

**SECTION 226(1)(A) OF THE TOWN AND COUNTRY PLANNING ACT 1990
AND THE ACQUISITION OF LAND ACT 1981**

**THE BASILDON BOROUGH COUNCIL
(FRYERNS AND CRAYLANDS) (PHASE NORTH)
COMPULSORY PURCHASE ORDER 2020**

PUBLIC INQUIRY 29 JUNE 2021

**PROOF OF EVIDENCE OF TREVOR BURNS
ON BEHALF OF BASILDON BOROUGH COUNCIL**

**PLANNING INSPECTORATE AND PLANNING CASEWORK UNIT REFERENCE:
APP/PCU/CPOP/V1505/3258817**

CONTENTS

1. Introduction
 2. Scope of Evidence
 3. Background to the Scheme
 4. Obtaining Phase North Properties by Private Treaty
 5. Government Guidance
 6. The Council's use of its Compulsory Purchase Order Powers
 7. The Combined Development Agreement
 8. Public Engagement
 9. The Council's Commitment to the Scheme
 10. The Objection to the Order
 11. Statement of Truth
- Summary Proof of Evidence

APPENDICES

Appendix TB1: Fryerns & Craylands Estate Renewal Business Case 2004

Appendix TB2: Basildon Renaissance Partnership Commencement Business Plan 2003

Appendix TB3: BBP Regeneration Economic Appraisal 2006

Appendix TB4: Memo from Basildon Borough Council Rehousing Officer dated 8 June 2021

Appendix TB5: Report to Cabinet dated 30 June 2016

Appendix TB6: Note confirming that the legal requirements for making the CPO have been complied with

1. INTRODUCTION

- 1.1 My name is Trevor Burns. I am a Chartered Institute of Housing Certified Practitioner.
- 1.2 I hold the following qualifications: Master of Science (M.Sc.), Bachelor of Science (B.Sc.) and Postgraduate Certificate in Housing.
- 1.3 I have over 35 years of experience working in housing management, development and regeneration.
- 1.4 From May 1982 to December 1985 I was employed by Basildon Borough Council (**“the Council”**). As the Team Leader of the Grapevine outreach team, my role was to engage peripatetically with the community, including hard-to-reach young people, in order to sign-post multi-agency information and counselling services with regard to housing, health and well-being. One of the Council offices from which my team and I operated was located on the Craylands Estate (the **“Estate”**).
- 1.5 From January 1986 to April 1996 I was employed by NACRO, developing and managing housing projects in Basildon and other Essex boroughs. One of the homeless projects I developed and managed was on the Craylands Estate.
- 1.6 From May 1996 to December 2008 I was employed by Swan Housing Group. Reaching the level of Assistant Director, Development, I was responsible for delivering housing schemes in Basildon, other boroughs in Essex, and East London. During the latter stages of this employment I was part of the Development & Regeneration Team that was seeking to bid for and secure preferred partner status for the re-development of the Craylands Estate.
- 1.7 From January 2009 to December 2017 I was employed by East Thames Housing Group. In my role as Executive Director, Development & Sales I was responsible for the strategic delivery of a programme of development and regeneration schemes. These schemes included the Ocean Estate in Bethnal Green, the Gascoigne Estate in Barking and the New Union Wharf Estate on the Isle of Dogs. Whilst it was necessary to purchase leasehold properties on these estates, none of them reached a Public Inquiry stage, as all the leaseholders chose to sell their properties by private treaty; having accepted packages similar to those offered to home-owners on Craylands North.
- 1.8 In January 2018 I founded a housing consultancy, Trevor Burns Limited, of which I am a Director. I also became an Associate of Altair Limited at this time. Since January 2018 I have been commissioned by the Council, through Altair, in the role of Team Manager, Development & Investment. My function is to deliver the Council’s social rented housing programme and to deliver a mixed-tenure housing programme through the Council’s wholly owned subsidiary, Sempra Homes. Since September

2020 I have assumed responsibility for the operational delivery of the Fryerns / Craylands estate regeneration scheme (the “**Wider Project**”) in partnership with Homes England and Swan. In this capacity, I have operational responsibility for the effective delivery of the Fryerns & Craylands Phase North Compulsory Purchase Order 2020 (the “**Order**”) as it relates to the North Phase (the “**Scheme**”) of the regeneration.

2. SCOPE OF EVIDENCE

2.1 I have prepared this proof of evidence in support of the Regeneration, the Scheme and the Order which was made on 19th August 2020.

2.2 The Wider Project masterplan (the “**Masterplan**”), contained within the 2017 planning permission 16/00898/OUT (CD 5.5), envisages that following the completion of the first two phases the remainder of the Scheme will be delivered in a number of overlapping phases; Phases West, North & South. The land subject to the Order lies within the third phase of the Scheme, described as “**Phase North**”, and relates to 8.49 hectares of the Estate.

2.3 The regeneration of Fryerns and Craylands was conceived, and has subsequently been underpinned, by local resident community action. It has been strongly supported by the Council and other national, regional, and local statutory and voluntary stakeholders. To date a range of significant milestones have been achieved. These include the following:

- **May 2001:** The Fryerns East & Craylands Neighbourhood Committee (FECNC) established by local residents
- **19th February 2002:** First public meeting of FECNC held to discuss the future of Fryerns & Craylands - attended by 120 residents
- **30th January 2003:** Multi-agency meeting to discuss Fryerns & Craylands
- **8th October 2003:** Fryerns & Craylands Estate Renewal Project Group (FCERPG) established
- **21st and 28th October 2003:** Public meetings of FECNC held
- **18th November and 16th December 2003:** FCERPG meetings held
- **October 2003:** Basildon Renaissance Partnership established as an unincorporated body with a membership comprising the Council, Essex CC, East of England Development Agency, Thames Gateway South Essex Partnership, English Partnerships and the Housing Corporation. The vision is, “to secure the regeneration of the district in that will deliver

sustainable communities”. The plan of action has five themes including “Theme 3: Estate renewal and a new housing programme”. A key component of Theme 3 is the preparation of a detailed masterplan for the Craylands Estate and the purchase of the Fryerns School site.

- **October 2003:** Basildon Renaissance Partnership Business Plan produced by AMION Consulting
- **26th February 2004:** Submission and later acceptance of a funding application by the Basildon Renaissance Partnership and Basildon Council to the Office of the Deputy Prime Minister for £18.5m
- **2006:** Your Choice appointed as Independent Tenant Advisor
- **May 2006:** BPP Regeneration complete an Economic Appraisal of Fryerns & Craylands that English Partnerships utilises to commit to delivering the comprehensive regeneration of Fryerns & Craylands
- **June 2006:** English Partnerships, the Council and local residents select Swan as the preferred developer for the regeneration of Fryerns & Craylands following an OJEU tender process
- **June 2006:** First issue of Craylands newsletter distributed
- **July 2006:** English Partnerships submit initial planning application
- **March 2008:** English Partnerships planning application 06/00873/OUT approved (CD5.10)
- **2008:** Community Action Plan for Fryerns & Craylands 2008-11 produced (CD7.5)
- **18th November 2008:** Swan, the Council and English Partnerships enter into a Combined Development Agreement
- **August 2008:** Reserved matters application for 391 dwellings, together with the retention of 35 existing dwellings, temporary shops and community facilities approved (07/00002/REM)
- **April 2010:** A full planning application for revised elevations and roofs on 133 dwellings (known as phases 1A-1B) approved (10/00150/FULL)
- **April 2010:** A full planning application for 206 new dwellings, new shops, community hall and associated works (known as phases 1C-1F) approved (11/00719/FULL)

- **December 2010:** Following public consultation, new development named “Beechwood Village”
- **February 2011:** First issue of Beechwood Village and Craylands newsletter distributed
- **December 2012:** First phase of 206 new homes completed
- **December 2015 – May 2016:** Extensive stakeholder engagement and community consultation on the redevelopment proposals.
- **December 2015 – April 2016:** Pre-application Discussions with Basildon Borough Council, Essex County Council and statutory consultees
- **June 2016:** Swan submit a hybrid planning application, including detailed planning consent for Phase North
- **30th June 2016:** Cabinet approved the revised Masterplan and a Deed of Variation to the CDA
- **June 2016 – March 2017:** Determination and approval of planning permission 16/00898/OUT (CD5.1)
- **October 2016:** Hybrid planning application approved at Planning Committee
- **22nd March 2017:** Hybrid planning application s106 signed (CD5.3)
- **March 2017:** Combined Development Agreement Variation
- **December 2017:** Second phase of 206 new homes and the “Beech” Community Centre completed
- **December 2019 – February 2020:** Discharging pre-commencement conditions for the North Phase
- **March 2020:** Implementation of North Phase permission.
- **August 2020:** Phase North CPO made by Council. A note confirming that the legal requirements for making the CPO have been complied with is at Appendix TB6.
- **June 2021:** 184 permanent and 127 temporary tenants successfully decanted and re-housed

- **June 2021:** 28 of 31 in Phase North private properties acquired (with an additional 2 being progressed through conveyancing)
- 2.4 The regeneration of the Estate is a significant priority for the resident and leaseholders living on the former Fryerns and Craylands (now known as “**Beechwood Village**”), other people living nearby, the Council, Homes England, Essex County Council, and other local, regional and national stakeholders.
- 2.5 To deliver Phase North the Council and Swan originally required the decanting of 74 securely tenanted properties owned by the Council and Swan; and the acquisition of 31 private residential properties. At the time of the application for the Order, there were 7 properties remaining in private ownership.
- 2.6 The Council’s purpose in making the Order, and seeking its confirmation, is to enable the Council to acquire compulsorily the land that is the subject of the Order (the “**Order Land**”) in order to facilitate the delivery of Phase North. The Order Land is detailed in the evidence of Mr Sullivan.
- 2.7 There are currently 3 properties remaining in private ownership. Agreement has been reached for 2 of these properties to be sold to Swan; with legal conveyancing having commenced. There is 1 privately owned property remaining for which there is no sale / purchase agreement in place.
- 2.8 In section 3 of this proof of evidence, I will set out the background to the regeneration of the Estate, the Scheme, and the Order.
- 2.9 In section 4, I will set out the joint approaches the Council and Swan have adopted in seeking to acquire properties by private treaty from homeowners in Phase North in order to deliver the proposed regeneration.
- 2.10 In section 5, I will refer to the government’s guidance on the compulsory purchase process and the Crichel Down Rules (July 2019) (the “**Guidance**”) (CD3.1) and in particular those parts that are relevant to the funding and delivery of the Scheme. I will also set out how the Council and Swan have sought to operate within other areas of government guidance with respect to estate regeneration.
- 2.11 In section 6, I will set out the Council’s rationale and decision-making for seeking a Compulsory Purchase Order for the Phase North properties; as a means of last resort.
- 2.12 In section 7, I will detail the main provisions of the Combined Development Agreement and how the Scheme will be delivered in accordance with the agreement. I will describe the Council’s commitment to the Order and delivery of the Scheme and explain that there are no impediments to its delivery.

- 2.13 In section 8, I will detail the public engagement with the Scheme from the start of the process to date.
- 2.14 In section 9, I will address the Council's historic and on-going commitment to the scheme.
- 2.15 In section 10, I will respond to the objection insofar as it relates to why the Council has chosen to deliver the Scheme including the demolition of the properties falling within the Order Land, rather than by refurbishing them.

3. BACKGROUND TO THE SCHEME

- 3.1 As introduced and detailed in the Council's Statement of Case for the Order (CD1.4), the Craylands estate was built in the 1960's within the Fryerns ward in the borough of Basildon. It was designed utilising "Radburn" principles, which included separating pedestrians and vehicles. It was characterised by cul-de-sacs, parking courts and alleyways between houses. It had little in the way of usable green spaces, being largely urban with the exception of small private gardens and some quite poor communal areas.
- 3.2 By 1985, when I first worked on the Estate, Craylands had acquired a local reputation for poor quality housing design, anti-social behaviour and drug dealing from the maisonette blocks. It was in recognition of this growing notoriety that a range of interventions, including the introduction of a Grapevine outreach team operating from an office on the Estate, were implemented. By the turn of the millennium in 2000, as detailed in the Fryerns & Craylands Estate Renewal Business Case 2004, as submitted to the Office of the Deputy Prime Minister (ODPM) by the Council and the Basildon Renaissance Partnership in March 2004 (Appendix TB1), the Estate had been identified as the most deprived area of Basildon with a wider reputation for high crime, low educational attainment and general anti-social behaviour.
- 3.3 In 2001, the Council commissioned a comprehensive stock condition survey for addressing the major investment required to provide for demolition and re-development, refurbishment, provision of new community facilities and environmental upgrading. As summarised in the Basildon Renaissance Partnership Commencement Business Plan 2003 (Appendix TB2), this was used to inform a 10-year investment strategy that aimed to ensure that all social housing met the Government's Decent Homes Standard of being wind and weather tight, warm and having modern facilities.
- 3.4 The investment strategy identified Craylands as being one of three Priority Action Areas. The reason for this is summarised in the Basildon Renaissance Partnership Commencement Business Plan 2003 as follows:

- *“Craylands – comprising 971 homes many of which are contained within 31 maisonette blocks, the estate remains unpopular despite a good investment record. The estate is poorly laid out with large communal parking areas which encourage car crime and vandalism. The central shopping parade is poor and under-used. The estate is bounded by a redundant school site, which may potentially release land to create a more mixed housing scheme as part of overall redevelopment.”*

3.5 As summarised in the Fryerns and Craylands Estate Renewal Business Case 2004:

- *“The Craylands Estate was built, along with other estates surrounding Basildon, in the 1960s. These quickly constructed estates have not stood the test of time. Poor architectural design and construction techniques have proved unsustainable and, despite a good record of investment, expensive to maintain and repair with many of the properties reaching the end of their useful life. The inadequacies of original design coupled with the physical deterioration of the stock have in no small way contributed problems that the estate now experiences. The estate is unpopular because of its reputation for isolation, poor quality housing and inadequate social amenities. High levels of crime, neighbourhood nuisance and antisocial behaviour; extremely low levels of educational attainment, qualifications and skills and high unemployment and economic inactivity characterise the estate as a place in a downward spiral of deprivation, social exclusion and neglect.”*

3.6 The Fryerns and Craylands Estate Renewal Business Case 2004 also provides evidence of the continued decline of the Estate:

- *“The Fryerns ward, of which the Craylands Estate is part, at 738, (out of 8,414) is ranked overall amongst the 10% most deprived wards in England on the Indices of Multiple Deprivation (IMD) 2000. Most significantly the ward’s ranking for the Educational domain is the third worst in England. All the other individual domains, excluding the Access domain, fall within the 20% most deprived wards in England.”*
- *“The Estate suffers from high levels of crime with high incidences of criminal damage and offences against the person. The highest categories of recorded crime are theft of and theft from motor vehicles and criminal damage. The poor design of the estate has resulted in large under-utilised parking area, highly vulnerable to car crime and vandalism. Many residents now park their vehicles away from the estate because of the high risk of theft or damage.”*
- *“Despite the high levels of reported crime it is thought there is a significant level of unreported crime. There are also high levels of fear of crime particularly amongst elderly residents. Domestic violence and the number of*

children on the child protection register are reportedly higher than elsewhere. Staff from the PCT as well as Council Housing officers will only make home visits to estate residents in pairs due to thigh risk that these visits are believed to represent.”

- *“There is a marked lack of youth provision and facilities for young people on the estate and nowhere for them to meet. Other residents perceive large groups of young people “hanging around” on the estate as threatening. There is a high level of concern about the vulnerability of young people to being both involved in crime and being the victims of crime. It is thought there is a growing drug culture on the estate.”*

3.7 As a consequence of these observations, the physical re-development of the Estate was considered essential by the Council, to address its poor design and layout. The Scheme secured funding of £18.5m, via the 2003 ODPM Sustainable Communities Fund, to remodel the estate and redevelop an adjoining former school site to create a new, sustainable community. The project was originally led by English Partnerships, in partnership with the Council. The administrative arrangements changed when the Homes and Communities Agency HCA), and subsequently Homes England came into being as replacement bodies for English Partnerships.

3.8 As described within the Community Action Plan for Craylands 2008-2011 (CD7.5), extensive engagement with local partners, groups and residents took place over a period of three years between 2004 and 2007. The identified priorities for local people, as highlighted in the Action Plan, were: better facilities and local services, better design and housing standards, better environment, less crime and anti-social behaviour, more resident and community involvement, and an integrated and active communities.

3.9 A community action group, the “Craylands Action Plan Delivery Group” was formed which sought to identify the problems on the Estate and to inform the actions than would help resolve them. The issues, potential solutions and priorities were codified within the Action Plan.

3.10 Whilst the proposals for the area considerably pre-date the advice in the Government’s Estate Regeneration National Strategy 2016 (CD3.2), it is clear that the regeneration was founded in what residents wanted for their area, continues to seek to protect the interests of the existing community and aims to deliver positive, transformational, physical and economic improvements.

3.11 In May 2006 BBP Regeneration provided English Partnerships with an Economic Appraisal for the Estate (Appendix TB3). The Economic Appraisal included the following overview for the rationale for public intervention:

- *“The Craylands Estate has a reputation for isolation, poor quality housing and inadequate social amenities, and is now perceived to be caught up in a downward spiral of deprivation, social exclusion and neglect. It suffers from high levels of crime, neighbourhood nuisance and anti-social behaviour, coupled with extremely low levels of educational attainment, qualifications and skills. The Estate’s population exceeds 2,400, but many of its 970 dwellings are in a poor condition and property values are amongst the lowest in Basildon. For many council tenants (nearly 50% of the properties are tenanted), it is understood that Craylands is the least favoured choice. The deprivation statistics paint a picture of an area in desperate need of assistance. The Basildon District is ranked the third most deprived in Essex, with 18% of its residents living in seriously deprived areas. The Craylands Estate spans three Super Output Areas (SOAs) of which two rank amongst the most deprived 20% in the country. Unemployment within the Fryerns ward is 3.2% in comparison with 1.6% for Essex as a whole, whilst long-term unemployment amongst Craylands Estate residents aged 16-74 years is as high as 3%. Within the wider Basildon District, 31.5% of households have a net household income below that required to purchase or rent an average dwelling. The figure for Craylands Estate is suspected to be considerably higher. Recognising its problems, extensive consultation with the local communities has resulted in a Vision Statement for the Estate which is now guiding the master-planning process and seeks to achieve:*
 - *Better local services and facilities for everyone*
 - *A better environment*
 - *Somewhere to be proud of; and*
 - *Somewhere to feel safe”*

3.12 The Economic Appraisal also include the follow socio-economic context:

- *“As the Index of Multiple Deprivation 2004 data shows, the Craylands estate and immediate surrounding area suffer from high incidences of crime. These incidences are predominantly represented by property damage and offences against the person, and the Craylands estate saw the highest number of hate/race crime in 2003/04. The Craylands estate is reported as one of seven hotspots in the Bsildon District, and anti-social behaviour is a significant problem in terms of drug use and nuisance youths. Fryerns ward as a whole is identified as an area of high crime, high fear, and the fear of crime rate for the ward, at 36.7% is the second highest in the district. In addition, the condition of many of the Estate’s dwellings falls short of acceptable standards of repair. Arecent Stock Conditions Survey of the Council’s stock indicated*

that 44% of properties are “non-decent” and 75% “potentially non-decent” under Decent Homes Standards. Although this survey covered a wider geographical area than Craylands, subsequent Estate-specific work undertaken by savills identified a requirement of £17.97 million to “catch-up” and “future major” works, representing the minimum level of spend for the Council to bring its units up to acceptable standards of decency. As with the dwellings, the Estate’s retail premises are similarly dilapidated, with the majority of its lock up shops vacant.”

3.13 The Economic Appraisal concluded that public sector intervention is required on a number of grounds as follows:

- *“Firstly there is a consensus amongst the scheme’s public sector partners that the Estate’s decline, as outlined above, cannot be allowed to continue. However if these problems are to be addressed, a positive strategy for investment is required. If this is to be effective, this strategy must be of sufficient magnitude to achieve a step change in the physical environment. The private sector is unlikely to make this investment on its own volition, as the returns which could be generated would be inadequate to compensate for the level of risk involved. The availability of the Fryerns site next to the Estate has opened up the possibility of combining the areas into a multi-phased development opportunity, which offers sufficient space and flexibility to enable a substantial re-modelling of the existing residential product as well as the construction of new dwellings. The Craylands Estate would not be able to achieve these activities in its own right as it has insufficient surplus space. The Fryerns site is therefore an essential element of any redevelopment / regeneration proposal. Large numbers of properties on the Craylands Estate are privately owned, having been acquired under the Right-to-Buy initiative. The cost of buying out these interests, which are scattered throughout the Estate, is huge, but a crucial factor if change on the scale required is to be achieved.”*

3.14 The Economic Appraisal highlights that the H.M. Treasury Green Book requires that a rationale for the use of public funds has to be provided in terms of “market failures” which prevent the market from operating efficiently. It goes on to provide the market failures rationale through “scale and complexity arguments”, “public good arguments” and “risk and information deficiency arguments”. It concludes by stating that:

- *“The rationale for public sector intervention is therefore multi-faceted. However, the range of factors outlined above creates a funding gap which the private sector is unwilling to meet. Perhaps the most significant of these is the inability of the private sector to commit to the substantial funds necessary to*

acquire and decant residents, alongside and extended programme of re-modelling and new development.”

3.15 The Economic Appraisal reviewed a range of potential intervention options open to the public sector; highlighting the key issues and constraints on technical feasibility. Representing a “mix and match” approach, BPP formulated seven options. These are summarised below:

- Option 1: The reference case – English Partnerships has no further involvement in the project and exits existing Fryerns site commitments without exercising its option to acquire the Essex CC landholdings and without participating in the remodelling of Craylands.
- Option 2: The minimum investment scenario – English Partnerships sells its existing Fryerns site without exercising its option to acquire the Essex CC landholdings. English Partnerships participates in the remodelling of Craylands.
- Option 3: The reduced investment scenario – English Partnerships retains and procures development on its Fryerns site without exercising its option to acquire the Essex CC landholdings. English Partnerships participates in the remodelling of Craylands.
- Option 4a: A redevelopment of Fryerns and upgrade of Craylands (using Fryerns as a feeder site) investment scenario – English Partnerships retains and procures development on its Fryerns site and exercises its option to acquire the Essex CC landholdings. English Partnerships participates in the remodelling of Craylands.
- Option 4b: A redevelopment of Fryerns and redevelopment of Craylands (using Fryerns as a feeder site) investment scenario – English Partnerships retains and procures development on its Fryerns site and exercises its option to acquire the Essex CC landholdings. English Partnerships takes the lead role in demolishing all existing dwellings and opens up the opportunity for a comprehensive approach with new types of residential product.
- Option 5: The comprehensive investment scenario - English Partnerships retains and procures development on its Fryerns site, exercises its option to acquire the Essex CC landholdings and acquires two additional sites occupied by an Adult Education Centre and a primary healthcare centre. English Partnerships takes the lead role in demolishing all existing dwellings and opens up the opportunity for a comprehensive approach with new types of residential product.

- Option 6: The alternative use scenario – A number of alternative uses were considered including; industrial / business uses, food-store provisions and a Centre for Sporting Excellence. Due to the surrounding residential uses, however, and the lack of demand, the site was considered unsuitable for all these uses.

3.16 The Economic Appraisal then considered four broad delivery structures that could be utilised:

- 1. English Partnerships enters into a joint venture arrangement with the Council and a developer / development consortium, based upon an agreed masterplan and development appraisal / business plan, and an agreement that each party agrees to provide land / funding and perform particular roles in the development process.
- 2. English Partnerships encapsulates the joint venture, as described above, into a Special Purpose Vehicle e.g. a company limited by guarantee for the Fryerns and Craylands project as a whole.
- 3. English partnerships delivers through a traditional gap-funding approach, whereby the public sector takes responsibility for all cost liabilities (land , infrastructure, etc.) or pays monies to the private sector to part fund specific works, with clawback arising upon certain events.
- 4. English Partnerships adopts a direct development approach, whereby it takes control of the land / other interests from other parties and jointly with the Council, works up a detailed masterplan, secures outline planning permission, undertakes the scene-setting infrastructure to create a suitable development platform, and draws up the development briefs for the various parcels and puts the resultant briefs to the market for bids.

3.17 In order to compare the advantages and disadvantages of each of these delivery structures, quantitative and qualitative comparison assessments were undertaken. These assessments are included within the Economic Appraisal on pages 45-47 of Appendix TB3.

3.18 The quantitative assessment was summarised as follow:

- *“The options have been considered in terms of marginal (or net) public sector cost, which considers the additional public sector cost of each option over and above that of the reference case. This reflects the fact that the public sector is required to invest £17.972 million in the reference case to bring units on the Craylands Estate up to Decent Homes Standards and that all options have provided for a public sector investment of £5.462 million in new road*

infrastructure. On this basis the options' marginal value for money ranking is set out below:

1. Option 3: -£16,006m (i.e. £16,006m cost in addition to the £23,434m cost of Option 1, the reference case)
2. Option 2: -£6,494m
3. Option 5: £3.951m
4. Option 4a: £4,238m
5. Option 4b: £27.831m”

3.19 The qualitative assessment results were summarised in a table reproduced below:

	Option 1	Option 2	Option 3	Option 4a	Option 4b	Option 5
Consistency with planning issues	Poor	Good	Good	Good	Poor	Very Good
Deliverable risk	Minimal	Medium	Low/Medium	Low/Medium	Very High	Medium
Contribution to Government, Sub Regional & Local Strategies	Minimal	Average/Good	Average/Good	Average/Good	Very Good	Very Good
Improved Community Facilities	Very Poor (None)	Good	Good	Good	Good	Very Good
Improved Environmental Standards	Poor	Good	Good	Good	Very Good	Good
Quality & Sustainability Issues	Poor	Average	Average	Good	Very Good	Good

3.17 The Economic Appraisal concludes by recommending the following:

- *“In the light of the above, the following three options are recommended for detailed analysis:*
 - *Option 1, the reference case*
 - *Option 2, a minimum investment scenario, which assumes that Fryerns is to be redeveloped by the private sector and that the Craylands Estate is upgraded, using off-site decants*
 - *Option 5, the preferred option, which anticipates an expanded site, including the AEC and PCT land and assumes that EP will ensure that the Fryerns site is brought forward with a sustainable development of*

private / affordable residential units and new AEC / PCT facilities alongside an improved, remodelled Craylands Estate”

- 3.18 The three recommended options were considered by English Partnerships and Option 5 was subsequently taken forward as the preferred option. This resulted in the submission of a planning application by English Partnership in 2006. This application provided the following description of development (06/00873/OUT):
- *‘Partial demolition and redevelopment to provide up to 1400 new dwellings (of which up to 750 net new dwellings) together with a local centre comprising up to six Class A retail units, community uses, education use, health use, associated roads, car parking and landscaping with all matters reserved apart from access’*
- 3.19 This planning application was approved in 2008 (06/00873/OUT) (CD5.10) and has been subject to the following revisions and subsequent permissions:
- Reserved matters for 391 dwellings, together with the retention of 35 existing dwellings, temporary shops and community facilities was approved in August 2008 (07/00002/REM).
 - A full planning application for revised elevations and roofs on 133 dwellings (known as phases 1A-1B) in April 2010 (10/00150/FULL).
 - A full permission for 206 new dwellings, new shops, community hall and associated works (known as phases 1C-1F) in April 2010 (11/00719/FULL).
- 3.20 Also in 2006, English Partnership led, in conjunction with the Council, an OJEU compliant procurement process that resulted in the selection of Swan Housing Group (“**Swan**”) as the preferred development partner. Swan’s involvement, and its track record, is addressed in the evidence provided by Mr Riley.
- 3.21 The Council subsequently gave in-principle approval for the regeneration of the Estate on 27th June 2007, as described in the minutes of the Cabinet meeting of this date (CD6.1).
- 3.22 Following extensive consultation with local residents, and a review of the condition of some of the properties scheduled to be demolished under the terms of the original consent, a revised outline planning permission (and full application in respect of Phase North) 16/00898/OUT was granted in 2017 (CD5.1).
- 3.23 The hybrid nature of the application was controlled by the proposed comprehensive phasing of the redevelopment, summarised as follows:

- North Phase (8.49 ha) – Detailed planning application relating to 5 intervention areas within the northern half of the estate
- Central Phase (0.29 ha) – Detailed planning application for a new landscaped hub within the centre of the estate
- Central West Phase (0.39 ha) – Outline planning application with all matters reserved for a commercial / NHS hub within the centre of the site
- South Phase (12.66 ha) – Outline planning application with all matters reserved except access
- West Phase A (6.89 ha) – Outline planning application with all matters secured except appearance for the site of the former Fryerns school
- West Phase B (0.22 ha) – Outline planning application with all matters reserved for an area of proposed self-build properties

3.24 The officer report for this application (CD5.6) included the following background information:

- *“This revised application seeks consent for 587 dwellings (to give a total of 994 dwellings). The application is presented in detail for some of the phases and outline for the others. It also proposes that the dwellings in the west phase be offered as custom-built dwellings to offer buyers choice and flexibility in the layout and final design of the properties. This will be within a series of design codes to ensure that there is a degree of uniformity within the scheme to ensure that the overall appearance of this part of the estate is of a high standard. The entire development would be built in accordance with a Masterplan for the whole development together with a landscape Masterplan to ensure co-ordination across the whole development. This is an important regeneration project that addresses a number of problems that exist in the original ‘Radburn’ inspired layout, (a style now recognised as not being a successful approach to the planning of residential estates). It follows extensive stakeholder involvement in the evolution of the scheme such as to ensure the resultant development meets the wishes of the community that have been resident on the development. The replanning of this area to create a more traditional form of development does nevertheless present a number of challenges as with retrofitting conventional street patterns results in some compromises being necessary to ensure a balanced scheme and retain viability.*
- *The application is considered to comply with the National and Local Plan saved policies. Where there are limited conflicts with guidelines such as back-*

to-back distances, these are addressed in the design of units to ensure overlooking does not occur. Car parking is below the current adopted standards, apart from the west phase and commercial hub, however, this has been evaluated having regard to the existing provision and distribution and the scheme represents an overall improvement. Parking spaces are also located so as to be in locations that have greater surveillance and security.

- *Affordable housing over the whole development meets the requirements of the intent in the original legal agreement delivering 30%. The viability of the scheme is such that an increase in this number cannot be substantiated.*
- *Whilst some mature planting is to be lost within the scheme, this is being compensated for by the inclusion of areas of open space and landscaping to create an improved setting for the development with ecological benefit and greater recreational value.*
- *Having regard to the planning balance, it is considered that the scheme will lead to a positive enhancement of this locality, providing much needed new homes in an urban area.”*

3.25 Having obtained this planning consent, English Partnerships, the Council and Swan agreed that all reasonable steps should be made to acquire leasehold properties to be demolished within Phase North by private treaty. Planning matters are dealt with further in the evidence of Mr Sullivan.

4. **OBTAINING PHASE NORTH PROPERTIES BY PRIVATE TREATY**

4.1 The Fryerns & Craylands regeneration stemmed from the resident-expressed dissatisfaction with the quality of life associated with living on the Craylands Estate; and the Council’s commitment to positively respond to the resident-expressed demand for radical change. In keeping with subsequent MHCLG Guidance on Regeneration 2016 (CD3.2), and in conjunction with Swan, the Council has continued to put local residents at the heart of the regeneration proposals.

4.2 Also in keeping with the MHCLG CPO Guidance (CD3.1), the Council continues to believe that all reasonable steps should be taken to acquire all necessary land through negotiation. Compulsory purchase should only be used as a means of last resort.

4.3 Following the selection of Swan as preferred partner in 2006 it was jointly agreed that Council and Swan tenants who were to be rehoused should be provided with a range of options with regard to their alternative home, and compensation for their home loss and disturbance.

4.4 The 59 Council secure tenants who needed to be rehoused from their homes to enable the delivery of first two phases of the regeneration, were provided with a one-

to-one consultation with regard to their housing needs and preferences. All 59 of these households moved into alternative secure tenancies provided by the Council elsewhere in Basildon. Whilst no formal satisfaction surveys were undertaken, there were no cases where court action was required to secure vacant possession. Feedback from the Council's Rehousing Manager, responsible for the voluntary rehousing of the tenants, confirms that all these tenants were content with the alternative accommodation offered (Appendix TB4). Some of the vacated properties were used by the Council to provide temporary accommodation to 48 homeless households. All 48 were rehoused in either permanent or temporary accommodation within Basildon.

4.5 The 74 Council secure tenants who need to be rehoused from their homes to enable the delivery of Phase North were also provided with a one-to-one consultation with regard to their housing needs and preferences. All 74 have been rehoused in alternative Council or Swan accommodation within Basildon. Again all tenants were content with the alternative accommodation offered (Appendix TB4). The Council has been utilising some of the vacant accommodation to provide temporary accommodation for homeless households. There are currently 6 remaining temporary households; all of whom have accepted offers of alternative accommodation and have scheduled moving dates in June 2021.

4.6 It was agreed in 2017 that Swan would begin the negotiations to purchase properties and to complete as many as possible by private treaty. This approach would enable Swan as the "Developer" to purchase interests, allowing as much time as possible to negotiate acquisitions and to give homeowners time to buy replacement properties. It was also agreed that leaseholders would be provided with a range of options for securing alternative accommodation.

4.7 Consequently, on the 20th February 2017 the Council wrote to all the homeowners in Phase North explaining that Swan would be confirming the timescales for the redevelopment of Phase North and negotiating the purchase of their properties; as detailed in the proof of evidence provided by Mr Pearce from Swan. As subsequently detailed within the Craylands Estate Homeowners Information Booklet of June 2018 (CD7.7), leaseholders were to be provided with the following 5 options:

- Option 1: To purchase a property elsewhere, including a new home on Beechwood, on the open market (if that option was chosen, the homeowner could choose to remain on the estate, in a new property)
- Option 2: To move into one of the new homes on Beechwood as a shared equity owner (which would mean remaining on the estate, in a new property)
- Option 3: To purchase a property on Craylands Estate not due for demolition or a resale property on Beechwood as a shared equity owner (which would

mean remaining on the estate, but in one of the retained rather than new properties)

- Option 4: To purchase a property in the Basildon Town area as a shared equity owner
- Option 5: To purchase a property on the Beechwood Estate on shared ownership terms and conditions (which would mean remaining on the estate, but on alternative terms to the shared equity arrangements)

4.8 The details of how Swan and the Council have approached the negotiation with leaseholders in Phase North are set out in the proofs of evidence provided by Mr Pearce and Mr Cottage of Ardent.

4.9 In essence, however, Swan initially commissioned the services of Tillet, Burns & Hughes a local Chartered Surveying company to provide valuation reports on the properties to be acquired. The market valuations were calculated on the market conditions assuming no regeneration scheme was in place. The valuation reports were applied to construct the offer to purchase the interests.

4.10 Relevant homeowners were initially written to by Mr Pearce in March 2017 and subsequently many agreed to allow access to their property for valuation purposes. Valuation reports were received for all homeowners by May 2018. Swan used the valuation reports to issue offers to purchase the interests in accordance with legislation and guidance.

4.11 On the 24th May 2017, Richard John Clarke, Chartered Surveyors (“**Richard John Clarke**”) wrote to Swan explaining that they had been commissioned by Mr Tristan Howe, a non-resident leaseholder of 17 Peterborough Way, to represent him and asked for details of any other homeowner affected by the proposals. The request for Swan to provide details of the other residents was declined on the grounds of confidentiality. Subsequently Richard John Clarke canvassed the estate offering to assist and represent homeowners with the valuation process. Eight leaseholders agreed to be represented. On 28th June 2017 agreement was reached between Swan and Richard John Clarke regarding fees and the terms of representation. The Council subsequently commissioned Colin Cottage from Ardent Management Services (“**Ardent**”) to negotiate with Richard John Clarke on its behalf. Swan continued to negotiate with the remaining leaseholders.

4.12 The evidence from Mr Pearce from Swan and Mr Cottage from Ardent contains details of the subsequent negotiations. In essence, by early 2018 there was a shared view between the Council and Swan that a CPO Order would be required to help facilitate the proposed demolition and renewal programme. This was principally the result of a recognition that the owner of 17 Peterborough Way was acting unreasonably with

his demands and determination to hold out for an unrealistic settlement on the package price to be paid for his property.

- 4.13 To begin with there were 31 homeowners in Phase North. At the point of the application for the Phase North CPO in 2020 there were 7 homeowners remaining in the Phase North area. On the basis that all reasonable steps had been taken to reach a voluntary sale, in March 2018, the Council considered the use of CPO powers under section 226 in respect of Phase North, and resolved that subject to a suitable indemnity agreement being entered into between the parties, a CPO should be made in respect of land identified in a plan attached to the report (the "Order Land"), and delegated authority was granted in relation to matters directed to progressing the CPO. The report to Cabinet and Minute 145/2018 are available at CD6.4 and CD6.5 respectively.
- 4.14 Of the 3 remaining homeowners, 2 have reached agreement with the Council and Swan with regard to the voluntary sale of their properties. There is 1 homeowner with whom there is no sale / purchase agreement in place.

5. **GOVERNMENT GUIDANCE**

- 5.1 The regeneration of the Estate pre-dates the National Strategy for Estate Regeneration 2016 (CD3.2). Homes England (in its former and current constitutions), the Council and Swan have, however, always sought to deliver the transformation of the Estate within the spirit of prevailing government guidance on good practice. This continues today, with the Council and Swan currently operating within the 20 elements of good practice identified within the National Strategy for Estate Regeneration 2016 Good Practice Guide Part 1 (CD3.2).
- 5.2 As previously established in the background section of this proof of evidence, the need for the regeneration of the Estate was formally brought to the attention of the Council and other stakeholders through the emergence of the Craylands Action Group in 2003. Throughout the period 2004 to 2006, and in keeping with prevailing good practice guidance, the Council worked with local residents and other stakeholders in establishing how best to address the clear and present problems identified on the estate. Taking cognizance of the view expressed by residents through the Craylands Action Plan, English Partnerships and the Council worked with existing residents from the estate and other stakeholders to select a preferred partner developer to undertake the comprehensive redevelopment of Fryerns and Craylands. Consequently, in keeping with government guidance local residents were instrumental in the selection of Swan as the preferred developer in 2006.

- 5.3 From the inception of the proposed regeneration, the Council and English Partnerships have sought to deliver in compliance with prevailing and emerging government guidance. As highlighted in the Planning Statement for the 2006 planning application (CD5.13), English Partnership sought to follow prevailing government guidance on resident engagement:
- *“PPS1 encourages community involvement in the planning process. RSS14 draft Policy ss16 promotes design which has regard to all sectors of the community. English Partnerships has undertaken an extensive consultation exercise with residents, as set out in the Statement of Community Participation. English Partnerships has responded to the issues raised, and has undertaken to work with their delivery partner to meet existing residents’ needs as far as appropriate and reasonable. This will be done on a phase by phase basis. Details of the decant process is set out in the Information Booklet, distributed to all affected residents in May 2006.”*
- 5.4 From June 2006, the Council and Swan have produced regular newsletters, updating on development progress and community news, for local residents and other stakeholders (CD7.8 and 7.9).
- 5.5 As the acquiring authority, the Council has continuously sought to follow government guidance on Compulsory Purchase Orders. It is currently seeking confirmation of the Order in compliance with MHCLG Guidance on Compulsory Purchase and the Crichel Down Rules, updated 2019 (CD3.1).
- 5.6 Mr Sullivan from Icen, the Council’s planning witness, has provided a proof of evidence that demonstrates that, in keeping with MHCLG guidance, the purpose for which the Order Land is being acquired fits in with the adopted and draft Local Plans and the National Planning Policy Framework. It also demonstrates the extent to which the proposed purpose will contribute to the achievement of the promotion and improvement of the economic, social or environmental wellbeing of the area. More particularly, his proof of evidence shows that the purpose for which the Order Land is being acquired fits in with the saved policies of the Basildon Local Plan 2007. There are four policies of particular relevance, BAS S5: affordable housing (CD4.1), BAS R1: open space (CD4.2), BAS BE12: development control (CD4.3) and BAS BE24: crime prevention) (CD4.4). Each of the four relevant policies referred to above were applied by the Council in its consideration of the application 16/00898/OUT for full planning permission for the North phase of development on 4th October 2016 (C5.1). The report to committee (CD5.6) considered the development against the policies of the statutory development plan and concluded that the application was in general conformity with them. On that basis, full planning permission for Phase North was granted.

5.7 Finally, in keeping with the National Strategy (CD3.2), Swan has undertaken regular viability assessments to ensure that the Scheme will go ahead once the Order Land is acquired. Indeed it is enshrined within the Agreement that financial viability is a key test of whether or not progression to each new phase is approved. Further details of the Agreement are included within Section 7 of this evidence.

6. THE COUNCIL'S USE OF ITS COMPULSORY PURCHASE ORDER POWERS

6.1 In February 2017, the Council considered the use of its CPO powers in respect of the Estate, and by a Cabinet decision of 9 February 2017, resolved in favour of the use of such powers (CD6.2 and 6.3).

6.2 In March 2018, the Council considered the use of CPO powers under section 226 in respect of the North Phase, and resolved that subject to a suitable indemnity agreement being entered into between the parties, a CPO should be made in respect of land identified in a plan attached to the report (the North Phase land), and delegated authority was granted in relation to matters directed to progressing (CD6.4 and 6.5).

6.3 An indemnity agreement was subsequently entered into on 14th May 2018 (CD7.3). It provides what the Council regards as an acceptable indemnity in relation to CPO costs, and has allowed the Council to progress the land acquisition programme.

6.4 On the 18th December 2019 the Council, by its Policy and Resources Committee, completed the consideration of its compulsory purchase powers, including the public sector equality duty, and authorised the making of a compulsory purchase order for Phase North (CD6.6 and 6.7).

6.5 On 19 August 2020 the Council made the Order pursuant to section 226(1)(a) of the Town and Country Planning Act 1990 and the Acquisition of Land Act 1981 ("the Acts").

6.6 The reason the Order was made under s.226 is that the land is required in order to facilitate the carrying out of development on the Order Land, for which the North Phase planning permission has been granted, and it is not certain that the Council will be able to acquire the land by agreement.

6.7 In keeping with the MHCLG Guidance (CD3.1), the Council's planning consultant Mr Sullivan, has set out in detail within his proof of evidence, in justification for the Council's pursuit of the CPO Order, the environmental, social and economic wellbeing benefits of the Scheme.

6.8 Chief among the environmental benefits of the scheme is the replacement of poor quality, unpopular accommodation with modern accommodation which is better located and better designed. In addition, the opportunity has been taken to improve the north-south connection within the Estate, making it more functional, more legible,

and with better passive surveillance. The improved landscaping will make the area more attractive, with public spaces durable and usable. The alleyways and distant car parking has been replaced with a better layout, which will work well for residents and will offer fewer opportunities for crime and anti-social behaviour.

- 6.9 As set out in detail within Mr Riley's evidence, following the demolition of the 105 properties within the CPO area the March 2017 planning permission for 96 new dwellings, with associated access, car parking and landscaping (ref 16/00898/OUT) ("the Planning Permission") (CD5.1), which was implemented in March 2020, will be delivered.
- 6.10 Prior to the onset of the Wider Project in 2006, there were 963 properties on the Estate as shown on the table at CD7.10. These comprised 455 private and 508 affordable homes. The Masterplan for the Wider Project provides for 1,423 properties, with 429 remaining and 994 newly built (CD7.10). This represents an increase of 429 new homes. This requires the demolition of 534 properties; 170 private and 364 affordable. The net loss of affordable homes is 66.
- 6.11 The Council Cabinet meeting of 30th June 2016 (Appendix TB5) provided the rationale for the change in Masterplan strategy as follows:
- *"The original Fryerns and Craylands scheme was approved by Cabinet in June 2007 (min 405/2007). This scheme envisaged the demolition of 700 properties and the provision of up to 1,400 new homes. The arrangements for the delivery of the scheme are set out in the Comprehensive Development Agreement to which the Council, the HCA and Swan are party to.*
 - *However, soon after the beginning of the project, the worldwide economic recession precipitated a severe downturn in the housing market and this, in turn, led to significant delays to the project, (and many similar regeneration projects in the UK). As a result of this, and subsequent changes to the resurgent housing market, and changing housing needs in the borough, a different approach to the redevelopment proposals is now required in order to ensure that a viable redevelopment scheme can be delivered.*
 - *The programme has therefore been re-considered over a considerable period of time by Swan, the HCA and the Council in order to identify revised proposals which deliver the regeneration objectives for the estate and which are also financially viable. The scheme has been re-engineered and now proposes the demolition of fewer existing houses on the estate but still ensures that the unpopular maisonette blocks are demolished. Some houses will still need to be demolished where their location adversely affects the delivery of the new estate layout or the connectivity through the estate, but this will be in lower numbers than first planned. The new proposals will also provide far more*

houses than flats than in the original scheme and this impacts on the number of new homes that will be constructed. Residents have been consulted on the revised proposals and plans have now been submitted for planning consent by Swan and show that, in total, 531 homes will be demolished and a minimum of 971 new homes will be constructed. It is anticipated that following all necessary approvals, work will start on site in March 2017. The estate is also being re-named as Beechwood Village as part of the next stages of the scheme.

- The partners have also considered some of the practical financial and technical arrangements within the CDA, and this report sets out a range of proposed variations to the CDA which reflect the fact that the project still has a number of remaining years to run, and a more flexible approach to delivery and financial viability is needed.”*

- 6.12 On the basis of this report the Cabinet supported the change in Masterplan strategy.
- 6.13 Of the 96 new homes to be delivered in Phase North, the Masterplan provides 33 affordable homes, amounting to 34%. Of these a minimum of 15 are required to be for rent. This mix of housing proposed provides a balance of tenures that helps address the perceived social imbalance on this part of the estate whilst ensuring sufficient new affordable housing. The safer, more legible environment will reduce crime and anti-social behaviour, and will address the perception that the Estate is an unsafe environment.
- 6.14 The removal of the maisonette blocks owned by the Council will improve connectivity within and across the North and South phases into the wider development and the new west phase linking into a central hub open space. It will also improve the feeling of safety with physical enhancements such as lighting, traffic calming and better places to park vehicles as envisaged by local residents.
- 6.15 Having regard in particular to the benefits to be achieved from the Wider Project, including the replacement of an illegible layout, with poor quality public realm and poor accommodation with a better layout, more attractive and usable public realm, and well-designed new properties, the Council considers the use of compulsory purchase powers to be necessary and justified, and that in all the circumstances there is a compelling case in the public interest to make the Order, in order to facilitate the delivery of the North Phase. The Council does not consider that there is a reasonable alternative to delivering the North Phase since it forms part of a comprehensive regeneration project for which planning permission has already been granted, and which is already well underway.
- 6.16 Failure to confirm the Order would have the following serious adverse consequences: the loss of an opportunity to continue to regenerate the Estate in accordance with the

wider planning permission and the North Phase Permission and with planning policy; and finally, an important regeneration project would be left only partially complete.

7. THE COMBINED DEVELOPMENT AGREEMENT

7.1 As previously noted, in 2006 English Partnership led, in conjunction with the Council, an OJEU compliant procurement process that resulted in the selection of Swan as the development partner. English Partnerships and the Council subsequently entered into a Combined Development Agreement (“the Agreement”) with Swan on the 14th November 2008 (for a summary, see CD7.2). This Agreement was subsequently varied with Homes England in March 2017.

7.2 The Agreement (as varied) provides for the redevelopment of the Estate in phases. In essence, the Council is obliged to provide vacant possession of each phase through the making of a CPO Order, if necessary. Swan is obliged to obtain the planning permissions, to confirm that it has funding and that the overall scheme remains viable, and to carry out the works of redevelopment. Once this and other pre-conditions have been met and vacant possession of the phase has been obtained. The agreement includes nomination rights for the Council in the completed scheme and fifty per cent of any profit to Swan at the end of the development is to be applied to affordable housing in the Borough.

7.3 As set out in the evidence of Mr Riley, there is an overarching requirement for the Agreement to go unconditional. This was confirmed by Swan in February 2021, and so the Agreement is now unconditional. The conditions to be met prior to Phase North starting construction are set out below, with the current progress status:

- *Swan provides evidence that funding is in place for the relevant phase – Swan has confirmed that funding is in place and this will be re-confirmed prior to the start of the North Phase.*
- *Planning is granted for the relevant phase – Detailed Planning Permission is in place and has been implemented to ensure it does not expire.*
- *Vacant Possession is granted – this process is ongoing between Basildon Council and Swan, and the CPO Public Inquiry is a key part of delivering this requirement.*
- *The tenure mix plan for the phase is agreed – this is in place as per the consented scheme.*
- *Deed of Warranty for the Independent Certifier to be procured by Swan – this is in place for the current phase and is a pre-commencement condition for Phase North.*

- *Nominations Deed to be entered into between Basildon Council and Swan – the form is agreed and will be in place prior to commencement of Phase North.*

7.4 Consequently, there is no impediment to Phase North being implemented if the Order is confirmed. The Order is necessary because without it, it does not appear that vacant possession of Mr Howe’s property will be obtained.

7.5 The Agreement has been operating well with regard to the first phases of the regeneration. As set out in detail in Mr Riley’s proof of evidence, the drawdown of the land necessary to deliver the initial phases has been accomplished as envisaged within the agreement. Essential variations have been negotiated as required.

7.6 As part of Phase 1 “The Beech”, a new community facility, was constructed. Mr Riley’s evidence provides an impressive list of community development activities that were delivered in 2019/20 using the Beech as a local base.

7.7 As also detailed in Mr Riley’s evidence, a community development trust (Beechwood Village Community Trust (BVCT)) has been established, which is a partnership between local residents, the Council and Swan. Its remit is to improve the social wellbeing of the local community by providing facilities and assistance to develop their capacity and skills in such a way as they are better able to identify and help meet, their needs and participate more fully in society and in particular but not exclusively by:

- encouraging inclusive social integration and positive activities and development programmes;
- promoting a reduction in crime and anti-social behaviour;
- providing support for learning initiatives and training and development opportunities, to encourage back to work initiatives and to assist with access to funding opportunities; and
- promoting the protection of the environment through the promotion of sustainability initiatives and encouraging the use and maintenance of open spaces.

