

To: City Executive Board

Date: 26th November 2008

Item No:

Report of: Head of City Development

Title of Report: West End Regeneration Progress Update

Summary and Recommendations

Purpose of report: To advise Members on the progress with the regeneration of the West End and to seek agreement to re-focus the project towards delivery with associated increase in funding.

Key decision? No

Executive lead member: Councillor Colin Cook

Report approved by:

Executive Director of Regeneration:

Finance:

Legal:

Environmental Health:

Policy Framework: Improve the local environment, economy and quality of life, More housing better housing for all

Recommendation(s):

The City Executive Board are asked to:

- (a) note the report;
- (b) endorse the shift of resources, in consultation with partners, towards direct physical delivery and the focus on housing compared to one of preparing enabling policies and strategies;
- (c) approve an increase in funding for the West End Partnership from £50,000 per annum to £150,000 per annum from 2009/10, to be capitalised from the DCLG grant, subject to a similar increase in funding from Oxfordshire County Council and SEEDA
- (d) request the Leader of the County Council to come and make a presentation to all City Council Members on the County Council "Transform Oxford" initiative and to initiate a discussion of the details of the County transportation schemes in the West End.

discussion on planning of County transportation schemes.

Background

1. Oxford's West End Renaissance is an ambitious and exciting regeneration programme that aims to transform one of England's most prestigious cities into a modern, vibrant and stylish 21st century urban environment. The Renaissance is not just about the redevelopment of land and property but also about utilising local assets to benefit local communities, creating sustainable economic, social and environmental opportunities, enhancing the city's vitality and attracting investment.
2. The West End Partnership, comprising and jointly funded by Oxford City Council, Oxfordshire County Council and the South East England Development Agency (SEEDA), was established in 2005 as the driving force behind the West End Renaissance. A statement of purpose was set up in 2006 to ensure that the regeneration programme has clear objectives, purposes, outcomes, deliverables and success criteria.
3. The West End Area Action Plan (AAP) was formally adopted in June 2008; all planning applications in the West End will now be assessed against the policies and proposals laid out in the document. This will ensure high quality design, social and environmental sustainability, and consideration of the area's heritage. The AAP presents a detailed vision for the Oxford West End Renaissance, whilst also highlighting key areas for focus, including: historic, social and environmental responsibilities; community involvement; sustainability; infrastructure requirements; and affordable housing
4. A pair of maps showing the location of the West End and some of the key development sites are attached (**Appendices 1 and 2**).
5. **Headline outputs:**
 - 800 houses, (2,000 extra residents)
 - 35,000 sq m offices, (including possible joint civic offices at 20,000sq m)
 - Improved traffic management and routing of public transport
 - Improved public realm and new squares
 - Additional cultural venues and activities
6. The Oxford West End Renaissance requires huge investment and is being funded by both public and private sectors, including the West End Partnership, Communities and Local Government's New Growth Points initiative, and also streamlined developer contributions. A strategy has been developed to identify alternative funding sources aimed at filling any funding gaps that the aforementioned sources cannot meet.

Achievements to date (Appendix 5)

7. There has already been good progress to date; the Oxford Castle development has been a huge success, winning many awards including the RICS Overall Project of the Year Award 2007 and the Daily Mail British Homes Awards 2007 for best mixed-use development. The careful restoration and successful regeneration of the Oxford Castle site have set the tone for the rest of the West End Renaissance.
8. Developments that are already completed include Albion Place, a new 14 unit Oxford City Council owned flat development, Brasenose College and Paradise Street student accommodation and Simon House.
9. The transformation of Bonn Square, from a neglected and run-down area to a welcoming, modern and flexible public space, marks another important step-forward for the West End Renaissance. New features of the square include bronze seating, landmark structural lighting and seven semi-mature trees. The official public opening event will take place on Friday 28th November as part of this year's Winter Light festivities.
- 10. The City Council has made considerable progress with schemes where it has a direct land interest. Most notably the Westgate development where full planning permission has been granted, a compulsory purchase order confirmed and a draft development agreement signed. A progress report on this is included elsewhere on this CEB agenda.**
11. A planning application to regenerate the area of land lying between St. Aldate's and Queen Street has now been submitted to Oxford City Council. Proposals include a new, open-air shopping area (incorporating 11 new shops) from the St. Aldate's Tavern archway through to a new archway in Queen Street, and student accommodation for up to 100 students. If planning permission is granted in early 2009, the developer, The Carlyle Group, will look to start work on site as soon as possible. The City council has land interests at this site too and is in negotiations with the developer. A decision whether to take space in the new scheme is linked to the current Office Accommodation Project.
12. The partnership has sought to keep Councillors, stakeholders and the public well informed through the Oxford West End website at: www.oxfordwestend.co.uk newsletter and workshop and exhibitions.

