



**Cabinet**  
11 December 2017

**Report from the Strategic Director  
of Regeneration and Environment**

**Decision to delegate authority for the award of contracts for  
three named schemes within the South Kilburn  
Regeneration Programme**

<b>Wards Affected:</b>	Kilburn
<b>Key or Non-Key Decision:</b>	Key
<b>Open or Part/Fully Exempt:</b>	Open
<b>No. of Appendices:</b>	6
<b>Background Papers:</b>	None
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## 1 Purpose of Report

- 1.1 The regeneration of South Kilburn is a fifteen year programme that is approximately half way through. It aims to transform the area into a sustainable and mixed neighbourhood and create a real sense of place and belonging. The programme will deliver around 2,400 new homes of which 1,200 will be made available for social rent for existing South Kilburn, secure council tenants. To date 1073 new homes have been delivered with 60% (639) new homes having been made available for existing secure tenants of South Kilburn. Woodhouse Urban Park was opened to the public in May 2016 and South Kilburn residents are able to utilise St Augustine's Sports Hall.
- 1.2 The Council's objective is to provide high quality new homes with values driven from market sales in order to maintain the viability of the Regeneration Programme in the

long-term, and to achieve a substantial improvement in the living conditions of existing South Kilburn secure Council tenants.

- 1.3 The South Kilburn Masterplan review took place in 2016, and the community are at the heart of our decision making process. We have taken an inclusive and participatory approach to consultation and engaged with residents and stakeholders of South Kilburn with extensive local consultation from July through to December, which directly fed into the drafting of a revised South Kilburn Supplementary Planning Document 2017 (SPD). The SPD was adopted by Cabinet on the 19 June 2017 and will be an important document in determining how this area continues to transform over the next 10-15 years.
- 1.4 The South Kilburn Regeneration Programme also includes the delivery of a new larger high quality urban park and an improved public realm, a new local primary school, new health facilities, new retail facilities, an Enterprise Hub and Community Space, improved environmental standards and a South Kilburn District Energy System. The South Kilburn Programme has been recognised for exemplar design for new build homes as well as landscape projects and has won a number of prestigious awards.
- 1.5 This report seeks approval to authorise the Strategic Director of Regeneration and Environment to appoint multi-disciplinary design teams and a developer partner for the named sites within the South Kilburn Regeneration Programme in order to speed up the design process and also the delivery process. This will help to ensure that the programme timescales as envisaged and as communicated can be achieved.
- 1.6 Please note that the redline boundary for 1-8 Neville House, 1-64 Winterleys, 113-128 Carlton House and Carlton Hall has been updated and is included at Appendix 1 - *please note the development boundary on the plan is at present indicative only, and may be subject to adjustment following detailed design work.*

## **2 Recommendation(s)**

That Members:

- 2.1 Delegate to the Strategic Director of Regeneration and Environment in consultation with the Lead Member Regeneration, Growth, Employment and Skills authority to award the contract for a Multi-Disciplinary Design Team to progress with the design process to prepare a detailed planning application for the proposed comprehensive redevelopment of the 1-8 Neville, 1-64 Winterleys, 113-128 Carlton House and Carlton Hall Site.
- 2.2 Delegate to the Strategic Director of Regeneration and Environment in consultation with the Lead Member Regeneration, Growth, Employment and Skills authority to award the contract for an architecturally led Multi-Disciplinary Design Team to progress the design process to prepare a detailed planning application for the proposed comprehensive redevelopment of the Hereford House and Exeter Court Site.
- 2.3 Delegate authority to the Strategic Director of Regeneration and Environment in consultation with the Lead Member Regeneration, Growth, Employment and Skills to award a contract for a Developer Partner for the Redevelopment of the Chippenham Gardens Site.

