

Subject: **MIDDLEGATE ESTATE REGENERATION FEASIBILITY**

Report to: Housing and Neighbourhoods Committee 27th February 2020

Report by: Anthony Moore, Housing Growth Manager

SUBJECT MATTER/RECOMMENDATIONS

This report gives Members an update on progress of the Middlegate Estate Regeneration Feasibility Study.

Recommendations:

1. Members note the report
2. Members approve use of the remaining government grant to fund:
 - A review of options to provide appropriate youth facilities to serve the estate and surrounding areas;
 - To procure further financial viability analysis of the regeneration proposals.

1. BACKGROUND

- 1.1 On the 24th of April 2017, Housing & Neighbourhoods Committee received a report informing Members that the Council had been successful in its bid to the DCLG for £320k to undertake a feasibility study looking at options for regeneration of the Middlegate Estate.
- 1.2 Following the award and in line with the DCLG funding, a Development Manager was recruited and internal project team and a Member's Working Group established.
- 1.3 On the 18th of January 2018, following an open tender exercise, Housing and Neighbourhoods Committee approved the appointment of ARK Consultancy to undertake the feasibility study.
- 1.4 The project has completed the following phases: inception; technical studies; community consultation; and options appraisal work with initial financial viability. As a consequence, Ark's final report provides a recommendation for how the Middlegate estate could be regenerated, subject to further viability analysis and funding. (see Appendix 1, *Middlegate Feasibility Report*, Ark, 2020).

2. WORK UNDERTAKEN TO DATE

- 2.1 To undertake the feasibility study for the Middlegate estate the study itself was broken into two parts. The first stage being the production of a report whereby a tendered team of masterplan consultants (architects, viability experts, cost consultants, valuers etc.) undertook technical studies to identify site constraints. From the findings of these studies, they proposed a suite of interventions for the regeneration of the estate and then considered against each of these options what changes are achievable within current funding regimes and market conditions. This meant any options moving from this first stage of work to the second stage of work were options that, subject to the availability of sufficient finance, were likely to be the most realistically achievable and cost-effective for the estate.
- 2.2 The second stage of work was an initial options appraisal. The masterplan team took stakeholders, members and officers through the viable interventions in a series of workshops and individual meetings. The aim was to identify a preferred option, costed and phased, with achievable iterative steps subject to funding.
- 2.3 This culminated in a Design Workshop with residents in September 2018 to gauge opinion on the interventions which were initially considered achievable.
- 2.4 Following the Design Workshop, the Government announced the lifting of the Housing Revenue Account (HRA) borrowing cap and a decision was taken by the council, in discussion with MCHLG, to review how this could broaden the scope of the estate's regeneration. The hypothesis was that more of the estate could potentially be positively regenerated as a result of the removal of the borrowing cap.
- 2.5 ARK and council finance colleagues modelled the extended preferred option within the HRA to ascertain its effect on council finances.

3. FINDINGS

- 3.1 The final Ark report outlines in greater detail the findings of the Project Team over the entire period. However, they can be summarised as follows:
- 3.2 Technical Analysis
 - Middlegate is not a single entity but a series of micro neighbourhoods and any approach needs to reflect this.
 - Most units will be refurbished to address issues of thermal performance and unsuitable unit and block layouts. Refurbishment to a high standard is possible and the current, externally funded, *Passivhaus* retrofit on King Street is an example of how that might work;
 - Some demolition and rebuild is necessary due to the cost of refurbishing some units to the required standard. Some newbuild is desirable to create new streetscapes and block forms. These will not only create new homes but enable

communal gardens which are private to specific blocks.

- The previously subdivided public realm doesn't work in the majority of cases and should be reintegrated into open space. Retaining the private gardens where they do work will ensure existing positives from the historic regeneration works are built upon and not lost.

3.3 Community Consultation

This showed that:

- Residents like their homes and there is no appetite for full-scale demolition and rebuild, although there is a recognition that significant redevelopment is necessary;
- Residents feel isolated from Town, King Street and the seafront;
- The Multi Use Games Area (MUGA) is situated poorly and creates a disproportionate amount of the reported Anti-social behaviour issues in the area. Young people need something else and a space to call their own which doesn't impinge on other resident's enjoyment of their homes;
- The services provided within the Library building are much-valued community assets for the estate and the town. This building has the potential to become even more of a community hub for the area as part of the cluster of heritage buildings on South Quay and Middlegate.

3.4 Viability

- The redevelopment schemes, as modelled by ARK, are financially viable as a standalone appraisal; however, when modelled through the HRA business plan, the overall position of the HRA is affected negatively by such a large redevelopment and requires approximately £14,000,000 of gap funding to maintain HRA viability over 30 years. Further work needs to be undertaken to test the viability of the scheme when lower demand unit types are removed from the stock mix and replaced with house types for which there is a current and ongoing demand.
- There was an aspiration to add some private sale homes into the area. Values are too low currently for private sale homes to be viable. Therefore, the recommendation, at this time, is to explore other options, such as partnering with a Housing Association or building for Shared Ownership to attract grant and create a ladder to full ownership, some additional rented homes will also be provided where grant can be accessed

3.5 Summary Table

The table below provides a summary of the main facts and figures in relation to Ark's work:

Existing Homes Position	
Total Existing Homes on Middlegate	535
Existing Council Rented Homes	478
Existing Private Ownership/Leasehold	57
Total Homes Impacted	535
Potential Homes after Regeneration	
New Homes Built (Council Rented Homes)	284
Refurbished/Remodelled/Renovated (Council Rented Homes)	226
Demolished Homes	301
Net Additional Council Rented Homes	32
Total Council Rented Homes	510
Total Leasehold	14
Total Other *	99
Total Net Gain new homes	88
Total Homes potential after regeneration	623
Costs	
Total Scheme Cost, of which:	£113,417,070
Total Other**	£31,294,918
Total HRA Scheme Cost	£82,122,155
HRA funding Gap***	£14,000,000
Other Homes funding gap (market sale basis)	£5,800,000
Timescale	
Proposed Regeneration Timescale	10 Years

*Modelled as private sale, but could be Private Sale/Shared Ownership/Shared Equity/Market Rent

** Build cost of private salehomes. Currently modelled that development of these homes would not be undertaken by Great Yarmouth Borough Council so development cost would not fall to the HRA.

*** Modelling shows subject to grant funding of £14,000,000 (equating to £50,000 per new build Council home), the HRA maintains a minimum reserve balance until year 30.

4. MEMBER'S WORKING GROUP

- 4.1 The Middlegate Member's Working Group, on 7th February 2020, were given a presentation of the findings of ARK's report and officer's recommendations for next steps. Following this they were happy to recommend the findings and next steps to Housing and Neighbourhoods Committee.

5. FINANCIAL IMPLICATIONS

- 5.1 The funding of the Feasibility Study undertaken by ARK has been wholly funded by the MCHLG grant. The MCHLG are updated periodically as to how the budget is allocated and spent. Spend against this budget is regularly reviewed with the support of officers from the finance team.

6. RISK IMPLICATIONS

- 6.1 A full risk register is in place for this project and is updated regularly.
- 6.2 One of the key risks will be the management of raised community expectations, which cannot be delivered. This is mitigated by undertaking the viability study recommended in this report to produce deliverable options for consultation with residents.

7. CONCLUSIONS

- 7.1 Clearly this is a large and complex project facing challenging economic circumstances. However, there are short term wins, some with transformative potential, which can be achieved relatively easily, relatively quickly, while still working on the larger scheme:
- Tackle the number one ASB complaint by removing the MUGA and replacing in a more appropriate location with a well evidenced younger persons facility, to facilitate this, the report recommends that a separate study on youth provision is carried out

The Ark report has demonstrated that the regeneration of the Middlegate estate is potentially affordable to the HRA, subject to government grant being received to fill the funding gap. Further viability work is now required, as recommended by this report, to establish the costs of regenerating the estate based on a mix of sizes and types of homes which meets current and future housing need. The outcome of this viability work will be modelled within the HRA business plan to ensure that, subject to any funding gap, the regeneration is affordable. To address the funding gap, the Council will actively pursue discussion with Homes England on the availability of grant funding.

- 7.2 Members can expect a full report in November 2020 of the outcome of the next stages of work set out in this report.

Areas of consideration: e.g. does this report raise any of the following issues and if so how have these been considered/mitigated against?

Area for consideration	Comment
Monitoring Officer Consultation:	Yes – re recommendations and appendix information
Section 151 Officer Consultation:	No
Existing Council Policies:	No
Financial Implications:	Yes. Still within DCLG grant budget.
Legal Implications (including human rights):	Yes. Procured correctly under GYBC guidelines.
Risk Implications:	Yes. Risk Register maintained for project.
Equality Issues/EQIA assessment:	Will be undertaken as part of the stakeholder engagement process
Crime & Disorder:	No
Every Child Matters:	No

FEBRUARY 2020

Middlegate Feasibility Report



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1.0 INTRODUCTION

1.1 SCOPE

- 1.1.1 The focus of this study, the Middlegate Estate, has become Great Yarmouth's most notable housing estate. Developed after slum clearance in the 1950's, it was, at the time, award winning and a step-change in living standard improvements for the residents. It consists of 535 homes built as one estate and in recent years Middlegate has developed a reputation for anti-social behaviour and educational underachievement.
- 1.1.2 The estate is in the bottom 10% nationally across all the 2015 Indices of Multiple Deprivation and is also in the bottom 10% for the specific indicators of: Income; Employment; Education, Skills and Training; Health Deprivation and; Disability and Crime. Of particular note is the estate's rank of 4 (out of 32,844 LSOAs, where 1 is the worst) in England, regarding Education, Skills and Training. Developing solutions that not only improve homes structurally but also create life choices for residents has been at the forefront of discussions with residents throughout this assignment. The estate also suffers from acute health inequalities, with health statistics from the local GP practice showing the average life expectancy of people living on the estate as 10 years lower than their partner neighbouring GP practice in Caister
- 1.1.3 The Government's Estates Regeneration Programme was launched in January 2016, and the Council was encouraged to put in an application to the £32m pot to fund preparatory and feasibility work on the Middlegate Estate. In February 2017 a bid was put in for £320k of funding and on 17th March 2017 it was confirmed that the Council had been successful and received funding and support from the then Department of Communities and Local Government (now Ministry of Housing, Communities and Local Government) to support a study to explore and assess the viability of options.
- 1.1.4 In October 2017 Great Yarmouth Borough Council (GYBC), following an open procurement exercise, appointed a team of consultants (the Design Team) to explore regeneration opportunities for Great Yarmouth's Middlegate Estate. Those options were to include a range of interventions from full or partial demolition through to retention and improvement. In January 2018 the appointed Design team commenced work on the assignment. The Project team consisted of;
- ARK Consultancy – Lead consultant, project management and co-ordination
 - Purcell – Architect and Urban Designer
 - Wiseman Associates – Community engagement specialists
 - Allman Woodcock – Cost consultancy
- 1.1.5 The brief was twofold:
- 1) to review the estate and, following technical analysis, create a suite of viable options for regeneration, ranging from minimal intervention through to complete demolition and rebuild.
 - 2) to options appraise the outcomes of 1) through stakeholder engagement and realise a refined preferred option up to RIBA stage 2, with iterative steps to allowed phased redevelopment as funding or market conditions dictate.

1.2 AIMS AND OBJECTIVES

1.2.1 The initial objectives of the project set out in the Project Initiation Document were:

- Appraisal of all options for addressing physical conditions of the dwellings and common parts at Middlegate;
- Ensuring long-term liveability and success of estate for current and future residents of mixed tenures;
- A combined Physical, Social and Cultural approach to improve not only the physical condition of estate but also the life chances of residents;
- The regeneration of Middlegate Estate supports Town Centre, Waterfront and Cultural Quarter renewal and contributes to the improvement of housing standards in the surrounding area;
- To ensure the regeneration meets the overarching housing strategy and meets housing need of current and future generations.

2.2.2 Additionally, following the first member workshop, it was strongly stated that affordable home numbers should not decline although new tenures and additional homes/density would be very welcome.

