the Council's Community Led advisory body for the regeneration programme, were instrumental in developing a set of proposals for positive activities to promote health and wellbeing and to encourage local people to have an increased sense of ownership for the area they live in. The Council has committed to funding the programme at £2m over five years, from 2017/18 onwards, and a number of projects have already been delivered. A community led panel is supporting the regeneration team in designing the rest of the programme. At present a funding strategy to support this commitment is still being developed by officers.
- **Create Church Street**; as with Neighbourhood Keepers, the CSFG proposed a fund of £200,000 to promote creative activities in the area for local people to access. Around half of the funding has now been distributed and another round of activities will start in early 2018.

Church Street Employment Support, the programme funds two full time Employment Coaches as part of the Westminster Employment Service to work with local residents to improve their employment opportunities and skills.

- 4.3 In 2014 the Council made an application to the Mayor of London's Housing Zone programme for the Edgware Road area. This was successful and £25.5m was allocated to the programme. £2m of this was designated for the Lisson Arches project and the remaining £23.5m is earmarked for leaseholder acquisitions in phase 2. Details are provided in the financial implications section of this report on the funding arrangements associated with this grant.
- 4.4 There are other, private sector led developments underway in the Church Street area that are linked to the delivery of the regeneration programme. These are the Lyons Place scheme, being developed by Almacantar and the West End Gate scheme, being developed by Berkeley Homes.

- 4.5 Since early 2016, WCC has had a renewed focus on the delivery of the Church Street programme, including the opening of a Regeneration Hub office on Church Street itself. The delivery team, including development, community engagement, business, employment and regeneration officers has been expanded to meet programme demands during that time.
- 4.6 In summer 2016, the Council commissioned Peter Brett Associates and LDA Design to prepare the draft Church Street masterplan. It was commissioned to be a framework for delivery of regeneration projects in Church Street. This masterplan provides the strategic framework that will guide the economic growth and physical development of Church Street for at least the next 15-20 years. It has been prepared in parallel with the City Plan review to ensure that there is an up to date planning policy context for the delivery of our aspirations embodied in the masterplan. It is the intention that the masterplan will be agreed by the council to help inform the drawing up and determination of planning applications in the Church Street area. The masterplan is intended to:
- build on the regeneration initiatives to date in Church Street and work with the social and economic communities of Church Street.
 - build upon the unique qualities of the area to create a great place where people want to live, communities thrive and businesses prosper.
- 4.7 The draft masterplan took full account of and builds on The Futures Plan, which was prepared with considerable community involvement. It also takes account of Westminster City Council's City for All Programme.

5. Masterplan consultation summary

- 5.1 The consultation on the draft masterplan ran from 7 September to 29 October 2017 and a wide range of residents, local community groups, businesses and other stakeholders responded. The Regeneration Base at 99 Church Street has been the main exhibition venue and has received a steady flow of visitors asking questions and making comments about the proposals. In addition the exhibition has 'popped up' at venues including Church Street library, Church Street market, City of Westminster College, Greenside Community Centre and Westminster Adult Education. Members of the masterplan team have attended school coffee mornings and parent events, workshops, Health Centre patient committees and resident meetings. A full schedule of consultation events is attached to this report.
- 5.2 A number of different forms of publicity were used to advertise the consultation process including:
- **Newsletter;** delivered to all addresses in Church Street in August 2017 to advertise forthcoming consultation.

- **Targeted letters;** to tenants and residents in sites proposed for redevelopment to inform them of the proposals and to encourage them to access consultation materials and provide their opinions.
- **Fliers;** placed in key community venues and handed out at events to promote consultation exhibition dates.
- **Electronic mailing lists;** a list of local stakeholders compiled by the Church Street Regeneration team was utilised to circulate information about the masterplan.
- **Door knocking;** carried out towards the end of the consultation in particular blocks with proposals directly affecting them, where specific issues had been raised or formal response rates were lower.

5.3 A consultation summary report is attached to this document, which will be appended to the final masterplan and made public.

6. Proposed amendments to masterplan

6.1 Throughout the consultation process, the programme team has considered responses and tested various delivery and viability scenarios. This allowed the team to consider which amendments to the masterplan should be proposed. Below is a summary of those amendments split into the 4 themes of the masterplan. There is also a section on deliverability, which is fundamental to the way the masterplan has been produced.

Theme	Amendment
1. Homes	<ul style="list-style-type: none"> a. Ashbridge and Cosway proposals have progressed significantly since publication of the draft masterplan, with site specific consultation having been undertaken and planning applications submitted. As such, these sites now form part of the 'schemes in delivery' and therefore will be moved to this section of the report b. Information to be provided on the number of tenants and leaseholders directly affected by each masterplan site proposal to show scope of scheme and Council re-provision requirements for tenants. c. State a clear intention to work with partners including City of Westminster College to consider delivery and funding options for the Gateforth & Cockpit Theatre site. d. Provide clarity on the delivery of affordable housing by floorspace and against Council and London planning policy guidance. e. Retain proposal to include total Edgware Road frontage, with a commitment to consider all options for delivery f. Highlight the Council's ambitious infill programme as an alternative for sites in the Church Street area not identified for comprehensive development

2. Health & Wellbeing	a. Affirm commitment to ensuring new and redesigned public spaces are designed and managed to reduce crime and anti-social behavior
3. Market & Enterprise	a. Confirm approach to current traders and businesses both during and after the proposed new development b. Emphasise the need to support the creative and antiques industries in the area c. Affirm commitment to the retention, improvement and evolution of the street market offer in Church Street
4. Making Connections	a. Specify intentions around re-providing both Church Street library and Westminster Adult Education provision in consultation with service providers and users b. Highlight further the link to the Regents Canal
5. Deliverability	a. Include a clear statement on the Council's commitments to its existing tenants and leaseholders and reference the specific policies that govern these commitments. b. Ensure information on land use and massing is explained in as many metrics as possible and clarify that that building heights at this stage are indicative and need to respond to emerging policy and local context at the time of detailed planning. c. Include indicative delivery timescales diagrams within document d. Rename 'The Way Forward' section as 'Delivering the masterplan proposals' and lay out the process the Council will undertake on all proposals ahead of their delivery, including due diligence, engagement and consultation with the community, viability testing, procuring partners e. Affirm commitments to consultation and engagement approach both through existing forums and with the wider community.

7. Moving to delivery

- 7.1 The phase 1 projects outlined in section 1 of this report are the initial delivery opportunities for the Church Street programme, which will provide local rehousing options for directly affected residents. They are due for delivery between 2018 and 2021.
- 7.2 The masterplan identifies site A as the first site in phase 2 of the proposals. In order to develop a detailed set of proposals for the site, preparation is required. During the first half of 2018, the regeneration team will be carrying out the workstreams outlined below. On completion of these workstreams, a further report will be put before the Cabinet Member and Cabinet as required to move into delivery of the masterplan proposals.

- Detailed commercial analysis of the scheme proposals and design/planning proposals to ensure the council's 'ask' from a development partner is deliverable and realistic.
- Due diligence including detailed title reports
- Meeting with all residents, tenant or leaseholder, to establish their outline housing requirements and develop proposals to ensure their needs and requirements can be met within the framework of the Council's policies.
- Negotiations with other property owners to establish whether there will be a need for any compulsory purchase processes and to confirm a strategy for those processes
- Engagement with all commercial and retail interests to agree a range of options for their future needs within the programme.
- Development of a traffic and transport implementation plan
- Production of a procurement strategy for a delivery partner or partners.
- Development of a Local Lettings Plan for the programme.
- Completion of a first stage programme wide Equalities Impact Assessment

7.3 The programme focuses not only on housing development schemes but also socio-economic, public realm and health and wellbeing projects, such as the Employment Support, Neighbourhood Keepers and Create Church Street projects mentioned in section 1 above. Those projects will continue their delivery and will be supplemented by the following initiatives;

- Community Benefit Fund – delivery of improvement work schemes to a number of blocks in the vicinity of the Luton Street development site.
- Business support – developing relationships within and beyond the business community in Church Street to ensure they have the skills and resilience to meet any challenges and opportunities from the regeneration programme.
- Delivery of funded activity – Including a potential GLA Good Growth Fund project relating to enterprise and cultural workspace that is currently under consideration.
- Edgware Road underpass – working with Council colleagues and partners to consider options for the Edgware Road underpass and how this might be funded and delivered.

8. Financial implications

- 8.1 The 2018/19 work programme proposed in this report gains funding approval as part of the HRA Business Plan. Where additional approvals for specific spend are required, the programme team will follow existing Council processes including approval of a scheme business case.
- 8.2 Both phase 1 housing schemes and the phase 2 core site proposals (A, B and C from the masterplan) form part of the current HRA business plan and Affordable

Housing Fund allocations. As such they have been considered against the other HRA and AHF priorities and funding levels agreed accordingly. Each scheme will be subject to the required Council financial approval processes as the schemes come forward for delivery. This business planning includes the funding required to facilitate the purchase of leasehold interests as per the recommendation at the outset of this report.

- 8.3 The proposed Leaseholder Policy currently being consulted upon contains potential commitments that have still to be fully identified and costed but which may impact upon the final costs of delivering the phase 2 scheme. Officers are currently undertaking an analysis of the likely costs and risks and will report this when the Leaseholder Policy is finalised in January. Officers are providing this feedback as part of the formal feedback process.
- 8.4 As part of the development of the masterplan proposals, financial modeling has been undertaken on the core delivery sites, which are A, B and C on Church Street itself. These sites were chosen to be included in the viability studies due to their proposed delivery timescales and the level of Council control on those sites, which is greater than in other proposed schemes. The HRA Business Plan position is established at a deficit of -£47m for the delivery of sites A, B and C. This position includes allowances for the Council to gain vacant possession of sites at a cost of c.£190m, for the Affordable Housing Fund to fund delivery of all new and replacement social housing, for intermediate housing to be delivered by the Council or a partner, for infrastructure including community space and public realm to be delivered and for over 1000 homes to be delivered with over 50% affordable between re-provision and new provision. A confidential viability report is attached, which shows the current position on the scheme and the proposed scenarios to improve the financial position to a cost neutral position for the HRA.
- 8.5 Further detailed analysis is required to explore the financial position on the schemes and this will be carried out as part of the next stage of work as detailed in this report. At present it is considered prudent to retain the current HRA Business Plan position until further due diligence has been undertaken in order to protect the Council's position and to fully understand the projected capital receipts from the scheme and the risks associated with them.
- 8.6 The core HRA delivery programme sites (A, B and C) include significant community and commercial space delivery in addition to housing. A key element of establishing detailed viability for the schemes will be to consider funding from other sources, including the General Fund potentially investing in commercial space, funding bids to other public sector bodies such as GLA, TfL or DCLG and bids to the Council's CIL. All of these funding sources will require firm proposals and therefore will be considered as part of the next stage of due diligence work and beyond but have not been considered to date.

8.7 The second tranche of Edgware Road Housing Zone funding, which totals £23.5m, requires a Borough Investment Agreement to be in place by 31 January 2018. The funding is being awarded as a grant on the basis that the scheme viability at masterplan stage shows that the scheme is not making significant profit for the borough. The funding agreement will include provision for reviewing the viability of the scheme in order that the GLA could share in any profit made to recycle funding into future housing delivery in London. The clause will ensure no financial detriment to the Council.

9. Legal implications

- 9.1 The Church Street masterplan provides a background for the Council's aspirations for the area. It is a formal non-statutory statement of policy which can be taken into account in the preparation of any planning applications which may come forward in the Church street ward.
- 9.2 However for future Compulsory Purchase Powers to be used for the Council to deliver this development it will have to make the case for regeneration. There needs to be a compelling case in the public interest for a development to go ahead as human rights are being interfered with. As property owner and Housing authority, the Council will need to consult on all the options including the maintenance only option and refurbishment option options.
- 9.3 Should the full redevelopment option be preferred further Cabinet Member Reports 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.
- 9.4 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 wiwhich will inform decision-making. The law requires that consultation takes place at a "formative" stage, i.e. before a decision is taken to develop, to ensure that it 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.
- 9.5 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.

- 9.6 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.
- 9.7 All Commercial occupiers if any will need to be further consulted and regard must be given to any rights within their leases.
- 9.8 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.
- 9.9 Acquisitions (without compensation) under section 19 of the Housing Act 1985 can occur at this early stage provided the properties are being purchased for housing purposes and property owners are able to sell out of their own volition.

Appendices

- 1 – Church Street Masterplan
- 2 – Church Street Masterplan Consultation Statement of Community Involvement
- 3 – Church Street Viability Report (CONFIDENTIAL: EXEMPT FROM PUBLICATION)

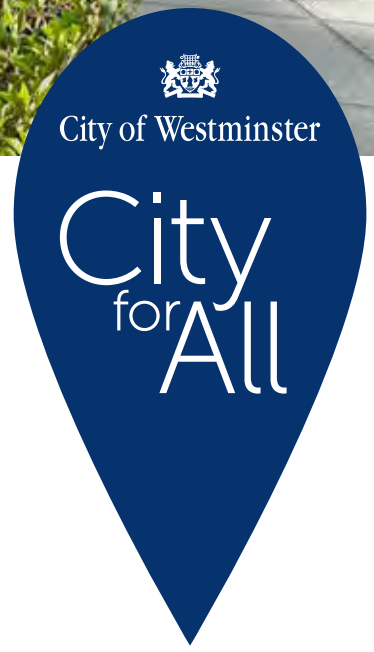
This page is intentionally left blank



Church Street Masterplan

DRAFT December 2017

Page 23





Contents

Foreword	4	Placemaking	33
Introduction	7	Health and well-being	34
Executive summary	8	Homes	36
The story so far	10	Market and enterprise	38
Progress to date	13	Making connections	40
Existing context	15	The masterplan	43
Context	16	The masterplan sites	44
History and heritage	18	Land use and massing	60
Community	19	Church Street market	66
Building heights, density and form	20	Landscape and public realm	71
Open space, landscape, public realm	23	Movement and circulation	83
Transport links	24	Other opportunity sites	91
The vision	27	Other opportunities	92
The vision	28	The delivery approach	95
		Delivering the masterplan	96

Foreword

Housing plays a key role in the lives of everyone here in Westminster and providing more homes of all types is at the heart of our ambition to create a City for All.

Evidence from across London, and beyond, shows that good quality housing plays an essential part in helping people to have successful lives. It's not just about bricks and mortar, it's about improving people's life chances through better health, educational attainment and employment prospects. It's also about helping people to build on the sense of pride in their local neighbourhood, characterised by a strong sense of community whilst always respecting the heritage and history of the place. Quite simply, we believe that providing good homes can act as the bedrock of a successful community where people and businesses can flourish and realise their aspirations in life whether they are existing or future residents or businesses.

That's our ambition for the borough and for Church Street and we want to continue to work with local people and businesses to deliver those improvements in which everyone will take pride. We want the local community to feel they have had the opportunity to shape and deliver those plans.

In the wake of the dreadful fire at Grenfell Tower and before launching this masterplan consultation, we took the opportunity to take stock of the proposals in this plan and assess these against latest fire safety guidance. I want to reassure you that we take your safety very seriously and any new homes will comply with latest advice.

I'd like to acknowledge the hard work of so many members of the local community over many years, particularly the Church Street Futures Group, as we have worked together to develop plans and proposals over time. We are now building on that very important and valuable work with our joint desire to see change and make things happen by launching this masterplan consultation.

This masterplan sets out a framework for development and regeneration for Church Street. We know that a plan is only part of the picture and we are renewing our focus on following through with delivery of a regeneration programme to achieve these ambitions both directly and working with delivery and community partners.

You have my guarantee, on behalf of the council, that residents and businesses in Church Street will continue to shape and influence this diverse neighbourhood for the benefit of everyone who works and lives in this great part of Westminster.



Cllr Rachael Robathan

*Cabinet Member
Housing,
Westminster City Council*



Looking west along Church Street from the junction with Salisbury Street



Introduction



Executive summary

The masterplan recognises the real character of the Church Street area and the importance of the local community in delivering transformational change. Four interconnected drivers have been identified and they are explained in more detail in this document. Each will deliver in summary:

Health and well-being

- Up to 40% increase in publicly accessible open space
- A health and well-being hub
- A new community hub

Homes

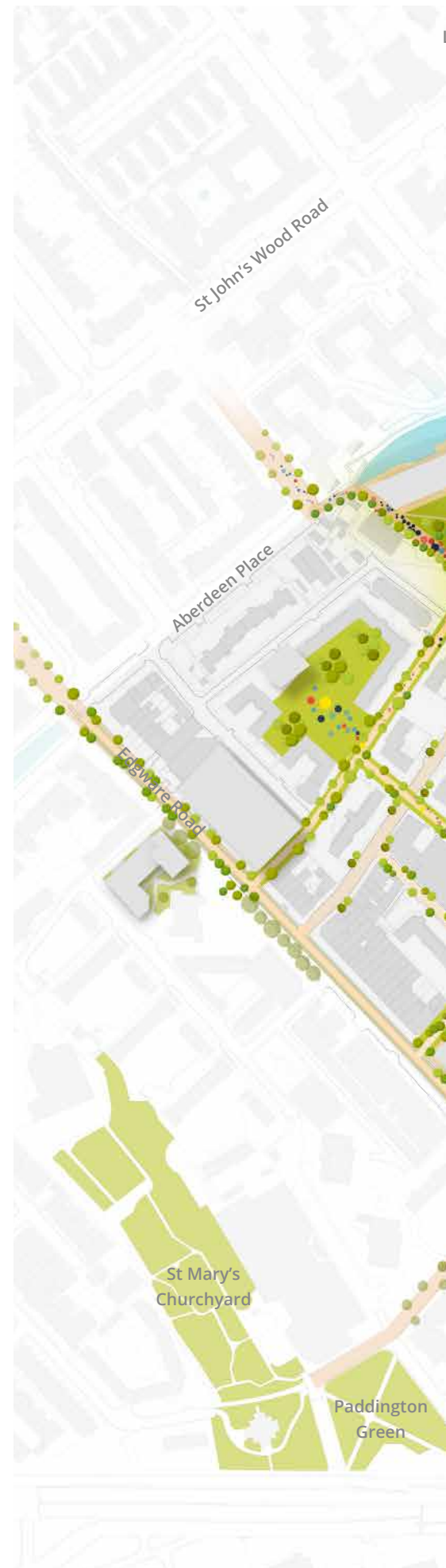
- Around 1,750 new homes including:
 - reprovided homes for existing tenants at social rent
 - new homes with 35% of these being affordable
- 1,010 homes are already being built in the area (300 in Church Street and 710 just outside the masterplan boundary)

Market and enterprise

- Improved street market with around 220 stalls, 150 van parking spaces, 3,600m² storage and facilities
- Affordable and flexible workspace and business support facilities
- A new cultural quarter centred around the antiques market and Cockpit Theatre
- Around 3,500 construction-related jobs
- Around 525 retail jobs
- 7,000 m² retail space provision

Making connections

- A 20mph traffic calmed zone to improve the public realm opportunities
- A new pedestrian priority street designed for Church Street market, pedestrians and cyclists which links Lisson Grove to Edgware Road





Lord's Cricket Ground

Regent's Park

Park Road

Regent's Canal

Frampton Street

Rossmore Road

Church Street

Lisson Grove

Marylebone

Marylebone Road

Edgware Road

Edgware Road (Bakerloo)

Edgware Road (Circle, District, H&C)

Marylebone Flyover

Church Street area once the masterplan is delivered

The story so far

Westminster City Council's central aspiration for the Church Street area is to facilitate estate renewal and economic growth, while making a fundamental and lasting difference to the lives of its residents, both current and future.

The council commissioned Peter Brett Associates and LDA Design to prepare the Church Street masterplan.

This masterplan provides the strategic framework that will guide the economic growth and physical development of Church Street for at least the next 15-20 years.

It has been prepared in parallel with the City Plan review to ensure that there is an up to date planning policy context for the delivery of our aspirations embodied in the masterplan. It is the intention that the masterplan will be agreed by the council to help inform the drawing up and determination of planning applications in the Church Street area.

The masterplan is intended to:

- build on the regeneration initiatives to date in Church Street
- work with the social and economic communities of Church Street to deliver change
- focus on building on the unique qualities of the area to create a great place where people want to live, communities thrive and businesses prosper

The masterplan takes full account of and builds on The Futures Plan, which was prepared with considerable community involvement and was published in 2012. It also takes account of Westminster City Council's City for All programme. More information on City for All can be found at: westminster.gov.uk/city-for-all

Church Street is a vibrant and complex area but, despite proximity to the West End, it has issues of social and economic exclusion. This results in poorer health outcomes and lower than average rates of economic activity than neighbouring areas. A critical objective of the masterplan is to facilitate improved health and well-being outcomes across the area. Crucial to this is to:

- improve existing homes and build new homes
- create local economic activity and help local residents into employment
- ensure the proposition is deliverable and achievable.

The aim has been to create a masterplan that is robust enough to ensure that it will be viable and deliverable, whatever changes are ahead.





Edgware Road District
and Circle Line Station

The Futures Plan



776 new homes

- 306 re-provision
- 470 additional new homes

Edgware Road Housing Zone



1,113 new homes

Housing Zone area designated by the Greater London Authority

Schemes being progressed



300 new homes in Church Street area

1,010 total new homes (710 homes are being delivered just outside the masterplan area)

Progress to date

A number of key plans and reports have been prepared in recent years, all of which have guided and informed the Church Street masterplan.

The Futures Plan

The Futures Plan is a renewal plan for the Paddington Green, Church Street and Lisson Grove area for the period through to 2026/2030. The plan, which was prepared during 2011 and published in 2012, is not a formal planning document.

The main features of the Futures Plan are:

- Better homes
- Better parks and open spaces
- Cultural, economic and enterprise opportunities
- Improved retail
- Better connections
- Community facilities

These themes remain central to the Church Street masterplan, as set out on the following pages.

Edgware Road Housing Zone

In June 2014, the Greater London Authority announced the Edgware Road Housing Zone, which covers the Church Street area and a small section of Little Venice ward. This Housing Zone is a vehicle for delivering regeneration and housing. It provides initial grant funding to help facilitate the delivery of 1,113 new homes in the area, which includes the West End Gate and Parsons North sites, outlined below. Together with other improvements, this represents a possible inward investment of £1.1bn.

Infrastructure and Public Realm Plan

This plan was produced in 2013 to influence infrastructure and public realm works within the Church Street and Paddington Green Area.

The Green Spine is a key project from the plan and will improve streets and green spaces. Lisson Street will be pedestrianised, whilst Lisson Gardens and Broadley Gardens will be enhanced with play and community facilities. Following public consultation, the Green Spine project is currently undergoing design development, with an estimated start on site in 2018

Schemes being progressed

A number of development schemes and other initiatives identified in the Futures Plan are already being delivered or will shortly begin to be delivered:

- **Lisson Arches** - The development at Lisson Arches will include replacement homes for residents of the sheltered housing scheme at Penn House and enterprise space for local businesses. The site will deliver a total of 59 new homes, including 44 affordable homes.
- **Ashbridge/Cosway** – These two sites will deliver 78 homes of which 28 will be affordable. Subject to planning approval, construction could start in 2018. site provision, mid 2020
- **Luton Street** - The site will deliver around 170 new homes including 62 affordable units, as well as a sports hall and community space.
- **Parsons North** – This site will deliver 60 homes, including 19 affordable and enhanced communal open space, alongside refurbishment of some areas of Parsons House itself.

The new homes that are being delivered in each of these proposals play a key role in enabling the developments identified in the Church Street masterplan by providing rehousing options for residents within identified masterplan sites.

Other significant private sector led schemes, which will provide rehousing opportunities for the Church Street regeneration programme, are:

- **West End Gate** - delivering around 650 new homes in the first phase of development, including 132 affordable units.
- **Lyons Place (Almacantar)** - delivering 76 new homes including 47 affordable.

Existing context



Context

The Church Street masterplan has been informed by a comprehensive analysis of the area both utilising existing studies and by undertaking a full review as part of the masterplanning process.

An understanding of the local context

The masterplan area follows the Church Street ward boundary but takes account of development and other opportunities in the vicinity that have an impact on the proposals. The site benefits from a highly desirable location, close to London's West End. The site's central location allows for easy access to major public transport hubs, Royal Parks and gardens and city centre amenities.

The neighbourhood is served by three important transport hubs, Marylebone, Edgware Road and Paddington stations. Several roads also link it to central London, notably Edgware Road and Lisson Grove. The site is located close to Regent's Park and Regent's Canal.

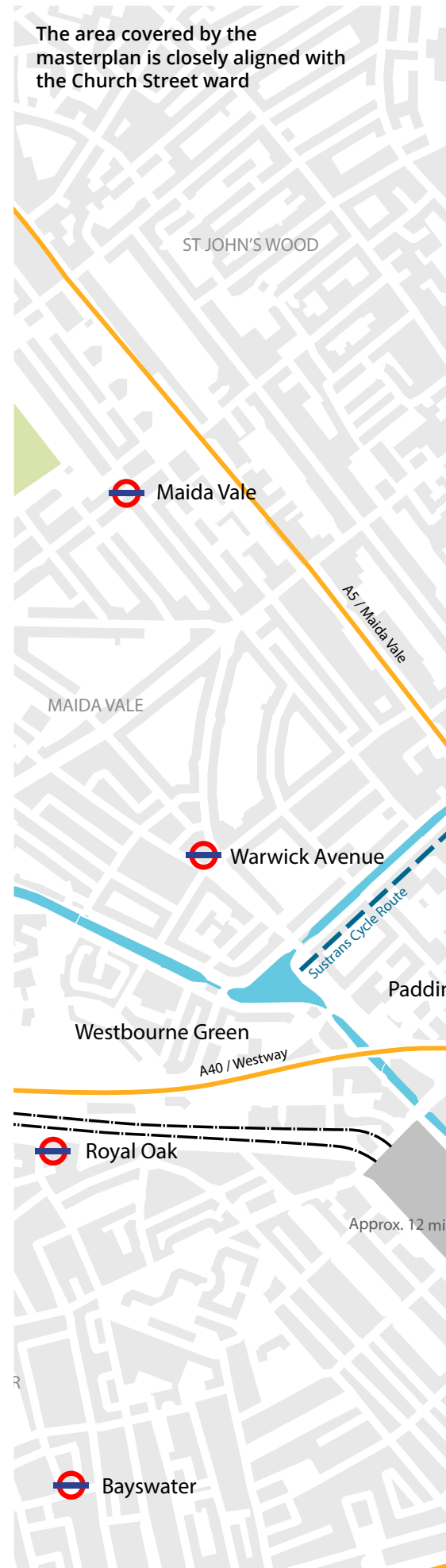
Church Street area is bound by large infrastructure which creates clearly defined edges but also act as barriers to accessibility and movement from the neighbourhood.

Regent's Canal bounds the site to the north, providing visual amenity but reducing physical access to areas to the north such as St. John's Wood. Access to the Canal from Church Street is limited due to built development and land ownership, meaning access is only achievable by crossing the road bridges of Edgware Road and Lisson Grove.

The western edge of the area is bound by the bustling Edgware Road, a busy A-road and key arterial route into central London. Edgware Road provides a primary area for retail and commercial use, accommodating a mixed array of shops, garages and a high proportion of restaurants and cafés, noted for their Middle Eastern cuisine.

Bounding the area to the east is the National Railway line serving Marylebone Station, and Lisson Grove, a busy B-road with mostly residential properties, with pubs and retail emerging to the south of the road. In particular, the rail line greatly reduces the accessibility of Church Street and creates a barrier to areas to the east, such as Regent's Park. Accessibility is further reduced by the nature of the built environment, which backs onto the rail line, and a lack of bridge crossings, meaning Rossmore Road provides the only clear route to access areas to the east.

The area covered by the masterplan is closely aligned with the Church Street ward





History and heritage

Site history

Church Street dates back to the 18th century, when it first began to develop as the small village of Lisson Green, situated to the east of Edgware Road. Construction of Regent's Canal began in 1812 and its completion sparked a dramatic change in character for the area. The once rural village was quickly replaced by high density residential accommodation, often of very poor quality. The neighbourhood became highly ordered with a tight pattern of streets. Church Street provided a strategic east-west connection through the area and began to accommodate the failing 'Portman Market' from the beginning of the 20th century.

Major infrastructure development had a significant impact on the area in the 19th and 20th centuries. Marylebone Station was constructed towards the end of the 19th century, severing connections to the east. Problems with access and movement increased further through the delivery of the flyover, Westway, in the 1960s. The current style of buildings in the area can mainly be attributed to the redevelopment following World War Two bomb damage. The pattern of streets once associated with the area was replaced by many of the housing estates found today.

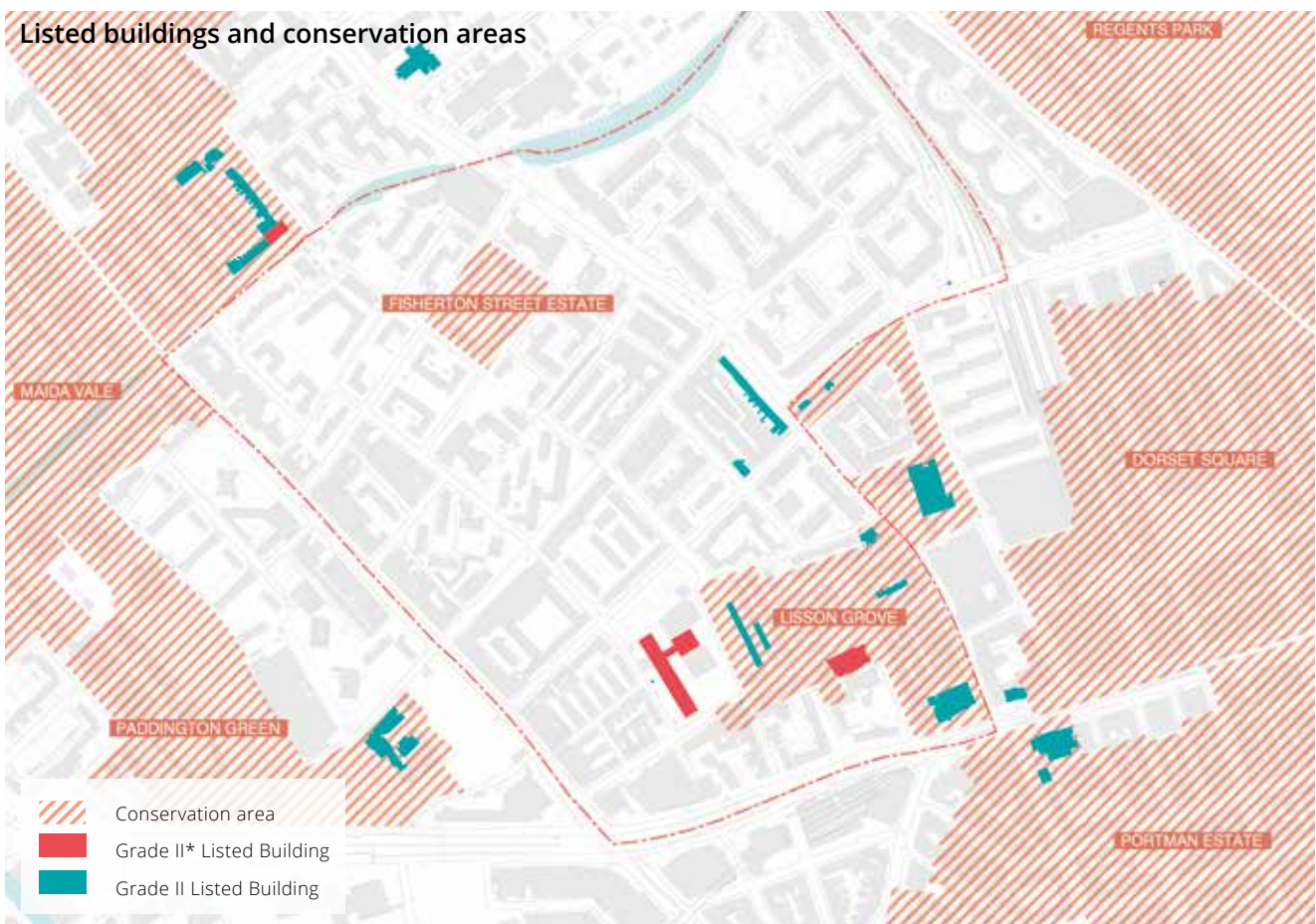
Heritage

Two conservation areas exist within the Church Street area, the Fisherton Street Estate and Lisson Grove. Fisherton Street Estate conservation area covers a post World War One residential estate, delivered through the 'Homes for Heroes' initiative in 1924, comprising 7 main buildings of uniform character and high architectural quality.

The Lisson Grove conservation area is slightly larger and is located around Bell Street and Lisson Grove. The character is predominantly Georgian, Victorian and Edwardian residential terraces, however a number of institutional buildings break up the formal character of the blocks and add visual interest. The conservation area includes one Grade II* listed building along with a number of Grade II listed properties.

An additional Grade II* building (King Solomon Academy) and a number of further Grade II listed buildings can be found on Lisson Grove and Ashbridge Street.

Although the majority of the area is not covered by a conservation area, a number of significant ones lie adjacent to its boundary.



Community

Church Street is a vibrant and diverse area with a powerful sense of community. However there remains a number of residents who are elderly and vulnerable who require better services and improved accessibility. A significant challenge will be to tackle health inequality, improve adult skills and child poverty.

Church Street scores within the lowest fifth of the Greater London Authority's well-being index, which considers measures including health, economic security, safety, families, accessibility and community. Church Street ranks as 537 out of 635 London areas. The health of residents generally falls below the average within Westminster, with 11% of the area feeling they are in ill health and 23% having a long-term life limiting illness (2011 Ward Census).

Deprivation is another issue within Church Street, with the area recording the highest levels of deprivation in Westminster. 82% of households are classified in at least one dimension of deprivation compared to a Westminster average of 61% (2011 Ward Census).

The population is young, with a much higher proportion of under-16s than the Westminster average (22% compared with 15%). The area has a lower proportion of working age adults and a number of elderly and vulnerable people.

The Church Street area is highly diverse in its needs, and although this must be seen as a strength, it also causes a number of tensions that need to be overcome. The masterplan has explored numerous options for the provision and co-location of community facilities at the heart of the area. It aims to improve services and bring residents together to improve both a sense of community and health and well-being.

Bringing about change and improvements to the social fabric within the area cannot be tackled in isolation. It must be considered as part of a cohesive masterplan which strives for better community facilities, employment and enterprise opportunities and environmental improvements.



Building heights, density and form

Church Street broadly comprises development of between three and five storeys with a number of taller towers.

Building heights

Within the area boundary, building heights are predominantly 3 to 5 storeys with the exception of a 16 storey tower building facing Church Street and the Lisson Green Estate towards the northeast side of the area marked mainly by 7 storey linear blocks.

The southern portion of Church Street is marked by the presence of housing estates with building heights of 4 to 5 storeys. As it currently stands, this area fails to provide the adequate scale and typology to respond to the needs of the area.

The northwest area of Church Street is characterised by mid-scale housing estates and buildings with an average of 4 to 5 storeys, typically surrounded by green and/ or open spaces. While the southeast area is marked by a larger ground floor coverage ratio with a mix of smaller and mid-scale buildings ranging between 2 to 4 storeys reaching 6 to 8 storeys as it meets Marylebone Street.

Out of the Church Street area there is a clear concentration of height along the southern end of Edgware Road with a few tower buildings up to 27 storeys in height.

Built form and density

There are primarily two main building characteristics, which dominate the area and have led to a fragmented town scape:

- **Late Victorian and/ or Georgian, which are small scale, low-medium rise, street orientated and clearly defined urban blocks in a tight street pattern.**
- **Post War, which are medium rise, estate based, flatted blocks, with poorly defined public/ private realm, and have a wide range of designs and vary in quality.**

The area is currently made up of a patchwork of densities across the site. The higher densities generally are of the late Victorian and/ or Georgian buildings, which is recognisable by its architectural articulation, tight street pattern and is low to medium rise.

The post war residential buildings, which vary in architectural expression, are medium rise and compact but inefficiently designed.

Based on the above, we have identified opportunities for increasing density along the main transport arteries of Edgware Road and Lisson Grove.

Existing building heights plan



Land use

The Church Street area is diverse in its mix of land uses, with a good range of services and amenities catering for the neighbourhood.

Although there is a predominance of ground floor residential uses, the mixed use spines of Edgware Road and Church Street are clearly identifiable. These streets, characterised predominantly by retail, restaurants and cafés, serve as the district centre for shopping. Church Street also provides an additional occasional land use function, accommodating the Church Street market.

Commercial/office space is relatively limited in this area although a small concentration of office buildings can be found on or in close proximity to Marylebone Road. These are located adjacent to the main transport hubs, Edgware Road Station and Marylebone Station.

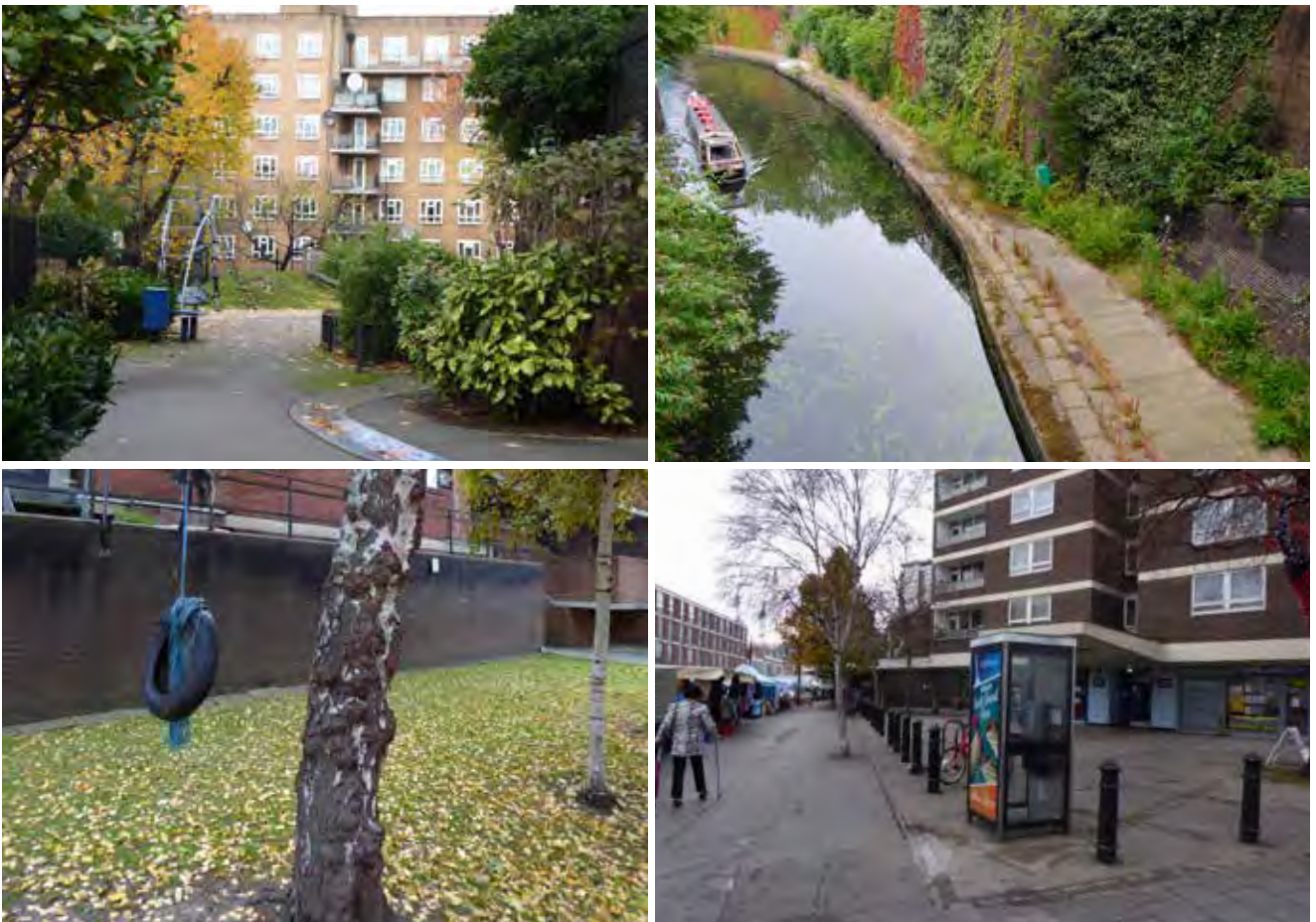
The area currently accommodates three primary schools (Gateway Academy, Christ Church Bentinck Church of England Primary School and King Solomon Academy) and a secondary school (King Solomon Academy) along with a number of community and youth facilities. Medical services appear to be lacking within the Church Street masterplan area itself, with the only significant facility being Lisson Grove Health Centre. However, a number of additional facilities lie just outside the masterplan area.

To the north and west of the area, within Maida Vale and St John's Wood, the use is almost exclusively residential. Immediately to the south and east of the area, blocks are highly mixed use, highlighting Westminster's central London location and its close proximity to some of the city's major public transport stations.

Existing open space



Existing public realm in Church Street



Open space, landscape, public realm

Church Street's open spaces are generally poor in terms of quality and connectivity, whilst a large proportion of the area has little access to open space.

Open spaces within Church Street

There is an opportunity to improve public green spaces in terms of quality, types and use. A large swathe of the area is also classed as being deficient in access to open space, as noted in Westminster City Council's 2007 Open Space Strategy.

Mature street trees are a key characteristic of some parts of the area, notably along the more historic streets, such as on Frampton Street, Broadley Street and Fisherton Street. However, areas with a predominance of post-war buildings and layouts, such as those along Church Street and within Lisson Green, suffer from a lack of good quality street trees and have a low level of canopy cover. Streets of this nature generally have a mainly low-quality hard urban character, further reduced by a lack of sufficient public realm, poor materials, a lack of seating opportunities and insufficient lighting.

Broadley Street Gardens provides the primary green asset and serves as a meeting and play space, but is known to have issues after dark with a high congregation of rough sleepers dominating the area. The nearby Lisson Gardens is a local Site of Importance for Nature Conservation and provides a valuable green space. However it lacks function, is poorly overlooked and similarly to Broadley Street Gardens has issues after dark with rough sleepers and anti-social behaviour.

Orange Park is a popular play area that is well-used. However its location, squeezed between two private housing blocks, reduces its accessibility and potential to positively contribute to the wider public realm.

Lisson Green Estate, within the northern part of the masterplan area, provides the primary open sports provision. A small sports pitch, a mixed-use games area and two play areas for varying ages are provided, creating much-needed opportunity for outdoor sport and exercise.

