

<b>Committee:</b> Overview and Scrutiny	<b>Date:</b> 3 April 2007	<b>Classification:</b> Unrestricted	<b>Report No:</b>	<b>Agenda Item:</b> 7.1
<b>Report of:</b> Corporate Director, Development and Renewal  <b>Originating officer(s)</b> Emma Peters		<b>Title:</b> Proposed Ocean Regeneration Trust - Community Facilities  <b>Wards Affected:</b> St Dunstan's & Stepney Green; Mile End & Globe Town		

## 1. **SUMMARY**

- 1.1 This report is supplementary to the Cabinet Report on the future of Ocean (7March 2007 & 4 April 2007) and sets out the way in which community facilities and services will be affected by the proposed building programme to achieve transformational change on the Ocean Estate by the proposed new Ocean Regeneration Trust; and the proposals for the reprovision of new facilities in the longer term and improved accommodation for affected services in the short term.

## 2. **RECOMMENDATIONS**

Overview and Scrutiny is recommended to:

- 2.1 Note the contents of the report, and provide comments and suggestions on the proposals for replacing community facilities affected by redevelopment of the estate,
- 2.2 Refer suggestions back to Cabinet on 4 April 2007 for consideration.

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### Local Government Act, 2000 (Section 97) List of "Background Papers" used in the preparation of this report

Brief description of "back ground papers"

Ocean New Deal for Communities  
Cabinet Report 7 March 2007.

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### **3. BACKGROUND**

- 3.1 The no vote in September 2006 on the proposed transfer of housing stock at Ocean Estate resulted in the loss of a redevelopment programme by Sanctuary Housing incorporating £190 million of investment. Moreover the ballot result left the Ocean NDC programme with no spending programme for housing (£17.4 million) and community facilities (£1.8 million). The Government's Department for Communities and Local Government (CLG) therefore undertook a rapid review of the Ocean NDC programme.
- 3.2 Following that review, the monies for both housing and community facilities are being held in abeyance by CLG and the Council has been tasked with identifying a new programme of transformational change on the estate, to deliver comprehensive physical regeneration and not just Decent Homes. If the Council can identify such a programme then CLG will consider releasing the funding allocated through NDC, ringfenced for this transformational change.
- 3.3 The proposals for achieving transformation change are set out in the Cabinet report of 7 March 2007 (Ocean New Deal for Communities), which is appended to this report. At the Cabinet meeting on 7 March, concern was expressed about the future of existing community facilities on sites affected by the proposed programme of transformational change, and the matter was referred to Overview and Scrutiny, with a request for more information to be available for discussion by members of Overview and Scrutiny.

### **4. EXISTING COMMUNITY FACILITIES/SERVICES**

- 4.1 Currently, community facilities in and around Ocean Estate are as follows:
- Haileybury Youth Centre
  - Dame Colet House (currently closed)
  - Lifra Hall (Limehouse Project)
  - Arbour Youth Centre
  - Ocean Tenants & Leaseholders Association
  - Shahjalal Community Centre
  - One O'clock Club
  - Whitehorse Adventure Play Ground
  - Ocean Children's Centre
  - Ragged School Museum
  - Emmot Lodge
  - Latimer Church (hall)
  - Stepping Stones Farm
- 4.2 In July 2004 CSC Consultants undertook a comprehensive review of the community facilities in the Ocean NDC area. Fourteen organisations were included in this review, which concluded that:

- The condition of premises was very poor
- The buildings were inefficient and not fit for purpose
- Many lacked accessibility
- There was a mix of well and less-well organised groups
- There was a strong reliance on NDC funding and lack of funding from other sources
- There were gaps in day-care for under 5s, workspace, health, elderly services and halls
- There was duplication of advice and children's services

4.3 Based on the recommendations of the review, Ocean NDC and Sanctuary Housing Association developed a community facilities strategy as part of the housing stock transfer offer to residents. This strategy envisaged development of a network of five new and improved community facilities, as set out below:

Sanctuary's contribution:

- A replacement facility for the Ocean Tenants and Leaseholders' Association
- A new purpose built community centre

NDC's contribution:

- Refurbishment of the Arbour Youth Centre
- Development of the Shahjalal Community Centre

Others:

- New community facility within the Harford Street Gasworks site development by Bellway Homes and East Thames Housing

4.4 The delivery of this strategy was to be funded through the Sanctuary contribution of £3 million and Ocean NDC contribution of £1.8 million. The Harford Street development is being funded separately by Bellway Homes and East Thames Housing, and is still on schedule for completion in March 2008.