1.3 METHODOLOGY

1.3.1 The Design Team reviewed the brief and in consultation with the client chose a methodology to achieve the required aims. This was broken down into the following sections:

- Technical Analysis
- Community consultation including council and wider stakeholders
- Design Strategies
- Financial Analysis
- Drawing Conclusions and creating a roadmap to progress

1.3.2 Technical Analysis - The design team was required by the brief to present cogent, evidence based, arguments to support recommendations. A comprehensive technical analysis can be found in **Section 2.0** of this report.

1.3.3 Community Consultation including Council and wider stakeholders - Views and experiences of Middlegate Stakeholders were captured through individual consultation, discussion with local community organisations and at specially organised events targeted at particular groups. Full details of all consultation can be found in **Section 3.0** of this report.

1.3.4 Design Strategies – Care was taken throughout the project to ensure that design did not pre-empt either the technical analysis nor community consultation but was strictly a result of them. The complete design analysis, process and thinking can be found in **Section 4.0** of this report with specific intervention at an early stage for young people at **Section 5.0**.

1.3.5 Financial Analysis – This commenced with the collection of held data by the housing technical team. The analysis included an assessment of the market locally, identifying the value of both sale and market rented property. The financial analysis undertaken by the design team can be found in **Section 6.0** of this report. Separate and more detailed financial analysis of the recommended scheme and the wider impact on the HRA under current HRA business plan assumptions is being undertaken by GYBC finance team and does not form part of this report.

1.3.6 Drawing Conclusions and creating a roadmap to progress – following the full day design workshop with residents and completion of the financial analysis, indicative schemes were presented to Members and senior officers. Conclusions and a proposed phasing for delivery can be found in **Section 7.0** of this report

1.3.7 The strategy arising from this appraisal is the product of ideas generated through the extensive gathering of technical and empirical evidence; evidence which was then triangulated and tested through intermittent challenge and consultation with a range of stakeholders. Sources of the data gathered include;

- The brief. This offered a rich source of estate level empirical evidence that formed the starting point for testing and challenge
- Data sets on estate level capital spend and maintenance commitments supplied by various Council teams
- Data sets on property archetypes and layouts, general elevations and plans
- A thermal imaging survey commissioned as part of the project and undertaken in March 2018
- An assessment of the local housing market, costs and buoyancy undertaken in July 2018
- Views collected at five targeted resident events held over spring and summer of 2018

1.3.8 Stakeholder challenge to data and gathered evidence was practically gathered to enhance the report outcomes through liaison with;

- Residents of Middlesgate at a range of targeted informal events and a full day design workshop
- An elected Council Member Group - consisting of the Chair and vice-Chair of the Council's Housing and Neighbourhoods Committee and local Ward Councillors.
- A 'Challenge Group' of Stakeholders including Council senior officers, community partners and representatives and residents.
- The GYBC area Housing Management team based on Middlesgate
- The council's Housing Growth Manager, Anthony Moore, as council lead officer for the project

1.4 SUMMARY OUTCOMES 'AT A GLANCE'

1.4.1 This report will lay out the methodology, technical analysis, the community consultation and high-level financial analysis that led the project team to its conclusions. In summary, and to be read in conjunction with the report narrative the table below shows the final outcomes 'at a glance';

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Total loss of Leasehold Homes	43
Total Other Homes*	99
Total Net Gain new homes	88
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*** Modelling shows subject to grant funding of £14,000,000 (equating to £50,000 per new build Council home), the HRA maintains a minimum reserve balance until year 30.

2.0 TECHNICAL ANALYSIS

2.1 WHAT IS MIDDLEGATE?

2.1.1 There are 535 mixed tenure homes on the estate. 478 homes are owned by GYBC and 57 are leasehold mostly through Right to Buy purchase. GYBC stock on Middlegate makes up approximately 10% of all GYBC housing stock held within the Housing Revenue account. The information and data that was presented to the design team from the GYBC Housing team divided the estate into a grouping of blocks.

2.1.2 The brief described Middlegate in the following positive terms;

- Having a central location: The estate's situation provides easy access to local amenities, such as the town centre shops, schools, public transport and public services.
- Being a good place to live: in addition to other positives such as the general good quality of individual homes, people regularly discuss the friendliness of neighbours and a strong and close sense of community in some blocks. Where this exists, residents report looking out for each other and helping their neighbours where they can. Many residents take particular pride in their properties, evidenced by floral displays on some balconies and well-maintained gardens- particularly where there is proximity to the individual's home.

2.1.3 Less positive, more challenging issues however were described in the brief as;

- Negative reputation: many residents have reported that they moved to the estate reluctantly, due to the notoriety the area has in Great Yarmouth and demonstrated by the relative difficulty in letting properties on the estate.
- Crime and Anti-Social Behaviour: Reports of drug use and drug taking in insecure communal areas, such as stairwells where door entry systems are broken or damaged. Further ASB in these areas has included urination and defecation. Perceptions of crime amplify this, with residents reporting initial or ongoing intimidation, in and around their homes.
- Youth ASB: Predominantly focussed in and around the 'Multi Use Games Area (MUGA)', but also reported on individual street and close (noise, aggravation from ball games hitting properties, intimidation, abusive language, climbing on to roofs and balconies, trespassing in gardens, littering and braking glass in play areas, drug use, drug dealing).
- Limited green space: previously subdivided garden spaces have resulted in understandable neglect due to impracticability and limited access, leaving unsightly and unusable 'gardens', which invariably attract further ASB.
- Areas in poor state of repair: Some of the estate needs renovation and repair, including; broken or missing windows on communal doors; damaged or missing communal door security systems; and a general tiredness to some of the physical fabric of the buildings. Residents' perceptions include a common belief that the council does not want to invest in the estate and therefore will not repair or replace damaged or deteriorating features. The inevitable knock on effect of this perception, coupled with a limited state of repair in some places, has impacted on residents' motivations to take pride in their own properties.

2.1.4 Discussion with the Council's asset team highlighted some of the practical and technical issues to be considered by the design team in any future intervention. The main issues (despite relatively recent re-cladding and window/door renewals) highlighted were;

- 16% of Council owned stock has a current 'non-decent rate' although there was no direct figure that could be supplied for Middlegate in isolation.
- Current, most regularly reported repair issues with property include heating, insulation, dampness/condensation and thermal efficiency.
- Thermal efficiency in the stock had dropped to 66.4% average SAP rating (from 70% in 2008).
- Roads/pavements and library are the responsibility of Norfolk County Council
- 30-year investment. £51,000 capital per property or £,1700 per property per annum is higher than would be expected. The ARK consultancy national database average for housing suppliers suggest that this should be nearer the lower figure of £1,200 PUPA.
- Technical staff undertake 4 visits/repairs per year. This is 50% over and above where the asset team have established it should be.

2.1.5 Through the assessment of this initial evidence, the design team set about focussing its thoughts for further development and testing, on the following themes;

- Maintaining existing and where possible improving **CONNECTION** to the town centre.
- Tackling poorly performing housing in need of **IMPROVEMENT**.
- Developing Interventions to tackle anti-social behaviour (largely seen as a **YOUTH** issue).
- Improving upon previous interventions that have contributed to poorly planned, insecure **PUBLIC AND PRIVATE REALM**.
- Changing the perception that Middlegate is as an undesirable place to live lacking **COMMUNITY**.
- Improve the housing mix offer through ensuring no loss of existing numbers of **COUNCIL HOMES** and increasing the supply of **PRIVATE HOMES**.
- Plan interventions that target the **POOREST PERFORMING** properties.

2.2 HISTORIC MIDDLEGATE

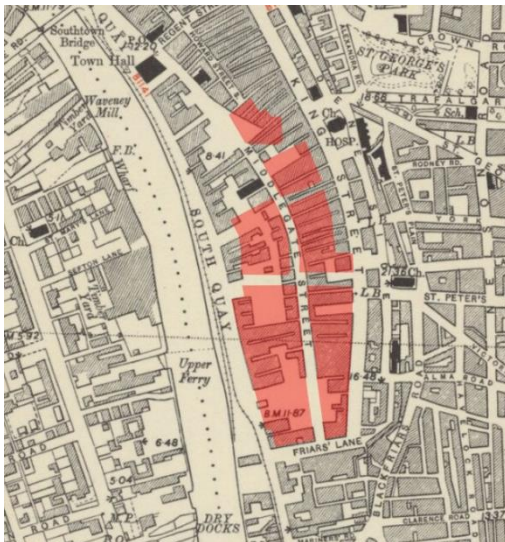
- 2.2.1 Great Yarmouth has been a port since Mediaeval times and its fishing industry is very much a key aspect of the towns history. Middlegate is located close to the area known as South Quay (south of Haven Bridge). To the north are Hall Quay (an area around the Town Hall and adjacent to Haven Bridge) and North Quay (an area north of the Haven Bridge). Together they make up the stretch of the original settlement which flanks the River Yare and are bounded by the Historic Town Wall.
- 2.2.2 Up until the 19th Century, building was only permitted within the Medieval town walls. With such constraints and limited space, it dictated that houses were built closely together which led to the development of 'The Rows'. The rows were a network of 145 very narrow streets that ran parallel to each other, East-West, something that was unique to Great Yarmouth.
- 2.2.3 Originally, the Rows were all given names derived from local characters or prominent buildings. 'Kitty Witches' which ran from King Street to Middlegate Street, was the narrowest row at just 68.5cm wide in some parts. In 1804 each row was given a number, although there is a current project, led by Great Yarmouth Preservation Trust (GYPT) to revive the names protocol.



Historic Town Plan



Great Yarmouth Rows



Town Plan Post War



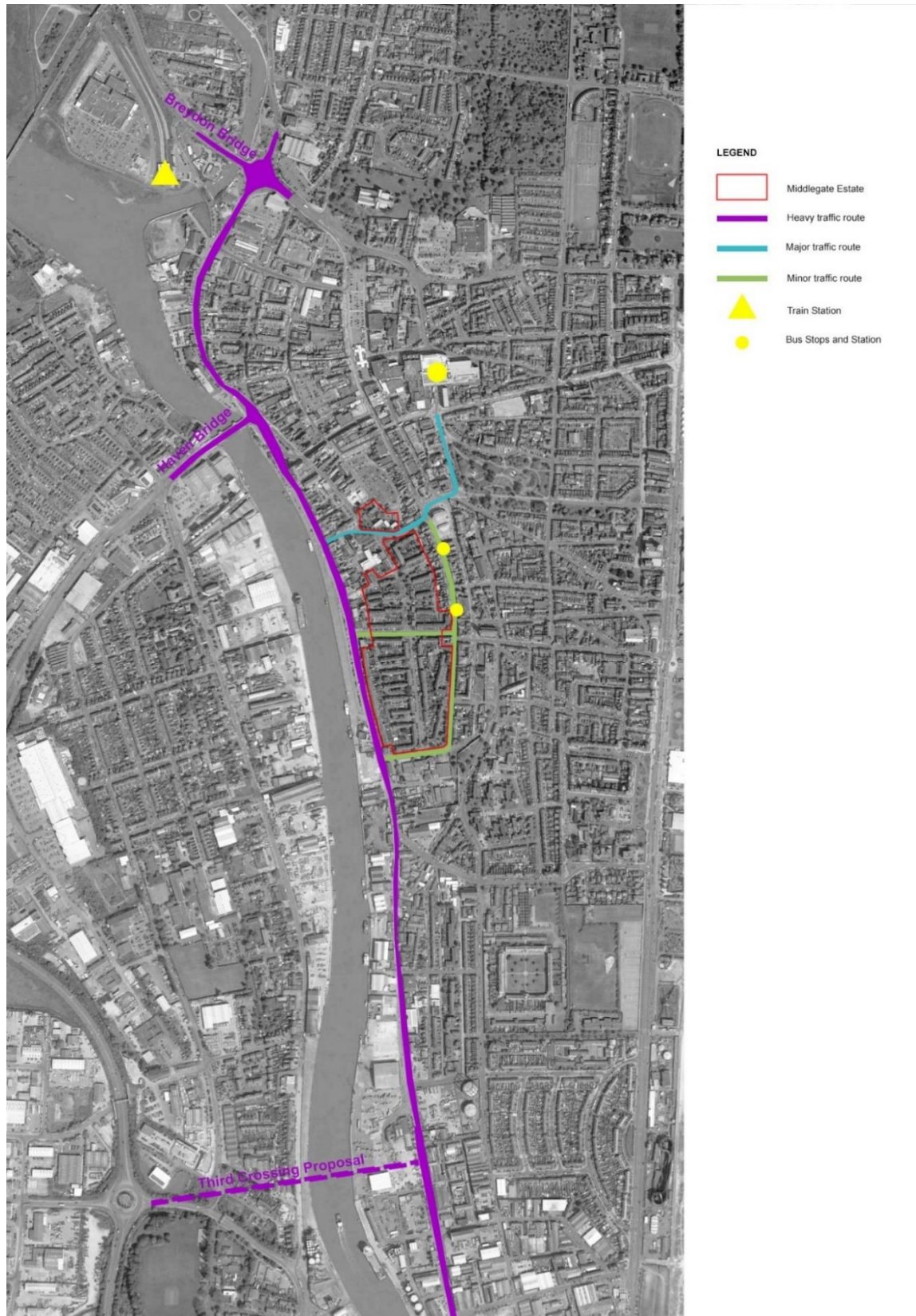
Middlegate, 1960

So What?