However, in the latest (2007) open space audit by Westminster City Council, these facilities were not classed as 'public'. Its location, within the Lisson Green Estate and bound by Regent's Canal, means that the area can feel isolated and inaccessible to residents who do not live within the estate, reducing the benefit of this notable asset.

Whilst provision of public open space is extremely important, semi-private estate spaces can also provide an important contribution for wildlife and biodiversity, such as Lavendon Wildlife Garden. They can also enrich the general streetscape when visible from public streets, such as the green space at Orchardson House. These spaces vary in quality but are generally more successful when there are clear distinctions between what is public and what is semi-private for residents only. Within Church Street, some of these distinctions are blurred, with it being unclear whether public access is permitted or not, potentially leading to conflict between residents and members of the public.

Existing open spaces around Church Street

St.Mary's public park and Paddington Green are situated just outside of the area to the west and provide nearby green spaces of good quality, with well-preserved heritage assets and mature tree cover. Both are within the Paddington Green Conservation Area. Whilst within easy walking distance from Church Street, these green spaces are somewhat segregated by the busy Edgware Road.

Regent's Canal, to the north-west, provides a linear green route with opportunity for walking, cycling and interaction with nature, providing vital green infrastructure. Currently the Canal is mostly inaccessible directly from the Church Street area due to built development and level changes associated with the Canal. Regent's Park and Hyde Park are two major London parks within a 15-20 minute walk to Church Street, however there is not a clear or direct route to the parks and there is a lack of way-finding and signage.

Transport links

Major road routes create a divide between parts of the Church Street area and its surroundings, reducing connectivity throughout and severing connections to neighbouring areas.

Existing condition

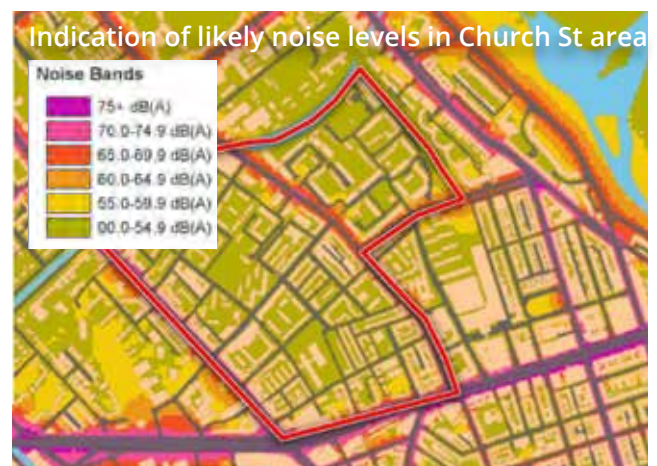
Church Street suffers fundamentally from severance. Busy arterial roads such as Edgware Road and Marylebone Road/Westway create physical and psychological barriers, which restrict movement and create a sense of disconnect from surrounding areas. Whilst geographically close to Marylebone, Paddington, Little Venice, St. John's Wood and Regent's Park, the existing infrastructure creates a sense of isolation within parts of Church Street, particularly those areas away from primary transport links or retail areas. Regent's Canal, with limited physical access further separates the neighbourhood.

Streets and public realm are largely dominated by vehicles, with busy roads and on-street parking throughout. There are currently limited designated cycle routes and pedestrians are generally restricted to narrow footpaths which offer limited opportunity for seating or gathering spaces.

Within the Church Street neighbourhood, clarity of the street pattern is a challenge in many areas; notably those planned post-War. The post-War estates suffer from a lack of a cohesively planned movement framework, resulting in estates that are not well-connected with surrounding streets and offer a poor street experience. A lack of distinction between private and publicly accessible areas within some estates can further reduce the quality of the pedestrian experience. However, the Church Street masterplan provides the opportunity to improve connections with neighbouring areas to overcome severance and the sense of being disconnected in some areas. New routes, improved crossings, traffic calming and improved wayfinding could all contribute to connecting Church Street better with surrounding areas.

Public Transport Accessibility Level (PTAL)

The public transport accessibility of the site is excellent. Edgware Road Underground Station is located in the southwest corner of the area. The station provides access to the Bakerloo Line. A separate Edgware Road Underground Station which accesses the Circle, District and Hammersmith and City Lines, is located three minutes walk to its southeast. Marylebone Station provides access to the Bakerloo Line and also National Rail services



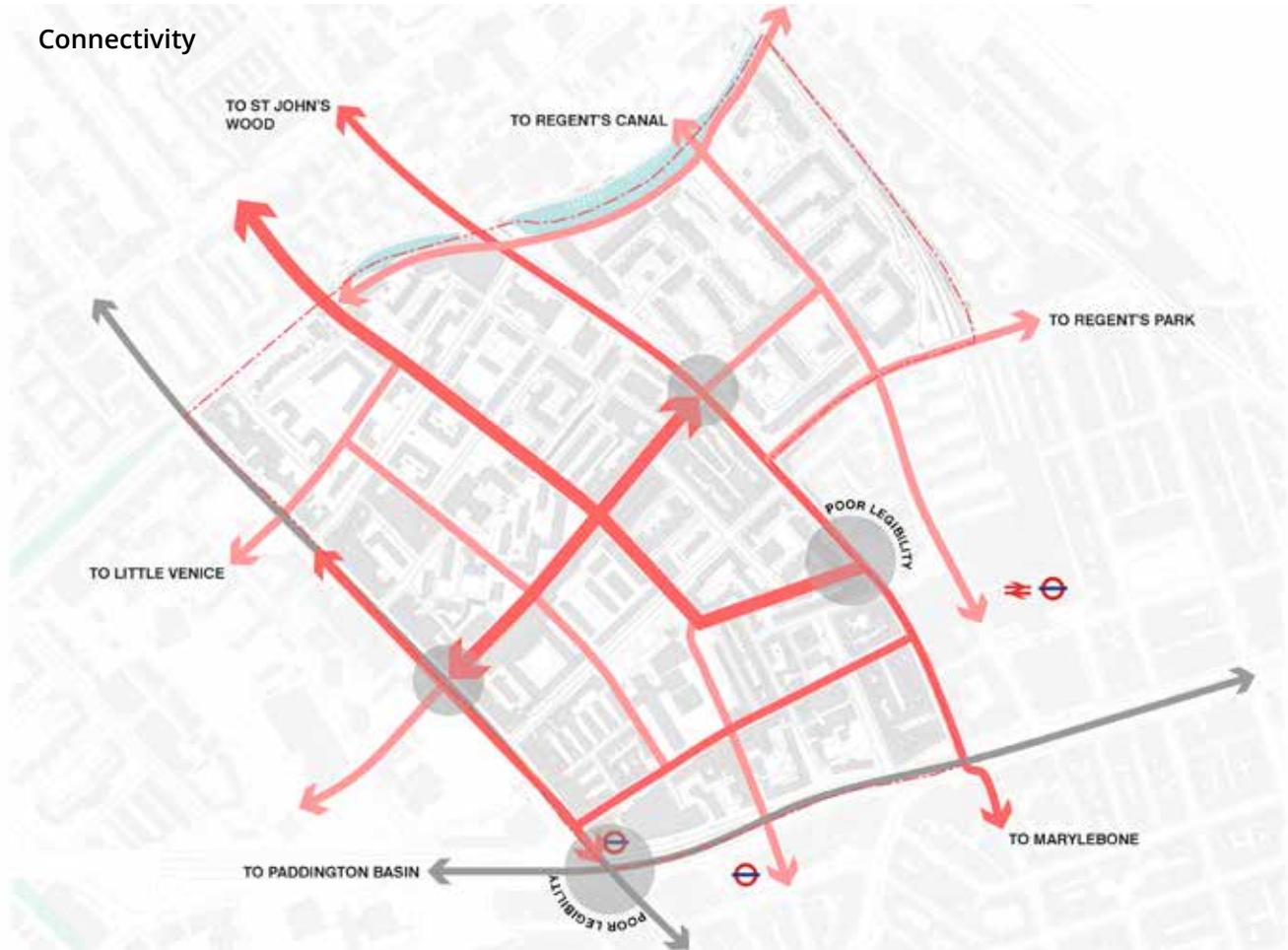
providing connections to High Wycombe, Oxford and Birmingham amongst others.

Highway Network Characteristics

The road network within the Church Street area is generally set out in a grid formation, where roads run from the south west to the north east or from north west to the south east.

Church Street

Church Street connects the A5 Edgware Road in the west to Lisson Grove in the east. Church Street is part of the strategic road network and is currently one way westbound. This link is currently dominated by businesses with flats above and market stalls down the length of the road. There is currently a mixture of road restrictions which



includes single yellow lines and pay and display controlled parking areas.

Broadley Street

Broadley Street runs parallel to the south side of Church Street and is located between Lisson Grove and Edgware Road. Broadley Street is two way between Lisson Grove and Salisbury Street, and is one way to the junction to Edgware Road. Broadley Street is currently a residential street which has a parking restriction to permit holders only and pay and display at some sections of the road. There are single/double yellow lines present across some parts of this link.

Overall, Broadley Street benefits from landscaping and pedestrian crossing points.

Existing parking situation

Most streets within the masterplan boundary have onstreet parking. The area has a mixture of permit holders only, pay and display and shared use parking bays. The area has an average car ownership of 31% (1,452 cars for 4,719 household).

Westminster City Council highways conduct regular parking monitoring surveys to assess the availability by type. There is a spare parking capacity of 30% or more at all times on the survey weekday.

Air and noise quality

Church Street is within an area of poor air quality, located within the Westminster City Council Air Quality Management Area.

The main source of noise impact in the area is likely to be from motor vehicles on the local roads, particularly Marylebone Road, Edgware Road, Lisson Grove and Park Road.

An indication of likely noise levels are provided in the figure on the left which were produced as part of the England noise mapping project undertaken by Defra (Department for Environment, Food & Rural Affairs).

Noise and vibration impacts could also be experienced due to the railway line at Marylebone station located along the north-east boundary of the site.

The vision



The vision

Westminster City Council is committed to transforming the quality of life of residents in the Church Street area. The masterplan seeks to deliver real change for the community by creating great places, opportunities for a healthy and prosperous lifestyle, new homes and more jobs.

Residents in Church Street are heavily invested in their neighbourhood, which has areas of real character, quality and heritage. There is a strong sense of community and its location close to London's West End provides a wealth of opportunity.

However, many residents currently experience social and economic exclusion, due in part to the area being an enclave ringed by transport infrastructure. Westminster City Council wants to make Church Street the most liveable neighbourhood in London through investment in new housing and regeneration. Success will depend primarily on high quality, well-linked public realm.

The Church Street masterplan sets out a blueprint for building on the area's qualities and existing aspirations and development proposals. The masterplan reinforces Church Street as the heart of the area but also establishes strongly characterised new quarters. It addresses four drivers of change: health and well-being; homes; market and enterprise; and making connections. This vision is not something the Council is able to deliver on its own; it will require support, engagement and funding from a range of public, private and community sector partners, as well as residents, businesses and community organisations in the area.

Health and well-being

The Church Street masterplan proposes a new health and well-being hub on the Limestone site, a key route through the neighbourhood. This will be directly connected along Church Street to a new community hub at the intersection between Church Street and the Green Spine, which will offer a new library, childcare, training facilities and other services.

The area is currently deficient in both quality and quantity of open space. The masterplan aims to create welcoming green spaces, improve existing ones, and make streets greener. The public realm will be designed to encourage physical exercise by making it easy and pleasant to walk and cycle. It will also be designed to encourage sociable spaces where people want to spend time. Sociable spaces lead to chance encounters and help new residents to integrate quickly.

Generous street trees and other planting will mitigate air pollution and the urban heat island effect, and improve biodiversity and seasonal interest. Importantly, it will give residents more contact with nature, which is key to reducing stress and improving mental well-being.

Church Street gateway from Lisson Grove to antiques market and cultural quarter





Homes

A key objective of the masterplan is to deliver more new homes across a range of types and tenure in the area, with associated infrastructure such as the new health centre. The number of new homes is above and beyond those already identified by the Futures Plan and other initiatives and their designs will be truly tenure blind.

The area has been designated as part of the Edgware Road Housing Zone, which will release significant new funds to invest in the infrastructure needed to bring forward new homes - particularly affordable homes - for local residents.

The masterplan will provide a high-quality environment for this new housing and design will enhance open space and create new connections. The masterplan will ensure that development sites are designed efficiently, with types that achieve a higher density whilst positively contributing to the quantum and quality of open space and public realm.

Market and enterprise

Commercial activity centres on the Church Street market, which is the largest in Westminster although it is not operating as strongly as it has in the past. The masterplan proposes supporting the market to sustain itself and building on the area's reputation for trade in antiques.

Better designed public realm and upgraded shopfronts will create an attractive and safe environment, with an improved retail offer on Church Street to attract more custom. The character of other commercial streets will be strengthened as well, including the historic character of Bell Street, through public realm improvements. Distinct commercial areas will be established, focusing activity on Lisson Grove and the centre of Church Street.

An enterprising community can create more local jobs and this will be facilitated by new flexible workspace and varied tenure. This will include opportunities for live and work spaces and commercial spaces. These could accommodate start-ups and established businesses along a new street (Hardington Street) and an existing one (Gateforth Street) both intersecting with Church Street.

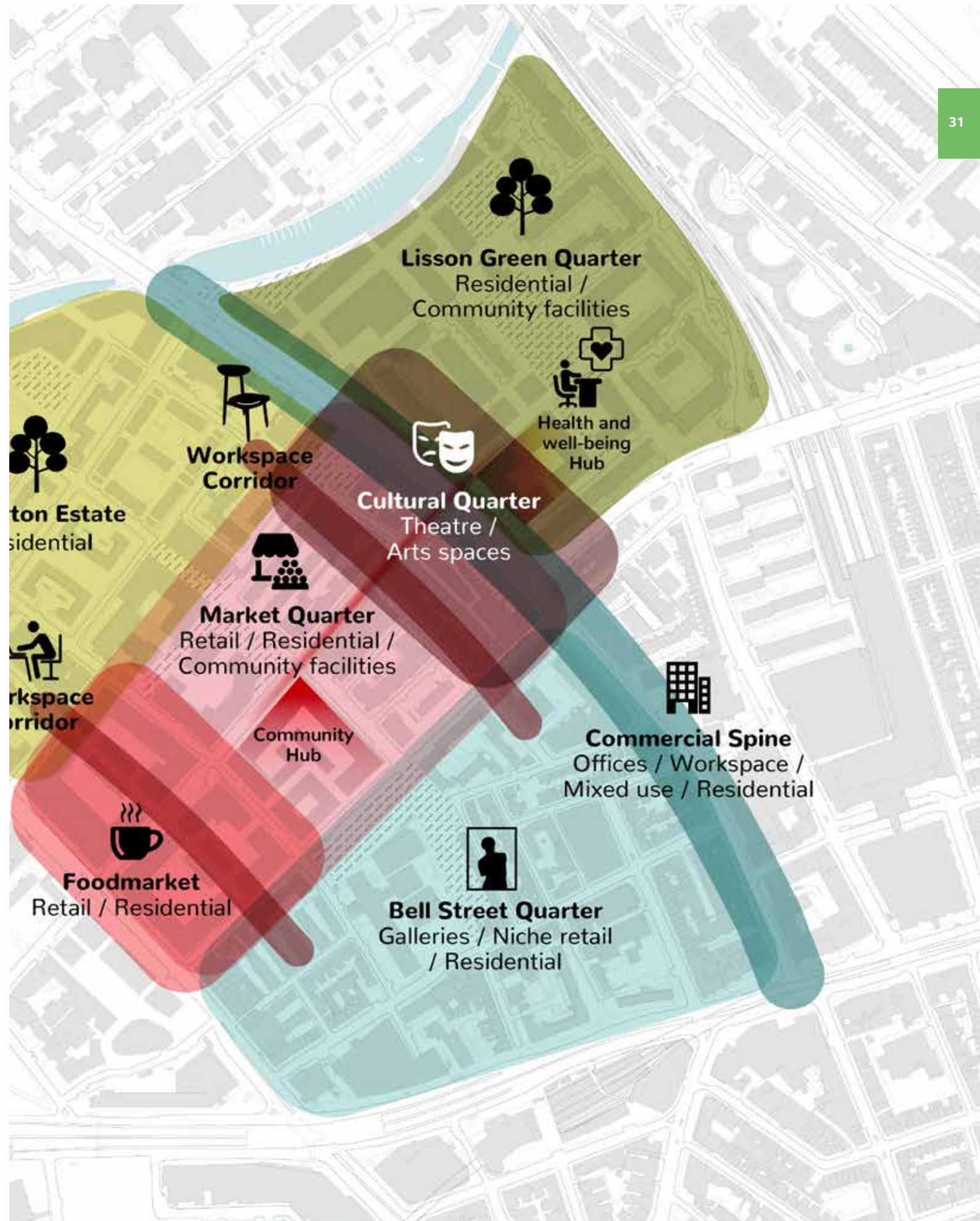
The masterplan aims to bring much-needed evening vitality in targeted locations with new restaurants, bars and cultural venues, and the market's trading hours could possibly be extended.

Making connections

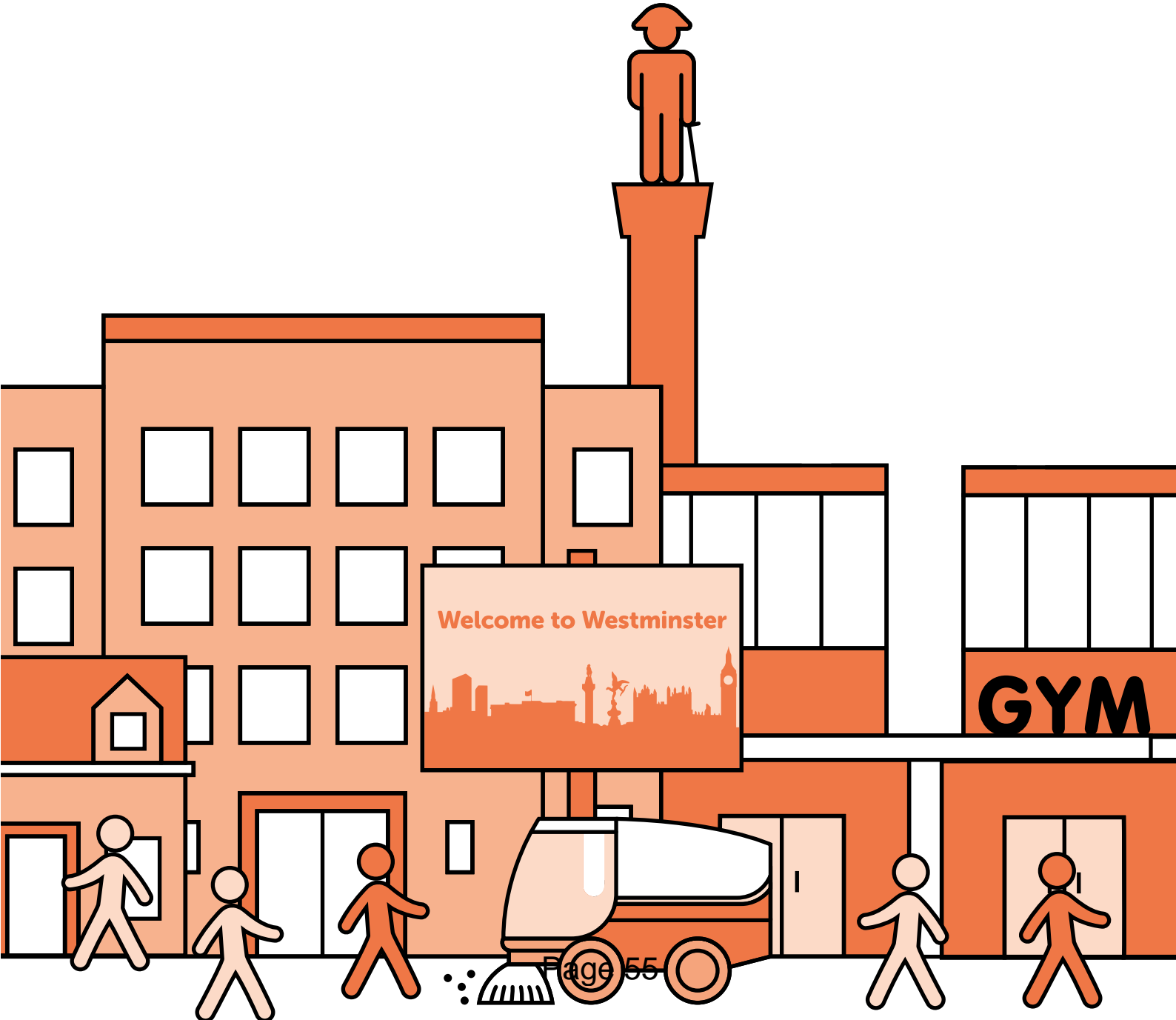
The masterplan is proposing safe and clearly defined routes to and through the area, linking into neighbouring communities. This will improve accessibility for residents and visitors to other parts of Westminster and the rest of the capital.

New gateways to the area will draw new visitors, generating more footfall and economic activity. These will include a new food quarter proposed for the busy intersection of Church Street and Edgware Road and a cultural hub on the junction of Church Street and Lisson Grove, which will build on the success of the Cockpit Theatre.





Placemaking



Health and well-being

Improving health and well-being in the Church Street area is fundamental to the success of the masterplan.

A key driver for improved health and well-being is the delivery of a new health hub for the area. This facility will be located on the Lilestone Street site and easily accessible for residents from across the neighbourhood and further afield.

In addition, the plan includes a new community hub, located at the intersection of the new Green Spine and the Church Street market. This community hub will anchor a new public space at the heart of the area. Delivery of these assets will improve health, enable job creation and business start up, and give the community a place to come together. This provision would replace the existing Church Street library and the future needs of this service would be incorporated into one of the proposed hubs within the masterplan.

Our masterplan is landscape-led, looking to create a place before buildings, putting people and lifestyle at the forefront of design. Church Street is deficient in open space and what there is lacks quality. The proposals look to improve the existing condition and create new open spaces, green streets and public realm.

This will increase the opportunity for residents and visitors to engage with a rich and varied landscape environment and encourage exercise and sustainable methods of transport, all of which help to improve the health and well-being of the community.

The masterplan aims for Health and well-being are;



Green space

- A greener neighbourhood with new public open spaces and public realm
- Up to 40% increase in publicly accessible open space
- A hierarchy of squares and gardens with play areas for children of all ages
- An improved street network with high quality streets that promote walking and cycling
- Public realm enhancement works and upgraded shopfronts will create an attractive and safe environment
- Ecological and productive landscapes with a wide range of habitats
- Sustainable urban drainage and hybrid green/blue roofs to capture rainwater and greywater
- Green roofs and “living walls” to enhance site-wide biodiversity and air pollution

Facilities

- A new health and well-being hub offering a range of primary health care and services
- A new community hub for access to council services and other facilities such as childcare

Healthy and sustainable living

- Food gardens that will inspire local people to grow their own produce
- It will be easy to walk, cycle, shop locally, save energy and minimise waste
- Local sources of renewable energy
- Safe, secure and livable streets



Homes

The masterplan identifies a number of sites for the provision of new homes within Church Street.

A comprehensive delivery strategy supports the ambitious provision of increased density and homes at a range of type and tenure to meet the current and future needs of the community. Proposals will rationalise plots, making an efficient use of space.

Different housing types such as courtyard blocks with podium and mansion block*, will be considered to achieve an appropriate density of the sites. These buildings will be approximately 5 to 6 storeys in height and will be articulated with entrances, bays and set backs. These urban blocks achieve density without requiring great height.

The focus of new housing in the Church Street area will be on quality and sustainability. These will comply with the latest fire safety advice and planning regulations. New homes will in some cases replace poorly performing housing stock and in others will make best use of land to create residential neighbourhoods with character building on the strong sense of community. Schemes will also provide a range of housing tenures and types to meet the needs of the existing and future population, which could include a range of affordable rented products, sheltered or supported housing or extra care housing. The need to meet this range of requirements is one of the key reasons that the sites

proposed are more comprehensive than in previous proposals for the area.

In order to deliver a good range of housing types to meet the needs of as many existing and future residents as possible, the masterplan enables the following:

- Re-provision of all council social rented housing requiring demolition as part of the proposals
- A single move in the local area for directly affected tenants in all phases, utilising schemes already in development and the masterplan sites.
- Delivery of additional housing to include 35% affordable, which will be split into 60% intermediate and 40% social rented tenures and will respond to the council's emerging changes to the City Plan as well as the London Plan. The masterplan must however be flexible to respond to future models and approaches to the delivery of affordable housing if and when they emerge at both a regional and national level.
- Provision of a range of options for existing resident leaseholders, in line with the council's policy for Leaseholders in Housing Renewal Areas.

The masterplan proposals can provide:



New homes

- Around 1,750 much needed new homes
- 300 new homes are already being built in the Church Street area
- A range of homes to suit every age and income level
- Improved quality and increased diversification of accommodation types in Church Street
- New homes will be tenure blind and integrated into the existing community and environment
- Estimated increase in the local population by around 3,400 residents, resulting in an uplift of council tax and additional expenditure retained in the local area
- High quality estate management and stewardship
- Fully wheelchair accessible in line with planning policy
- Delivery of new housing for people with support needs
- Diversity in designs to achieve an appropriate density for the sites

Energy efficiency

- A cutting-edge community energy network
- State-of-the-art, energy efficient buildings
- A low-carbon development

* Courtyard block with podium

This building type ensures the maximum of active frontage by providing maisonettes with private front doors on street level. Bicycles, bins and cars are hidden under the shared courtyard. Architectural variety and different heights will ensure an interesting building. Private amenity space will normally be provided for every home.

Mansion block

This building type ensures the maximum of active frontage by providing maisonettes with private front doors on street level. Private amenity space will normally be provided for every apartment. A shared garden may be provided at the back of the building, accessible by the residents of the building.



Market and enterprise

Improving the market and introducing diversification to the retail and commercial offer are key to creating a thriving economy delivering new jobs and investment

Key to this change is support for the Church Street market, enabling it to thrive. Improvements will draw footfall back to the market through improved access, signage and layout, awareness and product offer. The neighbourhood is famous because of its market. Its value to the community is more significant than simply financial. A bustling market brings people together, supports the local community and contributes significantly to well-being.

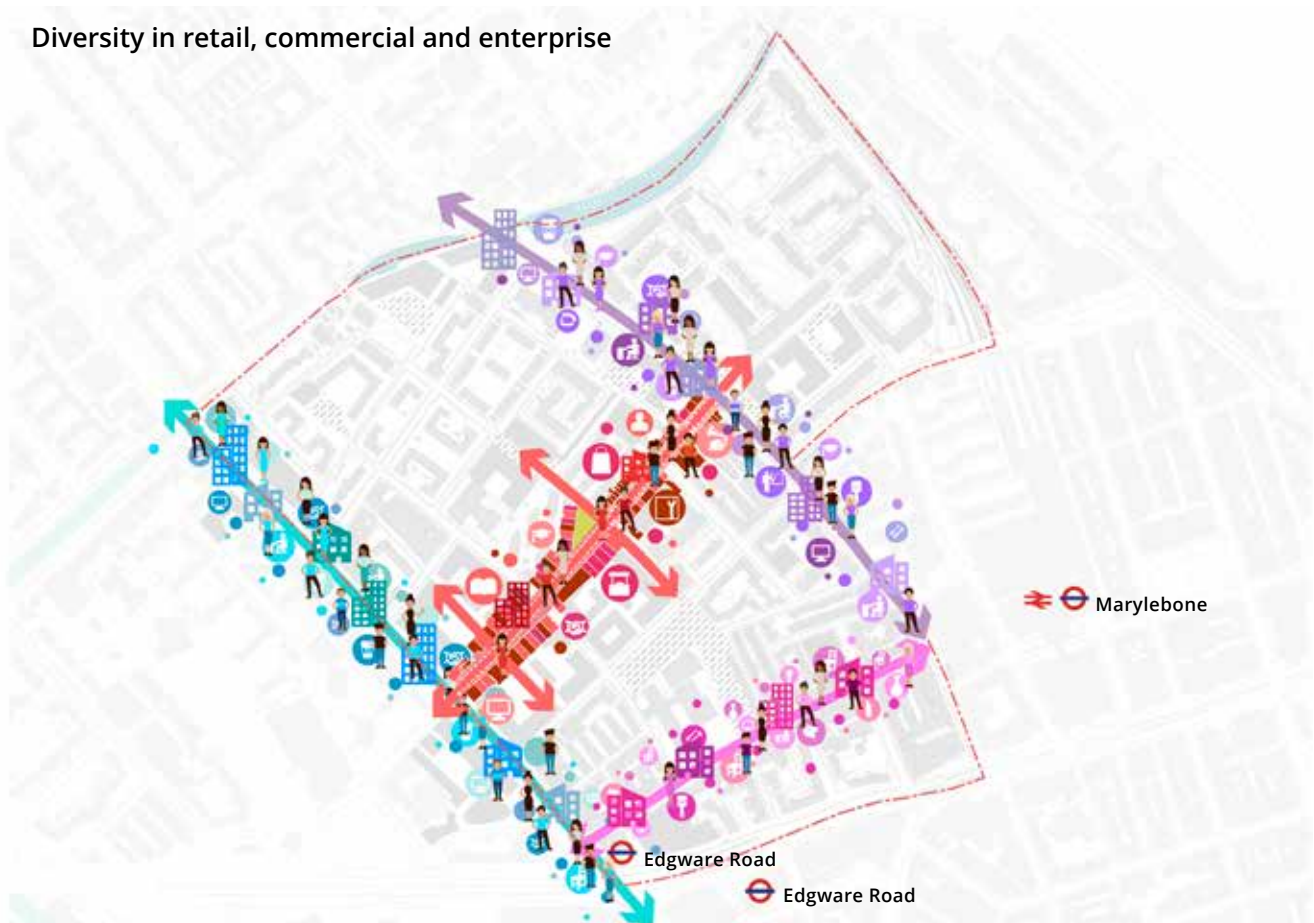
Redevelopment of Church Street itself will allow for the improvement and diversification of the street's retail offer. Twinned with public realm improvements, this will attract a range of new vendors and businesses, creating jobs and attracting footfall from the wider community. The masterplan proposals allow for the provision of a range of commercial unit types including live-work and co-working solutions for new and established businesses.

The masterplan suggests Bell Street as an additional commercial area, differing in character to Church Street. Public realm interventions can create this as a route and destination, attracting footfall and enabling the diversification of commercial options in the area.

Lisson Grove is a strategic route within this part of London, connecting Marylebone to St. John's Wood and runs through the heart of the area. The masterplan identifies this street as having the potential to accommodate increased commercial provision, delivering new jobs and investment to the neighbourhood.

The masterplan proposals include:

Diversity in retail, commercial and enterprise



Improved street market and retail

- Church Street market: a new food and antiques market destination. A high quality visitor experience for all
- New market layout with around 220 stalls back to back facing the shops
- New branded stalls for young entrepreneurs and a range of other enterprise initiatives
- Up to 150 van parking space and 3,600m² of market storage
- Market facilities: trader toilets, power and water
- An occasional Sunday antiques market between Salisbury Street and Lisson Grove
- Ongoing management review to ensure increased operational flexibility
- An improved range of shops including a supermarket in the heart of Church Street

Culture and leisure

- A destination with a stronger brand and identity
- An enhanced community and cultural quarter dedicated to the arts, community learning and entertainment including the redeveloped Cockpit Theatre and the antiques businesses

- A diversified food and drink offer will create improved opportunities for leisure
- Improved potential for evening economy in targeted locations such as the Edgware Road and Church Street gateway

Jobs, skills and enterprise

- New opportunities for jobs and training including the provision of the future needs of Westminster Adult Education Services in the area on one of the new masterplan sites
- Around 3,500 construction-related jobs*
- Around 525 retail jobs**
- 7,000m² retail space provision
- Two new enterprise corridors offering affordable and flexible workspace and business support facilities
- Offices and work spaces supporting new jobs
- Training and support programmes for people who live in the area

** Church Street masterplan is estimated to generate 3,514 gross temporary construction jobs (i.e. construction jobs equivalent to a one-year period of employment). 125 of these will be net additional to the area after taking into account the number of jobs that might be taken up by construction workers outside the area boundary; construction jobs that might have been created in the absence of the masterplan; and additional jobs created indirectly by the supply chain impacts of the construction activity and by the additional expenditure of the construction workers within the area.*

*** The retail development as part of the Church Street area masterplan is expected to generate 531 gross FTE retail jobs once the construction phase is complete and retail spaces are occupied. 59 of these will be net additional to the area once additionality factors have been applied.*



Making connections

A fundamental placemaking principle is to open up Church Street, improving access and wayfinding throughout the area.

The Church Street area has few direct connections and access to areas within and outside the area. It is enclosed to the north-east and north-west by the railway line and the canal respectively and bound by the busy Edgware and Marylebone Roads to the south-east and south-west.

The masterplan will create streets that re-balance the relationship between vehicles, pedestrians and cyclists. A strategic movement hierarchy would help to establish certain streets and spaces that are more pedestrian orientated with generous footways, seating spots, planting and reduced on-street parking. Better connected and better designed cycle routes would also help to improve the cyclist experience and help to reduce conflict between cyclists, vehicles and pedestrians.

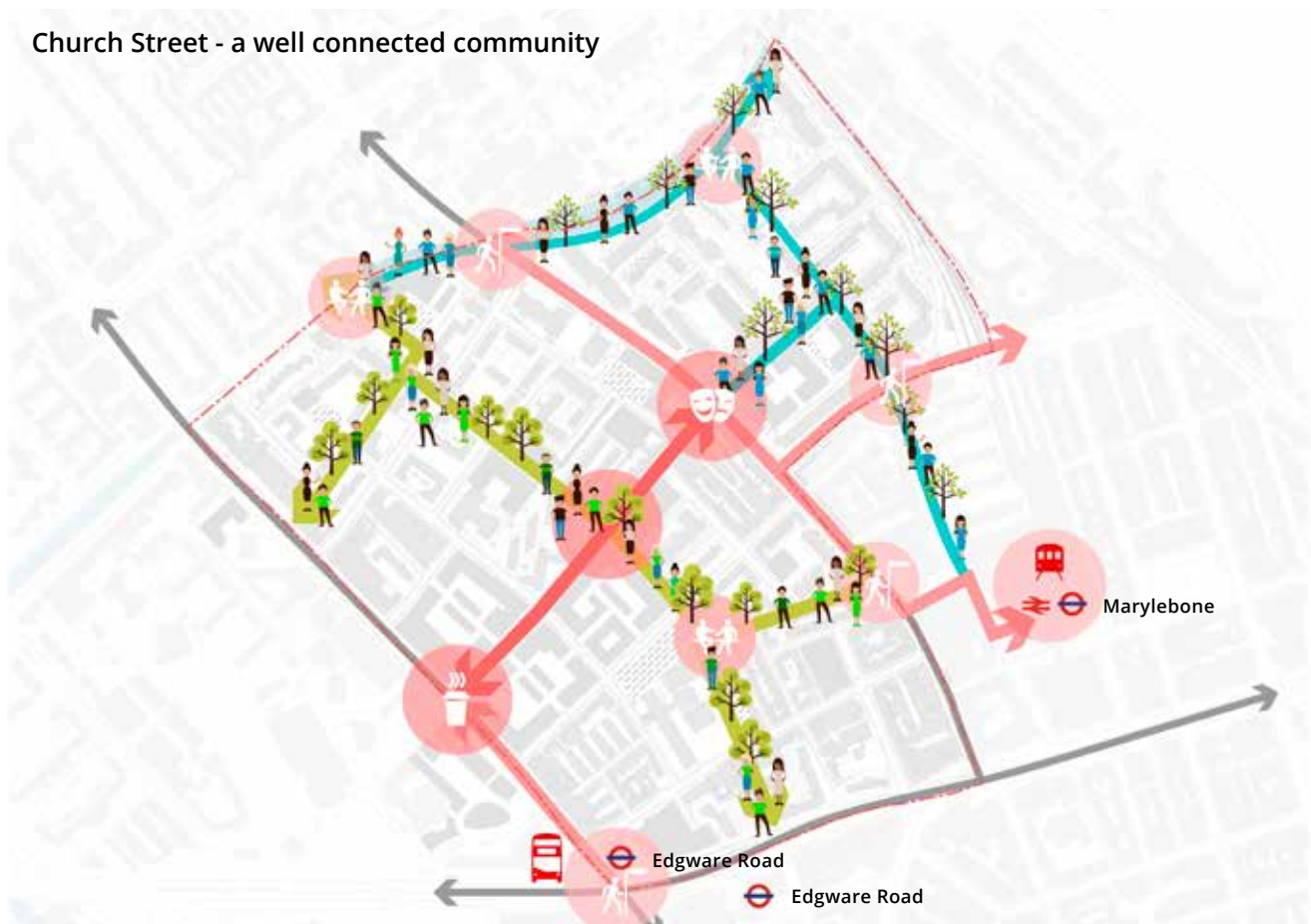
Church Street itself lies at the heart of the area and accommodates the once thriving market. Legible routes from key arrival points will be provided and the masterplan will establish strong gateways to the market at Edgware Road and Lisson Grove.

A comprehensive wayfinding strategy will be established throughout the area, drawing existing and new residents and visitors through the neighbourhood and connecting key community assets. Important routes will be strengthened through public realm improvements and a comprehensive “greening the streets” approach.

Wayfinding will be improved by creating streets that are legible, safe and enjoyable for pedestrians. Clear sight views, natural surveillance, signage and lighting should add to an improved pedestrian experience.

New routes and connections will also be established through the delivery of the masterplan. In the Lisson Green Estate, the masterplan seeks to ensure that the canal is celebrated and not turned away from. Improvements in public realm will create a new destination and re-establish the canal as an asset for the area.

The masterplan proposals include:



Transport and traffic

- A new pedestrian priority street designed for Church Street market, pedestrians and cyclists which links Lisson Grove to Edgware Road.
- A 20mph traffic calmed zone
- Improvements to access from Marylebone and Edgware Road stations
- The area under the flyover will be improved and made safer for pedestrians and cyclists
- The pedestrian tunnel under the Marylebone Road is proposed to be improved through lighting and signage
- Improved and safer access to schools

Walking and cycling

- Existing streets will be improved by removing street clutter and furniture to make them safer, more sociable and better for pedestrians
- Junctions will be improved to enhance pedestrian crossing facilities and traffic calming
- New locations for at least 80 cycle hire docking stations will be provided in line with policy regulations
- Tree-lined streets connecting public gardens and parks will be a pleasure to walk along
- A new, north-south green thoroughfare designed for pedestrians, cyclists and cars which will link Broadley Street Gardens to the canal
- Increased priority for pedestrians and cyclists on all streets through landscape, materials and reorganisation of parking
- Improved environment for pedestrians and cyclists with relocation of trader parking and storage



The masterplan



The masterplan sites

The masterplan has been divided into a number of broad geographical study areas and the following sections highlight the key opportunities and principles for each.

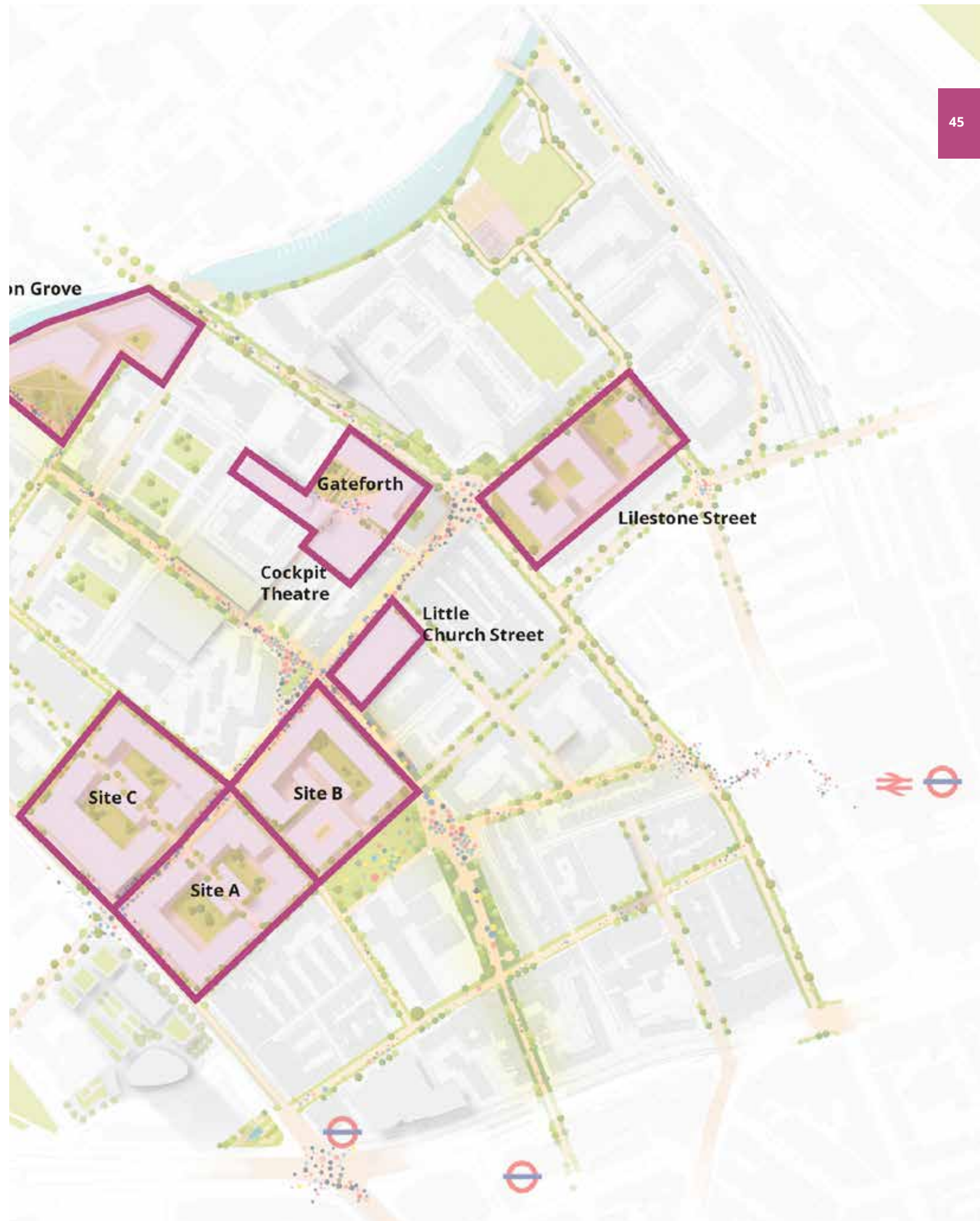
The proposed massing, character and uses identified for each site are intended to influence and guide future developments, but not to limit potential schemes.