### 3 Detail

#### Background and Update

- 3.1 The South Kilburn Estate is an amalgam of Council residential blocks from the 1950's and 60's including a number of different post-war social housing typologies in poorly designed and low quality physical environment. The estate is located in the south of the borough and sits between Kilburn High Road to the east, Queen's Park to the north-west and extends towards Maida Vale in the south. It is the Southern-most part of Brent and shares a boundary with the City of Westminster. It is an area surrounded predominantly by privately-owned terraced Victorian and Edwardian housing that command high values. The over and underground facilities of Queen's Park and Kilburn Park stations and Kilburn High Road over ground station lie close to the estate's borders.
- 3.2 The estate is the largest concentration of social housing in Brent and amongst the largest in London. Much of the housing suffers from inherent internal design problems and the relationships between buildings, streets and spaces are poor and indeterminate. The area is not amenable for maintenance or improvement and as a whole the estate presents significant management challenges. These physical conditions manifest themselves in some of the highest levels of social and economic exclusion in the borough (and are amongst the highest in the country).
- 3.3 1-8 Neville House, 1-64 Winterleys and 113-128 Carlton House are more of the traditional 1950's Council blocks. Winterleys is a 12 storey block which now faces on to Woodhouse Urban Park, but is currently separated from the park by surface car parking. Neville House is a four storey block. Carlton House is a four storey residential block. Much of the existing site has poor definition of public and shared space and presents inactive frontages to the street and surrounding areas; Carlton Hall is a one storey detached community space currently occupied by the South Kilburn Trust.
- 3.4 A key principle of the phasing strategy for the South Kilburn regeneration programme is that the new affordable social rented homes developed on each site will, where the relevant needs are met, be made available to existing secure tenants within sites earmarked for development in the next phase.
- 3.5 The extent of the regeneration to date has transformed part of the estate; South Kilburn is changing for the better and this additional project will bring forward further improvements to the physical area that is South Kilburn. Officers intend to procure a design team to prepare a RIBA 3 detailed planning application and specification, with the option of taking this to RIBA Stage 4 (Technical Design), for the comprehensive redevelopment of 1-8 Neville House, 1-64 Winterleys and 113-128 Carlton House and Carlton Hall, to deliver a high quality residential development and public realm. This would help to ensure that there continues to be a pipeline of developments in South Kilburn, so that the delivery of much needed new homes in South Kilburn can continue at pace so as to meet the programme decant requirements and Masterplan timelines, which are highlighted in the South Kilburn Supplementary Planning Document 2017 approved at the June Cabinet.

## **1-8 Neville, 1-64 Winterelys, 113-128 Carlton House and Carlton Hall Site**

### **3.6 Cabinet in July 2017 (Appendix 3) resolved:**

20.1 The procurement of an architecturally led multidisciplinary design team be approved to develop up to and including a RIBA Stage 3 detailed planning application and specification, with the option of taking the design to RIBA Stage 4, for comprehensive redevelopment of Neville House, 1-64 Winterelys and 113-128 Carlton House and Carlton Hall by either:

- (i) Calling off an appropriate OJEU compliant framework; and evaluating those tenders in accordance with the relevant Framework; or alternatively
- (ii) Inviting tenders using a restricted procedure under the Public Contracts Regulations 2015 on the basis of the pre-tender considerations set out in paragraph 5.4, of the Cabinet report and evaluating the tenders on the basis of the evaluation criteria set out in Appendix 2;

20.2 That the decision as the procurement The Strategic Director of Regeneration and Environment, in consultation with the Lead Member Regeneration, Growth, Employment and Skills, be delegated the decision as to the procurement options detailed in paragraph 20.1, for the reasons detailed in paragraph 3.8 of the Cabinet report; and

20.3 The intention to report back to Cabinet to seek approval to award the proposed contract, once a preferred design team has been identified be noted.

3.7 Prior to appointing a design team, Officers carried out feasibility work to refine the scope of the brief. The South Kilburn Supplementary Planning Document 2017 provided this information to refine the scope of the brief. Officers have therefore commenced the procurement of a design team to prepare a RIBA 3 (Developed Design) detailed planning application and specification, with the option of taking this to RIBA Stage 4 (Technical Design).