Programme Management

13. The governance structure of the partnership consists of an Executive Board made up of the 3 lead partners (the City and County Councils with SEEDA) and a larger Steering Group made up of major landowners key Government agencies and other stakeholders in the West End. There are also supporting officers groups (programme board and core officer group).
14. The City Council, on behalf of the Executive, has employed a Co-ordinator and 2 other members of staff (administration, finance and communications) to work directly on its behalf.

15. To date the focus of the work of the West End partnership has been to establish the vision, draw together the partnership and put in place the framework to guide the development. This has been achieved with the Area Action Plan and a set of other interlinked strategies on transport, community cohesion, sustainability, public realm,
16. The programme now needs to move from the planning phase to the implementation phase. The focus needs to be much more on delivery and leadership. This will mean ensuring that there is clarity about the programme and dependencies between individual developments and projects. The Executive needs to ensure that as far as possible developments come forward meet the vision for the West End rather than stand alone.
17. A programme plan has been prepared that outlines proposed design and construction schedules for all key sites. The Gantt chart is appended as **Appendix 3**. (An A3 copy will be made available at the meeting). Other forthcoming West End development sites include the Westgate Shopping Centre, Frideswide Square and the buildings that surround it, the railway station (a new bay platform will be in operation by early 2010), Oxford and Cherwell Valley College.
18. All partners have now recognised that in order to successfully shift from policy development to implementation to deliver the large scale regeneration benefits potentially realisable through the West End renaissance there is a need to strengthen the existing partnership staffing structure. In the short term there is a minimum requirement to have the project driven by a Project Director, supported by a Programme Manager. Details of the respective roles are shown in appendix 4. In order to deliver this change it is likely that the three partners will need to raise their annual contributions from £50,000 per annum each to £150,000 per annum each. It is likely that any increase in funding from one partner will be contingent on similar increases in funding from other partners.
19. The County Council has recently publicised its emerging transport initiatives for the West End and across Oxford City Centre under a "Transform Oxford" title. There was no prior discussion with officers or Members before the County Council made this announcement, although much of the earlier phases of what it hopes to achieve are already part of the City Council's West End Area Action Plan and partnerships West End programme such as improvements to Frideswide square and removing buses from Queen Street.
20. Nevertheless it is suggested that the Leader of the County Council be invited to come and make a presentation to all City Council Members on the "Transform Oxford" initiative. This should also facilitate the start of closer member level discussion of the details of the County transportation schemes in the West End, such as its Frideswide Square ideas and how cyclists and pedestrians are being accommodated.

Priorities for Delivery for the City Council's perspective

21. While the City Council has prepared with the other two lead partners the West End vision, it has its own specific priorities. The other partners and stakeholders will each have their own priorities too. For the City Council these are:

- Commencement of the Westgate development
- Acquisition of the British Rail Residuary Body land adjacent to its own at Oxpens
- Scoping out the development opportunities at Oxpens and choosing a development partner
- Securing the proposed housing delivery including 50% affordable housing
- Improvements to the public realm especially at Frideswide Square.
- Ensuring integration between the new and existing communities in the West End

Refreshed Growth Point Bid

22. At the beginning of October a refreshed Programme of Development was submitted to the Government for Growth Point Grant for 09/10 and 10/11. This is seeking a total of £34 million from the Government over these two years. However the focus for the bid is not just of infrastructure in the West End but on housing delivery right across the City. So projects at Barton, Blackbird Leys, Northway and some smaller projects are included. Recently the Department of Communities and Local Government has indicated that the Secretary of State will make a decision on the bids by the end of the year.