7.8 The Trust is delivering social benefits in a Beechwood Village that: is a united place where different community groups live and work together; is a welcoming and safe space where all generations can live and meet; provides a place where the community can become fully integrated to build a better future for all; and is a supportive and lively place. It receives donations from Swan comprised of net rents from the commercial properties in Phase 1 and charges collected from private owners on the redeveloped estate. The Trust aims to capitalise on the redevelopment and renewal of the Estate by building a new and revitalised community, tackling specific problems

on the Estate by targeted interventions. Mr Sullivan's evidence details the s.106 obligations relevant to Phase North.

- 7.9 Mr Riley's proof of evidence shows that, as a means of delivering economic benefits, Swan submitted an Employment and Skills plan to Essex County Council in line with the Section 106 requirements which is currently being implemented. Through this plan the construction phase benefits of the development are being supplemented by the operational phase, in which a thriving community will contribute to supporting the commercial offer within the Estate, and to the local labour supply in Basildon.
- 7.10 In keeping with the Agreement, and supported by a viability test, Swan has recently confirmed in a letter to Homes England and the Council that Phase North and the other remaining phases of the scheme are financially viable. See section 3 of Mr Riley's evidence for more detail. A loan agreement dated 31 January 2019 provides funding from Homes England to Swan for the completion of the development. The CPO acquisition costs are met by Swan via an indemnity agreement with the Council (CD7.3).
- 7.11 To date Swan has expended £920k on pre-construction costs.
- 7.12 Future development costs will be funded through Swan's existing loan arrangements, together with retained earnings. Swan has a £30,000,000 loan facility from Homes England and a funding gap agreement to meet the shortfall between the development costs and the development value. Mr Riley's evidence deals further with Swan's commitment to the scheme and the financial arrangements in place which will allow Swan to honour that commitment.
- 7.13 Both the Council and Swan are fully committed to the delivery of the Phase North project, once vacant possession of the remaining land has been secured.

8. PUBLIC ENGAGEMENT AS PART OF THE WIDER PROJECT AND THE SCHEME

- 8.1 As detailed earlier in this proof of evidence, public engagement has been a significant feature of the evolution of the regeneration of the estate.
- 8.2 In 2001 the Fryerns East & Craylands Neighbourhood Committee (FECNC) was established by local residents, with the first public meeting on the 19th February 2002 attended by 120 residents. Further FECNC meetings were held on 21st and 28th October 2003.
- 8.3 On the 30th January 2003, a multi-agency meeting was set up by the Council to discuss Fryerns & Craylands. Arising from this, on 8th October 2003, the Fryerns & Craylands Estate Renewal Project Group (FCERPG) was established. Further FCERPG meetings were held on 18th November and 16th December 2003. The

public engagement initiated by these two groups helped shape and inform the 2006 English Partnerships planning submission.

8.4 Following the selection Swan in 2006 joint communications with local residents has been channelled through the production of Craylands and Beechwood Village newsletters, open days, a Quality of Life Survey 2007 and information-dissemination and capacity-building events on the estate.

8.5 Some of the ways that public engagement encouraged and facilitated have been the following:

- 5th December 2015 – New proposals presented to residents for comment
- 23rd January and 27th February 2016 – Updated proposals presented to the local community following resident feedback
- 18th May 2016 – Final changes following resident feedback prior to planning submission in June 2016
- 28th January 2017 – Information day following planning committee approval
- 9th September 2017 – Information day on progress of the regeneration with independent advisor available for homeowners
- 12th May 2018 – Information day including update on designs for a new park
- 23rd February 2019 – Information day on progress of the regeneration

8.6 It is planned that residents will continue to be encouraged to engage with the regeneration process through the newsletters and events.

9. **THE COUNCIL'S COMMITMENT TO THE SCHEME**

9.1 As set out in the proof of evidence provided by Mrs O'Shea from the Council, since the inception of the proposed redevelopment of Craylands the Council has been fully committed to the scheme.

9.2 Demonstrations of this commitment have included:

- Leadership, oversight and scrutiny – the Council has made decisions and provided leadership, oversight and scrutiny through Cabinet and Committee reports and meetings (CD6.1-6.7)

- Collaboration – the Council has fulfilled its obligation under the Agreement and worked in partnership with Homes England, Swan, the local community and other stakeholders in promoting, driving and facilitating the transformation at Fryerns and Craylands
- Staffing – the Council has allocated and funded strategic and operation staff time to the scheme for over 20 years as referenced in the combined proofs of evidence
- Provision of vacant possession – the Council has to date decanted 184 permanent residents and 127 temporary residents from the Estate into alternative accommodation provided by the Council
- Community engagement – the Council has worked with Swan in providing opportunities for local residents and other stakeholders to be involved in all stages of the planning and implementation of the regeneration - specific initiatives have included:
 - Early and ongoing engagement through public consultation events for the Scheme, project information days, newsletters, the publication of a homeowners' booklet and direct contact.
 - Employment of an Independent Leaseholder Advisor ('**ILA**')
 - Consultation days, workshops, and a Quality of Life Survey 2007
 - Provision and choice and opportunities to residents including a package of relocation options for resident leaseholders that has allowed them to acquire a new or existing home at Beechwood Village, a home on the Craylands Estate that is not being demolished, or a home off of the estate, either locally or further afield if that was their choice.
 - Minimising disruption to residents and maintaining community ties by providing local relocation options, ensuring that residents only had to move once and taking a phased approach to the construction of the Estate as a whole.
 - Involving residents in the management of the Estate through initiatives such as the Beechwood Village Community Trust.

10. OBJECTION TO THE ORDER

10.1 One statutory objection to the Order has been received by the Secretary of State from Mr Tristan Richard Howe, the leaseholder owner of Plot 6, third floor flat known as 17 Peterborough Way (CD8.1).

10.2 Mr Howe objects to the Order on the basis that the Estate is a low-density development, therefore there is plenty of surplus land for new homes without the need to demolish any of the maisonette blocks and surrounding houses. He asserts that the maisonette blocks and houses can be retained with full refurbishment.

10.3 As summarised in the Fryerns and Craylands Estate Renewal Business Case in 2004 (TB1), and as previously quoted at paragraph 3.7 of this proof of evidence:

- *“The estate is unpopular because of its reputation for isolation, poor quality housing and inadequate social amenities. High levels of crime, neighbourhood nuisance and antisocial behaviour; extremely low levels of educational attainment, qualifications and skills and high unemployment and economic inactivity characterise the estate as a place in a downward spiral of deprivation, social exclusion and neglect.”*

10.4 As identified by local residents and recognised by BPP Regeneration in their Economic Assessment (Appendix TB3), the 31 maisonette blocks, and the “Radburn” spaces in between, are the source of much of the crime and anti-social behaviour experienced on the estate. Hence the BPP Regeneration assessment concluded that the refurbishment of the blocks alone is unlikely to arrest the decline of the Estate, as there is “insufficient surplus space” to enact the substantial remodelling required to achieve a step change in the physical environment ; as previously highlighted in this proof of evidence at paragraph 3.c:

- *“Firstly there is a consensus amongst the scheme’s public sector partners that the Estate’s decline, as outlined above, cannot be allowed to continue. However if these problems are to be addressed, a positive strategy for investment is required. If this is to be effective, this strategy must be of sufficient magnitude to achieve a step change in the physical environment. The private sector is unlikely to make this investment on its own volition, as the returns which could be generated would be inadequate to compensate for the level of risk involved. The availability of the Fryerns site next to the Estate has opened up the possibility of combining the areas into a multi-phased development opportunity, which offers sufficient space and flexibility to enable a substantial re-modelling of the existing residential product as well as the construction of new dwellings. The Craylands Estate would not be able to achieve these activities in its own right as it has insufficient surplus space. “*

- 10.5 English Partnerships subsequently elected to pursue a comprehensive redevelopment approach to the estate, rejecting the refurbishment approach to the maisonette blocks as being neither qualitatively or quantitatively preferable to a comprehensive redevelopment approach. Following their selection as the preferred developer, Swan entered into the Agreement with English Partnerships and the Council in November 2008. The aim of the regeneration of Craylands Estate was to transform the community and it was agreed that the demolition of the Council owned maisonettes was a prerequisite in delivering an improved place.
- 10.6 Finally, as set out in the extract from the Cabinet meeting report of 30th June 2016 (Appendix TB5) and the evidence provided by Mr Sullivan, in re- formulating the Masterplan in response changing economic market condition and active resident engagement, the approach to wholesale demolition has been softened, by taking a more selective approach to demolition. To continue to maximise the opportunity for social and environmental well-being by establishing a clearer street hierarchy which is easier to navigate, to improve permeability and legibility, and to create a more traditional street pattern that results in a more secure environment, with passive surveillance over all streets and back gardens, the demolition of the maisonette blocks, including the one that Mr Howe occupies, remains a prerequisite.
- 10.7 As outlined in Section 5 of Mr Sullivan’s evidence, Phase North:
- *"has detailed planning permission, pre-commencement conditions have been discharged and initial works were commenced meaning the consent has been implemented. Consequently, there is no planning impediment to completion of the Scheme, and the Scheme is compliant with the Council’s strategic planning framework. In this case, the planning matters raised by the objector have already been considered and addressed through the process of the grant of planning permission. As there are no fresh material or changes in circumstances, it would not be appropriate to take a different view on a granted planning application with regards to material planning matters, as outlined in Alliance Spring Co Ltd v The First Secretary of State [2005]."*
 - *"Having assessed the objection as it relates to planning matters, have already been considered and addressed through the Application, which has been assessed by the Local Planning Authority in the Report to Planning Committee 4 October 2016 (CD 5.6). It was deemed that having regard to the planning balance, the Scheme was deemed to constitute sustainable development for the purposes of the NPPF and was granted planning permission. The objection raised do not outweigh the substantial benefits that will be delivered by the Scheme."*

10.8 In summary, whilst the retention and refurbishment of the maisonette blocks may have been an option, this has been tested against other options and found to be inferior to the options being pursued due to both qualitative and quantitative considerations.

11. **STATEMENT OF TRUTH**

11.1 I declare that the evidence set out in this proof for the inquiry is true and follows accepted good practice. The opinions expressed are my own and are formed from professional judgements based on my experience.



Signed.....

TREVOR BURNS
TEAM LEADER, DEVELOPMENT & INVESTMENT
BASILDON COUNCIL

8 June 2021

SUMMARY PROOF OF EVIDENCE OF TREVOR BURNS

1. OVERVIEW

- 1.1 My name is Trevor Burns. I am a Chartered Institute of Housing Certified Practitioner.
- 1.2 I hold the following qualifications: Master of Science (M.Sc.), Bachelor of Science (B.Sc.) and Postgraduate Certificate in Housing. I have over 35 years of experience working in housing management, development and regeneration.
- 1.3 From May 1982 to December 1985 I was employed by Basildon Borough Council (**“the Council”**). As the Team Leader of the Grapevine outreach team, my role was to engage peripatetically with the community, including hard-to-reach young people, in order to sign-post multi-agency information and counselling services with regard to housing, health and well-being. One of the Council offices from which my team and I operated was located on the Craylands Estate (the **“Estate”**).
- 1.4 From January 1986 to April 1996 I was employed by NACRO, developing and managing housing projects in Basildon and other Essex boroughs. One of the homeless projects I developed and managed was on the Craylands Estate.
- 1.5 From May 1996 to December 2008 I was employed by Swan Housing Group. Reaching the level of Assistant Director, Development, I was responsible for delivering housing schemes in Basildon, other boroughs in Essex, and East London. During the latter stages of this employment I was part of the Development & Regeneration Team that was seeking to bid for and secure preferred partner status for the re-development of the Craylands Estate.
- 1.6 From January 2009 to December 2017 I was employed by East Thames Housing Group. In my role as Executive Director, Development & Sales I was responsible for the strategic delivery of a programme of development and regeneration schemes. These schemes included the Ocean Estate in Bethnal Green, the Gascoigne Estate in Barking and the New Union Wharf Estate on the Isle of Dogs. Whilst it was necessary to purchase leasehold properties on these estates, none of them reached a Public Inquiry stage, as all the leaseholders chose to sell their properties by private treaty; having accepted packages similar to those offered to home-owners on Craylands North.
- 1.7 In January 2018 I founded a housing consultancy, Trevor Burns Limited, of which I am a Director. I also became an Associate of Altair Limited at this time. Since January 2018 I have been commissioned by the Council, through Altair, in the role of Team Manager, Development & Investment. My function is to deliver the Council’s social rented housing programme and to deliver a mixed-tenure housing programme

through the Council's wholly owned subsidiary, Sempra Homes. Since September 2020 I have assumed responsibility for the operational delivery of the Fryerns / Craylands estate regeneration scheme (the "**Wider Project**") in partnership with Homes England and Swan. In this capacity I have operational responsibility for the effective delivery of the Fryerns & Craylands Phase North Compulsory Purchase Order 2020 (the "**Order**") as it relates to the North Phase (the "**Scheme**") of the regeneration.

1.8 My proof of evidence sets out the background to the regeneration of the Estate, the Scheme, and the Order and I set out the joint approaches the Council and Swan have adopted in seeking to acquire properties by private treaty from homeowners in Phase North in order to deliver the proposed regeneration.

1.9 I also refer to the government's guidance on the compulsory purchase process and the Crichel Down Rules (July 2019) (the "**Guidance**") (CD3.1) and in particular those parts that are relevant to the funding and delivery of the Scheme. I also set out how the Council and Swan have sought to operate within other areas of government guidance with respect to estate regeneration.

1.10 Furthermore, I set out the Council's rationale and decision-making for seeking a Compulsory Purchase Order for the Phase North properties; as a means of last resort. I also detail the main provisions of the Combined Development Agreement (a summary of which is at CD7.2) and how the Scheme will be delivered in accordance with the agreement. I will describe the Council's commitment to the Order and delivery of the Scheme and explain that there are no impediments to its delivery.

1.11 I detail the public engagement with the Scheme from the start of the process to date and address the Council's historic and on-going commitment to the scheme.

1.12 Finally, I respond to the objection insofar as it relates to why the Council has chosen to deliver the Scheme including the demolition of the properties falling within the Order Land, rather than by refurbishing them.

2. **BACKGROUND TO THE REGENERATION OF THE CRAYLANDS ESTATE**

2.1 The Craylands estate was built in the 1960's within the Fryerns ward in the borough of Basildon. It was designed utilising "Radburn" principles, which included separating pedestrians and vehicles. It was characterised by cul-de-sacs, parking courts and alleyways between houses. It had little in the way of usable green spaces, being largely urban with the exception of small private gardens and some quite poor communal areas.

2.2 By 1985, when I first worked on the Estate, Craylands had acquired a local reputation for poor quality housing design, anti-social behaviour and drug dealing from the

maisonette blocks. It was in recognition of this growing notoriety that a range of interventions, including the introduction of a Grapevine outreach team operating from an office on the Estate, were implemented. By the turn of the millennium in 2000, the Estate had been identified as the most deprived area of Basildon with a wider reputation for high crime, low educational attainment and general anti-social behaviour.

- 2.3 In 2001, the Council commissioned a comprehensive stock condition survey for addressing the major investment required to provide for demolition and re-development, refurbishment, provision of new community facilities and environmental upgrading. This was used to inform a 10-year investment strategy that aimed to ensure that all social housing met the Government's Decent Homes Standard of being wind and weather tight, warm and having modern facilities.
- 2.4 The investment strategy identified Craylands as being one of three Priority Action Areas. I include in my proof of evidence detail of the continued decline of the Estate. As a consequence of these observations, the physical re-development of the Estate was considered essential by the Council, to address its poor design and layout. The regeneration secured by the Wider Project secured funding of £18.5m, via the 2003 ODPM Sustainable Communities Fund, to remodel the estate and redevelop an adjoining former school site to create a new, sustainable community. The project was originally led by English Partnerships, in partnership with the Council. The administrative arrangements changed when the Homes and Communities Agency (HCA), and subsequently Homes England came into being as replacement bodies for English Partnerships.
- 2.5 Extensive engagement with local partners, groups and residents took place over a period of three years between 2004 and 2007. The identified priorities for local people were: better facilities and local services, better design and housing standards, better environment, less crime and anti-social behaviour, more resident and community involvement, and an integrated and active communities.
- 2.6 A community action group, the "Craylands Action Plan Delivery Group" was formed which sought to identify the problems on the estate and to inform the actions that would help resolve them. The issues, potential solutions and priorities were codified within the Craylands Area Action Plan (CD7.5).
- 2.7 Whilst the proposals for the area considerably pre-date the advice in the Government's Estate Regeneration National Strategy 2016 (CD3.2), it is clear that the regeneration was founded in what residents wanted for their area, continues to seek to protect the interests of the existing community and aims to deliver positive, transformational, physical and economic improvements.

- 2.8 In May 2006 BBP Regeneration provided English Partnerships with an Economic Appraisal for the Estate (Appendix TB3) which explained the rationale for public intervention, as I detail in my proof, and concluded that public sector intervention was required on a number of grounds including that the consensus amongst public sector partners that the Estate's decline could not be allowed to continue but that a positive strategy for investment was required. A multi-phased development opportunity was proposed which included both the Craylands Estate and the Fryerns Site so that both the remodelling of existing residential properties as well as the construction of dwellings could be achieved.
- 2.9 The Economic Appraisal reviewed a range of potential intervention options open to the public sector and I highlight the seven options in my proof. The Economic Appraisal then considered four broad delivery structures that could be utilised, again as detailed in my evidence.
- 2.10 In order to compare the advantages and disadvantages of each of these delivery structures, quantitative and qualitative comparison assessments were undertaken. The quantitative assessment results are summarised in my proof. The three recommended options were considered by English Partnerships and Option 5 was subsequently taken forward as the preferred option.
- 2.11 Option 5 is described as the comprehensive investment scenario - English Partnerships retains and procures development on its Fryerns site, exercises its option to acquire the Essex CC landholdings and acquires two additional sites occupied by an Adult Education Centre and a primary healthcare centre. English Partnerships takes the lead role in demolishing all existing dwellings and opens up the opportunity for a comprehensive approach with new types of residential product.
- 2.12 This resulted in the submission of a planning application by English Partnership in 2006. This planning application was approved in 2008 (06/00873/OUT) (CD5.10) and has been subject to a number of revisions and subsequent permissions as detailed in my proof.
- 2.13 Also in 2006, English Partnership led, in conjunction with the Council, an OJEU compliant procurement process that resulted in the selection of Swan Housing Group ("**Swan**") as the preferred development partner.
- 2.14 The Council subsequently gave in-principle approval for the regeneration of the Estate on 27th June 2007, as described in the minutes of the Cabinet meeting of this date (CD6.1).
- 2.15 Following extensive consultation with local residents, and a review of the condition of some of the properties scheduled to be demolished under the terms of the original consent, a revised outline planning permission (and full application in respect of

Phase North) 16/00898/OUT was granted in 2017 (CD5.1). The terms of this planning permission are detailed in the evidence of Mr Sullivan.

- 2.16 Having obtained this planning consent, Homes England, the Council and Swan agreed that all reasonable steps should be made to acquire leasehold properties to be demolished within Phase North by private treaty.
- 2.17 The 59 Council secure tenants who needed to be rehoused from their homes to enable the delivery of first two phases of the regeneration, were provided with a one-to-one consultation with regard to their housing needs and preferences. All 59 of these households moved into alternative secure tenancies provided by the Council elsewhere in Basildon. Whilst no formal satisfaction surveys were undertaken, there were no cases where court action was required to secure vacant possession. Feedback from the Council's Rehousing Manager, responsible for the voluntary rehousing of the tenants, confirms that all these tenants were content with the alternative accommodation offered (see Appendix TB4). Some of the vacated properties were used by the Council to provide temporary accommodation to 48 homeless households. All 48 were rehoused in either permanent or temporary accommodation within Basildon.

3. **OBTAINING PHASE NORTH PROPERTIES BY PRIVATE TREATY**

- 3.1 The Fryerns & Craylands regeneration stemmed from the resident-expressed dissatisfaction with the quality of life associated with living on the Craylands Estate; and the Council's commitment to positively respond to the resident-expressed demand for radical change. In keeping with subsequent MHCLG Guidance on Regeneration 2016 (CD3.2), and in conjunction with Swan, the Council has continued to put local residents at the heart of the regeneration proposals.
- 3.2 Also in keeping with the MHCLG CPO Guidance (CD3.1), the Council continues to believe that all reasonable steps should be taken to acquire all necessary land through negotiation. Compulsory purchase should only be used as a means of last resort.
- 3.3 Following the selection of Swan as preferred partner in 2007, it was jointly agreed that Council and Swan tenants who were to be decanted should be provided with, a range of options with regard to their alternative home, and compensation for their home loss and disturbance.
- 3.4 The 74 Council and Swan secure tenants who need to be rehoused from their homes to enable the delivery of Phase North were provided with a one-to-one consultation with regard to their housing needs and preferences. All 74 have been rehoused in alternative Council or Swan accommodation within Basildon. The Council has been utilising some of the vacant accommodation to provide temporary accommodation for homeless households. There are currently 6 remaining temporary households; all of

whom have accepted offers of alternative accommodation and have scheduled moving dates in June 2021.

- 3.5 It was agreed in 2017 that Swan would begin the negotiations to purchase properties and to complete as many as possible by private treaty. It was also agreed that leaseholders would be provided with a range of options for securing alternative accommodation.
- 3.6 Consequently, on the 20th February 2017 the Council wrote to all the homeowners in Phase North explaining that Swan would be confirming the timescales for the redevelopment of Phase North and negotiating the purchase of their properties. I detail the options offered to leaseholders in my proof of evidence. The details of how Swan and the Council have approached the negotiation with leaseholders in Phase North are set out in the evidence provided by Robert Pearce of Swan and Colin Cottage of Ardent.
- 3.7 In essence, by early 2018 there was a shared view between the Council and Swan that a CPO Order would be required to help facilitate the proposed demolition and renewal programme. This was principally the result of a recognition that the owner of 17 Peterborough Way was acting unreasonably with his demands and determination to hold out for an unrealistic settlement on the package price to be paid for his property.
- 3.8 To begin with there were 31 homeowners in Phase North. At the point of the application for the Phase North CPO in 2020 there were 7 homeowners remaining in the Phase North area. On the basis that all reasonable steps had been taken to reach a voluntary sale, in March 2018, the Council considered the use of CPO powers in respect of Phase North, and resolved that subject to a suitable indemnity agreement being entered into between the parties, a CPO should be made in respect of land identified in a plan attached to the report (the "Order Land"), and delegated authority was granted in relation to matters directed to progressing the CPO. Further authority was given in December 2019 and the CPO was made in August 2020.
- 3.9 Of the 3 remaining homeowners, 2 have reached agreement with the Council and Swan with regard to the voluntary sale of their properties. There is 1 homeowner with whom there is no sale / purchase agreement in place.

4. GOVERNMENT GUIDANCE

- 4.1 The regeneration of the Estate pre-dates the National Strategy for Estate Regeneration 2016 (CD3.2). Homes England (in its former and current constitutions), the Council and Swan have, however, always sought to deliver the transformation of the Estate within the spirit of prevailing government guidance on good practice. This continues today, with the Council and Swan currently operating within the 20 elements

of good practice identified within the National Strategy for Estate Regeneration 2016 Good Practice Guide Part 1 (CD3.2). I detail in my evidence how the Council and other stakeholders through the emergence of the Craylands Action Group in 2003 have observed the principles set out in the Estate Regeneration National Strategy.

- 4.2 As the acquiring authority the Council has continuously sought to follow government guidance on Compulsory Purchase Orders. It is currently seeking confirmation of the Order in compliance with MHCLG Guidance on Compulsory Purchase and the Crichel Down Rules, updated 2019 (CD3.1). Colin Cottage of Ardent and Robert Pearce of Swan provide details in their proofs of evidence as to how the Council, as acquiring authority, has complied with this Guidance.
- 4.3 Jamie Sullivan from Iceni, the Council's planning witness, has provided a proof of evidence that demonstrates that, in keeping with MHCLG guidance, the purpose for which the Order Land is being acquired fits in with the adopted and draft Local Plans and the National Planning Policy Framework.
- 4.4 Finally, in keeping with the Estate Regeneration National Strategy (CD3.2), Swan has undertaken regular viability assessments to ensure that the Scheme will go ahead once the Order Land is acquired. Indeed it is enshrined within the Combined Development Agreement that financial viability is a key test of whether or not progression to each new phase is approved.

5. **THE COUNCIL'S USE OF ITS COMPULSORY PURCHASE ORDER POWERS**

- 5.1 In February 2017, the Council considered the use of its CPO powers in respect of the Estate, and by a Cabinet decision of 9 February 2017, resolved in favour of the use of such powers.
- 5.2 In March 2018, the Council considered the use of CPO powers under section 226 in respect of the North Phase, and resolved that subject to a suitable indemnity agreement being entered into between the parties, a CPO should be made in respect of land identified in a plan attached to the report (the North Phase land), and delegated authority was granted in relation to matters directed to progressing the Order.
- 5.3 An indemnity agreement was subsequently entered into on 14th May 2018 (CD7.3). It provides what the Council regards as an acceptable indemnity in relation to CPO costs, and has allowed the Council to progress the land acquisition programme.
- 5.4 On the 18th December 2019 the Council, by its Policy and Resources Committee, completed the consideration of its compulsory purchase powers, including the public sector equality duty, and authorised the making of a compulsory purchase order for Phase North (CD6.6).

- 5.5 On 19 August 2020 the Council made the Order pursuant to section 226(1)(a) of the Town and Country Planning Act 1990 and the Acquisition of Land Act 1981.
- 5.6 The reason the Order was made under s.226 is that the land is required in order to facilitate the carrying out of development on the Order Land, for which the North Phase planning permission has been granted, and it is not certain that the Council will be able to acquire the land by agreement.
- 5.7 In keeping with the MHCLG Guidance (CD3.1), Mr Sullivan has set out in detail within evidence, in justification for the Council's pursuit of the CPO Order, the environmental, social and economic wellbeing benefits of the Scheme.
- 5.8 Failure to confirm the Order would have the following serious adverse consequences: the loss of an opportunity to continue to regenerate the Estate in accordance with the wider planning permission and the North Phase planning permission and with planning policy; and finally, an important regeneration project would be left only partially complete.

6. **THE COMBINED DEVELOPMENT AGREEMENT**

- 6.1 English Partnerships and The Council entered into a Combined Development Agreement ("the Agreement") with Swan on the 14th November 2008 (a summary of which is at CD7.2). This Agreement was subsequently varied with Homes England in March 2017.
- 6.2 The Council approved, via a Cabinet resolution in June 2016 (Appendix TB5), to vary the Agreement to reflect the necessary changes to the Scheme as proposed through the masterplan attached to the planning permission issued in 2017 (CD5.1). This was a result of viability issues and as a result of further responses to consultation on the regeneration of the Estate.
- 6.3 The Agreement (as varied) provides for the redevelopment of the Estate in phases. In essence, the Council is obliged to provide vacant possession of each phase through the making of a CPO Order, if necessary. Swan is obliged to obtain the planning permissions, to confirm that it has funding and that the overall scheme remains viable, and to carry out the works of redevelopment once this and other pre-conditions have been met and vacant possession of the phase has been obtained. The Agreement includes nomination rights for the Council in the completed scheme and fifty per cent of any profit to Swan at the end of the development is to be applied to affordable housing in the Borough.
- 6.4 As set out in Luke Riley's proof of evidence, there is an overarching requirement for the Agreement to go unconditional. This was confirmed by Swan in February 2021,

and so the Agreement is now unconditional. The conditions to be met prior to Phase North starting construction are set out below, with the current progress status:

- *Swan provides evidence that funding is in place for the relevant phase – Swan has confirmed that funding is in place and this will be re-confirmed prior to the start of the North Phase.*
- *Planning is granted for the relevant phase – Detailed Planning Permission is in place and has been implemented to ensure it does not expire.*
- *Vacant Possession is granted – this process is ongoing between Basildon Council and Swan, and the CPO Public Inquiry is a key part of delivering this requirement.*
- *The tenure mix plan for the phase is agreed – this is in place as per the consented scheme.*
- *Deed of Warranty for the Independent Certifier to be procured by Swan – this is in place for the current phase and is a pre-commencement condition for Phase North.*
- *Nominations Deed to be entered into between Basildon Council and Swan – the form is agreed and will be in place prior to commencement of Phase North.*

6.5 Consequently, there is no impediment to Phase North being implemented if, and when, the Order is confirmed.

6.6 The Agreement has been operating well with regard to the first phases of the regeneration. As set out in detail in Luke Riley’s proof of evidence, the drawdown of the land necessary to deliver the initial phases has been accomplished as envisaged within the agreement. Essential variations have been negotiated as required.

6.7 In keeping with the Development Agreement, and supported by a viability test, Swan has recently confirmed in a letter to Homes England and the Council that Phase North and the other remaining phases of the scheme are financially viable. A loan agreement dated 31 January 2019 provides funding from Homes England to Swan for the completion of the development. The CPO acquisition costs are met by Swan via an indemnity agreement with the Council (CD7.3).

6.8 Both the Council and Swan are fully committed to the delivery of the Phase North project, once vacant possession of the remaining land has been secured.

7. **PUBLIC ENGAGEMENT AS PART OF THE WIDER PROJECT AND THE SCHEME**

- 7.1 As detailed in my evidence, public engagement has been a significant feature of the evolution of the regeneration of the estate.
- 7.2 In 2001 the Fryerns East & Craylands Neighbourhood Committee (FECNC) was established by local residents, with the first public meeting on the 19th February 2002 attended by 120 residents. Further FECNC meetings were held on 21st and 28th October 2003.
- 7.3 On the 30th January 2003, a multi-agency meeting was set up by the Council to discuss Fryerns & Craylands. Arising from this, on 8th October 2003, the Fryerns & Craylands Estate Renewal Project Group (FCERPG) was established. Further FCERPG meetings were held on 18th November and 16th December 2003. The public engagement initiated by these two groups helped shape and inform the 2006 English Partnerships planning submission.
- 7.4 Following the selection Swan in 2006 joint communications with local residents has been channelled through the production of Craylands and Beechwood Village newsletters, open days, a Quality of Life Survey 2007 and information-dissemination and capacity-building events on the estate.
- 7.5 My proof sets out in detail some of the ways that public engagement was encouraged and facilitated.
- 7.6 It is planned that residents will continue to be encouraged to engage with the regeneration process through the newsletters and events.

8. **THE COUNCIL'S COMMITMENT TO THE SCHEME**

- 8.1 As set out in the proof of evidence provided by Mrs O'Shea from the Council, since the inception of the proposed redevelopment of Craylands the Council has been fully committed to the scheme.
- 8.2 Demonstrations of this commitment have included:
- Leadership, oversight and scrutiny – the Council has made decisions and provided leadership, oversight and scrutiny through Cabinet and Committee reports and meetings (See Appendix LoS1)
 - Collaboration – the Council has fulfilled its obligation under the Development Agreement and worked in partnership with Homes England, Swan, the local community and other stakeholders in promoting, driving and facilitating the transformation at Fryerns and Craylands

- Staffing – the Council has allocated and funded strategic and operation staff time to the scheme for over 20 years as referenced in the combined proofs of evidence
- Provision of vacant possession – the Council has to date decanted 184 permanent residents and 127 temporary residents from the estate into alternative accommodation provided by the Council
- Community engagement – the Council has worked with Swan in providing opportunities for local residents and other stakeholders to be involved in all stages of the planning and implementation of the regeneration

9. **OBJECTION TO THE ORDER**

- 9.1 One statutory objection to the Order has been received by the Secretary of State from Mr Tristan Richard Howe, the leaseholder owner of Plot 6, third floor flat known as 17 Peterborough Way (CD8.1).
- 9.2 Mr Howe objects to the Order on the basis that the Estate is a low-density development, therefore there is plenty of surplus land for new homes without the need to demolish any of the maisonette blocks and surrounding houses. He asserts that the maisonette blocks and houses can be retained with full refurbishment.
- 9.3 My evidence details the unpopularity of the Estate because of, inter alia, high levels of crime, neighbourhood nuisance and inadequate social amenities
- 9.4 As identified by local residents and recognised by BPP Regeneration in their Economic Assessment the 31 maisonette blocks, and the “Radburn” spaces in between, are the source of much of the crime and anti-social behaviour experienced on the Estate. English Partnerships subsequently elected to pursue a comprehensive redevelopment approach to the estate, rejecting the refurbishment approach to the maisonette blocks as being neither qualitatively or quantitatively preferable to a comprehensive redevelopment approach. The aim of the regeneration of Craylands Estate was to transform the community and it was agreed that the demolition of the Council owned maisonettes was a prerequisite in delivering an improved place.
- 9.5 Finally, as set out the proof of evidence provided by Mr Sullivan, the 2016 consented scheme presents an opportunity to establish a clearer street hierarchy which are easier to navigate with improved permeability and legibility. It also creates a more traditional street pattern resulting in a more secure environment, with passive surveillance over all streets and back gardens.

TB1

Fryerns & Craylands Estate Renewal Business Case 2004

15/2/04

DRAFT 26/02/04

**CRAYLANDS & FRYERNS
ESTATE RENEWAL SCHEME
BUSINESS CASE**

Submitted by

**BASILDON RENAISSANCE &
BASILDON DISTRICT COUNCIL**

To

**OFFICE OF THE DEPUTY PRIME MINISTER
THAMES GATEWAY FUNDING**

MARCH 2004

Submission prepared by:

**SDP Regeneration Services & HACAS Chapman Hendy
As part of the Tribal Group PLC**

LIST OF CONTENTS

- 1 Aims and objectives of the project
- 2 Background – Basildon District and the Thames Gateway
- 3 Sustainability profile
- 4 Strategic regeneration context
- 5 Value for money (VFM)
- 6 Funding
- 7 Delivering with partners
- 8 Resident involvement
- 9 Project management
- 10 Implementation
- 11 Timetable

APPENDICES

- Appendix A Development framework
- Appendix B Feedback from multi-agency forum
- Appendix C Fryerns/Craylands Estate Renewal Project –Action Plan

1 Aims and objectives of the project

Overall aims and objectives

In accordance with ODPM expectations for all supported projects in Thames Gateway, this project will aim to:

- deliver additional housing including the adequate provision for social renting and key workers. Housing will meet high standards of quality and sustainability in design and be at densities conforming to planning guidance and which make the most effective use of land;
- sustain the existing employment base and support key sector development particularly in the fields of education skills and innovation, that will help to secure a balanced relationship between housing and employment growth, consistent with the EEDA Regional Economic Strategy;
- provide transport improvements that support housing and/or employment growth and contribute to a more sustainable pattern of development;
- deliver a substantially reinvigorated local centre that will represent improved focal points for new housing, better local services, employment growth and community development;
- improve the environmental quality and image of the area and reduce the amount of vacant brownfield and underused land; and
- provide enhancements to open space and local services that will improve the quality of the area to live and to work.

2. Background – Basildon District & the Thames Gateway

The Thames Gateway was established as a national policy priority in 1994; Thames Gateway South Essex is an extension of the original Thames Gateway and includes Basildon. The Government put forward a range of significant proposals for the Thames Gateway in the Sustainable Communities Plan in February 2003. Basildon has been identified in the context of the Thames Gateway as a priority and by Thames Gateway South Essex as a "Zone of Change" and a business hub for South Essex.

Basildon's problems and constraints (some of which arise from the legacy of its former New Town status, the only one within the Thames Gateway) include:

- the outward migration of young people;
- a low standard of primary, secondary and further education attainment and facilities and a lack of linkages with higher education;
- a consequent skills shortage in the district (and County) leading to employers being unable to recruit to underpin business growth;

- transport and infrastructure weaknesses particularly within the district;
- extensive Green Belt land and associated important ecological areas;
- a high level of out-commuting, particularly to London;
- a number of weaknesses in its town and district centres adversely affected by the growing out-of-centre retail, leisure and office space;
- lack of community infrastructure in place, such as schools, healthcare facilities, sport and recreation facilities and local shopping;
- an inadequate supply of affordable and key worker housing;
- lack of “urban living” in Basildon town and district centres which means there is a lack of activity beyond normal trading hours; and
- a heavily car dominated environment

Basildon Renaissance has been formed to assist in and co-ordinate the delivery of strategic development and regeneration in Basildon District. It consists of the following partners:

- Basildon District Council;
- East of England Development Agency;
- English Partnerships;
- Essex County Council;
- Thames Gateway South Essex Partnership; and
- The Housing Corporation

Basildon Renaissance is currently an unincorporated body and operates through a “Board” of senior partner representatives and through Basildon District Council as the Accountable Body. Consideration is being given to expanding the partner representation to include life long learning and business representation. It is supported by the Office of the Deputy Prime Minister (ODPM) and by the Government Office for the East of England (GO-East).

The Basildon Renaissance vision has been derived from the Basildon Renaissance Joint Statement of Intent (August 2003):

“Basildon Renaissance wishes to secure the regeneration of the District in a manner that will create sustainable communities. It also wishes to secure investment from both public and private sectors to support its objective of developing itself as the business hub for South Essex”.

A sustainable community will demonstrate itself in the improvement in the quality of life of its residents, evidenced by an increase in dwellings and employment in its town and district centres, and a well integrated mix of high quality affordable homes throughout the District. It will also achieve a reduction in out-commuting of its residents to places of work, and by improving accessibility within, and connectivity to and from the district, will reduce the use of the car. It must also be achieved with the management, preservation and enhancement of the District’s environmental assets. Basildon’s ambition is that the

regeneration programme will reduce social exclusion and remove the deprivation that exists in a number of wards, including education deprivation.

This vision fits with the Sustainable Communities Plan and regional and Thames Gateway South Essex strategies and visions. Basildon is identified by Thames Gateway South Essex as a business hub for South Essex and as a "Zone of Change" having regard to its large existing employment base. This recognises Basildon's status as an important economic driver in Essex, and also that improvements are necessary to support further development including addressing the imbalance between housing numbers and jobs in the area. Neither South Essex nor Basildon provide enough local jobs for everyone who lives in the area and consequently there are excessive levels of in and out-commuting.

The proposed programme of action includes a range of measures to address the key economic and social issues referred to above and drive towards Basildon's vision for the renaissance of the District. The programme comprises the following key themes:

- **Theme 1 - Town and district centres renewal programme:** masterplanning of Basildon town centre, Laindon, and Wickford district centres; commencement of Town Square renewal and preparatory work on land acquisition at Laindon district centre. The total proposed public expenditure in 2004/05 will be £1.25m.
- **Theme 2 - Strategic employment sites:** on-going pre-development work and land initial acquisition / relocations in relation to Gardiners Lane South and preparation of detailed proposals in relation to the Courtauld Road site. The total proposed public expenditure in 2004/05 will be £10.1m.
- **Theme 3 – Estates renewal and new housing programme:** preparation of a detailed masterplan for the Craylands estate and acquisition of the Fryerns redundant school site, initial environmental improvements to the Felmores estate and progress on land assembly in respect of the promotion of affordable homes under the proposals for new housing. The total proposed public expenditure in 2004/05 will be £7.145m and private expenditure is anticipated as £10m.
- **Theme 4 – Regeneration through Sports:** preparation of detailed proposals for the overall regeneration through sport programme, including the potential for development of a range of sports venues and facilities, and for the relocation for existing clubs where this will assist overall regeneration proposals. The total proposed public expenditure in 2004/05 for feasibility work will be £0.1m.
- **Theme 5 – Business, community, lifelong learning, transport and environment support programme:** development of detailed proposals for each aspect of the programme through conducting feasibility work to establish the components that will maximise the contribution to the overall programme of renewal within Basildon and linkages to themes 1 – 4. Feasibility work will address issues relating to health, community services, education, highways and public transport, along with environmental and ecological concerns. The total proposed public expenditure in 2004/05 will be £0.45m.

2 Sustainability profile

Craylands & Fryerns Estate Renewal Scheme

The Craylands & Fryerns Estate Renewal Scheme proposal is a unique opportunity both to address the isolation and physical, social and economic exclusion of the Craylands Estate and its residents linked to the development opportunities for new homes on the Fryerns redundant school site. The Scheme proposal represents an integrated co-ordinated approach to redevelopment and regeneration that tackles the existing underlying structural and social problems of an unpopular estate, the building of new affordable quality homes and, most critically, the building of a sustainable cohesive community for the future. The uniqueness of this opportunity rests in the potential that the bringing together of these two, historically, separate and divorced sites affords and matching need to opportunity. To do otherwise would not only reinforce the isolation and unpopularity of Craylands but fail to maximise the full potential of the Fryerns site.

Craylands Estate.

The Craylands Estate was built, along with the other estates surrounding Basildon, in the 1960s. These quickly constructed estates have not stood the test of time. Poor architectural design and construction techniques have proved unsustainable and, despite a good record of investment, expensive to maintain and repair with many of the properties reaching the end of their useful life. The inadequacies of original design coupled with the physical deterioration of the stock have in no small way contributed to problems that the estate now experiences. The estate is unpopular because of its reputation for isolation, poor quality housing and inadequate social amenities. High levels of crime, neighbourhood nuisance and anti social behaviour; extremely low levels of educational attainment, qualification and skills and high unemployment and economic inactivity characterise the estate as a place in a downward spiral of deprivation, social exclusion and neglect.

Council housing stock to be included in the regeneration scheme.

The estate comprises 971 homes, many of which are contained within 31 unpopular maisonette blocks. 45% of the households are owner-occupied with 52% in the social rented sector, in dwellings owned either by the Council or Registered Social Landlords (RSLs). Despite the relatively high level of owner-occupier properties the property values on Craylands are substantially lower than on other estates in the District.

There are also high levels of private sector voids, due in large part to mortgage repossessions.

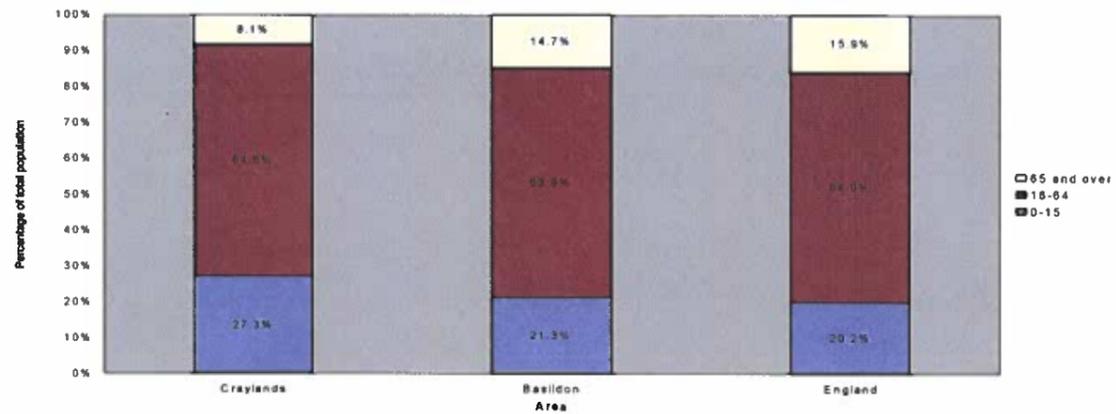
The estate is isolated by roads to its east and southern boundaries, poor integration with the Fryerns Estate to the north and the Fryerns former school site to the west. It has a low level of public amenity with a poor quality, under used central shopping parade, and a distinct lack of community buildings or assets.

Estate population and demographics

The population of the estate is 2410. The demographics of the estate show a markedly younger population than elsewhere in Basildon with almost 50% of the population of 29 years of age or under whilst the average for Basildon is below 40%. The under 5 years of age population is almost 50% higher than the District average whilst the proportion of

elderly 65+ residents is half the District average. One person households represent a third of all households, higher than the District and regional average and single parent households occupy approximately 1 in 5 of household, more than double that of a District as a whole. It is a predominately white population (97.25%) with only 2.75% of the residents from non-white ethnic minorities. This is slightly lower than the District average 3.1% which in turn is significantly lower than the national proportion of black and ethnic minority people in the population at 8%.

Age Structure (Source: Census 2001)

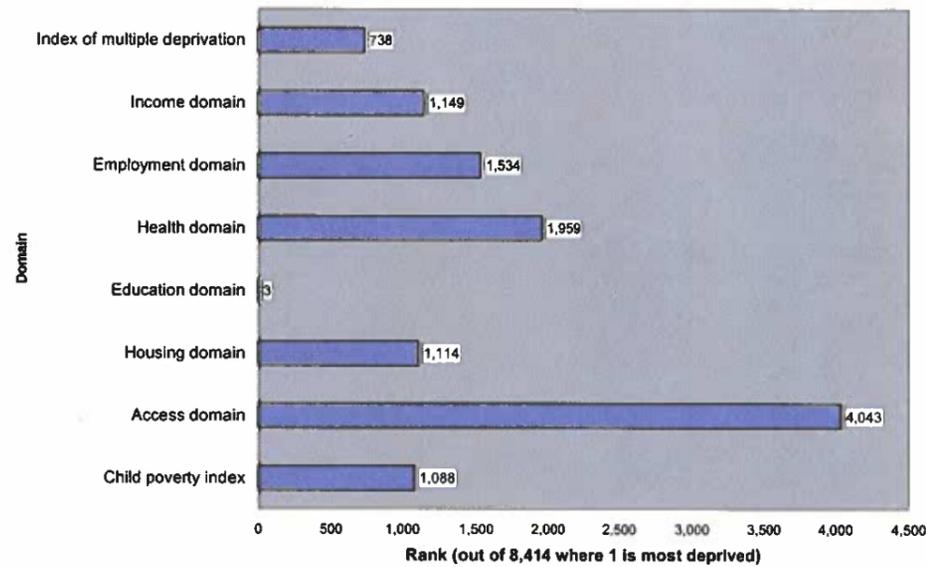


Indices of Multiple Deprivation

The Fryerns East ward, of which the Craylands Estate is part, at 738, (out of 8,414) is ranked overall amongst the 10% most deprived wards in England on the Indices of Multiple Deprivation (IMD) 2000. Most significantly the ward's ranking for the Educational domain is the third worst in England. All the other individual domains,

excluding the Access domain, fall within the 20% most deprived wards in England.

Indices of Multiple Deprivation 2000: Fryerns East Ranks (Source: DETR)



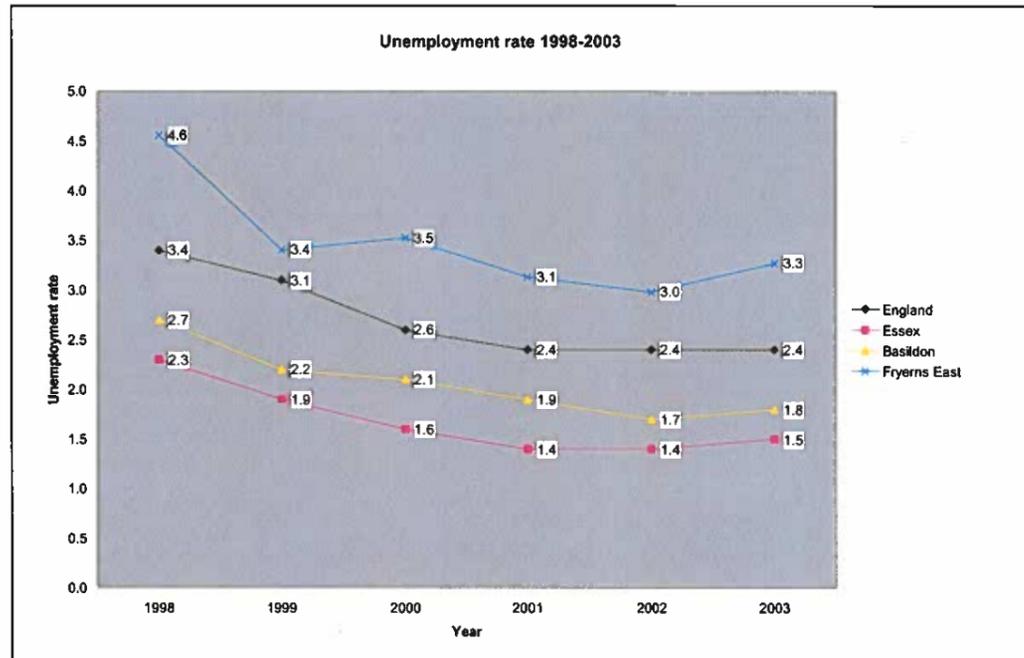
Unemployment and Economic Activity

Whilst there is a high proportion of people of working age in the Craylands population, there are lower levels of economic activity amongst this group with only 57.5% in either full-time, part-time work or self employment, compared to a figure of 63.4% for the District as a whole. Those in work are concentrated in low skill jobs, with over half (54%) of the working population employed in low skill occupations, compared to the average of one third in other parts of Basildon.

Unemployment in the Fryerns East ward is significantly higher than the national, county and district levels. The ward unemployment level has consistently been at least twice that of Essex. The ward claimant count increased by 10% over the last year, whilst for same period the Basildon level remained static. Census data for economic activity suggests that there is a greater concentration of unemployment within Craylands than the ward in general with 6.1% of the economically active population being unemployed as compared to 3.1% in the District.

Fryerns East Ward (former) Unemployment Count 1998-2003	
Period	Claimants
November 1998	269
November 1999	201
November 2000	208
November 2001	185
November 2002	176
November 2003	193

As identified in the population demographic, there is a smaller proportion of economically Inactive retired at 7.4% living on Craylands as compared to the District (13.7%) or England (13.5%). There are however significantly greater proportions of those economically inactive through sickness, disability and caring responsibilities at 20.5% of the economically inactive group than Basildon and national figures of 13% and 11.8% respectively.



Source: ONS Claimant Count rates.
 Note: Ward level rate is unofficial – calculated using Oxford University 1998 mid year population estimate for former Fryerns East ward boundary.