3.8 The decision as to the procurement options above was delegated to the Strategic Director of Regeneration and Environment. Following full consideration of options, calling off a compliant framework, namely the Greater London Authority (GLA) and Transport for London (TfL) *Architecture, Design and Urbanism Panel* (ADUP), was chosen. Officers have therefore commenced a mini-competition under Lot 2, 3, 7 (Architecture) of the ADUP framework and expressions of interest are due back in the coming weeks. It will then be necessary to carry out an evaluation of bids. It was initially intended to report back to Cabinet to seek Member approval to award the proposed contract once a preferred design team was identified however, in order to expedite the process and ensure appointment takes place within the envisaged timelines thereby enabling the contract to commence in February 2018, it is recommended that Cabinet delegate authority to the Strategic Director of Regeneration in consultation with the Lead Member Regeneration, Growth, Employment and Skills to award the contract for a Multi-Disciplinary Design Team.

## Hereford House and Exeter Court Site

- 3.9 Hereford House is an 18 storey residential block comprising 135 dwellings. Exeter Court is 32 dwellings formed of four storey residential blocks connected by a public open space at podium level incorporating a playground under which is garaging and a commercial storage space.
- 3.10 The buildings are fragmented and present a blank frontage onto Carlton Vale and Granville Road, with public realm essentially comprising car parking/hardstanding for garage access interspersed with sporadic semi mature trees along the street edge.
- 3.11 As identified in the South Kilburn Supplementary Planning Document 2017 (SPD) the site is also to provide the new Granville Park, as the current Granville Open Space is identified in the SPD for housing. The current Granville Open Space is poorly overlooked with no adjacent frontage development and backs onto rear boundary fences of villas on Princess Road, increasing their risk of being subject to crime. Public consultation identified that this space due to its limited visibility and lack of attractions is essentially unknown to the majority of the surrounding population. Whilst the reopening of Granville Road is proposed and this may improve its accessibility and raise public awareness, the SPD identifies that there is no certainty its inherent potential weakness; a lack of natural surveillance will be addressed. As such it is considered that there is merit in transferring the open space to the Hereford House and Exeter Court development.
- 3.12 Cabinet in **July 2016 (Appendix 4)** resolved:
- (i) that approval be given to the procurement of an architecturally led multidisciplinary design team to develop a detailed planning application for comprehensive redevelopment of Hereford House and Exeter Court by either:
    - calling off the Greater London Authority (GLA) and Transport for London (TfL) *Architecture, Design and Urbanism Panel (ADUP)* or such other appropriate OJEU compliant framework; and evaluating those tenders in accordance with the relevant Framework; or alternatively
    - inviting tenders using a Restricted procedure under the Public Contracts Regulations 2015 on the basis of the pre-tender considerations set out in paragraph 3.7 of this report and evaluating the tenders on the basis of the evaluation criteria set out in that paragraph.
  - (ii) that the decision as to the procurement options details in (i) above be delegated to the Strategic Director of Regeneration and Environment;
  - (iii) that the intention to report back to Cabinet to seek approval to award the proposed contract for an architecturally led multidisciplinary design team, once a preferred design team has been identified be noted
- 3.13 The July 2016 Cabinet paper had identified that the procurement would be undertaken during autumn/winter 2016. This did not occur due to other unforeseen programme

requirements, mainly the inclusion of the Carlton and Granville Centres site in the South Kilburn Masterplan Review 2016.

- 3.14 Prior to appointing a design team officers were to carry out feasibility work to refine the scope of the brief. The South Kilburn Supplementary Planning Document 2017 provided this information to refine the scope of the brief. Officers intend to procure a design team to prepare a RIBA 3 (Developed Design) detailed planning application and specification, with the option of taking this to RIBA Stage 4 (Technical Design).
- 3.15 The decision as to the procurement options above was delegated to the Strategic Director of Regeneration and Environment. Following full consideration of options, calling off a compliant framework, namely the GLA and TfL ADUP framework was chosen. Officers have commenced a mini-competition under Lot 2 (Architecture) of the ADUP framework. The Expression of Interests stage has completed and the shortlist has been chosen for the Invitation to Tender stage. It was initially intended to report back to Cabinet to seek Member approval to award the proposed contract once a preferred design team was identified however, in order to expedite the process and ensure appointment takes place within the envisaged timelines thereby enabling the contract to commence in January 2018, it is recommended that Cabinet delegate authority to the Strategic Director of Regeneration in consultation with the Lead Member Regeneration, Growth, Employment and Skills to award the contract for a Multi-Disciplinary Design Team.