These study areas are:

- Lilestone Street
- Church Street Sites (A, B and C)
- Lisson Grove
- Gateforth and Cockpit Theatre
- Little Church Street

A number of the sites within these study areas have previously been identified for regeneration by the Futures Plan and are currently being developed or will be developed before the first main masterplan sites (Church Street Sites A, B and C) come forward. As such, they provide important and early opportunities for rehousing residents from those blocks located within Church Street Site A.





Lilestone Street

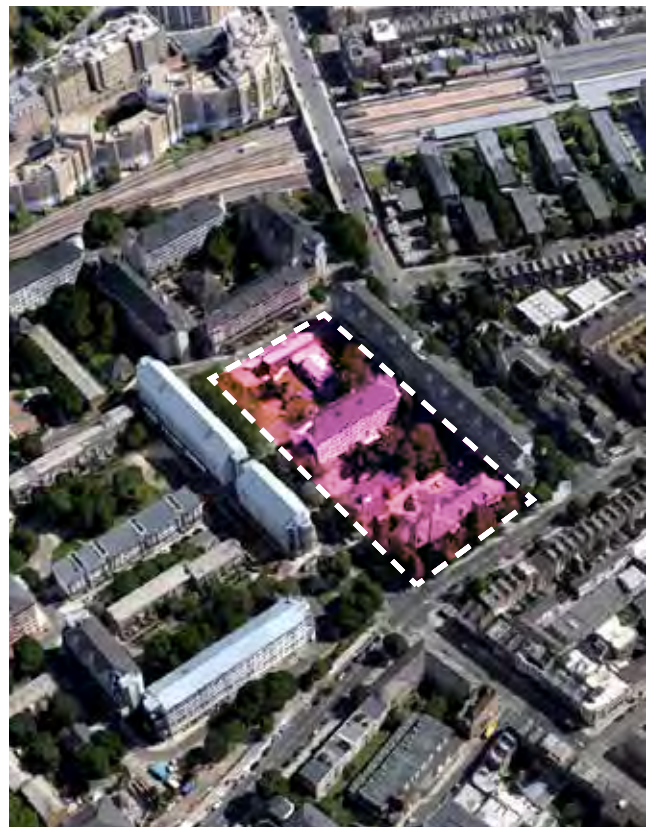
Design approach

Penn House and 4 Lilestone Street were previously identified for regeneration and the council drafted a planning brief for the site in 2012. A planning application was subsequently submitted and planning consent was granted in 2014. This consent was for a modern health and well-being hub and 45 new homes, of which 26 are affordable.

A larger site was identified through the masterplan process. In addition to the new health and well-being hub it will also provide office space required for the relocation of the council's Lisson Grove site and space for community provision.

The larger site is centrally located and easily accessible, providing significant community benefits to the area's residents. New housing, public and private open space, parking and office space will also be provided at this site.

The larger site has the potential to deliver up to 60 new homes.



Possible design approach



Queens Park Place by Ian Simpson Architects

Possible design approach



Turnmill by Piercy and Company

Likely timescale

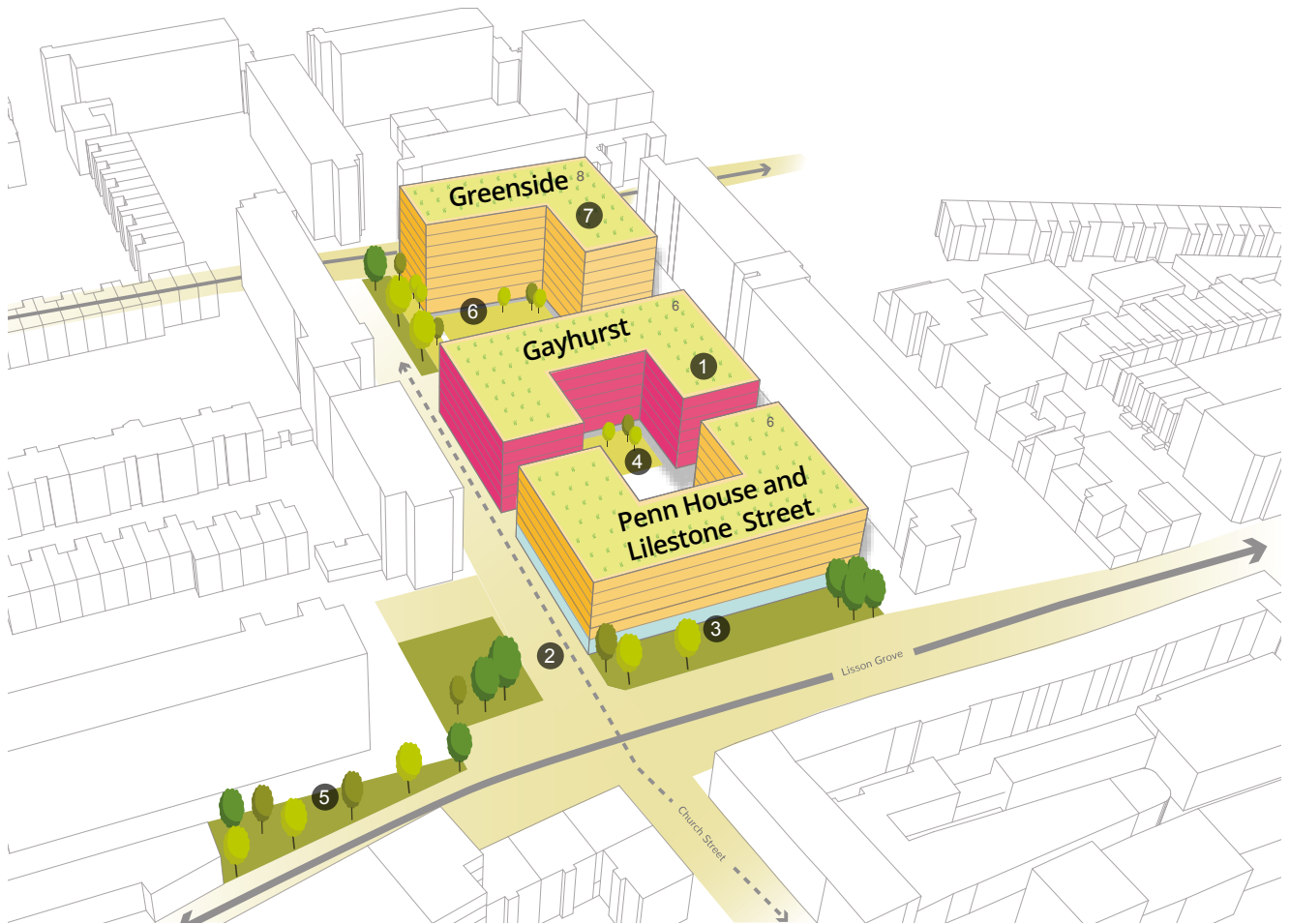
The Lilestone site is likely to commence in the second half of 2020, subject to detailed planning application.

Existing situation

Homes

Penn House (45 homes)
Gayhurst (32 homes including 17 tenants)

Greenside Community Centre



Health and well-being

- Health and well-being hub
- Community centre
- Publicly accessible open space
- Public pocket space for growing and play
- Residential amenity space

Homes

- c.50 new homes
- 6-8 storeys building height

Design principles

- 1 Health and well-being hub
- 2 Gateway and sense of arrival to Lisson Green
- 3 Public landscape space fronting the Lisson Grove
- 4 Residential amenity internal courtyards
- 5 Residential outdoor amenity space to Greenside site
- 6 Residential outdoor amenity space to Greenside site
- 7 Potential green roof space, subject to design

Market and enterprise

- Westminster City Council offices
- Retail space

Making connections

- Gateway to Lisson Green
- Active frontage to Lisson Grove

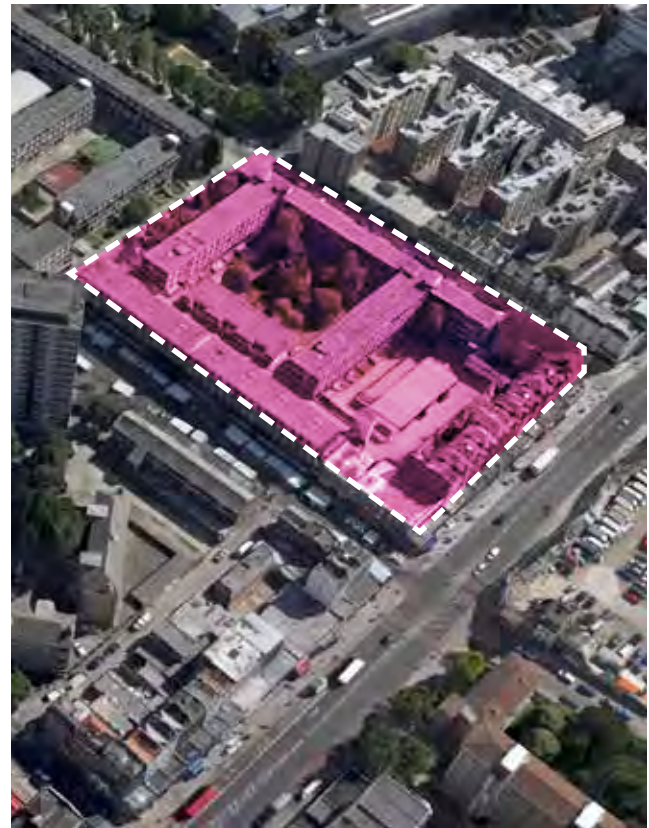
Church Street Site A

Design approach

Only Blackwater House was previously proposed for redevelopment. The Church Street masterplan proposes comprehensive redevelopment of this site.

The site provides a unique opportunity to create a gateway at the southern end of Church Street, to increase significantly housing numbers, to provide an improved retail and service offer at ground floor and to enhance the public realm. This site will also deliver van parking and storage for market traders.

The buildings within Site A currently provide around 160 homes. The Church Street masterplan has identified that the site has the potential to deliver around 350 new homes when redeveloped.



Likely timescale

Church Street Site A is a priority for early delivery. Sufficient homes have already been identified within the housing renewal area to rehouse all the current tenants within this site. The current timetable is for this development to start on site in 2020-2021.

Existing situation

Homes

Total= 144 in council owned sites, which includes 97 tenants, plus private properties above the Edgware Road frontage

Retail

Retail units on Edgware Road in private ownership and Church Street units leased from the council

Market storage
Basement parking

Buildings

Blackwater
Cray
Ingrebourne
Lambourne
Pool



Health and well-being

Residential amenity space

Homes

c.350 new homes

3-16 storeys building height

Basement parking

Market and enterprise

Market storage

Market parking provision

Enterprise spaces

Retail frontage with concentration of food/ beverages

Making connections

Hardington Street - historic street reinstated

Gateway to Church Street

Design principles

- 1 Retail fronting onto Church Street and Edgware Road
- 2 Cluster of tall building elements
- 3 Reinstated historic pedestrian link, fronted with enterprise spaces either side
- 4 Opportunity to increase height along Church Street
- 5 Private space for residential use (podium)
- 6 Gateway to Church Street. Focus on food market
- 7 Hybrid green/ blue or brown roofs (maintenance access only)

Church Street Site B

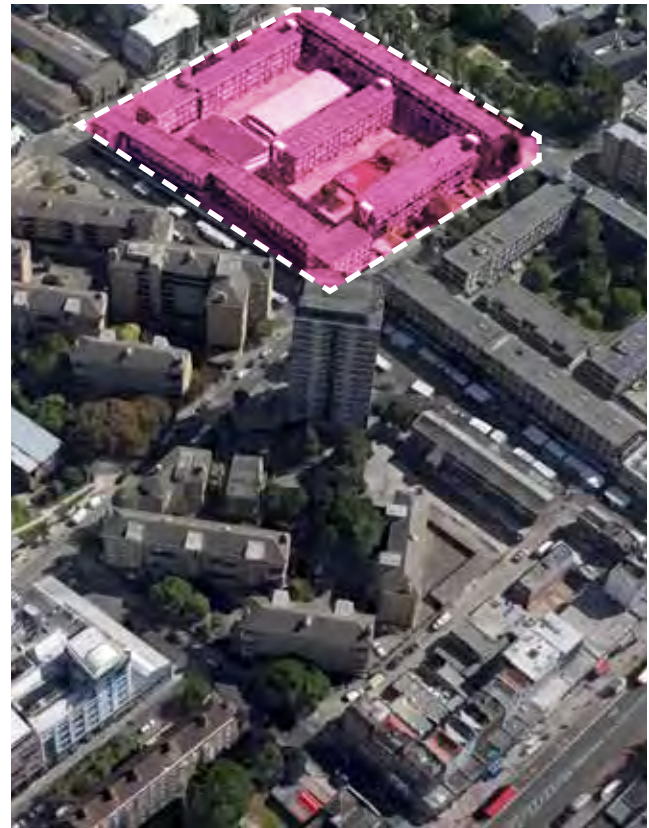
Design approach

Only Eden House was previously proposed for redevelopment. The Church Street masterplan seeks comprehensive redevelopment of this site.

Site B occupies a key location within the masterplan, at the junction of Church Street and the Green Spine. It will provide significant community facilities, including the community hub, fronting onto and integrating with Broadley Street Gardens and the Green Spine.

Despite the significant provision of community facilities at ground floor level, the Church Street frontage will still maintain its strong retail presence.

Delivery of Site B will provide further basement van parking and storage space for market traders. The buildings within Site B currently comprise 177 homes. It has the potential to deliver around 300 new homes once redeveloped.



Possible design approach



Likely timescale

It is currently anticipated that the redevelopment of this site could take place in 2024-2026.

Possible design approach



Existing situation

Homes

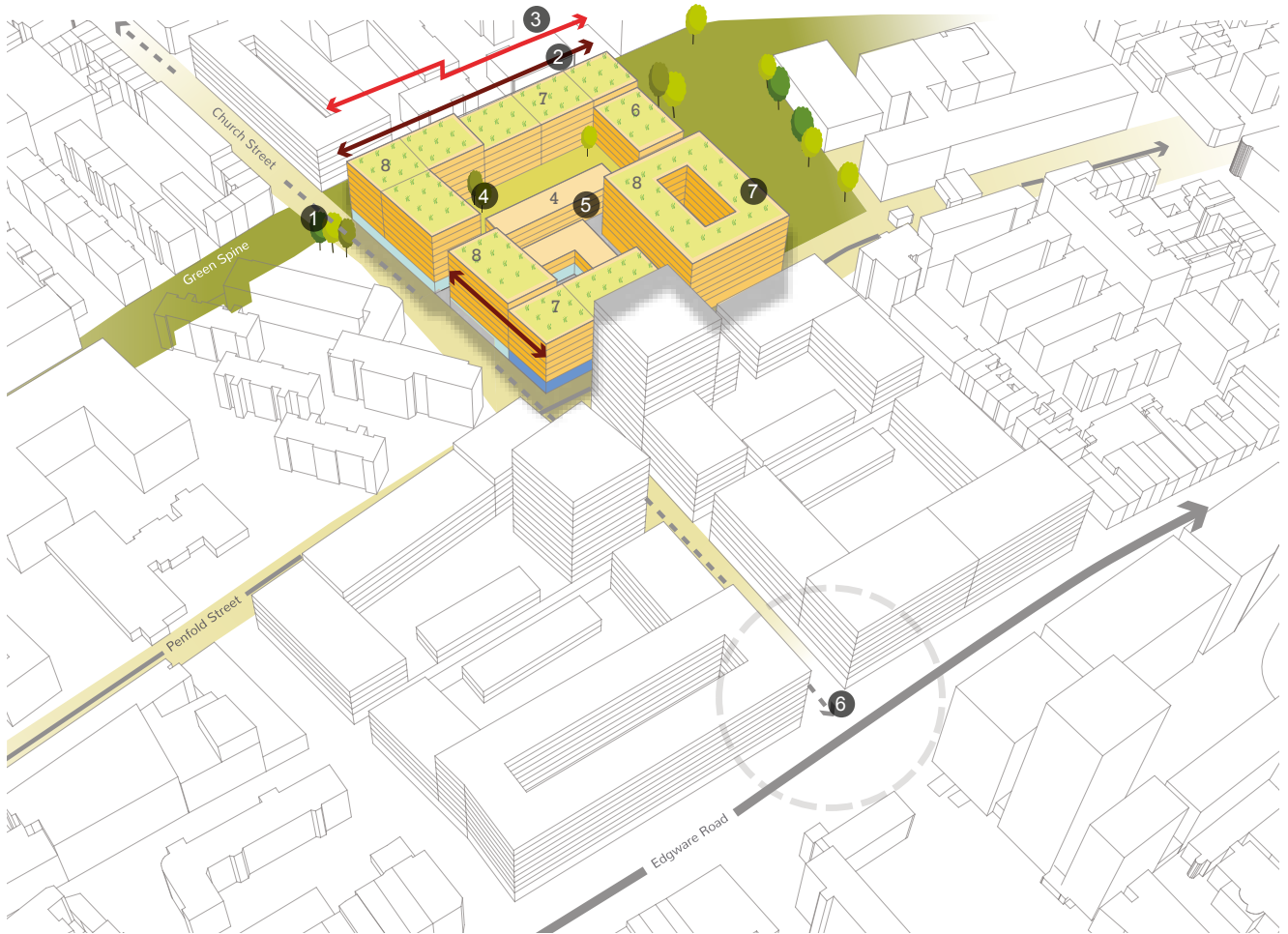
Total = 177 including 86 council tenants

Retail

Basement parking

Buildings

Eden
Lea
Medway
Ravensbourne
Roding
Wandle



Health and well-being

Community hub

Residential amenity space

Homes

c.300 new homes

4-8 storeys building height

Basement parking

Market and enterprise

Market parking provision

Enterprise space

Retail frontage to Church Street

Making connections

Community uses fronting Green Spine and Broadley Gardens

Gateway to Church Street

- Design principles**
- 1 Community and retail frontage to Church Street market and the 'Church Street Triangle' open space
 - 2 Community uses fronting Broadley Gardens and the Green Spine
 - 3 Buildings scaled down towards the park
 - 4 Semi-public space for community hub
 - 5 Street-level links connecting co-located community and residential buildings
 - 6 Gateway to Church Street
 - 7 Hybrid green/ blue or brown roofs (maintenance access only)

Church Street Site C

Design approach

Redevelopment of most of these buildings and the retention of Kennet House were previously proposed. The Church Street masterplan seeks comprehensive redevelopment of this site.

Site C works in conjunction with Site A, creating a gateway at the junction of Church Street and Edgware Road, as well as providing a continuation of Hatton Street. This site maintains a predominantly retail frontage at ground floor level, although a new enterprise zone at its core will provide flexible commercial space and the opportunity for live-work. Site C again allows for the opportunity for increased residential density and basement parking provision. The buildings within Site C currently contain 155 homes. The site has the potential to deliver around 360 new homes once redeveloped.



Possible design approach



Possible design approach



Likely timescale

Church Street Site C is likely to be redeveloped later in the masterplan period, with development from around 2027 onwards.

Existing situation

Homes

Total = 139 in council owned sites, which includes 81 tenants, plus private properties above the Edgware Road frontage

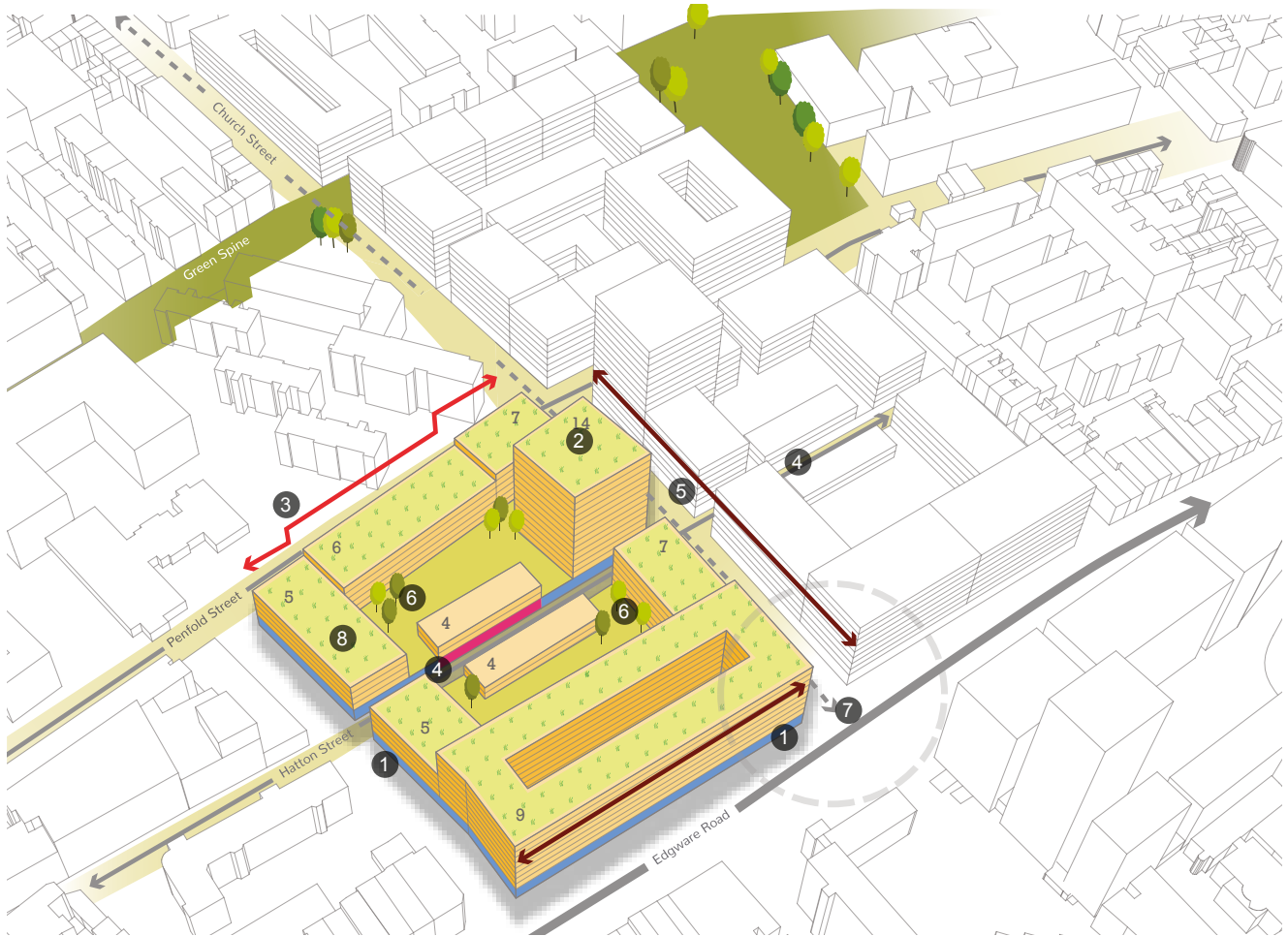
Retail

Retail to Edgware Road

Migrant Resource centre (Derry House)

Buildings

Colne
Darent
Derry
Isis
Windrush
Mole
Kennet



Health and well-being

Residential amenity space

Homes

c.360 new homes

3-14 storeys building height

Basement parking

Design principles

- 1 Retail fronting onto Church Street, Boscobel Street and Edgware Road
- 2 Cluster of tall building elements
- 3 Buildings step down in height to Boscobel Street
- 4 Reinstated historic pedestrian link, fronted with enterprise spaces either side
- 5 Opportunity to increase height
- 6 Podium for residential use
- 7 Gateway to Church Street
- 8 Hybrid green/ blue or brown roofs (maintenance access only)

Market and enterprise

Enterprise spaces

Retail frontage with concentration of food/ beverages

Reprovision of supermarket

Making connections

Hardington Street - historic street reinstated

Gateway to Church Street

Lisson Grove

Design approach

This site provides an opportunity to deliver a quality residential development adjacent to Regent's Canal. Additionally, the site has significant frontage to Lisson Grove, and marks the arrival to Church Street area from the north-west. Retail/ commercial space will be provided at ground floor level on Lisson Grove, however the majority of the development will be residential. The proposals also include both public and private open space.

The Lisson Grove site currently comprises 60 homes. If redeveloped, the site has the potential to deliver around 200 new homes.



Possible design approach



Likely timescale

The Lisson Grove site is likely to commence in the second half of 2022, subject to detailed planning.

Possible design approach



Existing situation

Homes

Sanctuary (60 homes)

Council offices



Health and well-being

Residential amenity space

Publicly accessible open space

Homes

c.200 new homes

3-11 storeys building height

Market and enterprise

Retail/ commercial frontage

Making connections

Enhanced green link and access to the canal

- Design principles**
- 1 Maximise potential of canal frontage
 - 2 Feature corner - potential for taller element to achieve gateway and sense of arrival
 - 3 Scale stepped to respect context
 - 4 Active ground floor uses at Lisson Grove
 - 5 Views and access to canal created
 - 6 Terraced public space created with access to the canal and retail environments
 - 7 Residential amenity space at podium level
 - 8 Hybrid green/ blue or brown roofs (maintenance access only)

Gateforth and Cockpit Theatre

Design approach

Some regeneration in this area has been previously proposed. The Church Street masterplan seeks to establish a new cultural quarter, capitalising on the success of the Cockpit Theatre. Diversifying the offer within the neighbourhood, attracting footfall and creating an evening economy, will be supported by the delivery of this quarter at Lisson Green and Church Street.

A commercial and retail presence will be provided on Lisson Grove, and increased residential accommodation is proposed above. The site provides an opportunity for new public space at its core, providing spill out space for the theatre and cultural activities.

The Gateforth site currently accommodates 37 homes. If redeveloped, in addition to a refurbished Cockpit Theatre, this site has the potential to deliver around 125 new homes. If Jordans House, which currently provides 40 homes, is included in the redevelopment, this could deliver an additional 50 new homes.



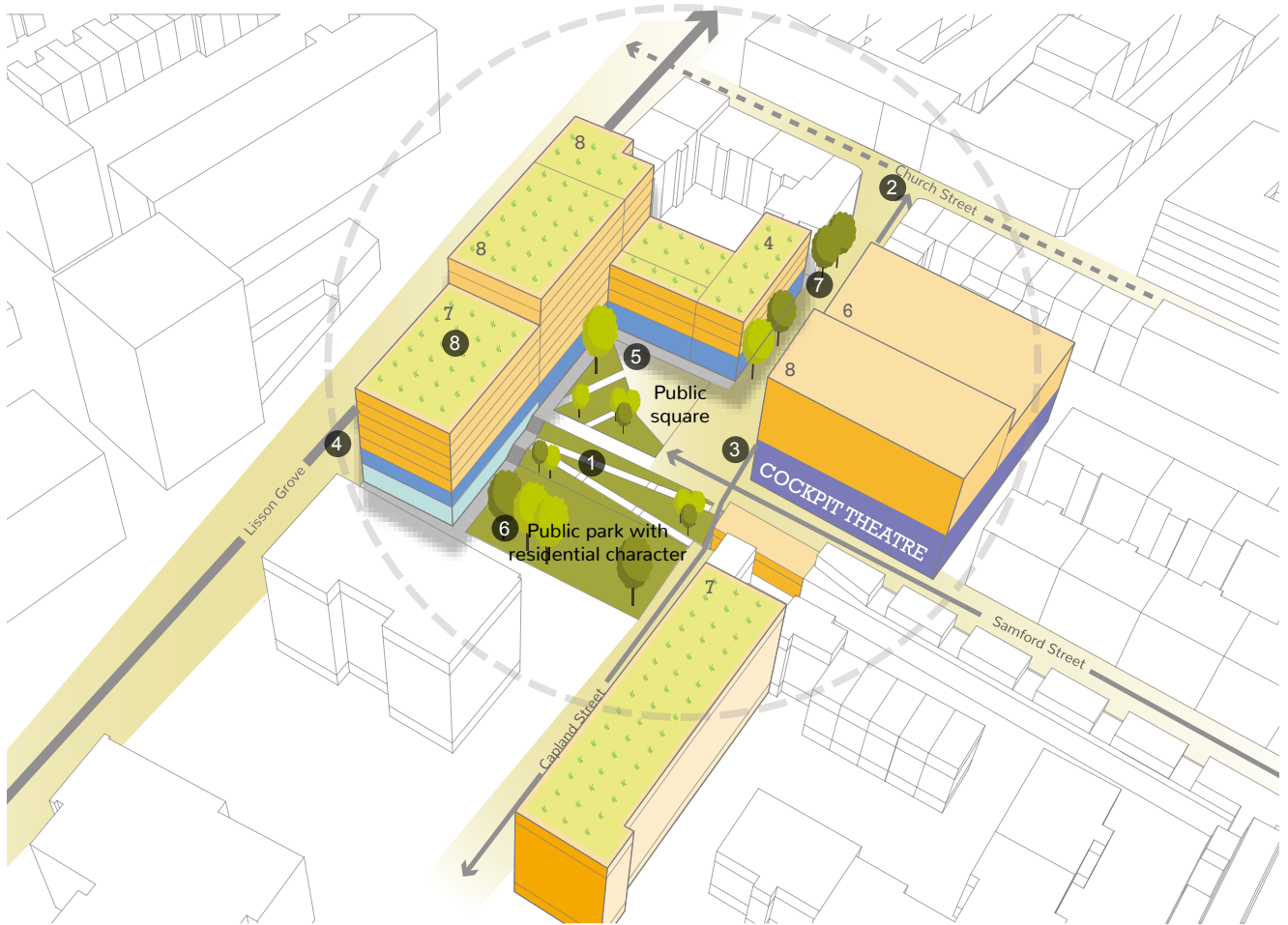
Likely timescale

The Gateforth site is likely to be redeveloped later in the masterplan period, commencing in 2028-2029. Jordans House could start later, in 2031-2032. However, there is flexibility in the masterplan and the site could be brought forward for development sooner if a viable funding and delivery model can be found, working in partnership with other site owners including City of Westminster College.

Existing situation

Homes

- Swanbourne House
(37 homes)
- Jordans House (40 homes)
- 149-161 Lisson Grove
- Nightingale House
(A2 Dominion owned)
- Cockpit Theatre
- Gateforth Street surgery



Health and well-being

Cultural/ community facilities

Nightingale Place

Capland Gardens

Market and enterprise

Active frontage to Lisson Grove

Refurbished Cockpit Theatre

Homes

c.125 new homes

4-8 storeys building height

Redevelopment of Jordans House could deliver around 50 new homes

Making connections

Gateway to Church Street and cultural quarter

- Design principles**
- 1 Sloped gardens to improve and facilitate accessibility between Gateforth Street and Capland Street
 - 2 Create a legible gateway to the cultural quarter
 - 3 Integrate Cockpit Theatre and proposed cultural facilities with new public realm
 - 4 Active frontages to open spaces and Lisson Grove
 - 5 Public square with performance stage
 - 6 Biodiverse public park with play amenity
 - 7 Gateforth Street enhanced as pedestrian-priority street within the antiques quarter
 - 8 Hybrid green/ blue or brown roofs (maintenance access only)

Little Church Street

Design approach

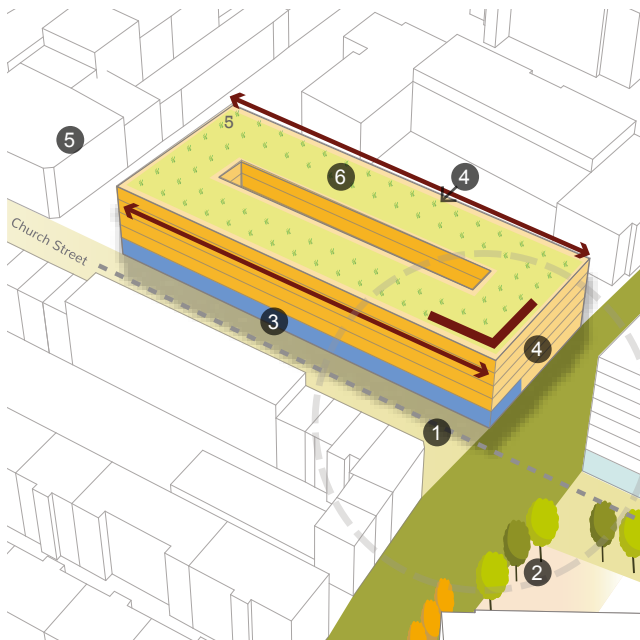
The Little Church Street site has been chosen as a development site due to its prominent location at the core of the masterplan. It lies at the junction of Church Street and the Green Spine, and provides the opportunity to create a go-to location, as well as provide active frontages. The existing buildings are relatively low rise and allow for increased scale and density.

A strengthened and varied retail frontage will be provided along Church Street, with increased residential density above.

The Little Church Street site currently comprises 45 homes. If redeveloped, the site has the potential to deliver around 65 new homes.

Likely timescale

The Little Church Street site is likely to be redeveloped later in the masterplan period, commencing on site in 2031-2032.



Design principles

- 1 Key corner location at the axis of Church Street and the Green Spine
- 2 Opposite primary open space 'Church Street Triangle'
- 3 Retail frontage to Church Street
- 4 Residential frontage to Salisbury Street and Mulready Street
- 5 Buildings height has relationship to adjacent buildings and acts as a transition between existing and new development
- 6 Hybrid green/ blue or brown roof (maintenance access only)

Homes

c.65 new homes

5 storeys

Making connections

Gateway to Church Street

Market and enterprise

Retail frontage to Church Street

Existing situation

Homes

Total= 45

c. 700 m2 retail

Buildings

27 Mulready Street
 27-53 Church Street
 20-33 Salisbury Street
 30-45 Ashbridge Street



Land use and massing

Delivery of the Church Street masterplan allows for significant diversification of land uses through the area. Land uses have been carefully distributed in order to help fulfil the overarching objectives of delivering new homes, creating jobs and enterprise and improving the health of residents.

The masterplan creates a focus of activity around three key routes: Church Street, Lisson Grove and Bell Street. Uses and facilities have been located strategically to ensure each street maintains a unique character and offer.

Church Street itself becomes the heart of the masterplan. New quarters are established, including a new food quarter at the intersection of Church Street and Edgware Road, building on existing footfall and the proposals for a new gateway at this location.

Another gateway is proposed at the junction of Church Street and Lisson Grove, where the cultural quarter is planned. Building on the success of the Cockpit Theatre, a hub for arts and entertainment would draw new and existing visitors to the area, generating increased footfall and economy.

Public realm enhancement works and upgraded shopfronts will create an attractive and safe environment for the improved retail offer at Church Street. New flexible retail units and centrally located workspace would provide suitable space for all types and sizes of businesses.

The commercial offer will have a variety of types and tenure to enable job creation and develop an enterprising community at Church Street. This would include opportunities for live-work units with the potential to accommodate both new start-up businesses as well as established companies. The masterplan will increase active frontages at ground floor by relocating existing B1 and A2 uses to upper storeys.

The masterplan will build on the existing character offered by Bell Street through public realm improvements, creating a setting to this historic commercial street and a greater sense of place. A similar focus of the commercial offer along Shroton Street/Hayes Place is also proposed.

A fundamental aspiration of the masterplan is to improve the evening economy. This can be effectively achieved through land use planning creating centres of gravity through restaurants, bars and cultural venues, alongside the potential for a later trading market.

Church Street and Edgware Road will maintain their retail presence at ground floor level, with a greater emphasis on cafés and restaurants at their intersection. The masterplan re-provides 7,000sqm of

retail space and provides an additional 2,000sqm at sites A,B,C and Little Church Street.

Not only will this diversify the offer provided in the area, but it will also bring much needed evening activity and economy to the neighbourhood. There is the opportunity for a new anchor store to draw shoppers further down Church Street from Edgware Road.

A new community hub, anchoring the intersection between Church Street and the Green Spine will be a significant new facility for the community, offering training, resources and workspace. In addition to this a new health centre will be provided on Lisson Grove, located on a key route through the neighbourhood, easily accessible for local residents and those travelling from further afield.

Building height

The masterplan provides the opportunity to influence the physical urban fabric of the neighbourhood. It sets out a height profile which responds to the surrounding proposed and existing context. Massing and scale of proposed buildings has been carefully considered in order to improve Church Street's townscape, creating a sense of arrival and place and providing clarity and comfort at street level. The width of Church Street allows for a modest increase in building heights that can positively influence townscape, rather than detract from it. Increased height and gateway buildings at the junction with Edgware Road will give greater significance to this key street, aiding clarity in the street pattern and attracting footfall.

Interest and wayfinding is provided along Church Street by variation in height and designs, especially at key junctions and spaces. Rigorous testing has determined heights at Church Street.

The council has recently completed a consultation on 'Building height: Getting the right kind of growth for Westminster'. The responses are currently being analysed. The revised policy, once published, will inform future plans for the City and therefore the building height proposed here may change to be compliant.



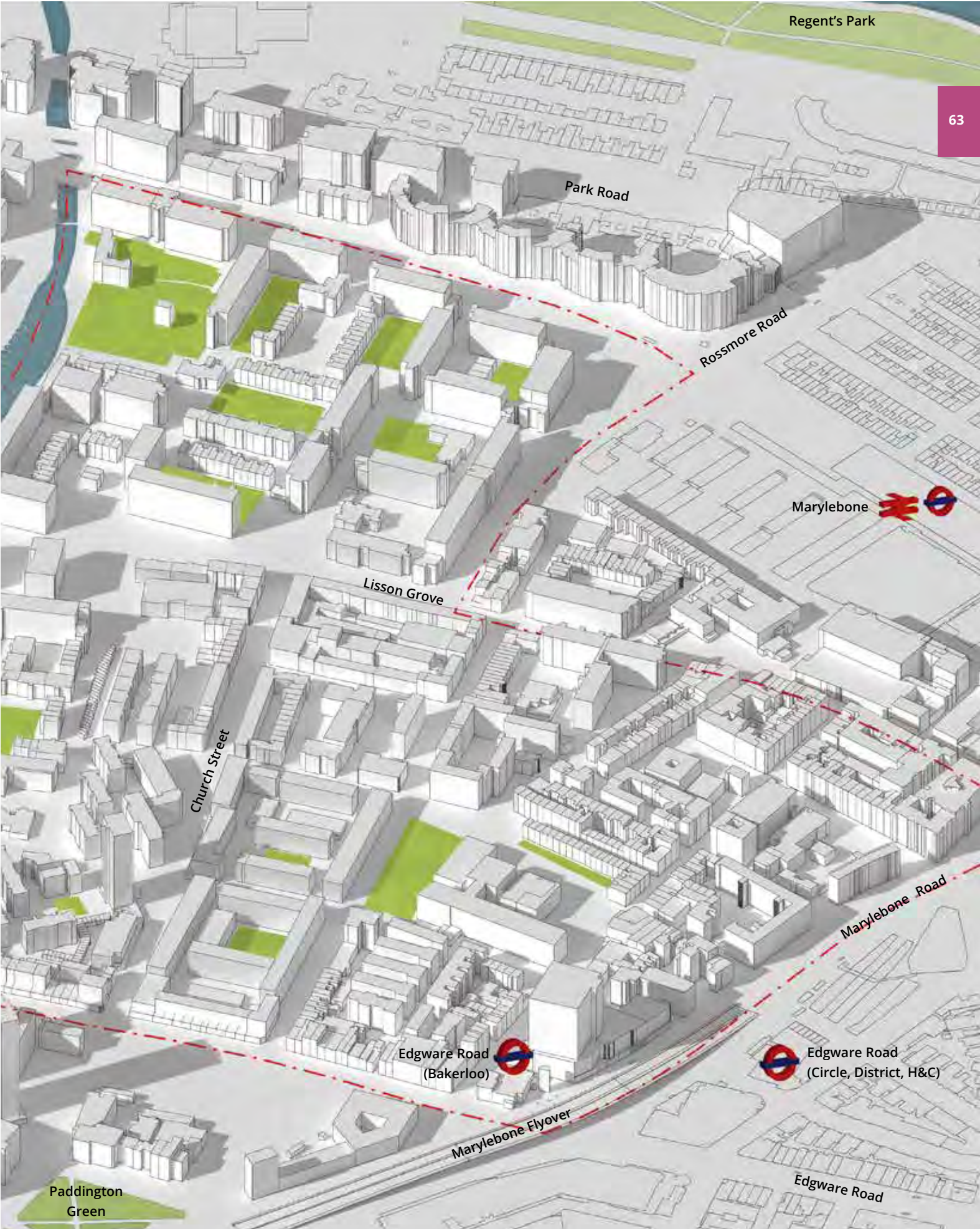
Indicative building heights



Existing massing

At the time of the Church Street Ward Profile, November 2015, the ward had 10,565 residents. In a site of 44 hectares, this is 240 people per hectare.





Proposed massing

With an estimated increase in the local population by around 3,400 residents, the estimated density for Church Street masterplan is 320 people per hectare.

There are lots of ways of calculating density such as habitable mass per hectare. All of these measures will be considered on a site by site basis.

We recognise that an increased population puts pressure on already deficient open spaces and therefore our masterplan provides a 40% uplift in the amount of open space provided

within the area. Options for massing, types and land uses were tested in order to respond to changing conditions and pedestrian footfall whilst also maximising the potential of the site.

Mansion block types make a smooth transition between the domestic scale of terraced houses and the high rise residential buildings. These will comply with the latest fire safety advice and planning regulations.





Church Street market

A fundamental feature of Church Street is the market. The Church Street masterplan provides the opportunity to improve both the market offer to the community and the facilities offered to existing and future vendors. The purpose of any detailed proposals for the market should be the retention, improvement and evolution of the existing market, building on its heritage.

Redesigned layout

The market layout needs to be redesigned to work more efficiently, benefiting vendors and local shop owners. A single, level street surface would allow for back to back trading at the centre of the street, allowing footfall to benefit market traders and shop owners equally.

The antiques market will remain to the east end of the street, and the western end of the market will be improved and diversified in terms of its product offer, including an emphasis on hot food around the Church Street Triangle. The triangle will also be re-designed to support temporary events. Traders will be provided with van parking, additional storage space and an electricity supply in order to support their ongoing businesses.

Back to back trading benefits the traders as they will share a “back of house” area with the trader behind them, hence increasing the security of their stock. It also benefits the retailers who will be looking onto the trading face of stalls not unsightly back covers.

Overall this will give the market a much more consistent and brighter look. Some market traders will take stalls on both sides to have “walk through” stalls linking both sides of the street, although pedestrian breaks in the stalls have been allowed for in our design.

The same principles apply to the Saturday market, when trading expands from Salisbury Street to Lisson Grove, with more specialist traders adding to the general traders and some hot food included to add variety to the food offer.