4.5 Other than the provision at Harford Street, the overall strategy for community facilities is no longer viable. The Sanctuary contribution has been lost as a result of the No vote, and, further to the instruction from CLG, the NDC contribution needs rethinking in the context of the remaining viable regeneration plans for the estate.

4.6 Proposals for future community facilities to secure sustainable use and to ensure long term benefits to the local community need to be assessed against a set of robust criteria, including assessment of:

- current and future needs in the area
  - availability of capital funding for community facilities
  - planning and development constraints on sites/buildings
  - additionality to existing/planned developments (to avoid duplication)
  - long-term sustainability and revenue funding
  - aspirations for community based ownership
- 4.7 A key consideration is that viable plans for transformation of the Estate require that a number of development sites be identified, placed at nil consideration into the Ocean NDC Trust, where new mixed tenure homes can be built and where the homes for sale can be used to generate sufficient capital receipts to provide most of the necessary cross subsidy to refurbish the majority of homes on the estate to a high standard. This self generated cross subsidy via the receipts from the sale of homes on a limited number of sites is the only source of funding available that does not involve transfer of the homes on Ocean to an RSL.
- 4.8 Work on a viable housing regeneration programme has identified five feeder sites in the vicinity of Ocean. Several of them directly affect community facilities, as follows:
- Haileybury Youth Centre
  - LIFRA Hall (currently housing Limehouse Project, with facilities including creche, community hall and local ward councillors' surgery accommodation)
  - Dame Colet House (closed since Sep 2003)
- 4.9 In addition, Urban Block E is proposed for redevelopment via the community trust model. The proposed redevelopment of Urban Block E will affect the Ocean Women's Centre, which operates from a small converted council flat. If redevelopment via the Community trust model can be further extended to incorporate Urban Block F, then Stepney Medical Centre (currently leased by PCT, who will vacate it in March 2008) will also be required. However, the Ocean Tenants and Leaseholders Association's accommodation is no longer affected.
- 4.10 The priorities for relocation/reprovision are therefore the Youth Facility, the Limehouse Project, the Ocean Women's project and the vacant, but locally valued, space at Dame Colet House. Other facilities, including refurbishment of Arbour Youth Centre, the Shahjalal Community Centre and the Ocean Tenants and Leaseholders Association's building may be affordable in the long term, subject to the detailed development of regeneration proposals by the proposed Ocean Regeneration Trust.

## **5. MEETING FUTURE NEEDS**

5.1 Community facilities will form an integral part of the transformational change being proposed on Ocean. The Council and the Ocean NDC are committed to providing new and improved community facilities as part of the regeneration programme.

5.2 Although further consultation will need to be carried out to fully assess the needs of residents in future, a clear picture is beginning to emerge of local needs from the consultation carried out in the past 18 months. Critical needs identified include services for:

- Young people (particularly the 11 – 25 age group) - in a recent survey, over 60% of residents said that the existing youth centres had inadequate opening hours and services and that teenagers, in particular, lacked places to go with high quality activities
- The elderly - there is currently no good quality dedicated public facility to meet the growing needs of the elderly
- Language (ESOL) and progression route support, particularly for women - although there is ESOL provisions at present, it does not fully meet the growing demand
- A multi use facility - where residents from all sections of the community can feel welcome. While there is need for some centres and services dedicated to particular sections or ages within the community, there is currently no centre where all sections of the community can benefit from integrated community services of a high standard.

5.3 In particular, urgent discussions are taking place with the organisations that will be directly affected if the comprehensive regeneration scheme is to take place - the Youth Service, the Limehouse Project and the Ocean Women's Centre.