Understanding the history to the site, it's historic ground conditions and cultural links, allows the design team to develop a coherent and relevant scheme that not only creates resilience for the future but allows for a connection with the past. This is essential since Middlegate is central to the town and is also central to creating meaningful links from the town to South Quay. Understanding ground conditions is essential to ensuring the scheme is technically deliverable.

2.3 CONNECTIONS

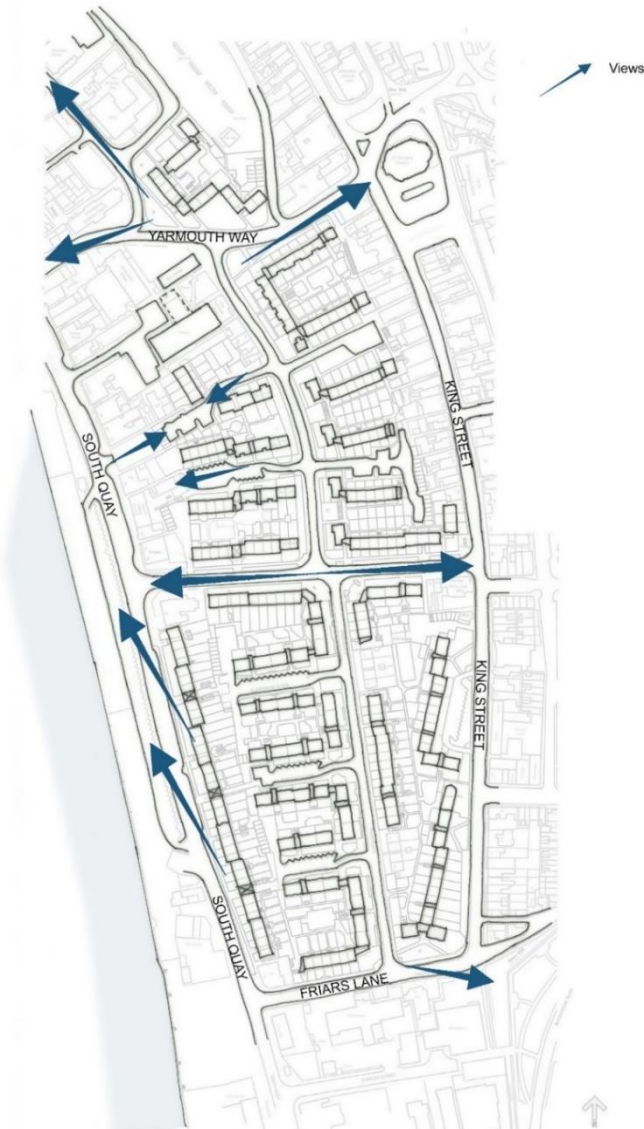
- 2.3.1 Middlegate is located on the edge of the Town Centre but was considered by some during the consultation to be 'cut off' and badly connected by the influence of the busy 'one way' system along Yarmouth Way at the north end of the estate. Additionally, South Quay is as one of the arterial roads in Great Yarmouth and provides links to the north and south of the peninsula. With the crossings located at the north of the town, this has made South Quay overly busy with the heavy industrial traffic and commuters using the road to access the south of the town. The roads also become more congested with the increased numbers of tourists during peak holiday periods.
- 2.3.2 This study looked at the opportunities for enhancing connections from Middlegate to the town but also Middlegate as a pedestrian and cycle route from South Quay to the wider town and sea front. Residents, during consultation, expressed strong opinion on the parking of cars and the 'race track' nature of some of the routes through the estate. This helped the design team to conclude that to solve the issue of enhancing pedestrian and cycle use on the estate, meant inevitably a need for design to slow and marshal traffic flow. Although traffic flow mapping was not part of the brief, this might usefully be completed as part of the delivery stage of the project.



Key Traffic Routes around Middlegate Estate

2.3.3 The estate is generally inward facing but there are areas particularly to the south where properties face outwards to their surrounding areas. There are a few framed and glimpsed views through and within the estate, but they typically are positioned at the edges of the estate.

- South of estate there are views to the historic Town Wall as you emerge from Middlegate.
- The block flanking South Quay has views onto the waterfront and oblique views along South Quay.
- Along Nottingham Way there are glimpses in both directions of the waterfront and the church tower of St Spyridon's.
- Within the estate from the end of Sackville and Dorset Close there are views of the Old Merchant's House and Row Houses.



Key Views from the Estate

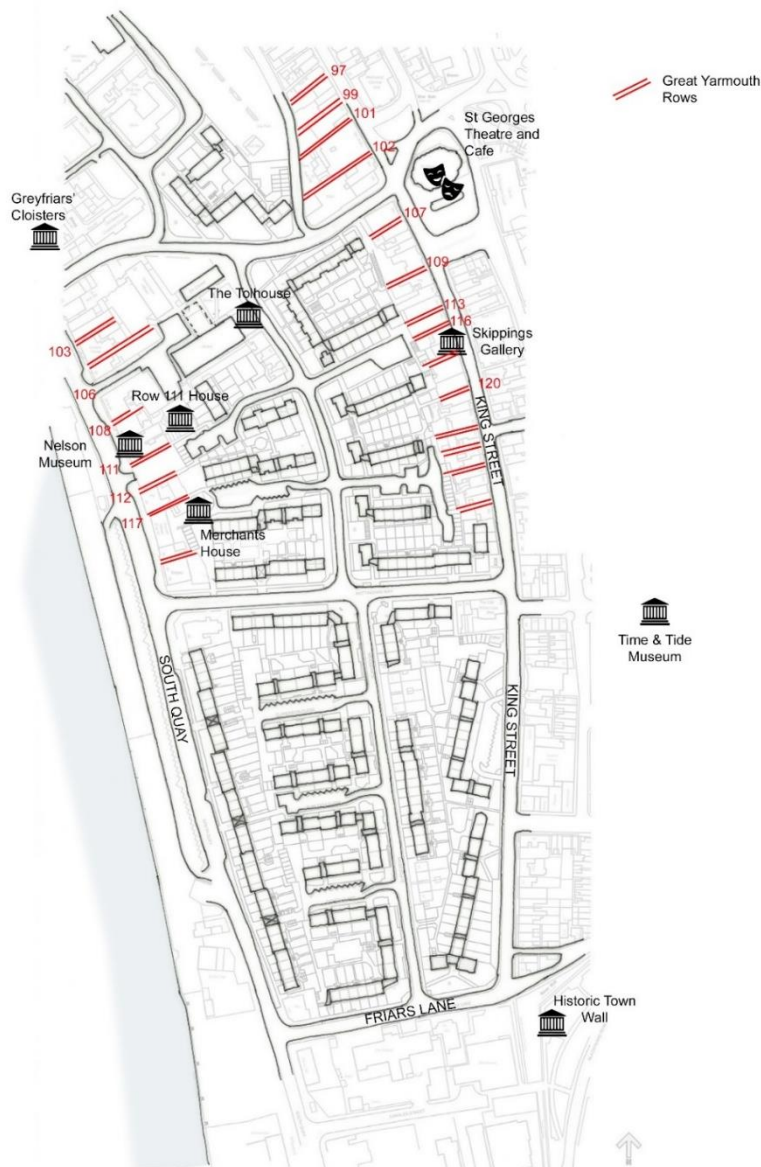
So what?

Understanding the connections between Middlegate and the surrounding town is crucial to the relinking of it and access to various elements of the town and its infrastructure. The design has to be fit of for the next 60-100 years, sustainable transport, green credentials and the changing nature of town life. Equally, to be fit for today, any scheme will have to include parking and traffic management if the residential feel is to be maintained

2.4 CULTURAL ASSETS AROUND MIDDLEGATE

2.4.1 The estate is located close to a wealth of local culture with the Nelson Museum, the Merchant Row Houses, The Tolhouse and the historic Town Wall to the east of Friars Lane. Middlegate is also on the edge of King Street which is an overspill of the town centre and is currently experiencing a renaissance of regeneration, prompted by proactive work by Great Yarmouth Preservation Trust and GYBC. It is also close to St George's Theatre.

Rows 113 and 116 still remain prominent along King Street and lead through into the Estate, though the tarmac area used for carparking does not celebrate the history of the Rows.



Key Cultural Assets

So what?

Exposing residents to cultural assets builds capacity in individuals, especially younger residents which contributes to their wider learning. Cultural assets linked and working as a group are known to perform better than where isolated and perform individually. Linking the regeneration with cultural assets can support the wider tourism benefits being developed elsewhere.

2.5 FLOOD AND ENVIRONMENTAL

- 2.5.1 The estates proximity to the harbour makes areas of the estate vulnerable to flooding, particularly the blocks flanking South Quay (captured by the Environmental Agencies flood maps). In recent years, the area has been prone to flooding during tidal surges. However, future flood mitigation proposals undertake to improve and unlock the potential of the south side of the site.

Flood Mapping Data of Middlegate (Source: Environmental Agency)



- 2.5.2 We consider that public, useable green spaces are limited, and not well utilised by the residents. St Georges park is a 10-minute walk to the North and there is a small area of green space in front of the historic wall on Blackfriars Road.

Green Spaces in Middlegate

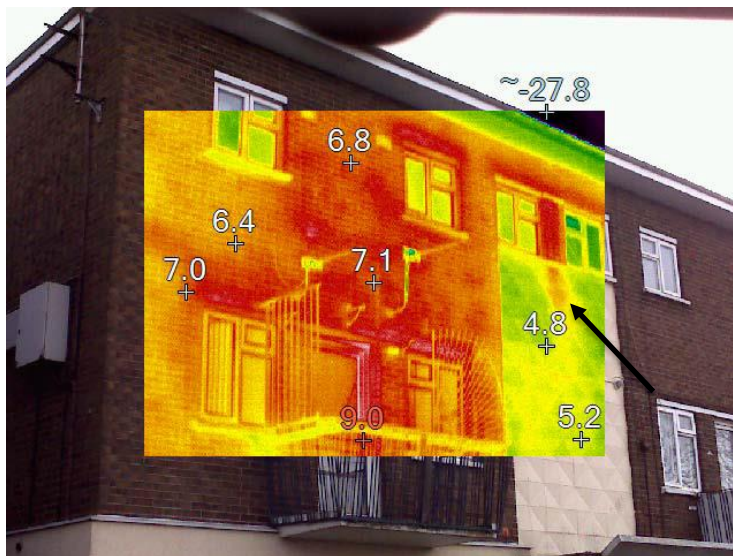


2.6 HOUSING IMPROVEMENTS AND THERMAL EFFICIENCY

2.6.1 In addition to the general point about stock condition made in the project brief, residents confirmed that the current condition of the housing stock is poor. Typical views include the homes being 'tired', kitchens and bathrooms in need of refurbishment and residents needing more storage. Uncertainty around potential estate redevelopment has created a knock-on effect in uncertainty around the pace of capital investment. Recent, well intended thermal improvements to the external facades using insulated render has caused damp to occur internally in isolated cases, giving rise to reported health issues. The design team undertook a thermal imaging capture of the whole estate to identify whether past improvements were performing as expected and whether further improvements are required.