Financial Implications

23. Oxford is a Government new Growth Point and receives both revenue and capital money for a three year period 08/09 to 10/11. Growth Point grant is in recognition of the extra housing the City Council is promising it can deliver over and above regional plan requirements.

New Growth Points

	2008/09 received £,000	2009/10 requested £,000	2010/11 requested £,000	Total £,000
Capital	1,750	1,068	2,268	5,086
Revenue	208	257	582	1,047
Total	1,958	1,325	2,850	6,133

08/09 revenue spend of the Partnership, as agreed by the Executive

	Income £,000	Expenditure £,000
New Growth Points	208	
Partners City, County & SEEDA (£50k each)	150	
Carry forward from previous years	100	
Total	458	
Core staff salaries		116
County officers from partnership		56
City officers from partnership		40
Policy (Area Action Plan)		137
Strategies: bus routing, historic context, public realm, district heating, education, neighbourhood and community		59
Communication		50
Total		458

24. The City and County Councils both put a lot of Members and officer time to the partnership. Most of the officer time is funded from their own base budgets. In addition the City Council hosts the core staff in the Blue Boar street offices. In order to ramp up delivery it is proposed to increase partner core contributions from £50,000 per annum to £150,000 per annum from 2009/10. Given current budgetary pressures it is intended to capitalise this figure from the capital grant received from DCLG.

25. Separate to the revenue money to progress the programme, capital money is necessary to provide a significant amount of infrastructure and land assembly. This is being funded from various sources including the New Growth Points. Money will also be forthcoming from developments themselves as S 106 contributions under the streamline contribution policy in the Area Action Plan.

Oxford West End: 2008/9 New Growth Points capital budget – recommended allocation

Total budget available (£k) 1750

ITEM	PROPOSED ALLOCATION (£k)	TYPE	BRIEF DESCRIPTION	FURTHER DETAILS
Essential expenditure				
Frideswide Square	200	Planning and design work	Design work for the scheme to transform Frideswide Square into a high quality public urban space, with major improvements for pedestrians, cyclists and public transport	This preparatory work is essential this year to ensure the Frideswide Square scheme is delivered as planned in 2010. Frideswide Square essential to transport and street environment strategies - including delivery of other projects such as bus routeing improvements. Essential to the successful redevelopment of the sites around the square. Important for arts and cultural opportunities and sustainability strategy.
Oxpens: alternative tourist coach parking	130	Planning and design work	Planning and design work for the scheme to relocate long stay tourist coach parking away from Oxpens to a site outside the city centre. Essential to the redevelopment of the Oxpens site.	Essential for redevelopment of Oxpens and important to transport and street environment strategies. This project is likely to be lengthy and complex, so it is highly recommended that this work is progressed as soon as possible to ensure the development of the Oxpens site is not delayed in future years.
Bonn Square Bonn Square - additional costs	450	Design and construction	Part costs not claimed in 2007/8 due to a delayed start on site; additional unforeseen archaeological and design costs	Essential for street environment strategy and important for arts and cultural opportunities. Funding must be made available this year to complete this scheme.
East West Rail	75	Planning and design work	Contribution to ongoing development work – required by East-West Rail Consortium	East-West Rail Consortium has asked all authorities along the project route to contribute £75k in 2008/9
District Heating Procurement	50	Design	Procurement of an Energy Services Company to take forward district heating proposals	Essential to drive this project forward to ensure district heating facilities are available for major new developments to connect into.
Sub-total for essential projects	905			
Optional expenditure: high priority				
Speedwell St/St Aldates junction - design and implementation	100	Design and construction	Contribution to highways maintenance scheme to remove traffic signals, improve public realm, and improve bus and pedestrian movement	Essential this year if we are to tie this work in with the planned maintenance works in Jan 2009. Improvements to accommodate additional bus traffic are essential to pedestrianisation of Queen Street; street environment improvements also important to remove clutter and introduce better materials at this sensitive location.