### **Chippenham Gardens Site**

- 3.16 Chippenham Gardens has the benefit of full detailed planning permission granted by the Council on 14 July 2016. The consented scheme will consist of 52 new high quality residential homes which will include approximately 30 dwellings for sale on the open market and approximately 22 'affordable' dwellings (for existing secure tenants of South Kilburn) comprising a range of 1 to 3 bedroom flats. In addition, the development will provide new public realm and improved pedestrian routes, car parking spaces, new landscaped private and shared gardens and associated highway and other infrastructure, drainage, servicing and works ("the **Scheme**").
- 3.17 Cabinet in **June 2017 (Appendix 6)** resolved inter alia:
- 8.1 Cabinet approved the procurement of a delivery partner for the Chippenham Gardens site either through a mini-competition using an appropriate Framework or alternatively through a Competitive Procedure with Negotiation under the Public Contracts Regulations 2015 on the basis of the pre-tender considerations set out in Appendix 3 of the report from the Strategic Director of Regeneration & Environment and evaluating the tenders on the basis of the evaluation criteria set out in Appendix 3.
- 8.2 Cabinet agreed to delegate to the Strategic Director of Regeneration & Environment in consultation with the Lead Member of Regeneration, Growth, Employment and Skills, authority to select the appropriate procurement route outlined in 8.1 above for the reasons detailed in paragraph 3.8 of the report from the Strategic Director of Regeneration & Environment.

3.18 Following full consideration of matters, it was decided that procuring via an OJEU compliant framework was appropriate. Officers have shortlisted two frameworks and one of these frameworks will be selected imminently. Expressions of interests and up-coming meetings with proposed Developer Partners is due commence in winter of this year. The proposed contract start date is early 2018. In order to expedite the process and ensure appointment takes place within the envisaged timelines following the return of the Invitation to Tender, it is recommended that Cabinet Delegate powers to the Strategic Director of Regeneration in consultation with the Lead Member Regeneration, Growth, Employment and Skills to award the contract for a Developer Partner.

## **4 Financial Implications**

4.1 The financial model for the South Kilburn regeneration programme is to be self-financing within the funding envelope generated from on-going disposals. The capital receipts generated are reinvested back into the South Kilburn regeneration programme, to enable the rolling regeneration programme that delivers new homes.

4.2 The South Kilburn model has traditionally worked through a process of procuring delivery partners, who develop an existing site and generate high value properties. In return for this site, they build affordable and social housing, while also delivering capital receipts to support the capital programme.

4.3 All schemes have budgets approved for this financial year 2017-18 in order to deliver.

## **5 Legal Implications**

5.1 In all three procurements detailed in the report, the decision has been made to use a suitable framework that has been procured pursuant to the Public Contracts Regulations 2015 and established by another contracting authority. In accordance with Contract Standing Order 86 (e), Chief Legal Officer approval has been obtained to confirm that use of the frameworks is legally permissible and mini-competitions are being operated in accordance with framework rules.

5.2 The estimated value of each of three contracts the subject matter of this report is in excess of £500k. As such the award of the contracts is subject to the Council's own Standing Orders in respect of High Value contracts and Financial Regulations and Cabinet approval is required for the award. For the reasons detailed in paragraphs 3.8, 3.15 and 3.18, Cabinet approval is sought for delegated authority to award these contracts.

## **6 Equality Implications**

6.1 As The new affordable homes in South Kilburn are available to all secure tenants currently living in properties due for demolition as part of the South Kilburn regeneration programme within the neighbourhood. Secure tenants within the South Kilburn Regeneration Programme will be offered the opportunity to move into the new affordable (social rent) units when the schemes are delivered.

6.2 Every effort should be made to provide the secure tenants with suitable alternative accommodation and to reach mutually acceptable agreements with the leaseholders to buy their properties without seeking legal action. When identifying the options and

alternatives put forward, the Council should proactively engage with affected residents and leaseholders.