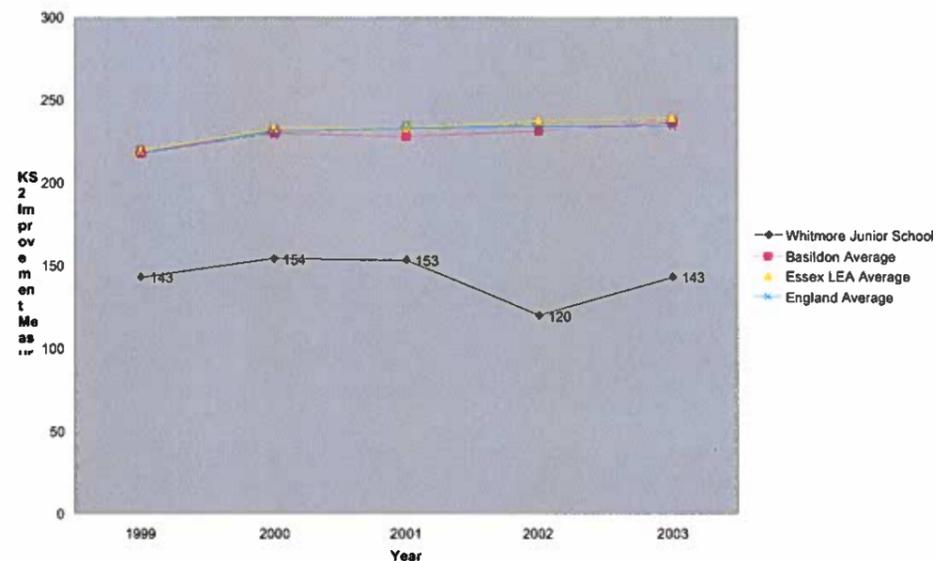
Educational performance, qualifications and skills

Educational attainment on the estate is remarkably low. 44% of residents have no qualifications whatsoever and only 3% have been educated to A level standard with only 4% to degree level.

The ward of Fryerns East of which Craylands is a part is ranked as the 3rd most Educationally Deprived Ward of the 8,414 wards in the whole of England.

Whitmore Junior School and Barstable Secondary School are the closest schools to the Craylands Estate. Whitmore draws most of its pupils from the estate. It is not clear how many student from Craylands attend Barstable, although wider dispersal of students at secondary would be expected. Both schools perform significantly and consistently below the District, County and national averages.

Whitmore Junior School
Key Stage 2 Primary School Performance (Source: DfES)

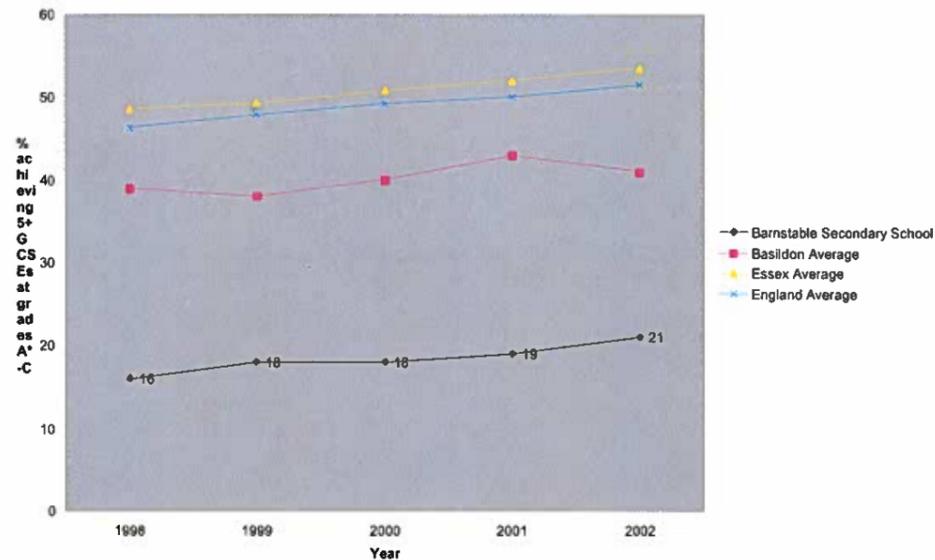


Whitmore's level of pupil absenteeism, both authorised and unauthorised, is well above the Essex and England averages with unauthorised absence at the school nearly 5 times greater than the Essex and England average.

School Absence Levels		
	Authorised	Unauthorised
Whitmore Junior	7.4%	1.9%
Essex CC	5.5%	0.4%
England	5.4%	0.4%

The school's value added measure for progression between Key Stages 1 and 2 is 97.4, which is below (though not significantly) the standardised score for England of 100. This shows that pupils are showing lower levels of progression than expected taking into account their level of ability.

**Barnstable Secondary School
GCSE Secondary School Performance (Source: DTES)**



Barstable Secondary School has levels of attainment and value added measure among the lowest in Essex LEA. The proportion of pupils achieving five or more A*-C grades at GCSE is well below the Basildon, Essex and England averages (see above). Performance for 5 or more A-G grades, which gives a more rounded picture of performance, is also well below average. (BSS: 61%, Basildon: 87.5%, Essex: 91.1%, England: 88.9%).

The school is within the 5% of schools with the lowest value added measure for progress between Key Stage 3 and GCSE. Barstable's value added measure is 93.1 with pupils on average getting 6.9 less GCSE points than the median for pupils with similar KS3 attainment.

Crime and Anti-Social Behaviour

The estate suffers from high levels of crime with high incidences of criminal damage and offences against the person. The highest categories of recorded crime are theft of and theft from vehicles and criminal damage. The poor design of the estate has resulted in large under-utilised parking areas, highly vulnerable to car crime and vandalism. Many residents now park their vehicles away from the estate because of the high risk of theft or damage.

During the last calendar year (2003) reported crime on the Craylands beat was 11% higher than on the neighbouring Fryerns beat. There had been over the same period a marked and welcome decrease in reported crime due to increased efforts by the police. However the significant decrease in crime on the respective beats is markedly lower on Craylands where the rate of decrease is 30% less than on Fryerns. In 2003 there were 9 incidents of racial crime reported on the Craylands police beat whilst none were reported

on the Fryerns beat. Despite the high levels of reported crime it is thought there is a significant level of unreported crime. There are also high levels of fear of crime particularly amongst elderly residents. Domestic violence and the numbers of children on the child protection register are reportedly higher than elsewhere. Staff from the PCT as well as Council Housing officers will only make home visits to estate residents in pairs due to the high risk that these visits are believed to represent.

September 2003 saw one particular incident when 4 vehicles were burnt out in one night on the estate. On the 6th November the Prime Minister visited the Craylands Estate to talk to residents about the high levels of crime and anti-social behaviour on the estate.

There is a marked lack of youth provision and facilities for young people on the estate and no where for them to meet. Other residents perceive large groups of young people "hanging around" on the estate as threatening. There is a high level of concern about the vulnerability of young people to being both involved in crime and being the victims of crime. It is thought that there is a growing drugs culture on the estate.

Health

The 2001 Census identified a slightly higher incidence of limiting long term illness on Craylands against the District as a whole, 18.4% and 17% respectively. 10% of Crayland residents considered their health not to be good as compared to 8% for Basildon.

Improving health care will be a major aspect of this project. The Basildon Primary Care Trust (PCT) is preparing a report on health in the area and further work on this issue may be required on this issue as part of this project, following the outcome of that report.

3 Strategic regeneration context

a) Thames Gateway South Essex Strategic Framework Priorities.

The Thames Gateway is a national priority area for economic regeneration. It calls for an integrated approach to estate renewal and regeneration that combines community regeneration, better service provision (particularly education and health care) with physical regeneration. This can also be achieved through the four guiding principles to urban renaissance: quality, diversity, innovation and sustainability. It recognises that Basildon has areas of poorly designed, poorly built housing estates, some of which have reached or are beyond the end of their natural life; there is an urgent need to address the problems within those areas. It also recognises the important contribution that estate renewal programmes can contribute towards overall urban renaissance and achieving local housing targets, through maximising the use of urban land and offering a return on investment from increased housing provision. The Thames Gateway also offers potential reinvestment in wider regeneration initiatives by the County Council in the Basildon area.

b) Local Area Priorities

The **Basildon District Community Strategy** identifies 5 key themes:

- Feeling Safe – to have a District that is and feels safe

- Life Long Learning and Jobs – for the District to be attractive, successful business location where local people are equipped with the skills they need to get a job through access to first class learning for life
- Health and Social Well-Being – for everyone to have a variety of choices of affordable leisure and free time pursuits, a healthy lifestyle and first class healthcare
- Fair and Equal Life Chances – for all local people to have fair and equal life chances by empowering individuals and communities to overcome hardship while encouraging them to become independent and productive through involvement in local support networks
- Living in a Pleasant Environment – To have access to an affordable home in a clean and pleasant District, which is protected for the benefit of present and future generations

Basildon District Council's Strategic Plan and the Housing Strategy Documents both identify Craylands and Fryerns as a priority. Priority status ensures that the Council, with the Local Strategic Partnership (LSP) and Basildon Renaissance Partnership partners will provide an integrated approach to the physical and social regeneration scheme and service delivery in the area. The area remains unpopular, so the scheme would give a sense of community pride, via the participation process, and increase local confidence amongst owner-occupiers. It would secure essential health care and community resource facilities for a deprived ward.

The “**Significant Issues**” Report by the Portfolio Holder for Regenerating Communities 2002 set out the issues to be considered in the future regeneration of Basildon, and in the context of estate renewal, stated that “Particular priorities are Five Links, Craylands, Felmores, and Rydene in Vange should be considered for environmental enhancement. Management of our estates through community involvement and empowerment will ensure the long-term success of neighbourhood regeneration.”

In line with the ODPM timetable Basildon will be submitting a new **Housing Strategy Document (2004 – 2007)** and HRA Business Plan in June 2004 with the aim of achieving “fit for purpose”. The Housing Strategy has clear links with other strategies and links to the Council's Corporate aims and objectives to achieve the Council's wider community objectives.

- The Housing Strategy will include action plans and cover the key issues of:
- How the Council will deliver affordable homes for the District through our RSL partners, developers and use of planning powers
 - Specific needs of particular groups through supported housing
 - An assessment of the needs of Black and ethnic minority groups
 - Tackling homelessness
 - Achieving the decent homes standard
 - Housing's role in neighbourhood renewal
 - Private Sector housing – improve condition, better access and management
 - Energy efficiency
 - How the council is dealing with empty properties
 - Housing's role in community safety and the Crime Reduction Strategy

- Assessment of housing need in the district. Choice based lettings, allocations and use of public sector properties including void and temporary properties
- Consultation – tenant, leaseholders and residents and their role in the strategy and delivery and monitoring of the housing service

The document will also identify resources and show past performance and how the strategy will be delivered through our partners and stakeholders and other Council departments.

Basildon Renaissance Commencement Business Plan (AMION Consulting 2003) states that

“The estates renewal programme offers opportunity to undertake further important comprehensive improvement schemes to housing estates developed during the 1950’s onwards. Much of the housing was erected quickly using innovative designs, which have not stood the test of time. Poor architectural design and construction techniques have proved to be unsuitable and expensive to repair. A significant number of dwellings are past or nearing the end of their useful life. The layout of some estates creates problems in terms of crime and community safety.

Basildon District Council has a 10-year investment strategy based on a comprehensive stock condition survey undertaken in 2001 for addressing the major investment required to provide for demolition and re-development, refurbishments, provision of new community facilities and environmental upgrading. The overall aim of the strategy is to ensure that all social housing meets the Government’s decent homes standard of being wind and weather tight, warm and having modern facilities. It is a key component of the Government’s action programme for delivering sustainable communities.

Three Priority Action Areas have been identified that suffer from common problems of social exclusion, high levels of unemployment, poor educational attainment, as well as providing unpopular accommodation which is poorly constructed and whose layout design does not meet today’s standards in terms of access and crime prevention. The estates targeted under the current proposed programme include:

- **Craylands** – comprising 971 homes many of which are contained within 31 maisonette blocks, the estate remains unpopular despite a good investment record. The estate is poorly laid out with large communal parking areas, which encourage car crime and vandalism. The central shopping parade is poor and under-used. The estate is bounded by a redundant school site, which may potentially release land to create a more mixed housing scheme as part of overall redevelopment.
- **Felmores** – part of the estate comprising some 420 properties remains very unpopular due to the timber frame construction techniques which offer poor insulation and the design and layout of the estate which offers little private garden space and unsecured communal parking areas. However, the estate is well served by community buildings and open space and its two local schools are improving as a result of additional investment through the Basildon East Education Action Zone. The shopping parade, while generally satisfactory, is in need of refurbishment.
- **Five Links** – the estate has benefited from previous improvement partly funded under SRB2 and SRB6 programmes but some very unpopular flatted blocks remain which past consultation with residents has shown to be in need of redevelopment.

A costed 10-year investment programme has been developed for the proposed renewal programme for these estates totalling some £52.5m at current prices. Key activities proposed under the programme of renewal of the three **Priority Action Areas** will be the preparation of a masterplan to guide improvement and re-development proposals, demolition of unsatisfactory properties, development of new homes for sale, rent and shared ownership which will widen tenure patterns and provide at higher densities at a more urban scale, together with estate environmental improvements including improvements to lighting, security, building envelopes, boundary treatments, pathways, street furniture, refuse collection arrangements, garage blocks and retained open space. In addition, Craylands is intended to benefit from a new community centre providing local shopping facilities, health and community facilities. In 2004/05, emphasis will be placed on producing masterplans that will provide details of the intended actions, together with initial demolition and other works at Craylands, and estate environmental improvements at Felmores and Five Links.

A further important aspect of the overall housing renewal programme will be action to ensure that Basildon is able to meet its housing target requirements identified under Policy H1 of the Essex and Southend-on-Sea Replacement Structure Plan 1996 – 2011 for the provision of new homes within the district. Basildon has a target of 7,650 new dwelling stock increase (April 1996 – March 2011) of the total provision of 72,250 net new homes in Essex. Basildon has identified a shortfall of 1,500 dwellings on land currently allocated for housing use. At a minimum density of 30 dwellings per hectare¹, an additional 50 hectares (123.5 acres) will need to be made available. The programme therefore proposes to identify and assemble land in conjunction with partners and to enable an investment programme to deliver new homes (including affordable homes) over this period. Specific targets are not established in the Essex and Southend on Sea Replacement Structure Plan 1996 – 2011 for the level of affordable housing², but provision is expected to contribute towards a provisional indicator of 18,000 – 19,000 affordable homes per annum in the Rest of the south East (outside Greater London). Basildon has generally envisaged that some 50% of new homes should be affordable where possible. The Housing Capacity Statement and the new Local Plan will provide further guidance.

The main actions proposed under the BR initiative are:

- Land assembly to meet the identified shortfall in housing allocations
- An affordable homes investment programme to meet identified housing needs, including those of Key Workers.

One of the areas for detailed consideration is the Dry Street for which English Partnerships is the lead partner. Dry Street is allocated as a reserve strategic housing development site. It covers an area of 35 hectares, and with the support of Basildon District Council, has the potential to provide around 1,000 high quality new homes including affordable and key worker housing together with community facilities. An outline development brief for the site is currently being drawn up in association with Basildon Hospital and Basildon and Thurrock College. If the site is allocated in the Local Plan, it could become a development project in which BR could assume an important role.

Therefore the main actions intended for 2004/05 under the **new housing** programme are an intended start on both land assembly and on the affordable homes investment strategy."

Proposed Development Framework

In order to produce a master plan for the Craylands Estate and former Fryerns School it is proposed that a Development Framework be prepared. This will be done through a collaborative process between Basildon Renaissance Partnership, Basildon District Council, the joint development partner and the local community. The collaborative working will take the form of collaborative design workshops, exhibitions, road shows, public forums and a series of newsletters and questionnaires. Local schools, business, public sector agencies and community groups will also participate and it is intended to run a Community Capacity Building Exercise and consultation by the Basildon PCT on health care provision concurrent with the development framework. A bid for £200,000 over two years has been submitted to EEDA for the Capacity Building Exercise.

The Development Framework will seek;

- To act as a tender document for consultancy services for the procurement of a Development Framework for the area
- Provide a shared vision as to the most sustainable approach to the regeneration of the area
- Include social and economic vision and objectives, not just physical
- To Propose a mix of uses and detailed planning policies supplementary to the Local Plan policy
- To make provision for improved healthcare facilities within the scheme, including the re-provision of the existing clinic, and development of a one-stop healthy living centre
- Identify sustainable transportation solutions
- Incorporate a sustainable management strategy for the area
- Incorporate a public participation plan – during the development framework process and beyond
- Include a Stage Two detailed business plan and strategy for future funding bids that can be used by all parties
- Identify how the involvement of housing development and regeneration industry can be incorporated into the project
- Include phasing and implementation plan
- To demonstrate best practice

The cost of preparing the Development Framework is estimated at £300,000 and could be funded within the £6.5 million funding allocated by ODPM.

A detailed project brief is attached at Appendix A.

Housing Needs

The 2003 Housing Needs Survey prepared by Outside for BDC reported that as "at 31st March 2003 there were 2,847 households on the Council's Housing Register. The total number on the Register has risen by 47.6% since 31st March 1999 when the figure was

1,929." The study concluded that a figure of 881 affordable units per annum would be required to meet housing need, and stated that "there is clearly a need to look very carefully at the sites coming forward in the future and their suitability for mixed, sustainable developments as the Council will need to seek a considerably higher proportion of affordable housing than has been the target in the past."

4 Value for money (VFM)

The Council considers that the proposed regeneration would provide value for money, within the context of its ten year planned programme of estate renewal and regeneration. This will be demonstrated by comparing the cost to the public purse of the site acquisition and the renewal of the Craylands estate with the outcomes in terms of improved sustainability. The Council's vision for reintegrating Craylands and Fryerns East will be tested through the masterplanning and community consultation process.

The alternative to the redevelopment of the Craylands estate would, due to the structural defects of the maisonette blocks, involve a refurbishment, demolition and reprovision programme estimated in the region of £20-40m. In the Council's view, this alternative would not deliver the long-term sustainability in terms of mixed tenure and high quality community facilities and improved open spaces that the combined regeneration of the estate with the school site would enable.

The project provides an opportunity to consider, plan and make provision for the non-physical regeneration of the area within the wider context of the growth in Basildon. For example, the project will examine education provision and attainment, including the possibility of re-providing a new Adult Education College to support life-long learning, and to raise the level of education attainment in the ward.

In addition the Basildon PCT is consulting on the creation of major new clinics in Basildon, including Fryerns. These centres are to include doctor, optician and dental health care facilities, a healthy living centre, links to social welfare, and diagnostic clinics.

Given the PCT's existing clinic, it is appropriate to plan for that facility within this scheme. It will provide the opportunity for concurrent consultation and ensure that the full land use implications of the clinic, partnership working arrangements to deliver the facility and funding requirements are considered together.

Acquisition of the school site £xxm

The basis of the valuation of the former Fryerns School Site has been agreed between Basildon District Council and Essex County Council. Broadly the planning principles to be applied are:

- Average housing density of 50 dwellings to the hectare (this compares favourably with the Craylands Estate, but is twice that the adjoining estates in Fryerns.)
- Some 25% of the site will be laid out as open space to which the public will have access. The form, location and nature of the open space will be determined in the Development framework

- At least 30% of the housing on the site will be affordable housing, the type and tenure of which will be determined in the Development framework
- The principal access to the site will be from Broad Mayne
- There will be a contribution to a Section 106 agreement, including public transportation
- That the latter phases of the development of the former school site, including Ely House and the Adult education College, will be subject to the principles of the development framework and the open space and affordable housing policies that apply above.

The new Basildon District Local Plan is scheduled to be placed on deposit in spring 2004.

The stated aim is for Basildon District Council to acquire, from Essex County Council, the redundant Fryerns School site, in part planned for housing (including open market housing). The purchase price of £xxm can be justified on the basis of the capacity of the site to enable the provision of xx no new homes, which is line with the Local Plan. Advice has been sought from an independent external valuer.

Essex County Council have indicated that they wish to reinvest a proportion (yet to be determined) of the capital receipt from the sale of the Fryerns School site into the regeneration of Basildon. (see letter from Leader of ECC to be attached as Appendix x).

Craylands Estate Renewal £6.5m

This estate comprises 971 homes many of which are contained in 31 maisonette blocks. 45% of the homes are currently owner occupied.

There are a number of difficult to let properties. The estate is poorly laid out with large communal parking areas, which encourage crime and vandalism. The centre has a poorly resourced and under used shopping parade. The project as originally conceived mainly consisted of:

- Consultation and master planning
- Demolition of 31 maisonette blocks and 498 other properties
- Provision of at least 400 new homes (as part of Phase 1 of the redevelopment on the Fryerns school site) including new homes for rent to enable the redevelopment of Craylands to commence by providing decant capacity for existing residents.
- Potential increase in new homes on the Craylands estate by better layout and design and increased densities of between 100 and 200 dwellings. This was to be confirmed through the master planning process
- New local shopping centre, health centre and community building and resource centre
- Retained and enhanced open space

Adjacent to the estate is the redundant Fryerns school site, which is in part planned for a housing development. The Council considers that the existing estate needs to be redeveloped in conjunction with the school site. This approach will ensure a sustainable

mixed development and will assist not only the regeneration of Craylands, but other areas scheduled for renewal through a rolling programme.

Key outputs

As a result of initial appraisals, a vision has been developed for the area, which has involved local residents. The components of this vision are:

Reprovision of retail & community facilities

- 2,000 sq m retail units (6 shops)
- health centre,
- 300m2 community building
- space for small businesses
- xx area of open space
- Improved road links with safer routes to schools and services
- 15 minute bus frequency
- Home Zone quarter – the first in Essex

These potential targets will be tested through the masterplanning process.

During the next stage of the process, which will be to develop a detailed costed masterplan, a range of alternative options will be assessed. For example, the exact proportion of new homes for rent, shared ownership and key worker housing have not been finalised at this stage. This detail is to be worked out by BDC appointed masterplanners for the Fryerns site and Craylands Estate later in 2004. The current working assumption is that affordable housing will be provided at 30% of new provision on the Fryerns site and 30% of new housing on Craylands. A six year development period is envisaged for the Craylands element of the scheme.

SCHEMES	YEAR	YEAR	YEAR	YEAR	YEAR	YEAR	YEAR	YEAR	YEAR	YEAR	YEAR	
	1	2	3	4	5	6	7	8	9	10	Total	
	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m	£m
Craylands	6.5		1	6	5	0.5	-	-	-	-	19	
Felmores	-	1.5	1	-	-	7	8	5	2	0.5	25	
5 Links	1	1	3	-	-	-	-	-	-	-	5	
Estates	2	2	2	2	2	1	1	1	1	1	15	
Totals	9.5	4.5	7	8	7	8.5	9	6	3	1.5	64	

Demolition, rebuild and estate improvements – 10 yr investment programme. Source: BDC Figures based on 2003/04 TCI

The original bid on which these figures are based was put together by Basildon District Council with the assistance of local partner RSL's and contractors. The basis of the bid was to use the maximum land that could be developed for new homes, using Housing

Corporation 2003/04 Total Cost Indicators to estimate the projected costs. The intention is to enter into a Development partnership between Basildon District Council and a RSL from the outset.

5 Funding

£12m has been allocated by ODPM for the acquisition of the Fryerns School site from Essex County Council.

A further £6.5m allocation by ODPM is intended to kick-start the redevelopment scheme by enabling the acquisition of sites or acquiring homes owned by leaseholders or freeholders and required for demolition. The costs of the masterplanning exercise would be met within the £6.5m.

The Council intends this scheme as the initial stage of a rolling programme of regeneration in the area, which could expand in later phases to include other areas such as Felmores and Five Links. Essex County Council has funded the production of the masterplan for the Fryern School site.

The total cost of the Craylands estate redevelopment scheme has been estimated by the Council at around £103 million, with the social housing element requiring Social Housing Grant from the Housing Corporation amounting to £19 million. Discussions have been held with the Housing Corporation, as a result of which they have agreed in principle to issue a letter of support for the scheme, once the business case has been signed off to their satisfaction.

Capital receipts generated by market sales of homes from this initial scheme will be used to cross subsidise the regeneration of the estate and to support further regeneration projects. The redevelopment is likely to be undertaken through a house builder/RSL partnership. Private finance in the region of £90.5m is anticipated to be raised by RSLs and developers.

Certain elements within the scheme such as affordable housing, improvements to bus routes and open spaces may be secured as part of Section 106 agreements with developers.

Further public funding partners could include English Partnerships, the Primary Care Trust, Social Services, and DFES.

It is likely that additional funding will be required to ensure a financially viable scheme. For example, the cost of acquiring the owner occupied properties prior to demolition could be in the order of £20m. The full extent of the funding requirements will not be established until a full cost options appraisal has been carried out arising from the masterplanning which will commence later in 2004. A full understanding of the social issues is also being developed through a range of project groups, and complementary funding to address these issues may be secured.

Basildon District Council has submitted a bid to the East of England Development Agency for funding under the Investing in Communities Programme for the Fryerns and Craylands Community Renewal Project. If successful this would provide £200k over 2 years 2004-06 to start to develop a sustainable community infrastructure within Fryerns

and Craylands. This funding will compliment, and be closely linked to the community engagement and development aspects of the development framework and masterplanning exercise.

As yet, no decision has been made on how the new health centre would be funded. Options include the developer funding the capital costs which would be subsumed within a second round bid under the Sustainable Communities Fund, or through a grant application to the Department for Health. These options will be appraised as part of the development framework process.

6 Delivering with partners

It will be essential to be able to demonstrate both that the project would be attractive to the market and that there is likely to be support for it within the authority, both from residents and members, as well as from external partners. The Housing Corporation would be a key partner and discussions with them on this have started.

Support within BDC

Basildon District Council, on behalf of the Basildon Renaissance Partnership, prepared and submitted the bid for funds from the Sustainable Communities Fund. The Council in reports establishing the partnership has consistently identified the project as a priority. It was listed in the Joint Statement of Intent, which the Council endorsed in April 2002. The project is a priority in the Council's Housing Strategies and Council Strategic Plan

It is understood that the project will be allocated in the emerging new Basildon District Local Plan, which is scheduled to go on Deposit in the Spring 2004.

Support from partners

Basildon Renaissance has been formed to assist in and co-ordinate the delivery of strategic development in Basildon District. It consists of the following partners:

- Basildon District Council (BDC)
- East of England Development Agency (EEDA)
- English Partnerships (EP)
- Essex County Council (ECC)
- Thames Gateway South Essex Partnership (TGSEP)
- The Housing Corporation (HC)

It is supported by the Office of the Deputy Prime Minister (ODPM) and by the Government Office for the East of England (GO-East).

The following overall vision has been derived from the partners' Joint Statement of Intent (August 2003).

"Basildon Renaissance wishes to secure the regeneration of the District in a manner that will create sustainable communities. It also wishes to secure investment from both public and private sectors to support its objective of developing itself as the business hub for South Essex. "

The support of both EEDA and EP is critical as EEDA is responsible for allocating public funding for new housing, and both EEDA and EP have compulsory purchase powers which may be required to secure the redevelopment of Craylands. EP also has substantial residual land interests in new towns such as Basildon. EP has already entered into pioneering partnerships with major registered social landlords in the South East to provide new homes as part of delivering the Sustainable Communities Plan.

The Fryerns and Craylands project forms part of the Basildon Renaissance Business Plan over the next ten years.

Outstanding items to be included:

Evidence of support from Essex County Council (letter from Leader)

7 Resident involvement

The process of engaging and securing resident involvement has been developmental and incremental. It has also been important to involve the providers of services to the estate.

The first stage of the process took place on the 30th January 2003 when a Multi Agency Forum met to identify and consider a wide range of issues and problems relating to Craylands. The meeting was attended by 60 representatives from a wide range of services and agencies from across a number of sectors. The work of the Multi Agency Forum focused on five related themes:

- ◆ Health
- ◆ Crime & Community Safety
- ◆ Education & Employment
- ◆ Environment
- ◆ Young People

A full summary of each of the theme groups work is attached in Appendix B.

On the 8th October 2003 the first meeting of the Fryerns & Craylands Estate Renewal Project Group was convened. The Terms of Reference for the group are attached in Appendix C. Following the meeting on the 8th there followed two public meetings of the Fryerns East & Craylands Neighbourhood Committee on the 21st & 28th October with subsequent meetings of the Project Group on the 18th November and the 16th December.

The public meeting held on 21st October 2003 was attended by 65 residents and questionnaires were distributed. There was a limited response to the questionnaires with only 15 returned, but the responses showed clearly that:

Housing issues

- The demolition and redevelopment of the maisonettes appears to be supported although some residents, possibly leaseholders, would favour external refurbishment
- Security arrangements need rethinking
- Noisy neighbours are an issue in the maisonettes
- More affordable housing for young people
- Improved parking facilities are required
- Demolish garage blocks which encourage vandalism

Community facilities

- Better play and sports facilities needed
- Residents want higher quality shopping environment
- Improve refuse collection service
- Other facilities needed – health clinic, advice centre, after school clubs, adult learning centre, new school as new homes are built

Environment

- Improved street lighting
- Well managed open spaces
- Better litter collection and street cleaning
- Design out crime e.g narrow alleyways

At a number of these meetings there have been presentations from both Basildon District Council officers and officers from Essex County Council. The resident members of the Fryerns East and Craylands Project Group has strongly supported the need for change.

A public meeting was held on the estate on the 19th February 2004 which was attended by 120 residents ---*add more detail when notes of meeting received fom BDC*

Fryerns East & Craylands Neighbourhood Committee –the Chair's report

"Since our inception in May 2001 we have gone from strength to strength

Our first meeting and many more after we only managed to attract a handful of people but through our hard work and involvement in the community bringing local issues be it parks, pathways, playgrounds, health, safety, or regeneration to the forefront, our meetings are now well attended people feel they now have a voice in the community.

Whilst we had a budget we were able to run a few projects, lop skip and dump, which was a huge success. We have also done some bulb planting with the youth offending team. We have also made small donations to play, garden, sports, baton twirling groups, & the two AP schemes in Whitmore court and Exeter close for their Christmas festivities. We no longer have this small budget but our resolve to help the community have a voice

is undiminished.

Some of the issues that we have tackled are: Youth and nothing for them to do. We now have outreach workers and the mobile bus, with new projects coming up all the time.

Footpaths were an issue, as a NC we were able to invite the relevant people to our meeting so they could hear peoples concerns first hand, this resulted in a bid for funds being secured and some of the worst footpaths being repaired, whilst we realise that much more needs to be done it is a start.

Health has been an issue and once we were able to identify this and the lack of services the PCT stepped in to improve the services we receive.

Following one of our more recent meetings the issue of antisocial behaviour became very apparent from the stories told. The outcome of this resulted in my meeting with Chief Super Sheldrake, which Councillor Janet Payn also attended. We now have a dedicated PC on the Craylands Estate that has already made a huge difference to people's lives, and will continue to so.

Our latest meeting covered the newly proposed regeneration of Fryerns/Craylands. The community turned out in force for this as they now believe they have a voice and will be heard and that their views count.

At this stage there are many questions and not many answers, but they also know that as a committee we will ensure their voice is heard.

This is just a brief summery of the hard work we have done and hopefully will continue to do with new and exciting projects for 2003/2004"

Consultation by Essex County Council, facilitated by Basildon District Council, on the Fryerns site masterplan, has revealed strong support for the re-integration of Craylands with Fryerns East, and this desire for a "whole community" will be the driving force for the collaborative approach in developing the project over the next six months.

Future plans for communication and participation

A consultation strategy is being developed by Basildon Renaissance for in-depth consultation on a development framework for the area and the estates renewal initiative to start once the funding is secured.

Methods of communication with residents will include the distribution of newsletters to all households, the publishing of a "District Diary", personal invitations to special events, including workshops and exhibitions, regular meetings such as discussion forums on specific themes, and local residents committees. Basildon Renaissance will appoint a team responsible for tenant and resident liaison. An on-site project office is under consideration and use will be made of on-line access to a project web-site.

Basildon Renaissance is conscious of the need to secure the support of homeowners for the renewal strategy and separate meetings will be held with leaseholders, for which specific information will be prepared.

There is currently some interest in resident control of local services e.g neighbourhood management.

8 Project management

The project will be delivered through the Basildon Renaissance Partnership, with Basildon District Council as the accountable body.

A project steering group has been established that includes:

- Basildon District Council
- Basildon Primary Care Trust
- Basildon Renaissance Partnership (Chair)
- East of England Development Agency
- English Partnerships
- Essex County Council
- Essex Police
- Community Representatives
- The Housing Corporation

The purpose of this Steering Group is to identify in broad terms identify the scope of the project and its objectives and ensure that the project objectives are deliverable and have regard to both physical and social regeneration.

The Steering Group will be responsible for ensuring:

- That the project is adequately resourced
- Timescales
- Identify the principles of public consultation and participants in that process and promote the project to the local community via the Local Neighbourhood Committee and tenant groups
- Effectively monitor the project and report progress to the Basildon Renaissance Partnerships

The Project Lead Officer and a representative from the Joint Development Partner will attend and report to the Steering Group.

A Project Team will be established consisting of:

- The Project Lead Officer (Chair)
- Key officers from the various public agencies
- The Joint Development Partner
- Consultants
- Community representatives

The Project Lead Officer will report to Basildon District Council, as the accountable body, and the Strategic Development Coordinator for strategic support. As the Basildon Renaissance Partnership Delivery Team also includes a Senior Programme Officer and Consultation Officer, plus research and technical support, there are resources within that team that the Project Lead Officer and Team will be able to call upon. The Project

Officer will also need dedicated clerical technical support and the support of a Community Liaison Officer for this area.

It is proposed to establish a project office within the project area, similar to that provided for the Five Links Regeneration project in Laindon.

The Project Lead Officer will be responsible for:

- The overall management and delivery of the project to timetable and budget
- Financial control
- The management of the joint development partnership
- Public consultation and participation

Within Basildon District Council support will be provided through the wide range of Council services, but in particular:

- Regeneration – community development and capacity building
- Housing service – acquisitions, allocation, lettings, decant end affordable housing
- Planning – forward planning, policy and development control
- Legal and Estates Services – acquisitions, disposals and legal agreements

Essex County Council, would provide significant support through their:

- Urban design and planning teams
- Transportation services
- Social services
- Education services
- Estates departments.

The Basildon Primary Care Trust are committed to improving health care facilities as part of this scheme.

All other partners will provide resources as requested.

The following costs will be met through the scheme:

- The Project Lead Officer £XX,XXX
- Project Support Officers £XX,XXX
- Community Liaison Officer £XX,XXX
- Any other posts? £XX,XXX
- The Project Office
(use the Wardens Office?) £XX,XXX
- Revenue Budget £XX,XXX

9 Implementation

The Craylands and Fryerns Regeneration Project intends to establish a Joint Development Partnership from the outset between Basildon District Council and a Development/Regeneration Company, which would involve both one or more Registered Social Landlords and developers. A tender for this Partnership is being prepared and will seek:

- ❑ A joint development partner to prepare the Development Framework through a collaborative process
- ❑ Secure detailed planning permission for the scheme
- ❑ Acquire from Basildon District Council the former Fryerns School Site based on the detailed planning consent for that site
- ❑ Carry out the regeneration and redevelopment of the Craylands Estate in accordance with the approved scheme

Consideration will be given to establishing joint procurement arrangements with other developers and regeneration projects in the Basildon area to maximise purchasing power of materials etc.

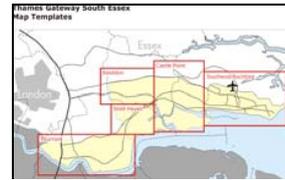
Through the Basildon Renaissance Partnership and Basildon District Council's Regeneration and Housing Services, consideration will also be given to the coordination of project management arrangements with other regeneration initiatives, sharing of resources and best practice.

10 Timetable for implementation

February 2004	Agree valuation with Essex County Council on Fryerns School
Early March 2004	Finalise Business Case with valuation and submit to ODPM
March 2004	ODPM and Treasury Approval of the funding
March/April 2004	Acquire the Fryerns School site
March – May 2004	Tender for Development Partner
June 2004	Start master planning
Autumn 2004	Agree broad principles for phase one
End 2004	Phase one detailed planning application submitted
Summer 2005	Start on site for phase one

TB2

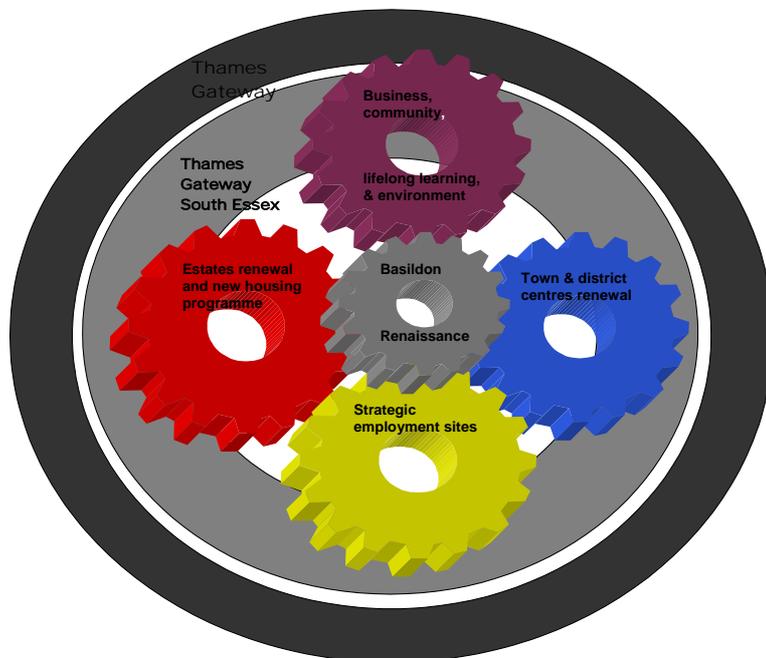
**Basildon Renaissance Partnership Commencement Business Plan
2003**



Basildon Renaissance (BR)

Commencement Business Plan
for delivering a sustainable
community and a business hub
within Thames Gateway

November 2003





Basildon Renaissance (BR)

Commencement Business Plan for delivering a sustainable community and a business hub within Thames Gateway

November 2003

Reviewed and approved by:	
Signature(s):	_____
Name(s):	T K Johnston
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Contents

1	Background	1
1.1	Introduction	1
1.2	The basis of the Commencement Business Plan (the Plan)	2
1.3	The scope of the Plan	2
2	Basildon's economic and market context	3
2.1	Thames Gateway	3
2.2	Thames Gateway South Essex	4
2.3	Basildon District and its local economy	5
2.4	Basildon's key economic development constraints	8
2.5	Property market commentary	9
2.6	Key opportunities and issues to be addressed by BR	13
3	The vision for Basildon	15
3.1	An overall vision	15
3.2	Delivering a sustainable community	15
3.3	Delivering a business hub	16
4	Basildon Renaissance's (BR's) structure, role and objectives	18
4.1	Options	18
4.2	BR's partnership structure	19
4.3	Partnership roles	19
4.4	Objectives	21
5	The proposed priority projects and programme	22
5.1	Introduction	22
5.2	Town and District Centres renewal programme	23
5.3	Strategic employment opportunities	24
5.4	Estates renewal and new housing programme	25
5.5	'Regeneration through Sports' programme	27
5.6	Business and community support, lifelong learning, and environmental enhancement programmes	28
5.7	Cost profile	30
5.8	Programme overview	31
6	The economic case for the programme	33
6.1	Strategic fit	33
6.2	Outline economic impact assessment	33
6.3	Value for money assessment	34
7	Resourcing BR	37
7.1	The approach	37
7.2	The proposed team	37
7.3	The 2004/5 central revenue budget and proposed partner contributions	38
8	The way forward	40
8.1	Establishing the executive team	40



8.2	Appraisal and approval processes	40
8.3	Monitoring and evaluation	40
8.4	Marketing, communications and community engagement plan	41
9	Conclusions	43
	APPENDIX 1	44
	Major employers in Basildon	44
	APPENDIX 2	45
	Delivery vehicles in Regeneration – the options available to BR	45
	APPENDIX 3	51
	Illustrative Programme Financial Profile	51
	APPENDIX 4	52
	Illustrative Delivery and Output Profiles	52



1 Background

1.1 Introduction

The Thames Gateway was established as a national policy priority in 1995, with the publication of the Thames Gateway Regional Planning Guidance. The launch of the Sustainable Communities Plan in February 2003, put further focus on the Thames Gateway and pledged that there will be visible progress in the creation of sustainable communities within the Gateway including a stepping up of the supply of new housing. The existing regional planning guidance already includes 80,000 new homes in the Gateway by 2016. But there is scope to achieve much more than that in the biggest area of brownfield land in the South of England.

The Government aims to bring together the best of design and planning to ensure new communities are of the highest quality and have proper public services and infrastructure. In February 2003, the Deputy Prime Minister announced £446 million for the Thames Gateway to help with land assembly, remediation of brownfield land and the delivery of additional affordable housing and local infrastructure.

The Government's intention, and what they refer to as sustainable communities, is that everyone should benefit from growth, including existing communities. The aim is to see development of the highest quality - models of well-designed, vibrant urban living, marrying homes with jobs, quality public services and infrastructure. The alternative to creating sustainable communities would be for growth to be scattered and much more random across the South East. The first page of the Sustainable Communities Plan makes it clear that: *"We must raise the quality of how we build and what we build, protecting and enhancing the countryside and green spaces for all to enjoy"*.

The Government set out their proposals for the Thames Gateway in the Sustainable Communities Plan, stating:

"That it will set up Bodies [Local Special Delivery Vehicles] with a clear remit and the necessary powers to drive forward development. The arrangements will operate with the full engagement of key local players and partners including the private sector and will offer locally tailored means to deal with land assembly, master planning and local infrastructure to help secure comprehensive regeneration".

Parts of Basildon District, principally Basildon new town, are in the Thames Gateway.

The Basildon Renaissance (BR) has been formed to assist in and co-ordinate the delivery of strategic development and regeneration in Basildon District. It consists of the following partners:

- Basildon District Council;
- East of England Development Agency;
- English Partnerships;
- Essex County Council;
- Thames Gateway South Essex Partnership; and
- The Housing Corporation.

It is supported by the Office of the Deputy Prime Minister (ODPM) and by the Government Office for the East of England (GO-East). Section 4 below sets out the



background to the partners' wish at this time for an unincorporated structure to be adopted, which is appropriate having regard to the circumstances.

This document sets out the BR's Commencement Business Plan (the Plan), being its regeneration proposals and its funding requirements with a particular focus on 2004/5. The partners recognise that BR is at the beginning of a process that will take over ten years to complete. The Plan sets a direction for BR's activities in the medium term and recognises that an annual Business Plan will need to be prepared for endorsement by the partners and to assist partners in the ongoing allocation of funding for BR's role and for the regeneration projects and interventions that are emerging.

1.2 The basis of the Commencement Business Plan (the Plan)

The Plan sets out the background, market context and economic rationale for a programme of interventions in Basildon through a newly formed partnership as part of the regeneration of Thames Gateway under the Sustainable Communities Plan. It also addresses the core requirements drawn up by the Office of the Deputy Prime Minister (ODPM)¹. The Plan scopes out the proposed Development Framework, the planned programme of activities and projects, a structure to coordinate delivery of key projects being undertaken by partners and the resources needed for this delivery capacity, including the capacity to monitor progress and delivery.

BR will act as the strategic co-ordinator of the programme for Basildon and as the forum through which partners can set strategy and oversee its implementation. BR has been established without a formal structure in order to ensure that, as far as possible, it acts through its partners. In this way, its proposed executive staffing is modest, focused on programme management and co-ordination in a manner that adds value to the partnership without duplication or overlap with any resources available from the partners. It follows the good practice developed by Urban Regeneration Companies (URCs) but with a structure that reflects local partner requirements.

The Plan is based on the work to date of the partnership and a range of strategies and reports prepared for, or available to, the partners, which are referred to herein. It has been compiled by AMION Consulting on behalf of the partners.

1.3 The scope of the Plan

The Plan covers the following:

- Section 2: Basildon's economic and market context
- Section 3: the vision for Basildon
- Section 4: BR's structure, role and objectives
- Section 5: the proposed priority projects and programme
- Section 6: the economic case for the programme
- Section 7: resourcing BR
- Section 8: the way forward
- Section 9: conclusions

¹ Letter from Katy Willison, Thames Gateway Strategic Executive, ODPM of 14th November 2003 to the Chief Executive of Basildon District Council.



2 Basildon's economic and market context

2.1 Thames Gateway

Thames Gateway is the UK Government's top priority for economic and social regeneration and growth. It is identified in Regional Planning Guidance for the South East (RPG 9, March 2001) as the regional and national priority. It is the focus for public and private investment in regeneration and growth, of which transport infrastructure is a vital component. Thames Gateway is the largest regeneration project in Europe. It stretches from the Isle of Dogs in London, along both sides of the river to Shoeburyness in Essex and Sheerness in Kent. The designated area straddles three regions: London, the South East and the East of England.

The London Development Agency has recognised its strategic importance as indicated below.

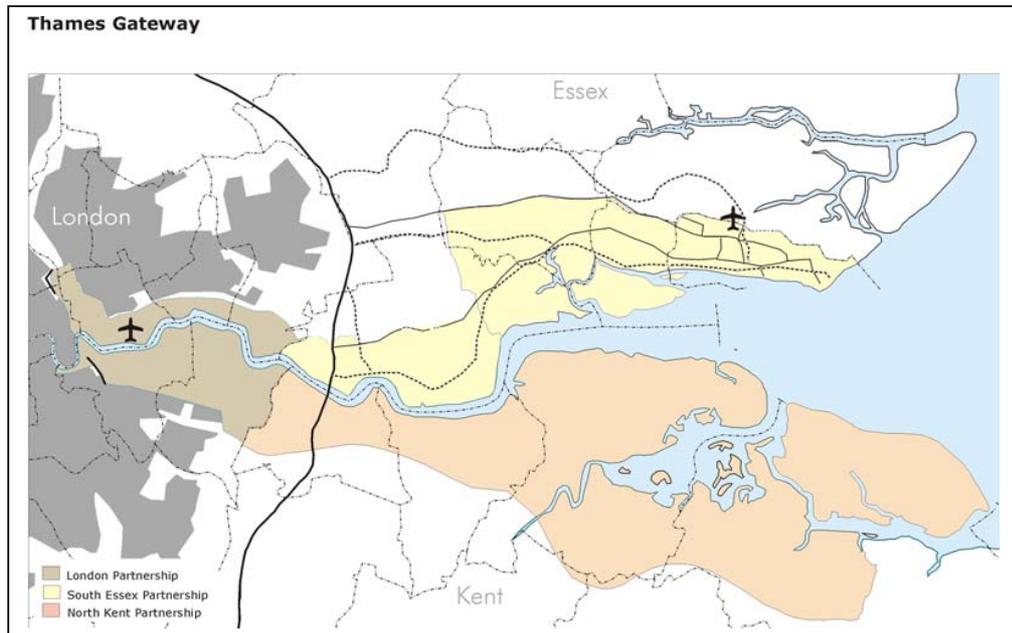
"It is imperative that an integrated and highly focussed programme of land and infrastructure improvement, skills development, business support and environmental improvements is developed and implemented across the wider region in order to overcome longstanding barriers to new investment. This is because the Thames Gateway is one of the key locations best placed to deliver large scale sources of new employment to London's major concentrations of deprived communities in inner East London".²

The Thames Gateway designation brings a regional and national recognition of opportunity for regeneration and need for change. A radically enhanced image, a fresh perception of the problems and opportunities, and environmental improvements are essential preconditions to the process of change and regeneration.

The Thames Gateway is a geographically identifiable spatial concept because of:

- its position and relationship with London;
- the commonality of need for regeneration along the River Thames and its estuary;
- the shared past of declining industries (many involving the infrastructure that supported London); and
- similar problems associated with structural economic change.

² Going East: Thames Gateway: The Future of London and the South East, The Economic Strategy of the Thames Gateway London Partnership, June 2001.



Source: Southend-on-Sea Borough Council

2.2 Thames Gateway South Essex

What is Thames Gateway South Essex and where is it?

Thames Gateway South Essex is an extension of the original Thames Gateway. New Regional Planning Guidance for the South East, which was published by the Government in March 2001, confirmed the extension of Thames Gateway into South Essex to include more of Thurrock, part of Basildon (including Basildon New Town), the boroughs of Castle Point and Southend-on-Sea, and a small part of Rochford including London Southend Airport.

635,000³ people live within South Essex. Many more work in the area, thus forming the largest built-up area in the East of England region. It contains more than one tenth of the Region's population. The area has suffered from a number of acute economic and social problems for a number of years, including sustained high unemployment, an ageing transport infrastructure and skills shortages.

The popular impression of South Essex is a sprawling, heavily urbanised area with little visual appeal and few attractive features. The location of large-scale poor neighbour developments related to fuel/energy, port and waste disposal activities have added to that negative image. Basildon New Town has a negative image and is considered to lack character, has crumbling infrastructure and needs considerable investment in estate and town centre regeneration. It was once a symbol of modernity and post-war planning, as the only New Town in Thames Gateway but it now needs to adapt itself to a new role in the context of the Thames Gateway and renew itself in order to shed its negative image.

³ 2001 Census



The strategic framework

In early 2003, a detailed analysis of the challenges outlined in the original vision⁴ for Thames Gateway South Essex was compiled in order to address the needs - The Thames Gateway South Essex Strategic Framework Document - *Delivering the Future* was completed in March 2003 and sets the foundation for delivery of sustainable communities as outlined in the Government's Sustainable Communities Plan.

Area profile

The Thames Gateway South Essex area profile is summarised below:

▪ Population	635,000
▪ Households	270,000
▪ Workforce	233,000
▪ Employed residents	300,000
▪ Unemployed claimants	7,557 (Rate 2.9%)
▪ Average price of a house	£116,428
▪ No. of wards amongst the most deprived 10% in East of England	17

As at 1st October 2002

The Government's Index of Deprivation ranks Thurrock as the most deprived area in Thames Gateway South Essex, with a ranking of 113 out of 345 in the Index of English District and Unitary areas. Southend and Basildon follow close behind with rankings of 134 and 144 respectively. Rochford, in contrast, ranks amongst the least deprived 20% districts in England.