Oxpens masterplanning	230	Planning and design work	Development of masterplan for Oxpens site.	Critical piece of work. Officer discussions are ongoing as to how this is best approached, but one option is for the West End Partnership to develop a masterplan this financial year.
New Inn Hall Street public realm improvements	500	Design and construction	Design and construction of new paving to continue the Bonn Square improvement into New Inn Hall Street	Will contribute to street environment and transport strategy.
Hythe Bridge Towpath Gateway contribution	15	Design and construction	Scheme to create an attractive landscaped gateway to the towpath north of Hythe Bridge Street	Will contribute towards aspirations to improve quality of and access to waterways in the West End, as well as to street environment strategy and quality of green spaces. Opportunity to unlock match funding from British Waterways.
Sub-total for high priority optional projects	845			
Sub-total for essential and high priority projects	1750			
Optional expenditure: lower priority (reserve projects)				
Osney Mead to Oxpens pedestrian and cycle bridge	130	Planning and design work	Design work on new cycle and pedestrian bridge over the Thames, linking west Oxford and Osney Mead with the West End and city centre	Important for the transport strategy and to link new housing at Oxpens with green amenity spaces at Grandpont. Design work only essential this year if CIF funding is granted for construction in 2009/10 - which seems unlikely.
Castle Mill Stream	250	Design and construction	Construction of access and landscaping improvements on Castle Mill Stream	Will contribute towards aspirations to improve quality of and access to waterways in the West End, as well as to street environment strategy and quality of green spaces. Opportunity to unlock match funding from British Waterways. Important but not essential this year.
St Aldates /Carfax/High St Design	50	Planning and design work	Design work to improve the appearance and operation of this area, in part to ensure these streets are able to cope with additional bus flows arising from the pedestrianisation of Queen Street	Improvements in these streets are essential in advance of the pedestrianisation of Queen Street to cope with additional bus flows displaced from Queen Street. However, this work need not necessarily be carried out this year.
Railway Station – contribution	75	Planning and design work	Contribution to design work for the scheme to expand and enhance Oxford rail station	This preparatory work is very important this year to ensure plans for the wider expansion and enhancement of the station are well-developed before Network Rail implement the bay platform scheme in October 2009. However - other funding is available Essential to transport and street environment strategies and to the successful integration of the station with the West End.
Sub-total for lower priority optional projects	505			

Legal Implications

26. The Partnership was originally confirmed through a Memorandum of Understanding. To date there has not been any necessity to enter into more formal contractual relations.

Risk Management

27. The Partnership takes risk management seriously and has a risk schedule and risk mitigation plans that it reviews and updates regularly

Equalities Implications

28. The partnership is well on the way to completing the preparation of a neighbourhoods, communities and social inclusion strategy. The partnership considers that it is very important for it to engage with the current communities in the West end and understand their aspirations as well as considering the aspirations and needs of any future communities to be created in the West end as new housing is built. One of its core values is to "Be Open. The new quarter will be open, welcoming and accessible to all".

Climate Change Implications

29. This is being taken very seriously in the West End. There are relevant policies in the Area Action Plan and a Sustainability Strategy in preparation

30. Other projects include district heating for the West End; proposals involve the utilisation of a biomass boiler and a separate energy efficient plant, which could provide combined heat and power for the Oxpens site and heat to other developments from renewable and low carbon sources.

Next steps

31. Many of the policy choices are now settled in the West End and therefore the emphasis now needs to turn to implementation and delivery. It will become increasingly important that Members are kept up to date with progress. Subject to endorsement of the approach set out in this paper and budgetary availability Officers will progress negotiations with partners with regard to the strengthening of the partnership's delivery capacity and will provide regular reports back to CEB on overall progress.

Recommendations

32. The City Executive Board are asked to:

(a) endorse the shift of resources, in consultation with partners, towards direct physical delivery and the focus on housing compared to one of preparing enabling policies and strategies;

(b) approve an increase in funding for the West End Partnership from £50,000 per annum to £150,000 per annum from 2009/10 to be capitalised from the DCLG grant, subject to a similar increase in funding from Oxfordshire County Council and SEEDA

(c) request the Leader of the County Council to come and make a presentation to all City Council Members on the County Council “Transform Oxford” initiative and to initiate a discussion of the details of the County transportation schemes in the West End

Name and contact details of author: M Crofton Briggs 252360 mcrofton-briggs@oxford.gov.uk

List of background papers:

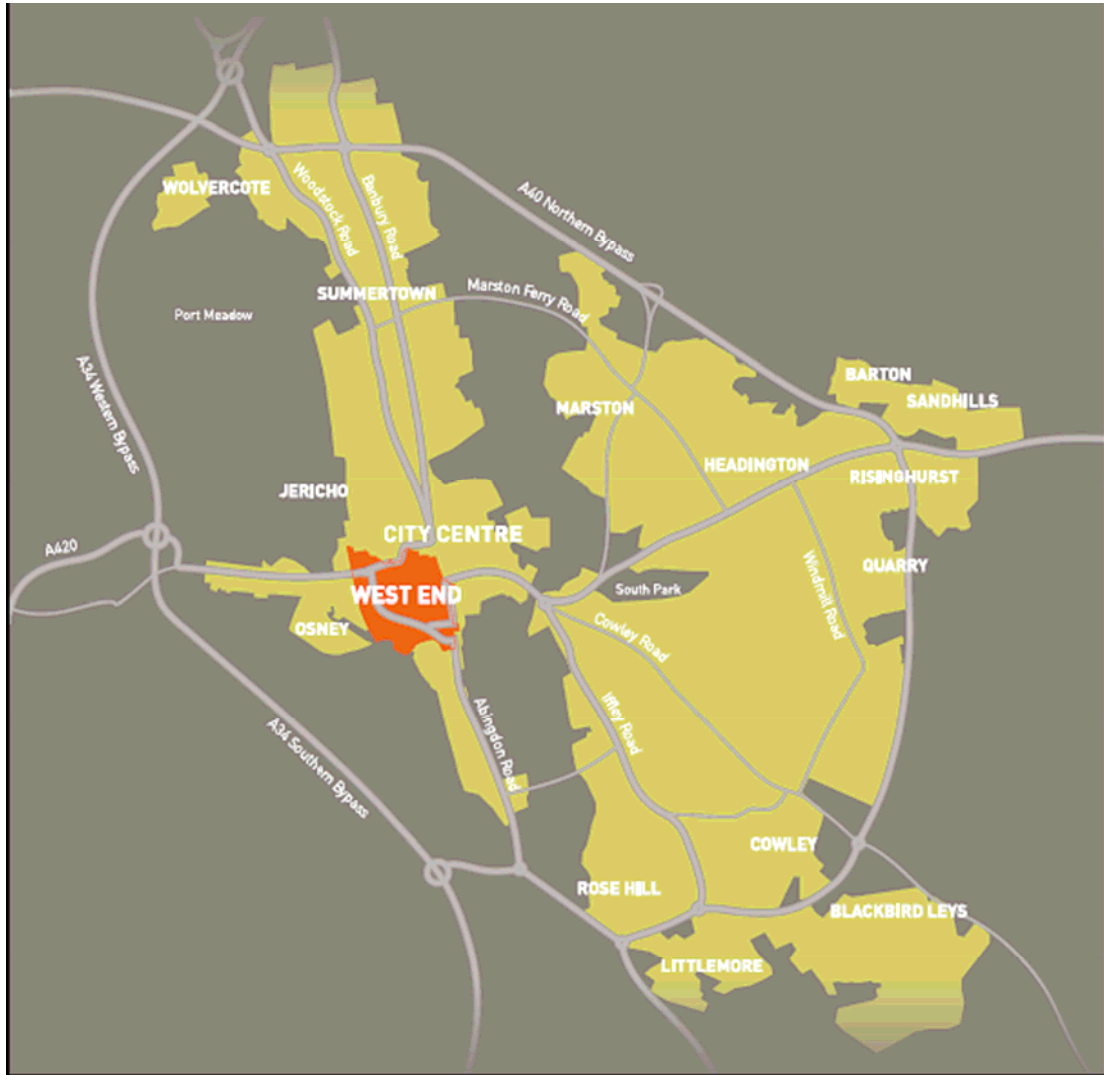
No unpublished papers relied upon

Appendices

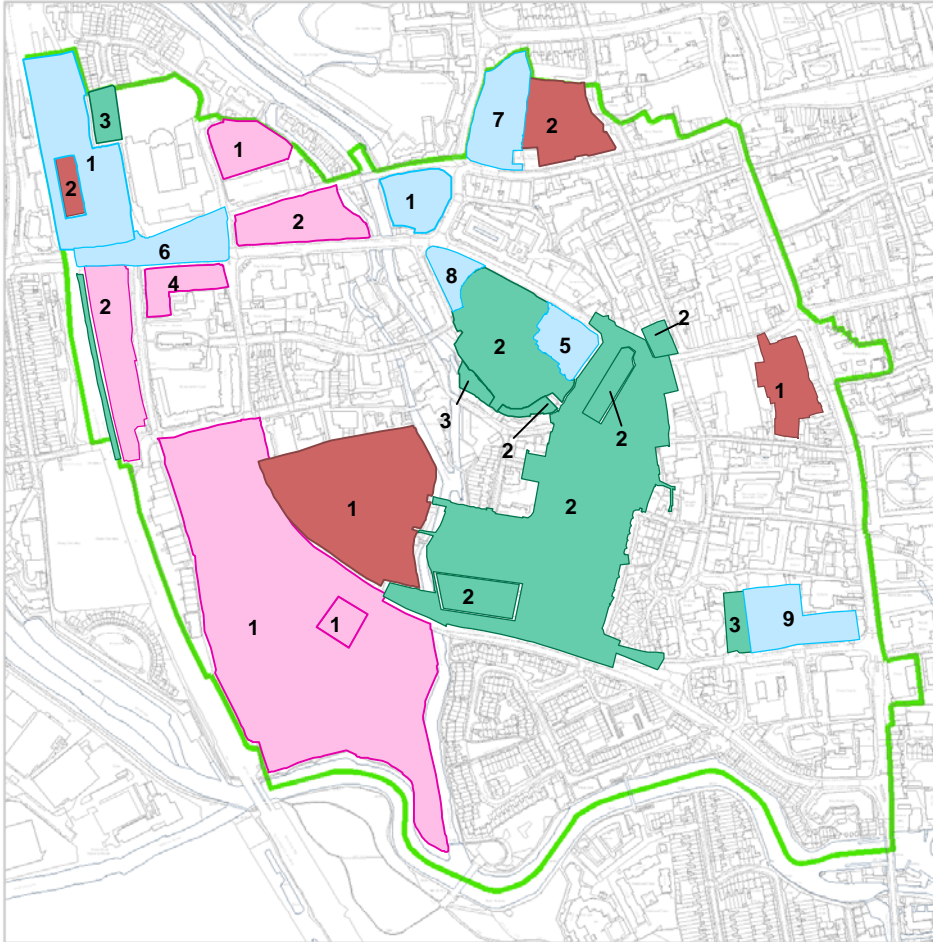
1. Location Plan
2. Map of West End including boundary and major development sites
3. Gantt Chart (the Gantt chart will be made available at the meeting)
4. Possible Staff roles
5. Achievements