The proposals allow for an occasional Sunday market, which would be subject to detailed business planning and consultation. This may include further testing of a specialist antiques, collectables and second hand market operating between Lisson Grove and Salisbury Street with hot food operators at the Salisbury Street end.

Services

The masterplan considers the following elements fundamental to an efficient servicing strategy for the market;

- provision of pop-up power supplies to each group of stalls which will mostly be for lighting and this will be low ampage. Where hot food is operating there is an increase in ampage to accommodate electrical equipment.
- Water supply will be provided to hot food locations as well as to the fish and fruit and veg traders.
- Pop-up services allow for a clutter free street when the market is not operating. Trader toilets will be located in each of the new blocks, on Sites A and B, either in the basements along with the storage and parking, or at ground level close to the entry/exit points for the market traders.

Market trader parking and storage

A number of scenarios will need to be considered for market trader parking and storage, all of which provide capacity for trader parking for a revitalised market. All scenarios will need to include trader toilets and washing points. The delivery of these facilities will need to be linked to the phased delivery of key regeneration sites, with interim arrangements a key delivery consideration.

Market during construction

The market will be impacted strongly by the masterplan. In the long term this will be for the better as a purpose designed streetscape will allow the market to operate much better than today.

The masterplan proposes the delivery of Church Street public realm enhancement early on. Following on from that, further improvements to the market layout and logistics will be implemented.

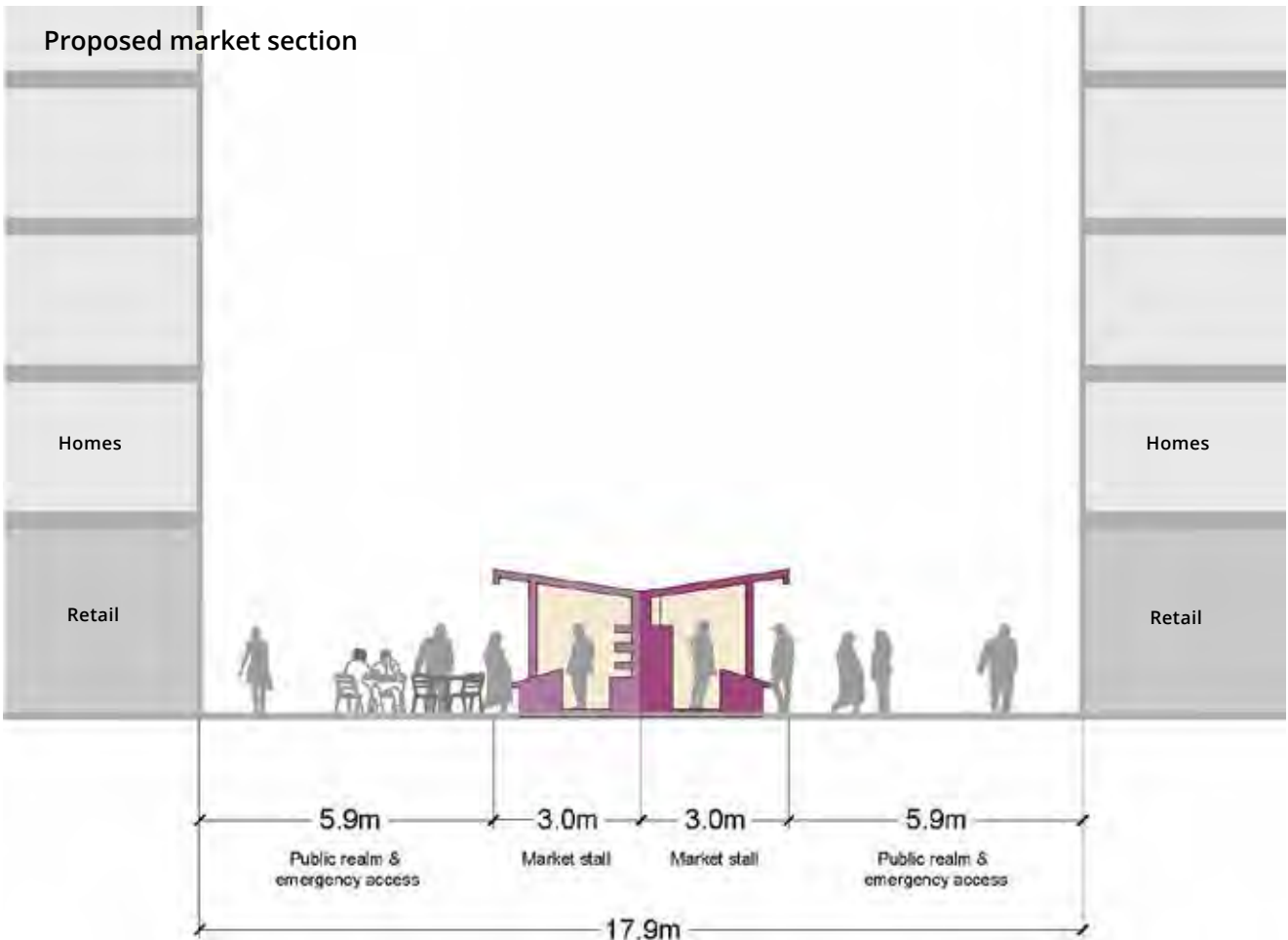
As the process of hoarding, demolition and new building of each site along with associated street enhancement works proceed, the market might need to be relocated temporarily. If that is the case, the most sensible location is Salisbury Street, which will keep the market as one unit, encouraging customers to continue to use as many stalls as possible. As the sites are completed, the market would move back into Church Street.

Proposed market layout

- Hot food
- Fresh produce
- General & clothes
- New enterprises
- Electricity supply
- Water supply
- ♿ Trader toilet facilities
- ➔ Market trader vehicle route during market hours
- No access beyond this point for vans



Proposed market section





Church Street Arts & Antiques Quarter

As a result of the establishment of Alfies antiques market in 1976 a cluster of small, high-end, antiques businesses sprung up on Church Street, many having started in Alfies and subsequently graduating to their own premises. Today, Alfies is home to around 80 traders and there is a further 20 shops located at the east end of Church Street. As with the market the arts and antiques quarter is a fundamental feature of Church Street and an important source of employment. In the context of the masterplan, the arts and antiques businesses, alongside the Cockpit Theatre, provide the foundation on which to build new cultural facilities and stimulate creative sector enterprise.

In the short term we will bring businesses together to collaborate with the Council and partners. This activity has already begun and a recent pilot event for a Sunday arts and antiques market, branded 'Antiques Anonymous' was extremely successful, attracting around 5000 visitors over the course of the day. The traders and Council are now working to establish the market on a regular basis.

In the short to medium term, the approach to supporting the development of the arts and antiques quarter will be primarily through smaller interventions that will help to increase footfall, improve the trading environment, stimulate enterprise and build resilience into the existing business community. Many of the smaller scale interventions (e.g. creation of affordable workspace) will test and inform the design and delivery of any larger scale, long term, activity.

In the short to medium term the following actions will be explored:

- In partnership with the business community create a detailed vision for the arts and antiques quarter – linked to the emerging Cultural hub vision
- Destination marketing – develop and communicate a new identity for the arts and antiques quarter that dovetails with any new market branding
- Trader incubation – in collaboration with Alfies and, should it go forward, the operator of any Sunday market
- Develop a complimentary street food offer at the Salisbury Street end of the market or on the 'triangle' area facing the toilet block
- Curation of council owned commercial property – using the councils property to ensure that the street encourages uses that complement the longer term ambition for the cultural quarter
- Public realm improvements – where they don't impinge on the major regeneration sites
- Forming a council officer group to coordinate those with a stewardship role within the area to ensure coordinated delivery of services
- As a pilot project, refurbish 66-72 Church Street to provide a flexible affordable work/exhibition space for the creative industries
- Continue to support the use of vacant council shop units for pop-up shops and exhibitions as a means of attracting a new demographic to Church Street

Longer term actions:

- Develop a strategy for new commercial space in the regenerated blocks that allows expansion of the arts and antiques businesses including a gallery/exhibition space.
- Improve signage at local transport interchanges and gateways to both the market and antiques quarter
- Develop a public art programme to reinforce the identity of the area in respect of culture, artists and makers
- Provide a mix of affordable workspace and maker space that stimulates the clustering of creative businesses
- Create a local network of affordable workspace that allows enterprises to grow and move on within the area



Landscape and public realm

Approach and overarching principles

Delivery of the Church Street masterplan should set a high standard for healthy, sustainable regeneration. The landscape strategy is key to the overall masterplan and will be fundamental in achieving its aims to improve opportunities for a healthy lifestyle within Church Street. The landscape framework will help to re-stitch the area, shape the design and use of new buildings, promote high quality streets and spaces, provide opportunities for outdoor recreation and enhance the overall character of Church Street.

The fundamental principle of the landscape strategy is to create places that are healthy; socially, environmentally and economically successful. This may be achieved by implementing the following overarching principles:

1. Promote a healthy and active community

Green spaces are vital for healthy places. Both physical and mental well-being must be considered. Places should be designed with purpose, whether for a specified activity or for a sense of tranquillity and passive leisure. It is well-documented that green spaces and nature are essential for psychological well-being, whilst opportunities for outdoor recreation are important factors in the encouragement of active lifestyles. Good quality green spaces that provide a variety of opportunities and experiences are essential for the well-being of a community, particularly those that are densely populated and urban in nature. Community food growing, opportunities for play, outdoor sport and opportunities for social interaction and community events should all be provided within Church Street.

2. Create a well-connected neighbourhood

Church Street is currently severed from its surrounding areas by transport infrastructure which creates physical and psychological barriers. The Church Street area itself is also fragmented through years of ad-hoc urban planning. The masterplan addresses these issues through proposing well-designed streets that will create cohesion between the neighbourhood and its surroundings. The public realm strategy has been developed alongside

a transport strategy which proposes traffic calming and enhanced road crossings to further improve the pedestrian connectivity of the neighbourhood. The masterplan proposes to introduce more typical street patterns as well as reinstating historic streets. These will be set within a 20mph zone to create streets that are designed for people first.

3. Create a distinctive and diverse place

Landscape and public realm are fundamental to how places are perceived, both by those living there and those visiting the area. Currently the outdoor environment within Church Street offers little by way of quality parks or public realm. The masterplan provides the opportunity to create a high quality environment, with well-designed public realm and attractive parks. These should be distinctive, reflective of the Church Street community and its diversity.

4. Tackle open space deficiency

Large parts of Church Street are deficient in access to open space. Overcoming these deficiencies is a primary driver for the masterplan, which proposes a large increase in publicly accessible open space and a more evenly distributed network of squares and parks which vary in scale and character. Links between these proposed spaces will be enhanced to create a well-connected internal green infrastructure. The masterplan could achieve approximately 40% additional increase in publicly accessible open space.

5. Enhance green infrastructure and biodiversity

With increasing pressure placed upon urban environments, it is important to consider natural systems. Currently Church Street has extremely limited green space and lacks biodiversity. The masterplan provides an opportunity to enhance greatly the environmental quality of the area. New green spaces are proposed to encourage biodiverse planting and habitat creation, whilst proposed enhancements to streets offer potential for sustainable drainage and street trees to be planted.

Landscape masterplan

The landscape masterplan aims to introduce new open spaces and to enhance those that are existing to create an interlinked network of parks and squares, whilst improving connections to adjoining neighbourhoods.

1. Church Street Triangle (existing / enhanced)

A flexible 'market square' with high-quality paving, seating, lighting and robust landmark trees

2. Broadley / Lisson Gardens (part of Green Spine proposals)

Existing green spaces conjoined and enhanced to be the primary play space within Church Street and the core of the Green Spine

3. Nightingale Place (proposed)

A new public square with sunny seating spots and occasional performance stage in the cultural heart of Church Street, opposite the Cockpit Theatre within the cultural quarter

4. Capland Gardens (proposed)

A neighbourhood green space with natural play, diverse planting and landscaped slopes suitable for wheelchairs to replace the existing steep ramps

5. Orchardson Park (proposed)

A new neighbourhood park with orchard, meadows, community growing and play amenity

6. Orange Park (existing / enhanced)

Existing play park; gated spaces enhanced with meadow planting

7. Lilestone Gardens (proposed)

Series of pocket park open spaces with communal growing and rest spaces and opportunities to play

8. Hardington Street (proposed)

Historic street reinstated and extended as a pedestrian only link with enterprise / retail frontage

9. Fisherton Street / Orchardson Street

Proposed future extension to Green Spine and priority area for future phased reduction in on-street parking, to integrate planting and rest spaces

10. Lisson Green Estate Open Space and Sports Courts

Existing open spaces retained, with improved access and biodiverse planting

11. Orchardson Street Green Link (proposed)

Proposed pedestrian-only green link to be bridged over Regent's Canal as part of a proposed extension to the Green Spine

12. Upper Canal Walkway (existing / enhanced)

Enhanced access to the upper canal walkway from Lisson Grove, with an improved walkway experience linking to Regent's Canal Footbridge





Parks, streets and public realm

Parks, streets and public realm are vital for the health and well-being of a community. They are where people come together to meet, play, exercise and celebrate, or simply to catch a quiet moment amongst nature. They are critical in the creation of active, attractive neighbourhoods where people want to live, work, visit and invest in.

The masterplan proposes a series of parks and public realm spaces and should achieve approximately 40% increase in publicly accessible open space.

These open spaces should perform multiple roles, such as providing space for exercise and play whilst also enhancing biodiversity, retaining and cleaning stormwater and helping to improve air quality. The green spaces proposed as part of the masterplan are therefore designed to function in simultaneous ways for both nature and people.

The Green Spine, planted with large-scale street trees, will create a strong back-bone to the landscape framework, which future parks and public open spaces should hang from to create a linear green route that provides a variety of landscape and social experiences. The masterplan proposes to extend the Green Spine northwards, bridging over Regent's Canal to create a green route between Church Street and St. John's Wood.

Well-designed streets form a primary part of the landscape and public realm strategy. These can help to promote walking and healthier active transport modes, improve air quality, provide urban cooling, and enhance biodiversity. The strategy aims to shift the mind-set of what neighbourhood streets should be. Rather than busy, car-dominated routes that are cluttered and have poor air-quality, it is envisaged that through the masterplan streets will become more walkable and pleasant for pedestrians with clear generous footways and an abundance of street trees and other planting. It has been closely coordinated with the transport strategy.

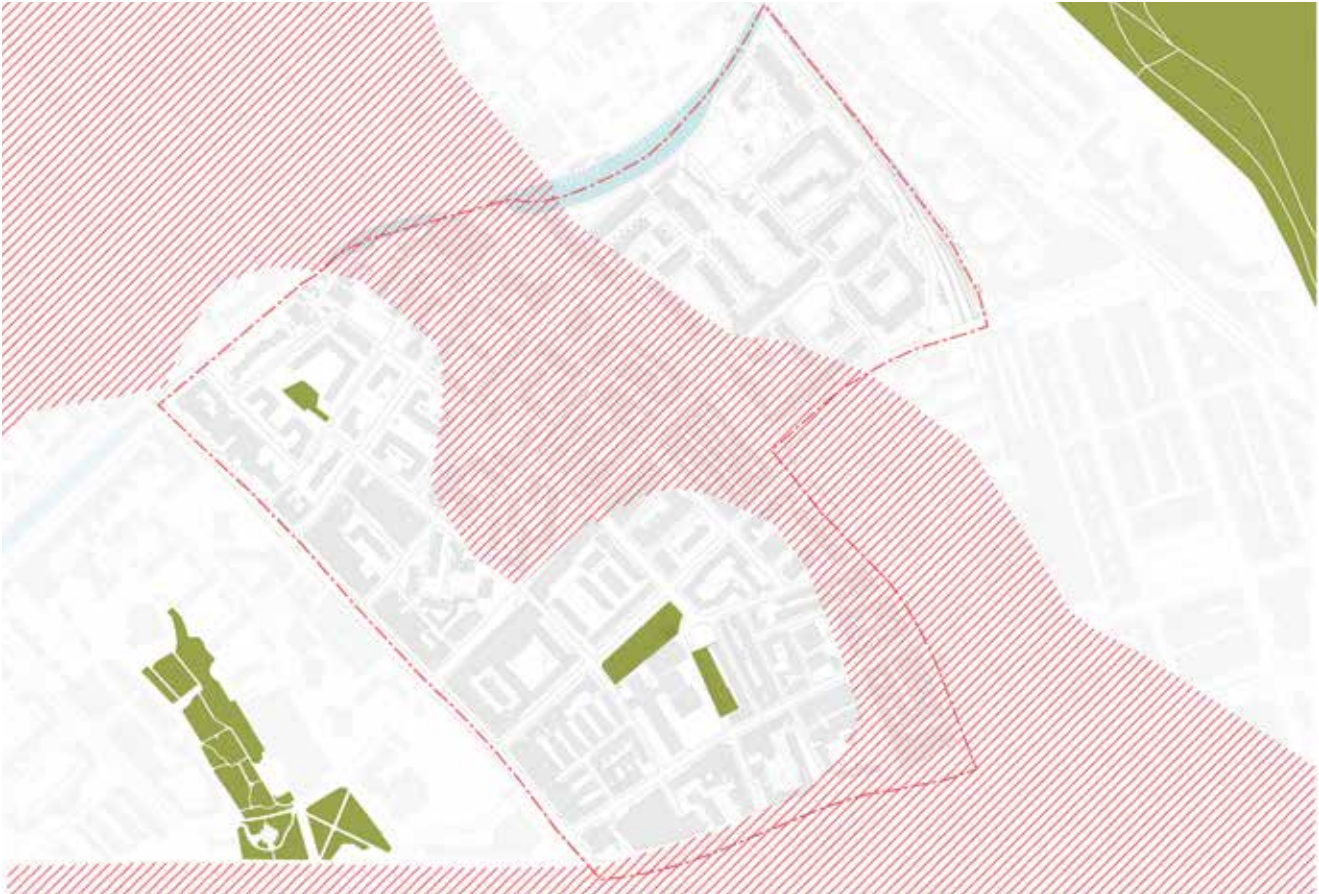
The masterplan proposes parks, streets and public realm that will:

- Be designed for people first
- Promote opportunities for a healthy lifestyle
- Help to overcome deficiencies in access to open space
- Provide a variety of landscape types and experiences for people of all ages and backgrounds
- Be multi-functional and provide benefits for both people and nature
- Be accessible to all
- Be biodiverse and create opportunities for learning about the environment wherever possible
- Promote social interaction and provide opportunities for community events
- Contribute to the Westminster Biodiversity Action Plan and Church Street Green Infrastructure Strategy
- Align with the Westminster Open Space Strategy

Health and well-being

Regular outdoor exercise is paramount for a healthy community, whether through promotion of regular walking or providing sufficient space for sport and play. The parks, streets and public spaces within a community are key to healthy lifestyle choices. The mental and social benefits of parks and public open spaces are also significant for health and well-being. Interaction with natural elements has calming and stress-reducing for people, particularly within dense urban areas, whilst regular social interaction with other residents can create a sense of community well-being. Public spaces should encourage this and provide areas for passive interaction as well as programmed events and activities for people to come together as a community.

40% increase in publicly accessible open space proposed within Church Street ward



Existing public open space provision and deficiency
(Note: Existing 'Public Open Space' as classed in the Westminster City Council Open Space Strategy 2007)



Proposed public open space provision and deficiency. Assumes:
- Proposed open spaces achieved
- Existing Lisson Green Estate open space and sports area to be managed / considered as 'Public Open Space' in future
- Church Street Triangle upgraded and classed as 'Public Open Space' ('Civic Space' category)

Provision: Green infrastructure and biodiversity

Church Street suffers from a lack of green infrastructure and biodiversity due to its heavily urban nature and lack of natural green spaces. The masterplan provides the opportunity to enhance greatly both green infrastructure and biodiversity within Church Street as well as for the wider Westminster Green Infrastructure network and Biodiversity Action Plan.

Church Street's most important wildlife asset is Regent's Canal, which passes east-west through the north of Church Street and is an area of high ecological value. Broadley Street Gardens and Lisson Gardens provide the most diverse and attractive planting in the area. Lisson Street Gardens is also a designated local Site of Importance for Nature Conservation (SINC), which will be enhanced through the Green Spine.

The Green Spine

The Green Spine will form the main axis of the landscape framework running north-south through the area. The first phase will co-join Broadley Street Gardens and Lisson Gardens to create a neighbourhood park with play for all ages, communal growing and a 'wild' naturalistic planting palette. Lisson Street will be pedestrianised as part of the proposals. The second phase will comprise part of the Luton Street development and will connect Salisbury Street with Luton Street via a pedestrian and cycle-only linear green route. It will have an abundance of planting with species selected to represent the diverse backgrounds of Church Street residents and will have integrated natural play features.

A later phase of the Green Spine is proposed to continue northwards from Luton Street along Fisherton Street, connecting to the proposed Orchardson Park. It is proposed to continue further north and bridge over Regent's Canal through the creation of a pedestrian and cycle-only green route between Church Street and St. John's Wood.

The proposed extension of the Green Spine should be coordinated with a phased reduction in on-street parking along Fisherton Street and Orchardson Street to enable sufficient capacity within the street for abundant planting and generous footways. It will continue the 'wild' and biodiverse planting palette of the Green Spine and should introduce sustainable drainage along its route. The Green Spine will favour pedestrians over other transport modes, but will form part of the highways network in places.

The masterplan proposes the enhancement of green infrastructure and biodiversity by:

- Protecting and enhancing existing biodiverse and green infrastructure sites
- Increasing the overall provision of natural green space and planting and habitat diversity within them
- Increasing the diversity of green spaces that should cover a broad range of habitat types including species rich grassland, meadows, Sustainable Urban Drainage Systems (SuDS), orchards, native shrubs and trees
- Providing a range of habitat features within parks and as part of building design including bat/bird boxes, insect hotels and bee hives.
- Proposing plant and habitat species that are noted as being of importance to the Westminster Biodiversity Action Plan
- Proposing urban greening to new buildings

Green Spine: Initial Phase

1. Broadley Gardens / Lisson Gardens co-joined and enhanced with play, communal gardening. Lisson Street pedestrianised as green link, with no through-access from Ashmill Street
2. Salisbury Street made one-way with reduced on-street parking, replaced with planting, generous footways and pocket spaces

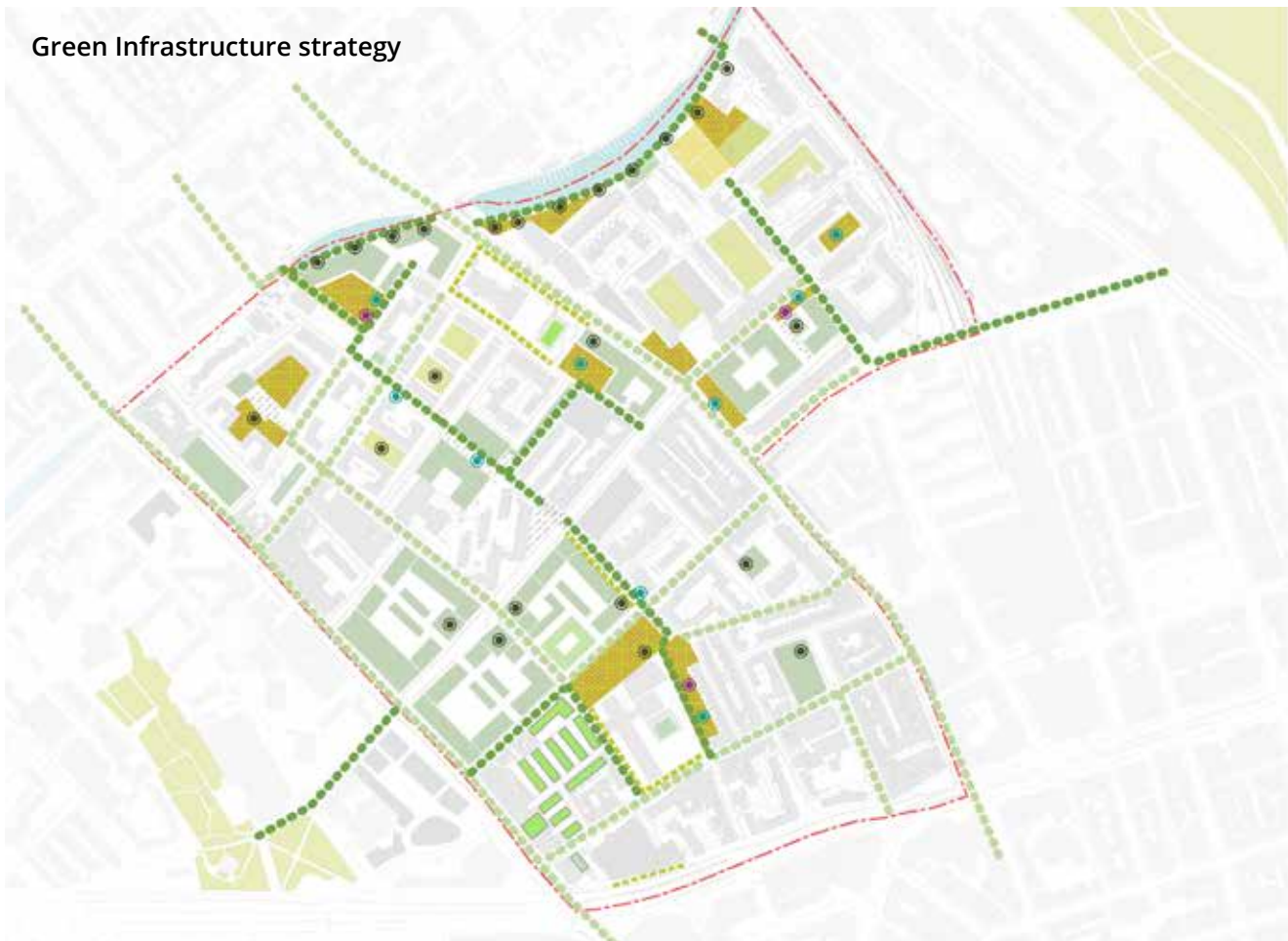
Green Spine: Luton Street Phase











3. Part of the Luton Street development, Salisbury Street will be reconnected to Luton Street at street level to form a pedestrian green link with abundant planting and incidental play

Green Spine: Potential Future Phase

4. Reduced on-street parking along Fisherton Street to accommodate increased tree and other planting to continue the Green Spine from Luton Street to Orchardson Street
5. Creation of an 'Orchardson Street Green Link' to further extend the Green Spine through the proposed Lisson Green development site. The link should be pedestrian and cycle only (with emergency vehicle access to new buildings) and implement a footbridge over Regent's Canal, connecting Church Street with St. John's Wood
6. Planting and paving continued along section of Orchardson Street to link to the proposed 'Orchardson Street Green Link'

Green Infrastructure strategy



-  Proposed / enhanced planting noted for biodiversity and ecological value
-  Proposed building with potential for green/blue roof for biodiversity and sustainable water management
-  Existing building retro-fitted with green roof
-  Existing building fitted with green roof
-  Proposed avenue tree planting of noted species for biodiversity / air value
-  Proposed infill to existing avenue trees where possible. To be complimentary to existing species
-  Green wall / vertical greening proposed to existing wall
-  Community growing including fruit trees or urban allotments
-  Proposed rain gardens or SuDs features to parks and existing streets
-  Proposed habitat features to existing and proposed structures or green spaces including bat / bird boxes, insect hotels and bee hives

Green Spine plan



- Green Spine: initial phase **1 2**
- Green Spine: Luton Street phase **3**
- Green Spine: potential future phase **4 5 6**

Church Street Triangle

The existing triangle space at the junction of Church Street and Salisbury Street currently provides the only designed hard public realm space in the centre of Church Street. However, it lacks design quality and does not create a memorable user experience or contribute to the presence of the market or adjacent buildings.

The Church Street Triangle should be designed as a high quality public square that will be a fitting focal point for the market. It should have designed-in flexibility to allow for a variety of uses throughout the year. Community events, performances or occasional market trading could be provided within the space through a curated activity programme.

Opportunities should be explored to animate the central space when it is being used in an informal passive way. Dual-aspect seating could provide opportunities for relaxing and for incidental meetings. Animated objects such as water jets which can be turned on/off and creative lighting should also be considered to animate the space and create a focal point during evening hours.

Whilst flexible, it should also be designed to have a strong landscape structure through large-scale landmark trees for height and combined raised planters/seating to add colour and provide enclosure to the space. As a focal piece of public realm, it should reflect the diversity of the area in its design and provide opportunities for temporary artworks.



Area:

- 635m2 (approx)

Access:

- Publicly accessible from Church Street and Salisbury Street. Existing Public Rights of Way to remain

Uses / features:

- Flexible public square
- Occasional formal events / activities
- Passive animation features including controlled water jets or lighting features, social spaces and communal gardening

Indicative soft landscape types:

- Large-scale landmark trees noted for benefits to air-quality enhancement, contribution to biodiversity and seasonal interest

Indicative hard landscape types:

- Feature paving in a mix of hues to denote a primary piece of public realm
- Bespoke benches
- Combined raised planter / seating

Church Street Triangle plan

- 1 Public square / triangle
- 2 Large-scale landmark trees
- 3 Raised planter / seating
- 4 Animating elements / water jets
- 5 Food / retail frontage
- 6 Community use frontage



Orchardson Park

The park will form a new community park to the north of Church Street and be a key green space along the proposed Green Spine. It will be a relaxed and tranquil area for residents to come together to enjoy nature and spend time with family and neighbours. It will anchor and integrate proposed and existing housing in the area.

The park will comprise a variety of landscape types with spaces 'for nature' as well as for amenity. A key feature will be a colourful naturalistic meadow landscape, with sinuous gravel footpaths and an integrated play area with both fixed and incidental play features. Play will be sensitively integrated within the 'wild' landscape and will provide information and opportunities for learning about the environment.

Suitable habitat features such as insect hotels and bat/bird boxes within trees will be provided. An orchard of fruit trees will continue the Green Spine theme of communal growing and provide the opportunity for residents to become involved with managing their landscape and to harvest fruit.

Lawn spaces with perimeter seating will provide a flexible amenity green space to have picnics, kick a ball around or hold social events or gatherings. A perimeter footpath with robust planting will be designed to provide an element of privacy and defensible space to adjacent properties.



Area

- 1715m² (approx)

Access:

- Publicly accessible from Orchardson Street and the proposed extension of the Green Spine, with a fenced / gated perimeter for night-time control. The design of boundaries, edges and signage should indicate the park is publicly accessible

Uses / features:

- Play area integrated with meadow and naturalistic planting, with both fixed and incidental features
- Orchard of fruit trees
- Amenity lawn spaces
- Habitat features and opportunities for learning about the environment

Indicative soft landscape types:

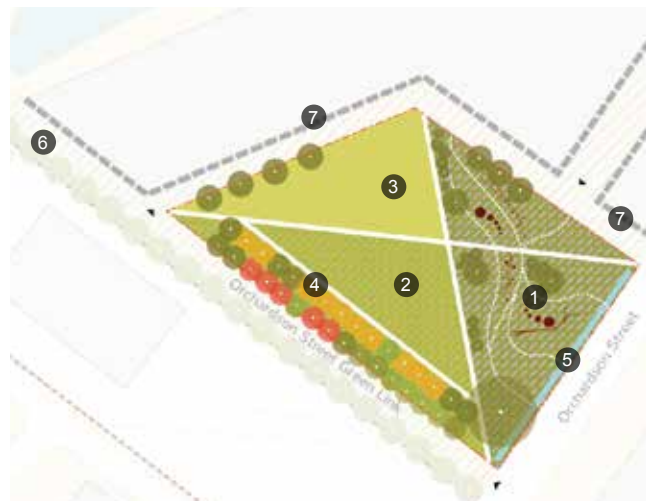
- Colourful meadow with small trees, shrubs and hedging
- Mix of large native trees and orchard of fruit trees
- Mix of species-rich and amenity lawns

Indicative hard landscape types:

- Loose gravel paths within meadow areas
- Resin bound pathways through park

Orchardson Park plan

- 1 Meadow landscape with fixed and incidental play
- 2 Species-rich lawn and grasses
- 3 Amenity lawn
- 4 Communal orchard / fruit trees
- 5 Swale / rain gardens
- 6 'Orchardson Street Green Link' proposal to bridge over Regent's Canal
- 7 Natural surveillance from overlooking buildings



Nightingale Place and Capland Gardens

Nightingale Place and Capland Gardens will comprise a new public square and community park in the centre of Church Street. The design integration of the two is critical to the re-connection of this area of Church Street through overcoming restrictive level changes.

Nightingale Place will comprise a calming public square in the cultural 'antiques quarter' of Church Street. It will be a space to compliment the Cockpit Theatre and provide a relaxing place to sit. Varied ground floor frontage and a designed-in flexibility to how the space may be used will keep the square lively throughout the year. A mix of fixed seating with space for movable chairs should be provided and designed to encourage social interaction, whilst a small tiered platform is proposed to provide informal stepped seating and act as a 'stage' for occasional outdoor performances or events, with potential for curation by the theatre.

Gateforth Street, running between the theatre and Nightingale Place, will be designed to be well-integrated with the square and create a unified pedestrian-priority character.

Capland Gardens will comprise a local park with play features and richly-planted slopes connecting the lower-level Capland Street with the upper-level Gateforth Street. Play designed for young children, with seating areas for parents set amongst colourful seasonal biodiverse planting will provide much-needed green and play space for residents of the area. The landscaped slopes are key to providing sufficient and welcoming wheel-chair access and will visually and physically reconnect the lower Capland Street with the higher level Gateforth Street.



Area:

- Nightingale Place: 660m² (approx)
- Capland Gardens: 880m² (approx)

Access:

- Publicly accessible at all times – access, boundary and interface with adjacent buildings to be coordinated

Uses / features:

- Flexible urban square with fixed and movable seating
- Integrated tiered seating and performance platform
- Curated programme of events
- Sloped wheel chair accessible walkways
- Bespoke children's play (fixed and incidental)

Indicative soft landscape types:

- Seasonal and ornamental street trees and shrubs
- Biodiverse ornamental herbaceous planting
- Native and ornamental street and park trees
- Species-rich and amenity lawns

Indicative hard landscape types:

- High quality paving of mixed colouration
- Bespoke seating and lighting
- Timber platform with integrated casual seating
- Bark chip or other natural play surface to play areas

Nightingale Place and Capland Gardens plan

- 1 Public square for flexible use
- 2 Integrated tiered seating and 'stage' platform
- 3 Gateforth Street as pedestrian-priority street
- 4 Fixed and incidental play
- 5 Sloped gardens providing 1:21 compliant access from Gateforth Street to Capland Street
- 6 Step access from Gateforth Street to Capland Street



Lilestone Gardens

Lilestone Gardens will form a series of pocket spaces within Lisson Green that will provide opportunities for communal growing and provision of incidental and informal play for young children. Its design will compliment adjacent building uses and enhance the green neighbourhood character of the immediate locale, by capitalising on assets such as good mature trees. Generally, the spaces will comprise of:

- **Lisson Gateway:** a gateway space at the intersection of Lisson Grove/Lilestone Street
- **Tresham Gardens:** enhancement to existing green space with improved access/boundary treatment, enhanced biodiverse planting and opportunities for communal growing
- **Lisson Grove open space:** garden frontage to new community building with Sustainable Urban Drainage System (SuDS), planting and seating niches and landmark trees
- **Greenside Gardens:** a linear pocket space under mature tree canopy, with communal growing and incidental play

Wherever feasible, mature trees will be retained, with the introduction of biodiverse under-planting. Design of the spaces will place an emphasis on communal activity including communal growing and seating to encourage social interaction, whilst incidental play elements will create a playful public realm.

There is potential to link the gardens with nearby community building uses to create a programme for learning about growing food with potential to contribute to a community kitchen.

The gardens will be located close to the new health building and may therefore provide a pleasant outdoor environment for those using the health facilities close by.



Area:

- 2235m² (approx)

Access:

- Publicly accessible from Mallory Street and Lilestone Street

Uses / features:

- Raised gardens for food growing with seating
- Bespoke seating niches
- Incidental / natural play elements

Indicative soft landscape types:

- Grow gardens
- Existing mature street trees
- Biodiverse under-storey planting

Indicative hard landscape types:

- Resin-bound surface to garden area
- Park /road edge footways to Westminster Way palette with high quality paving
- Bespoke planters / seating

Lilestone Gardens plans

- 1 Grow gardens
- 2 Incidental play elements
- 3 Existing mature trees retained
- 4 Pedestrian-priority street
- 5 Series of SuDS elements
- 6 Enhanced Lisson Grove frontage



Possible design approach



Movement and circulation

The main aim of the circulation strategy is to address the barriers to movement for people and to create an inclusive and safe environment for the residents, market customers and traders and to provide a transport framework for the new developments.

The key objectives of the movement and circulation strategy are:

- To set out a comprehensive and coherent vision for the site, which builds on the existing sense of place and the transport conditions and allows an incremental delivery to the strategy
- That the commercial viability of the area is maintained through all stages of the transport strategy development
- That new streets and public spaces integrate the site into the surrounding area and encourage people to walk and cycle through
- To develop transport related parameters for the new development sites in a cohesive manner and have no adverse impacts on the streetscape and public realm during construction and improved public realm on completion

The plan puts pedestrians and cyclists at the heart of our proposals. All streets will prioritise pedestrians and cyclists with the speed limit reduced to 20mph (except Lisson Grove). This will be facilitated through a series of raised tables, localised narrowing, and change of surface material.

Connections to the wider network will also be improved including routes under the A40 and pedestrian crossings towards Marylebone Station.

Through-cycle connections will be predominantly limited to Quietways, leaving the proposed cycle network to local traffic, prioritising market users, school pupils, residents, leisure cyclists and commuters.

The proposal is that during market hours, there will be no through access for vehicles on Penfold Street via Church Street. This means that Penfold Street will become an access only street for the properties to the north and south of Church Street, without vehicles crossing Church Street. The whole of Church Street is proposed to be raised and upgraded with surface material changes.

A number of existing streets will be made one-way:

- Mulready Street
- Whitehaven Street
- Gateforth Street
- Samford Street
- Salisbury Street
- Ranston Street
- Daventry Street

Bell Street is proposed to be upgraded with a series of traffic calming measures such as raised tables and introduction of short stay vehicle parking for reducing the width to deter through-traffic.

The transport strategy will be implemented in consideration of the construction strategy for the masterplan area.

Where possible over time, parking will be reclaimed and given back to public realm, making streets for people and reducing the car domination currently experienced. All proposals will be subject to rigorous detailed testing and design processes in conjunction with a planning process and will need to respond to the City of Westminster and London wide planning policy context.

There will be no on-street van parking associated with the Church Street market. One of the aims of the masterplan is to remove the van parking space from the public realm and retain the vacated space for public realm improvements. It is therefore considered that the first key development sites (Church Street sites A and B) provide for the market related parking and storage requirements nearby.

The future on-street parking provision will therefore be prioritised for disabled parking, car club, electric vehicle charging, resident permit and pay and display parking.

New development plots will provide their own vehicle and cycle parking along with their respective refuse storage and collection as far as reasonably practicable.

The following diagrams introduce the proposed strategy with emphasis on making Church Street into a place focussed on the local users such as residents, market traders and market customers, while making it attractive for visitors and employees.