Deprivation in South Essex lies alongside affluence. The ward level analysis is, therefore, more helpful in identifying the pockets of deprivation that exist in the area. South Essex has 17 wards that fall amongst the 10% most deprived in the East of England region, four of which rank amongst the most deprived 10% in the whole of England. Thurrock accounts for 8 of the most deprived 17 wards, including Tilbury Riverside, which ranks as the ward with the most severe level of multiple deprivation in South Essex and as the ninth worst in the East of England. Six of the most deprived wards are in Basildon, two are in Southend and one is in Castle Point.

Amongst all domains of deprivation identified within the IMD2000 Index, Education Deprivation (predominantly measured by lack of qualifications amongst adults and children) demonstrates a particularly severe situation in some South Essex wards. Basildon is the most affected South Essex district in terms of education and skill focused deprivation. Basildon's Fryerns East and Vange not only rank as the most deprived wards in the East of England, but also are identified as the third and sixth most educationally deprived out of 8414 wards in the whole of England.

2.3 Basildon District and its local economy

Introduction

Basildon District is made up of rural hinterland and five towns in total⁵, although it markets itself under its three largest - Basildon - Billericay - Wickford. It was one of the first New Towns, designated in 1949, with this status ending in 1986. Over the last decade, with

⁴ Thames Gateway South Essex - *A Vision for the future*: September 2001

⁵ Basildon, Billericay, Wickford, Pitsea and Laindon



the decline in the manufacturing of motor vehicles, which was one of the main reasons for Basildon's growth, the need to rejuvenate its economy has become apparent.

The Basildon economy in profile

A review of available economic reports, including a September 2001 economic review of Basildon⁶, highlights a number of important features, which are summarised below:

- | | | |
|-----------------------|---|--|
| Employment | - | There are nearly 68,500 people who work in Basildon with some 23% of its residents employed in manufacturing sector; it has a strong (advanced) manufacturing/engineering base (related to Fords' investment in the 1960's) and lower than average service sector although this is expected to grow. |
| | - | The exception to the low level of service sector employment is the presence of firms in the financial sector - these are so-called "back office" activities in the sector ⁷ . |
| Employers | - | There are just over 6,000 businesses in Basildon, accounting for 9% of the total businesses in Essex ⁸ . Attached as Appendix 1 is a profile of major employers. The presence of such major employers was regarded by CLES as a major strength and weakness - it offers Basildon the opportunity to become a business hub for the Thames Gateway - but it renders it vulnerable to significant employment problems on any closure. |
| Small business sector | - | This vulnerability to large employers can be mitigated by growth of this sector, which in 1999, accounted for approximately half of all employees in employment. Of interest is the growth of small firms in the computer and related activities sector (with over 800 employees in 2001). |
| Retail sector | - | Based on a recent study of Basildon Town Centre ⁹ , an analysis of Basildon's retail position has been undertaken. Although Basildon has the fourth largest catchment in the region, its population is the least affluent. It also has the highest retail vacancy rate. One of the key issues it has to address is the relative scale of its out-of-centre retail and leisure offer, which is significantly larger than in the town centre following the opening of Festival Park. Both Billericay and Wickford district centres provide local shopping services, principally through independent and speciality retailers. |

⁶ Basildon District Economic Audit, CLES Consulting: September 2001

⁷ There is a need for some caution in terms of the mix of service sector employment in order to ensure that low paid employment (such as in retail and distribution) does not form too large a part of the local economy. Basildon is in transition from an economy dominated by manufacturing. Until the skills of local people can be enhanced so that higher value service sector employment can be targeted, the service sector employment opportunities are likely to be biased towards lower paid jobs.

⁸ Summary of Area Profiles and Basildon Area Profile: Learning and Skills Council, Essex; April 2003

⁹ Basildon Town Centre: Redevelopment Strategy Stage 1 - Scoping Study; DTZ Piedad Consulting: October 2003



- Inward investment - The CLES report demonstrates that Basildon District has performed well in attracting investment into the area, including more recent speculative property development. Undoubtedly competitive land values and rents play their part in this, but it is anticipated that it can continue to play a key role for the whole of Thames Gateway.
- Local labour force and skills - A key issue raised in the CLES report relates to skills, education and training. It points to a lack of both high-level skills and basic proficiency in literacy and numeracy in the local population.
- Compared to Essex, Basildon has a far higher proportion of people working in elementary occupations. It is acknowledged that developing a business hub will require rising skill levels. Moreover, improved educational attainment levels need to underpin this (see below).
- Education - The LSC Area Profile¹⁰ reports that there is a considerably higher proportion of 16-19 year olds in Basildon with no qualifications compared to Essex as a whole (29% versus 22%). There are 24,000 people with poor literacy skills.
- Added to this, 58% of year 11 pupils do not achieve 5+ GCSEs at grades A-C, compared with 44% in Essex, with many schools having achievement rates significantly below the Essex average.
- Deprivation - There are high levels of deprivation throughout Basildon in respect of all factors of deprivation. In the Indices of Multiple Deprivation (IMD) 2000, 6 wards lie within the most deprived 20% of wards within England - of which 2 (Fryerns East and Vange) are within the most deprived 10% of wards. Educational standards are a particular concern, with 2 wards (Fryerns East and Vange) lying within the worst 10 wards in England and another (Pitsea West) within the worst 30 wards. This indicator measures lack of qualifications amongst adults and children of different ages and includes measures of both primary school attainment and levels of post-16 education and qualifications. In contrast to these pockets of deprivation, the District benefits from a number of affluent areas such as Billericay and Great Berry.

¹⁰ Learning and Skills Council, Essex: Basildon Area Profile, April 2003



Travel to work -

	Basildon	Essex
	% of workers	
In Essex	64%	70%
In Basildon	51%	-
Out of Essex	31%	25%
In London	28%	-
Work from home	5%	6%

As the above table shows, just over half of the people in Basildon work in Basildon, while 28% travel to London.¹¹

2.4 Basildon’s key economic development constraints

A number of Basildon’s problems and constraints arise from the legacy of it being a New Town - the only one within Thames Gateway. The key constraints noted by partners¹² include:

- the outward migration of young people;
- a low standard of primary, secondary and further education attainment and facilities and a lack of linkages with higher education;
- a consequent skills shortage in the district (and County) leading to employers being unable to recruit to underpin business growth;
- transport and infrastructure weaknesses particularly within the district;
- extensive Green Belt land and associated important ecological areas;
- a high level of out-commuting, particularly to London;
- a number of weaknesses in its town and district centres weakened by the growing out-of-centre retail, leisure and office space;
- lack of community infrastructure in place, such as schools, healthcare facilities, sport and recreation facilities and local shopping;
- an inadequate supply of affordable and key worker housing;
- lack of “urban living” in Basildon town centre (another New Town legacy) which means there is a lack of activity beyond normal trading hours; and
- a heavily car dominated environment.

Crucially, its secondary and further education standards and facilities are considered to be in need of significant improvement in the context of securing Basildon’s role and position as the business hub in the Thames Gateway (see Section 3 below). The education and training standards in Basildon undoubtedly add to the level of out-migration from the District and acts as a disincentive for business investors.

The education deprivation referred to in section 2.3 above measures lack of qualifications amongst adults and children of different ages and, as stated, includes measures of both primary school attainment and levels of post-16 education and qualifications. At all levels the standard of educational attainment in Basildon is the lowest in South Essex. It is also

¹¹ Source: Post 16 Learning Survey, LSC, Essex, 2001

¹² Report to the Executive Board of Basildon District Council: *Significant Issues Currently Facing Basildon District*, September 2002 and Thames Gateway South Essex: *Strategic Framework Document*; March 2003



worthy of note that only one school in Basildon, two in Billericay and one in Wickford have a Sixth Form which is below the level of provision in adjoining districts.

Basildon College has recently merged with Thurrock College and discussions are taking place to facilitate its relocation to Basildon town centre as part of a re-launch. However, it has no sixth form and offers only a limited range of vocational training. Early discussions will be taking place with the College on their future role and education provision in Basildon, in light of the wider objectives for the area. These discussions will also take account of aspirations of all partners for a new College campus.

2.5 Property market commentary

Basildon's ability to renew itself in the context of Thames Gateway and the Sustainable Communities Plan is dependent in part on the responsiveness of elements of the property markets to the proposed programme of interventions (see section 5 below).

Set in this section is a summary of a number of important property markets and Basildon's position in them. These have been derived from recent reports on the proposed Gardiners Lane South project¹³ and Basildon Town Centre¹⁴.

Commercial property sector

Industrial and distribution is predominantly centred on the five industrial areas of Pippis Hill, Burat Mills, Cranes, Laindon and Southfields. There has been recent investment in automotive research and development (Visteon) and Basildon is set to become a national and European centre for automotive research and development. This, combined with Ford's Dunton facility in Laindon, Case New Holland and others, including BAe Systems Avionics, points to Basildon being ripe to benefit from more investment. The accessibility to the M25 reinforces this.

There is an estimated deficit of industrial employment land in Basildon based on the Essex County Structure Plan requirement of 9.7ha (24 acres). The sites allocated in the District Plan include 16.2 ha (40 acres) for Gardiners Lane South. Rents achieved in 2001 for industrial/warehousing during 2001 show levels up to £6.75 per square foot with prime yields of around 7%.

Offices

Historically the market for offices in Essex has been centred on Chelmsford, although Brentwood and Southend have markets for offices that potentially compete with Basildon. As noted by DTZ Piedad in the recent Town Centre Scoping Study, the lessons from successful towns and cities across the UK are that office employment helps to promote vitality and activity throughout the working day and into the evening.

According to the 1998 Basildon District Survey, there is 81,575 sq m of office space in the town centre and key occupiers include:

- Aviva (6,400 sq m);
- Fords (Trafford House);
- Basildon District Council (800 staff);
- Department of Social Security; and
- The Crown, County and Magistrates Courts.

¹³ Basildon - Gardiners Lane South Market Analysis for English Partnerships, Donaldsons, August 2003

¹⁴ Basildon Town Centre: Redevelopment Strategy Stage 1 - Scoping Study: DTZ Piedad Consulting: September 2003



- Also Billeracy has a strong small office market in the professional, legal and financial sectors.

The opportunities for the expansion of the office sector in Basildon town centre appear limited by the relatively low level of demand. For example, the Eastgate Business Centre (2,800 sq m) offers prime office facilities, but has proved difficult to let. Likewise the owners have found it virtually impossible to let the upper floors of Northgate House as purpose-built office accommodation. Improvements are planned to the building, which should enhance access and possibly its letting potential.

The low demand for town centre office space has meant that there has been minimal speculative development. The town centre stock includes relatively few modern schemes dating from the last few decades. That which has occurred has typically focused on bespoke pre-let schemes, such as Basilica. Competition for tenants from the proposed new business park at Gardiners Lane South could constrain some elements of future demand though it might also create demand from other elements that are attracted to Basildon but unable to find accommodation elsewhere.

Residential - town centre

Mixed-use residential developments in town centres are proving to be a very successful driver of town centre regeneration and the urban renaissance. In particular, such schemes have increased the level of vibrancy during the day and evenings in town centres, leading to more investment and rising property prices.

In recent years, DTZ Pinda reports that the residential property market growth for Basildon appears to have lagged behind that of neighbouring towns such as Chelmsford and Brentwood. The only purpose-built housing in Basildon town centre consists of a small number of flats above properties in the eastern side of Southernhay and flats in the recently refurbished Brook House.

In the case of Basildon town centre residential development is likely to prove key to regeneration, as the town centre tends to be dormant after trading hours and the centre consists of several large potential development sites. Moreover, the centre currently benefits from good transport links to nearby towns and in particular London thus enabling the town to attract additional residents (in particular a younger mobile population).

Although the Local Plan allows for new residential development as part of mixed-use schemes, no sites are identified in the town centre. Some of the key opportunities identified by previous studies include the conversion of: -

- Northgate House, although this is unlikely to prove viable in the short term without some public sector investment;
- Great Oaks House, which would cause fewer technical difficulties, but is likely to be a medium or long term proposal necessitating the relocation of the existing office uses. The displacement of such office employment could detract from the vitality of the town centre during office hours but would help sustain activity during the evening; and
- living over the shop in certain areas of the town centre, such as East Walk, could also be an option over the short term.

Residential - district wide

In all, 47% of Basildon's property falls within Council tax Bands A and B (i.e. valued up to £52,000 in 1991) compared with 37% for the district as a whole and 36% for the East of England; the South East has 25% of its stock in Bands A and B.



Historically, the town provided homes for workers in the automotive manufacturing sector and the type of properties built when the new town was formed is underwritten by the accommodation built at that time, in terms of mixture of tenure, size and type.

The Donaldson's report notes that the District had some 71,369 dwellings registered for council tax, of which 44,522 are in wards within Basildon Town. Basildon District Council estimates that approximately 73.9% of homes are privately owned, 24.5% are rented and 0.9% occupied rent free. There has been a gradual shift into owner occupation since 1999, when some 67.9% were in owner occupied homes. Within the rented sector, the private rented sector only accounts for 4% of the total dwellings stock, an increase from 2.2% in 1991. Private sector rents tend to be reasonably buoyant and resale prices relatively strong compared to house prices. It is interesting to note that, within the privately owned property, 31.8% are owned without mortgages. This may match the slightly higher age profile that Basildon has compared to Essex.

The 2001 Census confirms that 71% live in their own homes whereas 23% rent from either the Council, housing association or RSL and 6% rent privately or have accommodation as part of their job.

Basildon's allocation from the structure plan for new housing is 7,650 new dwellings to be built between 1996 and 2011. Between 1996 and 2002 Basildon has provided 6,038 sites but between 1999/00 and 2001/02 net completions have fallen from 922 to 213. The average of the net completions over last three years is 551 new units, significantly below the longer-term average of 750 new private homes per annum.

House sales in Basildon have broadly matched the available stock. However, sales of flats have been disproportionately higher, averaging 16.2% of sales although they represent 11.6% of stock. Although prices have been rising there has been a decrease in the numbers of properties sold over the past two years. Anecdotal evidence would suggest that prices still remain firm despite a fall in the number of sales. Residential sales in Basildon are closely linked with the East London property market with significant anecdotal evidence of sales to people moving out of that area of London.

Recent new developments in Basildon have been primarily for housing, rather than flats. The most recent was developed by Persimmon Homes in 2000 on a 2.3 ha (5.68 acre) site to the rear of IFDS house with 80 three and four bedroom houses with all but eleven units being detached. Asking prices on the resale of these new properties are in the region of £215,000 for three bedrooms, although this is viewed as a full price. Other new or recently built three bedroom properties are being marketed at between £154,995 for a courtyard style development in Ascot Grove, Mopsies Park, just to the south of Broadmayne through to £199,950 in Headingly Close, Nevendon.

There are very few newer four-bedroom properties available with only a four bedroom detached house at Hayrick Close, Langdon Hills available at £247,500. Residential agents have confirmed the demand is currently for two and three bedroom houses as well as for one and two bedroom flats. New flats have been achieving between £97,950 for a two bedroom flat in Vange to £95,950 for a one bedroom flat in Stafford Green, in the sought after Langdon Hills area. Within the rented sector, a one bedroom flat is likely to achieve in the order of £450 and £500 per month with two bedroom flats achieving £525 to £575 per month.

Hotels

Basildon has two three star hotels (Holiday Inn and Friern Manor) with 154 beds and six two star hotels with 370 beds - a total of 524 beds. Planning permission has been given to a new budget hotel at Southfields Business Park for 40 beds.

The Donaldsons report notes interest by budget operations in Basildon. However, Basildon's aspirations as a business hub for Thames Gateway (see Section 3 below)



means that more three star and perhaps even one or more four star hotels need to be targeted as essential business “infrastructure”.

Retail

DTZ Piedad Consulting notes that Basildon performs poorly compared with other centres in the regional and national rankings, reflecting its more limited retail and leisure offer. Although this has been partly addressed by recent town centre environmental improvements (Town Square), more investment is needed in order to maintain and improve its position in the medium term. Plans for housing development in the area should help to establish a larger role for the town centre.

A benchmarking of Basildon against other regional centres revealed that Colchester and Chelmsford have similar catchments and urban populations as Basildon and a comparable retail offer. These centres are only eight and ten places respectively above Basildon¹⁵, both are commuter town serving London and just like Basildon they face competition from Lakeside and Bluewater regional centres. However, DTZ Piedad Consulting found that although Basildon had a similar amount of floorspace as the other two centres, it was performing less well because:

- Basildon’s out-of-centre retail and leisure offer is significantly larger than in the town centre;
- the out-of-centre retail space (22%) in Basildon sells goods directly comparable to those found on the high street;
- there is a greater diversity of retail and leisure businesses and a good mix of independent and multiple businesses in Colchester and Chelmsford;
- Colchester and Chelmsford are anchored by Debenhams - Basildon has Allders;
- retailer requirements for Basildon are lower than the other two centres; and
- Basildon has a poor service and leisure offer.

Small firms

The Donaldsons report¹⁶ noted that small firms employing between 1 and 49 employees, constitute 97% of Basildon’s recorded units of employment, with a concentration of micro businesses employing less than 10 people. Also, as mentioned in Section 2.3 above, the small firms sector accounts for just under half of all employees in employment in Basildon.

Provision for small firms is in Cornwallis House (42 units), Essex Enterprise Centre (30 units) and Basildon and District Local Enterprise Centre (23 units). Vacancies are low, with no more than three or four units vacant at any one time. Centre managers report a strong demand for small units (up to 1,000 sq ft), where rents (all services included) can be as high as £25 p.s.f. per annum.

The Labour Market

The labour market has been considered at the South Essex level¹⁷. The efficiency of the labour market in South Essex appears to be low in relative terms. South Essex employment rates (61.5% for aged 16 and over and 76.8% for those of working age), for instance, are low compared with Essex County (62.3% and 78.5% respectively) and the region (63.4% and 79.1%). Economic activity rates (64.2% for 16+ and 80.3% for those of working age) indicate a very similar comparison.

¹⁵ Based on Experian and Promis

¹⁶ Basildon - Gardiners Lane South Market Analysis for English Partnerships; Donaldsons: August 2003

¹⁷ Drawn from the Thames Gateway South Essex Strategic Framework Document: March 2003



Over the last five years, the population of South Essex has witnessed a significant fall in its levels of unemployment. The claimant rate has decreased considerably over this period from 10% in March 1996 to 3.5% in March 2002 (a reduction of 65%). This is generally in line with the trends in other regions and sub-regions in proximity to it geographically.

However, recent unemployment statistics illustrate that the unemployment rate (3.0% in September 2002) is still above that of the region (2.2%) and the Essex County Council area (2.2%). In absolute terms, the number of unemployed in South Essex is equivalent to 65% of the claimants in the whole of the Essex County Council area and accounts for nearly 14% of the total number of unemployed in the East of England region.

Qualification and skills levels among South Essex residents are currently considerably below regional rates. 29% of people in South Essex area indicate that they have NVQ Level 2 equivalent qualifications. This figure drops to 15% for Level 3, 14% for Level 4 and finally 2% for Level 5. 25% of the survey sample indicated that they had no NVQ equivalent (Essex LSC 2001 post 16 survey).

In terms of employment, just 5% of school leavers chose to partake in work based learning programmes. The highest employment destinations were administrative, sales and skilled construction posts. This is more of a reflection of the work available to school leavers, rather than a student's desired occupational goal.

2.6 Key opportunities and issues to be addressed by BR

The above analysis of Basildon's economic and market context identifies a number of key issues to be addressed in its renewal.

- (i) Basildon has an impressive array of large employers and the potential to grow this industrial and commercial base in the context of Thames Gateway South Essex.
- (ii) There is a need to provide more facilities to underpin the complementary growth of small and medium sized enterprises - there is some evidence of unmet market demand for "starter" space.
- (iii) It has strengths in automotives and related advanced manufacturing and engineering. It has also developed a role in financial services, particularly "back office" and process activities - (the sector is business systems and services) - its proximity to London and its lower cost base are obvious competitive advantages in this sector.
- (iv) Six of South Essex's most deprived wards are in Basildon - addressing deprivation and social inclusion needs to be given a high priority; Fryers East and Vange are in the worst 10 most educationally deprived wards in England. Generally, this deprivation is highlighted by the recent significant fall in unemployment across South Essex, and pockets of harder-to-help groups remain socially excluded in Basildon.
- (v) A new approach is needed to the retail offer in Basildon town centre (and Wickford, Laindon and Pitsea district centres) in line with the DTZ Pleda Consulting October 2003 report; this needs to be part of a mixed-use strategy involving town centre residential development that will inject new life (including night life) back into these centres; promotion of financial sector office development in the town centre would also improve its well-being.
- (vi) A sustainable community needs to have access to high quality education and training; the low standard of Basildon's primary, secondary and further education, and the lack of higher education links represent a key constraint in



*Basildon Renaissance (BR)
Commencement Business Plan for delivering a
sustainable community and a business hub
within Thames Gateway
November 2003*

its development. It is the most educationally and skills deprived district in South Essex and contributes to the poor level of qualification and skills levels across South Essex compared with regional rates.



3 The vision for Basildon

3.1 An overall vision

The partners have set out their vision in the form of a Joint Statement of Intent, which was created in April 2002 and amended in August 2003. This set out its vision in the form of a set of objectives, which are reproduced in Section 4.4 below. From these objectives, the following overall vision has been derived.

Basildon Renaissance wishes to secure the regeneration of the District in a manner that will create sustainable communities. It also wishes to secure investment from both public and private sectors to support its objective of developing itself as the business hub for South Essex.

Section 3.2 explains in more detail the specific issues that need to be addressed to achieve a sustainable community. Set out in section 3.3 below is an overview of the business hub element of the vision.

3.2 Delivering a sustainable community

A sustainable community will demonstrate itself in the improvement in the quality of life of its residents evidenced by an increase in dwellings and employment in its town and district centres and a well integrated mix of high quality affordable homes throughout the District, by a reduction in out commuting of its residents to places of work, and by improved accessibility within and connectivity to and from the district in ways that reduce the use of the car. It must also be achieved with the management, preservation and enhancement of the District's environmental assets. Basildon's ambition is that the regeneration programme will reduce social exclusion and remove the deprivation that exists in a number of wards, including the education deprivation.

The challenge to Basildon is to achieve the regeneration of the District, including the development of a business hub, in a manner that is sustainable and develops a sustainable community - which, as defined by Thames Gateway South Essex and BR's Joint Statement of Intent, as:

- local people benefiting from development and regeneration;
- providing more jobs for local people;
- reducing levels of out-commuting;
- focusing development where it can be best served by public transport;
- reducing the economic impact of congestion by improving transport efficiency;
- developing within urban areas wherever possible;
- enhancing the education and skills levels of the population;
- identifying options for better use of previously developed land;
- recognising the importance of town centres as a focus for development and for urban living;
- improving the attractiveness of the environment, both urban and rural across the district; and



- increasing the efficiency of the use of resources and reducing all forms of pollution.

Only by setting about its regeneration in a sustainable manner will Basildon address the key issues referred to in Section 2.6 above. Therefore, its proposals to manage a regeneration programme (see Section 4 below) and its proposed projects and interventions (see Section 5 below) need to create a sustainable community in Basildon alongside a business hub (see 3.3 below) that contributes to the wider vision of Thames Gateway South Essex, Thames Gateway and the Sustainable Communities Plan.

3.3 Delivering a business hub

South Essex vision

The overarching vision for South Essex, as set out in the Strategic Framework Document, contends that it is possible to bring together the advantages of city living and the advantages of country living - and with the added advantage of having easy access to the river and the sea along its linear coast.

Thames Gateway South Essex is focused on achieving significant improvements to the economy of the area through the implementation of key regeneration projects, new development both commercial and cultural, and by improving transport infrastructure all of which protect and enhance the environment. It is intended that an extensive programme of specific environmental enhancements will complement, and add to, the other economic improvements.

Within this context, the Thames Gateway South Essex Partnership developed six themes relating to the vision for South Essex:

- Skills, Learning and Employment
- Transport and Infrastructure
- Investment and Development
- Health and Community
- Marketing and Communications

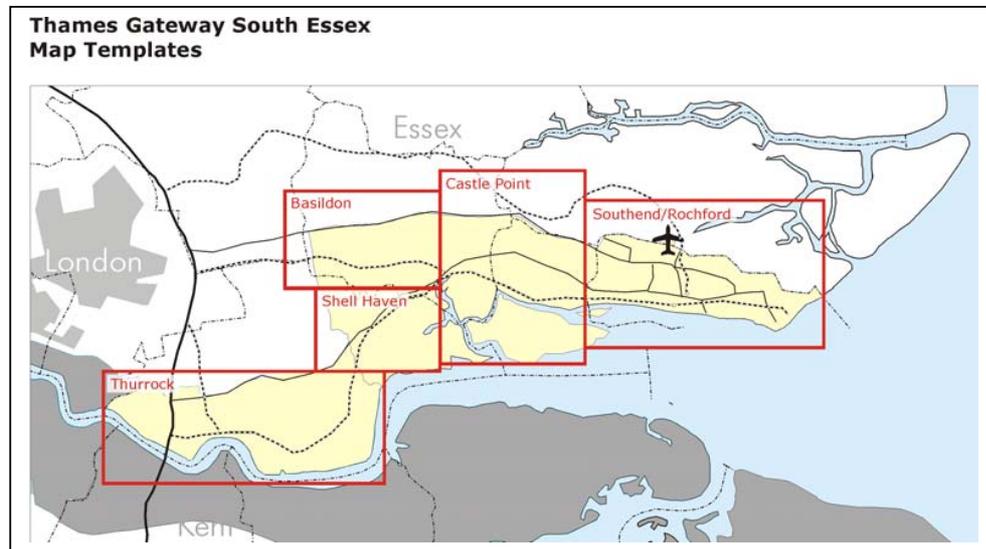
These themes were converted to Action Plans by task groups.

Zones of Change and Zones of Influence

In geographical terms, the Thames Gateway South Essex Partnership focussed on complementary locations and identified each as either a Zone of Change or a Zone of Influence, as follows:

- Thurrock: as a world leading logistics hub and exemplar for community development, learning and enterprise for South Essex
- Shell Haven: as a major *international port* facility
- Basildon and Castle Point: as a *business hub* for South Essex
- Southend and Rochford: as a cultural and intellectual hub and a higher education centre of excellence for South Essex

Each district is designated as a Zone of Change (Basildon, Southend, Thurrock) or a Zone of Influence (Castle Point, Rochford) and has further developed its own vision for the future.



Source: Southend-on-Sea Borough Council

Basildon already a key employment centre

The vision for Basildon is in the context of its contribution to Thames Gateway South Essex as a **business hub** not only with the scope for business and economic growth, but supported by excellent transportation, business and community infrastructure. This recognises Basildon's status as an important economic driver in Essex and that improvements are necessary to support further development and address the imbalance between housing numbers and jobs in the area. Currently, South Essex, including Basildon, does not provide enough local jobs for everyone who lives in the area resulting in high levels of out-commuting.

Nevertheless, the Thames Gateway South Essex Strategy confirms Basildon as a place which has already achieved credibility as a place for business investment. The proposed development of Gardiners Lane South (See Section 5.3 below) is consistent with this vision, fits with the "Investment and Development" theme (see above) and acknowledges Basildon as a place for business investment and growth - typically firms in the advanced manufacturing/engineering sectors or those that wish to be within easy reach of London, but not with the London cost base or city access problems.

The two particular sectors that are identified by Basildon as offering opportunities for growth and potential inward investment are Advanced Manufacturing/Engineering and Business Systems and Services. Existing key firms in the Advanced Manufacturing / Engineering Sector (e.g. Visteon and Ford) have expansion plans. The drive to lower transaction costs in financial services should also offer Basildon opportunities for office-base growth.

4 Basildon Renaissance's (BR's) structure, role and objectives

4.1 Options

Generally across the UK, regeneration programmes and projects are delivered by partnerships that take many forms. Set out in Appendix 2 is an analysis of the options available to BR in considering the most appropriate structure for its activities. It sets out:

- the government's views on public private partnerships;
- the influence of funding
- the option involving unincorporated solutions;
- why/when to use incorporated options;
- key regulatory issues for RDAs and local authorities;
- the implications of state aid regulations;
- the example of Urban Regeneration Companies (URCs); and
- the potential to use Development trusts, Limited Liability Partnerships (LLPs), Charities and other vehicles.

The choice of structure for BR has been considered against this analysis. Much depends upon whether an incorporated vehicle is valid in the circumstances facing Basildon. Consideration of best practice¹⁸ indicates that Basildon's choice of an unincorporated partnership is the most appropriate option at this time since a corporate structure should not be used:

- if the objectives can be achieved with the same degree of effectiveness or efficiency by the partner agencies acting on their own;
- there is a risk that it operates in a manner that is inconsistent with any of its partners' powers, aims and objectives;
- precise obligations and liabilities that will arise in the entity are not known or understood;
- if private sector impact is relevant and can be secured in a different manner;
- if limited liability can be secured in a more effective way;
- its creation would lead to higher cost for the public sector; and/or
- it could lead to the company being either controlled or influenced by the local authority.¹⁹

BR structured as an unincorporated partnership acting through one of its partners (as accountable body or to lead the delivery of a specific project) avoids these issues and allows it to form vehicles and structures alongside it depending on the expertise and funding needed in each proposed intervention. A review of the experience of Urban Regeneration Companies (URCs)²⁰ has also shown that a partnership can derive the perceived benefits of a URC without forming a company by:

¹⁸ English Partnerships and the Creation of New Corporate Structures: Best Practice Note No 36; March 1998

¹⁹ If it does not comply with Part V of the Local Government and Housing Act 1989

²⁰ See Urban Regeneration Companies (URCs) - Learning the Lessons; Policy and Practice Reports; July 2001: AMION Consulting



- establishing a “Board” with the key officers or representatives with a high level of authority in the local area;
- ensuring that the partnership has a clear vision and strategy to guide future investment decisions;
- creating a dedicated executive team;
- engaging the private sector; and
- being responsive to local circumstances.

4.2 BR’s partnership structure

The partners in BR have elected for an unincorporated arrangement recognising that at a later stage they can elect to move for an incorporated structure should this be desirable or appropriate. BR’s partnership structure involves a “Board” of partners’ representatives meeting bi-monthly and generally acting through Basildon District Council as an accountable body. Generally, the approach follows the good practice of the URCs by establishing a consistent set of clear and practical local development programmes, underpinned by an effective and reliable delivery capacity.

The partnership has created a *Joint Statement of Intent* - updated in August 2003, which draws together the common objectives of each of the partners and sets out how they will work together. The seven common objectives, which meet the key partners’ aims and take account of their roles and responsibilities, are set out in Section 4.4 below. The proposals for an executive team are included in Section 7 below.

It is expected that the membership of the Partnership will be amended to reflect local circumstances and need. In particular, as the “business hub” vision is implemented, it is expected that one or more representatives from the private sector will be invited to join the partnership in due course once appropriate representatives have been identified. Likewise, it is expected that the Basildon District Local Strategic Partnership should be represented on BR in respect of the latter’s interest in its lifelong learning and jobs agenda.

The role of Chair is rotated across the partners – this has ensured that the senior representative from each partner organisation that takes the chair has to be fully briefed on issues and developments in order to perform this role effectively. This is considered to be an effective way of transferring knowledge and sharing involvement in a balanced manner across the partnership.

4.3 Partnership roles

Each of the BR partners brings a contribution to the achievement of the vision. In broad terms, roles have been identified as follows:

Partner	Role
Basildon District Council	Community leadership and leverage for other partners on specific projects Lead role on the Local Strategic Partnership and Community Strategy preparation Planning authority and other statutory functions



	<p>Local knowledge</p> <p>Accountable body for executive team</p>
EEDA	<p>Single Programme Funding</p> <p>CPO powers</p> <p>Facilitation</p> <p>Professional expertise in specialised fields</p> <p>Input into Government expenditure plans</p>
English Partnerships	<p>Land assets</p> <p>Masterplanning and the funding thereof</p> <p>Sustainable Communities Plan – Funding</p> <p>CPO powers</p> <p>Professional expertise in specialised fields</p>
Essex County Council	<p>County-wide strategic view of Basildon and its role and impact in Essex</p> <p>Forward planning</p> <p>Service provider and strategic planner for education, fire and rescue, police, waste management and social and environmental services</p> <p>Professional expertise in specialised fields</p>
Housing Corporation	<p>Housing partnership</p> <p>Housing strategy</p> <p>Funding for social housing</p> <p>Professional expertise in specialised housing and community/neighbourhood related fields</p>
Thames Gateway South Essex	<p>Co-ordination of regeneration strategy across South Essex</p> <p>Focus for cross-border regeneration initiatives and joint funding applications</p> <p>Represents Basildon regionally, nationally and internationally in view of its priority status</p> <p>Financial support for master planning, feasibility studies and capital spend</p> <p>Regional links/influence including inward investment</p>
ODPM/Go-East	<p>Thames Gateway funding influence</p> <p>Ministerial support as needed</p>



	<p>Advice on legitimacy of proposals and policies</p> <p>Support for funding</p> <p>Links with other national partners such as Strategic Rail Authority</p>
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4.4 Objectives

BR has assessed its aims and objectives by reference to the following:

- Basildon District Council Plan and Local Plan Key Issues Report (2001)
- Thames Gateway South Essex Vision Statement (2001)
- English Partnerships' Core Objectives and Town Strategy for Basildon (2001)
- East of England Development Agency's Prosperity and Opportunity for All Economic Regeneration Strategy (2000)
- The Government's Urban White Paper (2000), Planning Green Paper (2001) and Regional Planning Guidance for the South East (2001)
- Essex County Council's Essex Approach (2002)
- Regional Housing Strategy

From these documents seven common objectives have been identified, which meet the key partners' aims and take account of their roles and responsibilities: -

- to secure funding for major projects, and initiatives that achieves the right balance between investment in Basildon District and the wider objectives of the partners, and helps secure private sector investment;
- to support the continued economic success of Basildon District, in particular by supporting the regeneration of the District's town centres;
- to protect and enhance the built and natural environment and ensure that new development makes a contribution towards urban regeneration;
- to achieve sustainable forms of development, built to the highest standards of urban design, safety, maximise the use of urban land and meeting nationally recognised environmental standards;
- to ensure that quality infrastructure is in place to meet the needs of the district, increase connectivity and improve public transport provision;
- to ensure that local people can benefit from the new investment itself and have access to first rate services and facilities, which will help to tackle issues of social exclusion, health and education deficiencies and deprivation within the District, in particular in areas of greatest need; and
- to promote Basildon District as a good place to invest, live and work.

5 The proposed priority projects and programme

5.1 Introduction

Basildon District is an area of contrasts, with the three main communities, Basildon New Town, Billericay and Wickford, having very different social and economic characteristics. Basildon New Town has a population of 102,400 and the majority of residents are aged between 20 and 39. The New Town has both areas of prosperity and deprivation, where people experience multiple social and economic problems and many people claim a range of state benefits, experience health problems and in certain areas suffer from high crime rates. Basildon, in common with other New Towns around London, has benefited from the strength of the regional economy but has social problems with pockets of higher levels of deprivation.

Billericay has a population of 35,500 and has a larger elderly population than the New Town and Wickford. Many of the residents are in professional or managerial occupations and work outside of the District. In comparison to the New Town, Billericay is an area with little deprivation, low rates of unemployment and crime and where school attainment is the highest in the District. Wickford has a population of 26,500, and like Billericay is an affluent area with low levels of deprivation and below average unemployment. Crime levels are higher than those for Billericay, but almost half those of Basildon.

In addition to social and economic needs (see section 2.3 above), the condition of the built environment also provides particular issues. Basildon represents one of the post-war 'first generation' new towns, parts of which are now over 50 years old, and large amounts of the housing and infrastructure are in need of a thorough overhaul. The Transport, Local Government and the Regions Committee report²¹ in 2002 on the New Towns made a number of general comments in respect of needs associated with the built environment which are of relevance to Basildon, including:

- Town and district centres – the central shopping area continues to suffer from poor design and layout despite recent investment. While pedestrianised, it is separated from the surrounding area by a dualled ring road, giving a fortress effect. In addition, because it is largely a retail centre, in the evening there is little leisure activity and there is little nighttime economy of merit. It has suffered from accessible out-of-town shopping malls such as Lakeside Shopping Centre and Bluewater;
- Housing - much of the housing was put up quickly using innovative designs, which have not stood the test of time. Some of the stock now requires demolition or at least major refurbishment. A substantial amount of the housing has passed its useful life and will require phased redevelopment over the next few years. In addition, housing densities do not reflect current best practice in providing for sustainable communities. There is a lack of affordable housing in Basildon, and this has led to a considerable amount of commuting. New initiatives are required to provide a range of affordable homes both for rent and for sale.

The proposed programme of action includes a range of measures to on-going support economic, social and environmental renewal within Basildon. The proposed programme comprises the following key elements:

- town and district centres renewal programme;

²¹ Transport, Local Government and the Regions Committee – The New Towns: Their Problems and Future (July 2002)



- strategic employment sites;
- estates renewal and new housing programme;
- *Regeneration through Sports* programme; and
- business and community support, lifelong learning, and environmental enhancement programmes.

In addition, formalisation of all of the plans represented herein is intended through the preparation of a Development Framework during 2004/5. This will include a delivery plan and a monitoring plan, along with a baseline analysis against which performance can be reviewed. Much of the information required for such a Development Framework is included within this Plan, so it is not anticipated that its preparation will require the level of cost that has typically been expended by URCs (see section 5.7 below).

5.2 Town and District Centres renewal programme

The programme identifies four key centres where renewal activity is required. These are:

- Basildon town centre;
- Laindon district centre
- Wickford district centre
- Pitsea district centre

Basildon Town Centre has grown to become the largest in Essex. It has one of the largest pedestrianised areas in the UK, and the £9m Eastgate Centre provided one of the major shopping locations in the South East. It offers 56,300 sq m (605,750 sq ft) of retail space in 116 units and three office buildings 11,800 sq m (127,000 sq ft) with multi-storey car parking. The office buildings are let to tenants, which include Aviva and government departments, being freehold 100% owned by British Land. Major stores include Alders, HMV, New Look, Next, Primark, Sainsbury's Savacentre and Superdrug. The Eastgate Centre represents a major part of Basildon Town Centre and is visited by over 13 million customers a year, adding to existing stores such as Marks and Spencer.

However, in the early 1990's Basildon Town Centre came under threat from Lakeside and out of town retail warehouse parks and giant food superstores and other nearby rival towns such as Southend, Romford and Chelmsford. In response a major physical regeneration programme for St Martins Square and Town Square was undertaken, including the recently built Westgate Park, which offers new retail and entertainment facilities.

Proposals for **Basildon town centre** could include land acquisition and assembly to provide major new development opportunities, development of a further new retail Pavilion, improvements to the civic space, and improved access to High Pavement and Northgate House. Significant investment in public transport, the highways network and environmental improvements are also likely to be needed. English Partnerships and BR have initiated preliminary works in connection with the regeneration of Basildon town centre. While economically the area is buoyant, the town centre does not currently provide the environment and the services required by a modern society. The shopping centre has fallen into decline over the past few years due to lack of investment and increased competition from neighbouring towns.



To assess the options and capacity for the town centre, English Partnerships and the BR has commissioned a study²² to identify the key areas for redevelopment and assess what improvements can be made in both retail and housing terms. Once the study has been accepted by BR, it is anticipated that masterplanners will be appointed to create a development framework plan that will involve a public consultation programme inviting the views and opinions of people who live, work and shop in the town.

In **Laindon**, the focus of the programme will be on renewal of the shopping centre. Basildon will work with the owner, Lakehill Investments, and tenants such as Somerfield to consider the future of the centre. In 2004/05 the focus of attention will be on developing a masterplan that will provide for the future development of the centre taking into account Lakehill's own proposals and the desire to improve links with the railway station and residential areas.

The retail performance of town centre of **Wickford** appears to be in a more satisfactory position²³, with good representation across all retail categories. However, traffic problems within the town centre at peak times (especially around the railway station) and environmental problems are still considered to be a major issue for local residents, and will need to be addressed as an integral part of Wickford town centre's future. In addition the proposals include the provision of a new railway station, creation of additional retail and district centre facilities, and canalising the River Crouch, which passes through the centre. In 2004/05, emphasis will be placed on the preparation of a masterplan to guide development and the renewal strategy.

At **Pitsea**, the focus for the proposed programme will be the renewal of the railway station and its incorporation into a transport interchange to serve the south of the district. This is intended to provide a new focus for development activity supported by improved accessibility and integration of the district centre retail and leisure facilities.

5.3 Strategic employment opportunities

Gardiners Lane South represents a strategic development opportunity to create a major new business and commercial area to strengthen Basildon's position as the business hub of the Thames Gateway South Essex area.

Within Basildon the 36 hectare (90 acre) Gardiners Lane South site, which lies south of the A127, has been recognised as a crucial element in fulfilling the aspirations of the Thames Gateway South Essex initiative to create a major business hub for the area. English Partnerships owns around 75 per cent of the site and is taking a lead role in its development for BR. In total the scheme is expected to lead to the creation of some 7,000 new job opportunities. Together these partners are leading the initiative to bring about the redevelopment of the site to create a highly sustainable mixed-use development that will include opportunities for:

- Headquarters development
- Small business development - starter units
- Offices and light industry
- Business support and training centre
- Potential for hotel, pub/restaurant, local shops, crèche or nursery
- 400 residential units and other supporting uses

²² Basildon Town Centre: Redevelopment Strategy Stage 1 - Scoping Study: DTZ Pidea Consulting: September 2003

²³ Basildon District Retail Monitoring report 2003



- Providing the basis for demonstrating best practice and influencing the development of other business areas in the town
- Provide 20.2 hectares (50 acres) of open space.

Development of Gardiners Lane South represents a strategic development opportunity for which Supplementary Planning Guidance has been prepared and adopted. The site offers the opportunity to bring forward a new and innovative form of business development in a sustainable manner through the integration of transport and land use. In addition to the proposed 130,000 sq m of business space, the inclusion of 400 residential units along with a mixed-use core, including community infrastructure and other facilities is proposed to develop a sustainable heart to the development. The new community will contribute to the vitality of the development by supporting local facilities and ensuring that there is activity in the area after the working day. New housing will allow some of those working at Gardiners Lane South to live within a high quality environment close to their work. The development aims to achieve the use of higher densities to create a very urbanised environment. Also, the site is intended to be well served by public transport.

The programme of activity proposed for Gardiners Lane South to assist the development proposals led by English Partnerships will be preparation of further supporting documentation including a Green Travel Plan and Environmental Statement, a Relocation Strategy to plan for existing residential and sports facilities, a business plan for the proposed Business and Innovation Centre at the heart of business support strategy, and detailed proposals for the highways and infrastructure proposals including a new junction to the A127. In addition, particular attention needs to be placed on land acquisition and assembly including the purchase of land currently in use as sports grounds and a number of residential properties. In 2004/05, emphasis will be placed on the preparation of the Green Travel Plan, Environmental Statement, and Relocation Strategy as important next steps in taking the overall strategy forward.

A further important aspect of the proposals for the development of strategic sites in Basildon is the proposed **Courtauld Road** scheme. Courtauld Road offers an opportunity to provide a centre for more general employment through the development of waste management opportunities. The site should also accommodate the relocated gun club from Gardiners Lane South and its development could facilitate the creation of a new Nature reserve north of the A127.

In total, Courtauld Road is expected to provide in the order of 500,000 sq m of new employment floorspace together with a range of new employment opportunities. There are issues concerning the washland and wildlife habitats related to the site that will need to be addressed at an early stage. In 2004/05 the main focus of attention will be to prepare a masterplan for the site together with an environmental impact assessment, in conjunction with reaching agreement with the County Council with regard to the appropriate form and operation of the proposed waste treatment facility.

5.4 Estates renewal and new housing programme

The estates renewal programme offers the opportunity to undertake further important comprehensive improvement schemes to housing estates developed during the 1950's onwards. Much of the housing was erected quickly using innovative designs, which have not stood the test of time. Poor architectural design and construction techniques have proved to be unsustainable and expensive to repair. A significant number of dwellings are past or nearing the end of their useful life. The layout of some estates creates problems in terms of crime and community safety.

Basildon District Council has a 10-year investment strategy based on a comprehensive stock condition survey undertaken in 2001 for addressing the major investment required



to provide for demolition and re-development, refurbishments, provision of new community facilities, and environmental upgrading. The overall aim of the strategy is to ensure that all social housing meets the Government's decent homes standard of being wind and weather tight, warm and having modern facilities. It is a key component of the Government's action programme for delivering sustainable communities.

Three Priority Action Areas have been identified that suffer from common problems of social exclusion, high levels of unemployment, poor educational attainment, as well as providing unpopular accommodation which is poorly constructed and whose layout design does not meet today's standards in terms of access and crime prevention. The estates targeted under the current proposed programme include:

- **Craylands** - comprising 800 homes many of which are contained within 31 maisonette blocks, the estate remains unpopular despite a good investment record. The estate is poorly laid out with large communal parking areas, which encourage car crime and vandalism. The central shopping parade is poor and under-used. The estate is bounded by a redundant school site, which may potentially release land to create a more mixed housing scheme as part of overall redevelopment.
- **Felmores** – part of the estate comprising some 420 properties remains very unpopular due to the timber frame construction techniques which offer poor insulation and the design and layout of the estate which offers little private garden space and unsecured communal parking areas. However, the estate is well served by community buildings and open space and its two local schools are improving as a result of additional investment through the Basildon East Education Action Zone. The shopping parade, while generally satisfactory, is in need of refurbishment.
- **Five Links** – the state has benefited from previous improvement partly funded under SRB2 and SRB6 programmes but some very unpopular flatted blocks will remain which past consultation with residents has shown to be in need of redevelopment.

A costed 10-year investment programme has been developed for the proposed renewal programme for these estates totalling some £52.5m at current prices. Key activities proposed under the programme of renewal of the three **Priority Action Areas** will be the preparation of a masterplan to guide improvement and re-development proposals, demolition of unsatisfactory properties, development of new homes for sale, rent and shared ownership which will widen tenure patterns and provide at higher densities at a more urban scale, together with estate environmental improvements including improvements to lighting, security, building envelopes, boundary treatments, pathways, street furniture, refuse collection arrangements, garage blocks, and retained open space. In addition, Craylands is intended to benefit from a new community centre providing local shopping facilities health and community facilities. In 2004/05, emphasis will be placed on producing masterplans that will provide details of the intended actions, together with initial demolition and other works at Craylands, and estate environmental improvements at Felmores and Five Links.

A further important aspect of the overall housing renewal programme will be action to ensure that Basildon is able to meet its housing target requirements identified under Policy H1 of the Essex and Southend-on-Sea Replacement Structure Plan 1996 – 2011 for the provision of new homes within the district. Basildon has a target of 7,650 net dwelling stock increase (April 1996 – March 2011) of the total provision of 72,250 net new homes in Essex. Basildon has identified a shortfall of 1,500 dwellings on land currently



allocated for housing use. At a minimum density of 30 dwellings per hectare²⁴, an additional 50 hectares (123.5 acres) will need to be made available. The programme therefore proposes to identify and assemble land in conjunction with partners and to enable an investment programme to deliver new homes (including affordable homes) over this period. Specific targets are not established in the Essex and Southend-on-Sea Replacement Structure Plan 1996 - 2011 for the level of affordable housing²⁵, but provision is expected to contribute towards a provisional indicator of 18,000 – 19,000 affordable homes per annum in the Rest of the South East (outside Greater London). Basildon has generally envisaged that some 50% of new homes should be affordable where possible. The Housing Capacity Statement and the new Local Plan will provide further guidance.

The main actions proposed under the BR initiative are:

- Land assembly to meet the identified shortfall in housing allocations
- An affordable homes investment programme to meet identified housing needs, including those of Key Workers.

One of the areas for detailed consideration is the Dry Street area for which English Partnerships is the lead partner. Dry Street is allocated as a reserve strategic housing development site. It covers an area of 35 hectares, and with the support of Basildon District Council, has the potential to provide around 1,000 high quality new homes including affordable and key worker housing together with community facilities. An outline development brief for the site is currently being drawn up in association with Basildon Hospital and Basildon and Thurrock College. If the site is allocated in the new Local Plan, it could become a development project in which BR could assume an important role.

Therefore the main actions intended for 2004/05 under the **new housing** programme are an intended start on both land assembly and on the affordable homes investment strategy.

5.5 'Regeneration through Sports' programme

Basildon enjoys the benefits of a range of sports clubs and activities that represent an important aspect of the town's attractiveness and community infrastructure, which support the local economy. The area has a strong base in gymnastics, athletics, and gun sports as well as football and rugby union. The **Regeneration through Sports** programme aims to support investment in existing sports activities and facilities – allowing more people to participate in leisure pursuits and also strengthening the employment and revenue generating potential that the various activities offer. In addition Basildon has identified a particular need for a new venue for aquatic sports including swimming, diving, synchronised swimming, and water polo. The potential for a new Pool within the town is under consideration as part of the BR sports programme, which may potentially take the form of a high performance competition standard swimming centre.

The proposed programme will involve detailed discussion with, amongst others, the following sports clubs although others may emerge during the course of detailed consideration:

- South Essex Gymnastics Club
- Basildon Athletics Stadium;

²⁴ This is the minimum established in the Lord Rogers' Urban Task Force Report (2000) as providing for sustainable development.

²⁵ Affordable housing is defined as 'both low cost market and subsidised housing (irrespective of tenure, ownership, whether exclusive or shared or financial arrangements) that will be available to people who cannot afford to rent or buy houses generally available on the open market' (ODPM Circular 6/98).