5.4 Discussions with residents and ward members have also highlighted a strong desire to safeguard the legacy of the Dame Colet House facility. Despite being closed since September 2003 and its current dilapidation, the building continues to represent a strong historic significance for many residents. It is evident that redevelopment of this facility should include new community provision to meet the needs of local people.

## **6. SHORT TERM AND PERMANENT PROVISION – PROPOSALS**

6.1 In the light of issues set out in sections 4 and 5 above, the following proposals have been developed for service relocation and development of new community facilities (subject to more detailed consultation with users and residents):

Existing/planned facility	Proposals for re-provision
<p>Haileybury Centre</p> <p>1,744 m2</p>	<p>The Council's Youth Service considers that existing facilities are not adequate to provide the standard of youth service for the 11 to 25 age group, and that the poor quality of the building at Haileybury is a contributory factor so the facility should be replaced. Moreover, the Council's Children's Service would like to strengthen the links between the youth service provision and Stepney Green school in order to improve the youth offer for young people.</p> <p>In the short term, it is proposed to relocate the youth provision the vacant caretaker's building at Stepney Green School. In the longer term, there are two alternative options for developing better youth facilities, which would need further detailed consideration and consultation.</p> <p>The first is that a stand alone Youth Facility could be built into the BSF programme for this school, which would then benefit from the continued links with the school and especially the new sports facilities planned as part of the BSF programme.</p> <p>An alternative is to redevelop a youth facility on the current site, alongside a reprovided Dame Colet House (see below). This option is much more costly because of the opportunity cost (the site is needed if a significant number of new affordable homes are to be built to tackle need on the estate) and because the build costs of developing a fully sound proofed youth facility will be greater.</p> <p>The advantages and disadvantages of these longer term options – and others which may present themselves during consultation – will need to be more fully explored.</p>
<p>Dame Colet House (currently not in use)</p> <p>1,128 m2</p>	<p>Either as part of the proposals above, or separately, redevelopment of the Dame Colet House as a high quality new flagship community facility (in its existing location) could be achieved, incorporated into redevelopment along with mixed tenure housing development. Any new community facility on the site will be called Dame Colet House thereby continuing the legacy of the current building. A range of community services can be provided from a new facility on the existing site to meet outstanding needs as set out in paragraph 5.2 above, including the elderly, but full community consultation will be undertaken before making the final decision.</p>
<p>LIFRA Hall</p> <p>1,364 m2</p>	<p>Redevelopment of LIFRA Hall for housing is important because, as with the Haileybury/Dame Colet site above, the site generates a significant amount of the new affordable homes proposed for the estate, plus the cross subsidy for Council housing refurbishment, but a pre-requisite would be the relocation elsewhere of all services (e.g. Limehouse Project's advice &amp; guidance) and other facilities within the building such as the hall, crèche and premises</p>

	for councillor surgery. The Council has agreed a short-term lease with Limehouse Project for the management of LIFRA Hall, who have expressed a strong interest in relocating to the redeveloped Dame Colet House facility along with other services that may be required following community consultation (see above). This will allow for the LIFRA site, once vacated, to be redeveloped for social housing.
Enterprise & Employment Hub (planned to be located in the new Harford Street community facility, currently under construction)  2,648 m2	The employment, enterprise and training project of the Ocean NDC (or its successor body), City Gateway and Job Centre Plus will jointly provide comprehensive enterprise and employment support services including managed workspace and job brokerage within the new Harford Street community facility, which is currently under construction. The whole Hub will be managed by City Gateway, who are the primary tenant for the community space, alongside the PCT (see below). By having a comprehensively managed facility, the projects operating within it will have access/usage of all facilities at Harford Street including training spaces, meeting rooms, kitchen and the community hall.
Ocean Women's Centre (Aden House – Urban Block E)  Two bed flat	Relocate services from the Ocean Women's Centre to the newly built Harford Street facility. This will involve provision of office premises and use of the hall and meeting facilities within the centre to deliver services for women (as above).
Stepney Medical Centre - 89 Ben Jonson Road (Urban Block F)  692 m2	The PCT has entered into an agreement to re-locate the GP practice from the existing premises on Ben Jonson Road to the newly built health centre in the Harford Street community facility, including dentistry, pharmacy and community nurses
Ocean NDC offices	The DCLG review recommended that the options to relocate the management of Ocean NDC (and/or its successor body) back within the Estate is explored. It will be possible to achieve this by relocating the team to the existing Stepney Medical Centre once vacated by the PCT next year, which will also help to reduce the management costs of the Ocean NDC (also a DCLG requirement)