2.6.2 The inspections were carried out over a four-day period. During the four days the ambient external temperatures were between 6°C and 8°C under dry conditions. To evaluate the thermal performance of any building it is obviously important that the building is heated and both internal and external temperatures are known. With so many flats on the estate all individually heated to each occupant's comfort level, it is impossible to have entirely accurate information about internal temperatures. Some assumptions were therefore made about typical levels. As well as this, the duration of heating (how long the temperature has been held internally) is also unknown. As a guide, the windows will usually warm quickly and this is the only indication of a heated flat. Another indication is boiler flue activity. Filming was conducted at times when homes are likely to be heated and approximately 60% of homes were surveyed.

2.6.3



To illustrate some outcomes from the analysis a typical example of the findings from South Quay is included (left). The face of this elevation is higher in temperature than the outside ambient temperature. Temperatures are slightly higher on the darker bricked areas owing to emissivity. The red area above the ground floor could be moist bricks or missing insulation. Moisture is a good conductor of heat energy. Overall there is very high heat loss. The arrow on the right shows a trail down from the

window. This anomaly is characteristic of moisture. The full survey is available separate to this report.

2.7 ANTI-SOCIAL BEHAVIOUR

2.7.1 The brief outlined that anti-social behaviour and criminal activity were an issue on the estate and some areas of the estate suffered greater problems than others. Other concerns highlighted that some areas of the estate are noisier than others. One of those identified areas was the Multi Use Games area or 'MUGA'. During consultation with all stakeholders and visits to the site, it was evident that its current position sandwiched between the back of the housing block has created an amphitheatre effect.

2.7.2 The MUGA is one of several areas across the estate where there are play spaces located to the rear of the properties or the centre of the blocks. Again, these areas have poor natural surveillance which has left them target areas for crime and anti-social behaviour.

2.7.3 Residents told us that there is regular conflict not just between the younger and older residents, but also between young adults outside the estate and those that live on the estate. This happens to the extent that some younger residents choose not to go out.

2.7.4 Some areas of the estate, notably the area adjacent to the Salvation Army building encourages the assembly of street drinkers which add to the inaccessibility (for some) of the library and adjacent spaces. The relationship with the Salvation Army and working with them to solve these issues for all will be crucial to successful implementation of design proposals found later in this report.



2.8 PRIVATE REALM

2.8.1 The estate has a large percentage of frontages designated as private green spaces for front gardens. This has worked well in some areas where there are well kept spaces that do contribute positively to the street scene and the general feeling of the estate. However, there are green spaces that have become neglected either because residents cannot or choose not to maintain them. Well-intentioned Council interventions such as division and segregation of gardens in some areas on the estate has created a network of narrow alleyways that are dark with no lighting and no natural surveillance. This has encouraged anti-social behaviour and residents feeling insecure and safe.

2.8.2 A previous attempt to improve the estate led to communal gardens being subdivided with high fences into small private gardens to give ownership of private amenity space to individual flats. This has not been a success, resulting in overgrown spaces, not big enough to use, overlooked by all and difficult to maintain. Not least, aesthetically, they ruin what could be a significant communal space.

2.8.3 One of the other issues that has been reported and identified on the estate is the failed security common entrance doors. A contributor is doors having access buttons for delivery/ maintenance which enables anyone off the street to obtain access to the stairwells and communal spaces that have become spaces that encourage anti-social behaviour. Previous interventions have failed and have resulted in higher maintenance.



2.8.4 The design team concluded that an improved method of either securing or opening out stairwells is crucial to the success of any regeneration scheme. This will inevitably involve a mixture of secure 'target hardening' and strong local management. Typical features might include;

- Regular programme of door entry system maintenance as part of a cyclical programme of checking and repair
- Potential for door entry telephone systems linked to individual flats
- Bespoke approach to open or closed stairwells depending on known history for that block and avoid a blanket approach to securing stairwells

2.9 PARKING AND REFUSE

2.9.1 Residents expressed concerns during consultation about the volume of cars parked on the estate. This has led to the narrowing of roads because of parking along the pavements that has a negative impact on the street scene for residents and visitors. Empirical evidence suggests that it is commuters that work in the Town that use the estate for parking during the day, avoiding charges that might otherwise be incurred. Car Parking Zones for residents are often difficult to deliver are the subject of many and varied views. Residents did however express a desire for this to be considered again.



2.9.2 The carpark areas at the back of the closes, particularly to the south, have limited planting and are frequently used as communal waste collection points. Unsecured communal bins used by outsiders to fly tip. This has created uninviting areas that detracts from the appearance of the estate for residents and visitors. Consultation discussion raised the issue of these spaces being used for a range of anti-social activity and small-scale fly tipping. Innovations that we have seen elsewhere secure bin stores with timed locked doors that can be adjusted so only accessible during the day.

2.10 MARKET ANALYSIS SUMMARY

2.10.1 In order to understand the nature of the market and values for Middlegate we reviewed various published assessments of average prices for the area, analysed some 150 units currently on the market and used “Mouseprice” the vehicle used by a number of banks and surveyors to provide an indicative valuation for a property in NR30 2RX. In the most recent Strategic Housing Market Assessment (SHMA) the average house price for Great Yarmouth at January 2018 was £176,302. In the calculation of shared ownership affordability levels, the open market base values were set at:

2.10.2 The overall assessment of prices (January 2018) was;

Archetype	Range	Average
Flats	£75 – 100k	£83,254
Detached	£200 -225k	£212,786
Semi Detached	£150 – 175k	£174,421
Terraced	£100 -125k	£121,151

2.10.3 As subscribers to “Mouseprice” the design team drew down a valuation of a specific property on Middlegate, NR30 2RX. The outcome was a value range of £57-£91, 000 for the area with a suggested value for a single property ‘12 Middlegate’ of £74k. For the purposes of the Middlegate appraisal a sales value of £190 per square foot (approximately £2,044 per square metre) was identified as reasonable base point. This would translate to the following sales values;

Unit Type	Area Square Metre	Area Square foot	Sales price (£)
1 bed 2 person flat	50	538	102,220
2 bed 3 person flat	61	656	124,708
2 bed 4 person flat	70	753	143,108
3 bed 4 person flat	74	796	151, 286
3 bed 5 person flat	86	925	175,818
3 bed 6 person flat	95	1022	194,218
4 bed 5 person flat	90	968	183,996
4 bed 6 person flat	99	1065	202,396
4 bed 7 person	108	1162	220,795

3.0 COMMUNITY CONSULTATION

3.1 STAKEHOLDER CONSULTATION

3.1.1 Views and experiences of Middlegate Stakeholders were captured through individual consultation, discussion with local community organisations and at specially organised events targeted at particular groups. The events comprised:

- **Initial consultation with the Senior Leadership Team (SLT):** This was the project initiation meeting which allowed both the appointed design team and the Council's project team to 'walk through' the brief, develop a final timeline and hone the methodology. This series of meetings allowed for an exchange of views, exchange of data and developed key contact points, an understanding of and introduction to key players, shared view on logistics and administration and sought to develop good working relationships before commencement of the project formally.
- **Consultation with Challenge Group:** The Challenge Group met following the initial technical analysis and was a forum for seeking initial stakeholder views and provided preparation and assessment of views prior to formal engagement with residents.



- **My Middlegate:** this event, held at the Middlegate Hut, was aimed at young people under 25, specifically teenagers, and served food for 150 people with a BBQ, curry and refreshments. An estimated 90 people were consulted – many were surveyed in groups which stimulated discussion. Most were children and young people and/or their parents/carers.



- **Food for Thought:** an event at Great Yarmouth Library aimed at all residents in Middlegate with additional provision for families. It was timed to allow people to drop in after work and to allow parents to bring children.
- **SLT/Challenge group:** This group was the first challenge session after the first two resident consultation events were held. This was an opportunity for the design team to share its initial findings, emerging observations on strategies and where gaps in knowledge might be. In return the Council's SLT offered challenge to findings, next steps and how, within a strategic perspective, the thinking might be steered to maximise the likelihood of success.
- **Remembering Middlegate:** this was a group meeting held at the Great Yarmouth Library, targeting older people. Flyers were distributed, and Comeunity's door-to-door visits resulted in positive intentions to attend.

- Presentation to challenge group and Members:** Following on from the briefing of SLT and a further consultation event, this was the second in the formal challenge group sessions. Like the SLT challenge session this gave wider stakeholders and Members the opportunity to assess initial findings and offer a steer for the final engagement session.
- Feast of Nations:** this final engagement event held at Great Yarmouth Library, was aimed at the migrant community with the secondary objective of nurturing integration. The event was so well received that the community is repeating it soon.
- Middlegate Design Workshop:** The design team led a 'Design Workshop' which concluded evidence-based research and consultation and focussed on presenting a cohesive strategy to residents that incorporated the feedback that we received from various Stakeholder groups. During the workshop, the Project Team presented an animation as a tool to explain the proposals of the strategy together with a 3D printed model of Middlegate. The workshop was based upon absorbing views through individual and table-based conversations.



3.2 RESPONSE TO CONSULTATION

- 3.2.1 The Middlegate community identifies its residents as its strongest asset. There is a shared sense of belonging, and a real willingness to make positive, thoughtful suggestions to improve the community.

3.3 CHILDREN, AND THE VIEWS OF YOUNGER PEOPLE

- Almost all children asked said there was very little to do. Some younger children under 10 said they mostly stayed at home but sometimes went to the small parks such as Sydney Park – all reported that it was ill equipped and needed more play apparatus. They also said that they were intimidated by teenagers who use the play parks to hang out.
- Young people, mainly boys between 11 and 16, struggled to find activities that didn't cause a public nuisance. They said there aren't suitable areas to play football on the Estate except the MUGA and it can get overcrowded. It's also not a grass surface. Younger teenagers find the older teenagers intimidating and move on when they arrive. Some cycle around the Estate.
- Older teenagers above 16 tend to cycle to Gorleston to the cycle track and to other areas of Yarmouth to play football. Younger teenagers are frustrated as they are not old enough to travel that far without an adult, so they are restricted to facilities on the Estate.

3.4 ADULT VIEWS

- Parents (60% in one survey) said their children were reluctant to go on to the Estate at all and stayed indoors when not at school.
- Adults report that teenagers hang about in larger groups and intimidate residents -

- Drug and alcohol abuse a concern
- Litter and dog fouling also raised as an issue
- Poor design and location of open spaces e.g. fenced garden areas; the MUGA
- Parking - non-residents take all our spaces
- Housing repairs carried out piecemeal, residence by residence, there seems to be no overall plan, poor state of repair generally; water comes through windows; very draughty, heat loss; communal doors do not lock, it allows people to congregate and take drugs; security doors not replaced; locks have been missing for 8 years on the communal entry doors on South Quay
- Poor housing design in some cases e.g. single residents (mostly disabled) are in flats below families' flats which are inevitably noisier. Cigarette butts are being thrown into front of single persons homes below; single flats are too small.

3.5 POTENTIAL SOLUTIONS HIGHLIGHTED DURING CONSULTATION

3.5.1 Residents were asked to contribute potential solutions to problems they'd identified. Examples of those recorded are;







- Having a separate community facility/ resource centre (sports, pastimes, other activities, social, hobbies, learning new skills, adult education, sports) for different age ranges and groups would help solve some of the above problems (e.g. parents, youth, refugees, older people, migrants, disabled people)
- An appropriate community area for outdoor football and climbing is needed to allow young people to play sports, exercise and run around where it's not causing a disturbance.
- However, a proportion of the young people would probably never use the above due to overall disaffection etc, so Revolutionary Roots and MAP should be better resourced to support them, encouraging those with looser ties to these groups to use the centre above
- Education options for young people who are underachieving at school, school refusers, and those excluded or at risk of exclusion
- Miscellaneous suggestions included Parkour facilities (the activity of running, jumping and climbing urban obstacles) ; CCTV, senior citizen events; children's holiday clubs; outdoor table tennis; outdoor gym; community allotments; a community fridge; public toilets

3.6 MIDDLEGATE DESIGN WORKSHOP AND PROPOSAL PRESENTED

3.6.1 The generation of ideas through the consultation events led to presentations at a design workshop. The event, on 7th September 2018, was the culminating opportunity for residents to express their view on an outline masterplan for the estate. The event was held over a full day 'drop-in' with three presentations held at pre-promoted intervals.