- Billericay Town FC and Basildon United FC
- Basildon RUFC
- Basildon Rifle and Pistol Club

The actions proposed under the *Regeneration through Sports* programme are expected to include support towards improvements to grounds and spectator and player facilities, and also the potential to expand the range and quality of the venues. The programme may link to other programmes, for example the Gardiners Lane South project where relocation of certain sports grounds would be required, and the Olympic bid, and these may provide an opportunity to develop and expand facilities at alternative locations. This aspect of the programme is at an early stage of development, and the priority in 2004/05 will be to develop an action plan that identifies and maximises the potential for benefits to be derived from public sector support. A particular aspect of deriving benefit is to identify ways in which social inclusion can be extended through the sport to enable more people to enjoy facilities as well as enabling those with particular aptitudes to increase their skills and hopefully to progress to higher competitive levels within their chosen sport. In addition the proposals will need to demonstrate wherever possible that proposals are viable in the longer term.

5.6 Business and community support, lifelong learning, and environmental enhancement programmes

A number of important strands have been identified to support the main programme of physical and economic renewal within Basildon. These include:

- a business support programme, in particular supporting the Innovation Centre at Gardiners Lane South;
- investment in health and community facilities;
- investment in schools and colleges to promote lifelong learning;
- improvements to the highway network and to public transport to improve accessibility;
- the protection and enhancement of the natural environment; and
- strategic advice to maximise the benefits and opportunities arising from pan-Gateway projects such as road, rail and river crossing proposals.

Underlying these important strands of activities are strong linkages with the Local Strategic Partnership (LSP), the delivery plans of the LSP partners and the Community Strategy. Dialogue has already commenced between BR and the Basildon PCT, for example, on how its investment programme in healthy living centres relates to town centre renewal, Gardiners Lane South and Fryerns and Craylands. The Development Framework that BR will produce in 2004/5 will further reinforce the need to ensure that the issues below are represented, coordinated and delivered where appropriate.

Business support

Basildon has long been one of the most important industrial centres in Essex and has historically accounted for more than 20% of the county's manufacturing output. While the decision by the Ford Motor Car Company to cease car manufacturing at Dagenham was a significant set back for the economy of South Essex, Basildon has retained Ford's European Research and Engineering Centre at Dunton (Southfields). The plant provides high value added services and offers very high levels of graduate employment. BR considers that there is the potential to capitalise on this opportunity by considering in detail proposals for a new education and training facility at Dunton that would provide



opportunities for skills development in automotive and electronics sectors. Ford's previous involvement in schemes such as the Centre for Manufacturing Excellence (CME) suggests that facilities tailored to the specific needs of the activities at Basildon may be appropriate. This facility would offer showcase for engineering excellence within Basildon and, together with the proposed Business and Innovation Centre within the Gardiners Lane South scheme, would provide significant additions to the town's business support initiatives.

Further schemes are expected to be developed under the BR programme in terms of business support in conjunction with the Basildon & District Chamber of Trade & Commerce.

Health and community facilities

Improving levels of health and strengthening the community is an important aspect of regeneration in certain areas of Basildon. Improvements in these areas will go hand in hand with improvements in housing and living conditions that will be promoted within the overall BR proposals. In terms of health deprivation, parts of Fryerns lie within the worst 20% of wards within England, and both Vange and Pitsea West wards are also poor in this regard. There is a need for investment in a programme to improve primary health care facilities and possibly also hospital facilities. In addition, certain communities are in need of additional community services, including community resource centres. Reference is contained in the housing regeneration programme to the need for new community facilities, for example, in the Craylands estate. An investment programme will be developed as part of the BR programme, in partnership with mainstream service providers, to develop appropriate means to improve facilities.

Lifelong learning

Basildon performs very poorly in certain areas in terms of educational attainment levels. A major part of the BR programme will therefore be to promote initiatives that will secure investment in schools and colleges to promote lifelong learning. The position of Fryerns East, Vange, and Pitsea West wards places these areas amongst the very worst areas in England in terms of educational participation and qualifications, especially post-16. Therefore, BR will place particular emphasis on initiatives to engage young people in learning activity at all ages but especially young adults beyond compulsory school age. It is envisaged that a programme of investment in schools and the new Basildon College will be undertaken as part of the overall investment programme.

Transport and access

Only 1% of employees in the Cranes Corridor use public transport. One of the major barriers to access to employment and other facilities in Basildon is the predominance of roads and the reliance placed on journeys by motorised transport. However, 23% of households in Basildon do not own a car or van, some 13% less than the average for England²⁶. Certain areas, such as Vange, Fryerns and St Martins have even lower ownership levels, some 25% less than the average for England. Improvements to the highway network and to public transport to improve accessibility are therefore key actions for the BR programme to address. Appropriate actions will be considered by partners in the context of the Local Transport Plan.

Protection and enhancement of the natural environment

In addition, a concern for Basildon is to address the natural environment and in particular wildlife habitats. For example, developing best practice in trans-location of plant and animal species in order to enable much-needed development to take place successfully is urgently required. An Ecology Assessment and Mitigation Strategy is therefore proposed

²⁶ Census of Population, 2001

as an early priority for further consideration as part of the overall consideration of environmental issues.

Pan Gateway transport and access

Major proposals for the whole of the Thames Gateway South Essex area particularly affecting transport will have effects on Basildon and as party of its intelligence and policy development role BR will take account of the need to consider pan-Gateway projects in greater detail. The opportunity for internal and external advice where necessary will be enabled by the overall programme of actions proposed.

5.7 Cost profile

The proposed programme of action that will be developed and co-ordinated by BR is intended to encompass total expenditure of some £565m over a period of approximately 10 years. Of this some £115m will be incurred by the public sector, which is anticipated to lever in some £450m from the private sector at a ratio of 1:3.9.

The profile of the proposed expenditure is summarised in Table 5.1 below.

	2003/04 £000			2004/05 £000			2005/06 £000			2006/07 – 2012/13 £000			Total £000		
	Public	Private	Total	Public	Private	Total	Public	Private	Total	Public	Private	Total	Public	Private	Total
Theme 1: Town Centres	40	0	40	1,250	0	1,250	5,250	10,500	15,750	250	29,460	29,710	6,790	39,960	46,750
Theme 2: Strategic employment sites	4,275	0	4,275	10,100	0	10,100	19,050	0	19,050	12,000	250,000	262,000	45,425	250,000	295,425
Theme 3: Estates renewal & new housing programme	12,825	10,000	22,825	7,145	10,000	17,145	9,790	10,000	19,790	33,637	127,300	160,937	63,397	157,300	220,697
Theme 4: Regeneration through sport	0	0	0	100	0	100	0	0	0	0	0	0	100	0	100
Theme 5: Business, community, lifelong learning, transport and environment	0	0	0	450	0	450	200	0	200	175	0	175	825	0	825
SUB TOTAL (Programme)	17,140	10,000	27,140	19,045	10,000	29,045	34,290	20,500	54,790	46,062	406,760	452,822	116,537	447,260	563,797
Development Framework				75		75	25		25	25		25	125		125
Total	17,140	10,000	27,140	19,120	10,000	29,120	34,315	20,500	54,815	46,087	406,760	452,847	116,662	447,260	563,922

The profile reflects expenditure information which is currently identifiable. A number of the aspects of the programme have yet to be established in detail, and expenditure is included in 2004/05 to provide for feasibility and design work to enable a more detailed programme and cost profile to be set out for following years. In particular Themes 4 and 5, which will play an important role in supporting development-led activity and underpin the drive for equal opportunities, environmental sustainability, and social inclusion to be fully taken into account have yet to be fully developed and provision to enable appropriate plans to be prepared has been provided for in the next financial year. In addition, some costs associated with acquisition and infrastructure under Themes 1, 2 and 3 (for example public transport facilities) have not been included at this stage pending further investigation and discussion with the appropriate authorities.

Some initial work on some of the proposed programme elements have already been made in the current financial year in particular with regard to the estates renewal programme and pre-development work on Gardiners Lane South, as well as the scoping



work for Basildon town centre renewal. In 2004/05, the programme will contain a mixture of further pre-development work, initial improvement activity, and land acquisition together expected to total some £18.95m of public funding and £10m of private sector funding as follows:

- **Theme 1 - Town and district centres renewal programme:** masterplanning of Basildon town centre, Laindon, and Wickford district centres; commencement of Town Square renewal and preparatory work on land acquisition at Laindon district centre. The total proposed public expenditure in 2004/05 will be £1.25m.
- **Theme 2 - Strategic employment sites:** On-going pre-development work and land initial acquisition / relocations in relation to Gardiners Lane South and preparation of detailed proposals in relation to the Courtauld Road site. The total proposed public expenditure in 2004/05 will be £10.15m.
- **Theme 3 – Estates renewal and new housing programme:** preparation of a detailed masterplan for the Craylands estate, initial environmental improvements to the Felmores estates and progress on land assembly in respect of the promotion of affordable homes under the proposals for new housing. The total proposed public expenditure in 2004/05 will be £7.145m and private expenditure is anticipated as £10m.
- **Theme 4 – Regeneration through Sports:** preparation of detailed proposals for the overall *Regeneration through Sports* programme, including the potential for development of a range of sports venues and facilities, and for the relocation for existing clubs where this will assist overall regeneration proposals. The total proposed public expenditure in 2004/05 for feasibility work will be £0.1m.
- **Theme 5 – Business, community, lifelong learning, transport and environment support programme:** development of detailed proposals for each aspect of the programme through conducting feasibility work to establish the components that will maximise the contribution to the overall programme of renewal within Basildon and linkages to themes 1 – 4. Feasibility work will address issues relating to health, community services, education, highways and public transport, along with environmental and ecological concerns. A strategic district-wide transport study is proposed commencing in 2004/05. The total proposed public expenditure in 2004/05 will be £0.45m.

Details of the proposed expenditures are set out in Appendix 3.

5.8 Programme overview

The overall proposed programme is wide and varied reflecting the range of concerns that Basildon faces in developing holistic solutions to the economic and social renewal of the district. It is envisaged that the precise extent of the support projects will develop over the course of the programme, and following further detailed discussion with partner organisations and funding bodies. In 2004/05, the emphasis of the programme will be on developing appropriate strategies in each aspect of the business, community, lifelong learning, environment, and pan-Gateway project responses. This will enable a comprehensive programme to be developed reflecting the particular priorities identified. Other additional priorities may emerge during this process.

The programme offers a wide range of measures in support of the further economic, social and environmental renewal of the town. The overall investment programme currently proposed particularly focuses on the elements of BR's vision that contribute to



the development of a sustainable community - renewal of Basildon town centre and other district centres, a major on-going programme of housing estate renewal and the provision of new housing that will widen housing choice. This programme will be supported by activities to improve sports facilities within the borough, particularly those that provide a regional focus and offer economic benefits, as well as a range of business, community and educational programmes. In addition, the programme is also includes measures to provide environmental improvements, particularly in terms of transport and accessibility which remain important issues for the town as it addresses the legacy of historic land-use patterns as it moves towards a more integrated and inclusive economic and social future.

It also embraces the other element of its vision - the creation of a South Essex business hub a critical stage of which is the creation of a new major business location at Gardiners Lane South.

6 The economic case for the programme

6.1 Strategic fit

The programme has emerged from an analysis of options considered following the agreement of the partners to the objectives set out in the *Joint Statement of Intent*, which was updated in August 2003 (see also section 4.4 above). In preparing the Joint Statement of Intent, and the programme, the partners considered the following relevant strategies and plans:

- Basildon District Council Plan and Local Plan Key Issues Report (2001);
- Thames Gateway South Essex *Vision for the future* Statement (2001) and *Delivering the Future* Statement (2002);
- Essex and Southend-on-Sea Replacement Structure Plan 1996-2011 – *Providing for Future Development & Transport* (2001);
- English Partnerships' Core Objectives and Town Strategy for Basildon (2001);
- East of England Development Agency's *Prosperity and Opportunity for All* Regional Economic Strategy (2001);
- The Government's Urban White Paper (2000), and Regional Planning Guidance for the South East (2001);
- Essex County Council's *Essex Approach* (2002); and
- The East of England Regional Housing Strategy 2003-06 (2003)

6.2 Outline economic impact assessment

The proposed programme will lead to substantial economic and social benefits to Basildon and the Thames Gateway South Essex area. In particular, it is anticipated that the programme as currently profiled will achieve:

- 170,000 sq m of new, employment related and commercial floorspace for retail, business, education and training, hotel, and leisure uses, principally at Gardiners Lane South and within the town and district centres;
- over 8,800 gross new and safeguarded jobs in a range of occupational classifications;
- nearly 3,900 net additional local jobs²⁷ providing a real increase in employment opportunities for local people;
- estimated net value added (NVA) of almost £100m per annum at current prices when proposals are fully operational;
- an increase in net business turnover achieved of some £307m per annum at current prices when the proposals are fully implemented;
- 2,055 new homes, of which some 1,150 are expected to be affordable (rent, shared ownership, and key worker housing²⁸);
- approximately 10 ha of land rejuvenated for high quality open space use by the community – including the Gardiners Lane South Ecology Park; and

²⁷ Preliminary estimate only.

²⁸ Assuming that 50% of homes at Gardiners Lane South are affordable.

- major signature facilities provided, including a new Business and Innovation Centre at Gardiners Lane South, and proposals for a new Basildon College building, a Training and Showcase Centre at Ford Dunton, a new competition standard swimming pool, upgraded venues for local sports clubs, and new transport facilities.

The proposals will also lead to a range of wider benefits in terms of outcomes and impacts that will bring long-term regenerative effects to Basildon. These are likely to include:

- competitiveness – the proposals will significantly improve the potential competitiveness of Basildon in terms of its retail, leisure, and business offer compared with other areas within the region;
- diversifying and strengthening the economic base – the proposals, in particular GLS, will enable Basildon to attract a wider range of businesses that will assist in diversifying its economic base and therefore strengthen its position;
- sustainable community development – the proposals will assist in the process of meeting the needs of communities, particularly of those which are relatively deprived, and creating more sustainable patterns of living in terms of density, accessibility, and mix of uses;
- regeneration catalytic effects – the proposals will tend to stimulate further regeneration and renewal within the wider districts; and
- image enhancement – the proposals will lead to a significant improvement in the overall image of Basildon.

6.3 Value for money assessment

An overall value for money assessment takes into account the following factors:

- whether the programme will be delivered at the minimum costs – its overall economy;
- the extent to which the programme contributes to achieving its objectives – its overall effectiveness; and
- the ratio of outputs to inputs that the programme achieves – its efficiency.

At this stage, an initial assessment of the efficiency of the proposed programme has been carried out in order to demonstrate overall value for money to the public sector. Table 6.1 below summarises the costs and outputs associated with the proposed programme, together with the cost per unit output ratios. It is assumed that all of the public sector partners are interested in the regeneration and economic development benefits. Therefore, funding from different sources has not been attributed to particular outputs. However, the public sector costs have been attributed between the two principal outputs (residential units and employment), based upon assumed floorspace by use. These attributions may be subject to variation as further details of the programme are developed.

Table 6.1: Costs, outputs and cost effectiveness ratios		
	Criteria	BR Outline proposals
Costs £000 (current prices)		
A	Total gross public sector	116,140
B	Total gross public sector (discounted)	87,510
C	Public sector costs (discounted – attributed to residential)	47,660
D	Public sector costs (discounted) – attributed to employment uses	39,850
Outputs		
E	New floorspace created/refurbished (sq m)	170,000
F	New homes	2,055
G	Additional new homes	1,105
H	Gross direct jobs	8,800
I	Total net additional local jobs (Basildon)	3,900
Cost effectiveness measures		
J=B/E	Total gross public sector (discounted) cost per floorspace (sq m)	515
K=B/H	Total gross public sector cost (discounted) per gross direct job	9,945
L=B/I	Total gross public sector cost (discounted) per total net additional local job	22,440
M=B/F	Total gross public sector costs (discounted) per new home	42,580
N=B/G	Total gross public sector cost (discounted) per additional residential unit	79,195
O=D/H	Attributed total gross public sector cost (discounted) per gross direct job	4,530
P=D/I	Attributed total gross public sector cost (discounted) per total net additional local job	10,220
Q=C/F	Attributed total gross public sector costs (discounted) per residential unit	23,190
R=C/G	Attributed total gross public sector costs (discounted) per additional residential unit	43,130
S	Public sector gearing	3.9

The 'headline' overall per job based on the total (discounted) public sector cost is approximately £10,000 per gross direct job and approximately £22,500 per total net additional job. The latter compares favourably with English Partnerships' benchmark



where the median value is currently £27,800 per net additional job. It also compares well with the cost per net additional job of £21,000 reported in the recent NAO report on Regional Grants in England.

When considering the cost per job against expenditure attributed to employment creation, the ratio further improves. The attributed public sector cost (discounted) per gross job created is approximately £4,530 and per net job created is estimated to be approximately £10,200. This provides an attractive value-for-money ratio against currently profiled expenditure. It should be remembered however, as indicated above, that not all the costs that will be required to deliver the programme have been identified and some significant costs are likely to be identified in the near future in relation to acquisition and infrastructure activity. Therefore as the programme evolves further and more accurate and complete costs are obtained, it will be important to revise the impact, value for money and efficiency measures of the programme.



7 Resourcing BR

7.1 The approach

During the preparation of the Plan, three key principles have emerged which have influenced the proposed approach to the management of BR's programme:

- (i) although not ruled out as an option for the medium-term, the creation of an incorporated vehicle is considered to be an inappropriate structure for the currency of this Plan. Partners preference was to operate through an accountable body – Basildon District Council – underpinned by the Statement of Intent and by the support of partners on specific projects and in the specific roles as set out in section 4.3 above;
- (ii) that the programme of activity would be undertaken through a number of specific arrangements to be agreed by BR but which reflect the needs of the proposed regeneration project and the skills or resources drawn from particular partners; and
- (iii) that there is a need for a small executive team that promotes and drives the programme of activities as set out in section 5 above, co-ordinates the input of partners, undertakes the financial management of projects and the programme, reports on progress to the meetings of partners, takes a lead in the communication of the plans and the programme to the community and that undertakes a number of smaller scale projects that contribute to the vision and which are cost effective to be implemented by the team²⁹. It also needs to help BR keep abreast of the both the markets, strategies and policies that affect Basildon and of the business plans of local employers and potential future employers in the district. The emphasis of the role of the team is to coordinate the partnership and strategic vision, but to also provide technical support to individual project managers as well as to the partnership. This will focus the team on delivery, within an agreed project programme to clear objectives and targets. It also ensures a project performance management approach.

7.2 The proposed team

The roles envisaged are as follows:

Post	Role
Director	The key link with partners and the lead management responsibility for the executive team. This is a part-time role to be performed by the relevant Executive Director of Basildon District Council, which also takes responsibility for accounting to the partnership for expenditure and the budget.
Strategic Development Co-ordinator	Team leader and the main co-ordinator of activities across the proposed programme. This role will be the main contact for each of the projects and will take lead role in the delivery of the major planned regeneration projects. It will develop and maintain effective working

²⁹ Such as localised removal of dereliction, small feasibility studies and/or contributions to community initiatives or projects.



Performance manager	relationships with all partners and provide advice and support to the Council, including its Regeneration and Planning services in a manner that leads to the coordination of the Council's input to BR's activities. The role has responsibility for reporting on progress of each of the programmed activities, for the development of marketing and consultation strategies and for the maintenance of awareness about trends and policies affecting Basildon and South Essex. The role will also oversee the development of bids and project financial monitoring.
Consultation Manager	Assisting the Strategic Development Co-ordinator with programme management, including the lead role in bidding for resources from partners and in project financial control and reporting. The role will also provide support to project managers and will take a lead responsibility for performance monitoring, budget management and time management.
Planner	Assisting the Strategic Development Coordinator with all aspects of community engagement and consultation. The role will also embrace the monitoring and dissemination of best practice in consultation and the coordination of all consultation activity including liaison with partners on their consultation and PR activities.
Technical and support officer	This role will be fulfilled through the secondment of three senior planning managers from Basildon District Council to the specific projects proposed. All three planning managers have a high level of delegated powers and existing knowledge of the projects. In view of the time commitment expected by BR, recruitment of additional planning staff will be needed to replace the 'seconded' time.
	Assisting the Director and the Strategic Development Co-ordinator with keeping abreast of the economic, market and policy intelligence of relevance to the successful implementation of the programme. This will involve the tracking of relevant national, regional and local research and developments that affect Basildon and BR but also for identifying trends that may have an impact on the ability of BR to achieve its vision. The role will also act as a general support to the team.

7.3 The 2004/5 central revenue budget and proposed partner contributions

The 2004/5 budget for the executive team and its related costs is as follows:



	2004/5	2005/6	2006/7	Total
	£000	£000	£000	£000
Salaries	245	253	265	763
Supplies & services	85	88	92	265
Office accommodation and overhead contribution	45	47	48	140
Research and market intelligence	50	55	60	165
Small intervention projects to achieve the vision	<u>75</u>	<u>87</u>	<u>100</u>	<u>262</u>
Total	<u>500</u>	<u>530</u>	<u>565</u>	<u>1595</u>

The proposed partner contributions are:

	2004/5	2005/6	2006/7	Total
	£000	£000	£000	£000
Basildon District Council	50	55	60	165
EEDA	50	55	60	165
English Partnerships	50	55	60	165
The Housing Corporation	50	55	60	165
Thames Gateway South Essex	50	55	60	165
The Office of the Deputy Prime Minister	<u>250</u>	<u>255</u>	<u>265</u>	<u>770</u>
Total	<u>500</u>	<u>530</u>	<u>565</u>	<u>1,595</u>

A quarterly account of expenditure against each of the expenditure heads would be presented to the partnership through the Director.

BR's business plan for each year should address the capacity of the resource needed to secure the effective implementation of the programmes. During the ongoing planning process, this budget should be reviewed.



8 The way forward

8.1 Establishing the executive team

The necessary job descriptions and person specifications will be prepared and circulated to partners for comment – these will be in support of the existing job description and person specification for the Strategic Development Co-ordinator. Subject to amendments for these comments, job advertisements will be placed in suitable Essex and national media. The aim is to have a full team established by April 2004.

8.2 Appraisal and approval processes

Project applications will be made to the relevant partner and the appraisal will follow the relevant guidance for the partner funding. The purpose of appraisal is to provide a rigorous and thorough assessment of whether a proposed regeneration project is feasible and worthwhile (better than the alternatives), what impact is envisaged and the identification of the beneficiaries of the projects.

BR will need to ensure that through its executive team it develops full support for the appraisal and approval process including:

- a full analysis of project cost and the timing of that cost;
- the delivery arrangements;
- assistance to the appraiser in determining the value for money in line with Green Book and the 3Rs principles³⁰; and
- support to the funder throughout the appraisal process in the provision of project information.

8.3 Monitoring and evaluation

Having set out its regeneration Strategy and the outcomes required it is important that BR checks on the progress it is making towards these outcomes. One way of checking progress towards final outcomes is to fix and agree outputs and milestones. It is important that BR establishes an appropriate framework for the on going monitoring and evaluation of its regeneration programme in order to ensure that it:

- remains relevant;
- continues to achieve the partners' objectives and desired final outcomes; and
- offers good value for money

Tracking outputs and assessing outcomes will together provide a powerful management information tool. It should produce information which will tell the community, partners and ministers how the programme is doing allowing them to assess its effectiveness in the delivery of the Sustainable Communities Plan. It will also inform partners about good practice, helping to inform future programmes about what works.

BR will be expected to monitor progress of both individual projects and the whole programme to ensure that it is delivering the agreed long-term outcomes, and that public money is being used properly. It should be a continuous activity throughout the life of the programme. It involves setting the baseline for the projects and the programme, checking

³⁰ *The Green Book – Appraisal and Evaluation in Central Government*. HM Treasury and ODPM's guidance – *Assessing the Impacts of Spatial Interventions – Regeneration Renewal and Regional Development*.



its expenditure, securing agreed outputs and tracking towards project milestones. Put another way, it is a comparison of what actually happened against what was agreed in the project appraisal.

An annual report to the partnership should be prepared on progress against individual project appraisals and the agreed delivery plan, on the robustness and effectiveness of the partnership's structures and systems and compliance with other conditions of funding should be included. Successes can be highlighted along with key problems encountered. The report should be a good 'stocktake' of how the programme is performing.

As part of this process, baseline information on the state of the District and its key economic statistics should be developed. This can include a residents' survey. An evaluation can then consider the progress of the programme in improving the District against the baseline measures. Evaluation of this sort differs from monitoring in that it looks critically at what has been achieved as a result of the programme and also why things went well or badly. Evaluations would normally be carried out by specialist firms and the results included in the annual review at the end of the relevant year – based on other regeneration programmes, an interim evaluation covering every three or four years would be appropriate.

8.4 Marketing, communications and community engagement plan

Once the executive team is appointed it will be appropriate to prepare a plan for marketing and communications. This should include:

- an analysis of audiences and potential audiences;
- the proposed PR campaign;
- the development of a web site;
- the development of presentation materials; and
- newsletters and their circulation.

In addition, it is important that the local communities throughout the District have an involvement in the re-shaping of Basildon in line with BR's vision. Community involvement can range from the provision of information to resident or interest groups to a full involvement of communities in the design, implementation and ongoing management of the area or project. It is proposed that the Business Plan to be developed during 2004/5 should include a plan for community engagement for consideration and approval by the partnership and, if possible, by those members of the community that become engaged.

It is proposed that the development of a Community Engagement Plan should consider the approach to engagement of groups throughout the District in a manner that is co-ordinated with the Local Strategic Partnership (LSP) which should be developed with the LSP and include plans for:

- public meetings;
- identifying the relevant community groups and proposed methods of engagement; and
- educational initiatives including links with schools and use of BR materials as educational resources.

The planning process should identify the resources that should be applied to this element of BR's activities. For 2004/5, it is expected that any resource requirements can be secured from one of the partners or that a call can be made on the research and market intelligence budget included in section 7.3 above. The resources for 2005/6 will need to



*Basildon Renaissance (BR)
Commencement Business Plan for delivering a
sustainable community and a business hub
within Thames Gateway
November 2003*

be determined in the light of the detailed plans drawn up for this important aspect of BR's activities.



9 Conclusions

This Plan has been compiled in order to secure the endorsement of the partners in BR to the proposed programme of interventions in order to remedy the key constraints that face Basildon and its economic, social and physical renewal. At this stage of the development of the programme, its impacts, value for money and efficiency ratios indicate good value for money for the anticipated public funding. As further refinements and costs are assessed in developing the programme elements in due course, this preliminary assessment will need to be reconsidered.

In order to manage the programme and assist the partners in BR achieve their vision, it is also necessary for the partners to commit resources to an executive team. The Plan sets out a proposal for a team for this purpose along with some modest ancillary support costs. Once established, it is intended that the team will prepare operational plans annually for partner approval to assist all in managing their financial and resource inputs into Basildon's renaissance.

Having considered in full the options, the proposal is for BR to remain an unincorporated entity operating through a 'Board' of partner representatives - which will be the guardian of the vision and strategy - and through Basildon District Council as its accountable body, with particular responsibility for hosting the proposed team. The key advantage of this structure is its simplicity and flexibility. It does not preclude the establishment of a variety of arrangements to deliver specific projects and initiatives in line with the vision. Moreover, it does not preclude the incorporation of the partnership at a later stage should circumstances alter.

The focus of BR as represented in this Plan is twofold: to create sustainable communities in Basildon District with a higher quality of life for all and, at the same time, to put in place the measures that will establish Basildon as the business hub within Thames Gateway.



APPENDIX 1

Major employers in Basildon

Employer	Sector	Approximate employees³¹
Fords	Advanced manufacturing and engineering	5,000
Visteon	Advanced manufacturing and engineering	1,000
First Data Europe	Financial	2,500
BAe	Advanced manufacturing and engineering	400
Basildon District Council	Public Services	1,400
Basildon University Hospital	Public Services	1,500
Case New Holland	Advanced manufacturing and engineering	3,000
IFDS	Financial	800
Waymade	Distribution	600

³¹ Estimate from Basildon District Council



APPENDIX 2

Delivery vehicles in Regeneration – the options available to BR

1. Introduction

There is an increasing need for organisations to join together to deliver government and local policy. As set out below, there are many options for delivery vehicles
This overview sets the scene for Basildon's consideration of the most appropriate structure for BR by:

- summarising the options available and which are in use in the field of regeneration;
- considering some of the 'do's and don'ts'
- simplifying some of the complex issues involved

2. Partnerships delivering Government policy

The government is committed to finding the most appropriate means of meeting all of its policy objectives. Partnerships can be established which involve shared public sector agency objectives across departmental boundaries or with the private sector in order to deliver increased investment in improved service productivity. In both public / public and public / private partnerships, funding of partnership ventures is almost always tied to achievement of milestones

But partnerships are not a panacea and it is important that they are not seen as a formulaic approach – a new dogma – they should be used where they add value.

Partnerships should be:³²

- Appropriate: reflecting the circumstances in which they are to be implemented and the objectives which they are intended to serve
- Imaginative: creating new ways of working and learning by doing is key particularly where there is no existing best practice.
- Holistic: Effective partnerships occur where there is synergy, not just between the public and private sectors, but where different government activities are combined and delivered effectively. In practice this means a holistic approach, joined up thinking, reflecting the needs of customers, potential partners and providers, as well as joined up government rather than the narrow defence of departmental territory.

3. The influence of funding and accountable bodies

The form of regeneration funding often influences the form of delivery vehicle. The legal entity is often referred to as the 'accountable body' and it takes responsibility for the receipt and use of public funds.

³² ¹ Public Private Partnerships: The Government's Approach (2000)



The accountable body needs:

- to establish effective appraisal, approval and monitoring systems
- to put in place sound financial management systems to ensure regularity, propriety and value for money in handling public funds
- to apply the appropriate conditions of grant funding
- to provide regular reports on progress with targets/milestones
- watch for any financial irregularities
- to submit accounts

In regeneration, the above requirements often lead to the use of public bodies (e.g. local authorities) to act as the partnership vehicle with a Steering Group, “Board” or Committee to oversee the delivery of project or scheme objectives. The public body enters into contracts, employs staff and acts as the accountable body. This mechanism offers flexibility to form specific delivery arrangements for projects – either development agreements or even special purpose vehicles (SPVs) in the form of limited companies. Accountable bodies can also provide continuity, stability and audit trails for short life regeneration projects.

4. Unincorporated options

Assuming an accountable body can be established as set out in 3 above, regeneration partnerships can be established as “Boards” with their own branded identity to deliver a project.

Examples of unincorporated vehicles include:

- many SRBs
- employment action zones
- Fusion 21 – a new labour market intervention in housing/construction in Merseyside
- enterprise hubs (South East)
- New Deal for Communities projects

From a review of unincorporated vehicles, the important issues to ensure success include:

- an independent chair
- an experienced Chief Executive or “leader”
- clarity of objectives
- the early completion of forward strategy
- the establishment of clear operating arrangements with accountable body

Also, use can often be made of development agreements – effectively creating a joint venture between the public sector funder and the identified delivery organisation (public or private)

Use of development agreement avoids creating new vehicles but joint venture partners and projects need to be appraised and monitored with as much care under unincorporated arrangements as with incorporated options.

Examples of use of development agreements include grant funded physical developments through private sector developers – e.g. North Manchester Business Park.

5. Why/when to use incorporated options

A company, or an incorporated vehicle, is defined as:



A formal, legally enforceable structure for sharing risks and regards with other bodies and individuals which has a separate legal identity from the public sector agency involved in the regeneration project and which has its own Memorandum and Articles of Association. It covers non-profit and profit making entities.

A number of considerations arise in determining whether the incorporated option is appropriate. Moreover, some principles have been established by HMT in the context of the Private Finance Initiative (PFI):

- the involvement of the public sector in corporate vehicles needs clearances – see 6 below;
- there is an increasing presumption against the use of corporate vehicles – to avoid thousands of them being formed across the UK within the public sector;
- corporate structures should not be used if the objectives can be achieved with the same degree of efficiency by the public sector body acting in its own right;
- if the private sector is to share in the rewards of a project supported by a public sector body, then the private sector should take a real and appropriate share of the risks;
- no new corporate vehicle should be able to operate in a manner that is inconsistent with the public sector body's powers, aims and objectives, its financial memorandum or guidance issued by the relevant Secretary of State;
- the public sector body will need to understand its precise obligations and liabilities;
- there is a presumption in favour of time limited involvement by the public sector and a clear exit strategy (typically five to seven years); and
- a company limited by guarantee is more readily accepted by Dti, since it normally avoids private sector benefit and does not have to deal with the issue and transfer of shares.

The following are the main arguments put forward as best practice in establishing a case for a new corporate vehicle³³:

- Private Sector Input*: Attracting more private sector input – ideas, expertise and resources – than would be possible in the absence of a corporate structure and/or the creation of a more appropriate allocation of risk, based upon project contributions.
- Sustainability*: The creation of a long term, sustainable vehicle for the management of a project or area that maximises outside participation, particularly by the community, fosters local identity and minimises day by day public sector involvement without relinquishing project control;
- Exit strategies*: A vehicle that will allow the public sector body an exit route from a long and complex project or area regeneration strategy to be clear at the outset without causing uncertainty or additional cost.
- Cost effectiveness*: A vehicle that can preserve certain financial advantages, such as favourable tax arrangements or charitable status, or make more cost effective use of its resources in other ways.
- Strategic framework*: A vehicle that can encompass a wide range of bodies in a lasting fashion to achieve a common goal, within a clear framework provided by the relevant regional strategy and/or the Local Strategic Partnership. A good example of this would be an area-based regeneration strategy.
- Limited liability*: Corporate structures may occasionally be the right vehicle to protect the public sector body from the failure of some high risk projects, thereby limiting the exposure of the public sector when acting with the private sector in an uncertain market.
- Minimal public finance*: The public sector should always seek to achieve its objectives with the minimum public sector investment. A corporate structure can sometimes

³³ English Partnerships and the creation of new corporate structures; Best Practice Note No: 36; March 1998



help to achieve this aim by gearing in more private sector investment and risk sharing than would otherwise be achievable.

6. Regulatory issues for RDAs and local authorities

Involvement by RDAs and local authorities in corporate vehicles need to have regard to the following:

RDAs

In order for a Regional Development Agency to take an interest in a corporate vehicle, the consent of Dti is required under Section 5(2)(c) RDA Act 1998. Information required by Dti to consider a case includes:

- the type of company and justification for this approach
- the proposed administrative and financial structure of the company
- membership of the company and proposed board members
- funding plans
- financial implications for the RDA
- exit strategy
- memorandum and Articles of Association

Local Authorities

- Part V of Local Government and Housing Act 1989 and Local Authorities (Companies) Order 1995 set out the circumstances which would lead to a company being one which is treated as “controlled” by a local authority.
- They also describes the circumstances which would lead to a company being one which is “influenced” by the local authority.
- Influence depends on voting position and business relationship test (> 50% of turnover of company) and location test (on local authority land).
- A company will be regulated if controlled or influenced.

7. State Aid

Article 92(1) of the Treaty of Rome states that:

“Save as otherwise provided in this Treaty, any aid granted by a Member State of through state resources in any form whatsoever which distorts or threatens to distort competition by favouring certain undertakings or the production of certain goods shall, in so far as it effects trade between the Member States, be incompatible with the common market.”

There are four so-called ‘compatibility’ tests:

- a transfer of public resources is involved
- an economic advantage is conferred or selectivity is applied
- there is competition distortion
- there is distortion of trade between member states

The compatibility tests are applied cumulatively but if not met, aid needs to be covered by de minimis provision or specific exemptions (eg Regional Aid) to be legal. Member states are required to notify the Commission in advance of any aid not forming part of exemptions.



8. Urban Regeneration Companies (URCs)

Experience to date of URCs has largely involved the use of companies limited by guarantee with the following features:

- their principal focus has been physical regeneration;
- core members are local authorities and RDAs (plus EP for a number);
- they are normally focussed on Regional Strategy priorities – therefore there should be a limited number around the country;
- there is no specifically identified special funding;
- the key aim is to promote an area for private sector investment, therefore have created brand identities; and
- strong leadership and credible local individuals (a ‘top team’) are seen as crucial to attract investment.

9. Development Trusts

This form of company limited by guarantee is often used by voluntary or social groups in a local area involved in neighbourhood renewal or specific regeneration projects: Key features are that they are:

- they are always not for profit organisations;
- they tend to be established to offer long-term sustainability in a location or on a project or scheme;
- they are almost always community based and community accountable
- they can draw support and involvement from a wide range of interests – community, voluntary, private and public
- they can provide a means by which short-term funding (such as SRB) can be used to create a more sustainable and long-term regeneration programme for the community it serves.

10. Limited liability partnerships

These were introduced by the Limited Liability Partnership Act 2000. They allow the combined benefit of limited liability for its members but with the greater flexibility and tax benefits of a partnership structure.

Features include:

- no Memorandum and Articles of Association
- need for a Member’s Agreement
- can hold property and other assets
- need to file accounts at Companies House
- members of a LLP are agents of it and have the power to bind it
- has no share capital
- must be created at Companies House

A prime example of the use of LLPs in the regeneration field is English Cities Fund - which has EP, AMEC and a financial institution as members).



11. Charities and other vehicles

Charities

- charities offer substantial taxation advantages
- they can be in the form of a company limited by guarantee
- a charitable structure has a number of constraints including strict adherence to charitable objects
- the 1999 Charity Commission Guidelines “RR2 Promotion of Urban and Rural Regeneration” now provides for objects such as relief of poverty and unemployment, which are of relevance to regeneration.

Other vehicles – not generally used in the regeneration field are:

- Friendly Society
- Limited partnership
- General partnership
- Industrial and Provident Society

12. Summary

- The government is increasingly flexible on how to deliver its policy objectives and welcomes partnership approaches.
- The vehicle selected should demonstrate added value.
- Simplicity and efficiency is key.
- Often an informal structure around an accountable body is appropriate.
- Usually, if an incorporated vehicle is needed, a company limited by guarantee is the most attractive option in the field of regeneration.

Basildon Renaissance

Summary

Description: Town and district centre renewal, Strategic employment sites, Estates renewal & new housing programme, Regeneration through sport, and business, community, lifelong learning, and environmental support programme.

Key objectives: **Skills, Learning & employment:** To meet the needs of skills, learning & employment; **Transport & infrastructure:** To meet transport & infrastructure needs; **Investment and development:** To secure major redevelopment within town and district centres through creating site development and investment opportunities; **A better environment:** To create a better environment; **Health and Community:** To improve health and community development; **Marketing and communications:** To improve the image of Basildon;

Theme	2003/04 £000			2004/05 £000			2005/06 £000			2006/07 - 2012/13 £000			TOTAL £000		
	Public	Private	Total	Public	Private	Total	Public	Private	Total	Public	Private	Total	Public	Private	Total
1 Town and district centres renewal	40	0	40	1,250	0	1,250	5,250	10,500	15,750	250	29,460	29,710	6,790	39,960	46,750
2 Strategic employment sites	4,275	0	4,275	10,100	0	10,100	19,050	0	19,050	12,000	250,000	262,000	45,425	250,000	295,425
3 Estates renewal & new housing programme	12,825	10,000	22,825	7,145	10,000	17,145	9,790	10,000	19,790	33,637	127,300	160,937	63,397	157,300	220,697
4 Regeneration through sport	0	0	0	100	0	100	0	0	0	0	0	0	100	0	100
5 Business, community, lifelong learning, transport and the environment	0	0	0	450	0	450	200	0	200	175	0	175	825	0	825
TOTAL	17,140	10,000	27,140	19,045	10,000	29,045	34,290	20,500	54,790	46,062	406,760	452,822	116,537	447,260	563,797

Basildon Renaissance

Theme 1: Town and District Centres Renewal Programme

Description: A major programme of revitalising and renewing Basildon Town Centre and other important district centres. Basildon under-performs because of physical constraints and in other centres there are serious issues of obsolescence, vacancy, and environmental decay. There is a need to address issues relating to the proper physical, land-use, and transport planning of the area in order that the economic health and vitality of the centres can be maintained and improved.

Key objectives: **Skills, Learning & employment:** To support the growth of employment opportunities in Basildon; **Transport & infrastructure:** To enable improved accessibility to Basildon town centre facilities and to other centres; **Investment and development:** To enable development and investment opportunities to be realised in order to secure revitalisation of Basildon and other centres; **A better environment:** To create a high quality environment and sustainable urban environment; **Health & community:** To support improvements in health and community development; **Marketing and communications:** To improve the profile and image of Basildon and other district centres.

Area	Project	Description	2003/04 £000			2004/05 £000			2005/06 £000			2006/07 - 2012/13 £000			TOTAL £000		
			Public	Private	Total	Public	Private	Total	Public	Private	Total	Public	Private	Total	Public	Private	Total
Basildon	Scoping Study & Masterplan	Initial scoping study (DTZ Pleda) and preparation of detailed masterplan.	40		40	300		300						0	340	0	340
	Land assembly	Acquisition and assembly of a major development site to strengthen town centre facilities			0			0	5,000	0	5,000			0	5,000	0	5,000
	New retail / leisure development	Provision of new mixed-use commercial and leisure space (potentially including a new College)			0			0					26,760	26,760	0	26,760	26,760
	Public transport facilities	Improved rail and bus links, including the potential for significant upgrading of Basildon Station								0							
	Town Square renewal	Construction of a new retail Pavilion and associated civic space improvements			0	500		500						0	500	0	500
		Improved pedestrian access via lift & stairs to High Pavement & Northgate House				200		200		500	500			0	200	500	700
Laindon	Masterplan	Preparation of detailed masterplan			0	100		100						0	100	0	100
	Land assembly	Land assembly for subsequent re-development by development partner.		0		50		50		10,000	10,000			0	50	10,000	10,050
	Retail centre redevelopment	Redevelopment of Laindon district centre for mixed-use purposes			0			0					2,700	2,700	0	2,700	2,700
Wickford	Masterplan	Preparation of detailed masterplan			0	100		100						0	100	0	100
	Town centre environmental & infrastructure improvements	Land acquisition and assembly to create development opportunities	0		0			0						0	0	0	0
		Provision of improved public transport facilities			0			0						0	0	0	0
										0							

APPENDIX 3

		A package of environmental improvements to the district centre	0			250		250	250		250	500	0	500				
Pitsea	Creation of new major transport hub	New railway station and associated interchange facilities	0		0						0	0	0	0				
					0													
TOTAL			40	0	40	1,250	0	1,250	5,250	10,500	15,750	250	29,460	29,710	6,790	39,960	46,750	
																		0

Basildon Renaissance

Theme 2: Strategic Employment Sites

Description: Creation of the GLS scheme as a flagship major centre for business and employment within Basildon to fulfill the expectations to create a business hub as part of the Thames Gateway South Essex proposals, and other strategic sites. The GLS scheme will accommodate over 110,000 sq m of mixed used business floorspace, a hotel and ancillary retail, food and other facilities, and a Business & Innovation Centre, together with some 400 housing units, set within a high quality sustainable environment featuring an 8ha Ecology Park. Other strategic sites will contribute to overall business accommodation in Basildon.

Key objectives: **Skills, Learning & employment:** To provide a means to link skills and learning with new employment opportunities through a Business & Innovation Support Centre; **Transport & infrastructure:** to provide high quality road and public transport access to Gardiners Lane South so assisting with access to new job and employment opportunities; **Investment and development:** To enable the creation of a major new focus for business and employment within Basildon and a hub for the TGSE area; **A better environment:** To create a high quality and sustainable business environment; **Health & community:** To support improvements in health and community development; **Marketing and communications:** To improve the profile and image of Basildon as a hub for business and employment within the TGSE area.

Area	Activity	Description	2003/04 £0000			2004/05 £000			2005/06 £000			2006/07 - 2012/13 £000			TOTAL		
			Public	Private	Total	Public	Private	Total	Public	Private	Total	Public	Private	Total	Public	Private	Total
Gardiners Lane South	Development Framework	Preparation of Supplementary Planning Guidance, Environmental Statement, and Green Travel Plan.	100		100	100		100	50		50			0	250	0	250
	Land assembly & relocations	Preparation of a Relocation Strategy and consequential land acquisitions / relocations	4,050		4,050	10,000		10,000	9,000		9,000			0	23,050	0	23,050
	Business & Innovation Centre	Business Plan and creation of the Business Support Centre	50		50	0		0	5,000		5,000	2,000		2,000	7,050	0	7,050
	Strategic infrastructure	Provision of a new junction from/to the A127 to enable strategic vehicular access.	75		75	0		0	5,000		5,000	10,000		10,000	15,075	0	15,075
	Gardiners Lane South development	Development of business, housing and POS scheme			0						0	250,000	250,000	0	250,000	250,000	
Courtauld Road	Site preparation and development	Redevelopment for waste management plant relocation of the Basildon Rifle & Pistol Club, and wash lands.			0			0		0			0	0	0	0	0
TOTAL			4,275	0	4,275	10,100	0	10,100	19,050	0	19,050	12,000	250,000	262,000	45,425	250,000	295,425

Basildon Renaissance

Theme 3: Estates Renewal and New Housing Programme

Description: Continuation of the major programme of improvements to existing social housing, including refurbishment of retained stock, and associated provision of social facilities and environmental enhancement of four key estates, together with a programme of new build to create new housing for sale, rented and shared ownership accommodation, at higher, more sustainable, densities. Accommodation will provide affordable housing and meet needs of key workers.

Key objectives: **Skills, Learning & Employment:** To support skills, learning and employment; **Transport & infrastructure:** To improve local accessibility; **Investment and development:** To provide opportunities for new housing (including affordable housing) that will support community development and economic growth in Basildon; **A better environment:** To substantially improve the environment of a number of residential estates so as to improve quality of life for residents; **Health & community:** To support community development and quality of life issues for residents in four estates; **Marketing and communications:** To improve the profile and image of Basildon as a place to live.

Area	Activity	Description	2003/04 £000			2004/05 £000			2005/06 £000			2006/07 - 2012/13 £000			TOTAL £000		
			Public	Private	Total	Public	Private	Total	Public	Private	Total	Public	Private	Total	Public	Private	Total
Craylands	Masterplan	Preparation of detailed masterplan.	100		100					0			0		100	0	100
	Demolitions	Demolition of unsatisfactory maisonette blocks and other units.					0										
	New build	Development of new homes for sale, rent, and shared ownership															
	New Community Centre	Development of new community centre to include retail, health, and community facilities															
	Estate environmental improvements	Retained open space improvements to lighting, security, pathways, and boundary treatments.															
	Sub Total: Demolitions, new build, community centre, and environmental improvements		6,705		6,705	0		0	1,430		1,430	10,840	84,000	94,840	18,975	84,000	102,975
Felmores	Masterplan	Preparation of detailed masterplan.				50		50			0			0	50	0	50
	Demolitions	Demolition of unsatisfactory dwellings.															
	New build	Development of new homes for sale, rent, and shared ownership			0												

Basildon Renaissance

Theme 4: Regeneration through Sports

Description: Supporting overall economic development and enhancing the image of Basildon through encouraging facilities that will develop active participation in a range of sporting activities, including gymnastics, athletics, swimming, football, rugby union, and gun sports. The programme is also designed to support the London 2012 Olympics and Paralympics bid.

Key objectives: **Skills, Learning & employment:** To increase the level of participative activity in a range of sports in Basildon; **Transport & infrastructure:** xx; **Investment and development:** To provide opportunities for supporting the overall economic development of Basildon through a range of complementary improvements to sporting facilities; **A better environment:** To improve the amenities provided by sports facilities within the borough; **Health & community:** To support healthy living and community development; **Marketing and communications:** To improve the profile and image of Basildon as a place to enjoy leisure opportunities.

Area	Activity	Description	2003/04 £000			2004/05 £000			2005/06 £000			2006/07 - 2012/13 £000			TOTAL £000		
			Public	Private	Total	Public	Private	Total	Public	Private	Total	Public	Private	Total	Public	Private	Total
Regeneration through sport	Development of a range of sports venues and facilities	To potentially include South Essex Gymnastics Club, Basildon Athletics Stadium, and Billericay Town FC; also potential provision of a new competition standard swimming pool.	0			50	50			0			0	50	0	50	
	Relocation and development of existing clubs	Relocation of existing clubs at Gardiners Lane South to potentially include Basildon United FC, Basildon RUFC, and Basildon Rifle & Pistol Club.				50	50			0			0	50	0	50	
TOTAL			0	0	0	100	100	0	0	0	0	0	0	100	0	100	

Basildon Renaissance

Theme 5: Business, community, lifelong learning, transport and environment support programmes

Description: A programme of key complementary investments to support overall economic development in Basildon through business support, community development, lifelong learning, and environmental renewal.

Key objectives: **Skills, Learning & employment:** To enhance the borough's strengths in automotive sector research and development at Ford Dunton, and to address issues of poor educational attainment; **Transport & infrastructure:** To improve accessibility within the borough in terms of public transport, cycle, and pedestrian travel; **Investment and development:** To assist in securing additional investment; **A better environment:** To create a high quality, sustainable, urban environment; **Health & community:** To develop improved health care provision and community resource facilities; **Marketing and communications:** To improve the profile and image of Basildon.

Area	Project	Description	2004/05 £000			2005/06 £000			2006/07 - 2012/13 £000			TOTAL £000					
			Public	Private	Total	Public	Private	Total	Public	Private	Total	Public	Private	Total			
Business support programme	Ford Dunton and Showcase Centre	New education and training facility at Dunton	50		50			0		0		50	0	50			
Community regeneration	Health and community services	Investment programme in primary health care and hospitals, and in community services (including community resource centres).	50		50			0		0		50	0	50			
Lifelong learning	Schools and colleges	Investment programme in facilities for schools and repositioning of a new Thurrock and Basildon College	0	75	75			0		0		75	0	75			
Transport & Environment	Highways and public transport	Investment programme	0	50	50			0		0		50	0	50			
	District-wide Transportation Strategy	Integrated transport study	150		150	150		150	100	100		400		400			
	Ecology Assessment and Mitigation Strategy	Preparation of a district-wide Ecology Assessment and Mitigation Strategy to address sites and habitats	0	50	50			0		0		50	0	50			
Pan-Gateway Projects	Strategic Framework	Preparation of frameworks to enable strategic consideration of the benefits and impacts of programmes such as rail, road, and bridge crossings on Basildon	0	25	25	50		50	75	75		150	0	150			
TOTAL			0	0	0	450	0	450	200	0	200	175	0	175	825	0	825

APPENDIX 4

Basildon Renaissance

Summary: Funding sources, delivery arrangements, and programme benefits

Description: Town and district centres renewal; Strategic employment sites; Estates renewal & new housing programme; Regeneration through sport; business, community, lifelong learning, and environmental support programme.

