

# LONDON BOROUGH OF NEWHAM

## CABINET

<b>Report title</b>	<b>Green Street Town Centre Programme</b>	
<b>Date of Meeting</b>	<b>18<sup>th</sup> February 2020</b>	
<b>Lead Officer and contact details</b>	<b>Nicola Elcock, Senior Area Regeneration Manager Nicola.Elcock@newham.gov.uk Roger Austin, Regeneration and Development Advisor Roger.Austin@newham.gov.uk</b>	
<b>Director, Job title</b>	<b>Conrad Hall, Corporate Director of Resources</b>	
<b>Lead Member</b>	<b>Mayor – portfolio lead for Regeneration and Housing</b>	
<b>Key Decision?</b>	Yes	Affects more than two Wards
<b>Exempt information &amp; Grounds</b>	No	n/a
<b>Wards Affected</b>	Boleyn, Green Street East, Green Street West	
<b>Appendices</b>	Appendix A: List of uses for Queens Market Strategic Sites Appendix B: Timescales for Green Street Town Centre Programme	

### 1 Executive Summary

Cabinet are asked to note the recommendations for Green Street Town Centre Programme listed in Section 2 of this report. This highlights the Council's commitment to working with the local community, stakeholders and partners on the opportunities for improving the town centre and its offer. The report details forthcoming work streams for the town centre programme, the rationale for progressing this work, potential funding streams and, the governance and the engagement approach to ensure maximum transparency regarding the scope and remit of the programme.

### 2 Recommendations

- 2.1 For the reasons set out in the report and its appendices, Cabinet is recommended to note:
  - 2.1.1 the submission of a second stage bid to the Mayor of London's Good Growth Fund (Round 3) for up to £2 million grant funding for Queens Market and the potential match funding requirements the Council will need to secure if it is successful; and,
  - 2.1.2 the development of a draft town centre strategy for Green Street and the commissioning of investigative studies for Queens Market and Hamara Ghar site to understand the potential redevelopment options.

### **3 Background**

- 3.1 The Mayor and the Boleyn, Green Street East and Green Street West Ward Councillors want to work with the local community to develop a programme of projects that is designed to improve and support the designated town centre. The Council wants to look at all possible opportunities and is seeking to secure grant funding to support the delivery of some capital projects to support Queens Market and Green Street. Other projects within the programme include the development of a town centre strategy and the commissioning of some investigative studies to better understand the wide range of options for council-owned land that could possibly bolster the town centre and its offer for Newham residents, businesses and visitors to Green Street.
- 3.2 The Council undertook an engagement exercise with the local community in May and June 2019. The survey was available to complete online, and the Council distributed over 21,000 freepost cards to residential premises, businesses and market traders, with additional publicity in the library, poster sites and through the Community Neighbourhoods network to the local community and organisations. The survey requested the local communities views on the future ambitions for Green Street, ideas for improving for the high street and Queens Market. The purpose of the exercise was to start dialogue with the local community to help inform the Council on the next stages of the Green Street Town Programme. The findings revealed that the local community feel more should be done to improve the high street and Queens Market, including improvements to the management of the environment and public realm, upgrading and modernising Queens Market and, ensuring there is greater retail and commodity diversity across both the high street and Queens Market. The findings from the community engagement exercise are available to download from the Council's website: [www.newham.gov.uk/greenstreet](http://www.newham.gov.uk/greenstreet).
- 3.3 The Council will be publishing a statement on its website to provide clarity on some key issues and concerns that have been raised in late February 2020. In line with the Council's corporate objectives regarding transparency, this report and the background information have been published to provide assurances to the local community about the remit and scope of the Green Street Town Centre Programme.

### **4 Key Considerations & Proposals**

- 4.1 The Council has submitted a Stage 2 bid to the GLA's Good Growth Fund (Round 3) for capital funding up to £2 million for Green Street and Queens Market. This is for a range of projects that will help to deliver on some of the issues and aspirations that came out from the community engagement exercise and workshops. The projects are aimed at improving things now, whilst the Council looks at a range of longer-term options for the town centre. If successful at Stage 2, a separate Cabinet Report will be presented in April 2020 seeking a decision to enter into a grant agreement with the GLA. Match funding is required by the grant agreement meaning that the Council will in turn need to make commitments which can take various forms, for example, staff time as well as capital funding equivalent to the amount of grant funding secured. The April report will also request to commence the procurement and commissioning process for any capital projects that have been awarded funding.