Proposed circulation strategy

Street hierarchy:

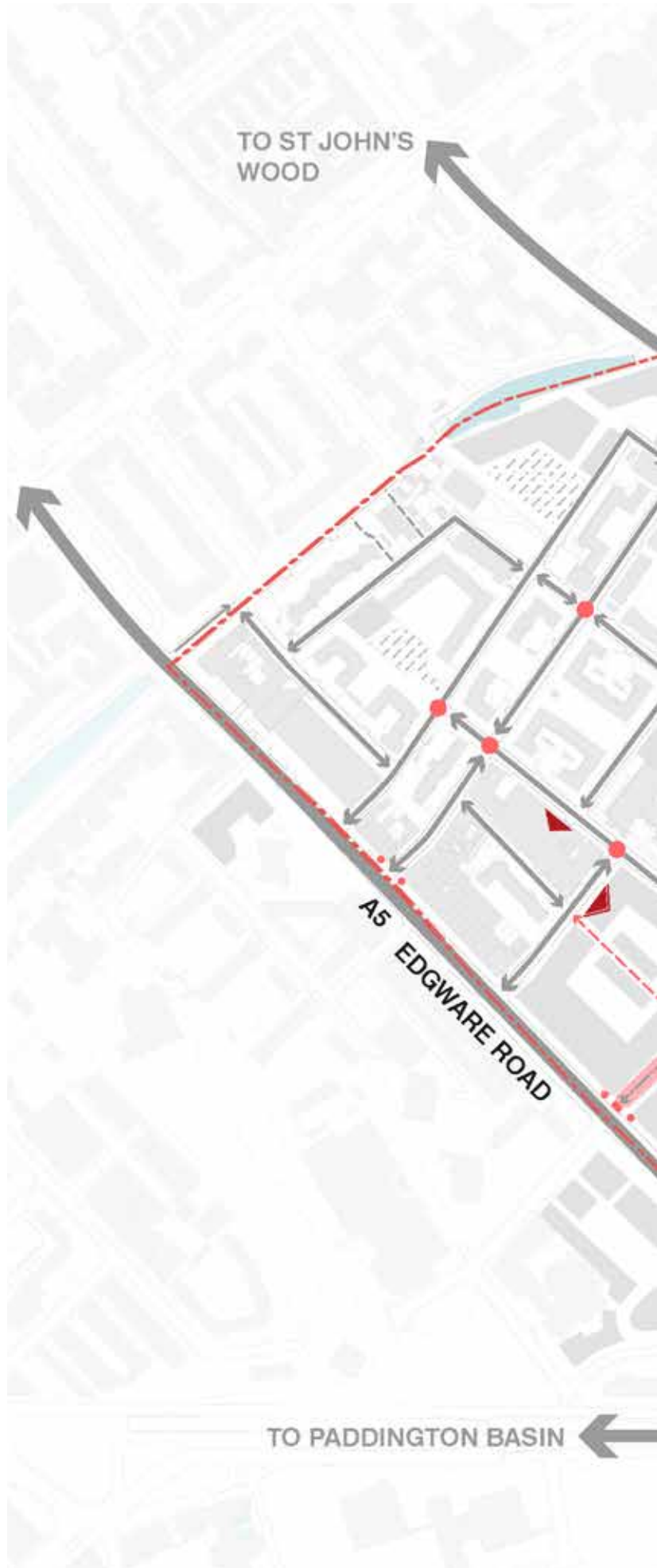
-  Existing two way road
-  Existing one way road
-  Existing one way access via Church Street outside market operating hours
-  Existing pedestrian/cycle only access
-  Proposed one way road
-  Proposed pedestrian/cycle only access

Proposed traffic calming measures:

-  Raised junction
-  Raised table within carriageway
-  Home zone - 20 mph speed limit
-  Church Street restricted access during market hours
(Mon-Fri closed to traffic between Salisbury Street and Edgware Rd during market operating hours, Saturday closed to traffic during market operating hours)
-  Raised Street Level
-  Enhanced footway
-  Traffic-free routes

Market hours measures:

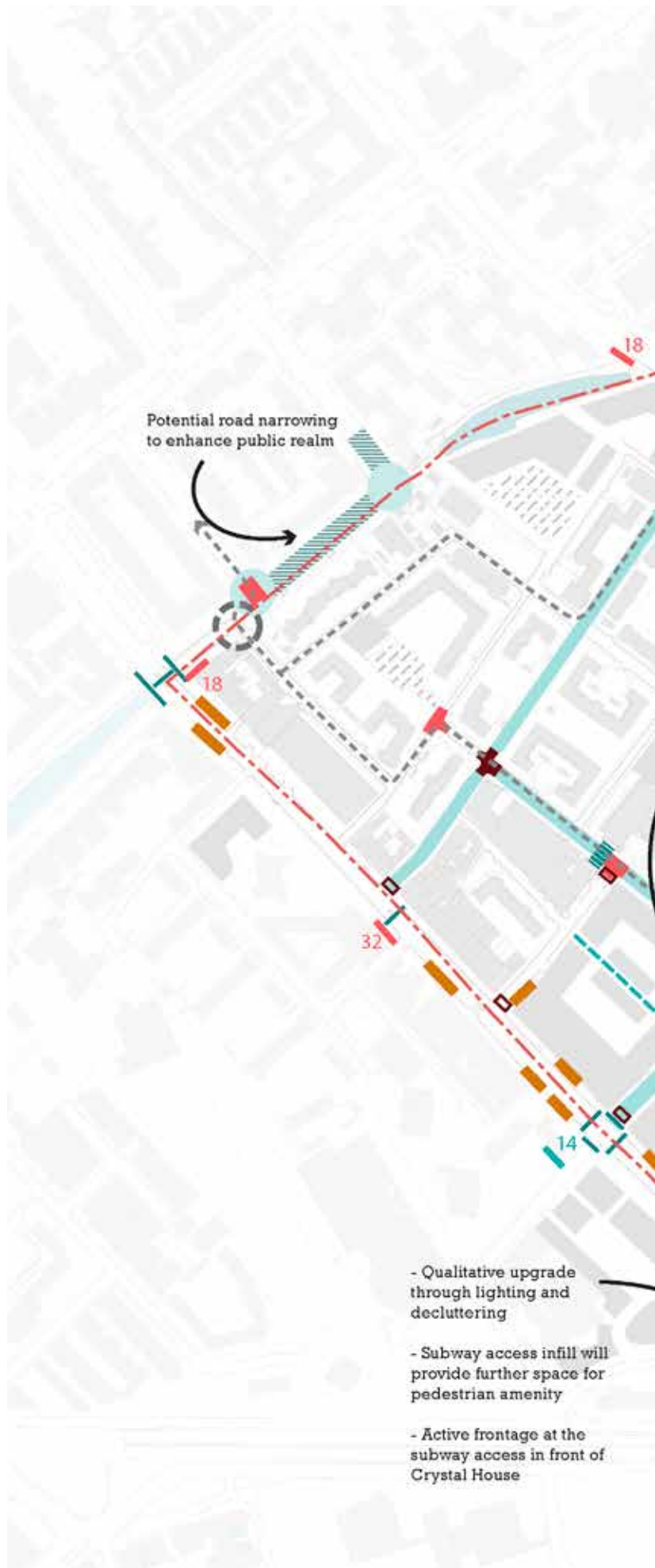
-  Indicative vehicular access
-  Indicative secondary access
-  No access beyond this point for vans

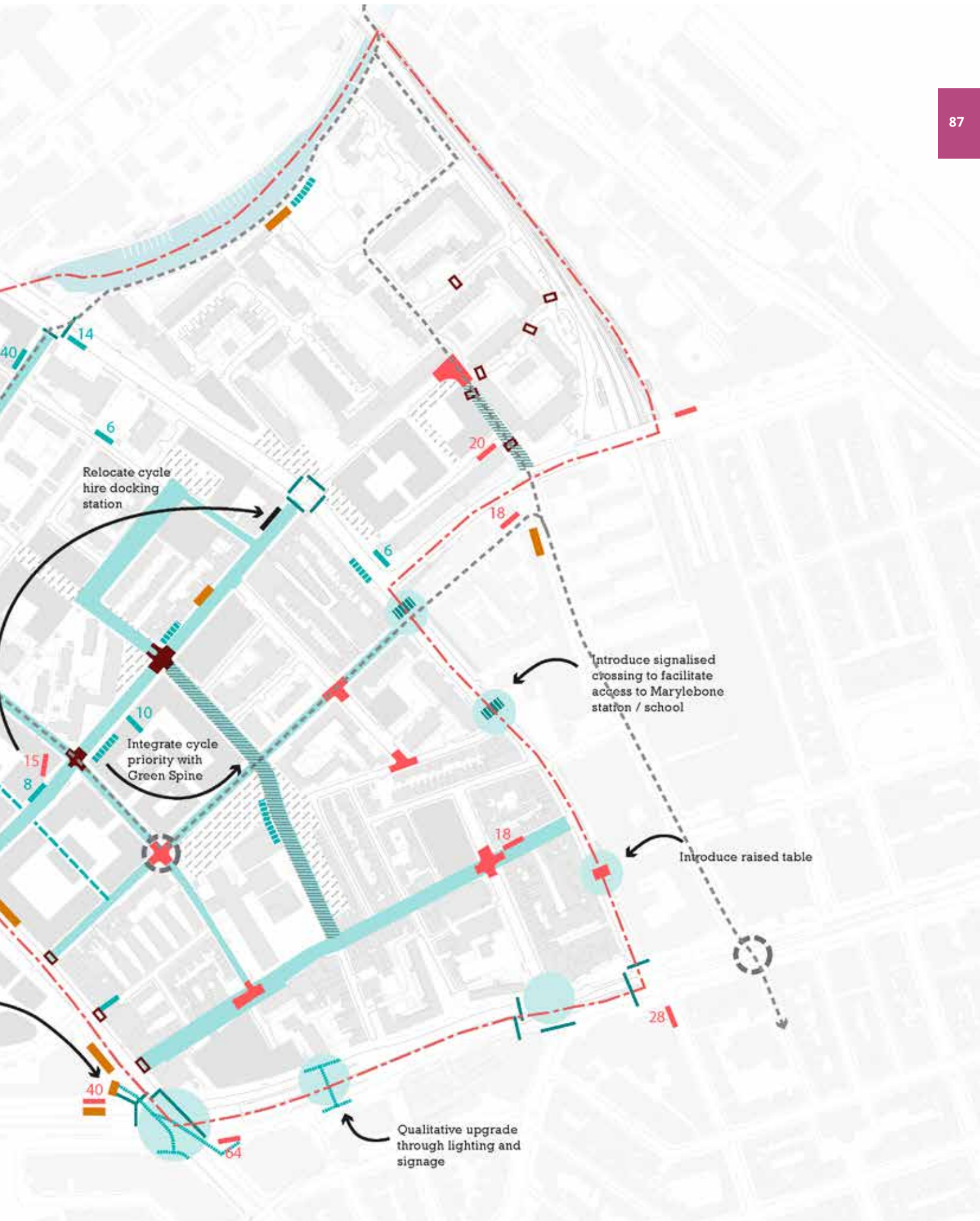




Proposed pedestrian and cycle enhancements

-  Signalise pedestrian crossing
-  Zebra crossing
-  Subway crossing
-  Raised table - existing
-  Raised junction - existing
-  Raised table - proposed
-  Potential traffic calming or other measures to improve pedestrian amenity (20 mph)
-  Road realignment to increase pedestrian realm
-  Areas with significant interventions for enhanced public realm
-  Junction improvement - proposed as part of Quietway
-  Quietway routes - proposed
-  Incidents of 'fly parking'
-  Cycle route improved as part of Green Spine
-  Cycle hire docks with number of cycle hire spaces
-  Existing number of sheffield stands
-  Indicative location of sheffield stands
-  Relocated cycle hire docking stations

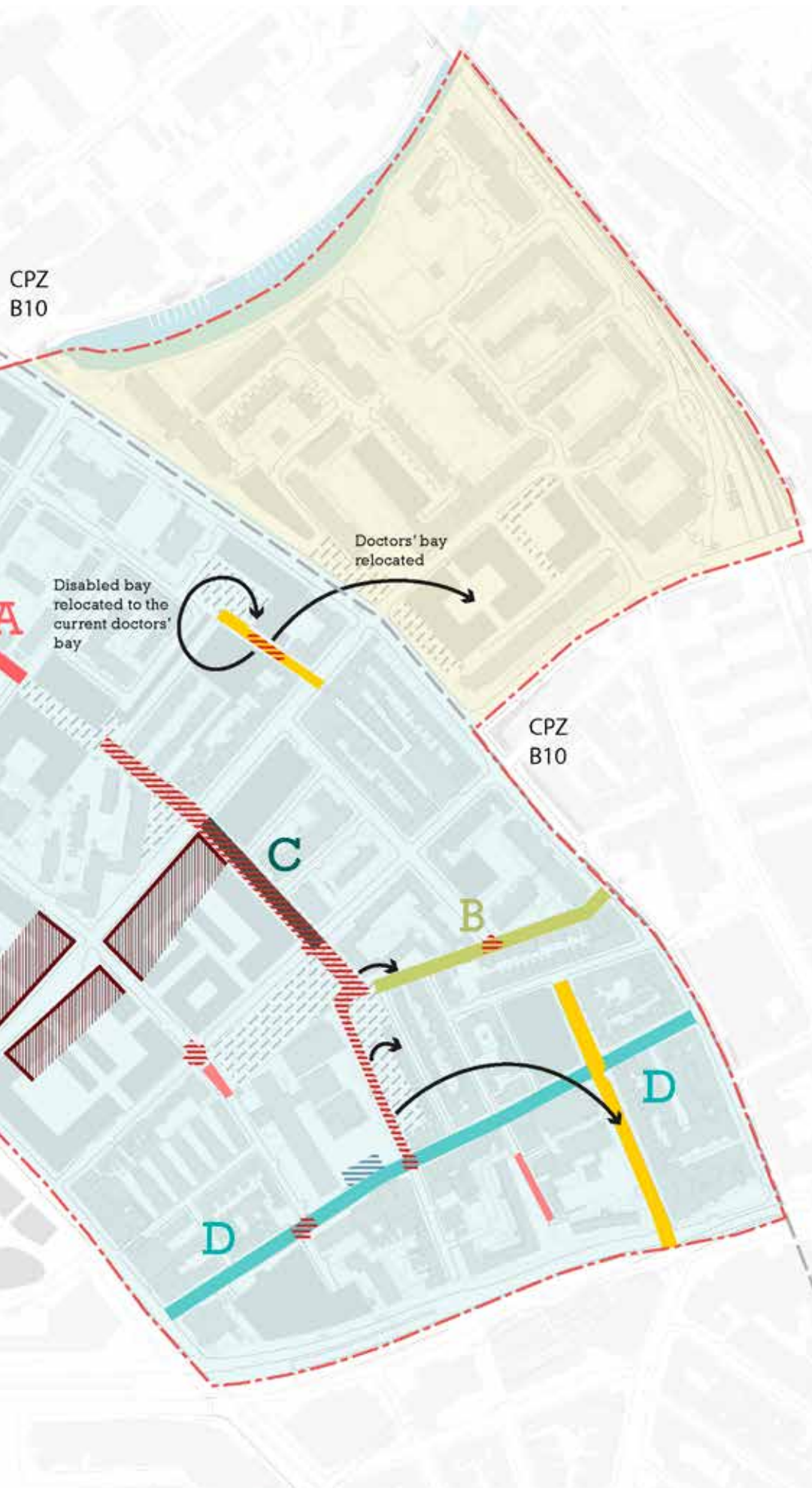




Proposed parking strategy

- B10** Resident Bay 24 hrs every day inc. Bank holidays
 - B11** 08:30 to 22:00 Monday-Saturday
 - Potential location of car club bay
 - Areas with loss of parking
 - Rearrangement of parking to reprovide loss of parking
 - Indicative area of van parking (basement in new development)
 - New P&D bays to facilitate drop-off to King Solomon Academy
- Priority areas for future phased reduction in parking:
- A Fisheron Street / Orchardson Street
 - B Ashmill Street
 - C Salisbury Street
 - D Bell Street





Other opportunity sites



Other opportunities

The Church Street masterplan does not preclude additional sites coming forward over the next 15-20 years or beyond. For example, Lisson Green is considered suitable for potential future development in some locations. Other areas or specific sites within the masterplan area could also be considered for future opportunities.

Lisson Green

Specific proposals have not been identified for Lisson Green during this masterplan process albeit the area is considered to be suitable for potential future development. However, all future proposals for this area of Church Street ward would need to respond to the overarching principles and themes laid out in the masterplan

It is the intention of the council to develop dialogue with the existing residents of the Lisson Green area to better understand how they would like their area to develop and be integrated within the wider regeneration opportunity. The masterplan could, in future years, be added to in order to include any agreed proposals.

Other opportunities

Although other sites and areas within Church Street have not been considered at this stage, this masterplan does not prevent or discourage other potential opportunities emerging. Any such opportunities would be assessed in the context of the masterplan and would be subject to appropriate consultation and planning consents. For example, the council has a borough wide infill housing programme, which assesses sites for smaller scale housing delivery. The Church Street area will continue to be included in such processes.





Lisson Green

Delivery approach



Delivering the masterplan

In order to be able to deliver the masterplan proposals there is a significant amount of work both the Council and partners will need to undertake.

Westminster City Council will ensure that it has the right planning policy framework in place, ensure that all the tenants and leaseholders within the properties affected are consulted, listened to and safely relocated when it is appropriate to do so, in line with its housing policies. The council will also ensure that new homes delivered meet a range of housing need aspirations. There are also property interests that the council will need to seek to acquire if all our aspirations are to be fulfilled. In addition the council will ensure that all proposals meet safety guidance

However, first and foremost, the council will need to ensure that stakeholders, including residents and businesses, understand the proposals, are kept informed and engaged as scheme proposals develop and always know where to go to find out more.

Establishing the planning policy framework

The masterplan has been developed with reference to the existing planning policy framework, including the Westminster City Plan (2016), Westminster Unitary Development Plan (saved policies), the London Plan and the Mayor's Housing SPG (2016).

The scale and quality of health and wellbeing provision, housing, economic regeneration and public realm delivery envisaged by the masterplan has support in current policy to help facilitate delivery. The council's regeneration team will continue to engage with relevant planning authorities as they consult on revisions to the existing planning framework over the life of the masterplan. Detailed scheme proposals will always be required to respond to the planning policy context at the time formal planning applications are made.

The masterplan itself is not a statutory planning document. The planning policy contexts for delivery of its aspirations are set by the City Plan and the London Plan. It is vitally important, however, that the masterplan has sufficient weight to enable it to inform detailed proposals for individual sites and the preparation and consideration of planning applications. As such, the document is a formal non-statutory statement of policy, which can be taken into account in the preparation of any planning applications which come forward in the Church Street area.

Safety considerations

The safety of our residents is our number one priority. All buildings will be designed to a high standard of safety incorporating the latest fire safety advice.

This includes:

- Making the separating (or 'party') walls and floors between dwellings fire resistant.
- Installing individual fire alarm systems in all apartments.
- Fire protecting corridors and escape stairs to allow for a minimum of 30 minutes of protection between communal areas and dwellings.
- Installing vents in all common areas to allow smoke to escape.

Taller buildings above 30 metres high will have additional fire safety measures including:

- Sprinklers in all apartments.
- Designated staircases and lifts for use by the fire service. These will have a higher standard of protection, such as backup power in the event of a fire and two hours of protection between the walls enclosing the lifts and stairs. The stairs will also have fire mains which the fire service can connect their hoses to.
- Careful selection of materials used for external walls to ensure that the spread of any fire outside the building is restricted. All materials will either be non-combustible or have limited combustibility.
- Increased fire resistance to the structure which holds the building up. The taller the building the greater the fire protection of the structure.

The above is consistent with current advice and all proposals within the masterplan will respond to any changes to guidance and legislation throughout the life of the plan. Westminster City Council will always seek to apply best practice in all aspects of safety and will continue to work closely with agencies and governing bodies, such as the London Fire Brigade and the Department for Local Government and Communities, responsible for fire safety legislation.

Housing delivery

Westminster, like the rest of London, faces significant challenges in housing delivery and on a scale which has not been witnessed for some time.

A key element of housing provision is affordable housing, which is defined by the Department for Communities and Local Government as follows;

Affordable housing is social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices. From April 2012 affordable housing is defined in the National Planning Policy Framework (prior to this the definitions in Planning Policy Statement 3 apply).

Social rented housing is owned by local authorities and private registered providers (as defined in section 80 of the Housing and Regeneration Act 2008), for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.

Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80 per cent of the local market rent (including service charges, where applicable).

Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels subject to the criteria in the Affordable Housing definition above. These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing. Homes that do not meet the above definition of affordable housing, such as 'low cost market' housing, may not be considered as affordable housing for planning purposes.

This definition and any updates to it at a national level will be the guiding principle for defining what constitutes affordable housing in any scheme. As part of Westminster's City for All commitments, we will seek to make these options genuinely affordable for local residents by ensuring rental levels are based on local incomes.

The masterplan proposals reflect Westminster's intentions in terms of housing delivery as follows:

- There will be a total number of around 1,750 new homes provided in Church Street, in addition to the 300 new homes already being built or in the pipeline in the area. That exceeds significantly the 1,113 new homes proposed in the Edgware Road Housing Zone
- At least 35% of the new homes will be affordable in line with the council's intention for this part of Westminster. The percentage of affordable homes will be calculated on floorspace as per planning policy guidance and will need to respond to relevant planning policy guidance at the time of application.
- The masterplan will deliver approximately 50% affordable housing in total in the area when taking into account the additional new homes and those that will be re-provided
- Of the new affordable homes it is proposed that 40% will be for social rent and 60% will be intermediate in line with the council's current views set out in the Direction of Travel Housing Strategy to better meet demand. The masterplan is however flexible to respond to future models and approaches to the delivery of affordable housing if and when they emerge
- Protections for social tenants and the provision of a single, local move offer to meet their housing needs
- A comprehensive offer for resident leaseholders

As well as rebalancing the existing housing stock across the area, the aim of the masterplan is to create a sense of place which meets the needs of the existing residents but also creates sustainability for generations to come; meet the latest quality and safety standards and planning policies to deliver new facilities, open spaces, retail and much more; whilst ensuring that the Church Street programme remains viable and deliverable.

Proposed housing mix

The mix of dwelling sizes to be provided will be determined by the household needs of existing Church Street tenants plus the wider housing needs of households the council has a duty to house: this is currently approximately 40% 2 bed and 40% 3 bed, with the remaining dwelling sizes being a mix of 4 bed and 1 bed.

The mix of dwelling sizes in each scheme will be appraised on a case by case basis. The minimum size for individual flats/houses will meet with the standards set out in the Mayor's Housing Supplementary Planning Housing Guidance (Mayor of London SPG 2016). A range of unit sizes will be delivered to meet housing needs and requirements. It is likely therefore that social and affordable units will have larger floor areas than private units and so fewer units may be delivered in these tenures but they will still provide the required percentage of floorspace.

Consultation with leaseholders and identifying housing need

The council will apply the appropriate policies and legislation on tenants and leaseholders at the relevant time within the masterplan delivery programme, due to the fact that the masterplan will be delivered in phases and updates may occur during that time. Current information has been considered in preparation of the masterplan.

The appropriate policy will provide the basis for discussions with leaseholders and tenants directly affected by the masterplan proposals. The council will undertake reviews of housing needs to ensure that the existing and future needs of its tenants and leaseholders are fully considered in the implementation of the masterplan proposals.

Consultation with commercial interests

The council will apply appropriate policies and legislation on commercial interests including third party freeholds, leaseholds within council freehold areas and market pitch licences at the relevant time within the masterplan delivery programme, due to the fact that the masterplan will be delivered in phases and updates may occur during that time. Current information has been considered in preparation of the masterplan.

The council will undertake reviews and engage with all commercial interests affected by the proposals to seek to negotiate a suitable approach to acquisition, replacement or relocation.

Acquisition

Although the masterplan largely identifies opportunities for redevelopment and renewal which are in the council's freehold ownership there are residential and commercial leasehold interests within those areas and some other freeholders who will be affected by the implementation of the masterplan

The first step in any potential acquisition will be to seek to negotiate. If acquisition cannot be agreed via negotiation, then the council will consider the need to acquire by compulsory purchase in order to ensure that the comprehensive nature of the proposed development is not compromised. If there is a need to consider acquisition by compulsory purchase, there will need to be a council resolution to enable this to be progressed. This will only be considered, and the appropriate resolution sought, as a last resort and if it is thought the delivery of the masterplan is significantly compromised without it.

Viability

Viability information is required as part of planning submissions for individual scheme proposals. Prior to that, existing forums for discussing commercially sensitive information will be utilised.

Timescales

Each of the masterplan sites has information about the potential timescales for delivery. This is probably one of the most fluid elements of the proposals, as delivery timescales rely on a wide range of factors including agreement of a scheme, viability and the need to ensure vacant possession. As such a high level delivery programme appendix to the masterplan will be updated on at least an annual basis throughout the life of the masterplan and communicated to local residents accordingly.

Our delivery approach

Westminster City Council is a significant land owner in the Church Street area and as such wishes to retain a suitable element of control and influence in the progression of schemes in the area. As such, the council will;

- Carry out detailed due diligence on all scheme proposals to ensure that they are fully understood and can be delivered
- Seek partnerships with all sectors to deliver the best overall scheme and to utilise expertise from other sectors to do so
- Insist on high quality design and delivery processes including meeting all relevant safety and design standards and adherence to schemes such as Considerate Contractors
- Remain involved in schemes throughout their development and delivery and beyond however is most appropriate.

Engaging with the Church Street community

Westminster City Council intends to ensure that the Church Street community remains a fundamental part of the development of scheme proposals and that this process is iterative and useful to all parties. Some of the key elements of that approach will be;

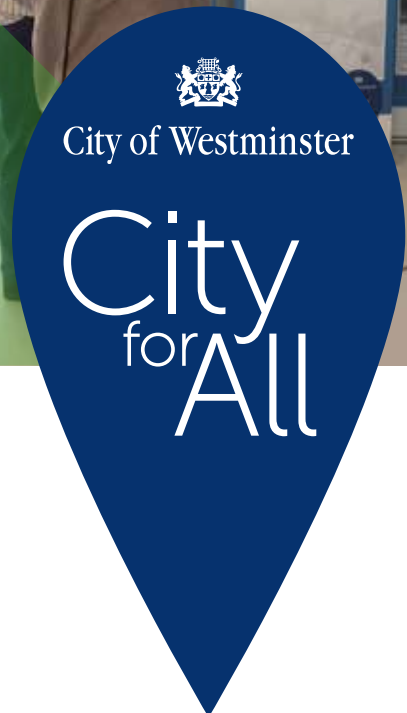
- To utilise the Church Street Futures Group structure including site and project specific working groups to ensure that resident, business and community representatives can be engaged in development processes and can influence decision making processes.
- To engage with schools and youth provision in the area to ensure that the next generation of local residents and workers have their say on the proposals
- To ensure the provision of a Regeneration Hub or similar space throughout the life of the delivery programme as a first point of contact for enquiries and engagement
- To maintain a regular flow of information to the Church Street community via newsletters, electronic materials and by attending meetings of local resident and community groups as appropriate
- To run Meet the Contractor events for all delivery schemes and ensure all contractors working in the area have clear points of contact and can be held accountable for their activity on site.



Church Street Masterplan Consultation Report

November 2017

Page 123





Contents

Introduction	3
Consultation methodology	5
Key statistics	7
Key findings	8
Exhibition at Regeneration Base, 99 Church Street	9
Outreach events	11
Other events	13
Analysis of completed feedback forms	14
Analysis of completed comments cards	24
Analysis of other responses	26
Community reach	28
How the masterplan has responded	29
Conclusion	30





Introduction

The regeneration of the Church Street area is a key priority for Westminster City Council.

3

The council's ambition is to create a City for All by building more homes of all types.

Over recent years, and working closely with the local community, the council has progressed a number of regeneration projects for the area, as part of the Futures Plan (2012).

Many of the objectives of these earlier plans are now being delivered.

New developments are progressing at West End Gate and Lyons Place (Almacantar), with several other proposals due to begin in early 2018. Proposals for a Green Spine, running through the centre of the area, have been consulted on and are currently awaiting approval, with a start on site expected in early 2018.

Westminster City Council now wants to build on the progress made so far, by setting out and agreeing a more ambitious masterplan for the Church Street area, to be delivered over the next 15 years.

In late 2016, the council appointed a masterplan team to review all the earlier plans, respond to emerging policy changes at local, regional and national levels, identify opportunities for additional residential development in the area and to bring all of this together into a draft masterplan for Church Street for public consultation.

This report details the extensive masterplan public consultation undertaken by Westminster City Council between 7 September and 29 October 2017 and identifies how the draft masterplan will be amended to reflect community comments and involvement.



The exhibition was based at the Regeneration Base, 99 Church Street



Consultation methodology

From the outset, Westminster City Council has been committed to running a comprehensive, far-reaching and transparent consultation on the draft masterplan for the Church Street area, to build on the existing work of the Futures Plan and the Church Street Futures Group engagement over a number of years.

This led to the consultation being postponed on two previous occasions, firstly in response to the general election called in May and secondly following the Grenfell Tower tragedy to allow for a period of consideration of the safety issues pertaining to the masterplan before it was published for consultation.

This meant that the consultation ultimately took place slightly later in the year than planned and that it had to be organised to avoid overlapping with summer and other holidays.

As a result, while originally planned to run for four weeks, the consultation actually ran for an extended 7 week period, from 7 September to 29 October. This approach was agreed with community representatives at a meeting held on 28 June 2017, attended by Westminster City Council Leader, Cllr Nickie Aiken and the Cabinet Member for Housing, Cllr Rachael Robathan.

The consultation was widely publicised to ensure maximum awareness, included both a permanent exhibition and an extensive outreach programme and involved a number of presentations to, and meetings with, local groups and organisations.

All the consultation materials, including the feedback form, were provided online, as well as in hard copy.

The consultation sought to provide appropriate detailed information about the masterplan, whether by exhibition, presentation or through question and answer sessions, to all stakeholders to enable them to assess the scale and scope of the proposals, identify any impacts that they might have and to come to a view.

Multiple routes were then provided to enable stakeholders the opportunity to give their feedback and to ask questions. All written feedback is provided, unedited, in the appendices to this Consultation Report and will form a key part of the evidence base for scheme delivery.

Publicity

The purpose of the publicity was to provide a steady flow of information, encourage feedback and to reach as many people as possible.

- 📍 200 posters were displayed on noticeboards across the Church Street area during August, advertising the dates of the consultation.
- 📍 6,000 copies of a resident newsletter were distributed to all addresses in the Church Street area in late August, ahead of the consultation starting. This newsletter listed the dates of the exhibition and community events.
- 📍 An updated poster saying the consultation was open, with key dates of the exhibition and community events replaced the 'August' poster in noticeboards.
- 📍 Flyers, providing key exhibition dates, were handed out to the local community and distributed at key community venues for display in the Church Street area.
- 📍 Everyone who had previously registered an interest in the Church Street masterplan, received an emailed notification of the consultation, with a request that they 'cascade' this message via their own communication channels.
- 📍 Targeted letters were sent to all leaseholders and council tenants directly affected by the proposals in the middle section of the consultation period
- 📍 Targeted letters were also sent to retailers and market traders inviting them to specific events.
- 📍 A masterplan summary document was distributed, towards the end of the consultation, to 6,000 addresses in the Church Street area.
- 📍 A press release announcing the consultation was issued to the media.
- 📍 A flyer advertising the two masterplan walking tours was prepared and circulated around the Church Street area.

In addition to this extensive publicity campaign, a targeted approach for hard-to-reach groups was adopted and Community Connectors were used throughout the consultation and provided translations where required.

The overall objective was to build relationships; have genuine conversations with those who live, work and study in the area.

Whenever residents of a specific block in the Church Street area noted their neighbours were unaware of the masterplan consultation, door knocking took place following this feedback. Community Connectors (who could speak a second language: Bengali, Arabic, Urdu) went out to these blocks.



Key statistics



Over 350 viewed the exhibition at Regeneration Base, 99 Church Street



More than 360 people reached via outreach events



3,400 visitors to the dedicated online website



Seven local schools visited, five pop-up events and two walking tours



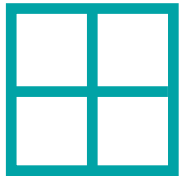
120 completed feedback forms
152 comment cards



6,000 resident newsletters and masterplan summary documents delivered across Church Street



Key findings



All four quarters received support from at least 60% of respondents



80% showed support for a Health and Well-being hub on Lisson Grove



54% indicated support for higher density in the area



75% stated that the current market layout could be improved



63% showed support for an occasional Sunday market



75% of respondents support 20mph on all roads in Church Street, only 60% wanted it only in certain areas



A large model of the areas identified for regeneration was prominently displayed at the Regeneration Base



Exhibition at Regeneration Base, 99 Church Street

A staffed exhibition at the Regeneration Base, 99 Church Street, provided a focal point for the Church Street masterplan consultation. Visitors were offered the opportunity to be guided round the exhibition or to review independently and ask questions.

This exhibition was based around a number of exhibition boards (see Appendix), providing more details of the key masterplan themes and background information:

- **Vision.** This board provided background to the masterplan, explained how it relates to, and follows on from, earlier plans including the Futures Plan, and sets out Westminster City Council's long term vision for the Church Street area.
- **The story so far.** An explanation of how the draft masterplan has been guided by a number of previous key plans and reports. Information was provided on schemes that are already or shortly coming forward, including the Green Spine, Luton Street and Lisson Arches.
- **Health and Well-being.** An explanation of the proposals to provide key health services and a high quality, well linked environment.
- **Homes.** The delivery of new homes is a key objective of the masterplan. Information was provided about how this could be achieved.
- **Market and Enterprise.** The masterplan aims to improve the local economy and details were provided about future plans for Church Street market, as well as proposals for more flexible commercial spaces in the area.
- **Making Connections.** Details about how the masterplan aims to re-balance the relationship between vehicles, pedestrians and cyclists in the area, addressing the barriers to movement for people and creating a safe environment.
- **Development Sites.** Each of the development sites proposed in the masterplan was explained, in chronological order of likely delivery date. Information was provided on the affected blocks and the future aspirations for the site.
- **Next Steps.** This board explained how stakeholders could have their say on the masterplan proposals.

In addition to the exhibition boards, a large model of the Church Street area, clearly labeled to identify landmarks and areas identified for regeneration, was prominently displayed.

Copies of the masterplan document and, later in the consultation, the masterplan summary document, as well as residents' newsletters, were widely available and staff were also available to explain the masterplan and answer any questions. On certain days and times, which were widely advertised in advance, community connector translators were available to explain the masterplan in either Arabic, Urdu or Bengali.

The consultation exhibition was launched by Westminster City Council Leader, Cllr Nickie Aiken and the Cabinet Member for Housing, Cllr Rachael Robathan, on 7 September. In addition to short presentations from these councillors, Barbara Brownlee, Interim Executive Director for Growth, Planning and Housing at Westminster City Council, also made some comments to set the masterplan and the forthcoming consultation into context.

The exhibition was open from 7 September 2017 to 27 October 2017 and a full list of opening hours, which included a number of evening openings, is provided in the Appendix.

A poster confirming the opening hours was prominently displayed in the window of 99 Church Street throughout the consultation period, as well as at other locations in the Church Street area. The residents' newsletter, circulated to all addresses in Church Street, also provided this information.

All visitors to the exhibition at 99 Church Street were encouraged to complete either a feedback form or a shorter comments form.

We would estimate an average of around 10-15 people visited the Regeneration Base on each week day to view the exhibition during consultation – which means hundreds of visitors (350+).

Online presence

In addition to the exhibition at 99 Church Street, and all other consultation activities, the full masterplan document, together with copies of the exhibition boards displayed at 99 Church Street and a link to an online version of the feedback form, was provided at churchstreetmasterplan.org.uk

Over the consultation period, this website recorded over 3,400 visits.



More than 360 local residents and other stakeholders attended outreach events

Outreach events

Presentation to Parents Coffee Morning and Q&A session at St Mary Bryanstone Square Primary School

During the period of the consultation, the consultation team attended a number of external events to display the masterplan exhibition boards and answer questions from local stakeholders.

Over the course of the consultation, more than 360 local residents and other stakeholders attended these outreach events.

The outreach events can be categorised as follows:

School visits

The consultation team attended parents' coffee mornings on the following occasions. At each coffee morning, the exhibition boards were displayed, copies of the masterplan were available and a member of the consultation team gave a brief presentation on the masterplan and answered questions.

- Presentation to Parents Coffee Morning and Q&A session: Gateway School (13 September, 12 attendees and 18 October, 18 attendees)
- Presentation to Parents Coffee Morning and Q&A session: St. Joseph's Catholic Primary School (14 September, 7 attendees)
- Presentation to Parents Evening and Q&A session: Westminster Academy (19 September, 18 attendees)
- Presentation to Parents Coffee Morning and Q&A session: St Mary Bryanstone Square Primary (5 October, 2 attendees)
- Presentation to Parents Coffee Morning and Q&A session: King Solomon (6 October, 25 attendees)
- Presentation to Parents Coffee Morning and Q&A session: Christ Church (21st September, 15 attendees)

Youth engagement

- Flyering at Hafis Academy

The exhibition boards were also displayed at a number of local education venues:

- Pop-up exhibition at CityWest College (4 and 17 October – unstaffed exhibition)
- Pop-up exhibition at Westminster Adult Education Service (9 and 10 October - unstaffed exhibition)

Community events

- Staffed Pop-up exhibition at Antiques Anonymous Flea Market (24 September, 15 attendees)
- Staffed Pop-up exhibition in Church Street Triangle (28 September, 25 attendees)
- Staffed Pop-up exhibition in Church Street Library (29 and 30 September, 55 attendees)
- Staffed Pop-up exhibition in Greenside Community Centre (21 October, 12 attendees)
- Staffed Pop-up exhibition at Mytime Active (25 October).

Business events

- Market Traders drop-in/lunch (17 October, 10 attendees)
- Business breakfast, Networking Lunch (18 October, 55 attendees)

Medical/Health focused events

- Pop-up exhibition at Paddington Green Health Centre (3 October, 3 attendees)
- Presentation to Lisson Grove Health Centre Patient Participation Group (24 October)

Walking Tours

- Green Spine and open space – A guided tour around the Church Street area, lasting 90 minutes. (10 October - 5 attendees)
- Making Connections – A guided tour around the Church Street area, lasting 90 minutes. (11 October - 7 attendees)

The 90-minute Green Spine and open space walking tour was held on 10 October



Other events

During the consultation period, Westminster City Council held a number of events and meetings for key stakeholders that provided attendees with the opportunity to be briefed on the masterplan and to give their comments

Church Street Futures Group

The Futures Group is a key local stakeholder group that has been centrally involved in the regeneration of the Church Street area for a number of years. The membership of the Futures Steering Group comprises: Tom Dacey (Chair), Frank Vibert, Carole Spedding, Cherifa Alem, Achim von Malotki, Glenys Arthur, Hamza Taouzzale, Cllr Barbara Grahame, Cllr Aicha Less, Cllr Aziz Toki, Alan Higgs, Jason Guneratne, Arinola Edeh, Dave Wybrow, David Wolfe, Jennifer Daothong.

The Futures Group was heavily involved in the development of the Futures Plan, which was published in June 2012. This set out a vision for Church Street and is a precursor of the current draft Church Street masterplan.

The masterplan team gave a presentation to the Church Street Futures Group on 18 September 2017. Additionally, during the masterplan consultation period, a number of more focused Working Group meetings were held, looking at specific aspects of the masterplan.

Subsequently, the Futures Group submitted a detailed response to the masterplan consultation. This is referenced in the section 'Analysis of other responses' and it can be read in full in the Appendix.

Masterplan workshop

Representatives from Tenants and Residents Associations in the Church Street area, the Church Street Ward Neighbourhood Forum and the Futures Group were invited to attend a masterplan workshop at Westminster Adult Education Service on 23 October 2017.

Representatives rotated around five separate workshop tables, each table focused on a key aspect of the masterplan:

- Vision
- Homes
- Making Connections
- Market and Enterprise
- Health and Well-being

Each workshop table was led by a facilitator from the consultation team, who gave attendees a brief introduction to the subject, before opening up for discussion and questions. The facilitator noted the key points made on each subject and the notes from this workshop are provided in the Appendix.

Developers briefing

Representatives from around 35 potential development partners attended an initial briefing on the draft masterplan on 19 October. Barbara Brownlee, Interim Executive Director for Growth, Planning and Housing at Westminster City Council, gave a brief introduction, which was followed by a Q&A session. The developer representatives were then taken on a walking tour of the Church Street area, focusing on the proposed development sites, as identified in the draft masterplan.

Ashbridge/Cosway consultation

A separate consultation on the development proposals for Ashbridge Street, Cosway Street and Ashmill Street, all located in Church Street ward, was held in the Regeneration Base, 99 Church Street on 16 October and 18 October. In addition to displaying the specific development plans, the Church Street masterplan exhibition boards and model were also on display. There were 40 attendees over the two consultation events.

Lambourne House drop-in 23 October

A specific consultation event was organised for the residents of Lambourne House due to this being a sheltered accommodation block. This event was promoted via a letter however no residents attended (it was a wet rainy day). Therefore, a second letter was sent out, inviting residents of Lambourne House to visit the permanent exhibition at the Regeneration Base, 99 Church Street.

Analysis of completed feedback forms

A detailed feedback form was provided at all consultation events. This could be completed at the consultation event, taken away and completed at home and then returned using a Freepost address, or it could be completed online. This feedback form is provided in the Appendix.

In total, 120 feedback forms were completed of which 66 were returned online.

A quantitative and qualitative analysis of the completed feedback forms is given below and provides an overview of the breadth of views received.

Masterplan Vision

Respondents were asked to rank the four masterplan themes – Health and Well-being; Homes; Market and Enterprise; and Making Connections, in order of importance. We received 120 completed feedback forms, of which 115 completed this section.

Overall, a majority of respondents identified that Homes were the most important element of the masterplan.

46% (53) of respondents who identified a preference, stated that Homes were their first priority, with a further 20% (18) of those who gave second preferences stated it as their second most important priority.

The second most important priority for those respondents that identified a preference was Health and Well-being. 30% (34) of respondents who identified a preference, stated that Health and Well-being was their first priority, with a further 45% (39) of those who gave a second preference stating that it was their second most important priority.

Market and Enterprise was identified as being the third most important priority, with 15% (17) ranking this as their number one priority.

The improvements that the masterplan proposes to local roads and accessibility – Making Connections – was identified as being a key priority by just 2% (2) of respondents.

Respondents were also given the option to state 'None of Them'. Only 8% (9) chose this option.

New 'quarters'

The draft masterplan proposed the creation of a number of distinct 'quarters' within Church Street, and respondents were asked whether they supported or opposed the creation of these quarters.

- The creation of a new Market Quarter was supported by 77% (79) of all respondents who answered this question. 15% (15) of respondents indicated that they were opposed.
- 70% (70) were supportive of the proposed new Cultural Quarter, with 16% (16) opposed.
- The idea of creating a quarter focused on galleries and niche retail at Bell Street was supported by 65% (67) of respondents, with 16% (16) opposing this proposal.
- The creation of overlapping Residential Quarters across the masterplan area was supported by 60.4% (61) of respondents, with 24% (24) opposing this element. This was the highest level of opposition received for any of the masterplan proposed new quarters.

Health and well-being

The feedback questionnaire sought the views of respondents on a number of specific aspects of the Health and Well-being related proposals.

This identified that there is strong support among respondents for a new Health and Well Being hub at Lisson Grove – 80% (80) of respondents noted their support for this aspect of the masterplan. Just 9% (9) opposed this aspect of the masterplan.

The proposal for a new community building centrally located on Church Street itself was also well supported by 70% (69) respondents. 17% (17) opposed this proposal.

The masterplan proposes an increase in publicly accessible open space throughout the Church Street area. 72% of respondents supported the provision of more publicly accessible open space, with 12% (12) opposing this.

The outreach programme took advantage of key community events taking place in the area. One of its first pop-up exhibitions took place on 24 September during the Antiques Anonymous Flea Market



80% support a well-being hub at Lisson Grove

72% support the provision of more publicly accessible open space

Respondents were also asked if they have any comments about how Health and Well-being in the Church Street area could be improved. All the comments received can be found in the Appendix.

In summary, a number of comments were received about the facilities that should be offered in the area. Comments included:

- “The Health Hub should offer an INCREASED visionary medical service, not just replace what is currently available.”
- “Prioritise NHS and related complementary health- and well-being services in the hub building. Any other office use of the Lilestone building should be secondary and only be allocated once the health and well-being requirements have been fully met.”
- “Paddington Green health centre will be over run with new potential patients what additional surgeries have been planned?”
- “Improved quality of healthcare services through current local surgery.”

Several responses mentioned the importance of improving air quality. Comments included:

- “Air quality should be an absolute priority. Cars should be excluded as much as possible.”
- “I really think that the council should be focusing on improving diabolical pollution levels in this area.”

Some made comments about the increase in green spaces and spaces for activities that were proposed in the masterplan. Comments included:

- “There is a lack of affordable and or free sports and exercise provision in the area.”
- “Better places for the elderly to go. More places for young people”.
- “I strongly support green areas and would like to see greenery (trees) on Church Street.”
- “More public open space will attract nuisance and antisocial behaviours.”

Artist impression of how the Church Street ‘triangle’ could look like in the future



“Better places for the elderly to go. More places for young people.”

54% – either strongly supported or tended to support an increase in density



Homes

The delivery of new homes is a central objective of the masterplan. To achieve the target numbers, the density of development in the area will need to increase. The feedback questionnaire asked respondents for their views on whether there should be an increase in the density of buildings to deliver new homes and create a greener environment.

While a majority of respondents - 54% (54) – either strongly supported or tended to support an increase in density, a significant minority – 39% (39) took a different view and indicated that they either strongly oppose or tended to oppose this aspect of the masterplan proposals.

Respondents were asked for their comments on the mix of affordable and market value homes in the Church Street area. All the comments received are provided in the Appendix.