3.6.2 The design team, supported by the GYBC project team, led the 'Design Workshop' which concluded evidence-based research and consultation and focussed on presenting a cohesive strategy to residents that incorporated the feedback that we received from various Stakeholder groups. During the workshop, the Project Team presented an animation as a tool to explain the proposals of the strategy together with a 3D printed model of Middlegate. The following

illustrates the presentation given and the themes discussed under four headings, Housing, Youth, Community and Environment.

 <p>Viability relies upon 3:1 increased density</p>	 <p>Recognising the proximity of the heart of the community with the town and reinforcing those links.</p>
<p><i>Full redevelopment viability relied upon 3:1 increased density and to achieve this was to increase building heights to 8 stories and simply not feasible. Colours not strong enough to show the 8 storeys clearly</i></p>	<p><i>We recognised the estate is on the edge of a well-established historic cultural quarter and the library was a recognised as a positive and asset to the community all of which could be better connected with links with South Quay and King Street.</i></p>
 <p>Ground floor units animate edge of civic row.</p> <p>Demolition and rebuild again replicating current street plan.</p>	 <p>Infill within existing street plan.</p>
<p><i>Some of the worst performing buildings would require full demolition and rebuilding to support other proposals around the site.</i></p>	<p><i>Opportunity to rationalise the private realm centred around the blocks to improve security.</i></p>
 <p>Partial demolition and re-imagine.</p>	 <p>Development site</p>
<p><i>Some areas of the estate were monotonous with bland elevations flanking long streets and could be made more desirable by orientating new blocks to create more open public realm to be enjoyed by residents and visitors.</i></p>	<p><i>Some improvements to the estate could not be made financially without offering areas of potential development.</i></p>

3.6.3 Physical media to aid discussion included estate photography, a 3D printed model of the estate with removable sections, slide show with colour animation of current ideas. Discussion was invited in tables on the themes of Housing, Youth, Environment and Community. Resident views were captured against each of the four themes.

So What?

The consultation event was essential not only to honing design team thoughts on the physical attributes of any regeneration but particularly the phasing of it. It was apparent that false starts in the past had fatigued residents and that any early and quick win would be welcomed. Residents also took the view that the red-line might usefully be extended in certain areas to accommodate and add value to the ideas. This, in practice is where the youth provision was selected in the phasing as a quick win and targeted at the Yarmo site outside of the original red-line plan.

3.7 EXAMPLES OF SOURCES OF FUNDING

- 3.7.1 Examples of grant sources for which a local group such as the Middlegate Community Association might be eligible for at some point in the short or medium term of the next stage of its development have been analysed and is available separate to this report.

4.0 MIDDLEGATE DESIGN STRATEGIES

4.1 SUMMARY OF OUTCOME STRATEGIES PRESENTED

4.1.1 The proposed strategy to take forward is illustrated and described as smaller areas which when combined holistically create a masterplan. Throughout the report we describe the individual areas of the estate split into three distinct solutions.

- 'S' equates to areas of 'Social' Council owned homes both existing and new
- 'C' as 'Community' facilities,
- 'P' as areas where 'Private' or market homes for sale, shared ownership or rent homes might be developed.

4.2 REJECTED STRATEGY

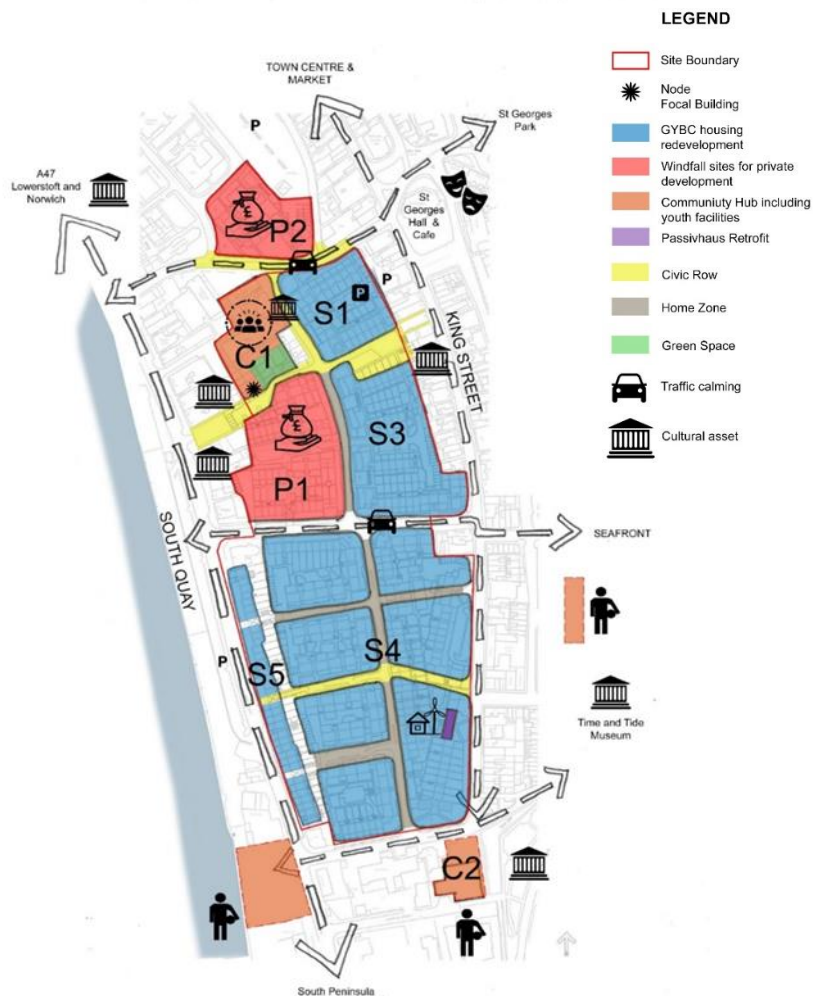
4.2.1 One of the earlier considerations was whether demolition and rebuild of the entire estate was economically possible. The town's housing market information describes an environment where sales values are increasing but private rental revenue figures remain discouraging. Thus, whilst adding new homes in certain other parts of the borough may yield large financial benefits, adding large quantities of new homes in Middlegate must be carefully balanced with demand. In addition, any proposal that involves demolishing would require careful planning when there are so many residents that would be displaced or re-housed temporarily and would require careful phasing to be applied.

4.2.2 For a full demolition and rebuild proposal to become viable, the Design Team needed to consider a development ratio of 3:1. Applying planning guidelines we identified that the site including part of the quayside could accommodate a potential of new homes in the region of 866-1502 homes (the range represents mixes of tenure including 1,2 and 3 bed flats and family houses up to 4 bed)

4.2.3 The implications of the proposal meant that the estate would see an increase in building scale with some blocks becoming 8 and 10 stories high. This would have a dramatic impact to the character of the area as it is mostly low level with the few exceptions such as Crown House. We had also considered the potential along South Quay riverside edge, particularly around the existing parking area. Its proximity and views of the river would attract developers and buyers on the private market that could subsidise some of the interventions proposed elsewhere. Feedback from the consultations with council officers and members outlined concerns that the area was still a working quay and development would prohibit it being used.

4.3 RECOMMENDED STRATEGY - SITE C1 - COMMUNITY HUB

4.3.1 This northern area of Middlegate is central to the work that was undertaken and is the design team's belief that this location is the foundation from which wider regeneration can flourish. From the analysis and consultation with residents, it was evident from comments that the Library and Hut were a strong feature within the community which could be enhanced by a physical link with wider activities taking place on King Street and beyond. In addition, the estate is already on the edge of an established historic cultural quarter and there is a gradual recognition of development potential along South and Hall Quay. This presents great potential and improvement and therefore we propose:



- A new civic row that reintroduces the historic Rows 113 and 116 to create a strong connection between King Street and South Quay.
- To develop the existing library into a community space with a view to extending to enhance its community facilities and offering. The team has already led a meeting involving Norfolk County Council and Norse who are open to an idea to re-shape planned improvements in response to these aspirations.

4.4 RECOMMENDED STRATEGY - SITE P1 AND P2: PRIVATE DEVELOPMENT

With a new attractive frontage along the civic row, new well-designed landscaping and creating a new frontage for the library, the proposals would enhance the area. In addition, its close links with the town centre and St Georges theatre suggest it as a likely location for a windfall site for private development (P1). In addition, high-end residential around the library and South Quay will encourage spending in Hall Quay, King Street and strengthen culture around St Georges theatre.

- 4.4.1 The proximity to the Town Centre, the planned regeneration proposals of the wider area and our strategy around the library, makes the site another desirable location for private development that might include shared ownership or starter homes (P2). Our proposals follow the idea of the row houses with a simple single spine of accommodation. Abiding by planning policies and proximities (although Goldsmiths Street in Norwich show how these can be successfully challenged), the proposals respect these distances by using projecting angled bays to avoid issues of overlooking.

Architecturally, those bays could refer to the strong motif of black boarding that evokes the fisherman huts which were prevalent when the fishing industry in Great Yarmouth was at its peak. Such motifs have been used by GYPT in its development proposals.



Creating positive community spaces

- 4.4.2 The commercial success of the proposed private development to the north of the estate does rely upon resolving issues around the Salvation Army services and associated street drinking. Additionally, the north of the estate accommodates families in temporary accommodation, and it is important that GYBC plan for, manage and support the short stay residents: probably in the new development of housing elsewhere on the site.
- 4.4.3 The proposals presented create a scheme with a mixed tenure from 1, 2 and 3 bed flats to small family mews houses with carports below. The site would yield the homes shown in the summary table at paragraph 4.8.
- 4.4.4 The design team recognise the library is owned and managed by Norfolk County Council and proposals would rely upon them being consulted and engaged in any change. For the purposes of this report we have assumed that GYBC 100% contribute to any capital investment for improvements. It is unlikely though that finance rules would allow this to be funded through the HRA and is therefore more likely to be either grant funded, NCC 100% funded (at a meeting held in early October 2019 Norfolk County Council indicated that they may be able to provide tangible support as they are planning improvements already.) or contributed to through GYBC General Fund contribution. Other options include a Community Benefit Company taking a share or undertaking operational management.

4.5 RECOMMENDED STRATEGY - SITE S1, S2, AND S3: NEW AND REVITALISED COUNCIL HOMES

- 4.5.1 The block that flanks Yarmouth Way (S1) is one of the worst performing buildings with regard to thermal efficiency. Its current condition and the level of refurbishment required to extend the buildings life cycle and achieve suitable thermal performance is not financially economical.

Therefore, our recommendation is to demolish and redevelop a block designated for social housing.

4.5.2 The Design Team recognised:

- Its close proximity to King Street and the Town centre.
- The current block in its current configuration forms a natural edge along the new proposed civic row and a new block should reinforce a strong connection between King Street and South Quay.
- The existing carparking space could be better planned and contribute to the civic space proposed around the library and reinforce the connections with South Quay and King Street

4.5.3 The proposal recognises the need for more variety in unit types. Proposals presented offer opportunity for spacious ground floor accessible units for elderly residents or those with accessible issues. Readers will remember the indices of multiple derivation relating to employment and education and in looking to support, head on, the need for residents to develop wider work skills, and noting that some residents on the estate expressed entrepreneurial ambitions, the block flanking the proposed civic row could, subject to business case, be an opportunity for small incubator spaces to provide active frontages along the public space whilst remaining in a familiar locality. It is important that these public and civic spaces are animated so that do not become underused spaces that perpetuate current anti-social behaviour.

4.5.4 In recognition of the expected archaeological impact and costs for excavating for the proposed carpark, the design has explored alternative solutions to raising the central communal garden above whilst maintaining accessibility. However, it must be noted that previous proposals would offer a great opportunity for a community archaeological dig if funding could be sourced. In addition, in response to the Tower Hill development by GYPT, it is suggested that traffic calming along Yarmouth Way is extended to provide improved accessibility and connection to the town centre with greater priority for pedestrians.

4.5.5 The proposals presented create a scheme with a mixed tenure from 1, 2 and 3 bed flats and 2 bed maisonettes. The site would yield the homes shown in the summary table at paragraph 4.8.