- 4.2 The Council would like to investigate the possibilities for Green Street and is developing a town centre programme that will focus on the development of an outline strategy for Green Street. This strategy will establish a set of principles and suggest a range of possible projects aimed at improving the high street and the economy of Green Street. It will be developed through engagement exercises with the local community, research, evidence collection and the emerging Inclusive Economy Strategy for Newham. Subsequent to this, the intention would be to masterplan the entire town centre with the local community and identify a set of complementary public realm, transport, place making and development proposals for Green Street. The masterplan will look at the opportunities for land and buildings within public and private ownership. This work stream is due to commence later in 2020 and a timeline is being established based on existing resources.
- 4.3 The Council will be undertaking some investigative studies to understand the development potential for Council owned sites in Green Street. Queens Market and the Hamara Ghar are listed as Strategic Site 27 in the Local Plan. The site has the potential to deliver a number of benefits to support the Council's corporate priorities and planning policies. The Council would like to understand the opportunities that the Queens Market Strategic Site could possibly deliver to support a number of its priorities including: a new covered market and retail units, additional housing including Sheltered provision, an integrated health service provision, a community neighbourhood centre, library and youth provision, parking and the delivery of affordable workspace to support the Council's Community Wealth Building agenda. These investigative studies will assess a range of opportunities to improve existing buildings from full to partial refurbishment through to partial or full redevelopment. The Council recognises the sensitivities around commissioning such studies and therefore has committed to setting up a steering group (see 4.7) and organising regular drop-in sessions with residents, market traders and businesses over the next 12 months.
- 4.4 The Council recently commissioned a comprehensive Condition Survey of both Queens Market and Hamara Ghar to understand the scale and scope for the maintenance of these buildings over the medium (5 to 10 years) to long term (30 years). A draft report was submitted in December 2019 and is currently being reviewed by officers in Housing and Property Services teams. This information will inform the options analysis for this Strategic Site and will sit alongside the outcomes from the capacity and viability commission.
- 4.5 The commissioning of a capacity and viability study will commence in March 2020. The Council has a long list of priority requirements and aspirations (see Appendix A) and, at this stage it would like to better understand how feasible these are both in terms of the capacity of the site and the financial viability. Some of these aspirations reflect some of the community's aspirations that were identified through the engagement exercise. The consultants brief will be issued to local stakeholders for comment and the final version will be available on the Council's website.
- 4.6 The Council will be engaging with Green Street businesses and residents in and around Shaftesbury Road Car Park to discuss the possible options for this site and the surrounding land. The Council is interested in the potential for this car park site and how it could support the town centre in the future. The Council will commence the dialogue with businesses and residents later in 2020 with the view to understanding any future scope for potential development opportunities that could inform any revision to the Local Plan. This engagement would precede any formal statutory consultation process into revisions to the Local Plan.

- 4.7 The Council intends to set up a steering type group by July 2020. This group would form part of the overall governance arrangements for the project until March 2021 when the requirements of the group will be reviewed depending on the outcomes and any recommendations from the investigative studies. The proposed selection process is still to be defined, but will ensure the community representation is reflective of the broad range of views and with the skills necessary to support the process. The Council will ensure that regular updates provided to the local community at key milestones which will be identified at the start of the commission following the award of contract(s).
- 4.8 A timetable for the draft Green Street Programme is appended to this report (see appendix B) outlining the key milestones for the Good Growth Fund programme and the capacity and viability study for Queens Market Strategic Site.