In summary, some agreed with the mix presented in the masterplan. Comments included:

- “It is very good idea to mix people from all walks of life.”
- “The proposed approach to the mix and balance of different types and tenures of homes is welcomed and considered appropriate for the area.”

A fair number wanted to see an increase in the number of affordable or socially rented homes that was offered in the masterplan. Comments included:

- “The target needs to be much higher than 35 of all (non-replacement) new build. The Mayor’s Affordable Homes target of 50% of all NEW (not including replacements) must be the absolute minimum.”
- “Make them ALL affordable.”
- “It is a disgrace that only 14% of homes will be social rent. Just rehousing the existing tenants is not enough. Families are being moved out of the area now and their lives terribly disrupted.”

Some however made comments to the contrary, stating the importance of market value homes to balance out the number of affordable homes already in the area. Comments included:

- “Church Street has too many affordable homes. The priority simply has to be market value homes of which there aren’t enough.”
- “No more Council Housing in the area.”

Some had questions about the definition of affordable housing. Comments included:

- “Make sure AFFORDABLE is truly affordable on a normal salary.”
- “How do you define “affordable”? It’s meaningless if it’s still beyond the reach of local residents.”

Others raised questions about the nature of tenure blind properties. Included below are some of the comments made:

- “All new homes should be located within mixed tenure blocks (as they currently are) with shared entryways and gardens.”
- “The term ‘tenure blind’ needs an agreed definition but buildings should not be noticeably different to others and should offer equal and shared facilities.”

“It is very good idea to mix people from all walks of life.”

Respondents were also asked for their comments on the style of homes (such as design, size or type). All the comments received are provided in the Appendix.

In summary, many believed that it was important for all new homes to be large enough to tackle the issue of overcrowding that exists in some blocks. Comments included:

- “Decent sized accommodation with every property having access to a decent sized balcony for personal family use. Good sound proofing to stop noise nuisance.”
- “I would like to request to build more council and affordable homes like 3 to 4 bedrooms size homes to live with children and elderly.”
- “The council should study the type of demand for housing made in local estate agents.”
- “Homes designed for Families, especially families with disabled children.”
- “The designs must respect the homes and living conditions of any existing homes.”

A number of comments supported the mansion block style proposed in the masterplan. Comments included:

- “The homes should be like mansion blocks, large grand, and form a natural extension of the Portman Estate.”
- “All new homes should be ecological, of architectural merit and well designed (similar to Olympic village homes).”

Some however had negative comments about the style of architecture that should be used. Comments included:

- “Buildings should be timeless, not a modern expression, that will date and look cheap e.g avoid bright colours and artificial materials.”
- “I believe the style should match the classical houses in the area and not look too modern.”
- “The proposed pictures do not look very attractive. They are too modern and have no character.”
- “Homes should look like houses and not high rise tower blocks of more than three storeys high.”

Others made different suggestions as to what would be an important priority for them. Comments included:

- “Absolute priority should be given to safety in every way and all the homes need to have every facility essential for daily living in this day and age.”
- “Underground parking is essential.”
- “Better access to bins and chutes so people don't leave their rubbish bags outside.”

- “What's most important is to make them (near) zero carbon and install solar panels or other features for harnessing renewable energy from the outset.”

Market and Enterprise

One of the key priorities of the masterplan is to improve Church Street and, more generally, to create more job opportunities for local people. Respondents were asked to indicate whether they agreed or disagreed with a number of specific proposals set out in the masterplan.

- 75% (76) of respondents agreed that the layout of the Church Street market could be improved. 15% (15) disagreed with this proposal
- A small majority of respondents – 59% (58) - agreed that there is scope to add a Food Market to the offer at Church Street Market, while 19% (19) disagreed with this proposal. However, a significant minority 20% (20) indicated that they neither agreed nor disagreed.
- Respondents were asked if they felt there is scope to improve the market offer by introducing a wider variety of goods. This was a popular proposal, supported by 75% (75) of respondents, with 13% (13) taking a different view.
- The masterplan proposes enterprise corridors that could offer affordable and flexible workspace. 60% (61) of respondents supported this proposals, while 22% (22) disagreed
- The masterplan seeks to develop a night time economy in the Church Street area. This was the least popular of the highlighted Market and Enterprise proposals, with just 49 (48%) or respondents supporting a night time economy and 36% (37) opposing this.

Respondents were also asked to answer a number of specific questions about Church Street market. This identified that:

- There is a relatively balanced spread of views on whether Church Street market currently offers a sufficient range of goods, with almost equal numbers of respondents agreeing and disagreeing with this statement.
- A similar result was obtained to the question of whether the market should have longer opening hours. 44% (45) indicated that it should, while 41% (41) took the opposing view
- The proposal that there should be occasional Sunday market proved more popular. 60% (62) indicated that they support an occasional Sunday market, while 22% (23) oppose the proposal.



75% agreed that the layout of the Church Street market could be improved

60% support proposals for affordable and flexible workspace

60% support an occasional Sunday market

Respondents were asked for their comments on whether the market and job opportunities in the Church Street area could be improved. All the comments received are provided in the Appendix.

In summary, from the comments received, there has been a mixed response to the idea of extending the working hours of the market. Comments included:

- “More market stalls during the week. Sunday markets. Make the market more inviting to tourists.”
- “No Sunday Market. Those who live close to the market are entitled to a bit of peace and quiet.”
- “Definitely agree with an occasional Sunday market, but should be occasional once every fortnight at the most.”

Comments were also received on the night-time economy. Comments included:

- “There is scope to develop a night-time economy - I support it ONLY if it is high quality to attract good quality people. Night time I support until around midnight and not early morning.”
- “Please don’t increase the night time economy, the noise issues for the residents would be horrendous. Keep the night time economy on Edgware Road, we already have issue with noise due to antisocial behaviours, it would only get worse.”

A number of comments were received on the shops people wanted to see in the area, especially supporting the proposal to include a supermarket. Comments included:

- “A more mixed variety of shops offering employment to local people. Less food stalls, let the stallholders apply for proper food premises with local food preparation.”
- “No franchises- keep it independent. Keep antiques quarter.”
- “We need a proper supermarket to buy food locally which cannot necessarily be sold from a market stall.”
- “A decent mix of shops and stalls and a decent supermarket will also provide job opportunities.”
- “The last thing locals would want is a Westfield mix of trendy expensive shops or like a High Street of shops in any town where you could be anywhere.”

The idea of entrepreneurship was encouraged. However, some thought the masterplan could go further. Comments included:

- “Young people with enterprise ideas in the local community should be supported.”
- “More varied apprenticeships should be on offer; it was regrettable and disappointing that the masterplan only refers to blue collar job opportunities, publicly limiting the aspirations of the local workforce.”



“A decent mix of shops and stalls and a decent supermarket will also provide job opportunities.”

The launch of the consultation was held at the Regeneration Base at 99 Church Street



76% agreed with the recommendation to pedestrianise Church Street on certain days

- “Perhaps provide incentives to new stalls, to encourage entrepreneurship.”

A number used this space to bring up the importance of public toilets in the area (this comment was also featured in other sections). Comments included:

- “Toilet facilities are vital.”
- “The public toilets should be immediately re-installed.”

Making Connections

Respondents were asked to give their views on the masterplan proposals to improve traffic and circulation within the Church Street area – and to better connect Church Street with neighbouring areas.

- **76% (74) of respondents agreed** with the recommendation to turn Church Street into a pedestrian zone on certain days.
- **75% (73) of respondents supported** the recommendation that all the roads in the Church Street area should be subject to a 20mph speed limit.
- A slightly smaller proportion, 60% (60) felt that a 20mph speed limit should only be introduced in certain areas, such as smaller residential roads.

Respondents were asked for any comments on the location and type of publicly accessible space within the Church Street area. All the comments received are provided in the Appendix.

This comment section had potentially the widest scope of responses, apart from the “Overall responses” section.

In summary, some comments directly relating to this section included:

- “There is a green space in-between Frampton and Orchardson Street that is not used, why not?”
- “Dog-friendly spaces in some parks / areas should be included.”

75% agreed that all roads in the area should be subject to a 20mph speed limit

- “I would like the council to strongly consider having spaces near residential areas where old, disabled and wheelchair bound people can go out for some fresh air.”

A minority of the comments did not believe that the area needed extra green spaces. Comments included:

- “The current space is adequate.”
- “There is Regent’s Park nearby. Why council bother to provide publicly accessible space. Better make large apartments.”

A number of comments thought more could be done to increase the amount of green space and pedestrian friendly spaces. These included:

- “The way master plan proposed redevelopment of sites A & B especially site C - we are losing valuable space for pedestrians and cyclists.”

Some comments used this space to comment on the road network proposals in the plan. Comments included:

- “Church Street should be fully pedestrian. Traffic should be filtered out.”
- “Do not affect parking. Wholly inadequate at present, do not make worse. People live here + need to park their cars.”
- “Improve cycle parking across area.”
- “A 20mph speed limit is not needed. Most journeys do not exceed 20mph in this area and many will ignore the new restrictions anyway.”
- “Lisson Grove should not be excluded from the 20 mph speed limit.”

Other comments made reference to what was in the park and how it should be managed. Comments included:

- “More open-air gyms (even if it’s just a pull-up bar integrated into street furniture design) and spaces for games, e.g. badminton court. This is to provide free and healthy activities for young people to occupy themselves with.”
- “The play area in Broadley Gardens should be greatly improved and made safe.”
- “The masterplan does not contain any details of how new and existing public areas are to be maintained. All green areas must be accessible to all local residents.”

General Comments

Finally, respondents were asked to give their overall views on the masterplan. All the comments received are provided in the Appendix.

In summary, many made comments about the ambitions and the nature of the masterplan and the deliverability. Comments included:

- “Ambitious, but concerning given the track record for delivery of such projects. I also worry that too much focus has gone into the planning, and too little into the practical ramifications.”
- “The masterplan lacks critical detail in many respects, particularly financial, making it difficult to respond to in a meaningful way. For example.”

- “It needs to be more ambitious and actionable, with clear plans to bring onboard large housing developers to turn it into action.”

A number of comments mentioned the importance of the community in the area. Comments included:

- “I still look forward to the future of Church Street but I also fear that without careful planning we will lose the community we currently enjoy.”
- “Important not to lose the community spirit in the meantime.”

A number of comments in this section made critical comments about the massing and height of some of the proposed developments in the masterplan. Comments included:

- “The ward is already the most densely populated ward in the country. We do not want high rise here which creates a sense of enclosure.”
- “The density of population in the Church Street area is already very high. It should not be made any higher.”

Church Street For All



Landscape strategy

A diagram showing a site plan with various green spaces, trees, and buildings. It includes a legend and some text.

Landscape

A board with several photographs of outdoor spaces, including a garden, a courtyard, and a park. It also includes a map and some text.

Cosway Street & Ashmill Street

Existing site con

A board with a map showing the layout of Cosway Street and Ashmill Street. It includes several photographs of the existing site and some text.

Additional consultation took place for development proposals for Ashbridge Street, Cosway Street and Ashmill Street in October



Analysis of completed comments cards

In addition to the detailed feedback form, local stakeholders were given the option to complete a shorter comments card (see Appendix). This facility was also provided online.

152 completed of which 39 were completed online.

The below is a representative sample of some of the comments, these have been tagged together within the four themes of the masterplan and other general comments either positive or negative towards the masterplan.

Health and well-being

In total 10 of the comments related to the 'Health and Well-being' theme of the masterplan. This was the joint third most talked about theme. The comments were the most mixed of any category. A summary of some of the comments can be seen below:

- "Welcome the health hub and improve the Greenside Community Centre."
- "Pollution from construction work in the Lisson Green estate detrimental to health."
- "Need to have quiet space for elderly people."

Homes

In total, 46 of the comments related to the 'Housing' theme of the masterplan. This is more than any of the other themes. Many of these were individual tenants asking questions about the offer they would be given in the masterplan. A summary of some of the comments can be seen below:

- "I don't want to move out of my home. I'm a tenant. Happy in my property."
- "The masterplan needs to be clear that existing tenants' and leaseholder rights will not be reduced."
- "51% of affordable housing is not enough. Also, what is meant by affordable?"
- "Overall plan is good. However, residents of the mooring are not mentioned. The Lisson Grove mooring is part of the plan area and a vital part of the local community."

Market and enterprise

In total, 15 of the comments related to the 'Market and Enterprise' theme of the masterplan. This was the second most talked about theme, though well below the 46 received by the largest theme. Most of the comments related to the Church Street market. A summary of some of the comments can be seen below:

- "Market stalls to have solar panels on top of the roofs."
- "I am concerned about the provision of adult education. At present we study in Lisson Grove. Where do you propose to move the college?"
- "Food stalls on the market need to be kept away from residential properties. Food smells rise up making it impossible to open windows during the day."
- "We local residents are quite concerned that your changes to the Church Street area will negatively affect the market which operates there Mon-Sat."
- "Church St Market is the best working market in central London. It is perfect and please leave it alone."

Making Connections

In total, 10 of the comments related to the 'Making Connections' theme of the masterplan. This was the joint third most talked about theme. Most of the comments related to road layouts and the proposal to decrease the speed limit in the area. A summary of some of the comments can be seen below:

- "Make Church Street 10mph and Lisson Green 10mph (because its an estate)."
- "Negative impact on already insufficient parking spaces/resident parking. I want to park my car when I get home from work, not know that someone else has had a lovely walk around a pedestrian zone."
- "The 20mph traffic calmed zone and pedestrianised areas sound interesting, but I would like more information on the size of the area and how it impacts residents who have homes that currently sit in these areas."
- "I live in Plympton Street. Given the emphasis on pedestrians, isn't this a good opportunity to stop this being a through road? Obviously it should still be possible for vehicles to enter but there is no need for vehicles to go speeding through from one end to the other."
- "Can we *please* talk TFL into changing the name of the Bakerloo Line - Edgware Road tube to 'Church Street'?"

General comments

36 general comments were also received on comment forms, these are comments that did not fit into any of the categories and often were a mere comment about the implementation of the masterplan. Of the general comments around 15 were positive. A summary of some of the comments can be seen below:

- "All looks very good. Sadly I am too old to expect to see much of it. Please re-open the toilets. Elderly people, pregnant women, disabilities etc need them."
- "Really good idea. Should have done it a long time ago."
- "Generally supportive of the plans. Very important that Council doesn't create a ghetto of one ethnic or social class of people. Want new residents to be mixed more than just what there is currently or by the affordable housing provision."
- "It is very much needed redevelopment for the most prominent area of London. Looking forward to having the masterplan become a reality."

Of the general comments, 11 were negative about the masterplan. Many of them raised points of disagreement and a certain level of mistrust with Westminster City Council. A summary of some of the comments can be seen below:

- "I strongly believe that this area does need to be completely redeveloped, but improve using the current space. Compulsory Purchase and forcing people out is not the way forward. For the small pain you will ruin the lives of many people. You cannot justify this."
- "Not convinced that the scheme is good value for money - particularly as some recently refurbished and renovated flats would be lost. Furthermore, just adding 2-3 flats would be a better use of money than demolishing the wider area of site. Also not convinced a tower on Site A."
- "Interested to know why Lambourne is being pulled down - especially as it has only recently been refurbished and maintained to a high standard."
- "This area is already densely populated. No space for car parking, schools, GP surgeries etc. Why demolish existing buildings when the country has more land elsewhere, say London suburbs."
- "I am against the proposal as Westminster's track record in meeting the social housing quota on new builds is terrible."
- "The demolition plans should go much further."

Analysis of other responses

In addition to the feedback forms and comments cards, a number of local stakeholders submitted more detailed written responses. These responses can be read in full in the Appendix.

They were submitted by:

- Businesses on Edgware Road
- Resident in Wandle House
- Local resident
- Local resident
- Local businessman
- Linkcity
- Westminster Adult Education Service
- Church Street Ward Neighbourhood Forum
- Church Street Futures Group
- St Marylebone Society
- United Colleges Group (City of Westminster College)

In addition to specific comments relating to individual circumstances, these responses generally welcomed the aims of the masterplan. There was a recognition of the need to deliver more new homes in the Church Street area and support for an improved market and more economic opportunities for local people. The responses were also broadly positive in respect of the Health and Well-being aspects of the masterplan and the intention to increase the amount of publicly accessible space by 40% and impose a 20mph speed limit across the area.



On the first day of the consultation, Church Street visitors and residents were encouraged to make their own smoothie and learn more about the masterplan



However, an analysis of these responses identified a number of common themes:

- Lack of community involvement when developing the masterplan.
- The need for greater clarity over the number of homes affected and the precise number of new homes proposed.
- Concerns about the number of new homes proposed and larger number of blocks identified for demolition than under previous plans.
- The belief that Church Street ward is already the most densely populated in London and that more work needs to be done to reassure that local infrastructure can cope with a further increase in population.
- The need for reassurance about the treatment of affected tenants and leaseholders.
- Concerns about the proposed percentage of affordable new homes to be delivered, with a widespread view that this should be 50% rather than the 35% proposed (to reflect the Mayor of London's emerging guidance for the development of public land).
- A fear that Westminster City Council's track-record means that it will not be able to deliver the aspirations of the masterplan.
- Requests for more financial/viability information.
- Demand for a clear definition of affordable housing.

Other specific issues raised include:

- Request that the raised junction proposed for the intersection of Ashmill Street and Ashbridge Street is not progressed.
- The need for continuity of provision to be ensured for Westminster Adult Education Service.
- The presence of protected bats in the vicinity of the Regents Canal.
- Request for specific sites to be brought forward in the timeframe.
- Anti-social behaviour issues in the Lisson Green estate.
- The requirement for the masterplan to provide more public toilets in the Church Street area.
- The need to protect frontages along Edgware Road.
- Concern about the proposal to include a taller building in the first phase of development, particularly in respect of possible overshadowing impact.

Community reach

This report has stated throughout the measures that it has undertaken to reach the widest number of people and to ensure all people had an opportunity to feed into the consultation.

Attached to the online and written feedback form that was provided at all consultation events was an 'about me' monitoring form which included a number of questions about location, the stakeholder and the circumstances of the stakeholder.

Additionally, on all comment cards there was a small section for respondents to give their postcode and age.

Neither of these parts were compulsory, and some did choose not to fill this section in. These comments have still been considered in the wider feedback.

A comprehensive ward profile for Church street is available on the council's website that was compiled in November 2016. This was used as a barometer for the demographic data collected.

It was noted that stakeholders, residents and businesses that completed the online and written feedback form did not truly reflect the wider Church Street population. However, the team found that at events, those that were not responding to this method of providing feedback (e.g. those that were shorter term residents and who had English as a second language) completed the comment cards to give their feedback. Due to the nature of these comment cards, being quick and easy for anyone to fill in, this data was not collected.

A full demographic breakdown from those that provided information is available in the Appendix.

How the masterplan has responded

Throughout the consultation process, the programme team considered responses and tested various delivery and viability scenarios to consider what amendments to the masterplan should be proposed.

Many comments received were about the detail of the scheme delivery and as such will be used as consultation evidence base to support the manner in which the masterplan is progressed. As a result of this, below is a summary of the changes split into the four themes of the masterplan as well as the addition of a new section on delivery.

Theme	Amendment	Document reference
1. Homes	a. Ashbridge and Cosway proposals have progressed significantly since publication of the draft masterplan, with site specific consultation having been undertaken and planning applications submitted. As such, these sites now form part of the 'schemes in delivery' and therefore have moved to this section of the report.	p13
	b. Information provided on the number of tenants and leaseholders directly affected by each masterplan site proposal to show scope of scheme and council re-provision requirements for tenants.	p46-58
	c. State a clear intention to work with partners, including City of Westminster College, to consider delivery and funding options for the Gateforth & Cockpit Theatre site	p56
	d. Provide clarity on the delivery of affordable housing by floorspace and against Council and London planning policy guidance.	p97-98
	e. Retain proposal to include total Edgware Road frontage, with a commitment to consider all options for delivery	p48-49
	f. Highlight the Council's ambitious infill programme as an alternative for sites in the Church Street area not identified for comprehensive development	p92
2. Health & Well-being	a. Affirm commitment to ensuring new and redesigned public spaces are designed and managed to reduce crime and anti-social behavior	p71
3. Market & Enterprise	a. Confirm approach to current traders and businesses both during and after the proposed new development	p67-68
	b. Emphasise the need to support the creative and antiques businesses in the area	p69
	c. Affirm commitment to the retention, improvement and evolution of the street market offer in Church Street	p67-68
4. Making Connections	a. Specify intentions around re-providing both Church Street library and Westminster Adult Education provision in consultation with service providers and users	p36-39 p40-41, 55-56
	b. Highlight further the link to the Regents Canal	
5. Delivery	a. Include a clear statement on the council's commitments to its existing tenants and leaseholders and reference the specific policies that govern these commitments.	p96-99
	b. Ensure information on land use and massing is clear and clarify that building heights at this stage are indicative and need to respond to emerging policy and local context at the time of detailed planning.	p60-65
	c. Include indicative delivery timescales diagrams within document	p46-58
	d. Rename 'The Way Forward' section as 'Delivering the masterplan and lay out the process the council will undertake on all proposals ahead of their delivery, including due diligence, engagement and consultation with the community, viability testing and procuring partners.	p96-99
	e. Affirm commitments to consultation and engagement approach both through existing forums and with the wider community.	p96-99

Conclusion

In running a public consultation around the draft masterplan for Church Street, Westminster City Council was committed to communicating the details of the proposals as extensively as possible and to talking to, and understanding the views of, as many local residents and other stakeholders as possible.

The only way the council can achieve our ambition for Church Street - to create a successful neighbourhood where people can both live and thrive - is if we work in partnership with the local community. We would therefore like to thank the many hundreds of local residents who took part in this consultation.

We sought to provide multiple, and varied, opportunities for people to engage with us during the draft masterplan consultation. Our aim was to run a consultation that fitted in with the daily lives of the Church Street community, rather than expecting the community to simply attend a number of 'set piece' consultation events.

That's why we ran an extensive outreach programme, as well as having a permanent exhibition at the Regeneration Base, 99 Church Street.

In particular, we are extremely grateful for the role played by our Community Connectors in helping us to reach out into the local community, by delivering information, knocking on doors and often acting as interpreters.

Some of the approaches that we used worked better than others - and we will make sure that the lessons of Church Street are learned for future consultations organised by the council. In particular, we recognise that we still need to get better at engaging with young people and other hard to reach groups.

Despite this, we are confident that we have run a comprehensive and effective consultation for the draft masterplan for Church Street. Our proposals will now evolve - and will now be better explained - as a direct result of the feedback that we have been given by the Church Street community.

We look forward to continuing to work with you to progress these exciting proposals.







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 Member Report

Decision Maker:	Cabinet
Date:	4th December 2017
Classification:	For General Release
Title:	Agreement of Bi-borough Services in Children's Services, Adult Social Care and Public Health
Wards Affected:	Not Applicable
Key Decision:	Yes
Financial Summary:	The financial implications are set out in paragraphs 14.1 and 14.2

1. Executive Summary

- 1.1 This report sets out the proposals for establishing a bi-borough agreement with the Royal Borough of Kensington and Chelsea for the delivery of Children's Services, Adult Social Care and Public Health. These proposals are being put forward as a result of the decision (made by Cabinet on 27 March 2017) to serve notice on London Borough of Hammersmith and Fulham to terminate the tri-borough s113 agreements currently in place to deliver these services.
- 1.2 This report explains the proposed new structures for the operational arrangements and seeks approval for these arrangements and to delegate to the Chief Executives the power to agree any changes to the proposed structures and operational frameworks following consultation with the Leader and any relevant Cabinet Members.
- 1.3 Proposed new structures have sought to retain the principles that underpinned the original tri-borough agreement for the shared services. A summary of the key changes are outlined in the body of this report and have also been agreed with relevant Cabinet Members. The structures have been subject to consultation with staff. Considerable effort has been spent mitigating any possible financial impact of the move to a bi-borough service.
- 1.4 A plan is in place to ensure a smooth transition occurs I order that any risk to ongoing service (BAU) delivery is minimised. The majority changes will 'go live' by 1st April 2018. Where this is not the case, there are sound business

reasons for this and agreement has been reached with LBHF in respect of such timings.

2. Recommendations

2.1 That the Cabinet:

- Approves the proposal to enter a shared service arrangement with the Royal Borough of Kensington and Chelsea (RBKC) for Children's, Adults and Public Health Services.
- Approves the timetable for transition to the new service arrangements as outlined in the report, noting that some elements will be phased.
- Approves the proposal to continue sharing a small number of services with both RBKC and London Borough of Hammersmith and Fulham (LBHF), where economies of scale and or quality of service indicate this is the best way forward.
- Note the proposal to establish a collaboration agreement with RBKC and LBHF in respect of the services covered in R3 above.
- Delegates the authority, following consultation with the Leader and relevant cabinet members, to sign s113 agreements in respect of Children's Services, Adult Social Care and Public Health with RBKC to relevant officers.
- Delegates the authority to the Chief Executives of RBKC and WCC to make minor changes to the proposed structures and operational frameworks following consultation with the relevant cabinet members and both leaders.

3. Reasons for Decision

3.1 In March 2017, Cabinet endorsed a recommendation to serve notice to London Borough of Hammersmith and Fulham (LBHF) to terminate the s113 agreements that have been in place since 2012 to share Children's, Adult Social Care and Public Health services. LBHF had signalled their intent to withdraw from these Tri-Borough arrangements but with no indication of when they would serve notice. In order to reduce the uncertainty for staff and the potential impact this might have on service delivery, Westminster City Council (WCC) and the Royal Borough of Kensington and Chelsea (RBKC) agreed to issue termination notices. Both Councils were keen to ensure that new arrangements were in place by April 2018.

3.2 Since that time, officers have worked to develop alternative structures which maintain the principles of the original tri-borough proposition of collaborative working and delivering efficiencies through scale whilst retaining sovereignty. New s113 agreements will be established with RBKC, setting out the new sharing arrangements. It is proposed that a small number of services in both

Adult Social Care and Children's Services will continue to be shared with both RBKC and LBHF. Endorsement is sought to continue those arrangements.

- 3.3 It should be noted that WCC is committed to continuing its Tri-borough shared service arrangements in a number of other areas. A full list is outlined at appendix 1.

4. Background

- 4.1 Significant and sustained cuts in local authority funding have posed unprecedented challenges for local government. In response to this, in 2010, LBHF, RBKC and WCC initiated the tri-borough arrangement and agreed to share certain services. The three councils entered into agreements to share staff under s113 of the Local Government Act 1972. This was supported by a comprehensive legal agreement for the sharing arrangements based on a high trust model.
- 4.2 The model for collaborative working provided maximum flexibility for the three Councils to maintain sovereignty. The aim was to enable the three Councils to do more with less, sharing resources and management, and reducing costs whilst improving services. Both WCC and RBKC consider these arrangements to have been an outstanding success based on the significant improvements to the quality of services in addition to the financial savings the three Councils have achieved including a number of non-cashable efficiencies.
- 4.3 Since entering into sharing arrangements, each council generates an estimated gross average of £14m in annual ongoing savings across the shared services. In addition, working across the Tri-borough, the services have been able to innovate and transform at scale to improve the efficiency and quality of services. It is acknowledged that sharing services has not always worked as well as anticipated, but where problems have occurred, the shared service concept has generally not been at the root of the problem and there has been significant learning as a result of these experiences.

5. Proposals and Issues

- 5.1 The following paragraphs outline the key structural changes that will take place in response to the need to withdraw from the partnership with LBHF. High level structure charts are attached at appendix 2.

6. Children's Services

- 6.1 Within the Tri-borough arrangements, WCC retained sovereign family services and that will remain the case in the Bi-borough arrangement with RBKC. This includes Early Help, Assessment and the Multi-Agency Safeguarding Hub (MASH), Looked after Children and Leaving Care, Child Protection and Social Work and Clinical Practice.
- 6.2 A number of services that have been operating on a tri-borough basis will become bi-borough. These include the majority of education functions

including school standards, school places planning and special educational needs and disabilities.

- 6.3 A small number of services will remain tri-borough and this has been agreed with the cabinet members and leaders of each of the three boroughs. These are services that are generally considered to be performing well and where economies of scale are such that disaggregating teams would render them unviable.
- 6.4 The need to review structures as a result of the move to bi-borough has provided an opportunity to review the location of a number of functions. A bi-borough corporate ICT function is now in place so responsibility for children's services ICT will transfer to that team. Likewise, the Tri-borough Children's finance service will transfer to the City Treasurer's team with effect from 1st April 2018.

7. Integrated Commissioning

- 7.1 In a significant departure from current structures, an Integrated Commissioning function is being established. This will bring together commissioners from Adult Social Care, Children's and Public Health. The new team will harness a range of skills and experience to deliver commissioning against an ambitious change agenda to enhance tangible service outcomes and maximise value for money across the three functions.
- 7.2 Good commissioning is fundamental to achieving effective service outcomes for our residents and by integrating teams in this way, building on the professional disciplines in each of the departments, we will build a sustainable, resilient, innovative and efficient function that provides good career development opportunities for our staff.

8. Adult Social Care

- 8.1 The most significant changes within Adult Social Care are within the senior management team and within non-social work services such as commissioning and finance and operations. The majority of services are already operating on a sovereign basis.
- 8.2 There will be no changes to the following: care and assessment, learning disabilities, mental health services, hospital discharge, community independence services and all provided services (with the exception of the head of service role that will become bi-borough).
- 8.3 As with Children's services, a small number of services will remain tri-borough including the sensory services team and some aspects of the safeguarding function including mental capacity assessments and deprivation of liberty. Some finance and IT services will remain tri-borough in the short to medium term including client affairs and payments. It is likely these will become bi-borough over time, but the given the depth of integration in these areas, time and care will be needed manage the transition.

8.4 The remainder of the safeguarding and placements team will become bi-borough, along with a new bi-borough senior management team. The Home Care management team will also become bi-borough as will the transformation team.

9. Public Health

9.1 Public Health will be restructured to become a fully bi-borough service, with its commissioning function integrated into new commissioning team as outlined in paras 15-16.

10. HR issues

10.1 As noted above, the move to a bi-borough service represents a significant restructure of resources across three services. However, in practice, the majority of staff (83% in WCC) will be unaffected. Their employing borough will remain the same as will their job description. Across the two boroughs (RBKC and WCC) approximately 330 staff will be impacted, out of over 1500 and it is likely that a very small number of those will be displaced.

Proposed Impact	Total number
Direct assimilation	203
Competitive assimilation	66
No change – proposed as shared	222
Post is not proposed in new structure	58
TUPE	8

NB NOTE THESE ARE ESTIMATES BASED ON STRUCTURES THAT WERE CONSULTED ON, FINAL NUMBERS MAY BE DIFFERENT

11. Consultation

11.1 Proposals for new service structures have been subject to extensive consultation with all staff affected by the changes. Consultation has led to a number of changes to structures and final structures were published in mid-November.

12. Equality Implications

12.1 As with all reorganisations, consideration has been given to whether the changes being proposed might have a detrimental effect on any of the groups of people that are given protection under the Equality Act 2010, either as service users or as members of the workforce. If any detrimental issues have been identified, reasonable attempts must be made to mitigate them. Equality

assessments were undertaken of each of the new departmental structures and can be provided on request.

13. Legal Implications

- 13.1 The Public Contracts Regulations 2015 provide that certain agreements between public authorities are exempt from those regulations and therefore the obligation in them to seek competitive tenders for the provision of services.
- 13.2 To qualify for the exemption, the arrangements must; establish cooperation between the public authorities, with the aim of ensuring that public services they have to perform are provided with a view to achieving objectives they have in common and which (cooperation) is governed solely by considerations relating to the public interest. It is also a requirement that each of the authorities perform less than 20% of the services on the open market. To be lawful, cooperation agreements therefore comply and demonstrably so with the restrictions set out above.
- 13.3 The agreements have been structured so as to be bi-borough arrangements but with an option for Hammersmith to join them in due course. This approach allows WCC and RBKC to have agreements in place in time to go live on 1 April 2018. It also allows LBHF to join the arrangements by signing a joining agreement with WCC and RBKC, under which LBHF will be able adopt the terms of the co-operation agreement.

14. Financial and Resources Implications

- 14.1 Establishing the new Bi-borough working arrangements and the associated structures will result in both one-off and recurring costs to be incurred by each Council. These costs relate to staffing, accommodation, procurement and the implementation itself.

On-going staffing

- 14.2 Post the consultation process the latest estimated costs for Westminster are summarised in the table below;

	FIs post consultation
Directorate	WCC £m
Children's	0.423
Adults	0.310
Public Health	0.074
Total	0.807

- 14.3 These estimated costs are calculated before the recruitment process begins so estimates on bands and grades have been required. Therefore, when

staff are recruited into posts these estimates may change depending on the terms awarded.

- 14.4 The on-going financial impact of these changes will be financed as advised through the Council's budget process.

Accommodation

- 14.5 Staff will need to be accommodated in WCC and RBKC buildings who have previously as part of Tri-Borough working and located in LBHF property. This will generate one off costs related to the moving of staff and potential reorganisation of internal space within 5 Strand and Portland House.
- 14.6 Property colleagues have estimated the moving costs as c£150k based on initial estimates. These costs would be split between the two boroughs and agreement would also need to be made with LBHF around the cost of moving staff in and out of Hammersmith properties.
- 14.7 Colleagues are reviewing the capacity within existing sites to determine if there will be any additional space required, which would result in additional cost.

Procurement

- 14.8 Procurement are looking to move all existing Tri-b contracts to individual sovereign contracts. To date they have not identified any potential financial impact of altering the contracts. However, this needs to be closely monitored during negotiations with suppliers, especially in the case where prices are linked to volume of activity.

Implementation costs

- 14.9 Costs incurred with implementing the new Bi-borough working arrangements are being monitored during the programme. It is currently forecast that WCC will incur costs of £358k in 2017/18 and £73k in 2018/19.
- 14.10 One off implementation costs associated with the new structure may occur in relation to redundancy costs. At this stage HR have estimated these could be £790k for WCC, however this is the cost of all posts classified as at risk. Further analysis of these figures and taking account of available posts in the new structure revised estimated cost is reduced to £405k. These estimates do not include any related pension costs.

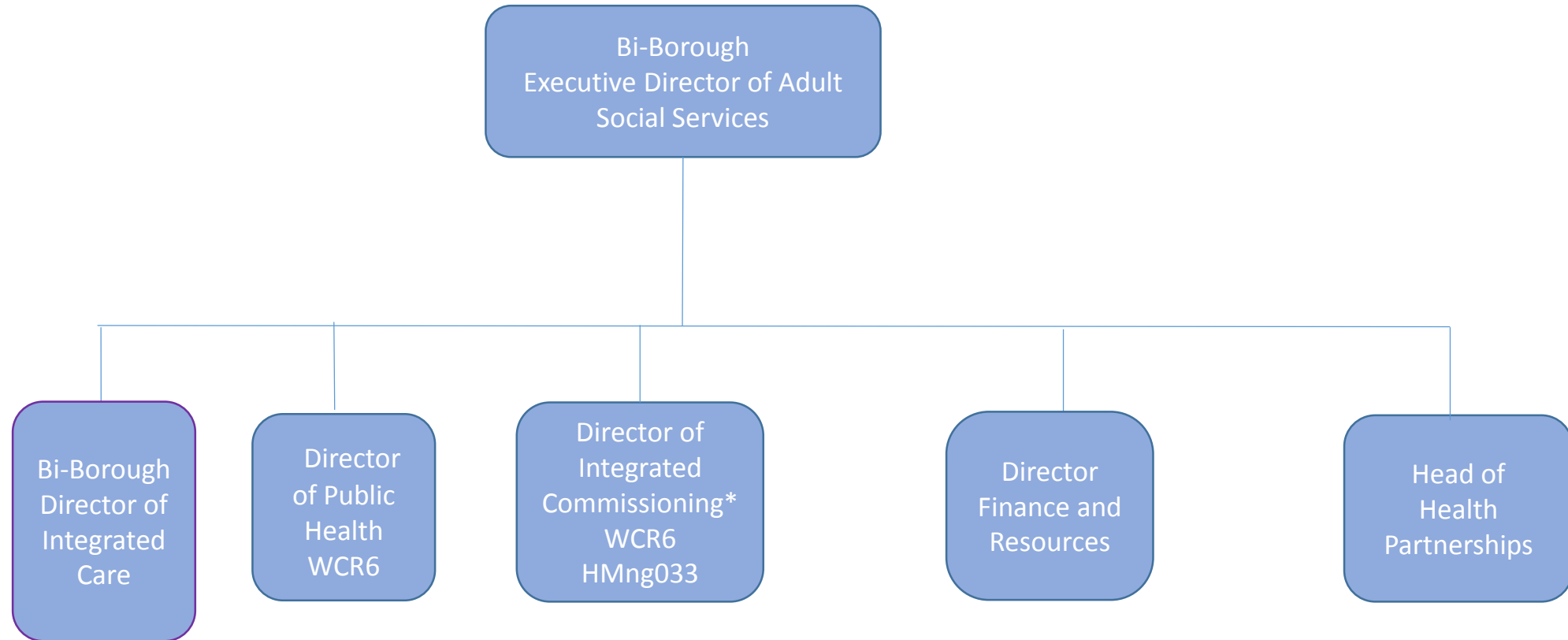
If you have any queries about this Report please contact: Siobhan Coldwell, Chief of Staff, scoldwell@westminster.gov.uk

Background Papers: None

Appendix 1 – On-going Tri-borough Services

- Libraries
- Audit, pensions and treasury management
- Insurance
- Fleet management
- Some corporate services including the Managed Services Programme (MSP), legal and some contracts across IT which is now primarily a bi-borough arrangement
- Facilities management and the Amey contracts

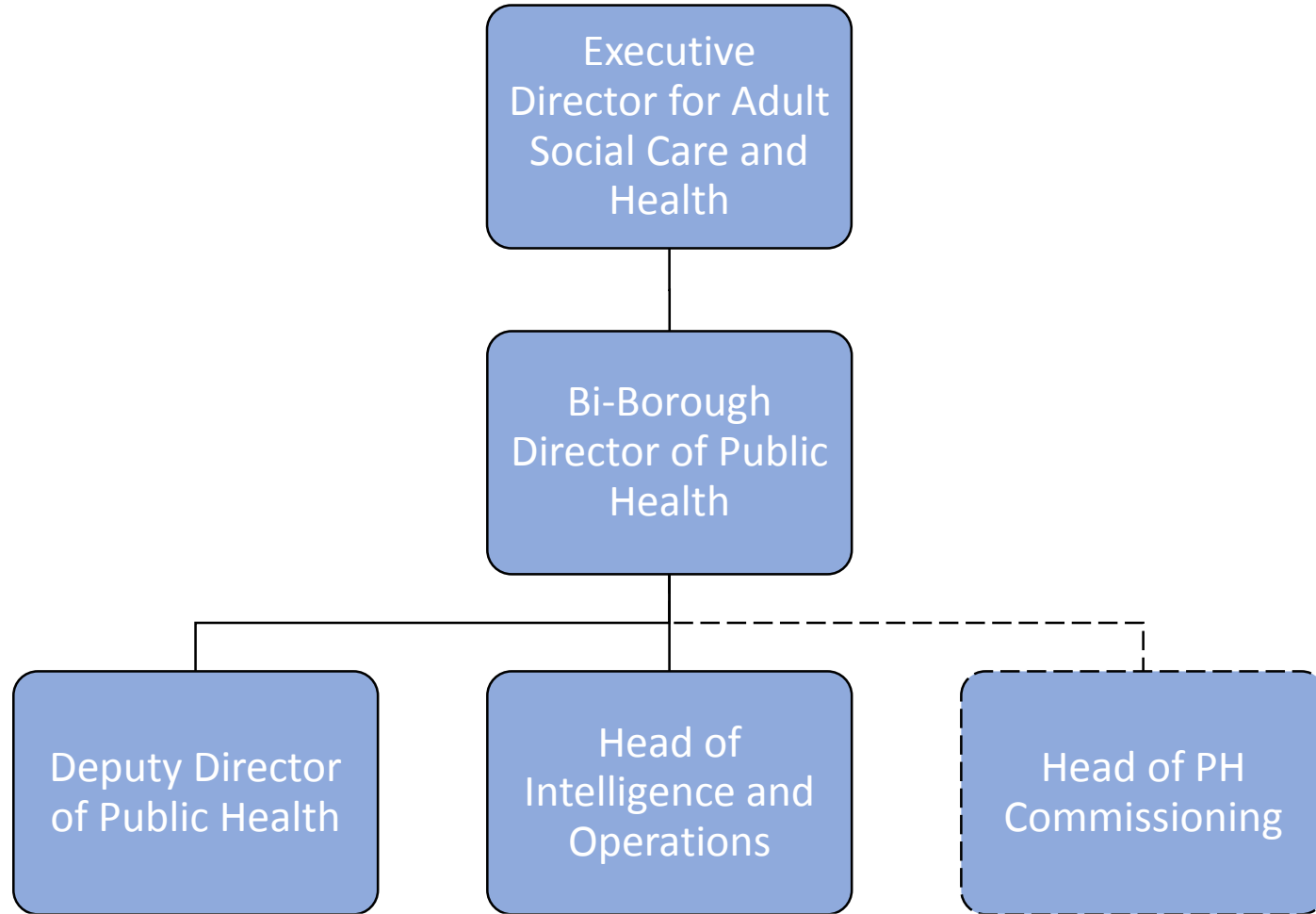
ASC Senior Management Team



* Dual reporting line to Director of Children's Services

Public Health SLT

Page 200

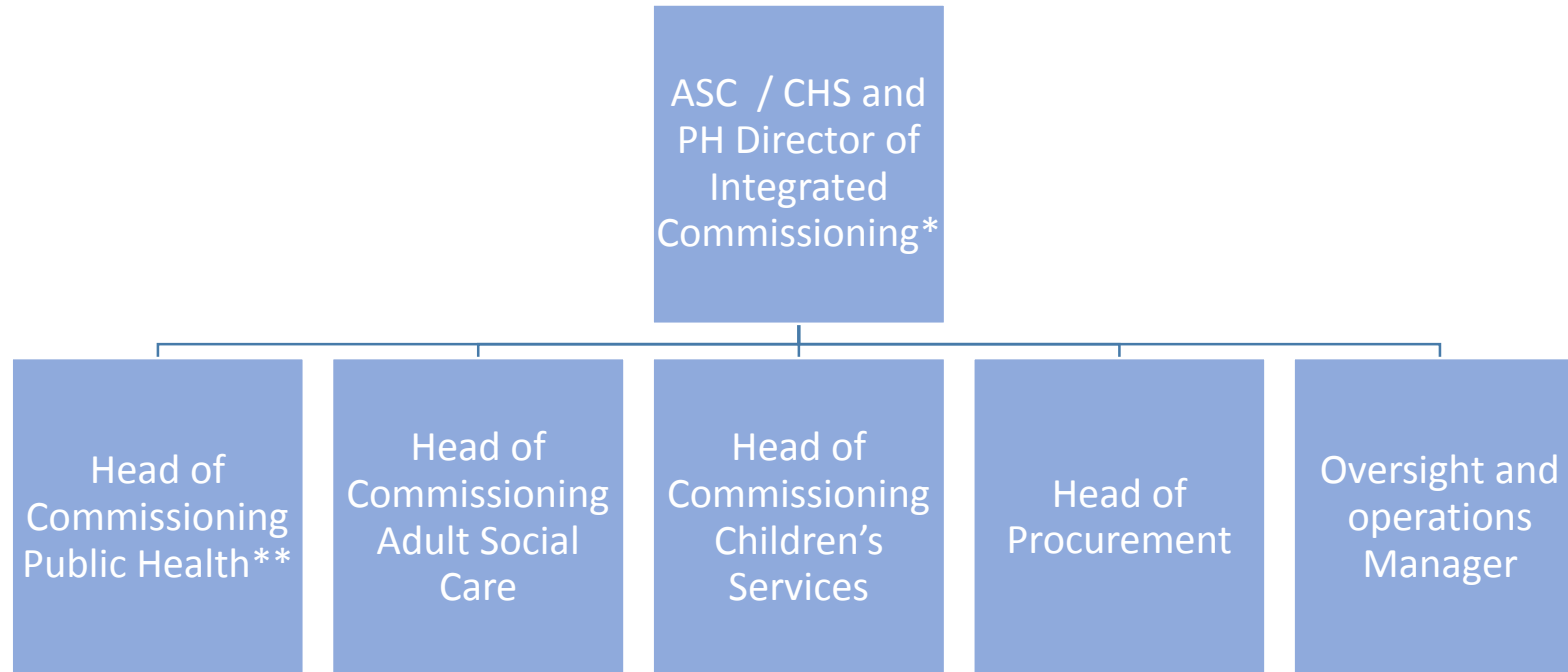


----- Matrix management

Children's Services SLT



Integrated Commissioning



*ASC / CHS Dir. of Integrated Commissioning is also featured in the ASC / CHS Structures on Slides 1 and 3

**Head of Commissioning Public Health is also featured in the PH Structure on Slide 2



City of Westminster

Cabinet Member Report

Decision Maker:	Cabinet
Date:	4th December 2017
Classification:	General Release but that Appendices C and D be declared exempt from publication as the business to be transacted involves the disclosure of information as prescribed by paragraph 3 of Part 1 of Schedule 12a of the Local Government Act 1972, as amended, in that they contain information relating to information relating to the financial or business affairs of any particular person (including the authority) as per paragraph 2.4 below.
Title:	Establishment of a Wholly Owned Housing Company
Wards Affected:	All
Key Decision:	Approval of the creation of a new Wholly Owned Housing Company for, initially, delivery of intermediate and market housing in the City and, where appropriate, a second company in order to simplify the VAT accounting and reduce potential VAT leakage.
Financial Summary:	At this stage it is not proposed that the Wholly Owned Housing Company commence business activity but, if approved, it will be another option for the Council to consider in deciding how to take forward opportunities to further increase housing delivery, through Council-led projects as identified in the Speeding Up Housing Delivery programme. Any development proposed through the Wholly Owned Housing Company will be subject to separate approval, including for the investment requirements, via the Council's normal capital project governance processes. Therefore the financial analysis within this report is high level and indicative only

of the financial implications from a Council and Wholly Owned Housing Company perspective of the Company undertaking development and investment activities by either acquiring land or also purchasing S.106 housing from a developer. The General Fund provides loans and equity investment and the modelling demonstrates that the Wholly Owned Housing Company can operate on a full commercial basis meeting interest and debt repayments and corporation tax and deliver a return on equity investment to the Council. The modelling includes indicative accounting and taxation entries and initial tax advice has been received but this will be subject to further review and refinement with expert advisers as specific proposals are brought forward.