## 6.2 Governance & Ownership

- 6.2.1 The new built community facilities will be owned by the Ocean Regeneration Trust, which will put in place appropriate management arrangements and which will be in a position, through the Community Land Trust mechanism and rental income from assets, to provide revenue support to ensure sustainability of services. ORT will ensure that each centre has a robust business plan and the assets remain in community ownership. Further detailed consultation on the structure of ORT will be required over the next 1-18 months

### 6.3 Outline Programme/Timetable

<b>Date</b>	<b>New build</b>	<b>Demolition</b>	<b>Service Relocation</b>
Spring 2008	Harford Street site community facility completed		Stepney Medical Centre , Ocean Women's Centre & Enterprise & Employment Project move into the Harford Street site
Spring 2008	Stepney Medical Centre (Urban Block F) vacated by the PCT		ONDC offices relocate to the Stepney Medical Centre building
Spring 2008	Youth Centre on Stepney Green School site completed	Haileybury Centre & Existing Dame Colet House	Services from the Haileybury Centre relocate to the new youth centre on the Stepney Green site
Winter 2011	New Dame Colet House completed	LIFRA Hall	Limehouse Project and other facilities at from LIFRA (hall, crèche and councillor surgery) relocate to the new Dame Colet House Community Facility
Spring 2012		Urban Block F	Relocate ORT offices to the newly built permanent offices (location to be agreed)

6.4 All community provision directly affected by these proposals will be fully involved in their detailed development, and all groups will have guaranteed continuity of accommodation within the immediate environment of Ocean, in generally much higher quality buildings.

## 7. **Summary - Future Community Facilities & Services in Ocean**

7.1 The combination of the proposed new facilities along with the existing facilities can provide a full range of services to meet the needs of the area. Under these proposals, the guaranteed new provisions in the area will be part of the very earliest phases of redevelopment

- Harford Street Community Hub (GP, dentistry, community nurse, pharmacy, managed workspace, training facilities, job brokerage, community hall, café, and office accommodation for small community organisations – March 2008



- New interim Youth Centre (Stepney Green School) (March 2008) – plus a longer term solution to be developed in consultation with the Youth Service, service users and local residents
- New Dame Colet House Community Centre (December 2011)

7.2 It should be stressed that this is the basic guaranteed provision, which represents continuity of provision in better physical accommodation, and the advantages of co-location and integrated management. There may be scope for additional provision, depending on the financial modelling and the results of competitive selection of development partners.

7.3 Moreover, other existing facilities in the area that will be unaffected by housing development and will continue to deliver services locally are:

- Arbour Youth Centre
- Ocean Tenants & Leaseholders Association
- Shahjalal Community Centre
- One O'clock Club
- Whitehorse Adventure Play Ground
- Ocean Children's Centre
- Ragged School Museum
- Emmot Lodge
- Latimer Church (hall)
- Stepping Stones Farm

## **8. EQUAL OPPORTUNITIES IMPLICATIONS**

8.1 The proposals for the reprovision of community facilities seek to ensure that there is proper provision on the Ocean estate to address the needs of BME communities, women, young people and older people.

## **9. ANTI-POVERTY IMPLICATIONS**

9.1 The Ocean NDC area, home to approximately 6,500 people was identified in the 2000 Indices of Deprivation as being one of the most deprived areas of the country. All projects and activities funded as part of the Ocean NDC Programme are designed to tackle the causes and effects deprivation including poverty.

## **10. SUSTAINABLE ACTION FOR A GREENER ENVIRONMENT**

10.1 All new facilities will need to be designed and built to a very high standard of environmental sustainability (including energy efficiency) to meet rigorous new planning and building requirements.

## 11. **RISK ASSESSMENT**

11.1 To be completed.