Key objectives: **Skills, Learning & employment:** To meet the needs of skills, learning & employment; **Transport & infrastructure:** To meet transport & infrastructure needs; **Investment and development:** To secure major redevelopment within town and district centres through creating site development and investment opportunities; **A better environment:** To create a better environment; **Health and Community:** To improve health and community development; **Marketing and communications:** To improve the image of Basildon;

Theme	Funding source £000							Delivery arrangements	Outputs	Outcomes	Impacts	Linked Projects
	EP	EEDA	HC	BDC	Other Public	Private	Total					
1 Town and district centres renewal	15,000	0	0	1,790	0	29,960	46,750	Renaissance Partnership; Basildon DC; EP; Developer Partner, Essex CC; Transport providers; Standard Life; EEDA; Land owner; DFT;	1 scoping Study; 3 masterplan studies; TBA ha land made available for development; TBA ha of civic space improved; TBA m of new access; 28,110 sq m of retail, office & leisure floorspace; TBA new homes; 2 new transport interchanges developed;	1,390 gross jobs created and safeguarded; £TBAm PSI;	610 net additional jobs created and safeguarded; £15.3m NVA p.a.;	
2 Strategic employment sites	45,425	0	0	0	0	250,000	295,425	Renaissance Partnership; Basildon DC; EP; EEDA; TGSE; Essex CC; waste management company;	1 adopted SPG document; 4 other plans; 37 ha of land made available for development; 131,000 sq m new commercial and leisure floorspace; 400 new homes; TBA sq m of B2 floorspace; 1.8 ha amenity site;	7,260 gross jobs created; £TBAm PSI levered in;	3,185 net additional jobs created; £80m NVA p.a.;	
3 Estates renewal & new housing programme	15,000	0	48,227	170	0	157,300	220,697	Renaissance Partnership; Basildon DC; EP; Housing Corp; RSLs; private sector house builders;	4 masterplan studies; 948 substandard properties demolished; 703 new homes for sale; 951 new homes for rent, shared ownership and key worker housing; TBA ha of land environmentally upgraded;	-	-	Interlock Neighbourhood management Plan; SRB2/6;
4 Regeneration through sport	0	0	0	100	0	0	100	Renaissance Partnership; Basildon DC; EP; Sports bodies; sports clubs;	1,500 sq m of D2 floorspace built/upgraded; TBA sports facilities provided;	50 gross jobs created and safeguarded; TBA regional / national / international sports events;	22 net additional jobs created and safeguarded; £0.6m NVA p.a.;	
5 Business, community, lifelong learning, transport and the environment	0	0	0	825	0	0	825	Renaissance Partnership; Basildon DC; EP; EEDA; Essex CC; TGSE; University Hospitals NHS Trust; Basildon PCT; Essex SHA; DOH; Thurrock & Basildon College; DFES; English Nature;	7,500 sq m of D1 education buildings developed; TBA sq m of new health care facilities;; TBA public transport schemes implemented; TBA ha of habitat area managed; 1 strategic transport study (district wide)	100 gross jobs created and safeguarded; TBA NVQ 2- 4 qualifications obtained; TBA training places provided;	44 net additional jobs created and safeguarded; £1.1m NVA p.a.;	
TOTAL	75,425	0	48,227	2,885	0	437,260	563,797		14 studies; TBA land made available for development; TBA ha of civic space improved; 168,110+ sq m of new commercial, leisure, sports, and education floorspace; 2,054+ new homes constructed; 948 substandard properties demolished; TBA sq m of health care facilities; TBA public transport schemes implemented; TBA ha of habitat area managed;	8,800 gross jobs created and safeguarded; £TBAm PSI levered in; TBA sports events; TBA NVQ 2 – 4 qualifications obtained;	3,860 net additional jobs created and safeguarded; £97m NVA p.a.;	

APPENDIX 4

Basildon Renaissance

Theme 1: Town and District Centres Renewal Programme

Description: A major programme of revitalising and renewing Basildon Town Centre and other important district centres. Basildon under-performs because of physical constraints and in other centres there are serious issues of obsolescence, vacancy, and environmental decay. There is a need to address issues relating to the proper physical, land-use, and transport planning of the area in order that the economic health and vitality of the centres can be maintained and improved.

Key objectives: **Skills, Learning & employment:** To support the growth of employment opportunities in Basildon; **Transport & infrastructure:** To enable improved accessibility to Basildon town centre and to other district centres; **Investment and development:** To enable development and investment opportunities to be realised in order to secure revitalisation of Basildon and other centres; **A better environment:** To create a high quality environment and sustainable urban environment; **Health & community:** To support improvements in health and community development; **Marketing and communications:** To improve the profile and image of Basildon town centre and other district centres.

Area	Activity	Funding source £000						Delivery arrangements	Outputs	Outcomes	Impacts	Linked projects	
		EP	EEDA	HC	BDC	Other Public	Private						Total
Basildon	Scoping study and masterplan				340			340	Renaissance Partnership;	1 scoping Study; 1 masterplan study;	-	-	-
	Land assembly	5,000						5,000	Basildon DC; English Partnerships	TBA ha of land made available for development;	-	-	-
	New retail/leisure development						26,760	26,760	Developer partner;	21,500 sq m of new retail and leisure floorspace created; TBA ha of civic space improved;	1,050 gross jobs created; £26.7m PSI	462 net additional jobs; £11.6m GVA p.a.;	
	Public transport facilities						0	0	Renaissance Partnership; Essex CC; transport providers;		TBA		
	Town Square renewal				500			500	Basildon DC;	3,360 sq m of office floorspace let; 1 ha of civic space improved;	177 gross jobs created; £TBAm PSI;	78 net additional jobs; £2m GVA p.a.;	
	Town Square renewal				200		500	700	Basildon DC; Standard Life	TBA m of new access provided;			
Laindon	Masterplan				100			100	Basildon DC;	1 masterplan study			
	Land assembly	10,000			50			10,050	English Partnerships; EEDA;	TBA ha of land made available for development;			
	Retail centre development						2,700	2,700	Land owner; Developer partner	2,500 sq m of retail floorspace; TBA new dwellings provided;	125 gross jobs created/retained; £2.7m PSI;	55 net additional jobs; £1.4m GVA p.a.;	
Wickford	Masterplan				100			100	Basildon DC;	1 masterplan study			
	Town centre environmental & infrastructure improvements						0	0	Basildon DC; English Partnerships	TBA ha of land made available for development;			
	Town centre environmental & infrastructure improvements						0	0	DfT; Essex CC; transport providers	1 new transport interchange developed; 500 sq m of new retail floorspace;	25 gross jobs created/safeguarded; £TBA m PSI;	10 net additional jobs; £0.2m GVA p.a.;	
	Town centre environmental & infrastructure improvements				500			500	Basildon DC;	TBA ha of land improved; TBA km of waterspace improved;			
Pitsea	Creation of new major transport hub						0	0	DfT; Essex CC; transport providers	1 new transport interchange developed; 250 sq m of retail floorspace;	12 gross jobs created/safeguarded; £TBA m PSI;	5 net additional jobs; £0.1 m GVA;	
	TOTAL	15,000	0	0	1,790	0	29,960	46,750		4 studies; 28,110 sq m of retail, office, and leisure floorspace; 2 transport interchanges improved; TBA ha of land made available for development; TBA ha civic space improved;	1,390 gross jobs created and safeguarded;	610 net additional jobs created; £15.3m NVA p.a.	

Basildon Renaissance

Theme 2: Strategic Employment Sites

Description: Creation of the GLS scheme as a flagship major centre for business and employment within Basildon to fulfill the expectations to create a business hub as part of the Thames Gateway South Essex proposals, and other strategic sites. The GLS scheme will accommodate over 110,000 sq m of mixed used business floorspace, a hotel and ancillary retail, food and other facilities, and a Business & Innovation Centre, together with some 400 housing units, set within a high quality sustainable environment featuring an 8ha Ecology Park. Other strategic sites will contribute to overall business accommodation in Basildon.

Key objectives: **Skills, Learning & employment:** To provide a means to link skills and learning with new employment opportunities through a Business & Innovation Support Centre; **Transport & infrastructure:** to provide high quality road and public transport access to Gardiners Lane South so assisting with access to new job and employment opportunities; **Investment and development:** To enable the creation of a major new focus for business and employment within Basildon and a hub for the TGSE area; **A better environment:** To create a high quality and sustainable business environment; **Health & community:** To support improvements in health and community development; **Marketing and communications:** To improve the profile and image of Basildon as a hub for business and employment within the TGSE area.

Area	Activity	Funding source £000					Private	Total	Delivery arrangements	Outputs	Outcomes	Impacts	Linked projects
		EP	EEDA	HC	BDC	Other Public							
Gardiners Lane South	Development Framework	250					250	English Partnerships; Basildon DC; TGSE; EEDA	1 adopted SPG document; 1 environmental statement; 1 green travel plan;				
	Land assembly and relocations	23,050					23,050	English Partnerships; Basildon DC; TGSE; EEDA	37 ha (gross) of land made available for development				
	Business and Innovation Centre	7,050					7,050	English Partnerships; Basildon DC; TGSE; EEDA	1 business plan; 8,000 sq m Business & Innovation Centre	500 gross jobs created; £TBAm PSI levered in;	215 net additional jobs; £5.4m NVA p.a.;		
	Strategic infrastructure	15,075					15,075	English Partnerships; Basildon DC; TGSE; EEDA	1 new highway junction created; TBA km of access road;				
	Gardiners Lane South development					250,000	250,000	English Partnerships; Basildon DC; TGSE; EEDA	115,800 sq m new B1 floorspace; 400 new homes; 1 hotel; 7,200 sq m of ancillary floorspace	6,750 gross jobs created; £250m PSI levered in;	2,965 net additional jobs; £74.5m NVA p.a.		
Courtauld Road	Site preparation and development						0	Renaissance Partnership; Essex CC; English Partnerships; waste management company;	TBA sq m B2 floorspace (anaerobic digestion plant); 1.8 ha civic amenity site;	10 gross jobs created; £TBAm PSI levered in;	4 net additional jobs; £0.1m NVA		
	TOTAL	45,425	0	0	0	0	250,000	295,425	131,000 sq m business, commercial and leisure floorspace created;	7,260 gross jobs created;	3,184 net additional jobs created; £80m NVA p.a.;		

Basildon Renaissance

Theme 3: Estates Renewal and New Housing Programme

Description: Continuation of the major programme of improvements to existing social housing, including demolitions, refurbishment of retained stock, and associated provision of social facilities and environmental enhancement of three key estates, together with a programme of new build to create new housing for sale, rented and shared ownership accommodation, at higher, more sustainable, densities. Accommodation will provide affordable housing and meet needs of key workers.

Key objectives: **Skills, Learning & Employment:** To support skills, learning and employment; **Transport & infrastructure:** To improve local accessibility; **Investment and development:** To provide opportunities for new housing (including affordable housing) that will support community development and economic growth in Basildon; **A better environment:** To substantially improve the environment of a number of residential estates so as to improve quality of life for residents; **Health & community:** To support community development and quality of life issues for residents in four estates; **Marketing and communications:** To improve the profile and image of Basildon as a place to live.

Area	Activity	Funding source £000							Delivery arrangements	Outputs	Outcomes	Impacts	Linked projects
		EP	EEDA	HC	BDC	Other Public	Private	Total					
Craylands	Masterplan				100			100	Basildon DC; English Partnerships; RSL's; Housing Corp;	1 masterplan study	-	-	
	Demolitions							-		Demolition of 498 unsatisfactory dwellings in 31 blocks;	TBA ha brownfield land available for development;	-	
	New Build							-		1,082 new housing units constructed, of which 515 for sale and 567 for rent, shared ownership, and key worker housing;			
	New Community Centre							-		2,000 sq m of new community centre facilities (300 sq m retail units, health centre, community building)			
	Estate environmental improvements							-		TBA ha of land environmentally upgraded			
	Sub total : Demolition, new build, community centre and environmental improvements			18,975			84,000	102,975	Basildon DC; English Partnerships; RSL's; private sector house builder	See above			
Felmores	Masterplan				50			50	Basildon DC; English Partnerships; RSL's	1 masterplan study	-	-	
	Demotions							-		Demolition of 422 unsatisfactory dwellings;		-	
	New build							-		542 new dwellings constructed, of which 173 for sale and 369 for rent, shared ownership, and key worker housing;		-	Interlock Northlands Park Neighbourhood Management Plan
	Sub total: Demolition and new build:			22,557			42,000	64,557	Basildon DC; English Partnerships; RSL's; private sector house builder	See above			
	Estate environmental improvements			2,095				2,095	Basildon DC; English Partnerships; RSL's; private sector house builder	TBA ha of land environmentally upgraded	-	-	

APPENDIX 4

Five Links	Masterplan			20		Basildon DC; English Partnerships; RSL's; Housing Corp	1 masterplan study	-	-	
	Selective demolitions	20		-			Demolition of 28 unsatisfactory dwellings;	TBA ha brownfield land available for development;		
	New build			-			30 new dwellings constructed, of which 15 affordable,			Basildon Community Housing Association; SRB2; SRB6
	Sub total: Demolition and new build	1,200		1,300	2,500	Basildon DC; English Partnerships; RSL's; private sector house builder				
	Estate environmental improvements	3,400		3,400		Basildon DC; English Partnerships; RSL's; private sector house builder	TBA ha of land environmentally upgraded	-		
New housing	Land assembly to meet the Essex & Southend on Sea Replacement Structure Plan housing allocation targets to 2021	15,000			15,000	Basildon DC; English Partnerships;	TBA ha of housing land assembled	-		Essex & Southend-on-Sea Replacement Structure Plan 1996 "2001
	Affordable homes investment programme			30,000	30,000	English Partnerships; RSL's; private sector developer	TBA new dwellings constructed, of which TBA% affordable			
	TOTAL	15,000	0	48,227	170	0	157,300	220,697		948 substandard properties demolished; 703 new homes for sale; 951 new RSL homes;

Basildon Renaissance

Theme 4: Regeneration through Sports

Description: Supporting overall economic development and enhancing the image of Basildon through encouraging facilities that will develop active participation in a range of sporting activities, including gymnastics, athletics, swimming, football, rugby union, and gun sports. The programme is also designed to support the London 2012 Olympics and Paralympics bid.

Key objectives: **Skills, Learning & employment:** To increase the level of participative activity in a range of sports in Basildon; **Transport & infrastructure:** To support transport and infrastructure investment; **Investment and development:** To provide opportunities for supporting the overall economic development of Basildon through a range of complementary improvements to sporting facilities; **A better environment:** To improve the amenities provided by sports facilities within the borough; **Health & community:** To support healthy living and community development; **Marketing and communications:** To improve the profile and image of Basildon as a place to enjoy leisure opportunities.

		Funding source £000						Delivery arrangements			Outputs		Outcomes		Impacts		Linked projects
Area	Activity	EP	EEDA	HC	BDC	Other Public	Private	Total									
Regeneration through Sport	Development of a range of sports venues and facilities				50	0		50	Basildon DC; Sports bodies; Sports Clubs;	TBA ha land improved; TBA sq m of sports facilities developed and improved; TBA facilities improved;	TBA gross jobs created and safeguarded; £TBAm PSI levered in;	TBA net additional jobs created and safeguarded; £TBAm NVA;					
	and development				50			50	Basildon DC; English Partnerships; Sports bodies; sports clubs;	TBA ha land improved; TBA sq m of sports facilities developed and improved; TBA facilities improved;	TBA gross jobs created and safeguarded; £TBAm PSI levered in;	TBA net additional jobs created and safeguarded; £TBAm NVA;					
	Relocation of existing clubs	0	0	0	100	0	0	100		1,500 sq m of D2 floorspace built/upgraded;	50 gross jobs created and safeguarded; £TBAm PSI levered in;	22 net additional jobs created and safeguarded; £0.6m NVA p.a.					

APPENDIX 4

Basildon Renaissance

Theme 5: Business, community, lifelong learning, transport and environment support programmes

Description: A programme of key complementary investments to support overall economic development in Basildon through business support, community development, lifelong learning, and environmental renewal.

Key objectives: **Skills, Learning & employment:** To enhance the borough's strengths in automotive sector research and development at Ford Dunton, and to address issues of poor educational attainment; **Transport & infrastructure:** To improve accessibility within the borough in terms of public transport, cycle, and pedestrian travel; **Investment and development:** To assist in securing additional investment; **A better environment:** To create a high quality, sustainable, urban environment; **Health & community:** To develop improved health care provision and community resource facilities; **Marketing and communications:** To improve the profile and image of Basildon.

Area	Activity	Funding source £000					Delivery arrangements		Outputs	Outcomes	Impacts	Linked projects
		EP	EEDA	HC	BDC	Other Public	Private	Total				
Business support programme	Ford Dunton and Showcase Centre				50	0		50	Basildon DC; TGSE; EEDA;	2,500 sq m of new training facilities provided	33 gross jobs created; TBA training places provided; TBA NVQ 2-4 qualifications obtained;	15 net additional jobs created; £0.4m NVA p.a.;
	Business and Innovation Centre							0	Included under Strategic Employment Sites Programme	-		
Community regeneration	Health and community services				50	0		50	Basildon DC; Basildon & Thurrock University Hospitals NHS Trust; Basildon PCT; Essex SHA, DOH;	TBA sq m of new health care facilities;	Community engagement and health targets to be defined.	
Lifelong learning	Schools and college				100	0		100	Basildon DC; Thurrock & Basildon College; DFES; EEDA	5,000 sq m of new educational facilities; TBA training places provided;	67 gross jobs created; educational attainment targets to be determined;	29 net additional jobs created; £0.7m NVA p.a.;
Environment & Transport	Highways & public transport					0		50	Basildon DC; Essex County Council (Local Transport Plan); English Partnerships;	TBA km of improved highway; TBA km footpath provided; TBA schemes to improve public transport		
	District-wide Transportation Strategy				400			400				
	Ecology Assessment & Mitigation Strategy		50		100	0		100	Basildon DC; TGSE; English Partnerships; English Nature;	TBA ha of habitat area managed;	TBA gross jobs created;	
Part-Gateway Projects	Strategic framework							75	TBA strategic studies conducted;			
		0	0	0	825	0	0	825		7,500 sq m of D1 educational buildings developed; TBA training places provided; TBA km highways 7 footpaths improved; TBA ha habitat managed; 1 Strategic transport study	100 gross jobs created;	44 net additional jobs created; £1.1m NVA p.a.;

TB3

BBP Regeneration Economic Appraisal May 2016

PAOC 16. 1

FRYERNS & CRAYLANDS

**Stage 1 Economic
Appraisal on behalf of
English Partnerships**

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Appraisal • Strategy • Delivery

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CONTENTS

<i>Section</i>	<i>Page</i>
1 Introduction	1
2 The Project	3
3 Socio-Economic Context.....	7
4 Property Market Context	13
5 Strategic Policy & Planning Context	17
6 Rationale for Public Sector Intervention	25
7 Development of Options Long List	29
8 Initial Appraisal of Options.....	37
9 Recommended Options Short List.....	45
 Annexes	
Annex A	Location & Site Plans
Annex B	Site Ownership Plan
Annex C	Illustrative Material & Artists Impressions
Annex D	Plans for Options 1-5
Annex E	Quantitative Assessment Matrix
Annex F	Qualitative Assessment Matrix

July
September 2003

1. INTRODUCTION

- 1.1 The Fryerns & Craylands project seeks to redevelop/remodel a former school (known as the Fryerns site) and an adjacent area of significantly deprived housing (known as the Craylands Estate) into a larger, more sustainable community on the outskirts of Basildon, Essex. The reconfigured development will provide 1,400 new and 108 refurbished dwellings. *with x remaining*
- 1.2 In [date tbc], the project was allocated £18.5 million under the first spending round of the Sustainable Communities Plan, with a request from ODPM that English Partnerships play a major role in developing and delivering the scheme.
- 1.3 Since this time, English Partnerships has procured a comprehensive masterplan for the proposed scheme, appointed Swan & Lovell as its preferred Development Partner and purchased a 3.62 ha (8.9 acre)¹ tranche of the Fryerns site from Essex County Council, with an option to acquire the site's remaining area before 31 July 2008.
- 1.4 English Partnerships is now keen to take the project forward. As part of this process and in advance of a formal Economic Appraisal, it has formulated and undertaken an initial review of several potential development scenarios or options, culminating in a shortlist of three for further consideration.
- 1.5 At this stage, English Partnerships thought it would be helpful to introduce the project to CPRG, explain its overall approach and secure CPRG's 'in principle' approval to the proposed shortlist for full appraisal.
- 1.6 As such, this Interim Appraisal reviews the project's background and current status, the proposed long-list of options and a commentary on English Partnerships' initial analysis. It concludes with the options shortlist English Partnerships wishes to take forward for more detailed analysis as part of a full Economic Appraisal.
- 1.7 In light of the above, English Partnerships is seeking ODPM's feedback on and endorsement of the three options its wishes to shortlist so that a full Economic Appraisal may be progressed.

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Interim Appraisal Structure

- 1.8 The structure of this appraisal is as follows:
- Section 2 provides an overview of the Project, including its history, a brief description of its site and a resume of its core objectives
 - Section 3 reviews the Project's socio-economic context and highlights the rationale for intervention
 - Section 4 sets out the policy and planning context at a national, regional and local scale
 - Section 5 provides commentary on the property market context for the range of proposed uses
 - Section 6 articulates the rationale for public sector intervention, and in particular, for English Partnerships' involvement
 - Section 7 takes stock of the information which has emerged from the previous sections to develop a range or 'long list' of possible land use and delivery options.

¹ NB - there is a slight discrepancy between the site area as originally supplied to BBP and the 3.55 ha (8.77 acres) indicated in [redacted] email dated 11 May. For the purposes of this exercise, the original area has been used - however, ODPM is diligent about checking site areas, and this issue will need to be resolved in due course.

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including the do nothing scenario (or Reference Case) required by English Partnerships' Economic Appraisal guidance

- Section 8 appraises the 'long list' of options against a multi-criteria matrix, incorporating partners objectives, strategic fit, community aspirations, planning policy and affordability.
- The appraisal concludes in Section 9, with a recommended short-list of options to be appraised in the full Economic Appraisal in due course.

1.9 The appraisal draws upon information provided by BBP Regeneration (appraisal and development advice), CBRE (local property market intelligence), PRP Architects (masterplanning), and Capita Symonds (cost consultancy and risk advice).

Richard ↑
Anna (cost consultancy) |

2. THE PROJECT

Project Context

- 2.1 The Fryerns & Craylands project involves an area of 38 hectares (94 acres), approximately two miles from Basildon town centre. It comprises two main sites as follows:
- The former Fryerns School, which closed in 1994 and includes former school buildings and playing fields, and an existing Adult Education College. Following a recent purchase, approximately 3.62 ha (8.9 acres) of the site is now owned by English Partnerships. English Partnerships also has an option over the majority of the remainder of the site (exercisable until July 2008) which is currently owned by Essex County Council. There are also two smaller areas extending to 0.5 ha (1.24 acres) and 0.22 ha (0.5 acres) owned by Basildon District Council and the Basildon Primary Care Trust respectively, which English Partnerships is proposing to acquire in due course
 - The Craylands Estate, which is one of a series fringing Basildon and includes 970 dwellings, with 489 houses (a number of which are sheltered housing), 416 maisonettes and 46 flats, a small neighbourhood centre with lock up shops, two community centres and a number of small, children's play areas. The estate is in multiple ownerships, including Basildon District Council (Basildon DC). It is understood that of the Estate's units, 53.6% are rented, with the 46.4% balance in owner occupation, having been acquired under Right to Buy.
- 2.2 Site and location plans are attached as Annex A. A site ownership plan is attached as Annex B.
- 2.3 Primary uses within the areas surrounding Fryerns and Craylands are residential. To the West, the former Fryerns School site separates the Craylands Estate from other housing areas, whilst to the South and East the Estate is separated from parkland by dual carriageways. The Estate's relative isolation is reinforced by its main road, which runs round the perimeter.
- 2.4 The Estate was built in the 1960s and 1970s in accordance with North American Radburn principles, which sought to separate homes and cars, accommodate a significant increase in car use and ownership, and create a safe, quiet environment.
- 2.5 Unfortunately, whilst it has the ability to provide attractive pedestrian routes when implemented on a large scale, the reality of the Radburn design within the UK - and in particular, within a social housing context such as the Craylands Estate - has turned out to be a far cry from the original vision. The lack of through roads, prevalence of pedestrian only footpaths and alleyways, front doors facing onto narrow alleyways with cars parked in separate garage courts, and the considerable distance between garage blocks and dwellings, has fostered a series of poorly defined, unsafe thoroughfares, illegal driving and pavement parking. Crime and fear of crime has soared and the Estate has one of the worst reputations and incident records in the area.
- 2.6 In addition, the condition of many of the Estate's dwellings falls short of acceptable standards of repair. A recent Stock Conditions Survey of the Council's stock indicated that 44% of properties are 'non-decent' and 75% 'potentially non-decent' under Decent Homes Standards. Although this survey covered a wider geographical area than Craylands, subsequent Estate-specific work undertaken by Savills identified a requirement of £17.97 million for 'catch up' and 'future major' works, representing the minimum level of spend for the Council to bring its units up to acceptable standards of decency. As with the dwellings, the Estate's retail premises are similarly dilapidated, with the majority of its lock up shops vacant.

Project Background & Evolution to Date

- 2.7 Both the Fryerns school site and the Craylands estate are allocated in the Replacement Deposit Basildon Local Plan for housing, subject to a comprehensive approach and masterplan.
- 2.8 English Partnerships is now working in partnership with Basildon District Council (Basildon DC) and Essex County Council (Essex CC) to secure the remodelling of the Craylands Estate and the redevelopment of the former Fryerns school site as a new, sustainable community.
- 2.9 In July 2003, ODPM awarded the Fryerns & Craylands Estate Renewal Scheme £18.5 million from the first round of Sustainable Communities funding. The funds included £12 million for Basildon DC to acquire part of the Fryerns School site from Essex CC and a further £6.5 million to start the redevelopment of the Craylands Estate. The funding was supposed to have been drawn down by the end of March 2005, but with the agreement of ODPM, this has been extended for a further year (i.e. March 2006).
- 2.10 Negotiations for the acquisition of the Fryerns school site commenced in July 2003, but although Essex CC was keen to receive an early receipt for the property, discussions stalled and by March 2004 had reached stalemate. During the latter stages of negotiation, it transpired that English Partnerships had a right of pre-emption over part of the school site². Subsequent discussions with ODPM indicated a strong preference for English Partnerships to become involved in the Project and resulted in a directive for the initial land acquisitions to be procured via English Partnerships drawing down upon the Sustainable Communities funding.
- 2.11 English Partnerships continued the negotiations with Essex CC and on 31 March 2006, acquired a 3.62 ha (8.9 acre)³ tranche of the Fryerns school site for £8.523 million together with an option to acquire the balance of the site by 31 July 2008 (subject to Essex CC obtaining Department of Education and Skills' (DfES') consent for the disposal of playing fields).
- 2.12 In September 2004, a Visioning Event was held, as part of an ongoing public consultation which identified the key issues the local community thought the wider Fryerns & Craylands scheme should address. The results of this exercise were incorporated into a Vision Statement, which was subsequently endorsed by English Partnerships, BDC, ECC and other key stakeholders in October 2004. The Vision Statement is currently being taken forward in a Development Framework, which is being prepared in consultation with the key stakeholders and local community. This will provide a fleshed-out development brief for the Fryerns & Craylands scheme from which, in due course, a RSL/developer partner can work up a detailed masterplan.
- 2.13 It was also agreed at this time that English Partnerships would assume the role of lead partner to take the wider Fryerns & Craylands scheme forward, instead merely acquiring part of the Fryerns site under its right of pre-emption.
- 2.14 In February 2005, the Basildon Renaissance Partnership agreed that a collaborative developer-led option would be the most appropriate way of delivering the scheme.
- 2.15 At the end of October 2005, English Partnerships issued an Invitation to Negotiate (ITN) to four prospective RSL/Developer partners to negotiate for the Fryerns & Craylands scheme provision. The ITN confirmed English Partnerships' intention to acquire the

² Gateway 1 Acceptance for Appraisal, Basildon DC, May 2004

³ NB – there is a slight discrepancy between the site area as originally supplied to BBP and the 3.55 ha (8.77 acres) indicated in [redacted] email dated 11 May. For the purposes of this exercise, the original area has been used – however, ODPM is diligent about checking site areas, and this issue will need to be resolved in due course.

Fryerns site from Essex CC and work with Basildon DC to ensure that parts of the Craylands estate are released as appropriate to meet the programme's requirements.

- 2.16 Submissions in response to the ITN were received in December 2005, and following a rigorous selection process, Swan & Lovell was appointed as Preferred Developer in March 2006. Negotiations with regard to a comprehensive development agreement are currently ongoing with a view to documentation being signed in July. *low in 2006.*

Project Description & Objectives

- 2.17 The Fryerns & Craylands project proposes the redevelopment of the Fryerns site as a sustainable neighbourhood in keeping with the objectives of the Sustainable Communities Plan and a complete re-modelling of the Craylands Estate, involving the part demolition/construction of replacement and new dwellings.
- 2.18 It is anticipated that in addition to providing new private and affordable units, part of the Fryerns site will be used as a 'feeder site' to accommodate the decant requirements generated by the remodelling of the Craylands Estate. Consequently, the proposal will knit together an improved Craylands Estate, with new development on the Fryerns site, resulting in a truly integrated scheme.
- 2.19 The project's primary objectives are to:
- Create a sustainable community by integrating the Fryerns site with the adjacent Craylands estate
 - Transform the physical environment within the Fryerns and Craylands area, and combine community regeneration with better service provision and physical regeneration, thereby attracting private sector investment and encouraging the bringing forward of other development sites
 - Stimulate the market delivery of up to 1400 new residential units, of which 70% will be private and 30% affordable (rented/shared equity), thereby contributing towards major housing growth in the South East whilst ensuring adequate provision for social renting and key workers *no net all new net new is ?*
 - Deliver housing which meets high standards of quality and sustainability in terms of design and at densities conforming to planning guidance, which make the most effective use of land
 - Sustain the existing employment base and support key sector development, particularly in education skills and innovation, that will help to secure a balanced relationship between housing and employment growth, consistent with the EEDA Regional Economic Strategy
 - Provide transport improvements that support housing and/or employment growth and contribute to a more sustainable pattern of development
 - Deliver a substantially reinvigorated local centre that will represent improved focal points for new housing, better local services, employment growth and community development
 - Improve the environmental quality and image of the area and reduce the amount of vacant brownfield and underused land; and
 - Provide enhancements to open space and local services that will improve the quality of the area to live and to work.⁴

⁴ Draft 2004 Business Plan, section 1

Project Components

- 2.20 The project's key components, based on the indicative scheme set out in English Partnerships' ITN with some subsequent modifications undertaken by the masterplanners anticipate the following:
- A total of 1,400 new and 108 refurbished units to be provided:
 - The Fryerns site to be redeveloped at a density of 55 units/ha resulting in 665 new build units, of which 199 will be affordable and 466 will be private dwellings
 - The demolition of all maisonette blocks, existing shops, community buildings, and sheltered housing elements on the Craylands estate, plus additional selective demolition of housing units to improve connections through the existing estate. Their replacement with 735 new build units, of which 220 will be affordable and 515 will be private dwellings, at an overall density in the region of 55 units/ha with increased densities around a new local centre (see below) and along the southern edge of the site
 - A new local centre, comprising:
 - 1,080 m² (11,620 ft²) retail/commercial accommodation
 - A 4,500 m² (48,420 ft²) re-provided Adult Education Centre
 - A Community Centre
 - A 2,000 m² (21,520 ft²) re-provided medical/health centre
 - Environmental improvements and the closure of alleyways which are not overlooked.
 - Other works to include:
 - Repairs
 - Improvements to elevations
 - Upgrades to houses
 - Improved spatial definitions
 - Improvement of public space
- 2.21 In formulating the proposal, the masterplanners have had close regard to:
- The Vision Statement, which arose out of consultation with the local community (see above)
 - A robust set of regeneration design principles which were drawn up in collaboration with the local community
 - Further consultation meetings with the Fryerns & Craylands Community Steering Group
 - Extremely high standards of design
 - The Sustainable Communities Plan, other relevant policies and local strategies.
- 2.22 Illustrative material and artists impressions of the proposed scheme are attached as Annex C [appropriate visuals etc required from PRP].

3. SOCIO-ECONOMIC CONTEXT

- 3.1 The key social issues to be considered in the context of the Fryerns and Craylands development are demographics, employment, unemployment, deprivation and housing.

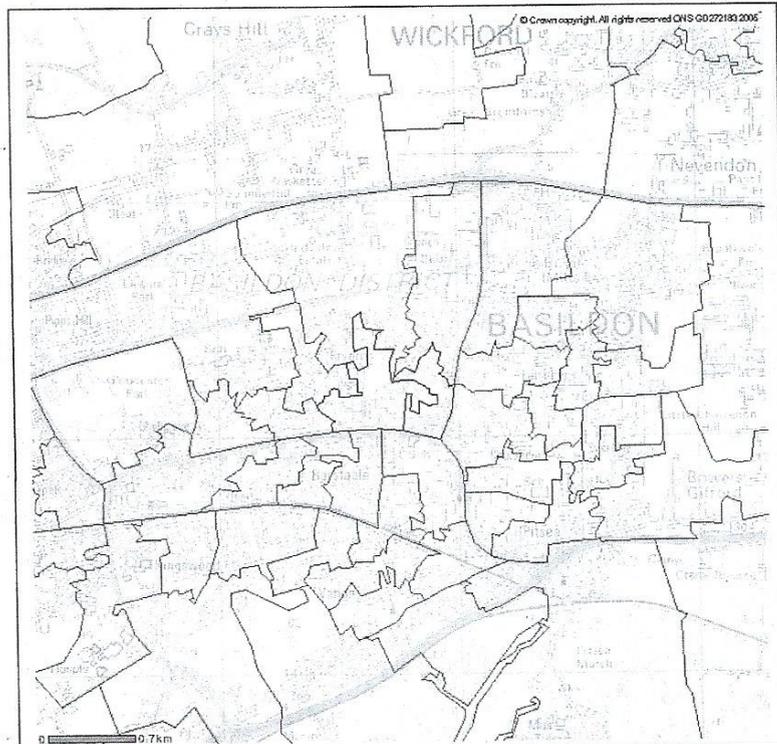
Location

- 3.2 The Fryerns and Craylands Project site is located in Fryerns Ward at the heart of Basildon, a new town in the southern part of the County of Essex, 30 miles east of London.

Demographics

- 3.3 The Craylands Estate has a population of 21795⁵. 90% of this total is aged below 59, 49% below 29 and 27% below 14. This compares to only 79% aged below 59, 37% below 29 and 19% below 14 in the East of England, suggesting that the age structure in the Craylands Estate is unusually young.

Figure 3.1



⁵ 2410 is the population estimate used in the business case and BDC doc 'Gateway 1: Acceptance for Appraisal'

Table 3.1

Area	Rank	Income	Employment	Health	Education	Crime	Barriers to Housing & Services	Living Environment
Basildon 012D	18.3	19.3	24.5	36	7.8	2	46.9	64.6
Basildon 013A	4.3	3.5	12.6	19.4	0.4	2.4	15.3	52.9
Average	11.3	11.4	18.6	27.7	4.1	2.2	31.1	58.75

- 3.7 Clearly deprivation extends both over a greater breadth of domains and with greater depth in 013A, and the area is in the 5% most deprived nationally with regard to overall rank, income, education and crime, and within the 20% most deprived nationally for all other domains excluding 'living environment'.

Economic Activity

- 3.8 66% of the estate population are economically active, but 10% of these are unemployed. The main reason for economic inactivity is to look after the home or family (39%) followed by permanent sickness or disability (22%).
- 3.9 A DTZ report on the Basildon Market, prepared on behalf of English Partnerships in March 2005, analyses the overall economy and employment prospects in Basildon. The key issues it highlighted are that:
- Basildon is an economically vibrant town, with significant population and employment growth
 - It is expected to benefit from further economic impetus over the medium to long term
 - It has been identified as the potential business hub for South Essex
 - It has 68,500 employees and 6,000 businesses
 - It has an employment growth of 7,100 (9.4%) is forecast for the period 2000-2015
 - It has stronger population growth than the national average or that within the TGSE sub-region
 - No single sector dominates employment
 - In recent years, it has had success in attracting inward investment into the town in recent years.

Employment and Occupations

Industry classification

- 3.10 22% of those aged 16-74 on the estate are employed in the wholesale and retail trade, a classification which includes the repair of vehicles. 14% of the same group are employed in the manufacturing industry, and 13% in construction.⁸

Socio-economic classification

- 3.11 34% of people aged 16-74 are employed in routine or semi-routine occupations, and only 1.6% of people are employed in higher professional occupations, compared to 4.5% at district level and 5% in Essex.³

Occupation

- 3.12 21% of 16-74 year olds on the estate are employed in elementary occupations compared with 12.3% in Basildon and 10.6% in Essex. While in the East of England region only 8.1% of 16-74 year olds are employed in process, plant and machine operations, this figure is 17% for the Craylands Estate. Only 8% on the estate are employed as

⁸ Neighbourhood Statistics, Census April 2001

managers and officials, and 3% as professionals, compared to 14.83% and 8.4% for the district.³

Unemployment

- 3.13 The unemployment rate within Fryerns ward is 3.2%, compared to a national average of 2.3% and a county rate for Essex at only 1.6%.⁹ At the estate level, 3% of people aged 16-74 are long term unemployed.

Housing characteristics / Needs analysis

Affordability

- 3.14 From the IMD 2004 it is clear that significant barriers to housing exist in the local area. Affordability and access to owner occupation are likely to be major constituents of this group of barriers⁵. The Basildon Housing Needs Survey 2003 highlights the need for affordable housing in Basildon. The survey assumes the entry level price of a one-bedroom maisonette in Basildon to be £70,000, which requires a net monthly income of £916. Given the degree of income deprivation in the local area highlighted in the IMD 2004, affordability is a key issue. 35.1% of households in the District have a net household income below that required to purchase/rent an average dwelling. This figure rises to 78.9% for social housing tenants in the District. 39.9% of emerging households have a net income below that required to purchase or rent the average dwelling. The estimated provision of affordable housing units in 2003/04 was 175, which leaves an average shortfall of 881 units.

Tenure

- 3.15 Housing rented from the Council forms the major tenure group on the estate, accounting for 48% of all households. 31% of households own their properties with a mortgage. Housing rented from the Housing Association or a Registered Social Landlord accounts for 7% of households.

Conditions

- 3.16 Household amenities do not seem to be particularly limited on the Craylands Estate and 96% of households have central heating and sole use of a bath or shower. The average number of bedrooms per household was 2.810. However, 12.9% of households felt that their property was inadequate. The main reason for this was that the house was too small (37%) but 11.7% cited the need for repairs or improvements as the reason for the inadequacy. The reasons for the inadequacy, at least with regard to size can be explained by the fact that 43% of households live in a flat, maisonette or apartment in a purpose built block, and 48% in a terraced house or bungalow.

Household Size

- 3.17 Of the households in the estate, 28% are occupied by a single person, and 27% by two people.

Education and Skills

- 3.18 45% of 16-74 year olds living on the Craylands Estate have no qualifications and 23% state their highest qualification to be level 1. Only 4% of people are qualified to level 4/5, compared to 12% in the district, 16% in Essex and 18% in the East of England.

Schools

- 3.19 The SOA in which the Craylands Estate is located is within the 1% most deprived areas nationally with regard to education. The two schools local to the estate are Whitmore Junior School and Barstable Secondary School.

⁹ ONS Crown Copyright Reserved (from Nomis, August 2005)

¹⁰ Basildon Housing Needs Survey 2003

- 3.20 Whitmore Junior School has shown evidence of significant improvement in both academic scores and absence rates over the school year 2003-2004. Using a measure of improvement constructed from aggregate scores over the three core subjects and defined as a sum of the percentages achieving the expected level in each subject with the maximum being 300, Whitmore has climbed from 143 in 2003 to 207 in 2004, much closer to the Essex and England figures of 237. Absence levels, both authorised and unauthorised, have fallen.¹¹
- 3.21 At Barstable Secondary School, the percentage of 15+ year olds achieving 5+ A*-C grades has fluctuated significantly in recent years, from a minimum of 10% in 2003 to a maximum of 24% in 2004. Both these figures are drastically lower than both the Essex and England averages, at 55% and 54% respectively.

Crime

- 3.22 As the IMD 2004 data shows, the Craylands Estate and immediate surrounding area suffer from high incidences of crime. These incidences are predominantly represented by property damage and offences against the person, and the Craylands Estate saw the highest number of hate/race crimes in 2003/04. The Craylands Estate is reported as one of seven hotspots in the Basildon District, and anti-social behaviour is a significant problem in terms of drug use and nuisance youths. Fryerns ward as a whole is identified as an area of high crime, high fear, and the fear of crime rate for the ward, at 36.7% is the second highest in the District.¹²
- 3.23 Crime levels have been reduced by targeting of the Craylands Estate by Basildon District Community Safety Partnership, which delivers the "Feeling Safe" strand of the Local Strategic Partnership's Community Plan, targeted the Craylands Estate as an area of priority. The efforts in Craylands lasted for 9 months as there were seen to be a number of issues to address, and involved activity days for youths and high visibility policing. The project operated between 1st April and 31st December 2004. This effort has been evaluated and resulted in a 24.3% reduction in crime and criminal activity on the estate during this time. It resulted in the fear of crime reducing on the estate with letters from the Fryerns and Craylands Neighbourhood Committee saying that people felt safer when going about their daily life.

Health

- 3.24 18% of people on the Craylands Estate suffer from a limiting long-term illness, and 22% of the economically inactive between the ages of 16 and 74 are unemployed due to permanent sickness or disability. 10% of people on the estate reported that their general health was 'not good'.¹³

¹¹ DFES Performance Tables 2003/04

¹² Basildon District Crime and Drugs Audit 2004, Basildon District Community Partnership, Essex Police

¹³ Neighbourhood Statistics, Census April 2001

Summary/Key Issues

- In the 2004 Index of Multiple Deprivation, Basildon achieves an average score of 132 out of 354, which ranks the District the 3rd most deprived of the 12 in Essex. Essex contains 40 Super Output Areas (SOAs) which fall into the 20% most deprived nationally; of these, 22 are in Basildon.
- 66% of the Craylands Estate population are economically active, but 10% of these are unemployed. The unemployment rate within Fryerns ward is 3.2%, compared to a national average of 2.3% and a county rate for Essex at only 1.6%.
- 34% of people aged 16-74 are employed in routine or semi-routine occupations, and only 1.6% of people are employed in higher professional occupations, compared to 4.5% at district level and 5% in Essex.
- 45% of 16-74 year olds living on the Craylands Estate have no qualifications. Only 4% of people are qualified to level 4/5, compared to 12% in the district, 16% in Essex and 18% in the East of England. The SOA in which the Craylands Estate is located is within the 1% most deprived areas nationally with regard to education.
- Significant barriers to housing exist in the local area. 35.1% of households in the District have a net household income below that required to purchase/rent an average dwelling.
- The Craylands Estate suffers from high incidences of crime, dominated by property damage and offences against the person, and it is reported as one of seven hotspots in the Basildon District. Fryerns ward as a whole is identified as an area of high crime, high fear, and the fear of crime rate for the ward, at 36.7% is the second highest in the District.

4. PROPERTY MARKET CONTEXT

4.1 The characteristics of the local property market in Basildon are of crucial importance in understanding the issues surrounding the Fryerns and Craylands project, why public sector intervention and investment is required and when/how participation from the private sector might be expected.

4.2 The information in this section draws on information contained in the research report entitled *The Basildon Property Market* (EP, March 2005), with additional supporting data from the Land Registry and the Basildon Local Plan.

Office

4.3 In comparison with other towns in Essex, such as Chelmsford, Brentwood and Southend the market for offices in Basildon is limited. Demand for office space is mainly driven by large industrial occupiers such as Ford which has a number of offices outside Dunton, and local industrial companies. Demand is also driven by new companies entering the town. In recent years Basildon has been successful in attracting inward investment into the town. However DTZ highlight that there is little demand for large offices (25,000 m² +) from purely office occupiers.

4.4 The top rents currently achievable for quality new office space are in the region of £199 psm (£18.50 psf). This is significantly less than competing towns such as Chelmsford where rents are around £260 psm (£24 psf). However it should be noted that office stock in Basildon is, in general, more modern than that of Chelmsford, Brentwood and Southend.

Industrial

4.5 Basildon is one of the most important manufacturing centres in the East and Greater South East regions. There is currently around 1.36 million m² (14.6 million ft²) of industrial space in the area, which with the exception of Thurrock is more than any other district in Essex. Over the period 1983-2003 stock has increased by 25%. This combined with the new town status of Basildon means that compared with other parts of the region the industrial stock is relatively new.

4.6 Links to primary communication routes and proximity to major centres of population along with lower rents than other industrial centres in the region are seen as key factors in the continuing attractiveness of Basildon to industrial and in particular manufacturing businesses. However there are no new developments currently in the pipeline.

4.7 Over the last 5 years the average annual take up rate for industrial premises has been approximately 3,000 m² (460,000 ft²) per annum. Distribution sheds (over 9,300 m² (100,000 ft²)) accounted for 25% of this.

4.8 Top rents currently achievable are in the region of £70 psm (£6.50 psf). This is less than competing centres in the region such as Thurrock where rents are around £81 psm (£7.50 psf).

Retail

4.9 Experian identifies Basildon as a top 100 retailing location however over recent years the town has fallen down the ranking. Occupiers are generally lower or middle order however Debenhams have recently taken approximately 15,000 m² (160,000 ft²) of space in the Eastgate Centre.¹⁴

¹⁴ Estates Gazette, 9th April 2005, *Towns throw more at their catchments*

- 4.10 In-town retail rents in 2002 were around £1,130 psm (£105 psf), but by 2004 had risen to £1,291 psm (£120 psf). Meanwhile, 2004 rents in competing centres such as Chelmsford had reached £1,722 psm (£160 psf).
- 4.11 Basildon Council and Basildon Renaissance aim to improve the town centre in order to attract higher order occupiers it is hope that in this way it will be able to compete with Chelmsford and access the considerable spending power of the population of neighbouring settlements such as Billericay and within the it's rural hinterland.

Leisure

- 4.12 DTZ highlight that there is a lack of major hotels of international standard in the Thames Gateway South Essex sub-region and identify high demand for hotels especially at the low end of the market. They envisage that a 100-120 bedroom full service hotel in central Basildon would be successful if the increasing economic success of the town continues.

Residential

- 4.13 The residential stock in Basildon comprises 36% terraced, 26% semi-detached, 22% detached housing and 16% flats. Within the Fryerns area of the town a majority of the stock is made up of terraced housing.
- 4.14 The housing allocation for the period 2001 to 2015 as set out in the Draft Replacement Local Plan is 7,650. This figure exceeds the demographic projections which show an expected total demand for 7,150 dwellings over this period.
- 4.15 The East of England plan, which, is currently in draft form and subject to an Enquiry in Public (due to start 15th September 2005), will supersede the above allocations once adopted. It states that over the period 2001-2021 Essex, Southend and Thurrock will have to accommodate 6,170 net additional dwellings per annum. A total of 123,400 dwellings Basildon is required to provide 10,700 (535 p.a.) of these.
- 4.16 It is projected that the number of households will increase by 11,400 between 1991 and 2011. DTZ predict that if house building in the area continues at the present level the council will fall short of its current housing target by 900 units. Recent proposals for the development of 400 units along with other uses at gardeners Lane will go some way to making up this shortfall.
- 4.17 Average house price for the period April-June 2005 are shown in Table 4.1 below¹⁵:

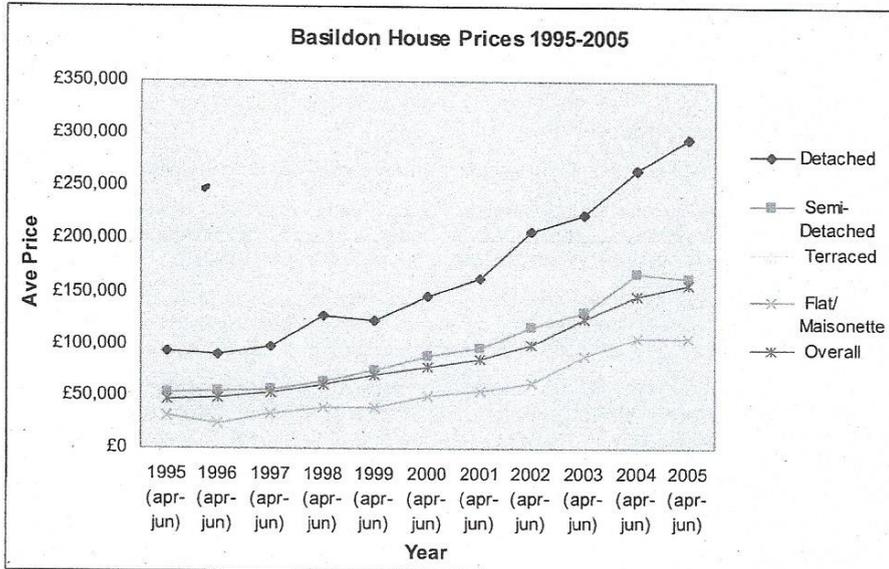
Table 4.1

	Detached	Semi-Detached	Terraced	Flat/ Maisonette	Overall
Fryerns (SS14)	too few sales	£155,312	£137,777	£96,748	£132,522
Basildon	£308,769	£191,763	£153,158	£115,945	£184,451
Essex	£316,898	£193,725	£166,384	£134,484	£210,440
East Anglia	£243,703	£154,609	£133,931	£120,458	£174,928
South East	£363,204	£211,632	£175,629	£148,010	£223,372
England & Wales	£285,697	£170,650	£143,512	£174,053	£184,942

¹⁵ Source: Land Registry Residential Prices Report – March-June 2005

4.18 Figure 4.1 below demonstrates house price change in Basildon over the last 10 years¹⁶.

Figure 4.1



Affordable housing

4.19 Despite recent national house price increases, prices in Basildon have in general remained relatively affordable. However first-time buyers are finding it increasingly difficult to purchase property and access the housing market. Over the past year the house price to income ratio has increased by 8% from 5.8 to 6.3.