Report of: Barbara Brownlee – Executive Director of Growth, Planning and Housing

1. Executive Summary

- 1.1 This report sets out the work undertaken by a working group to examine the feasibility of establishing a Wholly Owned Housing Company for Westminster. This was one of the actions recommended in the Deloitte review of strategic housing options and subsequently confirmed within the Speeding Up Housing Delivery programme and report in April 2017. Other work strands, including assessing further, through market engagement, the benefits of a Joint Venture as a delivery option, are progressing and will be the subject of separate reports, in line with the Speeding up Housing Delivery programme.
- 1.2 The report describes the strategic and business case for setting up a Wholly Owned Housing Company, including identifying why a Wholly Owned Housing Company is an option (amongst others) which should be considered by the Council and the key benefits and risks. The working group's proposals regarding structure, governance and operational arrangements for the company are described, together with the proposed funding and commercial arrangements, including tax and legal considerations. The financial and commercial implications are exemplified by indicative financial modelling based on two exemplar schemes which use data from currently proposed development schemes.
- 1.3 The paper proposes the establishment of a Wholly Owned Housing Company but it does not at this stage propose that the Wholly Owned Housing Company should commence business activity. If approved, the Wholly Owned Housing Company will be another option for the Council to consider in deciding how to

take forward opportunities identified through the Speeding Up Housing Delivery programme. Any development proposed through the Wholly Owned Housing Company will be subject to separate approval, including for the investment requirements, via the Council's normal capital project governance processes.

2. Recommendations

- 2.1 To approve the establishment of a Wholly Owned Housing Company for, initially, delivery of intermediate and market housing in the City and, if approved, that a long list of proposed development schemes include the Wholly Owned Housing Company as an option for delivery and development.
- 2.2 The Council also approves arrangements to establish a second Wholly Owned Housing Company, where appropriate, in order to simplify the VAT accounting and reduce potential VAT leakage whilst at the same time helping the Council to meet its strategic objectives of having the flexibility to either sell, transfer or let residential properties.
- 2.3 Provision be made by means of a virement in the Council's General Fund capital programme for 2018/19 in respect of any scheme which is determined in due course to be delivered through the Wholly Owned Housing Company.
- 2.4 That Appendices C and D attached 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 they contain information relating to the financial or business affairs of Westminster City Council and in the case of Appendix D legal advice.

3. Reasons for Decision

- 3.1 The supply of social/affordable housing in Westminster cannot keep pace with demand. The GLA predictions are for continuing increases in London's population from 8.2 million in 2011 to 9.2 million in 2021 and up to 10.1 million in 2036. Private rents are amongst the highest in the UK with only RBKC and the City of London above Westminster.
- 3.2 The risk of insufficient housing across the City, that is affordable by Westminster residents, is one of the Council's principle risks. It has a major impact on the General Fund where the costs of providing temporary accommodation are increasing.
- 3.3 The principle mitigation is to increase housing delivery through Council-led projects and the Council has made a commitment to provide at least 1,850 affordable homes by 2023. The aim is to ensure that, from the most vulnerable and low income households to those middle income households, all have access to the type and quality of accommodation to meet their needs.
- 3.4 However, whilst much activity is underway, the Council needs to do more. The report on Speeding Up Housing Delivery in April 2017 made clear that additional

means of extending the Council's resources for new housing provision must be considered to achieve the Council's ambition to accelerate and deliver more and varied new housing provision. HRA activity is now set to use all the available resources of the HRA and the Affordable Housing Fund is at capacity utilisation. Expanding provision in the HRA is therefore at its limit and, particularly for tenures other than social and affordable rent, the Council must look to using other delivery vehicles. The Deloitte report on Strategic Housing Options recommended options such as Joint Ventures and a Wholly Owned Housing Company which can access alternative funding sources and provide intermediate tenures.

- 3.5 Against this background, the objectives for a Wholly Owned Housing Company are to help deliver the Council's ambition to increase the supply of housing affordable to those living and working in Westminster. The Wholly Owned Housing Company will be another vehicle which will:

Wholly Owned Housing Company Objectives	
1.	Extend the Council's resources by working with the Council (where the Council's view is that other delivery partners are neither available nor appropriate) to deliver the regeneration, and new build or acquisition opportunities being identified by the Council.
2.	Operate on a commercial basis but offering new tenures and, in particular, intermediate tenures to extend the range of provision available for Westminster residents
3.	Work to the scale and pace set by the Council.
4.	Work to the Council's quality standards to help ensure quality housing is provided for all income ranges

- 3.6 This report considers how a Wholly Owned Housing Company might be used and recommends that such a company is established to assist the Council in increasing housing delivery for all those living and working in Westminster. It should be noted that other vehicles/providers may have the same or similar objectives and setting up a Wholly Owned Housing Company will not, and should not, preclude the Council from working with others. However, there may be factors which indicate that a Wholly Owned Housing Company will be the best route for a particular development opportunity.

4. Background, including Policy Context

- 4.1 In 2016, the Council commissioned an independent review of housing strategic options to support the aspirations, set out in City for All, to increase the supply, range of tenure and quality of housing which is 'affordable' to those living and working in Westminster. Amongst other recommendations, the study advocated that the Council investigate delivery options and tax structures to create the most appropriate delivery vehicles, including a Wholly Owned Housing Company. This recommendation was confirmed as part of the Speeding Up Housing Delivery programme and report in April 2017.
- 4.2 This report focusses on the work undertaken to examine a Wholly Owned Housing Company and presents the business case for establishing such a company. Other recommendations and work streams within the Speeding Up Housing Delivery programme, including considering further the benefits of a JV, are touched upon in this report but will be the subject of separate reports.

5. Financial Implications

- 5.1 The financial modelling undertaken is described further in the appendices and sets out how the various transactions between the Wholly Owned Housing Company, General Fund, HRA and CityWest Homes could operate. The modelling is high level and indicative only. Any specific scheme under consideration would need to be subject to further detailed analysis, modelling and tax advice. The modelling undertaken to date will be refined, including in relation to detailed tax advice, as specific development proposals by the Wholly Owned Housing Company are put forward for approval.
- 5.2 Tax advice on the creation and construction of a Wholly Owned Housing Company has been received, which assesses the VAT, Corporation Tax and Stamp Duty Land Tax considerations in the scenario of the Wholly Owned Housing Company developing land, selling and renting homes. This was done on the basis of the Wholly Owned Housing Company both acquiring and developing housing.
- 5.3 The position concerning VAT treatment is complex and the various transactions of both supply and purchase of land and buildings, construction, professional fees and rental of property of different categories, and whether an option to tax land/buildings has been taken lead to these transactions being either exempt, out of scope, zero or standard rated for VAT. In particular, the rent of homes at an intermediate or market rent under assured shorthold tenancies is an exempt supply which has the consequence that VAT incurred on the purchase of services or property will be irrecoverable, causing a significant increase in cost to the Wholly Owned Housing Company which can be avoided with careful planning.

- 5.4 The advice concludes that it would be advantageous to create a second company in order to simplify VAT arrangements and minimise the potential irrecoverable VAT incurred on certain transactions which would arise in the circumstance of a single company set up to sell and let properties. In HMRC's publicised view, the arrangement does not produce a result contrary to the purpose of VAT legislation, but rather ensures that a transaction of the kind Parliament envisaged will actually take place at the appropriate time. Further details are set out in the appendices.
- 5.5 The financial benefits for the Council that could arise from the establishment of a Wholly Owned Housing Company(s) arrangement are set out in the appendices but, in summary, include:
- The ability to deliver profits to the general fund by means of dividends out of the profits of the company.
 - Interest received at a commercial rate on the loan funding, which would exceed the cost of providing the loan to the company (lost income on excess cash or loan funding rate achieved through the PWLB).
 - Tax efficiency in respect of VAT as outlined above. This could potentially make the difference of circa 20% of the developments costs attributable to properties retained in the Wholly Owned Housing Company for rental purposes.
 - The ability to deliver a greater number of housing schemes than would be feasible through the HRA alone (which will be able to focus its limited borrowing on delivery of all social and affordable rent schemes).
 - A mark-up, to commercial rates, on staff costs and on-costs/overheads recharged to the Wholly Owned Housing Company (although subject to potential irrecoverable VAT in the Wholly Owned Housing Company).
 - Control and ownership of investment properties which, should the Council decide, can be converted into an additional dividend payment, relatively easily through selling the properties on the open market.
- 5.6 There are however still matters to be cognisant of when undertaking schemes through a Wholly Owned Housing Company:
- All proposals should be assessed against the alternative of running the scheme through the HRA to determine the most advantageous approach to the council from a council group perspective.
 - Each proposal will need to be modelled carefully using arm's length valuations for land, buildings and services. Each proposal will also need to consider assumptions (and the impact of changing these assumptions) in relation to demand for sale and / or rented properties and sales and rental values. The Wholly Owned Housing Company will be exposed to both demand and value risk in its roles as developer / investor.
 - Should the scheme not be successful to the extent assumed at the planning stage, the scheme could make a loss. This in turn could lead to the Council

needing to recognise a loss on investment if the loan/equity funding is unable to be repaid in full.

- A second company would incur additional administrative costs in terms of audit fees, tax returns, and financial statements production.
- Finally, it should be reiterated that property deals are generally complex from a tax perspective and due to the large sums involved, the potential for the avoidable cost of “tax leakage” is substantial. Advice should be sought at an early stage of any scheme which is decided to be undertaken through a Wholly Owned Housing Company in order to plan the mitigation of such leakage.

5.7 Further financial information is included in Appendix C.

6. Legal Implications

6.1 Legal advice in support of the feasibility study has been provided to Council officers by Bond Dickinson (attached at Appendix D) who have legal expertise in this area. This advice will be confirmed as each development proposal is developed. It includes, inter alia, advice regarding:

- 1) powers available to the Council to set up the Wholly Owned Housing Company
- 2) powers to dispose of land to the Wholly Owned Housing Company,
- 3) powers to fund the Wholly Owned Housing Company
- 4) state aid issues.

6.2 The advice states that the Council has the powers to set up a Wholly Owned Housing Company and it is a feasible vehicle for meeting the Council’s objectives whichever tenure or tenures are to be delivered and whether in or out of borough. However, it advises that the Council needs to articulate clearly its objectives to justify the use of a Wholly Owned Housing Company and to demonstrate that it is not seeking, as its prime purpose in setting up the company, to avoid legal or policy constraints that would otherwise apply, for example, avoidance of the HRA debt cap. As stated elsewhere in this report, this is not the intention of the Wholly Owned Housing Company. The Wholly Owned Housing Company might remove funding pressure from the HRA but this would be as a by-product of providing market and intermediate housing which might otherwise (as part of a regeneration scheme and in the absence of no other alternative delivery vehicle) need to be delivered by the HRA. This is a very different issue to avoidance of the debt cap arising as a result of the Wholly Owned Housing Company providing social or affordable housing (rather than intermediate or sale housing).

6.3 The legal advice received also states that the Government policy view should be considered in making the decision as to whether or not to form a Wholly Owned Housing Company. This is set out most recently in the February 2017 White Paper “Fixing Our Broken Housing Market”, which welcomes local authorities’

role in new housing provision via, inter alia, local housing companies and development of market rent and sale housing is fully supported. The government is more circumspect about the provision of social and affordable housing and has suggested that where local authorities provide new affordable homes those tenants should be offered “equivalent terms to those in council housing, including a right to buy their homes”. However, the intention at Westminster remains to provide social and affordable rental housing through the HRA (indeed the Wholly owned Housing Company will enable the HRA to focus more on this as stated above).

- 6.4 In the context of government policy there is clearly no issue in the Wholly Owned Housing Company providing market sale or rental housing. However, where the Wholly Owned Housing Company is to provide Intermediate housing Government policy may be more difficult because of the nature of Intermediate housing in Westminster. Generally, intermediate housing is seen as either low cost sale (shared ownership, equity sale etc) or intermediate rent where rents are above 80% of market rents (affordable housing being 80% and below of market rents). In Westminster, intermediate rents may be at or below 80% of market rent. There is therefore a risk that these tenancies might fall within the “affordable rent” scope of the White Paper. Whilst the statement of policy in the White Paper has not yet been adopted, it can be assumed that it is likely to be. This issue is considered further in the Risks section and it is recommended that this issue be included and raised as part of the Council’s Bespoke Housing Deal request.
- 6.5 The proposal for a Wholly Owned Housing Company, as part of the Council’s plans for accelerating and increasing ‘affordable’ housing delivery, also fits well with the draft London Housing Strategy published on 6th September, subject to the same comments as in the paragraph above about the definition of intermediate rent.

7. Consultation

- 7.1 Development of the business case for a Wholly Owned Housing Company has involved officers from with the Housing and CityWest Homes, Finance and Legal. We have had regard to national and local housing policies and objectives which have informed the priorities for investment.
- 7.2 A key component of the proposal for the Wholly Owned Housing Company is to create another option for delivering the Speeding Up Housing Deliver programme. Many of the elements within that programme, for example, the housing renewal and infill programmes include extensive community engagement. Resident expectations are high, and the City Council is committed to an ongoing programme of resident involvement as specific schemes are developed. As particular schemes are approved for development by the Wholly Owned Housing Company, it will be necessary to communicate the aspirations

and proposals to resident groups more widely, including proposals for intermediate housing.

- 7.3 The Wholly Owned Housing Company will allocate the intermediate housing it holds in line with local priorities set by the Council's intermediate housing policy. This is managed via Homeownership Westminster (delivered through CityWest Homes). Full details of allocation priorities are available on the Council's website which include both the Mayor's priorities and local priorities.

**If you have any queries about this Report or wish to inspect any of the Background Papers please contact: James Green
(jgreen@westminster.gov.uk; 0207 641 2537)**

8. FURTHER BACKGROUND INFORMATION – THE BUSINESS CASE

What is a Wholly Owned Housing Company, what will it do and what tenures will it offer?

- 8.1 The Wholly Owned Housing Company will be a simple profit making company limited by shares. Such a company can be created quickly and cheaply. It will be wholly owned (100% of the share capital) by the Council hence controlled subsidiary of the Council and will not fall within the ambit of the Housing and Planning Act provisions that introduce controls on the influence of local authorities on social housing and Registered Providers (The Regulation of Social Housing (Influence of Local Authorities)(England) Regulations 2017 currently laid before Parliament). Thus the Council would have total and ultimate control of the Wholly Owned Housing Company.
- 8.2 It will develop and/or acquire housing, the assets being retained within a subsidiary of the Council and, should the Council wish to wind up the Wholly Owned Housing Company, it can do so and the assets will be returned to direct Council ownership or they can be sold. Although the Wholly Owned Housing Company will operate commercially, it will do so within its strategic objectives as set out in this report and its Business Plan, which will be approved by the Council.
- 8.3 It is proposed that all management and operational activity is undertaken by Council staff under a SLA/ contractual agreement to provide, inter alia, consistent quality standard. The proposal is also that funding will be provided initially by the Council. In the longer term the company could source private finance, although, at present for a number of reasons, including dilution of control and lack of a track record, this funding option is not proposed.
- 8.4 Initially the tenures it will offer will focus on intermediate housing, specifically intermediate rent under assured shorthold tenancies (ASTs), and market sale, in conjunction with the Government's Help to Buy scheme (assuming this scheme is continued). Thus the Wholly Owned Housing Company will help to extend the range of tenures on offer in Westminster and reduce pressure on the AHF, and will be able to respond quickly as the Council's strategy and policy, in relation to intermediate tenure forms, is developed in the coming months. In the future, the Wholly Owned Housing Company could sell some properties for low cost home ownership once further work has been undertaken on an appropriate product. Alternatively, the company could keep the stock but facilitate the acquisition of properties in the market by its tenants.
- 8.5 It should be noted that the Wholly Owned Housing Company should not, and will not, replace delivery of new social and affordable rental homes in the HRA. Also, it will not be the only delivery partner with which the Council will partner to deliver acceleration of housing supply – see other options discussed below.

- 8.6 The Wholly Owned Housing Company could enable development of General Fund land (as an explicitly commercial alternative to direct delivery in the General Fund) or out of borough.
- 8.7 The idea is not new; more than a third of Councils have or are considering setting up such companies. They aim to deliver a range of housing provision, particularly where the private market is slow to provide a particular type and/or quality of housing or to facilitate market involvement and create a “platform” for delivering further schemes with public/private partners. The key advantage over other options (for example partnership with Registered Providers) is that the Council retains complete control and ownership of the company, its activities and the assets created.

What are the other options?

- 8.8 The Council is committed to investigating all opportunities to use other delivery vehicles to stretch the Council resources and help accelerate housing supply. In addition to a Wholly Owned Housing Company these are:
- 1) Land sale – disposing of further land into the market for development by other partners and providers.
 - 2) Development through the Housing Revenue Account (HRA) – this option is about using the borrowing headroom and other resources in the HRA for development of market and intermediate housing as well as for social and affordable housing.
 - 3) Development through the General Fund (GF) directly, for example, via schemes such as the Dudley House leasing proposal.
 - 4) Joint Venture (JV) – involves the Council entering into a Joint Venture arrangement with a private sector partner to develop housing.
 - 5) Development using Westminster Community Homes (WCH) (or another registered housing provider).
- 8.9 The Wholly Owned Housing Company (WOC) and the above options were appraised by the Working Group against a number of criteria based on the Council’s objectives in order to identify whether it would be beneficial to establish a Wholly Owned Housing Company and where it could be the most appropriate delivery option. The Wholly Owned Housing Company emerged from the appraisal as an option which the Council should consider and therefore that it should be established to be available for use by the Council as appropriate. This exercise will be repeated, including looking at financial and non-financial factors and risk, for each housing proposal suggested for delivery by the Wholly Owned Housing Company to ensure that all options are considered and the delivery option offering the best overall value for money is selected.

What are the Benefits?

8.10 At this stage, the benefits to the Council are identified as set out below:

Benefits to the Council	
Strategic/Qualitative*	
1.	Vehicle to work alongside the Council to help deliver the Speeding Up Housing Delivery programme and the Council's ambitions to provide more housing affordable to those living and working in Westminster
2.	Vehicle which can develop intermediate tenure offerings to enable middle income households move into home ownership, working in partnership with the Council as it develops its policy for intermediate housing.
3.	Vehicle which, unlike other vehicles, is 100% controlled by the Council and whose assets are (indirectly through a subsidiary) owned by the Council
4.	Vehicle which is easy to set up, scale up or down, or even wind down as required by the Council
*Strategic/qualitative benefits will be verified for each scheme as part of an options appraisal process which will look at alternative options for delivering the scheme.	
Financial Benefits**	
5.	Income received in the General Fund from funding provided to the Wholly Owned Housing Company – interest on loan finance (less any interest paid by the Council if the Council has in turn to borrow to fund the company or loss of income from cash reserves utilised for lending), and dividends on equity contributions made by the Council. These funding returns will be required to meet state aid regulations (ie no subsidy can be provided to the Wholly Owned Housing Company).
6.	Income received to the General Fund and/or the HRA (via CityWest Homes) from SLA/contractual agreements to provide services to the Wholly Owned Housing Company. As above, the services will need to be provided on a full commercial basis.
7.	Other fees, for example, non-utilisation fees and arrangement fees for debt (if appropriate) and payments for any guarantees the Council has to provide for the Wholly Owned Housing Company
8.	Capital receipt to HRA (or General Fund) in respect of land value for land transferred to the Wholly Owned Housing Company (based on independent valuation on a 'Red Book' basis by a RICS qualified surveyor).
** Financial benefits will need to be tested and verified for each scheme as part of a quantified financial appraisal	

What are the risks?

8.11 The key risks identified to date in respect of the proposal are set out in the table below together with the proposed mitigation for each and the residual risk rating assessment.

Risk	Mitigation	Risk rating
Government intervention	The White Paper is still only draft policy. It is important that discussions are opened with the Mayor and DCLG to ensure the rationale for the Wholly Owned Housing Company is fully understood and to minimise the possibility and/or impact of any future government intervention.	Yellow
Failure of the Company	A slim, low cost structure is proposed which the Council will control. The Company could be wound up relatively easily if necessary.	Yellow
Need to assure compliance with all legal and regulatory requirements	Advice is being sought from Bond Dickinson to ensure all requirements are met. Borrowing must be clearly outside the HCFR and all dealings between the Council and the Company on a full commercial basis.	Green
Dilution of governance	Council will 100% own the Company and be fully able to control its governance and activities. The Council would be able to appoint/remove directors as it saw fit.	Green
Suitable sites cannot be identified	Two potential sites have been identified and work is underway to identify a long list of potential schemes	Yellow
Business plan is not viable or scheme/ development risks are not well managed	The business plan will be supported by extensive modelling and sensitivity analysis around key assumptions, with the support of expert advice. Scheme proposals within the business plan will be subject to further scrutiny though the Wholly Owned Housing Company's Board as well as the Council's capital review and approval processes. Council/CityWest Homes staff and processes used to manage external contractors.	Yellow
Homes prove difficult to rent or sell	Research is already underway within the Council to identify the demand for intermediate rental housing and a robust marketing plan will be developed.	Yellow
Creating an appropriate structure to minimise tax implications	Expert advice is being procured to identify properly the potential leakage to tax and to mitigate this risk.	Yellow
Setting up another vehicle may increase costs, at least short term	The costs will be minimal and will be more than offset by the savings or returns to be generated for the Council.	Green

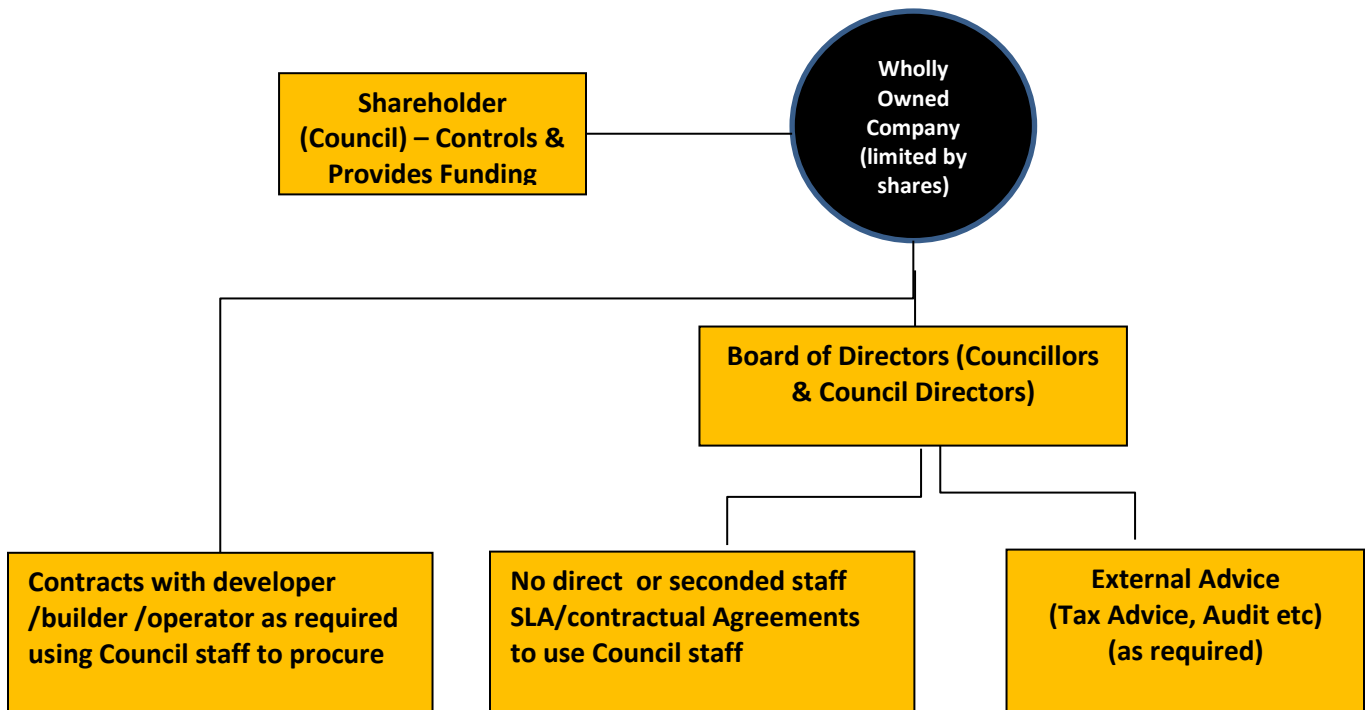
Reputational risk to WCC – capacity and skills to engage in new activity,	WCC's role as a developer of market and intermediate housing will require consideration of an appropriate marketing strategy and branding and consideration of the skills required of its Directors to engage in commercial activities. Mitigation might involve recruitment of suitable non-executive directors, albeit at a cost.	
---	---	--

What are the company structure, governance and operational arrangements?

Company Structure

8.12 The overall aim is that the Wholly Owned Housing Company should have an identity which is part of the Council, albeit it must be a distinct entity from the Council. It will be a facilitating vehicle which is wholly controlled by the Council and, by inference, whose assets are (indirectly) wholly owned by the Council, with a slim, low cost organisational structure, supported primarily by SLA/contractual arrangements with the Council/CityWest Homes.

8.13 This structure is shown below: (Note Councillors are proposed to be included on Board of Directors)



8.14 The critical documents for the company will be:

- 1) The Articles of Association that set out what the company can and can't do and how it will be run.

- 2) The Business Plan which will set out the Wholly Owned Housing Company's objectives and what it will do and will include financial forecasts.
 - 3) Agreements covering loans to the company or equity invested in it. The Council can exercise control by refusing to grant further funds (if a particular proposition is not attractive enough, or at all) and through the facility agreement. All investment requirements (for which the Council will be providing funding) will need sign off by CRG, Cabinet and Council as part of the Council's capital programme.
 - 4) Directors can also be asked to sign service contracts whereby they are asked to ensure that the business plan, Company policies and internal financial controls are followed. Arrangements can be made which specify that the company follow certain Council policies such as the Financial Regulations and Capital Review Group/Cabinet Member approvals as deemed necessary.
- 8.15 The Council as shareholder will have the right to remove and appoint the directors of the Wholly Owned Housing Company. The minimum legal requirement is for at least one director who can also be the company secretary but generally other councils have appointed at least four directors. It is proposed that the directors of the Wholly Owned Housing Company comprise councillors and senior officers of the Council. External non-executive directors could be appointed, by the Directors or the Council, if a skills gap is perceived.

Governance

- 8.16 Structures/processes will be required to ensure the activities of the Wholly Owned Housing Company are adequately controlled and will include approval of the constitutional documents (which should give clear rights of access to all financial records etc) and the Business Plan (and any subsequent changes to these).
- 8.17 Whilst ultimate responsibility/step in will remain with the Council, day to day control of the Wholly Owned Housing Company will be the responsibility of the Directors, within the framework of the constitutional documents and the Business Plan. The directors will hold responsibility for making decisions, providing leadership, running the day to day operation of the company and monitoring the performance of the company. They must obtain appropriate legal, financial and tax advice to enable them to make informed decisions about running the company, and will need to liaise with the Council particularly regarding financial and audit advice. They will be responsible for maintaining and regularly reviewing a robust risk management framework and adhering to the Council's financial reporting requirements, including the annual accounts timetable.
- 8.18 The Board will be responsible for the delivery of the Business Plan. This will include decisions regarding development and acquisition and changes to project/scheme appraisals and financial modelling. However, capital schemes,

and their investment requirements, will need to follow the Council's normal approval process. Also, any changes to the Business Plan and/or additional funding requirements would require further Council approval.

Operational Arrangements

- 8.19 It is proposed that the day to day delivery and operational model for the Wholly Owned Housing Company's activities should use Council/CityWest Homes staff and resources through an SLA/contractual arrangement. This will ensure that all tenants receive the same quality service and standards, for example, for repair and maintenance.
- 8.20 This model will offer the benefit that services will not need to be tendered but can take advantage of the Teckal principle. This principle (now encapsulated in regulation 12 of the Public Contracts Regulations 2015) means that EU procurement law concerning the open advertising and tendering rules for public contracts do not apply where services are obtained from "in-house" sources.
- 8.21 The services to be provided could include property acquisition and development, property management and maintenance, including allocations/sales and lettings, tenancy management and rent collection, financial management and accounting, legal, company secretarial and management and insurance services. These will need to set out within a formal agreement between the Council and the Wholly Owned Housing Company and it is important that all services provided are properly identified and paid for on a full commercial basis. Costings of the services should be compared with industry benchmarks. This should result in a small net income to the Council and/or CityWest Homes resulting from the margin added on top of direct costs to reflect commercial rates. In addition, assuming no additional staff are required to service the Wholly Owned Housing Company, there should be efficiency savings.
- 8.22 A number of core specific functions where external expertise is required, such as tax and audit services, may be procured directly by the Wholly Owned Housing Company. The Wholly Owned Housing Company could utilise the Council's procurement frameworks (assuming they provide for this) but would contract direct with contractors and consultants

What are the results of the commercial and financial analysis?

- 8.23 A detailed financial model has been developed in order to demonstrate the commercial arrangements and quantify the financial implications, from a Council and Wholly Owned Housing Company perspective, of the company undertaking first, the development of a single site and secondly the company developing a site and also purchasing existing properties. The modelling has been based on exemplar schemes within Westminster, including (in a joint development with the HRA for social rent) intermediate rent and sale housing provision. It includes

indicative accounting and taxation entries but further expert advice and refinement in relation to accounting and taxation will be required as specific scheme proposals are developed.

- 8.24 The modelling assumes the Wholly Owned Housing Company would finance the purchase of land (this would require a formal independent RICS valuation for land purchased from the Council), as well the cost of constructing (or purchasing) homes, through the Council providing a commercial loan and equity investment. There will be an equity investment agreement, and also a lending agreement between the Council and the Wholly Owned Housing Company which will set out detailed terms including interest payments and debt repayment. In particular, in order to meet state aid considerations, a margin would be applied between the Council's borrowing rate and the rate of on-lending to the Wholly Owned Housing Company (generating a return to the General Fund). The modelling also includes assumptions regarding the commercial cost of services provided by the Council to the company in relation to all its activities as described earlier in this report.
- 8.25 The model shows how payment of interest on, and repayment of, loan finance can be made from income earned from the company's development and housing activities, either sales receipts or rental income. Dividends to the Council (on its equity investment) are then paid from profits earned after all other costs, including tax, have been paid.
- 8.26 On the basis of the exemplar scheme information, the financial modelling demonstrates that the Wholly Owned Housing Company can operate on a commercial basis like any private sector company. It is able to pay interest to the Council, repay its loans and pay dividends which are comparable to the market generally.
- 8.27 At this stage the financial modelling and analysis has been indicative only. As specific schemes are brought forward for development by the Wholly Owned Housing Company more detailed analysis and tax modelling will be undertaken to support the approval process and prior to commencing any development activity

What were the conclusions of the Working Group and what are the next steps?

- 8.28 The Working Group concluded that the Wholly Owned Housing Company is a delivery option which should be taken further by the Council. It could offer complementary market and intermediate tenures to the HRA, as an alternative to undertaking such activity directly within either the HRA (where it will divert scarce resources from social and affordable housing provision) or the General Fund. It will be 100% controlled by the Council, giving flexibility for Westminster to scale up or down its activities and retain or dispose of its assets. It could provide a source of income to the General Fund and, by enabling HRA resources to focus on social and affordable housing, it will help alleviate the impact on the General Fund of meeting the needs of homeless households. There are risks, the key

one being government policy but as part of a bespoke housing deal Westminster should be able to manage and mitigate this.

- 8.29 In recommending that a Wholly Owned Housing Company be set up the Working Group are not proposing that all housing development should be undertaken by the company but rather that it will be available as another option to consider as schemes are brought forward under the Speeding Up Housing Delivery programme. Further, after considering all the options, if a scheme is proposed for delivery by the Wholly Owned Housing Company this will need approval through the Council's normal capital project governance processes.
- 8.30 If approval to set up a Wholly Owned Housing Company is given, work will commence on forming and registering the company, agreeing the Articles of Association and appointing the Directors. This should be complete by April 2018.
- 8.31 A Business Plan will need to be developed and approved and capital schemes brought forward for approval for development by the Wholly Owned Housing Company. All schemes will be subject to the governance proposals outlined in this report and approval of all capital projects will follow the Council's normal approval processes. In addition, financial reporting will follow the Council's financial reporting requirements and timescales including the annual accounts timetable. The Wholly Owned Housing Company will only commence business activity when the Business Plan and first scheme have been approved.

Other Implications

1. Resources and Staffing Implications

As stated in the report the Wholly Owned Housing Company will be resourced through Council/CityWest Homes staff and resources using an SLA/contractual arrangement. The company will be an option for delivering the Speeding Up Housing Delivery programme and detailed resource and staffing implications will be considered in the light of resourcing that programme generally.

In addition as specific development proposals are brought forward by the Wholly Owned Housing Company these will set out the resource implications for the Council.

2. Business Plan Implications

As stated in the report this business case will be followed by the development of a Business Plan for the Wholly Owned Housing Company if approval to establish the company is received.

3. Risk Management Implications

Risk implications are detailed in the main body of the report.

4. Health and Wellbeing Impact Assessment including Health and Safety Implications

Development of a Wholly Owned Housing Company to assist the Council deliver more housing will help to address health and wellbeing issues, through improvements to housing and the public realm, and through related Council programmes and policies addressing employment and skills which the company will follow.

5. Crime and Disorder Implications

Safety and security measures form a key element of all new housing proposals and the Wholly Owned Housing Company will follow all Council policies in relation to prevention of crime and disorder.

6. Impact on the Environment

The Wholly Owned Housing Company will follow the Council's policy of building all new homes to Code 4 as a minimum.

7. Equalities Implications

The Wholly Owned Housing Company will work closely with the Council and, particularly where it is developing within an estate renewal scheme Equalities Impact Assessment will ensure any arising issues are addressed.

8. Human Rights Implications

The establishment of the Wholly Owned Housing Company will have no human rights implications.

9. Energy Measure Implications

See environmental implications above.

10. Communications Implications

These are detailed in the consultation implications in the main body of the report.

Wholly Owned Housing Company Tenures

Wholly Owned Housing Company (WOC) – Tenures which might be offered	
Assured shorthold tenancies at market and intermediate rents	<p>A WOC would offer assured shorthold tenancies, as this is the general form of tenancy agreement in the private sector. Rents could be set at any level to meet housing need and ensure viability of the WOC.</p> <p>The WOC is proposing to let at Intermediate rent levels as set by Westminster. However, because these may be below 80% of market rents, the proposals in the February 2017 White Paper are a risk which needs managing (see para 3.13 and 3.14 of the report).</p> <p>The WOC would not be a Registered Provider and therefore would not be able to access government grants but could receive subsidy from the Affordable Housing Fund.</p> <p>As it would not be a Registered Provider, the controls on Registered Providers with regard to the Right to Acquire and Local Authority influence would not apply.</p>
Sale housing with or without Help to Buy	<p>A WOC could build sale housing and sell it using the Help to Buy scheme in the same way as any other developer, provided it was able to register under the scheme and the properties are within the value limit (currently £600,000 in London).</p>
Other intermediate tenures	<p>Further work will be undertaken to assess new intermediate tenures that could be offered within the Council's emerging Intermediate tenures policy.</p>

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

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

Date:	4 December 2017
Classification:	General Release
Title:	Council Tax Discounts (including Council Tax Local Reduction Scheme) and Council Tax Base report
Report of:	City Treasurer
Cabinet Member Portfolio:	Cabinet Member for Finance, Property and Corporate Services
Wards Affected:	All
Policy Context:	Statutory duty to set and collect Council Tax
Key Decision:	Yes
Financial Summary:	The report proposes that: <ul style="list-style-type: none">• The Council Tax discount for second homes remains at 0%• The Council Tax discounts for empty properties, including the discounts that replaced the previous Class A and C Council Tax exemptions, remains at 0%.• A Long Term Empty Property Premium is introduced.• The Head of Revenues and Benefits is authorised to determine any individual local discount requests in 2018/19 under Section 13A(1)(c) of the Local Government Finance Act 1992.• The Council Tax Base is set at 128,833.30 equivalent Band D properties for 2018/19 for the whole City, 95.68 equivalent band D properties for Montpelier Square and 3,406.61 equivalent band D properties for Queen's Park.• The existing Council Tax Local Reduction Scheme is retained for 2018/19.

1. Summary

- 1.1 The Local Government Act 2003 provided local authorities with discretion in relation to the level of Council Tax discount for specific categories of Council Tax properties, namely second homes and long term empty properties. It also made provision for a local authority to set its own “local” Council Tax discount categories. The Local Government Finance Act 2012 which came into effect in April 2013 removed several Council Tax empty property exemptions and replaced them with locally determined discounts. The Act also enabled local authorities to remove the minimum 10% discount for second homes and to set a local Long Term Empty Property Premium.
- 1.2 This report recommends retaining the same level of Council Tax discounts in 2018/19 as were set in 2017/18.
- 1.3 The report recommends that the Council charge a Long Term Empty Property Premium in 2018/19.
- 1.4 The Welfare Reform Act 2012 and Local Government Finance Act 2012 replaced the Council Tax Benefit scheme with a locally determined Council Tax Reduction Scheme (also known as a local Council Tax Support Scheme), which is effectively now a type of Council Tax discount. The recommended scheme for 2018/19 is a continuation of the scheme that was originally set by the Council in 2013/14.
- 1.5 The Council Tax Base is calculated in accordance with a nationally prescribed formula and represents the equivalent number of Band D properties within the area. The formula takes account of the number of properties in each band, the number of discounts given for single occupiers, empty dwellings, second homes and other eligible criteria, the prescribed proportions to convert numbers to Band D equivalents, and the estimated collection rate. The relevant regulations were changed from 1 April 2013, to enable the taxbase calculation to include a deduction for the equivalent number of Band D properties relating to the local authority’s Council Tax Reduction Scheme. The Council Tax Base must be determined and be notified to the Greater London Authority (GLA) and other levying and precepting bodies. As in the past, these notifications must be made by 31 January.
- 1.6 The calculations as detailed in Appendices 1 and 2 confirm a figure of 128,833.30 equivalent Band D properties for the whole City, 95.68 Band D equivalent properties for Montpelier Square and 3,406.61 Band D equivalent properties for Queens Park. The Queen’s Park Community Council was created on 1st April 2014 under the Council’s Reorganisation of Community Governance Order 2013. The Queen’s Park Community Council is a minor precepting authority for the purposes of Part 1 of the Local Government Finance Act 1992.
- 1.7 The taxbase calculation is based on the assumption that the recommendations in the report in relation to the level of Council Tax discounts and the Council Tax Reduction Scheme are adopted.