## **5 Delivering Council Policy and Corporate Priorities**

- 5.1 The Green Street Town Centre Programme will contribute to the delivery of the following Corporate Priorities:
- 5.1.1 *Bright futures: supporting children and young people's aspirations, keeping them safe and removing barriers to success:* Increase the range of activities, support, and training available to young people.  
In particular, the proposal to use grant funding to support the development and implementation of a Creative Wellbeing Space in vacant retail spaces and the opportunity to provide a flexible community space for use by residents including young people at Queens Market for use during non-market hours/days
- 5.1.2 *Building Communities - a housing offer for residents that delivers more genuinely affordable homes in well-designed neighbourhoods:* increase the supply of homes available at genuinely affordable rent levels with a focus on quality and place-making – building communities where people want to live.  
The capacity and viability study will identify the housing potential and the number of units that could be built on each Council owned site. The study will look at a range of options for each site to understand what could be delivered and which options are financially viable. These studies will support the strategic housing assessment needs to ensure the Council plans for the right types of homes and tenures based on local needs and future requirements.
- 5.1.3 *Community Wealth Building a strong economy that supports local businesses, nurtures talent and provides opportunities for all:* Improve and increase employment opportunities for residents.  
The Good Growth Fund bid looks to support Queens Market through capital improvements to improve the appearance and function of the market building and the surrounding public spaces. The bid also seeks funding to support the delivery of truly affordable workspace that will be prioritised for Newham based businesses and residents. There will be a particular focus on the creative industries and opportunities to link the workspace offer with the South Asian apparel and jewellery sectors that are synonymous with Green Street. The viability and capacity studies for both council-owned sites will assess the opportunities for the covered market updated with modern facilities to meet traders' needs. It will also assess the options for affordable workspace for different sectors and the possible delivery

models that would support truly affordable workspace for Newham based residents and businesses.

- 5.1.4 *An environment for all - an attractive borough which encourages active lifestyles, social integration and civic responsibility:* Improve resident satisfaction with parks, open spaces and neighbourhoods in the borough.

The Good Growth Fund bid is seeking grant funding to improve the appearance and function of the public realm on Green Street and the public spaces adjacent to Queens Market. Markets, public spaces, high streets and town centres are places that support and facilitate social integration. The Council wants to ensure the Green Street Town Centre Programme, through the delivery of projects, support this objective.

- 5.1.5 *Quality of life - improving our health and social care system so it works for Newham residents:* Improve quality and accessibility of local services.

The Council has ambitions to deliver a new 3000sqm Health Hub in Green Street through better utilisation of its assets. The capacity and viability study for Queens Market Strategic Site will look at the options for this new facility. This use reflects some of the priorities for this strategic site listed in the Local Plan and aspirations of local residents for improved health facilities

- 5.1.6 *An efficient and effective Council: making Newham Council work better for everyone:*

Increase openness and transparency, and improve local democracy to genuinely involve residents in decision making.

The Mayor, the Cabinet and local Ward Councillors want the Green Street Town Centre Programme to be developed through engaging the local community to further understand their aspirations and, to seek their views and feedback during the development stages of the programme to ensure the best possible outcomes can be achieved. The Council wants to be open and transparent about the programme and the process leading to any future decisions and will publish findings (excluding those that are commercially sensitive) at key milestones for discussion with the local community.

- 5.1.7 *Public Health:* places such as high streets and markets are valuable public health assets for the community. At their best they contribute as sites which provide:

- affordable healthy food
- a locus for community connectedness
- opportunities for local entrepreneurship
- promote a Healthy Street environment, encouraging residents to walk and cycle to the town centre
- ensure all residents have access to spaces and places in the Borough

- 5.1.8 From the emerging priorities in the Health and Wellbeing Plan, a Good Food Retail Plan is currently being developed by the Council. The focus of this plan is relevant to the Green Street Town Centre Programme, and in particular its focus on:

- ensuring Queens Market is an exemplar site for maintaining and increasing the amount of affordable fresh food for residents;
- ensuring a synergistic approach to the management of sites such as Queen's Market in order to ensure that the final market and retail mix provides a comprehensive, complimentary and healthy retail experience for residents; and,
- maximising our markets as incubators for local food-micro-enterprises, particularly food we need for a sustainable diet

5.1.9 The Social Integration policies are still in development. Both town centres and markets are places that promote and support social integration of communities. The Council recognises that these places facilitate the interaction of people from a range of social backgrounds, generations, faiths and ethnicities that help to build and foster meaningful relationships with both local and wider Newham based communities, providing a unique hyper-local eco system.