4.5.6 Our proposals for the S3 area are for minimal intervention with many of the blocks retained. The existing buildings cannot remain simply 'as are' and an allowance for light refurbishment both externally and internally is required. The two blocks that flank Tolhouse Street will be retained in part with a new redeveloped block to the north which flanks the proposed civic row. Both blocks flanking the civic row in this area were thermally under performing and a new frontage would reflect the proposals opposite. New infill blocks will enclose and make the internal spaces exclusive to residents only. During consultations, residents also mentioned a need for storage both internally in their homes as well as somewhere to store garden equipment and charge mobility scooters. The infill blocks proposed could provide storage space in direct response to this need.

- 4.5.7 During consultation, there was some concern raised over the sizes of the private gardens and overlooking. The Design Team took these comments and looked to show an increase to the depth of the gardens without impacting the shared gardens. In addition to this, we explored various boundary treatments and materials to achieve issues regarding privacy. An example of what could be achieved would be to use brick or close boarded fencing around the perimeter of the shared amenity space but something light touch in between the units so residents didn't feel contained and enclosed.



Infill to create private communal spaces

Site S3: Design Concept

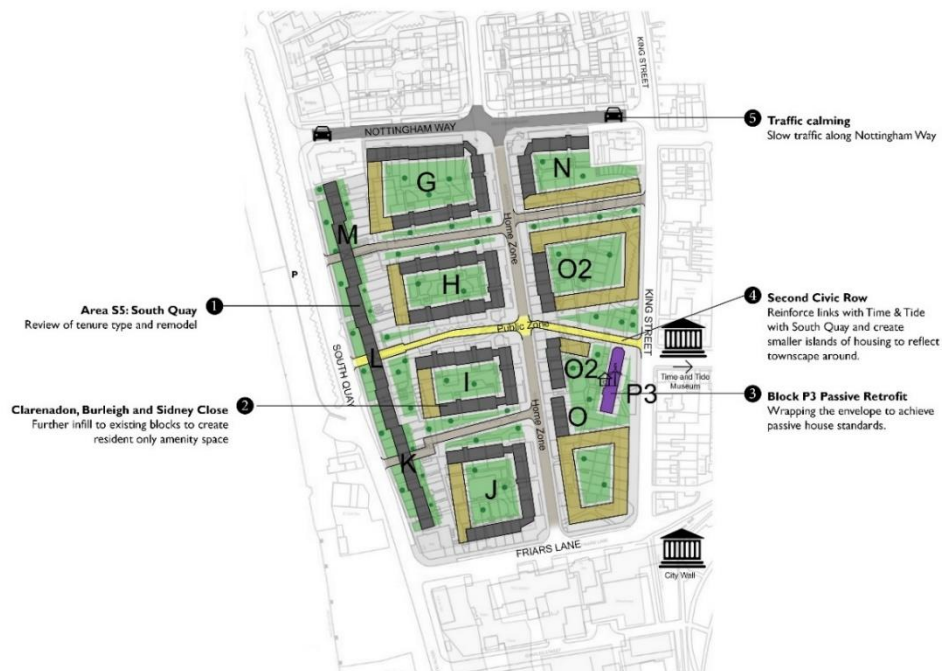


- 4.5.8 The proposals presented create a scheme with a mixed tenure from 1, 2 and 3 bed flats and 2 bed maisonettes. The site would yield the homes shown in the summary table at paragraph 4.8.

4.6 RECOMMENDED STRATEGY - SOUTHERN MIDDLEGATE AREAS S4 AND S5

- 4.6.1 The eponymous Middlegate road appears as quite a monotonous street emphasised by the length of the road and the regularity of the inward facing blocks. It was also reported by residents as one of the worst roads for unwanted parking by non- residents. Any problems are largely associated to people that commute to work in Great Yarmouth

4.6.2 Analysis shows that the buildings in the area remain fit for purpose, but arrangements of courtyards and private realm could be managed better by mimicking the proposals to the north by enclosing the blocks to create resident only amenity space. The layout to the South of the estate differs greatly from the smaller urban blocks of the historic town plan and there is an opportunity to interrupt long uninviting roads with crossings and incidental public spaces.

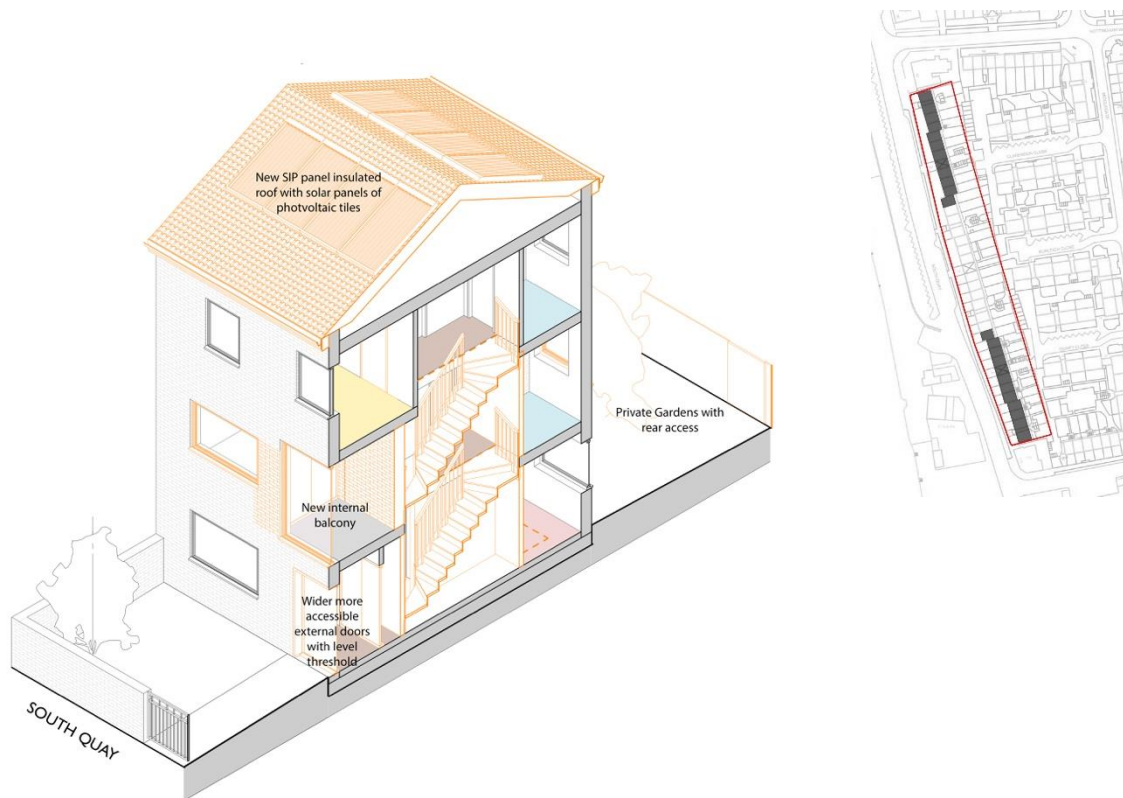


Site S4: Design Concept

Middlegate Street has a strong identity and is one of the key arterial roads through the estate. The scheme looks to reshape the southern part of the estate, defining existing and creating new links between King Street and South Quay. Some of the existing housing stock such as blocks N, O and O2 appeared to be in good condition and could be redressed and integrated with new additions to create enclosed blocks that look inward to a new landscape communal area that would be private to residents only to that block.

- 4.6.3 Proposals will create a new route through the estate that roughly coincides with the community office and offers a natural opportunity to link South Quay with the Time and Tide museum and the historic Town Wall, anticipating further enhancements along South Quay in response to the third crossing. ***N.B. This part of the recommended proposal is a significant departure from that proposed to residents in the animations or in discussion at the co-design day. The opportunity for this more substantial intervention was recognised subsequent to the design day and is therefore an untested option with residents and should be seen within that context. The masterplan appended to this report has been coloured and annotated accordingly.***
- 4.6.4 Existing properties will have improved thermal standards and some to Passivhaus standards. GYBC and Beattie Passive have identified one block as an opportunity to trial the idea. (P3) If the trial is successful there is an opportunity, subject to funding, to apply the system to other retained blocks on the estate. Although the system is proven to improve thermal efficiency, it is limited architecturally as it is a cladding system and cannot use materials such as brick or other masonry. Therefore, it may not be suited to exposed locations along the waterfront. There is also an option for improvements approaching, but not achieving full Passivhaus standards that might be more financially favourable with a greater architectural possibilities.
- 4.6.5 The proposals presented create a scheme with 2 bed and 3 bed townhouse and would yield the homes shown in the summary table at paragraph 4.8.
- 4.7 **RECOMMENDED STRATEGY - AREA S5: SOUTH QUAY BLOCK AND REVIEW OF UNIT TYPOLOGY**
- 4.7.1 South Quay has the strongest identity and residents were very proud to live along the river. However, there were concerns raised regarding noise separation between units. In addition, close proximity to the river made the blocks vulnerable to flooding currently. Unlike the private market development sites to the north, we are not suggesting demolition and rebuild. Instead we are proposing ways of dealing with some of the security concerns and mis-match of tenure types whereby family maisonettes are above single (elderly) person ground floor flats.
- 4.7.2 One typology looks to reorganise the units vertically by using the existing stair wells from the first-floor maisonettes for an internal staircase to create a three-storey townhouse. The accommodation would be laid out with the kitchens and dining on ground floor and living spaces on the first and second floor so in an event of a flood, living accommodation would not be compromised. During consultations, residents also commented on wanting enclosed balconies. In response to this, the Design Team have looked at creating 'winter gardens' within the footprint of the building. The blocks at either end would be most suited to this type of conversion. Improvements internally would be coupled with some external thermal and sustainable improvements. The blocks currently have flat roofs which can be difficult to manage. Proposals would be to apply an insulated pitched roof that could be retro fitted. In addition, the blocks east-west orientation provides an opportunity to consider photovoltaic panels on the roofs which could drive down energy costs per unit. We would seek to retain the private front and rear gardens as they currently seemed to be well maintained.
- 4.7.3 The other typology explored in the units located in the centre is to reorganise the units horizontally to reduce the issues surrounding noise. The proposals would seek to retain the smaller ground floor flats on the ground floor and convert the first and second floors into more flats rather than maisonettes. In addition, we have looked to incorporate the external balconies at the front and rear of the properties inside as an extension to the living spaces.

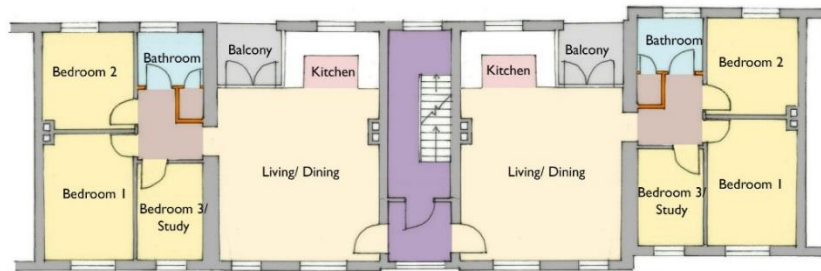
- 4.7.4 This strategy reduces the quantity of units but offers better quality, larger units with more storage that meet current design space standards. There is also a potential uplift in value resulting from the new 3rd river crossing.



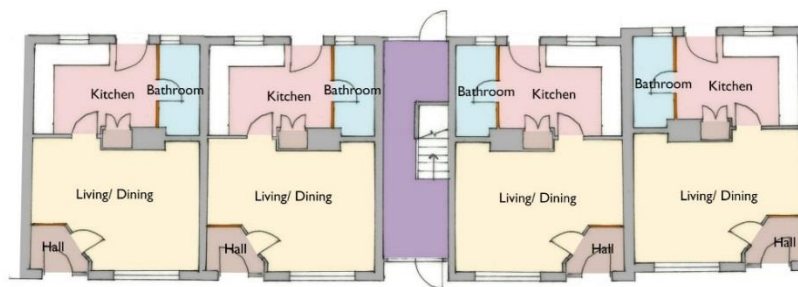
Type A



Second Floor Plan



First Floor Plan



Ground Floor Plan



Type B

- 4.7.5 The proposals presented create a scheme with 1, 2 and 3 bed flats and 4 bed townhouses and would yield the homes shown in the summary table at paragraph 4.8.