2. Recommendations

- 2.1 That the Cabinet recommend that the Council approve the following recommendations for the financial year 2018/19:-
- (i) that the Council Tax discount for second homes remains at 0%
 - (ii) the Council Tax discounts for empty properties, including the discounts that replaced the previous Class A and C Council Tax exemptions, remain at 0%.
 - (iii) that a Long Term Empty Property Premium is introduced at the maximum percentage allowed for by the relevant legislation
 - (iv) that the Head of Revenues & Benefits be given delegated authority to determine any individual local discount applications received from Council Taxpayers during the course of the 2018/19 financial year under section 13A(1)(c) of the Local Government Finance Act 1992.
- 2.2 That the Cabinet recommend that the Council approve the same Council Tax Reduction Scheme for 2018/19 which has operated successfully since 2013/14. The scheme is based on the Default Scheme Regulations, updated to reflect changes made via the Prescribed Requirements Amendment Regulations and with War Disabled Pensions, War Widow, Pensions and Armed Forces Compensation scheme payments disregarded in full when calculating a claimant's income.
- 2.3 That the Cabinet recommend to the Council to resolve that the Council Tax Base for 2018/19 for the Whole City is 128,833.30 equivalent Band D properties, for Montpelier Square alone 95.68 equivalent Band D properties and for Queen's Park 3,406.61 equivalent Band D properties.
- 2.4 That the Cabinet recommends to the Council to resolve that the figures set out in paragraph 2.3 above for the Council Tax Base for 2018/19 be used by the Council to make a determination pursuant to the requirements of the Local Government Finance Act 1992.

3. Council Tax Discounts

3.1 Legislation

- 3.1.1 The Local Government Act 2003 provided local authorities with discretion in relation to the level of Council Tax discount for specific categories of Council Tax properties, namely second homes and long term empty properties. It also made provision for a local authority to set its own "local" Council Tax discount categories.
- 3.1.2 The Local Government Finance Act 2012 which came into effect in April 2013 removed several Council Tax empty property exemptions and replaced them with local determined discounts. The Act also enabled local authorities to

remove the minimum 10% discount for second homes and to set a Long Term Empty Property Premium.

- 3.1.3 The Welfare Reform Act 2012 and Local Government Finance Act 2012 replaced the Council Tax Benefit scheme with a locally determined Council Tax Reduction Scheme (also referred to as a local Council Tax Support scheme), which is effectively now a type of Council Tax discount.

3.2 Second Homes

- 3.2.1 A second home in Council Tax terminology is a furnished property which is not one's sole/main residence.

- 3.2.2 The original Council Tax legislation prescribed that all local authorities had to give a discount of 50% for "second home" properties. However, the Local Government Act 2003 provided local authorities with the discretion to change the level of discount to less than 50%, but set a minimum discount level of 10%. The Local Government Finance Act 2012 subsequently allowed the minimum discount to be reduced to 0%.

- 3.2.3 The relevant regulations include exclusions to the local authority discretion in relation to second home properties. The main exclusion being that local authorities are not able to amend the level of discount for the second homes of people who are liable for Council Tax on this, or another property, where either property is provided by an employer (tied accommodation). This means that the Council must continue to give a 50% discount for second homes meeting this criteria. A local authority also cannot amend the 50% level of the second home discount for any dwelling that consists of a pitch occupied by a caravan, or a mooring occupied by a boat.

- 3.2.4 For each financial year since 2013/14 the City Council has decided that the second home discount should be set at 0%. It is recommended that the City Council retains the same 0% discount in 2018/19, as a decision to set a higher level of discount would reduce the Council's income.

3.3 Empty Properties

- 3.3.1 Prior to 1 April 2013, all Council Tax empty properties fell under one of the following three categories: -

- Class A Exemption

If the property was empty and subject to major repair works / structural alterations, it was exempt from Council Tax for 12 months.

- Class C Exemption

An exemption from Council Tax was granted for the first 6 months after a property became empty.

- Long-Term Empty Property Discount

This was a locally determined Council Tax discount for the period after a Class A or Class C Exemption had expired. The Council had set a 0% discount level which meant that the owners paid the full Council Tax charge.

3.3.2 The Local Government Finance Act 2012 amended the relevant legislation so that the statutory exemptions referred to above (Class A and Class C) were replaced by locally determined discounts from 1 April 2013.

3.3.3 Since the 2013/14 financial year the City Council has determined that a 0% discount should be set for:

- a) The empty property discount which replaced the Class A exemption
- b) The empty property discount that replaced the Class C exemption
- c) The empty long-term property discount

3.3.4 It is recommended that the City Council retains the same 0% discount for each of the three categories of empty property discount referred to in 3.3.3. The recommendation being based on the fact that any increase in the level of discount will reduce the Council's income.

3.4 Long Term Empty Property Premium

3.4.1 The Local Government Finance Act 2012 allows local authorities to set a Long-Term Empty Property Premium for properties that have been empty for at least 2 years. The premium is currently set at up to 50% of the normal Council Tax, which means that the overall charge is 150% of the standard Council Tax for the relevant Council Tax band. However, it was announced in the Budget on 22 November 2017 that the premium would increase to 100% of the normal Council Tax, which would mean that the overall charge could be up to 200% of the standard Council Tax for the relevant Council Tax band. Subsequently DCLG officials have highlighted a potential risk in relation to the government meeting the legislative timetable necessary for a 1 April 2018 implementation (i.e. the change may have to wait until 1 April 2019). The recommendation at 2.1 of this report has therefore been amended to "the introduction of a Long Term Empty Property Premium at the maximum percentage allowed for by the relevant current legislation".

3.4.2 The Council considers that a decision to implement the Premium aligns with the Council's current City for All agenda and the Council's aim of a fairer Council Tax system for all residents. It is therefore proposed that the Premium is introduced with effect from 1 April 2018. The implementation of the Premium (based on the new additional 100% level) should generate around £160,000 from the 138 empty properties that have currently been empty for more than 2 years. This would reduce to £80,000 if the government cannot meet the required legislative timetable.

3.5 Local Council Tax Discounts

- 3.5.1 Section 13A (I) (c) of the Local Government Act 2003 allows a local authority the discretion to create its own “local” Council Tax discounts for local situations which are not already covered by the national statutory discounts. The guidance gives the example of a local discount for properties affected by flooding.
- 3.5.2 Local discounts granted under Section 13A (I) (c) have to be fully funded by the local authority.
- 3.5.3 The Cabinet Member for Children Services has recently approved the granting of a 100% Council Tax discount for Care Leavers for a period of 3 years. This requirement will be met by applying section 13A Council Tax discounts at an overall estimated cost of £5,000 per annum.
- 3.5.4 Section 3.6 of this report relates to the Council’s localised Council Tax Reduction scheme. Prior to 1 April 2013 vulnerable claimants could ask for extra assistance over and above their Council Tax Benefit entitlement through Discretionary Housing Payments (DHPs). From 1 April 2013, DHPs are no longer available under the legislation to assist with Council Tax. It has been determined for each financial year since 2013/14 that the Head of Revenues & Benefits would be authorised to determine any individual applications from residents requiring additional assistance under the Local Discount provisions. To date in 2017/18 there have been 4 approved applications. It is recommended that the delegation to the Head of Revenues and Benefits to determine individual applications is retained for 2018/19.

3.6 Council Tax Reduction Scheme

- 3.6.1 The Local Government Finance Act 2012 replaced the Council Tax Benefit scheme with a new locally determined Council Tax Reduction Scheme (also known as a local Council Tax Support scheme) from April 2013. This is effectively now a Council Tax discount.
- 3.6.2 Each local authority is required to annually set a local Council Tax Reduction scheme for working age claimants. The government continues to operate a statutory national scheme for pensioners, which provides them with broadly the same level of Council Tax Support as they received under the previous Council Tax Benefit scheme, but has been adjusted by the government since its introduction to incorporate a number of welfare reform initiatives.
- 3.6.3 The local Council Tax Reduction scheme was initially funded through a specific central government grant set at 90% of each local authority’s Council Tax Benefit expenditure. The government funding since 2014/15 has been rolled into the government’s overall RSG settlement.
- 3.6.4 Since 2013/14, the City Council has agreed a Council Tax Reduction scheme which mirrored the previous Council Tax Benefit scheme, i.e. the City Council absorbed the government’s 10% funding cut and did not pass the cut on to the borough’s working age claimants. Technically this means that the original Council Tax Reduction Schemes (Default Scheme) Regulations are mirrored within the City Council’s local scheme, with the addition that rates used to

calculate the discount are updated each year, and War Disabled Pensions, War Widow, Pensions and Armed Forces Compensation scheme payments are disregarded in full when calculating a claimant's income.

- 3.6.5 It is recommended that the Council should retain the same Council Tax Reduction Scheme in 2018/19.
- 3.6.6 The Council has in previous years conducted two consultations on the Council's website in relation to the Council Tax Reduction scheme. The results were limited, but the vast majority of responses were positive.
- 3.6.7 There is no statutory requirement to consult residents where there is no significant change to a Council's existing scheme.

4. Council Taxbase

4.1 Background

- 4.1.1 The Council is required for Council Tax purposes to notify the preceptors and levying bodies of the Council Tax Base.
- 4.1.2 The position is that: -
 - a) the Council has to approve and notify the preceptors and levying bodies of the Council Tax Base by 31 January each year,
 - b) the appropriate figure must be calculated using the Valuation List and Council Tax records as at 30 November.

4.2 The Calculation of the Taxbase

- 4.2.1 The calculation of the Council Tax Base is by way of a statutory prescribed formula, which is set out at Appendix 1. The legislative changes relating to the new Council Tax Reduction scheme resulted in a change to the formula for 2013/14 onwards (The Local Authorities (Calculation of Council Tax Base) (England) Regulations 2012). The change being that an estimate of the number of Band D equivalents relating to the Council Tax Reduction scheme has to be deducted from the overall taxbase. This amendment means that local authority taxbases from 2013/14 onwards are significantly lower than in previous years. However, the reduction was initially compensated for by a new Council Tax Support grant, which the government calculated based on 90% of the Council's previous Council Tax Benefit expenditure. The grant has subsequently been rolled into the government's overall RSG funding.
- 4.2.2 Appendix 2 shows details of the distribution of properties by Band, and the calculated equivalent Band D properties (known as the "relevant amount") within each Band after applying the formula.

- 4.2.3 To calculate the Council Tax Base the “relevant amount” figures for each Band have been aggregated and then adjusted to take account of the estimated collection rate and Ministry of Defence properties. The estimated collection rate used in the calculation remains at the existing level of 96%.
- 4.2.4 The Council Tax Base is calculated, for the whole of the City for 2018/19, 128,833.30 equivalent Band D properties, for Montpelier Square 95.68 equivalent Band D properties and for Queens Park is 3,406.61 equivalent Band D properties.
- 4.2.5 The Tax Base calculation is based on the assumption that the recommendations in this report in relation to the level of Council Tax discounts (including the Council Tax Reduction Scheme) are approved.

5 Financial Implications

- 5.1 The 2018/19 tax base shows a growth of 1.46% when compared with the 2017/18 tax base. The growth being due to an increase in the number of Council tax properties and a reduction in the number of Council Tax Reduction Scheme claims. The growth will deliver around £758,000 in additional Council Tax income in 2018/19 for the Council. This includes around £160,000 resulting from the introduction of the Long Term Empty Property Premium, this figure will reduce by £80,000 if the government does not meet its legislative timetable for increasing the relevant Council Tax percentage.
- 5.2 The Council’s decision in 2013/14 to implement a Council Tax Reduction Scheme which mirrored the previous Council Tax Benefit Scheme, effectively meant that the Council had to absorb the government’s 10% cut in funding for the Council Reduction Scheme arrangements. However, the increased Council Tax income derived from the Council Tax discount changes implemented in 2013/14 more than covered the shortfall. This remains the case in 2018/19.
- 5.3 The Business Rate Retention scheme introduced within the Local Government Finance Act 2012 replaced the previous Formula Grant scheme from 1 April 2013. The Retention scheme Funding Baseline is not scheduled to be recalculated until the next scheme Reset, potentially in 2020. This effectively means that changes in the Council’s Tax Base will have no direct effect on the Council’s grant funding position until at least 2020, although the delay in the move to a 100% Business Rate Retention scheme may result in the Reset being further delayed.
- 5.4 On 1st October 2013 the Council made the City of Westminster (Reorganisation of Community Governance) Order 2013. This created a new parish of Queen’s Park from 1st April 2014. The Queen’s Park Community Council was elected on 22nd May 2014 and became a precepting authority. The Queen’s Park taxbase of 3,406.61 equivalent Band D properties will result

in an overall Council Tax income for the Community Council in 2018/19 (based on the existing precept level) of around £158,000, assuming that there is no change in their Band D amount. This compares with a figure of £155,200 in 2017/18.

6. Legal Implications

- 6.1 The legal implications are outlined in the body of the report. There have been no relevant changes in legislation since last year's report.

7 Ward Members Comments

- 7.1 As this report relates to all wards, no ward member consultation was required.
- 7.2 The Ward Members for Queens Park were originally consulted as part of the City of Westminster (Reorganisation of Community Governance) Order 2013.

8 Outstanding Issues

- 8.1 There are no outstanding issues.

9. Reasons for Decision

- 9.1 The taxbase decision is sought in order that the Council complies with the requirements of the Local Government Finance Act 1992.
- 9.2 The retention of the same levels of Council Tax discount, for empty properties and second homes will continue to deliver additional Council Tax income for the Council without disadvantaging any vulnerable members of the community.
- 9.3 The recommendation to allow the Head of Revenues and Benefits to continue to determine any individual local discount claims will enable assistance to be given to individual Council Taxpayers if required, especially as there is no longer the ability for taxpayers to claim Discretionary Housing Payments (DHP) in relation to their Council Tax liability. This will also provide the mechanism for granting the new Council Tax discount for Care Leavers.
- 9.4 The Council's proposed Council Tax Reduction Scheme will ensure that the government's 10% funding cut is not passed on to the borough's working age claimants.
- 9.5 The recommendation to introduce the Long Term Empty Property Premium is proposed on the basis that it aligns with the Council's City for All agenda and helps meet the Council's aim of a fairer Council Tax system for all residents.

10. Background Papers

10.1 There are no additional background papers.

IF YOU HAVE ANY QUESTIONS ABOUT THIS REPORT PLEASE CONTACT
MARTIN HINCKLEY, HEAD OF REVENUES & BENEFITS, ON EXTENSION 2611
OR BY E-MAIL mhinckley@westminster.gov.uk

Appendix 1 - Taxbase Formula

Appendix 2 - Taxbase Calculations for 2018/19

APPENDIX 1.

Formula for calculating the Council Tax Base.

For 2018 / 2019 the “relevant amount” for each band is to be calculated in accordance with the formula:

$$((H - Q + E + J) - Z) \times F / G$$

where :

H is the number of chargeable dwellings on the list on the relevant day, (30 November 2017) less an estimate of the number which are exempt.

For these purposes the authority is to take account of any alterations to the list which were shown as having effect on that day, or of any alterations which, though not shown on the list, the authority has been informed of by the Listing officer and had effect on that day. The authority is also to take account of the effect of the regulations under section 13 of the 1992 Act (“disabled reductions”), treating a dwelling as being in the band in respect of which the reduced amount is calculated.

Q is a factor to take account of the discounts to which the amount of council tax payable was subject on the relevant day based on the relevant discount percentage(s).

E is an adjustment to reflect any Council Tax Premium for long term empty properties.

J is an adjustment (positive or negative) in respect of changes in the number of chargeable dwellings or discounts or premiums during the period from the relevant day (i.e. 30 November 2017) to 31 March 2019 calculated as the difference between:

- (i) an estimate of the number of full year equivalent chargeable dwellings not on the list on the relevant day (30 November 2017) but which will be listed in that band for the whole or part of the year, plus
- (ii) an estimate of discounts which are estimated to be applicable on the relevant day, but which will not be applicable for the whole or part of the year, expressed as a full year equivalent number, based on the relevant discount percentage(s).
- (iii) an estimate of the aggregate of the number of chargeable dwellings which are on the list on the relevant day, but which will not be during the year, or part of the year, and the number which are not exempt on the relevant day, but which will be during the year or part of the year, plus
- (iv) the authority’s estimate of the number of discounts, other than those in the formula above, to which Council Tax dwellings calculated for item (H) in the formula above, will be subject for the whole or part year (based on the relevant discount percentage (s)).

Z is the total amount that the authority estimates will be applied pursuant to the authority's council tax reduction scheme in relation to the band, expressed as an equivalent number of chargeable dwellings in that band.

F is the amount of Council Tax payable in respect of dwellings situated in the same billing authority's area (or the same part of such an area) and listed in different valuation bands in the following proportions :-

5 : 6 : 7 : 8 : 9 : 11 : 13 : 15 : 18

where 5 is for band A (Disabled), 6 is for band A, 7 is for band B etc.

G is the number applicable to band D (i.e. 9).

Full Year Equivalent.

Where an authority estimates that discounts / exemptions etc. will apply for only part of the year, or that the dwelling will only be banded for part of the year, the full year equivalent must be calculated for the purposes of the above formula. This will be the number of days for which the dwelling is banded / exempt etc. divided by the number of days in the year.

Appeals.

For the purpose of calculating the Tax Base an authority may estimate the number of appeals against banding that may have an effect on the number of properties within each band.

Council Tax Base.

In order to calculate the Council Tax Base, the "relevant amount" for each band is aggregated and the sum multiplied by the Council's estimated collection rate. An adjustment is made to this figure in respect of MOD property in the area.

MOD Adjustment.

This adjustment is an amount, estimated to be equivalent to the number of Band D dwellings, in respect of where a contribution in lieu of Council Tax is to be made by the Ministry of Defence for Class O (exempt) dwellings.

APPENDIX 2.

TAXBASE FOR THE WHOLE CITY.

DISTRIBUTION OF PROPERTIES BY BAND AS AT 30.11.17 FOR THE WHOLE CITY.	EQUIVALENT BAND "D" PROPERTIES FOR EACH AFTER APPLYING THE FORMULA $((H - Q + E + J) - Z) \times F / G$
BAND A : 1,730	BAND A : 963.67
BAND B : 6,668	BAND B : 4,192.61
BAND C : 15,945	BAND C : 12,106.44
BAND D : 22,796	BAND D : 19,904.75
BAND E : 22,972	BAND E : 24,619.83
BAND F : 17,635	BAND F : 22,515.64
BAND G : 22,788	BAND G : 34,218.75
BAND H : 15,522	BAND H : 29,276.50
Total : 126,056	Total : 147,798.19

Less Z - = 133,727.81
X Collection Rate (96%) = 128,378.70
Plus MOD Adjustment + 454.60

1 TAXBASE = 128,833.30

APPENDIX 2.

TAXBASE FOR THE WHOLE CITY LESS MONTPELIER SQUARE.

DISTRIBUTION OF PROPERTIES BY BAND AS AT 30.11.17 FOR THE WHOLE CITY.	EQUIVALENT BAND "D" PROPERTIES FOR EACH AFTER APPLYING THE FORMULA $((H - Q + E + J) - Z) \times F / G$
BAND A : 1,730	BAND A : 963.67
BAND B : 6,668	BAND B : 4,192.61
BAND C : 15,945	BAND C : 12,106.44
BAND D : 22,795	BAND D : 19,903.75
BAND E : 22,972	BAND E : 24,619.83
BAND F : 17,635	BAND F : 22,515.64
BAND G : 22,785	BAND G : 34,214.58
BAND H : 15,474	BAND H : 29,182.00
Total : 126,004	Total : 147,698.52

Less Z - =133,628.14
X Collection Rate (96%) = 128,283.02
Plus MOD Adjustment + 454.60

2 TAXBASE = 128,737.62

APPENDIX 2.

TAXBASE FOR MONTPELIER SQUARE ONLY.

DISTRIBUTION OF PROPERTIES BY BAND AS AT 30.11.17 FOR THE WHOLE CITY.	EQUIVALENT BAND "D" PROPERTIES FOR EACH AFTER APPLYING THE FORMULA $((H - Q + E + J) - Z) \times F / G$
BAND A : 0	BAND A : 0
BAND B : 0	BAND B : 0
BAND C : 0	BAND C : 0
BAND D : 1	BAND D : 1
BAND E : 0	BAND E : 0
BAND F : 0	BAND F : 0
BAND G : 3	BAND G : 4.17
BAND H : 48	BAND H : 94.5
Total : 52	Total : 99.67

Less Z = - 0
Plus MOD Adjustment = + 0
X Collection Rate (96%) = 95.68

3 TAXBASE = 95.68

APPENDIX 2.

TAXBASE FOR QUEENS PARK COMMUNITY COUNCIL.

DISTRIBUTION OF PROPERTIES BY BAND AS AT 30.11.17 FOR QUEENS PARK PARISH.	EQUIVALENT BAND "D" PROPERTIES FOR EACH AFTER APPLYING THE FORMULA $((H - Q + E + J) - Z) \times F / G$
BAND A : 60	BAND A : 30.83
BAND B : 262	BAND B : 174.03
BAND C : 807	BAND C : 615.33
BAND D : 1,944	BAND D : 1,720.75
BAND E : 1,885	BAND E : 2,098.56
BAND F : 218	BAND F : 293.58
BAND G : 27	BAND G : 39.17
BAND H : 3	BAND H : 6
Total : 5,206	Total : 4,978.25

Less Z = 3,548.55
X Collection Rate (96%) = 3,406.61
Plus MOD Adjustment + 0

4 TAXBASE = 3,406.61



Cabinet Member Report (Part A)

Date:	6th November 2017
Classification:	For Publication
Title:	Managed Services for HR, Payroll and Finance
Wards Affected:	N/A
Key Decision:	Yes
Financial Summary:	Financial implications are set out in the confidential Part B report
Report of:	Bi-Borough Director of Corporate Services

1. Executive Summary

- 1.1 This report to Cabinet summarises the steps that have been taken over the past six months to identify an organisation capable of providing a managed HR, Payroll and Finance service to replace that currently delivered by BT.
- 1.2 A rigorous process of developing criteria for any replacement for the BT service, identifying organisations and reviewing them against the criteria in close collaboration with stakeholders and Deloitte has led to the identification of the Hampshire Partnership as the preferred option. The Hampshire Partnership is an unincorporated public to public partnership which new partners join through a sovereign deed of accession. It has already developed an outline business case setting out the basis of an offer for WCC to join.
- 1.3 The Hampshire Partnership offers a tried and tested integrated HR and Finance solution currently serving Hampshire County Council, Hampshire Constabulary, Hampshire Fire and Rescue Services and Oxfordshire County Council. It is based on a SAP platform, which is a market leading product proven in the local authority environment. Hampshire does not provide all the services required by the Council, therefore, there will be a need for the procurement and development of the necessary systems, services and interfaces. Details of the additional systems and services are included in the confidential Part B report together with the cost of the core services available through the Hampshire Partnership.
- 1.4 If the recommendation to accept the offer to join the partnership is approved, then implementation will take place over nine months with a further month of post live support. Hampshire has a track record of successfully on-boarding new partners to tightly controlled plans.

- 1.5 Subject to Cabinet approval, although they would be managed as separate projects leading to the on-boarding of both councils as separate entities, WCC will be collaborating closely with RBKC in the implementation of a similar set of services taking fully into account the requirement to support Bi-Borough and Tri-Borough working where appropriate.

2. Recommendations

- a. That approval be given for WCC to accept the offer to join the Hampshire Partnership as an Operational Partner through a sovereign deed of accession;
- b. That the Bi-borough Director of Corporate Services, in consultation with the City Treasurer, Director of People Services and the Cabinet Member for Finance, Property & Corporate Services, be authorised to approve and enter into the agreements and to take such other actions as are necessary to implement the decision recommended at paragraph 2.(a) and to terminate the contract with BT;
- c. That the procurement of additional services and systems to supplement the Hampshire solution be delegated to the Bi-Borough Director of Corporate Services in consultation with the City Treasurer and the Director of People Services for their respective areas and the Cabinet Member for Finance, Property & Corporate Services, subject to this being achieved within the cost envelope specified in the confidential Part B report;
- d. Deloitte be appointed as the primary implementation partner; and
- e. That the Bi-borough Director of Corporate Services, in consultation with the City Treasurer, the Director of People Services and the Cabinet Member for Finance, Property & Corporate Services, be authorised to procure additional implementation support from Deloitte and/or others for a total cost not exceeding that specified in the confidential Part B report.

3. Reasons for Decision

- 3.1 WCC and RBKC have agreed that they will not seek to extend the managed services contract beyond its end date of May 2019.

4. Background including Policy Context

Selection of the Hampshire Partnership as the preferred option¹

- 4.1 It had become clear by the end of 2016 that BT was unlikely to be able to deliver a managed service that would meet the requirements of WCC and RBKC. The councils, therefore, began seeking the most economically advantageous replacement solution through a robust process which would ensure alignment with their strategic objectives and business needs and provide a seamless transition to a new organisation from BT.

¹ A detailed account of the process leading to the identification of the Hampshire Partnership as the preferred option was provided in a Cabinet briefing for a meeting held on 11th September.

- 4.2 Initial criteria against which potential replacement solutions would be benchmarked were identified and a variety of options to identify a compliant way forward were explored. These included a full OJEU procurement, the use of framework agreements, public to public partnerships and the purchase of a platform and systems integrator with the options of using either the back office services of a service provider or delivery of the back office services in-house.
- 4.3 Deloitte was subsequently appointed following a competitive procurement to support the steering group established by the Bi-Borough Director of Corporate Services to take forward the identification of a replacement solution. Using their expertise in shared services provision and knowledge of the market, a long list of 12 potential organisations was identified.
- 4.4 a number of these organisations were invited to respond to a detailed scoping document and subjected to a rigorous review against 20 criteria developed from those originally identified.
- 4.5 During the summer further due diligence was undertaken with the two remaining organisations including site visits to their operations and reference conversations with their existing customers.
- 4.6 At a meeting with the Chief Executives of both WCC and RBKC on 15th August 2017 which included the former director of Finance for RBKC, the City Treasurer for WCC, the Director of HR for RBKC and the Director of People Services for WCC the decision was taken that out of the two remaining organisations the councils should work with Hampshire County Council to develop an outline business case for both councils to be offered an opportunity to join the Hampshire Partnership.
- 4.7 Since this decision there has been an intensive process of due diligence involving the former director of Finance for RBKC, the City Treasurer for WCC, the Director of HR for RBKC and the Director of People Services for WCC, as well as key members of their teams. The due diligence involved: process workshops; site visits; sponsor and programme lead meetings; discussions on the legal status of the partnership; the requirements not met through the partnership; WCC's target operating model; and information sharing. The due diligence also included discussions with the Finance Director and HR Director of Oxfordshire County Council who were on-boarded in 2015. They confirmed that they are happy with the service provided by the IBC and that, if they had the choice again, they would definitely choose to join the Hampshire Partnership.

Overview of the Hampshire Partnership

- 4.8 The Hampshire Partnership is legally underpinned by an Unincorporated Public/Public Partnership. This enables each public body to jointly deliver and share the benefits of shared services between themselves. In establishing the original arrangement legal counsel's opinion was sought in March 2012 and October 2012 which supported the proposed legal model as meeting the needs for joint working and confirmed that the Public Contract Regulations would not be engaged. Additionally WCC has obtained its own counsel's opinion on this point.

A key advantage flowing from this is that joining the partnership would be a perpetual arrangement (subject to giving 13 months' notice in February of any given year) offering the possibility of longer term cost savings.

- 4.9 The Partnership went live in 2014 with three founding strategic partners (Hampshire County Council, Hampshire Fire and Rescue Service and Hampshire Constabulary). Oxfordshire County Council joined the Partnership as an Operational Partner going live in July 2015 Hampshire's intention continues to be to expand the partnership to other like-minded public sector organisations to continue to share the benefits and strategic outcomes for all partners over time. This seeks to maximise the retention of skills, capacity and resources in a public owned operating model that understands and meets the challenges of the public sector environment.
- 4.10 Operating currently across four large public sector organisations including over 700 local authority maintained schools, the partnership achieves significant strategic benefits from its size and scale by sharing resources, costs and capacity. Some of the key metrics which show the scale at which the Partnership is operating are detailed in the confidential Part B report.

Governance arrangements

- 4.11 All partners are subject to a partnership agreement which sets out governance arrangements and how partners will proportionately share costs, benefits and liabilities of the joint services. WCC's costs for the services provided by the Hampshire Partnership are included in the confidential Part B report.

New partners joining as Operational Partners do not buy or own a share of partnership assets, infrastructure or employ partnership staff.

- 4.12 Overall the governance of the partnership is split into two distinct parts:
- The strategic governance, oversight and direction of the partnership; and
 - Business as usual operational governance.

All partners are engaged in taking forward the strategic governance and oversight of the partnership through their membership of either the Strategic Direction Board or the Operational Forum. A diagram setting out the relationship between the various governance forums is given at Appendix 1.

- 4.13 The Strategic Direction Board (SDB) is made up of the three founding strategic partners and the chair and vice chair of the Integrated Business Centre (IBC) Leadership Board. The SDB is responsible for agreeing the annual service plan and budget, overall working arrangements and agreeing any amendments to Service Area Accession Agreements.
- 4.14 The Operational Forum is split into two parts: an IBC Leadership Board and a Partnership Leadership Board. The IBC Leadership Board is focussed specifically on the IBC and all the Operational Partners (of which WCC would be one) are represented on this. It acts as a consultation and advisory body, shaping and influencing the work of the IBC Partnership. It comments at draft stage on the annual service plan and budget and provides on-going advice to and scrutiny of the Director of Corporate Services in relation to the delivery of the plan within budget. The Chair of the IBC Leadership Board is elected by a simple majority

and must be from an Operational Partner. In view of the growth of the Partnership the decision has also been taken to elect a Vice Chair who must also be from an Operational Partner. Chair and Vice Chair serve for a maximum term of one year.

- 4.15 The Partnership Leadership Board consists in the founding strategic partners and is focussed on the wider partnership in place with those partners.
- 4.16 Business as usual operational governance is managed through Operational Performance Groups chaired by each partner's Operational Forum Representative/IBC Leadership Board Representative or an accountable senior user. Operational Performance Groups meet quarterly with a formal performance review every six months using intelligence from performance metrics and customer and service users' insight to focus on partner organisational compliance and business adoption and Shared Services operational performance. This, therefore, provides the primary forum through which to monitor performance against Key Performance Indicators and overall service quality.
- 4.17 A Shared Services Board sits above the Operational Performance Groups to consider requests for service developments and prioritisation at partnership level, making recommendations to the Operational Forum/IBC Leadership Board where appropriate.
- 4.18 Customer and service user insight is provided through user group pools selected by Operational Partners to provide feedback to the Operational Performance Groups on opportunities for improvement. The user group pools may also be engaged directly by the Shared Services team as part of a collaborative approach to designing, developing and testing future service developments.
- 4.19 Day to day operations are managed through defined touch points in each organisation. Currently this consists primarily in partners and Service Directors who can take decisions and give instruction to the IBC in their capacity as the "employer" or the accountable financial representative.
- 4.20 There is no client side function envisaged by the Hampshire Partnership because its model is built around replicating the working relationships of an in-house service arrangement (i.e. IBC Finance to Retained Finance and IBC HR to Retained HR) with overall performance and service quality reviewed at the Operational Performance Group. However, the final decision as to whether to maintain a function to oversee the service is the decision of each individual council.

Services provided to the Council

- 4.21 The Hampshire Partnership service is based on a single instance of a SAP platform, which is recognised as a market leading product proven in the local authority environment, hosted in the partnership's data centre in Winchester². WCC will be a separate entity within this environment and for the greater part user access will be through a web browser. For a small number of specialist users in Corporate Finance access will also be possible through a desktop client.

² The Hampshire systems and data are replicated and backed up in real time to a sister site in Dorset through a reciprocal arrangement with Dorset County Council. This enables recovery of systems and data to a point in time. A business continuity walk through exercise is performed on an annual basis by both IT teams and the IBC to identify any new risks or issues and opportunities for improvement.

- 4.22 The core services that will be provided through the proposed operating model are detailed in the confidential part B report.

It is understood by the Hampshire Partnership that the operating model must be able to support those services which are provided on a Bi-Borough and Tri-Borough basis. The Council's preferred way of working for these services is to enable multiple employees and managers to transact across more than just their sovereign employing borough. Significant further discussion of this requirement is still needed, although the Hampshire Partnership anticipates that there are a range of options which could be deployed to meet the preferred way of working for Bi-Borough and Tri-Borough services. Ideally this will be achieved without the need for individuals to have more than one log on. It may, however, not be possible to deliver the design solution for this within the current on-boarding time and cost envelope, in which case Bi and Tri-borough users may require multiple log ons.

Services provided to schools

- 4.23 Transactional services for Finance, HR and Payroll will also be delivered to WCC maintained/voluntary-aided/voluntary-controlled schools under the proposed operating model. Twelve schools employing a total of 446 employees may fall within this proposed arrangement

The finance services that will be provided for schools are detailed in the confidential Part B report.

The HR and payroll services that will be provided for schools are detailed in the confidential Part B report.

Services not provided to the Council

- 4.24 The services not included for finance are detailed in the confidential Part B report.
- 4.25 The services not included for HR are detailed in the confidential Part B report.
- 4.26 The Hampshire Partnership solution does not fully align with the services provided by BT under the current contract. The services which it does not include are detailed in the confidential Part B report. These services will need to be scoped, procured and delivered separately and the responsibility for the completion of these activities will rest with WCC. Both councils are working with Deloitte to find suitable solutions and appropriate estimates for the costs of implementing and running the necessary services have been included in Section 5. Where possible the councils will seek to work together to develop a common solution that, as much as possible, leverages existing investments.

Income Management is not provided by Hampshire because neither they nor Oxfordshire, as County Councils, have sufficient income streams to require an automated solution because income is predominantly collected by the district councils. As part of the due diligence discussions Hampshire did suggest that they could consider building and providing a solution but, both RBKC and WCC felt that, because this was so important, they would prefer to procure, implement and run the solution in house themselves.

Middleware and transformation (interfaces) are unique to each party using the SAP system and for that reason both councils will need to develop their own solution but will seek to use a common system.

Whilst a learning and development, and performance management system are not currently provided by Hampshire, because both councils, together with LBHF, will require one, this may be something which Hampshire will develop for the councils and then potentially offer to the existing partners.

Service Performance Measures

- 4.27 The IBC is already operating successfully at scale and delivering against a full suite of Key Performance Indicators. Performance reports are provided to each partner quarterly and are reviewed by the Operational Forum every six months (see paragraph 4.16). The performance reporting packs include measures of partner behaviour (e.g. POs not being established, approvers not taking timely action and late or missing notifications/claims), IBC performance (e.g. invoices paid within 30 days, month end suspense account clearance/reconciliation, payroll overpayments and response rates) as well as key issues and proposed actions.

Implementation

- 4.28 An important factor in the selection of the Hampshire Partnership was its well-established model for implementation and governance and track record of successfully on-boarding new partners to tightly controlled plans.
- 4.29 Following a decision by WCC to join the partnership there will be a mobilisation phase during which the relevant contractual documentation including WCC being admitted to the partnership through a sovereign accession agreement, setting roles and responsibilities during the on-boarding period and the financial commitments as set out in the confidential Part B, will be completed.
- 4.30 The implementation programme will last for 10 months and will consist in five phases:
- Design validation;
 - Build;
 - Test;
 - Deploy; and
 - Post-live support.
- 4.31 The design and validation phase will be completed in just under three months. At the end of this phase there will be clarity about how WCC will transition its services to the Hampshire Partnership; a shared vision for culture; confirmation of the changes required by WCC in order to adopt the IBC's services; functional specifications for reporting and interfaces; and a clear approach to data migration and system integration.
- 4.32 The build phase will also be completed in just under three months. At the end of this phase the systems will have been built and configured in readiness for testing and WCC's income management solution and middleware (software that makes it possible for systems to communicate with each other and is about integration of WCC line of business systems with the Hampshire solution) will be available and ready to test. At

the end of this phase the development of joint culture values and a training plan will also be complete.

- 4.34 Testing will be completed in three months and will cover systems integration testing, user acceptance testing and payroll parallel runs. This phase will also see the completion of the recruitment and training of the required number of staff to support the delivery of the increased volumes of work at the IBC and the agreement of all transfers (TUPE) and exits consequential on the move to a new host employing organisation. The organisation structure for the new operating model will also have been agreed and an assessment made of the partnership's readiness for go-live.
- 4.35 Deployment will be completed in one month and will be followed by a further month of post-live support.
- 4.36 Project governance will be through the Hampshire On-Boarding Project Delivery Board for WCC and a Bi-Borough Officer Board. The Hampshire On-Boarding Project Delivery Board will be chaired by Hampshire County Council's Director of Corporate Resources and will include WCC members of the Bi-Borough Officer Board (including the Bi-Borough Director of Corporate Services and the Finance and HR Leads) and a Deloitte Engagement Partner. The Bi-borough Officer Board is chaired by the Bi-Borough Director of Corporate Services and includes Finance, HR, Procurement and ICT Directors from both WCC and RBKC.
- 4.37 The move to Hampshire/SAP from BT/Agresso will require considerable effort by the Council, in terms of supporting the migration, designing and embedding new processes, training colleagues and delivering the necessary behaviour change. This change management activity will be resource intensive and may require prioritisation over other currently planned activity and/or the recruitment of additional staff.

Support from Deloitte

- 4.38 Since April 2017 Deloitte has been supporting WCC and RBKC in identifying a preferred option for the replacement of the managed services solution when the contract with BT is terminated.

The appointment of Deloitte was through a competitive procurement, run by WCC Procurement Services, in which Deloitte provided both the best proposition in terms of capability and understanding of our requirements and the lowest cost.

We are continuing to work with Deloitte on:

- Completing the business case for the Hampshire Partnership – final comments and clarification from stakeholders;
- Agreeing the managed service scope that remains to be delivered – the services not delivered by the Hampshire Partnership; and
- Supporting the mobilisation activities needed to ensure that the councils are fully prepared for the start of the main implementation project in January 2018 and confirming the roles that Deloitte will fulfil.

This work will continue until December after which Deloitte will work with both the Council and Hampshire as the primary implementation partner.

Hampshire has specified in its outline business case that taking forward the implementation plan is conditional on Deloitte being represented on the project delivery board and filling a set of defined project roles (Delivery Project Manager, HR Delivery Lead, Finance and Procurement Delivery Lead, Business Deployment Lead and Technical Delivery Lead).

The Deloitte Partner on WCC's On-Boarding Project Delivery Board will be responsible for oversight of the delivery of Deloitte's services on the project and will provide experience of previous Hampshire IBC on-boarding projects to support the governance process.

5. Financial Implications

5.1 These are set out in the confidential Part B report.

6. Legal Implications

6.1 These are set out in the confidential Part B report.

7. ICT Implications

7.1 These are set out in the confidential Part B report.

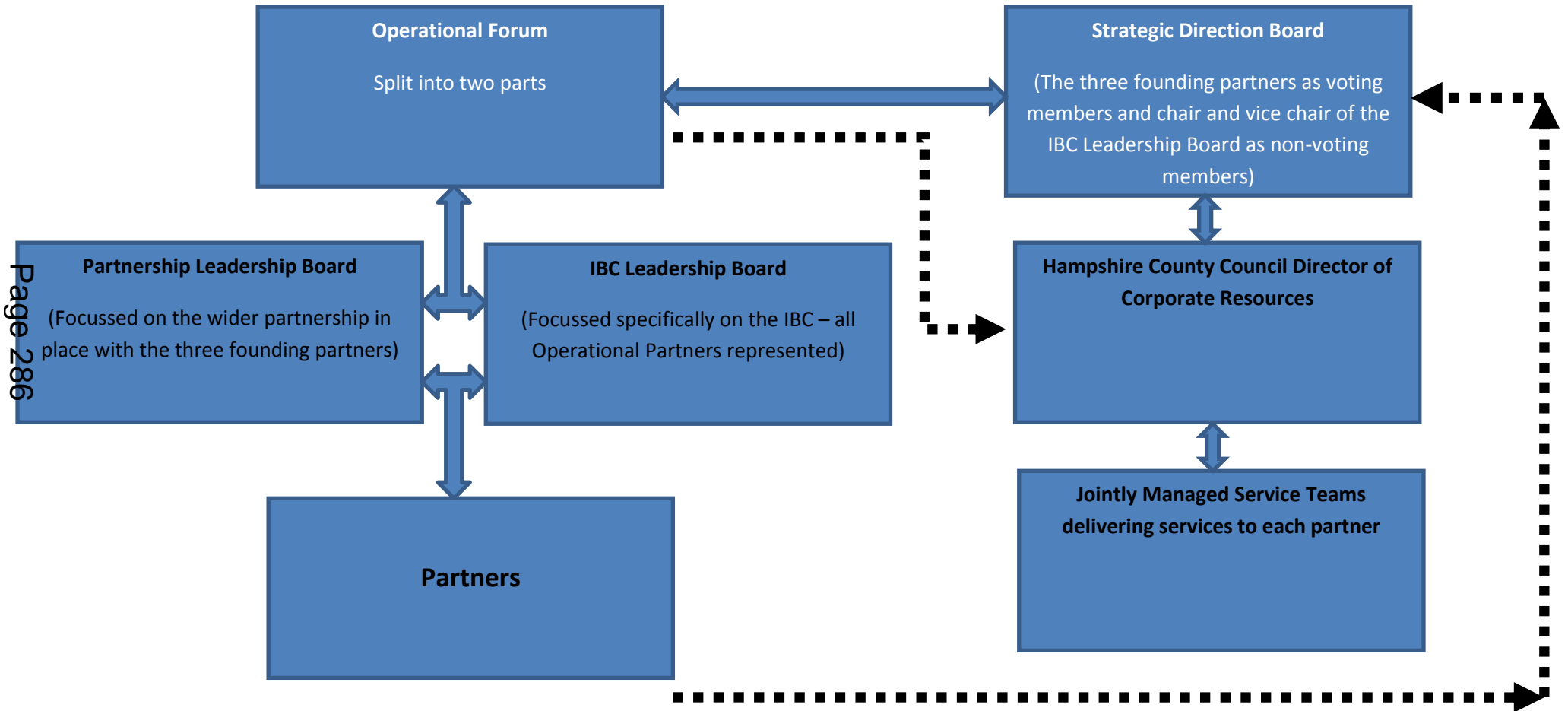
8. Staffing Implications

8.1 These are set out in the confidential Part B report.

If you have any queries about this Report or wish to inspect any of the Background Papers please contact: John Quinn, Jeremy Beresford or George Lepine

BACKGROUND PAPERS: NONE

Appendix 1: Governance, oversight and direction of the Partnership



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