5.1.10 The Council's policies in the Local Plan that are relevant to the Green Street Programme are:

**Policy S6: Urban Newham**

5.1.11 Achieve stable and cohesive opportunities through place curation, improved housing and infrastructure investment, diversification of local employment opportunities, revived town centres and new cultural offers: a place of many places, including gateways, centres, hubs and connections, and large and small breathing spaces. The capacity and viability will look at a range of uses for the strategic site, some of which are prioritised (see Appendix A) as they are required by the policy;

5.1.12 New housing (at least 7,856 new units) and accompanying jobs growth and infrastructure provision will be delivered across the area, partly on Strategic Sites well integrated with their surrounding communities; and,

5.1.13 Employment will be increased through improvements to town centre, with a focus on accommodating new innovative forms of mixed-use development where appropriate, and continuing support for local employment as part of existing successful mixed-use areas in line with Policies J1 and SP3.

**Policy SP6: Successful Town and Local Centres**

5.1.14 Diversifying uses, encouraging the location of services and flexible community spaces, 'meanwhile' uses, quality night-time economy, visitor and cultural attractions and facilities, and the creation of residential dwellings in such centres as appropriate to their size and function, to add to their activity levels; and,

5.1.15 Maintaining a robust retail core whilst ensuring a variety of unit sizes, and in larger centres, markets to provide choice and meet local needs.

**Policy J1: Business and Jobs Growth**

5.1.16 The strategic principle for additional floor space in Green Street should support job growth with a particular focus on creative and cultural industries and visitor economy to support the existing town centre uses.

## **7. Consultation**

7.1.1 The Mayor as Portfolio Lead for Regeneration, Housing and Community Wealth Building has been consulted on the proposed Green Street Town Centre Programme, including the projects listed in this report.

- 7.1.2 The Ward Councillors for Boleyn, Green Street East and Green Street West have been consulted on the proposed Green Street Town Centre Programme, including the projects listed in this report.
- 7.1.3 On 7<sup>th</sup> January, Mayor, the local Ward Councillors and Regeneration Team met with the local community, including the residents of the Hamara Ghar, Queens Market Traders and Tenants (shops and kiosks), Friends of Queens Market and the Green Street Traders Association to present the findings from the Green Street community engagement exercise that took place in May and June 2019, as well as outlining the projects and commissions outlined in this report.
- 7.1.4 The information relating to the Green Street Town Centre Programme will be published on the Council's website in late February 2020. This included the publishing of the findings from the community engagement exercise, details on the Green Street Town Centre Programme, the commissioning of the studies and activities outlined in this report and, information on the Good Growth Fund (Round 3) projects.
- 7.1.5 Officers from the Regeneration Team will be attending the Market Trader meetings going forward to better understand the day-to-day operation of the market, including the retail units and kiosks. Likewise, officers from Housing and Regeneration will be setting up a series of meetings with residents of the Hamara Ghar to ensure that they are informed and updated on the Green Street Town Centre programme, in particular the capacity and viability study. The Council recognises the impact this could have on residents, traders and retail tenants and wants to ensure there are forums where people can find out more about the programme, seek clarification and challenge outputs. The Council is committed to engaging with the Green Street community during the development of projects and investigative work streams

## **8. Implications**

### **a. Financial Implications**

- 8.1.1 The funding agreed by Council in February 2019 included £200K for a feasibility study on Queens Market Strategic Site. The expenditure of the full £200k in 2020/21 is outlined in the table below.
- 8.1.2 In addition, the Council was awarded £25K grant funding from the GLA in relation to Queens Market. This development grant funding is being used to support the engagement process relating to the projects that were detailed in the Council's Good Growth Fund (Round 3) an initial Stage 1 bid submitted on 14<sup>th</sup> October 2019 and, a subsequent final Stage 2 bid submitted on 3<sup>rd</sup> February 2020, requesting up to £2m. Should the Council be successful in securing capital grant funding for Green Street and Queens Market, approval to enter into a grant agreement with the GLA will be subject to a separate report to Cabinet in May 2020. Prior to this, the Council will need to agree the level of match-funding it can secure which is a requirement of the grant agreement. A decision from the GLA on the outcome of the bid is expected in March 2020.
- 8.1.3 The table below outlines the profiling of the secured funding for the development and commissioning of projects and studies for the Green Street Town Centre Programme.