4.8 OUTCOMES ANALYSIS

4.8.1 The recommended strategy, which includes the more ambitious approach to the southern areas of Middlegate, shows the following outcomes in summary;

Existing Homes Position	
Total Existing Homes on Middlegate	535
Existing Council Rented Homes	478
Existing Leasehold Homes	57
Total Homes	535
Homes after Regeneration	
New Homes Built (Council Rented Homes)	284
Refurbished/Remodelled/Renovated (Council Rented Homes)	226
Demolished Homes	301
Net Additional Council Rented Homes	32
Total Council Rented Homes	510
Total Leasehold Homes	14
Total loss of Leasehold Homes	43
Total Other Homes*	99
Total Net Gain new homes	88
Total Homes after regeneration	623
Costs	
Total Scheme Cost	£113,417,070
Total Other**	£31,294,918
Total HRA Scheme Cost	£82,122,155
HRA funding Gap***	£14,000,000
Timescale	
Proposed Regeneration Timescale	10 Years

*Modelled as private sale, but could be Private Sale/Shared Ownership/Shared Equity/Market Rent

** Build cost of private sale homes. Currently modelled that development of these homes would not be undertaken by Great Yarmouth Borough Council so development cost would not fall to the HRA.

*** Modelling shows subject to grant funding of £14,000,000 (equating to £50,000 per new build Council home), the HRA maintains a minimum reserve balance until year 30.

4.8.2 The strategy produces 88 additional more homes. This is broken down into the following table losses and gains by Masterplan area:

Master Plan Area	P1	P2	S1	S3	S4	S5
Existing	66	39	52	69	238	71
Proposed Homes	61	38	61	72	345	46
Total Net Gain/Loss	-5	-1	9	3	107	-25

4.83 The losses and gains by tenure that lead to the 88 new homes are;

	Council Rented		Private Leasehold		Private	Total net Gain/Loss
	Existing	Proposed	Existing	Proposed	Proposed	
Site P1	63	0	3		61	-5
Site P2	33	0	6		38	-1
Site S1	46	61	6			9
Site S3	61	72	8			3
Site S4	216	331	22	14		107
Site S5	59	46	12			-25
<i>Total</i>	478	510	57	14	99	
(Loss)/Gain	32		-43		99	88

5.0 MAKING A POSITIVE IMPACT - YOUTH

5.0 IMPROVED FACILITIES FOR YOUNG PEOPLE


























5.0.1 To have a positive impact on community life, the improvements must be combined with measures to manage the anti-social behaviour that is exhibited around the Salvation Army and in pockets where youths gather. We recognise that some issues are beyond immediate Council control at this moment. Earlier in the report, we reported that not all of the young people are residents but that they come from other areas of Great Yarmouth. Therefore, a suitable location for a proposed youth facility should be accessible to both residents on the estate and others from outside.

5.0.2 Around the perimeter of the estate there are alternative sites. We have examined 3 potential sites:

- A brownfield site on South Quay.
- An existing warehouse occupied by the Yarmo Group (area C2)
- Small area of parkland on Dene Side by the historic Town Wall

5.0.3 The Design Team believe the Yarmo Group site (area C2) offers the best opportunity. During consultations we became aware that GYBC own the building and that it could offer a “quick win” solution to providing a space for the youth to occupy. It is accessible by car or on foot from either the front and rear of the building with opportunities for limited expansion. Its location close to other residential areas makes it possible to serve the wider community of Great Yarmouth.

5.0.4 A summary of our assessment of the sites is shown below:

	South Quay	Yarmo Site	Dene Side
Existing pedestrian access			
Future pedestrian access			
Wayfinding			
Proximity to Transport links (Bus and Car)			
Proximity to other estates			
GYBC owned			
Proximity to residents (noise)			
Opportunities for expansion			
Ready to use			

5.1 YOUTH AMENITY – HOW CAN IT BE ACHIEVED?

5.1.0 The Design Team's proposals refer to The Open in Norwich as a model to emulate., It is a venue that is run by a charity and the Design Team have consulted the organisers at The Open to establish how they operated. Our findings were:

- The building is owned by the Lind Trust and the Youth Forum Trust was set up to administer funds. It is the Youth Forum Trust that make decisions on the operation and design of spaces internally.
- The Youth Forum is made up of various members including volunteers and children.
- They benefit from revenue generated by a music venue in the Banking Hall and the conference spaces. They also do in house catering and banqueting and are now starting to do external banqueting. Catering has been the best commercial practice in terms of financial stability.
- Approximately 4,500 young people come to The Open annually (this does include regular children who may visit twice or more a week).
- There is an overlap of ages that use the space at any time and there hasn't been any conflict.
- Facilities they provide are a gym, internal climbing wall, games area, music room and dance studios. Norfolk Constabulary provided some of the equipment such as the boxing equipment because pound for pound the expenditure saved them money.
- They operate a Young Volunteer Trust whereby children from the age of 14 can train to become young volunteers. They also do apprenticeship schemes whereby children can work in the kitchens in catering or become instructors for the activities.
- They do not charge children under 18 apart from coffee but do offer holiday activities which are chargeable and generate revenue.

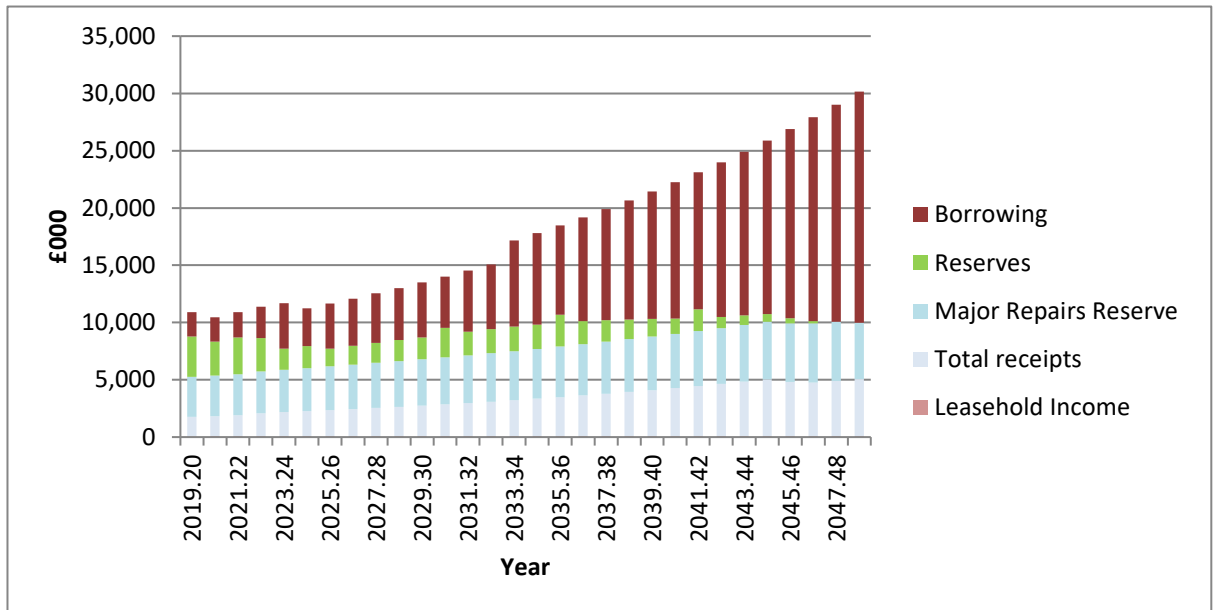
6.0 HIGH LEVEL FINANCIAL ANALYSIS

- 6.0.1 The financial viability analysis was conducted through the Council's HRA financial model to gauge the impact of each strategy on the HRA and its deliverability. Residual land values for the two private sale sites were calculated using ARGUS development valuation software based upon strategy costing analysis conducted by Allman Woodcock and local sales values assessed by ARK consultancy. Allman Woodcock order of costs are attached as Appendix A to this report.
- 6.0.2 The impact on the HRA and the viability of the strategies were modelled by Jane Bowgen and Danielle Lee of the Council's HRA finance team. The outputs from the initial analysis are shown later in this section.
- 6.0.3 Allman Woodcock shows total order of costs (excluding VAT and inflationary allowance) of £113m for the entire programme. In order to undertake Residual Land Value calculations for the proposed private sale areas the costs needed to include the private sale build costs (total £29m) that would be borne by a 3rd party developers outside of the HRA. These, together with Library upgrade costs were excluded from the HRA scenario testing where a total cost figure of £81m was used.
- 6.0.4 Calculations were undertaken on the two proposed private development sites (Tower Hill or P2, Library or P1) to establish their potential transfer value and contribution to the development. These were scenario tested at sales values at both £190 and £220 per square foot and based upon the Allman Woodcock costs and unit numbers. All the calculations outcomes using an ARGUS assessment tool are attached as Appendix B to this report. In summary, even using the higher £220 per square foot sales value the residual land values were;
- Tower Hill Site - Negative £976,119
 - Library Site - Negative £1,498,487
- 6.0.5 In the HRA scenario testing, no capital receipt from land sales was therefore assumed.

6.1 EXISTING HRA POSITION

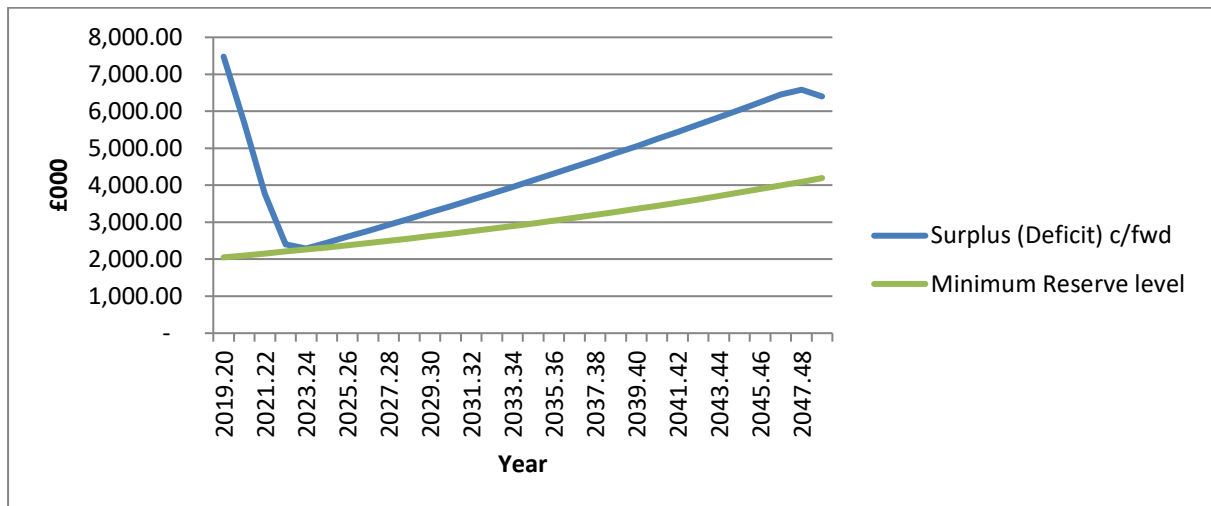
- 6.1.1 The table (below) shows the current programme of predicted HRA borrowing for Capital works and new affordable housing (before regeneration) with the debt cap removed. This profiles both borrowing and the use of the HRA reserve balances to manage the total capital programme. The model is programmed to make use of reserves before borrowing to finance the capital programme. Because of this, by 2048/49, borrowing will reach £335m. This model does not profile any debt repayments but profiled to be refinanced. Cumulative Interest payments over 30 years total £202m.

Debt Cap removed – Borrowing for all capital programme – current position



6.1.2 The table below demonstrates that within the existing expenditure the HRA maintains the required minimum reserve balance within this model and forecasts a surplus revenue balance of £6.5m at 2048/49.

Debt cap removed - Current Reserves Balance



6.2 REGENERATION ASSUMPTIONS

6.2.1 In profiling the effects of the proposed Middlegate Strategy a number of assumptions have been made. The modelling assumes, what could be argued to be, the worst case on additional funding and makes no assumption currently for;

- Homes England Capital grant support for buy-back of leasehold properties

- A positive financial contribution from the transfer of P1 or P2 sites for private sale. This have been modelled as having a negative land value and therefore nil contribution.
- The cost per unit per annum of all capital improvements across the HRA is modelled at £1500 per unit per annum as now. (ARK national benchmarking suggests that this should be closer to £1200 per unit per annum)
- Management costs have remained the same and no reduction has been made for efficiencies across the HRA
- Grant input from Homes England has been modelled at £50,000 for each of the 280 new build homes (Total £14 million)

6.2.2 In addition, the following assumptions have been made on LHA rental income and costs for refurbishment and new homes both on Middlegate and for the purposes of HRA wide viability, all stock over the period.