4.20 The Basildon Local Plan (as amended Sept 1999) identifies a potential shortfall of 880 affordable dwellings for rent in 2001. In particular there is an under supply of two bedroom units where demand is greatest, and for family accommodation. The Local Plan also identifies an over supply of 1 bedroom accommodation.

¹⁶ Source: Upmystreet.com Figures based on Land Registry residential Price Report, April-June 2004

Summary/Key Issues

- Basildon has important manufacturing centres in the East and South East regions; industrial stock in Basildon has increased by about 25% in the 20 years to end-2003. Rising stock of manufacturing space is a reflection of its continuing attraction as a manufacturing centre
- Factory stock in Basildon is relatively new compared to the wider region
- Basildon is less important as an office centre; the office market has grown, however, largely as a result of the significant degree of relocation by the office-based service sector that took place in the 1970s and 1980s
- Office and light-industrial stock has grown by more than 150% over the last 20 years – mainly linked to large occupiers such as Ford. Basildon's office stock is more modern than those in Brentwood, Chelmsford and Southend
- Demand for commercial floorspace in Basildon is predominantly for distribution and storage facilities. Leasing requirements in 2004 indicate that, by use, warehousing was by far the most important requirement, followed by industrial, light industrial and office space
- Industrial rents in Basildon are below the average for other major industrial centres in the region. This is considered to have been a major factor in attracting occupiers to the town
- Growth in small and medium sized enterprises (SMEs) is critical for the Basildon economy's long-term health and the future stability; there appears to be a shortage of appropriate grow-on space
- The number of households is projected to increase by 11,400 between 1991 and 2011, and there is a widening gap between the need and supply of 'affordable housing' in Basildon
- Residential stock comprises 84% houses and 16% flats
- It is unlikely that Basildon's strategic housing target will be met, with, at present, a shortfall of 900 units between allocated land and the number of units required

5. STRATEGIC POLICY & PLANNING CONTEXT

- 5.1 This section considers the Fryerns and Craylands project within the context of the area's key local and sub-regional policy frameworks. Guidance has been categorised into national, regional, sub-regional and local frameworks.

National Strategy/EP priorities

*Sustainable Communities Plan 2003*¹⁷

- 5.2 Sustainable environments, housing need and affordability are major priorities within the Sustainable Communities Plan.
- 5.3 The South East is identified as a key growth driver for the economy and for the creation of sustainable communities, with Thames Gateway/South Essex identified as an important growth area. The subject project will contribute to identified targets for both growth and affordable housing provision, with the construction of up to 981 private and 419 new/re-provided affordable dwellings, plus further 108 affordable unit refurbishments, with a target of achieving 30% affordable housing overall.

- 5.4 The Fryerns and Craylands site is located in Basildon, a new town with a large employment base which is identified by Thames Gateway South Essex as a business hub for South Essex and a 'Zone of Change'. These designations not only recognise Basildon's status as one of Essex's most important economic drivers, but also that improvements are necessary to support further development – including the need to address the current imbalance between the area's housing numbers and jobs. The provision of 1,508 new, refurbished and redeveloped housing units will make a significant contribution to this aim.

*PPS1 Creating Sustainable Communities*¹⁸

- 5.5 PPS1 requires an integrated approach to regeneration requiring consideration of economic development, social and environmental aims simultaneously.
- 5.6 The aims of the project extend beyond housing to address local service provision in areas including transport, retail, business premises, safe space and a community centre. These targets form an integrated approach to regeneration as required by PPS1. Aims include the provision of a bus service to the area every 15 minutes, a new local centre with 1,080m² (11,620 ft²) retail/commercial accommodation, a health centre, and a replacement adult education and community centre.

*PPG3 Housing*¹⁹

- 5.7 PPG3 promotes the use of previously developed land, and provision of high density housing.
- 5.8 The Fryerns and Craylands project aims to develop on a site that is exclusively brownfield land, composed of the Fryerns School site and Craylands Housing Estate. This contributes to the Government's aim of 60% of new housing provision on brownfield sites and will help to relieve the significant housing pressure in the area without encroaching on Greenfield land.
- 5.9 These priorities are emphasised in further work completed for ODPM, most notably the **Barker Review of Housing Supply**²⁰, which cites supply issues as the root of high house

not strictly brownfield!

¹⁷ Sustainable Communities Plan, ODPM, 2003

¹⁸ PPS 1 Creating Sustainable Communities, ODPM

¹⁹ PPG3 Housing, ODPM, 2000

²⁰ Building Stability: Securing Our Future Housing Needs, [REDACTED] March 2004

prices. The Barker Report cites the need for more housing units to reduce house prices, and for English Partnerships to take an enabling role in securing complex developments.

- 5.10 Recommendations include the need to increase housing supply to meet demand and reduce prices. The Review identifies a key role for EP in delivering development through partnering with public and private bodies. The Fryerns and Craylands project sees English Partnerships in a lead role, co-ordinating the delivery of a substantial amount of new housing units to meet increasing local demand.

English Partnerships' Core Business Areas²¹

- 5.11 Of English Partnerships' five core business areas, the following are the most relevant to the subject project:

- Helping to create communities where people can afford to live and want to live
- Supporting the urban renaissance by improving the quality of our towns and cities.

- 5.12 The deprivation statistics for Fryerns and Craylands and the surrounding areas prove that they are in desperate need of renewal to improve the immediate urban character – as well as that of Basildon as a whole. The Super Output Areas in which the site is located are identified by the Index of Multiple Deprivation 2004 as being within the 20% most deprived nationally. Basildon is the only New Town within the Thames Gateway area and has been identified by EP as a New Town in need of revitalisation to support the local population, and the contribution of the Fryerns and Craylands project to housing, community and business spaces will play a significant role in achieving this aim.

English Partnerships' Core Policy Objectives

- 5.13 English Partnerships' core policy objectives, as articulated in its Corporate Plan²² may be summarised as follows:

- To increase the supply of high quality, low cost, affordable/key worker housing area experiencing housing pressure in the wider South East;
- To make the best use of nation's scarce supply of land by identifying previously developed land through the brownfield strategy and increasing its supply for development, particularly in the wider South East
- To increase the quality and quantity of private sector investment in housing and regeneration
- To set and promote high standard of design and construction across the regeneration and construction industry through the adoption of MC standards, MMCs and other EP project benchmarks on a consistent basis that recognises the other standards recommended in the market place
- To promote best practice, sustainability and design excellence through collaboration with other public and private sector organisations.

- 5.14 The Fryerns and Craylands project aims to regenerate and extend the deprived Craylands Housing Estate, and will therefore contribute directly to English Partnerships' aim to make the best use of land in the South East. A key output will be the provision of 30% affordable/key worker housing through sustainable construction methods and at high densities which make the best use of available space. Basildon Renaissance, the local regeneration delivery agency working in partnership with English Partnerships, aims to secure investment from both public and private sectors to support its objective of developing Basildon as the business hub for South Essex.

²¹ www.englishpartnerships.co.uk

²² English Partnerships Corporate Plan 2003-2006 (unpublished)

Regional Strategy

Regional Spatial Strategy²³

- 5.15 Thames Gateway/South Essex is identified in the Regional Spatial Strategy as a sub-regional area of importance.

Regional Planning Guidance for the South East (RPG9)²⁴

- 5.16 RPG9 identifies regeneration of the Thames Gateway as a national and regional priority. The area includes north Kent, east London and south Essex, straddling three regions. RPG9 extended the Gateway to include more of Thurrock, part of Basildon district (including Basildon New Town), the Boroughs of Castle Point and Southend-on-Sea and London Southend airport (which is largely in Rochford District).
- 5.17 The Fryerns and Craylands project will help improve this priority area.

Regional Economic Strategy

- 5.18 The main goals of the Regional Economic Strategy for the East of England²⁵ may be summarised as follows:

- A skills base that can support a world-class economy
- Growing competitiveness, productivity and entrepreneurship
- Global leadership in developing and realising innovation in science, technology and research
- High quality places to live, work and visit
- Social inclusion and broad participation in the regional economy
- Making the most from the development of international gateways and national and regional transport corridors
- A leading information society
- An exemplar for the efficient use of resources

- 5.19 The project presents the opportunity for sustainable development within the designated Thames Gateway regional corridor. It will have a direct impact on the quality of living spaces, provision of community space and business premises, thereby encouraging social inclusion and participation in the economy, and enhancing worker retention.

Sustainable Communities in the East of England²⁶

- 5.20 Key issues identified from 'A Shared Vision: The Regional Economic Strategy for the East Of England' include:

- Addressing problems of high and rapidly rising house prices and their impact on the recruitment and retention of staff, particularly close to London and around Cambridge but spreading deeper into the region
- Improving transport infrastructure - railways, roads, airports and ports to meet the needs of economic growth
- Ensuring that the benefits of economic growth are spread across the region, particularly to those urban and rural communities facing problems of deprivation and peripherality

²³ Draft East of England Plan, East of England Regional Assembly, 2004

²⁴ Regional Planning Guidance for the South East (RPG9), 2001

²⁵ A Shared Vision: the regional economy strategy for the East of England, East of England Development Agency, 2004

²⁶ Source: ODPM 2003

- Addressing the development consequences of scarce water resources throughout the region and an increasing sea level for coastal and low lying areas.

5.21 The Vision identifies Basildon as being one of most deprived areas in the region. The subject project aims to address a breadth of key issues akin to those listed above, but particularly focusing on housing, the environment and transport (both road networks and public transport).

Local Strategy

5.22 Basildon's **Housing Needs Survey 2003**²⁷ and **Housing Strategy 2004-2007**²⁸ both emphasise the need for quality affordable housing and to ensure sustained investment in stock and housing services.

5.23 Basildon DC's **Strategic Improvement Plan 2005-2007** contains an overarching aim to improve the profile of the District, and plans to achieve this by addressing its key aims, which include vibrant communities, a safe environment, better homes and improved services.

5.24 Basildon is targeted to provide 7,650 new dwellings between 1996 and 2011 in the Southend-On-Sea Replacement Structure Plan 1996-2011. A current obstacle to achieving this aim is that allocation of land to housing in the area leaves a shortfall of 50 hectares and 1500 dwellings.

Basildon Housing Needs Survey 2003

5.25 Craylands is one of three priority action areas in Basildon District Council's 10 year Housing Investment Strategy. Basildon's Housing Needs Survey 2003 highlights the barriers to housing in the local area in terms of affordability. 35.1% of households in the District have a net household income below that required to purchase/rent an average dwelling and this figure rises to 78.9% for social housing tenants in the District. The Survey states a need for 15-30% affordable housing on sites of over 25 units, and the Fryerns and Craylands site hopes to provide the maximum, aiming for 30% across the 1150 units it will deliver.

5.26 Three different scenarios are used to calculate amount of affordable housing required in the district, and the aggregate outcome of these scenarios is that 881 units of AH are required. Basildon's AH policy (BAS S5) seeks 15-30% AH on sites of 25 units plus. Basildon District Council would like to achieve an affordable housing provision of 30% on the scheme.²⁹

Basildon Housing Strategy 2004-2007

5.27 The key priorities of Basildon's Housing Strategy are to:

- Ensure sustained investment in housing stock and meet the Government's DHS using Housing Futures
- Provide more quality housing including affordable housing and ensure better quality temporary accommodation
- Strengthen estate and tenancy management services and improve environment of estates
- Improve targeting of private sector and reduce number of empty homes across the District
- Enhance services and information for older people, leaseholders and potential home owners through delivery of the Service.

²⁷ Source: Basildon DC

²⁸ Source: Basildon DC

²⁹ Gateway 1 Acceptance for Appraisal, *Basildon DC*, May 2004

- 5.28 The Fryerns and Craylands project should contribute directly to these priorities, by providing units of quality affordable housing and open space throughout the area. It also anticipates the estate's improvement by addressing freedom of movement and accessibility on site and improving safety by blocking some alleyways and recreating lighter, safer spaces. The Fryerns and Craylands Project is identified in this document as one of three key projects to meet the aims of Basildon Renaissance Partnership.

Basildon Community Strategy³⁰

- 5.29 The Community Strategy is composed of five main themes: Feeling Safe, Life Long Learning and Jobs, Health and Social Well-being, Fair and Equal Life Chances and Living in a Pleasant Environment which it states will be achieved by undertaking several actions:
- Building homes that are:
 - Smarter and friendlier – by making them safer and conserving energy
 - Technologically advanced to enable people to work from home
 - Attractive and well designed
 - Developing desirable neighbourhoods and surrounding areas where:
 - All properties are well maintained and situated in a clean environment
 - There is an acceptable amount of formal and informal open space including, children and young people's open play space. Provision of open space key to the project.
 - The design provides a sense of place, which is safe, attractive and encourages a community feel. A 300 m² Community Centre is planned
 - People will choose to cycle or walk to work because it is something they will enjoy doing as there will be top quality cycle routes and pedestrian footpaths and subways
 - Parking needs on newly built estates are catered for and intrinsically designed into plans
 - Public transport will be reliable, pleasant and comfortable, easy to use for older people and parents with young children. 15 minute bus frequency is planned
 - Developing a balanced approach to meet different housing needs.
- 5.30 The obvious environmental improvements proposed in the Fryerns and Craylands project will help Basildon to achieve the aims listed in the Community Strategy.
- 5.31 The Fryerns and Craylands project will contribute directly to the aims of both the Basildon Housing Strategy 2004-2007 and the Basildon Community Strategy, again by providing quality affordable housing and improving the estate environment.

Basildon DC Strategic Improvement Plan 2005-2007

- 5.32 The key aims of Basildon District Council's Improvement Plan are to:
- Continually improve quality services
 - Reasonable levels of Council Tax
 - Improve customer satisfaction with the Council and the performance of services
 - Develop an organisation fit for the 21st Century
 - Create a clean, pleasant and safe environment
 - Make our communities safer
 - Provide cleaner streets and improve the local environment
 - Reduce waste and increase recycling
 - Improve homes whilst protecting green spaces
 - Achieve excellence in housing management
 - Improve the use and provision of homes
 - Secure a vibrant community

³⁰ Basildon Community Strategy, Basildon Local Strategic Partnership, 2003

- Improve engagement and participation with local people and organisations
- Delivery of major social, physical and economic regeneration projects
- Raise the District's profile

Basildon Renaissance Commencement Plan 2003

5.33 The Plan identifies the poor design of housing and local estates and the contribution this makes to increasing local crime. Craylands is identified within the plan as one of three target estates in the local area, and within the scope of the District's 10 year investment strategy the Commencement Plan prioritises land assembly to meet demand in housing allocations, and an affordable homes investment strategy. The proposed development of the Craylands site will release land to housing, helping to overcome the problems of land availability identified in the Replacement Structure Plan 1996-2011, and contribute significantly to affordable housing provision in the local area.

PPG17: Potential retention/re-provision of the playing field³¹

- 5.34 PPG17 contains a presumption against the loss of playing fields to development unless a "robust assessment" of need has been undertaken. Basildon DC have produced a playing pitch strategy (in conjunction with Sport England) which has been adopted by the Council. This is being used for development control purposes and is also influencing local policy.
- 5.35 The pitch strategy is unclear as to whether the playing fields at Fryerns School have been regarded as a useable resource; therefore it will be considered that they were probably not included in the supply calculations.
- 5.36 Overall the strategy shows that, taking account of population growth over the next 10 years, and increased participation rates, there will be an overall shortfall in Basildon of 3 senior pitches, 27 junior pitches and 36 mini pitches.
- 5.37 Against this background, Sport England has objected to the allocation of the site for housing, seeking the removal of the playing fields from the housing allocation or satisfactory replacement provision either as part of the overall redevelopment of the Fryerns School site and the Craylands Estate, or through a related site allocation.
- 5.38 Similar issues arise with respect to the Gardiners Lane South site, where 6 sports clubs' and playing fields are to be relocated as part of the overall proposals for redevelopment of the site, including an element of open space. It is believed that EP is heavily involved with this as most of the land is in their ownership.
- 5.39 The strategy to address this issue will require:
- An understanding of how Fryerns playing fields have been considered in the playing pitch strategy
 - Discussions with Sport England with a view to persuading them to withdraw their objections to the Local Plan (and not to object to any planning application for the site)
 - In the light of those discussions, consideration of whether re-provision of some or all of the playing field is required as part of the masterplan, or whether some/all of the re-provision could take place off-site (e.g. Gloucester Park).

is done leading as this project

³¹ As set out in [redacted] (CBRE)'s e-mail to [redacted] (CS) and [redacted] (EP) 12/09/05 to provide "an initial view on the key planning issues to be addressed in preparing the masterplan and planning application for this site"

Local Plan Policy

Adopted Basildon Local Plan (March 1998)

- 5.40 The Basildon District Local Plan was adopted in March 1998, and covers the period from 1991 to 2001. On the Proposals Map, save for a number of small parcels of land identified as Existing Open Space (less than 0.4 ha), the Craylands Estate is unallocated 'white' land. The open space forming part of the former Fryerns school is identified as 'School Playing Fields and Other Open Space', and 'Existing Open Space' (some less, and some greater, than 0.4 ha).
- 5.41 The Council adopted Development Control Guidelines as Supplementary Planning Guidance (SPG) in April 1993, as amended by alterations approved in March 1997. The SPG sets out the guidelines for, inter alia, new residential development, extensions to existing dwellings, and children's play space.

Replacement Deposit Basildon Local Plan (May 2004)

- 5.42 The Council has commenced its review of the Local Plan and the Replacement Deposit Local Plan was published for consultation in May 2004. On the Proposals map, the Craylands Estate and the Fryerns site are allocated for residential development, identifying an area of 34.7 ha with a potential net capacity for an additional 657 dwellings. A Neighbourhood Shopping Centre is identified within the central core of the Craylands Estate.

Replacement Redeposit Basildon Local Plan (July 2005)

- 5.43 The Replacement Redeposit Local Plan was published for consultation in July 2005, and seeks to reduce the proposed housing allocation on the site to 457 additional dwellings.

The Current Position

- 5.44 It is understood from English Partnerships that the Council is inclined to abandon the Local Plan adoption process in favour of a Local Development Framework. In the intervening period, the Council will need to revert to the policies within the adopted Local Plan for development control purposes. Given that the Adopted Local Plan dates from 1998 however, it is understood that the Council will give material consideration to other subsequent, but unadopted Local Plans.
- 5.45 English Partnerships has made representations to both the Replacement Deposit and Redeposit Local Plans, which include objections to the Council's broadbrush approach to housing supply and its failure to undertake a systematic and robust Urban Capacity Study.
- 5.46 With specific regard to the Fryerns and Craylands site, and its proposed housing allocation, English Partnerships has objected to the reduction in estimated net capacity from an additional 657 specified in the Replacement Deposit Plan to the 457 residential units indicated in the Replacement Redeposit Plan, on the basis that the original 657 units reflected the proper capacity of the site following initial design work.

Summary/Key Issues

- The Fryerns and Craylands project will help meet the Council's regeneration delivery aims and raise the profile of the District; it has the potential to substantially contribute to key strategies at national, regional and local levels
- The project will contribute to growth targets in both the Thames Gateway and the South East as a whole. The project will involve the construction of 650 new housing units as well as the re-provision of 500 units from the existing estate, with a target of achieving 30% affordable housing overall
- The project aims to develop on a site that is exclusively brownfield land, composed of the Fryerns School site and Craylands Housing Estate. This contributes to the Government's aim of 60% of new housing provision on brownfield sites and will help to relieve the significant housing pressure in the area
- Basildon is the only New Town within the Thames Gateway area and has been identified by EP as being in need of revitalisation to support the local population. The contribution of the Fryerns and Craylands project to housing, community and business spaces will play a significant role in achieving this aim
- In support of the RES, the project presents the opportunity for sustainable development within the Thames Gateway regional corridor. The direct impact the project will have on the quality of living spaces, provision of community space and business premises will encourage social inclusion and participation in the economy and boost worker retention
- Basildon's Housing Needs Survey 2003 and Housing Strategy 2004-2007 both emphasise the need for quality affordable housing and to ensure sustained investment in stock and housing services. The Fryerns and Craylands project will contribute directly to the aims of the Basildon Community Strategy by providing quality affordable housing and improving the estate environment
- The Basildon Renaissance Commencement Business Plan prioritises land assembly to meet demand in housing allocations, and an affordable homes investment strategy. Development of the Craylands site will release land to housing, helping to overcome the problems of land availability and contribute significantly to affordable housing provision in the local area

6. RATIONALE FOR PUBLIC SECTOR INTERVENTION

Overview

- 6.1 The Craylands Estate has a reputation for isolation, poor quality housing and inadequate social amenities, and is now perceived to be caught up in a downward spiral of deprivation, social exclusion and neglect. It suffers from high levels of crime, neighbourhood nuisance and anti-social behaviour, coupled with extremely low levels of educational attainment, qualification and skills.
- 6.2 The Estate's resident population exceeds 2,400, but many of its 970 dwellings are in a poor condition and property values are amongst the lowest in Basildon. For many council tenants (nearly 50% of the properties are tenanted), it is understood that Craylands is the least favoured choice.³²
- 6.3 The deprivation statistics paint a picture of an area in desperate need of assistance. The Basildon District is ranked the third most deprived in Essex, with 18% of its residents living in seriously deprived areas. The Craylands Estate spans three Super Output Areas (SOAs) of which two fall rank amongst the most deprived 20% in the country. Unemployment within the Fryerns ward is 3.2% in comparison with 1.6% for Essex as a whole, whilst long term unemployment amongst Craylands Estate residents aged 16-74 years is as high as 3%. Within the wider Basildon District, 31.5% of households have a net household income below that required to purchase or rent an average dwelling. The figure for Craylands Estate is suspected to be considerably higher.
- 6.4 Recognising its problems, extensive consultation with the local communities has resulted in a Vision Statement for the Estate, which is now guiding the masterplanning process and seeks to achieve:
- Better local services and facilities for everyone
 - A better environment
 - Somewhere to feel proud of, and
 - Somewhere to feel safe
- 6.5 In 2005, it was agreed that a collaborative, developer led approach would be the most effective way of delivering the Vision, and to this end, English Partnerships issued an Invitation to Negotiate (ITN) to four prospective RSL/Developer partners. Following a rigorous and competitive selection process, Swan & Lovell has recently been appointed as Preferred Developer.
- 6.6 There is however, a universal recognition amongst the public sector partners involved (English Partnerships, Basildon DC and Essex CC), that achieving the Vision for the Fryerns & Craylands scheme is a major undertaking which will require a substantial tranche of public sector funding, as well as adequate private sector investment to create a sustainable momentum throughout the scheme's lifetime.
- 6.7 This was recognised within the ITN, which set out the requirements for comprehensive sustainable regeneration and invites bids on the basis of the lowest possible requirements for 'gap funding' or public sector support.
- 6.8 Public sector intervention is considered necessary on a number of grounds as follows:
- Firstly, there is a consensus amongst the scheme's public sector partners that the Estate's decline, as outlined above, cannot be allowed to continue. However, if these

³² Gateway 1 Acceptance for Appraisal, Basildon DC, May 2004

problems are to be addressed, a positive strategy for investment is required. If this is to be effective, this strategy must be of sufficient magnitude to achieve a step change in the physical environment. The private sector is unlikely to make this investment of its own volition, as the returns which could be generated would be inadequate to compensate for the level of risk involved

- The availability of the Fryerns site next to the Craylands Estate has opened up the possibility of combining the areas into a multi-phased development opportunity, which offers sufficient space and flexibility to enable a substantial re-modelling of the existing residential product as well as the construction of new dwellings. The Craylands Estate would not be able to achieve these activities in its own right as it has insufficient surplus space. The Fryerns site is therefore an essential element of any redevelopment/regeneration proposal
 - Large numbers of dwellings on the Craylands Estate are privately owned, having been acquired under the Right-to-Buy initiative. The cost of buying out these interests, which are scattered throughout the estate, is huge, but a crucial factor if change on the scale required is to be achieved.
- 6.9 English Partnerships seeks to achieve high quality developments which meet targets beyond the commercial norm (e.g. to EcoHomes Excellent, and BREEAM Very Good for commercial space).
- 6.10 If the private sector was expected to take the subject project forward without public sector involvement, there would be a significant cost/value gap which it would be unable and unwilling to bridge.
- 6.11 The majority of this cost/value gap is attributable to the need to buy out a substantial number of existing home-owners and the requirement to decant existing occupiers (public consultation has indicated that this would encompass owner-occupiers, as well as tenants), without which the remodelling of the Craylands Estate cannot proceed and the environmental step changes which are required to secure new investment and additional development will not be secured. Given the high cost involved and the nature of the works, which involves a multiplicity of ownerships - it is essential that sufficient public funding is made available.

Market Failure Rationale

- 6.12 HM Treasury's Green Book requires the public sector to consider these issues more specifically in terms of 'market failures' which currently prevent the market from operating efficiently. Several specific market failures can be readily identified: scale and complexities; externalities/public goods; and risk and information deficiencies.

Scale & Complexity Arguments

- 6.13 The project will act as a catalyst for change within the immediate Fryerns and Craylands area, with ripple effects throughout the wider neighbourhood. It will deliver comprehensive regeneration within an area that involves major physical reconfiguration.
- 6.14 The fragmentation of land ownerships, and complex issues around the current function of some of these (e.g. the open space issues to the north of the playing fields on the Fryerns site), mean that the private sector would be highly unlikely to take on such an ambitious scheme without the comfort of significant public sector backing in relation to planning and decanting.

Public Good Arguments

- 6.15 In order to be successful, the project will involve substantial investment in strategic/structural infrastructure and decanting existing residents, both of which are essential to meet the masterplanning aspirations and achieve a turn-around in the Craylands Estate's physical and socio-economic fortunes. A key argument in favour of public sector intervention is one of positive externalities and public good.

- 6.16 From the private sector's perspective, the cost of such provision is unlikely to be fully appropriated in land values and selling prices, having wider external benefits which cannot be captured by them. This is an external cost which the private sector is unlikely to be willing to bear, especially when taken in conjunction with other market failures identified above and below.

Risks & Information Deficiency Arguments

- 6.17 The public sector partners have aspirations to remodel and extend the Craylands estate as a sustainable community. Making provision for a significant repositioning of the estate over several years will involve a level of investment in property products which are currently untested in the local market.
- 6.18 These 'new' property products will have a higher perceived risk, because they do not presently exist and consequently there is no market evidence on past performance. This information deficiency leads to risk aversion and the need for strong public sector intervention/backing to give developers sufficient comfort to proceed.

Summary

- 6.19 The rationale for public sector intervention is therefore multi-faceted. However, the range of factors outlined above creates a funding gap which the private sector is unwilling to meet. Perhaps the most significant of these is the inability of the private sector to commit the substantial funds necessary to acquire and decant existing residents, alongside an extended programme of re-modelling and new development.

7. DEVELOPMENT OF THE OPTIONS FOR APPRAISAL

- 7.1 This section outlines a 'long list' of options which have been considered for the project and a range of alternative scenarios to realise the site's regeneration potential.
- 7.2 In this way, we have reviewed a range of potential intervention options which, in theory at least, are open to the public sector, highlighting the key issues and any constraints on their technical feasibility. The options have been formulated with reference to the Invitation to Tender issued by English Partnerships in November 2005, but they are by no means definitive: they represent an indicative 'mix and match' approach, illustrating the spectrum of possible combinations of English Partnerships/public sector investment in land acquisition/land-take, infrastructure and the Craylands Estate.
- 7.3 Seven options have been considered, including a Reference Case or 'do nothing' scenario, reflecting differing degrees of public sector intervention/investment. We have also reviewed the range of delivery options which could be used to bring the site forward for development.

Intervention Scenarios

Option 1, the Reference Case

- 7.4 In this scenario, English Partnerships has no further involvement in the project, and exits its existing commitments at the earliest possible opportunity, without exercising its option to acquire part of Essex CC's landholding and without participating in the remodelling/upgrade of the Craylands Estate.
- 7.5 The assumption therefore, is that the entire 11.22 ha (27.7 acre) Fryerns site (as delineated on Plan 7.1 attached as Annex D), of which 3.55 ha (8.77 acres) is owned by English Partnerships and 7.67 ha (18.95 acres) is owned by Essex CC, will be sold to a 3rd party for residential development on an independent, self-contained basis (i.e. without reference to and with no accompanying investment in the adjacent Craylands Estate).
- 7.6 Due to the site's relatively inefficient configuration, it is assumed that the developer would not be able to achieve an optimal unit layout. This has been reflected by adopting a 15% reduction in the number of units which could be accommodated. In addition, within the site, there is a 0.38 ha designated eco-corridor which is not available for development. It is assumed that the 3rd party will procure any infrastructure works deemed necessary for development to be brought forward.
- 7.7 As far as the Craylands Estate is concerned, it is assumed that Basildon DC, working in partnership with the private sector (including RSLs), has four options, which potentially, could deliver a scheme:
- i) Undertaking the minimum level of works required to bring the properties on the Craylands estate up to Decent Homes Standard
 - ii) Sourcing an alternative decant opportunity to the Fryerns site, thereby enabling the proposals for the Craylands estate only to be brought forward
 - iii) Selective demolition, to enable a reduced scheme on the Craylands estate only to be brought forward in phases on a rolling basis
 - iv) Radical redevelopment, which would involve acquiring and demolishing the entire Craylands estate, with new development procured in accordance with a Development Brief
- 7.8 In reality, out of these potential sub-scenarios, for reasons of practicality, timescale and cost, only option i) would be brought forward.
- 7.9 A complete 'do nothing' scenario is not an option for Basildon DC, as it has a statutory obligation under the Decent Homes Standard to ensure that all social tenants have a decent

home which meets the current statutory minimum standard for housing; is in a reasonable standard of repair; has reasonably modern facilities and services; and provides a reasonable degree of thermal comfort.

7.10 Finally in this scenario it is expected that the public sector will construct a new access road, to the Fryerns site from the adjoining highway network, which will be funded by CIF.

7.11 On the basis outlined above, this scenario would result in the following:

Site	Development Area	Affordable Units	Private Units	Total Units
Fryerns site	11.22 ha gross 10.84 ha net dev	152 new build	354 new build	506 new build
Craylands estate	n/a	510 improved	n/a	510 improved
Totals	11.22 ha gross 10.84 ha net dev	662 units	354 units	1,016 units

Option 2, the Minimum Investment Scenario – Redevelopment of Fryerns by Private Sector and Upgrade of the Craylands Estate (Using Off-Site Decants)

7.12 In this scenario, it is assumed that English Partnerships will sell its existing landholdings at the earliest possible opportunity without exercising its option to acquire part of Essex CC's site. It is however, envisaged that English Partnerships will participate in the remodelling/upgrade of the Craylands Estate.

7.13 As with Option 1, it is assumed that the entire 11.22 ha (27.7 acre) Fryerns site (as delineated on Plan 7.1), of which 3.55 ha (8.77 acres) is owned by English Partnerships and 7.67 ha (18.95 acres) is owned by Essex CC, will be sold to a 3rd party for residential development on an independent, self-contained basis (i.e. without reference to and with no accompanying investment in the adjacent Craylands Estate).

7.14 Also as before, due to the site's relatively inefficient configuration, it is assumed that the developer would not be able to achieve an optimal unit layout. This has been reflected by adopting a 15% reduction in the number of units which could be accommodated. In addition, within the site, there is a 0.38 ha designated eco-corridor which is not available for development. The 3rd party will assume responsibility for procuring any infrastructure works deemed necessary for development to be brought forward.

7.15 It is further assumed that the decant requirements associated with the Craylands Estate's redevelopment are accommodated within the Council's existing residential stock elsewhere within the Borough (i.e. off-site). In total, it has been estimated that this will involve some 182 units.

7.16 By accommodating the scheme's decant requirements and adopting a sequential approach to selective demolition/regeneration, over time, it may be possible to deliver the entire Craylands Estate project (subject to detailed phasing proposals).

7.17 As before, it is expected that the public sector will construct a new access road, to the Fryerns site from the adjoining highway network in this scenario, which will be funded by CIF.

7.18 On the basis outlined above, Option 2 would result in the following:

Site	Development Area	Affordable Units	Private Units	Total Units
Fryerns site	11.22 ha gross 10.84 ha net dev	152 new build	354 new build	506 new build
Craylands estate	13.36 redev area	220 new build 182 decants 108 refurbished	515 new build	735 new build 182 decants 108 refurbished
Totals	11.22 ha gross 10.84 ha net dev 13.36 redev area	662 units	869 units	1,531 units

Option 3, the Reduced Investment Scenario – Redevelopment of Fryerns by both the Public & Private Sectors, and Upgrade of the Craylands Estate (using Fryerns as a feeder site)

- 7.19 In this scenario, it is assumed that English Partnerships will retain and procure development on its existing Fryerns site landholding, but will not exercise its option to acquire the balance of the site, which is currently within Essex CC's ownership. English Partnerships will participate in the remodelling/upgrade of the Craylands Estate. This option will facilitate the bringing forward of the entire Fryerns and Craylands project on a sequential basis, whilst enabling all local residents who wish to stay within the area to do so.
- 7.20 It is assumed that the northern 7.6 ha (18.77 acres) of the Fryerns site (as delineated on Plan 7.2 attached as Annex D), which is currently owned by Essex CC, will be sold to a 3rd party for residential development on an independent, self-contained basis (i.e. without reference to and with no accompanying investment in the adjacent Craylands Estate). Due to the fact that the site's configuration would result in a less efficient layout, a 10% reduction in the number of units which could be accommodated has been applied. It is assumed that the 3rd party will procure any infrastructure works deemed necessary for such development to be brought forward.
- 7.21 The southern part 3.62 ha (8.9 acres) of the Fryerns site, which lies immediately West of the Craylands Estate will be retained by English Partnerships and it is assumed that Basildon DC will transfer a small, 0.5 ha area of protected open space/landscaping to English Partnerships at nil cost. These areas are indicated on the Land Ownership Plan attached as Annex B.
- 7.22 It is assumed that English Partnerships will use its 3.62 ha (8.9 acres) landholding as a 'feeder site' to accommodate the decant requirements associated with the Craylands Estate's remodelling/upgrade and make any surplus available for sale, in accordance with a strict development guidelines/briefs to maintain high standards of design and quality. Its' site includes a small 0.38 ha (0.94 acre) area of 'eco-corridor', which will not be developed. Likewise, the 0.5 ha (1.23 acre) landscaped area to be transferred to English Partnerships from Basildon DC, will be retained in its existing use. The public sector will fund any infrastructure works associated with the bringing forward of the site. As before, this is expected to include a new access road, which will be funded by CIF.
- 7.23 The Craylands estate will be upgraded/remodelled in accordance with English Partnerships' current proposals, with its' associated decant requirements associated being accommodated on the Fryerns site.
- 7.24 On the basis outlined above, this scenario would result in the following:

Site	Development Area	Affordable Units	Private Units	Total Units
Fryerns site	11.72 ha gross 10.84 ha net dev	166 new build	388 new build	554 new build
Craylands estate	13.36 redev area	220 new build 108 refurbished	515 new build	735 new build 108 refurbished
Totals	11.22 ha gross 10.84 ha net dev 13.36 redev area	494 units	903 units	1,397 units

Option 4a – Redevelopment of Fryerns by Public Sector only and Upgrade of the Craylands Estate (using Fryerns as a feeder site)

- 7.25 In this scenario, it is assumed that English Partnerships will retain and procure development on its existing Fryerns site landholding, and exercise its option to acquire the balance of the Fryerns site in Essex CC's ownership. It will also participate in the remodelling/upgrade of the Craylands Estate. As before, this option will facilitate the bringing forward of the entire Fryerns and Craylands project on a sequential basis, whilst enabling all local residents who wish to stay within the area to do so. However, the fact that English Partnerships' will have

What about remaining units?
 across the option.
 or just make them new & refurbished.

bought the balance of the Fryerns site will facilitate a more efficient unit layout and potentially, better connections, linkages and integration with the adjacent, upgraded Craylands Estate.

- 7.26 It is assumed that by exercising its option to acquire the balance of the Fryerns site, English Partnerships will be in control of the entire 11.22 ha (27.7 acre) area, as indicated on Plan 7.3 attached as Annex D. It is further assumed that Basildon DC will transfer a 0.5 ha area of protected open space/landscaping to English Partnerships at nil cost. For the avoidance of doubt however, this option does not include the Basildon DC owned Adult Education Centre or the small area of land owned by Basildon Primary Care Trust.
- 7.27 It is assumed that with the exception of the 0.5 ha landscaped area and the 0.38 ha designated eco-corridor, English Partnerships will bring forward the entire Fryerns site for development with a mix of private/affordable dwellings, in accordance with strict guidelines/development briefs to maintain high standards of design and quality. The public sector will fund any infrastructure works associated with the bringing forward of the site. As before, this is expected to include a new access road, which will be funded by CIF.
- 7.28 The Craylands estate will be upgraded/remodelled in accordance with English Partnerships' current proposals. As with Option 3, the decant requirements associated with this programme will be accommodated on the Fryerns site.
- 7.29 On the basis outlined above, Option 4a would result in the following:

Site	Development Area	Affordable Units	Private Units	Total Units
Fryerns site	11.72 ha gross 10.84 ha net dev	179 new build	417 new build	596 new build
Craylands estate	13.36 redev area	220 new build 108 refurbished	515 new build	735 new build 108 refurbished
Totals	11.22 ha gross 10.84 ha net dev 13.36 redev area	507 units	932 units	1,439 units

Option 4b – Redevelopment of Fryerns by Public Sector only and Comprehensive Redevelopment of the Craylands Estate

- 7.30 This scenario assumes that English Partnerships will retain and procure development on its existing Fryerns site landholding and exercise its option to acquire the balance of the Fryerns site in Essex CC's ownership. It also assumes that English Partnerships will have a lead role in the regeneration of the Craylands Estate. Unlike previous options however, this is anticipated to involve a radical redevelopment of the entire Craylands site, with *all* existing dwellings being demolished, opening up the opportunity for a truly comprehensive approach, with new types of residential product.
- 7.31 In common with Option 4a above, it is assumed English Partnerships will exercise its option to acquire the balance of the Fryerns site, thereby assuming control of the entire 11.22 ha (27.7 acre) area, as indicated on Plan 7.3. Also as before, it is assumed that Basildon DC will transfer a 0.5 ha area of protected open space/landscaping to English Partnerships at nil cost. Once again however, this option does not include the Basildon DC owned Adult Education Centre or the small area of land owned by Basildon Primary Care Trust.
- 7.32 It is assumed that with the exception of the 0.5 ha landscaped area and the 0.38 ha designated eco-corridor, English Partnerships will bring forward the entire Fryerns site for development with a mix of private/affordable dwellings.
- 7.33 The Craylands Estate will be redeveloped in tandem with the Fryerns site, with a mixture of affordable and private dwellings. The quantum of development will reflect the combined sites' potential capacity for 657 net additional units as specified in the Replacement Deposit

Basildon Local Plan (i.e. 1608 units in total). In order to ensure that there is not a net loss of affordable housing³³, a 65:35 ratio of private/affordable units is assumed.

7.34 As before, it is expected that the public sector will construct a new access road, to the Fryerns site from the adjoining highway network within this scenario, which will be funded by CIF.

7.35 On the basis outlined above, Option 4b would result in the following:

Site	Development Area	Affordable Units	Private Units	Total Units
Fryerns site	11.72 ha gross 10.84 ha net dev	169 new build	427 new build	596 new build
Craylands estate	24.74 redev area	394 new build	618 new build	1,012 new build
Totals	11.22 ha gross 24.74 ha net dev 13.36 redev area	563 units	1,045 units	1,608 units

Option 5, the Preferred Investment Scenario

7.36 This scenario, which is the preferred option, assumes that English Partnerships will retain and procure development on its existing Fryerns site landholding, exercise its option to acquire the balance of the Fryerns site in Essex CC's ownership and acquire two additional sites currently occupied by an Adult Education Centre (AEC) and a primary healthcare centre (PHC). It will also participate in the remodelling/upgrade of the Craylands Estate.

7.37 As with Options 3 and 4a, this option will enable the entire Fryerns and Craylands project to be brought forward and retain as many of its existing residents within the locality as required. The fact that English Partnerships' will have bought the balance of the Fryerns site will facilitate a more efficient layout. However, these advantages are further enhanced by the incorporation of AEC and PHC into the scheme, which will be reprovided as an integral part of the local centre, creating a better, all-round facility with greater potential to consolidate and link the Fryerns site with the improved, re-modelled Craylands estate.

7.38 English Partnerships will exercise its option to acquire the balance of the Fryerns site and that Basildon DC will transfer a 0.5 ha area of protected open space/landscaping to English Partnerships at nil cost. In addition, it is assumed that English Partnerships will acquire two smaller areas totalling 1.4 ha (3.46 acres), which are currently occupied by AEC and the PHC, from Essex CC and Basildon Primary Healthcare Trust respectively. The total land take on the Fryerns site is indicated on Plan 7.4 attached as Annex D.

check area

7.39 It is further assumed that with the exception of the 0.5 ha landscaped area and the 0.38 ha designated eco-corridor, English Partnerships will bring forward the enlarged Fryerns site, which extends to a total of 13.19 ha (32.6 acres) gross (12.31 ha (30.4 acres) net of the 0.5 ha (1.23 acre) landscaped area to be transferred from Basildon DC and a 0.38 ha (0.93 acre) eco-corridor) for development with a mix of private/affordable dwellings, reflecting the requirement for a 70:30 mix.

7.40 As before, it is expected that the public sector will construct a new access road, to the Fryerns site from the adjoining highway network within this scenario, which will be funded by CIF.

7.41 The Craylands estate will be upgraded/remodelled in accordance with English Partnerships' current proposals, with all decant requirements being accommodated on the Fryerns site.

7.42 On the basis outlined above, Option 5 would result in the following:

³³ As noted in section 2, tenure within the Craylands Estate currently reflects a 46:54 split between owner-occupied and rented units

Site	Development Area	Affordable Units	Private Units	Total Units
Fryerns site	13.19 ha gross 12.31 ha net dev	199 new build	466 new build	665 new build
Craylands estate	13.36 redev area	220 new build 108 refurbished	515 new build	735 new build 108 refurbished
Totals	13.19 ha gross 12.31 ha net dev 13.36 redev area	527 units	981 units	1,508 units

Option 6, Alternative Use Scenarios

- 7.43 In order to ensure that the options were considered as fully as possible, potential alternative uses for the site were considered. However, due to the surrounding residential uses within the area and lack of demand, the site was considered to be unsuitable for industrial/business uses, and it is considered that there is already sufficient foodstore provision within the area. Finally, the site's potential as a possible location for the Centre of Sporting Excellence was briefly considered, but was rejected following a consensus amongst the client/consultancy group that the chances of the facility actually being secured were extremely remote.

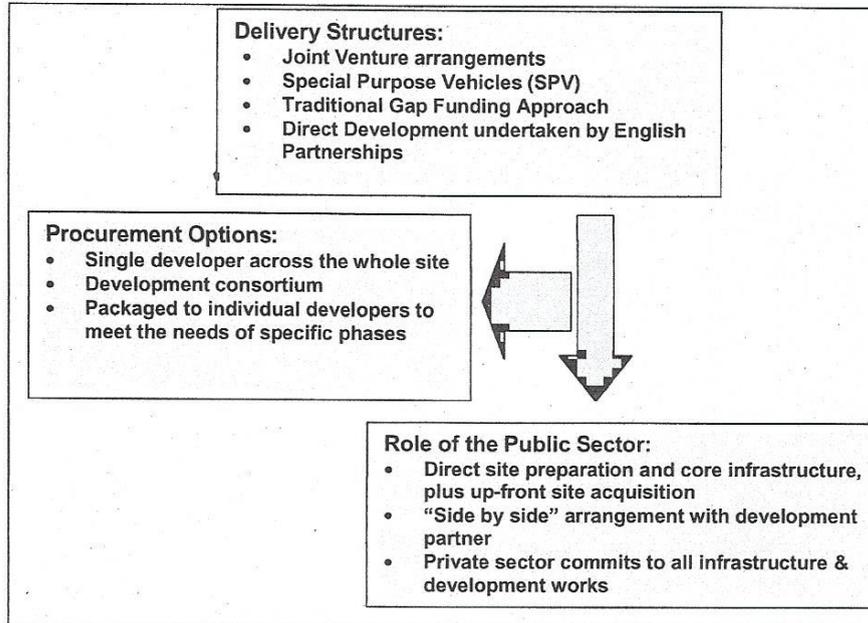
Delivery Mechanisms

- 7.44 The options currently available for delivery are considered below. Broadly, these fall into 3 categories as shown in diagram 7.1 overleaf, and relate to:
- The type of delivery structure required
 - The selected procurement route
 - The public sector's role in the above arrangements.

Delivery Structures

- 7.45 Broadly speaking, there are four types of Delivery Structure are as follows:
- A **Joint Venture** arrangement between English Partnerships, the Local Authority and a Developer/Development Consortium, based on an agreed masterplan and development appraisal/business plan, whereby each party agrees to provide land/funding and perform particular roles in the development process e.g. the Council provides its land holding at market value (with an agreement to allow deferred payment terms), English Partnerships agree an investment in land acquisition, core/strategic infrastructure, the Developer/Development Consortium assume responsibility for any additional land acquisitions and all future development and associated funding. Any future surpluses (once the Development Consortium had covered its costs and a minimum return) would be subdivided according to the levels of investment in the project
 - An encapsulation of the above JV into a **Special Purpose Vehicle (SPV)** company (e.g. Limited by Guarantee) for the Fryerns & Craylands project as a whole
 - A traditional **Gap-Funding** approach, whereby the public sector takes responsibility for all cost liabilities (land, infrastructure etc), or pays monies to the private sector to part fund specific works, with clawback arising upon certain events. This might utilise the Housing Gap Funding scheme developed over recent months which already has EU State Aid approval
 - English Partnerships adopts a **Direct Development** approach, whereby it takes control of the land/other interests from other parties and jointly with the Council, works up a detailed masterplan, secures outline planning permission, undertake the scene setting infrastructure to create a suitable development platform(s), draws up Development Briefs for the various parcels and puts the resulting Briefs to the market for bids.
- 7.46 In order to compare the performance of these Delivery Structures, a comparison exercise has been undertaken, highlighting the advantages and disadvantages of each. The results of this process are set out section 8.

Diagram 7.1



Procurement Options

- 7.47 There are a number of factors which particularly influence the way in which the options are procured, including:
- Whether the scheme is brought forward as a single entity, or parcelled up into several opportunities
 - Whether English Partnerships secures a planning consent before selecting a preferred developer, or vice versa
 - Whether the project is configured through a development/partnership agreement between English Partnerships and a preferred developer(s) – or a straightforward unencumbered sale
 - The level/timing of public sector investment in further infrastructure works (direct up front spend by English Partnerships or investment via the selected ‘JV partner’).

- 7.48 The advantages/disadvantages of these procurement options have been considered and are detailed in Table 8.3 below.

Role of the Public Sector

- 7.49 Finally, consideration needs to be given to the role of the public sector. This is appraised in Table 8.4 below, and covers:
- Direct site preparation and core infrastructure up-front
 - A ‘Side by side’ arrangement with development partner
 - Private sector commits to all infrastructure & development works

8. INITIAL APPRAISAL: OPTIONS FOR SHORTLISTING

Evaluation Matrices

- 8.1 In order to help select the right options for shortlisting and further appraisal, evaluation matrices have been prepared to rank each option against a variety of quantitative and qualitative assessment criteria.

Physical Outputs⁹

- 8.2 Table 8.1 (an expanded version of which is attached as Annex E) summarises the physical outputs associated with each option, including:
- Development Site Areas, including new development land, redeveloped land and land remaining in previous use
 - Public Realm Areas, including new public realm, improved public realm/enhanced open space and unimproved public realm (Craylands only)
 - Open Space Areas, including improved usable and un-usable open space
 - Residential units, including a breakdown of affordable and private units by new build, decant and improved dwellings
 - Commercial/other floorspace and net new employment opportunities

Costs, Receipts & Financial Assessment

- 8.3 A summary of the indicative costs and receipts provided by Bucknall Austin and CBRE is attached as Table 8.2.
- 8.4 Drawing upon the details set out in table 8.2, Table 8.3 considers the financial implications of each option, including:
- Gross public sector funding requirement
 - Marginal public sector cost, reflecting the cost of Craylands upgrade only
 - Marginal public sector cost, reflecting the cost of both the Craylands upgrade and the CIF funding associated with the access road
 - Gross, Net & Marginal public sector costs per output
 - Private sector leverage
 - [Details about each option's cash flow, including the amount/timing of maximum cumulative deficits and overall length of deficit]

Public Sector Investment to Date *committed to*

- 8.5 Due to its recent acquisition of part of the Fryerns site from Essex CC, English Partnerships has already invested £8.523 million in the project. However for the purposes of the appraisals at this stage, this has been disregarded because:
- As outlined in section 7, for the options involving less public sector intervention (Options 1 & 2), it has been assumed that English Partnerships would immediately dispose of its landholding to a 3rd party at market value. In this way, English Partnerships would be fully reimbursed and this would be a cost to the developer. Overall therefore, the transaction would be broadly cost neutral to the public sector and the appraisals treat the total Fryerns site acquisition as a private sector cost.
 - In the other options, the £8.523m would in practice remain a public sector cost, however the resulting public "contribution" to the development would be consequently less, resulting in a broadly comparable cost to the public sector overall.

- 8.6 The minor cashflow implications of EP's acquisition, will of course, be fully taken into account at the next stage of the appraisal.