<b>Project</b>	<b>Amount</b>	<b>Notes</b>
1. Draft Town Centre Strategy	£50,000	This will be used to commission research to develop a set of town centre principles and initial high level spatial and urban design study to support the development of a town centre strategy for Green Street.
2. Capacity and Viability Study for Queens Market Strategic Site	£150,000	Commissioning of an investigative study to understand the potential for this strategic site to support a number of Council priorities and some local community aspirations for Green Street.
3. Community Engagement	£25,000	To support a programme of engagement with the local community on the Green Street Town Centre programme
<b>Total</b>	<b>£225,000</b>	

## **b. Legal Implications**

- 8.2.1 There are no direct legal implications arising from this report.
- 8.2.2 The Council will comply with the Grant Funding obligations set by the Greater London Authority (GLA) in relation to the Good Growth Fund Development Funding, totalling £25K.
- 8.2.3 If the grant funding discussed in this report is secured, the detailed financial and legal implications will be explained in a subsequent report seeking Cabinet approval.
- 8.2.4 The procurement of all services relating to the Green Street Town Centre Programme will be in accordance with all relevant legal and constitutional requirements such as the Council's Contracts Procedure Rules. Where possible the project will prioritise Newham based businesses and residents to support its Community Wealth Building objectives.

## **c. Equalities Implications**

- 8.3.1 Under section 149 of the Equality Act 2010, the Council has a duty when exercising its functions to have "due regard" to the need to eliminate discrimination, harassment and victimisation and any other conduct prohibited under the Act and advance equality of opportunity and foster good relations between persons who share a protected characteristic and persons who do not. This is the public sector equality duty. The



protected characteristics are age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.

8.3.2 “Due regard” is the regard that is appropriate in all the circumstances. The weight to be attached to each need is a matter for the Council. As long as the Council is properly aware of the effects and has taken them into account, the duty is discharged.

8.3.3 There are no direct or practical equalities implications resulting from the recommendations in this report but an assessment of the equalities impact of the Green Street Town Centre Programme will be undertaken at a later stage especially in respects to the capacity and viability study options and any recommendations that come out from this investigative study. The Equalities Impact Assessment will need to be considered by Cabinet prior to any decision being made on the preferred option. .

**d. Other Implications relevant to this report:**

8.4.1 None

**9. Background Information used in the preparation of this report**

Green Street Community Engagement Findings

Good Growth Fund (Round 3) – Outline of Stage 1 and 2 Bid

Capacity and Viability Study – Priority List and Aspirations

**Appendix A**  
**Capacity and Viability Study**  
**List of uses – required and aspirational**

The Council has a long list of uses that it would like to test for the Queens Market Strategic Site as part of this investigative stage.

These will include the following uses if the Council was to decide to progress a Community Masterplan for the site in mid-2021:

- a) a new covered market with modern facilities (different forms of storage etc.)
- b) housing of different tenures to meet the future needs of the borough, including Sheltered Housing
- c) a new 3000sqm Health Centre

The Council also wants to look at other opportunities to see what might be possible in terms of the capacity of the site. These are not listed in priority order.

- a) Retail space
- b) Library, Community Neighbourhood Centre and Youth Zone centre
- c) Affordable workspace – at least 30,000 sq. ft.
- d) Leisure and Entertainment uses
- e) Supermarket – though for this we would need to understand the demand and what impact it would have on existing town centre uses and the market
- f) Car park – again we need to understand demand as traders (and our Markets Team) say that parking charges are having an impact on the market and footfall.
- g) Greater permeability through site to encourage active travel between residential areas and high street