Version number: Three 13th Nov

Appendix 1: Location Plan



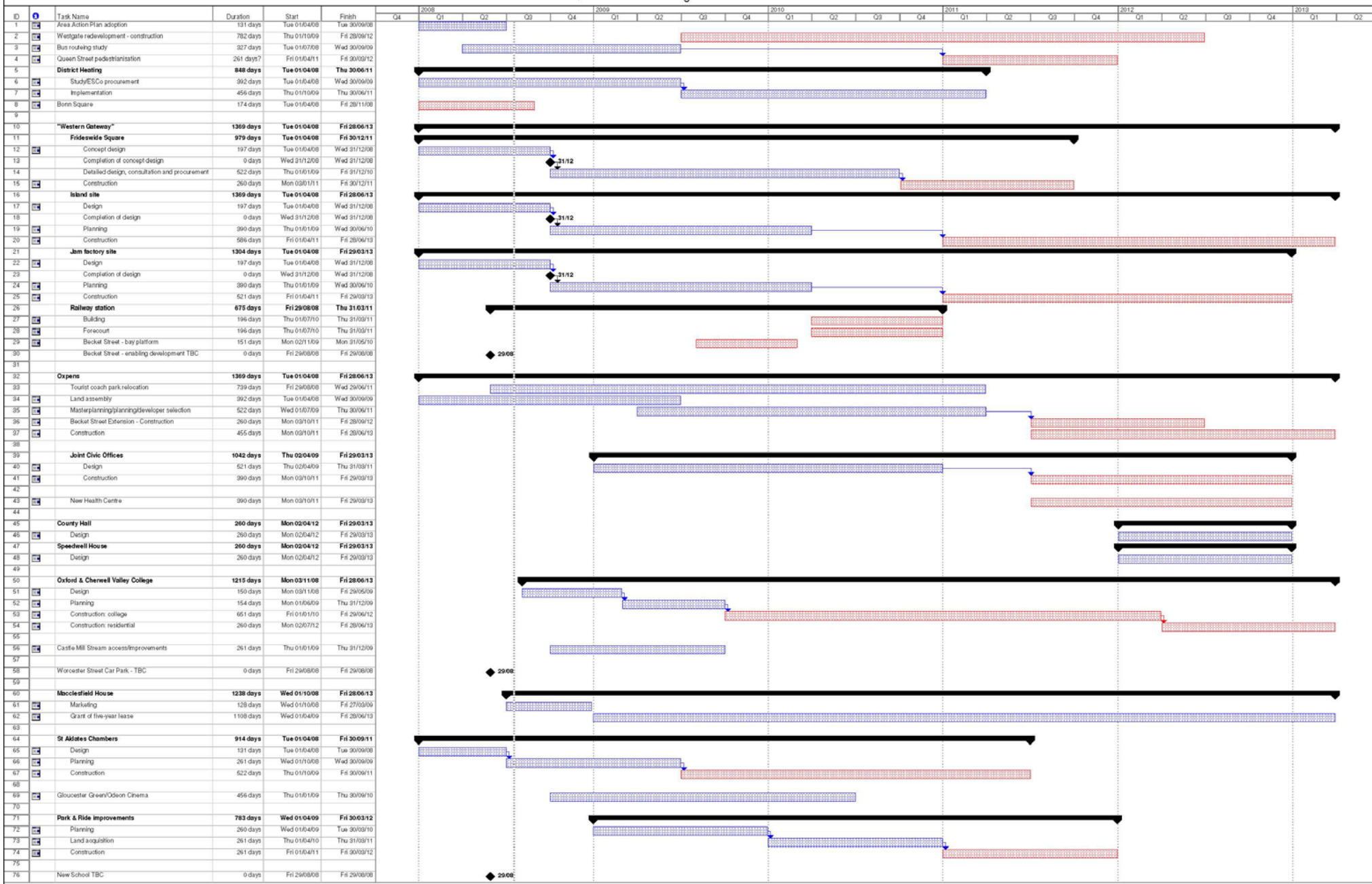
Key West End Development Sites



- Island Site redevelopment (2)
- South Frideswide Square redevelopment (4)
- County Hall redevelopment (5)
- Frideswide Square redevelopment (6)
- Gloucester Green Bus Station (7)
- Macclesfield House redevelopment (8)
- Speedwell House redevelopment (9)
- Worcester Street Car Park redevelopment (10)
- Railway Station Interchange (11)
- Fire Station redevelopment (12)
- Oxford and Cherwell Valley College redevelopment (16)
- Oxpens/Oxpens Square redevelopment (17/18)
- St Aldate's Chambers refurbishment/ redevelopment (19)

Appendix 3: Gantt Chart (please see next page)

Oxford West End Programme Plan to 2012/13



Appendix 4: Potential roles to increase delivery capacity within staffing structure

To support the new direction for the programme there needs to be the appropriate capacity and expertise for this change in direction. Consideration is being given to whether there need to be a Project Director supported by a Programme Manager together with the existing roles of administration and communication

The partnership needs to have the capacity and expertise to be engaging and influencing the developers of key sites from an early stage, brokering deals across the public and private sector.

Project Director

- Driving the renaissance of Oxford's West End including overseeing all key infrastructure and public realm projects and ensuring delivery to time and budget.
- Championing the Partnership's vision, Business Plan and Development Programme alongside the funding partners, heritage organisations, relevant Government Agencies and other stakeholders.
- Credible senior level engagement with developers, investors and other opinion formers
- Giving strategic advice and guidance to the Executive Committee, management team, investors, developers and other stakeholders to ensure the comprehensive and cohesive renaissance of Oxford's West End.
- Ensuring engagement with key stakeholders and exploiting all opportunities for driving value out of the partnerships created.