Qualitative Assessment

- 8.7 The qualitative aspects of the options are assessed in table 8.4. An expanded version of this table, which contains a wealth of additional details and explains the rationale behind the scoring is attached as Annex F. The principle assessment criteria which have been used include:

- Consistency with Local Planning Guidance
- Deliverability issues – including financial and physical/practical delivery issues and market related factors such demand, and whether the option is capable of delivering a strategically compliant and financially viable development
- Contribution to Government/Sub-regional/Local Strategies – including the way in which each of the options is capable of contributing to the wider strategies set out by government and Sub-regional bodies
- Sustainability – the extent to which each option creates a sustainable community in the medium-longer term, including provision of community facilities
- Quality & Environmental Issues – such as compliance with Ecohome and BREAM standards
- Integration– including the extent to which each option helps consolidate and integrate new development on the Fryerns site with the Craylands estate

- 8.8 Tables 8.3, 8.4 and 8.5 evaluate the delivery options outlined in Section 7, focusing on Delivery Structures, Procurement Options and the role of the Public Sector.

Results of Initial Options Analysis

- 8.9 The results of the preliminary value-for-money analysis shows that in terms of gross public sector cost/output, the options' value for money ranking is as follows:

- Option 1: £23,065
- Option 2: £39,008
- Option 3: £45,501
- Option 5: £51,581
- Option 4a: £59,638
- Option 4b: £67,416

- 8.10 The options have also been considered in terms of marginal (or net) public sector cost, which considers the additional public sector cost of each option over and above that of the Reference Case. This reflects the fact that the public sector is required to invest £17.972 million in the Reference Case to bring units on the Craylands Estate up to Decent Homes Standards and that all the options have provided for a public sector investment of £5.462 million (CIF) in new road infrastructure. On this basis the options' marginal value for money ranking is set out below. The Reference Case does not appear in the rankings.

- Option 3: -£16,006
- Option 2: -£6,494
- Option 5: £3,951
- Option 4a: £4,238
- Option 4b: £27,831

Unmarked dwellings.

Table 8.1- Summary of Quantitative Assessment Results

	Option 1	Option 2	Option 3	Option 4a	Option 4b	Option 5
Development Areas						
• New developed (net)	10.84 ha	12.31 ha				
• Redeveloped	-	13.36 ha	13.36 ha	13.36 ha	24.74 ha	13.36 ha
• Land in prev. use	24.74 ha	11.38 ha	11.38 ha	11.38 ha	-	11.38 ha
• Total	35.58 ha	37.05 ha				
Public Realm Areas						
• New/improved public realm & open space/play areas	4.99 ha	18.38 ha	18.38 ha	18.38 ha	15.42 ha	18.99 ha
Private Dwellings						
• New	354	869	903	399	1,045	981
• Decanted	-	-	-	108	-	-
• Improved	-	-	-	-	-	-
• Total	354	869	903	507	1,045	981
Affordable Dwellings						
• New	152	372	386	932	563	419
• Decanted	-	182	108	-	-	-
• Improved	510	108	-	-	-	108
• Total	662	662	494	932	563	527
Total Dwellings	1,016	1,531	1,397	1,439	1,608	1,508
Commercial/other floorspace	None	tbc	tbc	tbc	tbc	tbc
Net new jobs	None	35	35	35	35	35

Table 8.2 – Preliminary Cost & Receipts Summary³⁴

	Option 1 Reference Case	Option 2	Option 3	Option 4a	Option 4b	Option 5
Revenue						
Sales revenue (gross)	£82,316,403	£201,965,701	£209,670,450	£216,433,354	£256,936,227	£227,685,121
Public sector funding req. (including CIF)	£5,462,184	£19,310,860	£17,335,911	£25,226,816	£39,910,020	£25,378,041
Total revenue	£87,778,587	£221,276,561	£227,006,361	£241,660,170	£296,846,247	£253,063,162
Costs						
Construction	£32,906,422	£79,441,031	£82,186,019	£95,066,861	£115,967,970	£99,983,830
Demolition		£5,077,500	£4,167,500	£5,077,500	£7,132,505	£5,077,500
Road/site works	£5,255,126	£13,468,220	£12,957,900	£13,482,177	£18,952,200	£14,368,875
Other construction		£4,054,000	£6,081,000	£4,054,000		£4,054,000
S106 - excluding AEC/PCT	£1,775,000	£4,375,000	£4,525,000	£4,650,000	£5,225,000	£4,905,000
S106 - AEC/PCT (Option 5 only)						
Professional fees @ 10%	£3,290,642	£8,349,503	£8,826,702	£9,912,086	£11,596,797	£10,403,783
Disposal fees (agent & legal)	£2,110,513	£6,563,885	£6,814,290	£7,034,084	£8,350,427	£7,399,766
Public realm	£2,277,000	£4,815,000	£4,779,000	£6,330,000	£9,624,000	£6,052,000
Public open space	£190,500	£402,000	£399,000	£660,000	£1,002,500	£697,500
Private gardens	£1,266,000	£2,673,000	£2,649,000	£2,649,000	£3,820,000	£3,724,000
Compensation		£37,675,005	£37,675,005	£37,675,005	£60,417,000	£37,675,005
Environmental Improvements		£1,542,600	£1,542,600	£1,542,600		£1,542,600
Land costs (Essex)	£18,000,000	£18,000,000	£18,000,000	£18,000,000	£18,000,000	£18,000,000
						£3,000,000
Finance	£6,556,406	£5,977,835	£6,793,946	£4,006,049	£-1,961,257	£3,171,000
Total costs	£73,627,609	£192,414,579	£197,396,962	£210,139,362	£258,127,142	£220,054,859
Profit	£11,449,384	£28,862,286	£29,609,410	£31,520,924	£38,719,094	£33,008,246
Profit on cost (%)	15	15	15	15	15	15
Net Public Sector Position						
Potential surplus	£2,701,594	£-304	£-11	£-116	£11	£57
Public sector funding req. (including CIF)	£5,462,184	£19,310,860	£17,335,911	£25,226,816	£39,910,020	£25,378,041
Net Public Sector Position	£2,760,590	£19,311,164	£17,335,922	£25,226,932	£39,910,009	£25,377,984

³⁴ Source: Drawn from data supplied by CBRE and Bucknall Austin

Table 8.3 – Preliminary Value-for-Money Analysis

Based on 08.05.06 Appraisals	Option 1 Reference Case	Option 2	Option 3	Option 4a	Option 4b	Option 5
Gross Public Sector Funding Requirement						
Public sector CIF requirement	£5,462,184	£5,462,184	£5,462,184	£5,462,184	£5,462,184	£5,462,184
Additional public sector requirement for scheme		£13,849,192	£11,873,738	£19,764,748	£34,447,825	£19,915,857
Cost of bringing Craylands up to acceptable standards	£17,972,000					
Cost of decanting Craylands tenants off-site (i.e. off-scheme)		£778,000				
Total	£23,434,184	£20,089,376	£17,335,922	£25,226,932	£39,910,009	£25,378,041
Marginal Public Sector Cost (Craylands upgrade only)						
Gross Public Sector Funding Requirement	£23,434,184	£20,089,376	£17,335,922	£25,226,932	£39,910,009	£25,378,041
Potential surplus/loss from scheme	£2,701,594	–£516	–£11	–£116	–£172	£57
Net Public Sector Cost - allowing for scheme surplus / loss	£20,732,590	£20,089,892	£17,335,933	£25,227,048	£39,910,181	£25,377,984
Deduct Option 1 Public Cost (i.e. bringing Craylands to standard ONLY)		£17,972,000	£17,972,000	£17,972,000	£17,972,000	£17,972,000
Potential marginal/option cost (i.e. over & above reference case)		£2,117,892	–£636,067	£7,255,048	£21,938,181	£7,405,984
Marginal Public Sector Cost (Craylands upgrade & CIF)						
Gross Public Sector Cost - allowing for scheme surplus / loss	20,732,590	20,089,892	17,335,933	25,227,048	39,910,181	25,377,984
Deduct Option 1 Public Cost (i.e. bringing Craylands to standard & CIF)	n/a	£23,434,184	£23,434,184	£23,434,184	£23,434,184	£23,434,184
Potential marginal/option cost (i.e. over & above reference case)		–£3,344,292	–£6,098,251	£1,792,864	£16,475,997	£1,943,800
Gross/Net Public Sector Cost/Output						
Net outputs (total residential units, less Option 1 for Options 2-5)	1,016	515	381	423	592	492
Gross Public sector cost/output	£23,065	£39,008	£45,501	£59,638	£67,416	£51,581
Net public sector cost/output	£20,406	£39,009	£45,501	£59,638	£67,416	£51,581
Marginal public sector cost/output (allowing for Craylands upgrade only)	n/a	£4,112	–£1,669	£17,151	£37,058	£15,053
Marginal public sector cost/output (allowing for Craylands upgrade & CIF)	n/a	–£6,494	–£16,006	£4,238	£27,831	£3,951
Private Sector Leverage	£76,330,000	£193,072,000	£197,396,000	£210,139,000	£310,587,000	£223,767,000
Profit	15%	15%	15%	15%	15%	15%

Table 8.4- Summary of Qualitative Assessment Results

	Option 1	Option 2	Option 3	Option 4a	Option 4b	Option 5
Consistency with Planning issues	Poor	Good	Good	Good	Poor	Very Good
Deliverability Risk	Minimal	Medium	Low/ Medium	Low/ Medium	Very High	Medium
Contribution to Government, Sub-Regional & Local Strategies	Minimal	Average/ Good	Average/ Good	Average/ Good	Very Good	Very Good
Improved Community Facilities	Very Poor (None)	Good	Good	Good	Good	Very Good
Improved Environmental Standards	Poor	Good	Good	Good	Very Good	Good
Quality & Sustainability Issues	Poor	Average	Average	Good	Very Good	Good

Table 8.5 – Appraisal of Delivery Structures

Delivery Structure	Advantages to EP	Disadvantages to EP
Joint Venture	<ul style="list-style-type: none"> • Scope for influence throughout development process & over end product • Potential to cap EP's investment • Significant risk can be passed to private sector partner • Scope to participate in any future returns 	<ul style="list-style-type: none"> • Lack of flexibility to achieve the best commercial arrangements • Lack of flexibility to choose the right development partner for any specific product at any given time • No established structure (such as a company etc) to govern ongoing relationships
Special Purpose Vehicle (SPV)	<ul style="list-style-type: none"> • Scope for influence throughout development process & over end product • An established corporate structure to govern relationships • Procures an equity stake in the development, with full shares in any future returns • Scope for EP to procure development in event of partner's non performance 	<ul style="list-style-type: none"> • Limited flexibility to achieve the best commercial arrangements • Limited flexibility to choose the right development partner for any specific product at any given time • More difficult for EP to cap its investment, due to corporate responsibilities • Less scope to pass risk onto private sector partners
Gap Funding	<ul style="list-style-type: none"> • Scope for initial influence over development process • Legal agreement to govern relationships but no corporate responsibilities • Strict cap on EP investment • Virtually all risks passed to private sector • Some scope to participate in future returns 	<ul style="list-style-type: none"> • No ongoing control over development process/end product • Lack of flexibility to choose the right development partner for any specific product at any given time • No scope for EP to procure development in event of private sector's non performance • No equity stake in the development
Direct Development	<ul style="list-style-type: none"> • Full control over entire development process/end product • Full flexibility to choose the right development partner for any specific product at any given time • EP in control of procuring development in event of private sector's non performance • Full control of all finances & full participation in future returns 	<ul style="list-style-type: none"> • Potentially no ceiling on EP's investment • Many risks rest with EP, including market value etc, with limited opportunity to pass to the private sector

Table 8.6 – Appraisal of Procurement Options

Procurement Option	Advantages to EP	Disadvantages to EP
Single Developer	<ul style="list-style-type: none"> • Consistency of approach & project management throughout project • Facilitates a long term view when considering initial investment & ultimate return • Developer more likely to agree to procuring/delivering items of high up-front investment 	<ul style="list-style-type: none"> • No flexibility to achieve the best commercial arrangements in the market at any one time • Lack of flexibility to choose the right development partner for specific elements within the scheme • Developer may wish to proceed on a sequential basis, resulting in slower development
Development Consortium	<ul style="list-style-type: none"> • Consistency of approach & project management throughout project • Facilitates a long term view when considering initial investment & ultimate return • Developer more likely to agree to procuring/delivering items of high up-front investment • Provides some flexibility allowing different development partners to progress different elements of scheme • Presence of several developers is more likely to keep up speed/momentum of project 	<ul style="list-style-type: none"> • No flexibility to achieve the best commercial arrangements in the market at any one time • There will still be a limit on flexibility to choose the right development partner for specific elements within the scheme
Multiple Developers	<ul style="list-style-type: none"> • Flexibility to choose the best commercial development option • Flexibility to close the right development partner for any specific product at any given time & thereby participate in value growth • Flexibility to bring forward smaller plot sizes & to maximise market appeal • Several developers on-site will help maintain speed/momentum of project 	<ul style="list-style-type: none"> • Potential lack of consistency over project lifespan (procurement, planning etc) • Developers less likely to take a long term view with regard to up-front expenditure etc • EP more likely to have to assume responsibility for items of up-front expenditure

Table 8.7 – Appraisal of Public Sector's Role

Public Sector Role	Advantages to EP	Disadvantages to EP
Direct site preparation & up-front infrastructure	<ul style="list-style-type: none"> • In full control of creating the right development platform • In full control of initial delivery programme • Value for money through wide choice of procurement methods 	<ul style="list-style-type: none"> • Potentially no 'ceiling' on public sector's initial investment • All risk associated with creation of development platform borne by public sector (i.e. procurement/ construction risks)
Side-by-side arrangement with development	<ul style="list-style-type: none"> • Retains control over creation of right development platform • Retains control of initial delivery programme • Value for money through wide choice of procurement methods • Combines public sector standards with private sector acumen • Economies of design/construction by relating infrastructure to actual development proposals 	<ul style="list-style-type: none"> • Potentially no 'ceiling' on public sector's initial investment • Risks associated with public sector elements of development platform borne by public sector
Private sector commits to all infrastructure & development works	<ul style="list-style-type: none"> • Public sector 'cap' on initial investment, with all risk transferred to private sector • Risks associated with initial infrastructure rest with private sec. • Private sector bears ongoing management responsibilities 	<ul style="list-style-type: none"> • Requires close control to ensure right development platform created • Loss of control over initial delivery programme • Loss of control over value for money in initial procurement process (unless open book used)

9. CONCLUSIONS & RECOMMENDATIONS ARISING FROM INITIAL OPTIONS ANALYSIS

9.1 With regard to the initial financial and qualitative assessment, the results may be summarised as follows:

- Because Basildon DC has a duty to ensure that all its social tenants have a home which meets the statutory minimum standard for housing, this project has no 'do nothing' scenario. Instead, **Option 1 (the Reference Case)** requires a minimum public expenditure of £17.972 million to bring the Craylands Estate's affordable dwellings up to Decent Homes Standards. In terms of outputs, the option would deliver 506 new and 510 improved dwellings at a gross public sector cost of £23,063 per dwelling - well within the acceptable benchmark parameters - and at a very low level of risk. However, in terms of meeting the project's overall objectives, the scenario performs badly: there would be no integration between the Fryerns and Craylands site, so the opportunity to create a single, integrated and sustainable community would be lost; the lack of remodelling activity on the Craylands Estate means that its physical environment would remain unchanged and the absence of English Partnerships involvement on the Fryerns site means that there would be no control over the quality of product the private market would deliver - which would almost certainly fall short of the high standards of design, quality and sustainability promoted by English Partnerships. Overall therefore, despite demonstrating good value-for-money, it is considered that Option 1 turns in a poor performance rating. However, it does represent the Reference Case, and must therefore be taken forward for further appraisal
- With 1,531 new, improved and (off-site) decanted dwellings, **Option 2** delivers the second highest number of outputs of all the options with the exception of Option 4b. In terms of value-for-money, it also performs well, with a gross public sector cost/output of £39,008 and a marginal cost £3.34 million less than the Reference Case. In qualitative terms, it would deliver a remodelled Craylands Estate, with a significantly improved environment and a new local centre. However, the scenario assumes that the Craylands' decant requirements will be accommodated elsewhere within the Borough's affordable housing stock over a period of time, rather than on a dedicated 'feeder site' on the adjacent Fryerns. Initial discussions with Basildon DC have indicated that although this decant strategy may be achievable over a period of three years, the local community has already been advised that local decant options will be available. It is understood that politically, going back on these arrangements - however provisional they may be - would be undesirable. Nevertheless, in all other respects, Option 2 performs well and on the basis that further discussions would need to be held with Basildon DC with regard to its political acceptability, it is recommended for further appraisal
- **Option 3** delivers fewer net outputs than any of the alternative options and in terms of gross public sector cost, performs on the margins of acceptable value-for-money parameters at £45,501 per output. However, in terms of marginal public sector cost, it is actually the best performing option, costing over £3 million less than the nearest alternative (Option 2). In qualitative terms, the scenario would help deliver a remodelled Craylands Estate, with a significantly improved environment and a new local centre, at slightly less risk than option 2, due to part of Fryerns being designated as a 'feeder site' to accommodate Craylands' decant requirements. Overall, the option performs well, apart from the crucial fact that it delivers over 40 fewer net outputs than its nearest rival, Option 4a. On the basis of a higher gross cost and lower outputs, this option is *not* recommended for further appraisal in the first instance. It is suggested however, that it be held in reserve pending the outcome of discussions with Basildon DC about the deliverability of progressing Option 2 without a dedicated feeder site on Fryerns
- **Option 4a** comes fourth out of options 2-5 in terms of net outputs and with a gross public sector cost/output of just under £60,000, does not demonstrate acceptable value-for-money. In terms of marginal public sector cost, it would require an additional £1.79 million investment over and above the Reference Case. As English Partnerships would

be in control of the entire Fryerns site, the whole of this area could be brought forward for development in accordance with strict, pre-specified design and quality criteria. Furthermore, in common with options 2, 3 and 5 this option delivers a remodelled/upgraded Craylands Estate, scoring highly in terms of improving the environment and securing a new local centre. However, this option is essentially the same as Option 5, but without the latter's additional land acquisitions. As Option 5 is proposed for further appraisal anyway (see below), and as part of this process, the risks associated with land assembly and possible fall-back scenarios will be fully considered, it seems superfluous to simultaneously consider this option in further detail, particularly bearing in mind its poor financial performance relative to some of the alternative options. In the light of these considerations, Option 4a is not recommended for further appraisal and should be discarded at this stage

- The radical approach advocated by **Option 4b** delivers the highest number of net additional outputs of all the options, and as such, it makes a greater contribution towards the region's housing targets. Furthermore, the comprehensive redevelopment solution it proposes would result in a truly integrated community, and in all likelihood a vastly improved environment with better standards of quality/sustainability etc, as rather than simply remodelling, there is an opportunity to start from scratch. However, the scenario would require compulsorily purchasing all owner-occupied units on the Craylands Estate, which is likely to be a time-consuming process. Furthermore, the residents are seeking to retain the community as far as possible, and have not been consulted about the concept of a radical redevelopment to date. Finally, the gross public sector cost per output equates to £67,416, which is well in excess of acceptable guidelines, whilst the marginal cost for the option as a whole is highest at £16.47 million over and above the reference case. Consequently, despite its advantages, this option is not recommended for further appraisal and should be discarded at this stage
- With 492 net outputs, **Option 5** comes third out of the five options considered (excluding the reference case). In qualitative terms it performs well, making a significant contribution towards local housing targets, and subject to English Partnerships' successful representation to Basildon DC in terms of overall unit numbers, is compliant with local planning policy. By retaining control over the Fryerns site, English Partnerships would be able to impose improved standards of quality and sustainability on the development which is brought forward there. This scenario would not only deliver a remodelled Craylands Estate with an improved local environment, but also, by bringing in the Adult Education Centre and primary health care sites, provides the opportunity to secure a vastly improved local centre with an extended range of facilities. This can only be of benefit in the drive to integrate and create linkages between the new development on the Fryerns site and the remodelled Craylands Estate. In terms of value-for-money, this option demonstrates a gross public sector cost/output of £51,581 and a marginal public sector cost of £3,951. Although the gross cost/output is high, the marginal cost is well within the usual benchmarks, and we are of the opinion that its other benefits are such, that it merits further consideration. In particular, the potential to remodel its key components to improve its value-for-money performance should be investigated. On this basis, Option 5 is recommended for further appraisal

- 9.2 With regard to the proposed delivery mechanism and the ongoing role of the public sector, it is understood that this is currently the subject of negotiation between English Partnerships and the preferred developer, and will be considered in detail at the next stage.
- 9.3 In terms of procurement, having considered the options available, English Partnerships has as mentioned earlier, progressed negotiations with the private sector throughout the duration of this appraisal's preparation and has now appointed Swan & Lovell as its single, preferred developer. The documentation finalising Swan & Lovell's status is due to be finalised within the next [two] months.
- 9.4 Finally, in terms of the public sector's ongoing role, [to be discussed] it is expected that English Partnerships would continue to manage the project and assume direct responsibility for the draw-down/administration of any additional public sector investment. In this way, it will remain in full control of the standards of development coming forward.

- 9.5 In light of the above, the following three options are recommended for detailed analysis:
- Option 1, the Reference Case
 - Option 2, a minimum investment scenario, which assumes that Fryerns is to be redeveloped by the private sector and the Craylands Estate upgraded, using off-site decants
 - Option 5, the Preferred Option, which anticipates an *expanded* site, including the AEC and PCT land and assumes that EP will ensure that the Fryerns site is brought forward with a sustainable development of private/affordable residential units and new AEC/PCT facilities alongside an improved, remodelled Craylands Estate
- 9.6 Option 3 will be held in reserve, as recommended above, pending further discussions with the Local Authority on Option 2.

Next Steps

- 9.7 English Partnerships is now seeking CPRG's endorsement for the long list of options set out in this Presentation, and a proposed shortlist comprising Options 1, 2 and 5, which it wishes to take forward for further appraisal.
- 9.8 English Partnerships will then progress over the next 2 / 3 months: *divis.*
- A full Economic Appraisal of the Fryerns & Craylands Project
 - An outline planning consent for the Fryerns site [??]
 - A development agreement with the preferred developer for the remodelling of the Craylands Estate

ANNEX E

**Quantitative Assessment Matrix
for Options Long List**

Annex E – Quantitative Assessment Table (as at 09.05.06), excluding Right to Buy properties

Option	Site Areas				Housing Units			Net New Jobs	Gross Public Sector Funding Requirement	Gross/Net Public Sector Cost per Output	Private Sector Leverage/ Funding & Profit %
	New Development Land	Redeveloped Land	Land Remaining In Previous Use	New/Improved Public Realm & Open Space/play areas	Affordable Units	Private Units	Total Units				
<p>Option 1: Reference Case, with no intervention by English Partnerships</p> <ul style="list-style-type: none"> The Fryerns site is sold to a 3rd party for residential development. Includes 0.38 ha eco-corridor. 15% reduction in unit numbers to reflect site inefficiency The Council, working in partnership with the private sector (including RSLs) undertakes the minimum level of works to bring affordable housing units on the Craylands Estate up to Decent Homes Standard 	<p>11.22 ha (gross) 10.84 ha (net dev)</p> <p>0 ha</p> <p>11.22 ha (gross) 10.84 ha (net dev)</p>	<p>n/a</p> <p>0 ha</p> <p>0 ha</p>	<p>n/a</p> <p>24.74 ha</p> <p>24.74 ha</p>	<p>4.99 ha</p> <p>0 ha</p> <p>4.99 ha</p>	<p>152 new build</p> <p>0 new build 0 off-site decants 510 improved 0 unimproved & retained</p> <p>152 new build 0 decanted 510 improved 0 unimproved 662 units</p>	<p>354 new build</p> <p>0 new build 0 off-site decants 0 improved 0 unimproved & retained</p> <p>354 new build 0 off-site decants 0 improved 0 unimproved 354 units</p>	<p>506 new build</p> <p>0 new build 0 off-site decants 0 improved 0 unimproved & retained</p> <p>506 new build 0 off-site decants 510 improved 0 unimproved 1,016 total units</p>	<p>None</p> <p>None</p> <p>None</p>	<p>£... m, comprising £... m loss on the private sector scheme, plus £17.97m to bring units up to an acceptable standard³⁵</p>	<p>Gross Public Sector cost/output: £...k</p>	<p>£... million total private sector cost 15% profit on cost</p>
<p>Option 2</p> <ul style="list-style-type: none"> The Fryerns site is sold to a 3rd party for residential development. Includes 0.38 ha eco-corridor. 15% reduction in unit numbers to reflect site inefficiency Craylands Estate brought forward for Preferred Scheme as per Option 3 in ITN 	<p>11.22 ha (gross) 10.84 ha (net dev)</p> <p>0 ha</p> <p>11.22 ha (gross) 10.84 ha (net dev)</p>	<p>n/a</p> <p>13.36 ha</p> <p>13.36 ha</p>	<p>n/a</p> <p>11.38 ha</p> <p>11.38 ha</p>	<p>4.99 ha new public realm³⁶</p> <p>13.39 ha</p> <p>18.38 ha</p>	<p>152 new build</p> <p>220 new build 182 off-site decants 108 refurbished & retained 0 retained & unimproved</p> <p>372 new build 182 off-site decants 108 refurbished 0 unimproved 662 units</p>	<p>354 new build</p> <p>515 new build 0 off-site decants 0 refurbished & retained 0 retained & unimproved</p> <p>869 new build 0 offsite decants 0 refurbished 0 unimproved 869 units</p>	<p>506 new build</p> <p>735 new build 182 off-site decants 108 refurbished & retained 0 retained & unimproved</p> <p>1,241 new build 182 off-site decants 108 refurbished 0 unimproved 1,531 total units</p>	<p>None</p> <p>35 appx, assuming total iro 45, of which maybe 10x existing</p> <p>35</p>	<p>£...m gross, comprising £...m loss on the private sector scheme, plus £...k for off-site decant³⁷</p> <p>£... million net³⁸</p>	<p>Net Outputs (ie less Option 1 Outputs): 515 units Gross Public Sector cost/output: £...k Net Public Sector cost/output: £...k</p>	<p>£... million total private sector cost 15% profit on cost</p>

³⁵ Comprising £12.96m base cost, plus an additional £17.972m to bring 510 affordable units on the Craylands Estate up to decent homes standard

³⁶ Figure may be slightly incorrect as PRP may have included 0.5 ha for the ecological corridor, which does not form part of this option

³⁷ Comprising £42.96m base cost, plus an additional £778,960 compensation for 402 socially rented units to be decanted off-site

³⁸ Net Cost reflecting Gross cost, less the additional £17.972 required under the reference case (Option 1) to bring the affordable units on the Craylands Estate up to a decent homes standard

Annex E – Quantitative Assessment Table (as at 09.05.06), excluding Right to Buy properties

Option	Site Areas				Housing Units			Net New Jobs	Gross Public Sector Funding Requirement	Gross/Net Public Sector Cost per Output	Private Sector Leverage/ Funding & Profit %
	New Development Land	Redeveloped Land	Land Remaining In Previous Use	New/Improved Public Realm & Open Space/play areas	Affordable Units	Private Units	Total Units				
Option 3											
• Fryerns site (N) sold to 3 rd party for residential development. 10% reduction in unit numbers to reflect site inefficiency	7.6 ha (net dev)	n/a	n/a	3.24 ha	113 new build	263 new build	376 new build	None			
• Fryerns site (S) brought forward by EP to accommodate decant requirement from Craylands Estate. Includes 0.5ha area of protected open space & 0.38 ha eco-corridor	4.12 ha (gross) 3.24 ha (net dev)	n/a	n/a	1.75 ha	53 new build	125 new build	178 new build	None			
• Craylands Estate brought forward for Preferred Scheme as per Option 3 in ITN	0 ha	13.36 ha	11.38 ha	13.39 ha	220 new build 0 off-site decants 108 refurbished & retained 0 retained & unimproved	515 new build 0 off-site decants 0 refurbished & retained 0 retained & unimproved	735 new build 0 off-site decants 108 refurbished & retained 0 retained & unimproved	35 appx, assuming total iro 45, of which maybe 10x existing			
	11.72 ha (gross) 10.84 (net dev)	13.36 ha	11.38 ha	18.38 ha	386 new build 108 refurbished 0 unimproved 494 units	903 new build 0 refurbished 0 unimproved 903 units	1,289 new build 108 refurbished 0 unimproved 1,397 total units	35	£... million gross £...million net ³⁹	Net Outputs: 381 units Gross Public Sector cost/output: £...k Net Public Sector cost/output: n/a	£...million total private sector cost 15% profit on cost
Option 4a											
• Fryerns site (N & S) brought forward by EP for development. Includes 0.5ha area of protected open space & 0.38 ha eco-corridor	11.72 ha (gross) 10.84 ha (net dev)	n/a	n/a	4.99 ha	179 new build	417 new build	596 new build	None			
• Craylands Estate brought forward for Preferred Scheme as per Option 3 in ITN	0 ha	13.36 ha	11.38 ha	13.39 ha	220 new build 0 off-site decants 108 refurbished & retained 0 retained & unimproved	515 new build 0 off-site decants 0 refurbished & retained 0 retained & unimproved	735 new build 0 off-site decants 108 refurbished & retained 0 retained & unimproved	35 appx, assuming total iro 45, of which maybe 10x existing			
	11.72 ha (gross) 10.84 (net dev)	13.36 ha	11.38 ha	18.38 ha	399 new build 108 refurbished 0 unimproved 507 units	932 new build 0 refurbished 0 unimproved 932 units	1,331 new build 108 refurbished 0 unimproved 1,439 total units	35	£...million gross £...m net ⁴⁰	Net Outputs: 423 units Gross Public Sector cost/output: £...k Net Public Sector cost/output: £...k	£...million total private sector cost 15% profit on cost

³⁹ Net Cost reflecting Gross cost, less the additional £17,972 required under the reference case (Option 1) to bring the affordable units on the Craylands Estate up to a decent homes standard
⁴⁰ Net Cost reflecting Gross cost, less the additional £17,972 required under the reference case (Option 1) to bring the affordable units on the Craylands Estate up to a decent homes standard

Annex E – Quantitative Assessment Table (as at 09.05.06), excluding Right to Buy properties

Option	Site Areas				Housing Units			Net New Jobs	Gross Public Sector Funding Requirement	Gross/Net Public Sector Cost per Output	Private Sector Leverage/ Funding & Profit %
	New Development Land	Redeveloped Land	Land Remaining In Previous Use	New/Improved Public Realm & Open Space/play areas	Affordable Units	Private Units	Total Units				
Option 4b											
• Fryerns site (N & S) brought forward by EP for development. Includes 0.5ha area of protected open space & 0.38 ha eco-corridor	11.72 ha (gross) 10.84 ha (net dev)	n/a	n/a	4.99 ha	169 new build	427 new build	596 new build	None			
• Craylands Estate demolished in its entirety & brought forward with new type of residential product	0 ha	24.74 ha	0 ha	10.43 ha	394 new build	618 new build	1,012 new build	35 appx, assuming total iro 45, of which maybe 10x existing			
	11.72 ha (gross) 10.84 ha (net dev)	24.74 ha	0 ha	15.42 ha	563 new build	1,045 new build	1,608 new build	35	£...million gross £...million net ⁴¹	Net Outputs: 1,064 units Gross Public Sector cost/output: £...k Net Public Sector cost/output: £...k	£...million total private sector cost 15% profit on cost
Option 5											
• Fryerns site (N & S) brought forward by EP for development. Includes 0.5ha area of protected open space, 0.38 ha eco-corridor, plus 0.22 ha PCT and 1.25 ha AEC land	13.19 ha (gross) 12.31 ha (net dev)	n/a	n/a	5.6 ha	199 new build	466 new build	665 new build	None			
• Craylands Estate brought forward for Preferred Scheme as per Option 3 in ITN	0 ha	13.36 ha	11.38 ha	13.39 ha	220 new build 0 off-site decants 108 refurbished & retained 0 retained & unimproved	515 new build 0 off-site decants 0 refurbished & retained 0 retained & unimproved	735 new build 0 off-site decants 108 refurbished & retained 0 retained & unimproved	35 appx, assuming total iro 45, of which maybe 10x existing. AEC/Health Centre are re-provided, therefore no net new jobs			
	13.19 ha (gross) 12.31 ha (net dev)	13.36 ha	11.38 ha	18.99 ha	419 new build 108 refurbished 0 unimproved 527 units	981 new build 0 refurbished 0 unimproved 981 units	1,400 new build 108 refurbished 0 unimproved 1,508 total units	35 net new jobs	£...million gross £...million net ⁴²	Net Outputs: 492 units Gross Public Sector cost/output: £...k Net Public Sector cost/output: £...k	£... million total private sector cost 15% profit on cost

⁴¹ Net Cost reflecting Gross cost, less the additional £17,972 required under the reference case (Option 1) to bring the affordable units on the Craylands Estate up to a decent homes standard

⁴² Net Cost reflecting Gross cost, less the additional £17,972 required under the reference case (Option 1) to bring the affordable units on the Craylands Estate up to a decent homes standard

Annex E – Quantitative Assessment Table (as at 09.05.06), excluding Right to Buy properties

Option	Site Areas				Housing Units			Net New Jobs	Gross Public Sector Funding Requirement	Gross/Net Public Sector Cost per Output	Private Sector Leverage/ Funding & Profit %
	New Development Land	Redeveloped Land	Land Remaining In Previous Use	New/Improved Public Realm & Open Space/play areas	Affordable Units	Private Units	Total Units				
Option 6 – yet to be fully defined <ul style="list-style-type: none"> Fryerns site (N & S) brought forward by EP for development. Includes 0.5ha area of protected open space, plus 0.22 ha AEC and 1.25 ha PCT land Craylands Estate brought forward for Preferred Scheme as per Option 3 in ITN 											

ANNEX F

**Detailed Qualitative Assessment Matrix
for Options Long List**

ANNEX F- Qualitative Assessment Matrix for Long Listed options

Option	Consistency with Planning Issues (Strategic Development Framework)	Deliverability Issues	Contribution to Government / Sub- regional / local Strategies	Improved Community Facilities	Improved Environmental Standards	Quality & Sustainability
<p>Option 1: Reference Case</p>					<p>Low Town Centre Impact</p> <p>This option does not involve a flood protection strategy, fails to consolidate the marshalling yards on a single site and does not include a marina or Maritime Heritage Experience (MHE). It also anticipates substantially fewer residential units than some of the alternative options</p> <p>In combination, these issues means that the proposal's impact on the town centre is likely to be limited, for the following reasons:</p> <ul style="list-style-type: none"> • Failure to secure flood protection will prejudice the town centre's ability to capture residential development along the waterfront • Fewer dwellings will result in a reduced number of town centre residents, and lower levels of demand for local shops & services • Lack of a marina/MHE is likely to result in reduced visitor numbers • Lack of a stimulus for additional leisure uses • Failure to relocate the marshalling yards means that the existing sites will not be released for a more appropriate range of town centre uses, and the town centre and waterfront areas will remain separated 	<p>Low environmental impact</p> <p>Relatively little environmental impact:</p> <ul style="list-style-type: none"> • No flood defence strategy, which will limit the range of land uses which can be brought forward in areas proximate to the waterfront but which lie below 3.25m OD • The marshalling yards are not relocated, which means the existing problems regarding town centre traffic, congestion etc will remain unresolved • Lack of environmental enhancements/new waterfront features of interest to visitors/local residents – no marina/pontoon etc • There will however, be a new public square with a community facility created immediately north of Well Road (common to all options) • There will also be a new area of open space/red squirrel habitat to the West of Sylvan Avenue

TB4

**Memo from Basildon Borough Council Rehousing Officer dated 8
June 2021**

Internal Memorandum

To: Trevor Burns – Development and Investment Manager

From: Kathy Ayres – Rehousing Manager

Date: 8 June 2021

Re:

Fryerns & Craylands regeneration – Decant Programme

Please find below the details in relation to the decanting of tenants on the above estate with both secure and non-secure (temporary) tenancies.

59 secure tenants, who needed to be rehoused from their homes to enable the delivery of the first two phases of the regeneration, were provided with a one-to-one consultation with an allocation officer from the Rehousing Team, regarding their housing needs and preferences. All 59 of these households moved into alternative secure social housing Council tenancies within the Basildon Borough.

Whilst no formal satisfaction surveys were undertaken, there were no cases where court action was required to secure vacant possession. The allocation officers worked very closely with the tenants to ascertain their housing need and try to meet their area of preference within the borough, and I can confirm that my officers received many messages of appreciation verbally, but unfortunately, we do not hold any written records of these, but I am confident that the tenants were content with the alternative accommodation offered.

48 of the vacated properties, were then used by the Council to provide temporary accommodation to homeless households until the date for demolition was confirmed. All 48 were then rehoused in either permanent or temporary accommodation within the Basildon Borough.

Once the above properties were demolished, 149 new builds were built and all secure tenants residing on the regeneration scheme with a 1 & 2 bed housing need, were offered the opportunity to move into one of these properties if they wished to remain on the estate, even if they were not scheduled to be decanted until a latter phase. This resulted in 91 tenants with secure tenants taking up this opportunity. All other secure tenants chose to remain in their homes until moved at a later stage into alternative Social

housing elsewhere within the Basildon Borough. The surplus new builds on the estate were offered to applicants on the Councils housing register list, a total of 58.

The next phase of decanting, (phase North) involved a further 34 secure tenants, who again were offered with a one-to-one consultation with an allocation officer from the Rehousing Team, regarding their housing needs and preference. 33 of the tenants were rehoused into alternative secure social housing Council properties, with one tenant opting to be rehoused into an assured tenancy with Swan Housing.

The Council has continued to utilise properties on the estate as temporary accommodation for homeless households, with 79 of the properties in Phase North being used for this purpose. Now that vacant possession is required due to the development shortly to commence, 72 temporary tenants have now been rehoused in either permanent or alternative temporary accommodation elsewhere within the Basildon Borough, resulting in 7 temporary households left. 3 have accepted offers and 4 have recently been made an offer and are all scheduled to be moving in June 2021.

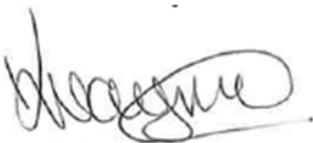
In total, to date the Council has rehoused 184 secure tenants and 127 temporary tenants.

I can confirm the tenants required to move, were provided with a named officer from the Allocation team to ensure that they were regularly updated and had one point of contact for any questions that may arise.

Consultation days were held on the estate that were for all residents (of all tenures) to attend to help keep them updated and the opportunity to speak to staff from both the Council and Swan Housing. There was also a fun day held on the estate for all residents, including residents that were not required to move from the estate but keen to be kept updated. The fun day was a great success and attended by many residents.

I hope the above provides you an overview of the process and numbers regarding the rehousing the tenants required to move. If there is any further information that you require then please let me know

Kind Regards



K W Ayres

Rehousing Manager

TB5

Report to Cabinet 30 June 2016

BASILDON BOROUGH COUNCIL

This items contains exempt/confidential information as defined in Paragraph 3 of Part 1 of Schedule 12A of the Local Government Act 1972 and as set out in the Council's Access to Information Procedure Rules

Report to: Cabinet
30 June 2016

FRYERNS & CRAYLANDS REGENERATION SCHEME

Report by: Cabinet Member for Housing and Community Safety and Cabinet Member for Resources

Supported by: Rab Fallon, Corporate Specialist, New Business Initiatives. 01268 207921, rab.fallon@basildon.gov.uk

Enclosures: Enclosure No. 1 - Risk Management Implications
Enclosure No. 2 – plan of Craylands redevelopment programme as submitted for planning consent

EXECUTIVE SUMMARY:

The purpose of this report is to update Members on the proposed changes to the Fryerns and Craylands regeneration scheme and to seek delegated authority for officers to amend the provisions of the Comprehensive Development Agreement (CDA) that governs the activities of the partners to the scheme namely Basildon Borough Council, the Homes and Communities Agency (HCA) and Swan Housing Association (Swan).

CORPORATE PLAN PROMISES AND CORE PRINCIPLES:

Corporate Plan Promises

- We will support residents to develop stronger communities
- We will enhance and build pride in the local environment
- We will enable regeneration and secure homes
- We will help grow the local economy
- We will endeavour to keep communities safe and healthy

Core Principles

- Get the basics right
- Value for money and strong governance
- Working with others

WARD(S):

Fryerns

RECOMMENDATION:

That, following consultation with the Cabinet Member for Resources, the Commissioning Director – Resourcing and Place Shaping be authorised to make any necessary amendments to the Comprehensive Development Agreement and any other pertinent documents as are needed to complete the delivery of the Fryerns & Craylands redevelopment scheme.

That, following consultation with the Cabinet Member for Resources and the Commissioning Director – Resourcing and Place Shaping, the Service Manager – Corporate Property be authorised to facilitate any land or property transfers required to ensure the completion of the Fryerns & Craylands redevelopment scheme.

BACKGROUND

The original Fryerns and Craylands scheme was approved by Cabinet in June 2007 (min 405/2007). This scheme envisaged the demolition of 700 properties and the provision of up to 1,400 new homes. The arrangements for the delivery of the scheme are set out in the Comprehensive Development Agreement to which the Council, the HCA and Swan are party to.

However, soon after the beginning of the project, the worldwide economic recession precipitated a severe downturn in the housing market and this, in turn, led to significant delays to the project, (and many similar regeneration projects in the UK). As a result of this, and subsequent changes to the resurgent housing market, and changing housing needs in the borough, a different approach to the redevelopment proposals is now required in order to ensure that a viable redevelopment scheme can be delivered.

The programme has therefore been re-considered over a considerable period of time by Swan, the HCA and the Council in order to identify revised proposals which deliver the regeneration objectives for the estate and which are also financially viable. The scheme has been re-engineered and now proposes the demolition of fewer existing houses on the estate but still ensures that the unpopular maisonette blocks are demolished. Some houses will still need to be demolished where their location adversely affects the delivery of the new estate layout or the connectivity through the estate, but this will be in lower numbers than first planned. The new proposals will also provide far more houses than flats than in the original scheme and this impacts on the number of new homes that will be constructed. Residents have been consulted on the revised proposals and plans have now been submitted for planning consent by Swan and show that, in total, 531 homes will be demolished and a minimum of 971 new homes will be constructed. It is anticipated that following all necessary approvals, work will start on site in March 2017. The estate is also being re-named as Beechwood Village as part of the next stages of the scheme.

The partners have also considered some of the practical financial and technical arrangements within the CDA, and this report sets out a range of proposed variations to the CDA which reflect the fact that the project still has a number of remaining years to run, (c8), and a more flexible approach to delivery and financial viability is needed.

Therefore, in order to deliver the changes to the project and to reflect the proposed delivery and financial arrangements, a number of variations to the existing Comprehensive Development Agreement (CDA) are required. These are the subject of the first recommendation and the principal variations are as follows:

- Changes to the delivery dates set out in the CDA - Any new full planning applications required for development of phases West, North and South at Craylands will be submitted on or before the dates set out in the agreed master programme, following approval of the same by the HCA and the Council in accordance with the CDA.
- Changes to the responsibilities for the CPO process - The Council will assume the responsibility for the CPO process from the HCA. (Agreed in principle at Cabinet on 7th February 2013). All Council costs to be indemnified by Swan.
- The requirements of the Community Facilities and Communities Activities under the CDA may change following agreement by the HCA and the Council as the exact requirements for community facilities and services are further developed and explored with residents and stakeholders.
- Swan will provide a site wide masterplan showing current main phases. Sub-phases will be identified during the planning / preparation stage.
- Swan will prepare a revised building programme for the future phases of the development for agreement by the HCA and the Council. The parties will also agree a revised demolition, site possession and vacant possession programme.
- An updated financial model will be prepared by EC Harris and agreed by the parties prior to the variation of the agreement. As part of this work, Swan will provide a revised profit split to the HCA and the Council. This will include a worked model showing how the revised profit split will be calculated.
- The CDA will be varied to include revisions to the tenure mix for the revised proposals.
- The CDA will be varied to provide for an earlier transfer of land required for utility or other infrastructure works or other purposes related to the redevelopment. The HCA and Council will provide consent to such transfers which shall complete within 28 days of such consent being provided. The overall Council owned land requirement will be less than first agreed but some small extra pieces of land will now be required around the periphery of the site.
- Swan may, in its absolute discretion, submit a revised viability appraisal to the HCA using the EC Harris model when they have completed 137 of the units on phase West and such model shall be validated by the HCA and confirmed to Swan in writing by the HCA as validated.
- The parties agree that revised sub-phases in phase West be divided into two phases for separate land transfers. The land in each sub-phase shall be transferred according to the existing provisions in the CDA.
- It is intended that no more than 50% of the dwellings on phase West should reach practical completion before work is commenced on phases North and South but

this will be subject to any provisions agreed in respect of market slowdown and funding withdrawal for these phases.

- In the event that Swan chooses not to submit a revised financial model, then, subject to the other pre-start conditions within the CDA being satisfied, Swan will be able to start on site with the remainder of phase West. This will be dependent on Swan being obliged to complete the remainder of the development without recourse for any reduction in unit numbers/bed spaces or amendments to the CDA.
- If a viability appraisal is submitted showing that the remaining phases are not viable, then the parties will work to remodel the scheme until viability can be proven and if the scheme at that point cannot be shown to be viable, then the parties will agree a mechanism for Swan to cease working on the project without recourse from the HCA or the Council. A further Board approval will be required from the HCA for any changes that result from a loss of units/bed-spaces or other amendments to the Development Agreement.
- A charitable company will be set up to promote community cohesion and self-help on the estate. The company will be named Beechwood Village Community Trust.

These are the main proposed variations to the CDA, but it is likely that there will also be some additional minor technical variations required and the authority to make these will also be covered in the first recommendation within this report.

OPTIONS

The original plans that included more widespread demolition than now proposed proved to be unviable when the cost of purchasing freehold properties was taken into consideration within the financial viability model. All parties to the CDA are bound to agree that the financial appraisal for the remainder of the project is viable before any further phases can be started. This proved to be impossible, hence the revised plans have been developed.

LEGISLATION/POLICY

Disposal of land under S.123, Local Government act 1972

Use of the Council's compulsory purchase powers will be under S.226 Town and Country Planning Act 1990

Acquisition of land by agreement under s.227 Town and Country Planning Act 1990

Acquisition of third party rights and interests under s.237 Town and Country Planning Act 1990

Part 1, s.1 Localism Act 2011

Public Contracts Regulations 2015

GENERAL INFORMATION

Corporate Plan Promises and Core Principles

This regeneration project meets all Corporate Plan promises and core principles by:

- Developing stronger communities through involving them in the planning of the development and supporting the provision of Beechwood Village Community Trust an organisation that will involve residents in the management of the estate and promote initiatives to reduce crime and anti-social behaviour, support learning and

training opportunities, encourage back to work initiatives and provide facilities for the use of residents.

- Getting the basics right and value for money are at the heart of the contract between the partner organisations.

Financial Implications

The reduction to the demolition programme will result in a more beneficial position for the Council's Housing Revenue Account than the previously agreed programme. The beneficial effect to the HRA in rental income is circa £126k retained income per annum above that which was originally anticipated. The Council will receive nomination rights to all affordable housing developed on the estate.

The costs the Council incurs in participating in this project are met through a contribution from Swan, (funded from within the project) of £50k per annum. Payment of this sum will continue until 2020/21.

Risk Management Implications

The risk management implications are set out at **Enclosure No. 1**.

Inclusion, Diversity and Community Cohesion Implications

A Service Impact Assessment has been completed and it found no adverse implications with regard to the groups identified in the 9 protected characteristics. The provision of improved quality homes and an improved estate environment allied to social interventions through the Beechwood Village Community Trust will have a positive impact on all disadvantaged groups and the wider community. The house types proposed will be easily adapted to meet disability needs and a suitable proportion of the new affordable homes will be built to accommodate wheelchair use.

Other Relevant Considerations

The Fryerns & Craylands regeneration project is one of the key priorities in the Council's regeneration programme. It is half way through regenerating what was one of the Borough's most disadvantaged estates. The revised contract will take the scheme through to completion.

Background Papers

Development Agreement relating to Craylands and former Fryerns School 2006.
(Commercially confidential)

TB6

Summary of actions undertaken

Appendix TB6 – Note confirming compliance with the legal requirements for making the CPO

1. A notice in the Form numbered 7 in the Compulsory Purchase of Land (Prescribed Forms) (Ministers) Regulations 2004 (SI 2004 No. 2595) was published in two issues of the Evening Echo dated 27 August 2020 and 3 September 2020 (CD1.9). The time allowed for objections was not less than 21 days from the date of first publication of the notice and the last date for them was 29 September 2020. A notice in the same Form addressed to persons occupying or having an interest in the land was affixed to a conspicuous object or objects on or near the land comprised in the order on 2 September 2020 and from that date remained in place for a period of at least 21 days which was the period allowed for objections, the last date being 29 September 2020 (CD1.6)
2. Notices in the Form numbered 8 in the said Regulations (CD1.5) were duly served on
 - a. every owner, lessee, tenant and occupier of all land to which the order relates;
 - b. every person to whom the acquiring authority would, if proceeding under section 5(1) of the Compulsory Purchase Act 1965, be required to give a notice to treat; and
 - c. every person the acquiring authority thinks is likely to be entitled to make a claim for compensation under section 10 of the 1965 Act if the order is confirmed and the compulsory purchase takes place, so far as such a person is known to the acquiring authority after making diligent inquiry.
3. The time allowed for objections in each of the notices was not less than 21 days and last date for them was 29 September 2020. The notices were served by one or more of the methods described in section 6(1) of the 1981 Act.
4. A copy of the order and of the map (CD1.1 and CD1.2) were deposited at Basildon Borough Council Offices, St. Martins Square, Basildon, SS14 1DL on 27 August 2020 and remained available for inspection until 29 September 2020.
5. A copy of the authority's statement of reasons (CD1.3) for making the order was sent to:
 - a. all persons referred to in paragraph (i), (ii) and (iii) above;
 - b. as far as is practicable, other persons resident on the order lands, and any applicant for planning permission in respect of the land.
6. Two copies of the statement of reasons were forwarded to the Secretary of State on 27 August 2020.