- 6.3 As with all schemes that are part of the South Kilburn regeneration programme, full consideration is and will continue to be given to residents and leaseholders with protected characteristics, particularly people with disabilities and / or other types of vulnerabilities due to older age, childcare and/or caring responsibilities, socio-economic status (single parents and large families).

### **Race / Ethnicity**

- 6.4 Due to the ethnicity profile of the area, full consideration is and will continue to be given to the impact on black, Asian and minority ethnic individuals/groups. The Council will/has ensured that the options put forward to residents and leaseholders provide reasonable and affordable alternatives that enable them to remain in the area and maintain their family and community ties, as per Article 1 of the First Protocol and Article 8 of the European Convention on Human Rights.

### **Age/Carers/Disability/Pregnancy and maternity**

- 6.5 The requirements for anyone who is older or with a disability, or those who are pregnant or on maternity to have to move from their current property (residential or commercial property) is likely to be more difficult and could suffer greater psychological effects, including stress. This in turn has an impact on people with childcare and caring responsibilities.
- 6.6 To mitigate this, for the secure tenants who are moving, the re-housing team provides help to secure tenants through the moving process, additional support and services to those who require it.
- 6.7 Leaseholders may be affected if they are seeking to acquire a similar sized property in the surrounding area as the value for a Local Authority property tends to be less than a non-Local Authority property. To counteract these implications, the Council offers to resident leaseholders a number of options such as the option of shared-equity or a property swap on the South Kilburn Estate (where available). The purpose of making the offers on the Estate is to allow residential leaseholders to remain on the Estate within the same locality and to help provide for a real sense of social cohesion. For those who move off the estate, they may have to increase/get a new mortgage agreement which could be difficult for older residents or those with caring childcare responsibilities.
- 6.8 The Equality Analysis is currently being updated and will inform the delegated approval to award the contract for the Hereford House and Exeter Court site.
- 6.9 The anticipated Social Value benefits from this proposal outlined in section 8 will further enhance the equality outcomes for residents with protected characteristics living in the area.

## **7 Consultation with Ward Members and Stakeholders**

7.1 This paper has been circulated to ward members.

## **8 Human Resources/Property Implications (if appropriate)**

8.1 There are no specific implications for Council staff or accommodation associated with the proposals contained within this report.

## **9 Public Services (Social Value) Act 2012**

9.1 The Council is under duty pursuant to the Public Services (Social Value) Act 2012 ('the Social Value Act') to consider how the services being procured might improve the economic, social and environmental well-being of its area; how, in conducting the procurement process, the Council might act with a view to securing that improvement; and whether the Council should undertake consultation. This duty applies to the procurement of the architecturally led multidisciplinary design team for the proposed redevelopment of 1-8 Neville House, 1-64 Winterleys, 113-128 Carlton House and Carlton and Hereford House and Exeter Court and for a developer partner for the Chippenham Gardens site.

9.2 The services being procured aim to improve the economic, social and environmental well-being of residents of South Kilburn through the preparation of a detailed planning application for the comprehensive redevelopment of 1-8 Neville House, 1-64 Winterleys, 113-128 Carlton House and Carlton Hall and Hereford House and Exeter Court to deliver a high quality residential development and continue to deliver much needed new affordable homes to rehouse existing secure tenants of South Kilburn; and provide a new Granville Park, hugely improving their living conditions and reconnecting the area to its surrounding neighbourhoods and through the reconstruction and delivery of new high quality homes at the Chippenham Gardens Site.

9.3 Where possible the contracts will require that the Design Teams and Delivery Partner to:

- provide opportunities for local people or prioritise local people for the employment opportunities that may arise during this contract (e.g. apprenticeships, work placements for disabled people or BAME groups, etc);
- pay the London Living Wage as part of the Council's commitment to reduce socioeconomic disadvantage.

Consultation will form part of the Design Teams' work and that of the Delivery Partner. Additionally, Social Value will form a scored element of the procurement process in selecting the Design Teams and Delivery Partner, including identifying how the Design Team and Delivery Partner will target engagement of disabled people, young people, older residents and BME groups on the development of an inclusive and accessible design; easy materials; translation and interpreting services, etc.

**Report sign off:**

**AMAR DAVE**

Strategic Director of Regeneration and Environment