Programme Manager

- Supporting the Project Director in the delivery of infrastructure strategies and projects within the Business Plans and Development Programme to meet agreed targets, reporting and assuring progress and providing project management on the ground.
- Managing the appointment of external consultants and monitoring their outputs. Overseeing the WEP budget including processing and payment of invoices and preparing management reports.

West End Partnership achievements to date...

- **West End Partnership was established and a Memorandum of Understanding was agreed (2005)**

The West End Partnership, which consists of Oxford City Council, Oxfordshire County Council and the South East England Development Agency (SEEDA), was established in 2005 as the driving force behind the West End Renaissance.

- **Statement of Purpose agreed (2006)**

A statement of purpose was set up in 2006 to ensure that the regeneration programme has clear objectives, purposes, outcomes, deliverables and success criteria.

- **Oxford Castle site completed (2006)**

The careful restoration and successful, award-winning regeneration of the Oxford Castle site have set the tone for the rest of the West End Renaissance.

- **Westgate Shopping Centre is granted planning permission (2007) and CPO confirmed**

Planning permission was granted and the CPO was confirmed for the redevelopment of the Westgate Shopping Centre in 2007; although the timescales are now under review, the Westgate Partnership is still focused on the delivery of this exciting project.

- **New Growth Points grant awarded for next three years (2008)**

The department for Communities and Local Government (CLG) awarded the West End Partnership £5.4 million pounds for three years. The breakdown of the money awarded is as follows:

- £1.7m capital and £200,000 revenue next financial year (08/09)
- £3.2m capital and £300,000 revenue (09/10 and 10/11)

An application for further NGP funding was submitted October 2008.

- **West End core team expanded to include dedicated marketing and admin roles (2008)**

Since expanding the core team, budget procedures are more robust and the administration of meetings and stakeholder engagement flows smoothly. Promotion has increased 10-fold, with the production of an Oxford West End website, a brochure, a quarterly newsletter, community engagement (via regular community meetings and a dedicated community exhibition) and media coverage has been increased. The Marketing & Communications Strategy is ready for sign-off at the January 2009 Executive Committee meeting.

- **West End Area Action Plan formally adopted (2008)**

The West End Area Action Plan (AAP) was formally adopted in June 2008; all planning applications in the West End will now be assessed against the policies and proposals laid out in the document. This will ensure high quality design, social and environmental sustainability, and consideration of the area's heritage.

- **Transport Strategy is endorsed by West End Executive Committee (2008)**

The Transport Strategy was endorsed in 2008, ensuring that project work towards completing the objectives can now move forward with confidence.

- **Bonn Square to reopen as part of WinterLight (2008)**

The transformation of Bonn Square, from a neglected and run-down area to a welcoming, modern and flexible public space, marks another important step-forward for the West End Renaissance. New features of the square include bronze seating, landmark structural lighting and seven semi-mature trees. The official public opening event will take place on Friday 28th November as part of this year's WinterLight festivities.

- **District heating project is given go-ahead by Oxford City Council's Executive Board (2008)**

The next stage of the West End's district heating project was given the go-ahead by Oxford City Council's Executive Board, including the completion of a Memo of Understanding between key stakeholders, and the procurement of an ESCo. Proposals involve the utilisation of a biomass boiler and a separate energy efficient plant, which could provide combined heat and power for the Oxpens site and heat to other developments from renewable and low carbon sources.

- **Programme Plan is established (2008)**

A programme plan has been prepared that outlines proposed design and construction schedules for all key sites.

- **Historic Context Study endorsed (2008)**

The West End Executive Committee endorsed a historic context study that covers the Worcester Street car park and Macclesfield House sites. The study was jointly commissioned by Oxford Preservation Trust, Oxfordshire County Council and Nuffield College.

- **Design proposals for Frideswide Square and surrounding 'edges' nearing completion (2008)**

Full infrastructure/public realm programme identified, costed and prioritised – funding initiatives in hand (2008)