Weekly rent per new build unit assumed

Property type	£
1 bed flats	87.23
2 bed flats/houses	96.97
3 bed houses	120.02
4 bed houses	151.16
5 bed houses	152.11

New Build Assumptions for S1, S3, S4

Site name	Overall cost for new build (000's)	RTB retained receipts contribution (000's)	Net Rental Affordable annual income (000's)	Build Cost per unit of new build (000's)	Existing Property	Proposed Property	New Homes	Start on site	Completion Year & start year for mgmt.	Rent Loss - Voids
S1	£10,644	£3,055	£299	£193	(52)	61	9	YR2	YR3	1.5%
S3	£4,082	£1,126	£99	£204	(69)	72	3	YR4	YR5	1.5%
S4	£25,916	£4,445	£1,110	£160	(238)	345	107	YR8	YR9	1.5%

Repairs and Maintenance and Capital Assumptions for refurbishments total HRA

Programme	Year 1 £000	Year 2 £000	Year 3 £000	Year 4 £000	Year 5 £000	Year 6 £,000	Year 7 £,000	Year 8 £,000	Total £000
Middlegate refurbishment Programme	0	0	0	5,557	0	8,824	0	26,019	40,400
Capital programme all stock (excluding new build)	8,475	8,095	8,195	7,915	7,735	7,000	7,000	7,000	54,715
Day to day/responsive repairs for all stock	9,531	9,558	9,841	10,130	10,376	10,690	10,690	10,690	70,817

6.3 STEP 1 - ASSESSMENT OF NEW COUNCIL HOMES VIABILITY

- 6.3.1 Using these assumptions the new build elements of each of the strategies were tested for their viability. Using the Council's in-house development assessment software, both achieved a positive Net Present Value (NPV). Where an NPV is positive, this shows that the value of cash coming in is greater than that going out over the life of the investment, in this case 30 years.
- 6.3.2 The other measure of viability is the Internal Rate of Return (IRR). In general, any opportunity where an IRR exceeds the cost of capital is deemed to be a profitable investment opportunity. The indicative cost of capital for appraisal purposes in this case is 4.5 %. The strategy gave a positive IRR position of 6.6%

6.4 STEP 2 - ASSESSMENT OF RESIDUAL LAND VALUE FOR PRIVATE SALE CONTRIBUTION

- 6.4.1 Aside from the new Council owned affordable homes, the private sale elements were also tested to assess any contribution that this might make to the cost of the wider programmes. Typically, private sale can add two things to a regeneration programme of this nature, firstly, a financial contribution where sales values and a market is strong enough and secondly, a mix of tenures which can add wider non-financial value to, hitherto, single tenure areas.
- 6.4.2 Residual land valuation is the process of valuing land with development potential. The sum of money available for the purchase of land (and therefore the value of a receipt for that land if selling it) can be calculated from the value of the completed development minus the costs of development including profit.
- 6.4.3 A residual land value assessment was undertaken using ARGUS development software based upon costs assessed by Allman Woodcock and two sales values. Firstly, a base sales value position of £190psf and a then further scenario test against a sales value of £220 psf. The following Gross Internal Floor Areas (GIFA) were used in the assessment. The Library Site location (P1) 10,176 sqm and Tower Hill (P2) site 4,352 m2.
- 6.4.4 Four assessments were undertaken with each site being assessed for sales at £190psf and £220psf. The resulting values should the land be sold for development were;

Site	Value at £190psf	Value at £220psf
P1 – Adjacent to Library	(3,835,680)	(1,498,487)
P2 – Tower Hill	(2,003,736)	(967,119)

- 6.4.5 All values were negative based upon likely sales values for the area. Although given the improvements that are being generally seen to Great Yarmouth, there is the potential for some improvement in sales values and therefore land value in future years. This 'hope' could lead to a contribution at the tail end of the programme for each strategy, especially since the private sale has been phased last. However, this cannot be guaranteed and so no contribution from private sale has been included in the financial assessment.

6.5 STEP 3 - ASSESSMENT OF THE IMPACT ON THE HRA

- 6.5.1 The HRA is currently in a position where its Minimum Revenue Reserve (MRR) level is low and additional borrowing will, at some point in future, push this reserve into a negative position. HRA modelling scenarios have been being run by the inhouse team using the following assumptions;

6.5.2 HRA Business Plans Middlegate models - Base Assumptions used

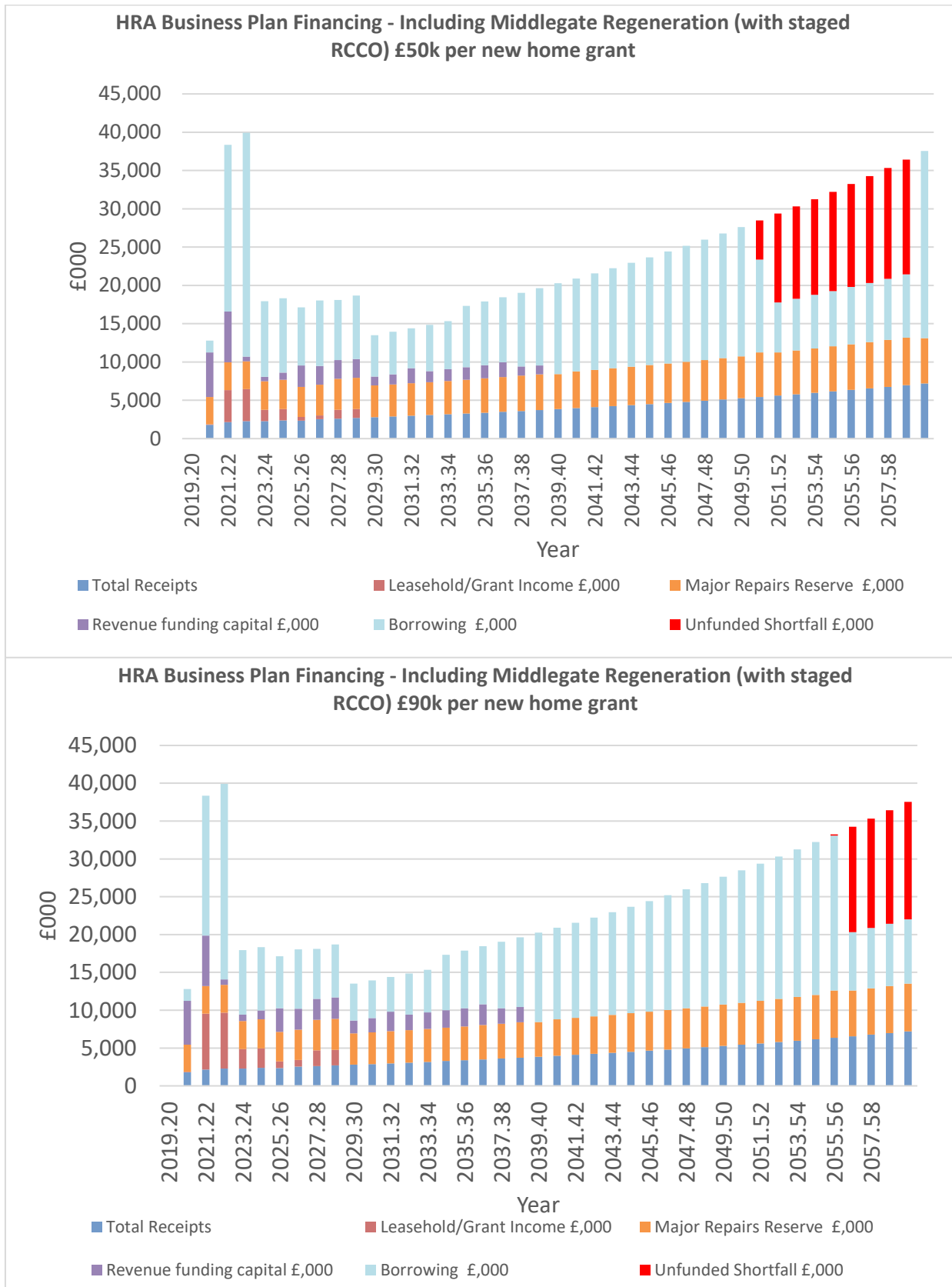
- Assumes a continued Affordable programme in line with the Council's 1-4-1 receipts demand. Expenditure will be funded by 70% new borrowing and 30% from receipts. Borrowing scheduled as PWLB fixed maturity 40-year loans with interest rates in line with additional borrowing assumptions as per current funding arrangement.
- Utilising all the 1-4-1 receipts
- All loans re-financed with no repayments to government assumed
- Capital and revenue budgets for years one to five are based on the forecasts approved during the 5-year budget setting process. Assumptions following as agreed estimates based on prior year spend. No rephasing has been assumed.
- Leasehold contributions have only been included for year 1-5.
- RCCO is included to support the funding of the capital programme.
- Middlegate development works to begin from year 2, with each tranche forecast to take 2 years.
- The total Middlegate developed amounts to a cumulative total of £81m and does not use any 1-4-1 receipts due to it minimum additionality to the stock.
- Middlegate grant assumptions are based £50k per for each new build home Cumulative grant £14m.
- LHA Rental rates have been used for Middlegate dwellings

6.5.3 The scenario that results in a positive outcome results in additional borrowing through the business plan, includes all the base assumptions above and includes some revenue to fund capital (RCCO) at some stages in the life of the plan to support the financing of the capital programme. In practice, RCCO is used to assist the financing of the HRA for years 1-20. From year 20 the RCCO is removed and additional borrowing is used to support the capital programme. Minimum level of reserves is to be maintained in line with audit recommendations. Once the minimum level of reserves has been surpassed the table below displays the unfunded shortfall in red. This first occurs in 2051, 30 years into the plan.

6.5.4 The table below shows that cumulative borrowing to a total of £512m has been reached in year 40 (2058/59). The HRA is displaying that it can sustain its revenue and capital programme, an affordable programme in line with its receipt demand along with the additional Middlegate regeneration for years 1 to 30. From year 31 the HRA drops below its minimum level of reserves to be maintained and has a cumulative shortfall of £111m from years 31 – 39 (2049/50 – 2058/59).

6.5.5 Some scenario testing was undertaken with £90,000 per new home grant contribution (Total £25m) with no other assumptions changed. As would be expected the position improves and the HRA displays that it can sustain its revenue and capital programme, an affordable programme in line with its receipt demand along with the additional Strategy 2 Middlegate develop for beyond year 30 from years 1 to 35.

6.5.6 The two tables below lay out the HRA position as described above for the two tested grant levels.



7.0 CONCLUSION AND SUMMARY

- 7.0.1 The purpose of the study was to review existing conditions, constraints and opportunities, and to develop a concept for the regeneration at Middlegate that provides a viable and sustainable solution. This report will enable the Borough Council, residents and external funders, including the MCHLG and the Homes England, to make an informed decision on how investment might be taken forward and will support funding bids by GYBC.
- 7.0.2 The recommended strategy presents an opportunity to reconfigure the entire estate rather than any one part. The strategy has been tested through a range of stakeholder workshops and challenge groups to refine the outcome. The report includes a project phasing strategy should (as expected) a phased regeneration be the most appropriate route to delivery.
- 7.0.3 It is evident from the findings that the existing homes may have met standards when they were built in 1960 but now fall below current space and wider residential standards. A thermal study, (the full version of which is available separate to this report) indicates large pockets of poor thermal efficiency which has, in part, informed proposed phasing.
- 7.0.4 The strategy offers opportunities to review the tenure type and provide a better mix in quantities and reconsider some of the arrangements. A key outcome from the strategy is an opportunity to increase the density and housing numbers on the estate including the addition of a private development, be for market sale, Private rent or other shared ownership or equity product. It is acknowledged that given the land values at present that no financial contribution will be made to the regeneration. The brief however was to establish a sustainable solution, and the project team believes that mixed tenure without loss of Council Home numbers will contribute to that sustainability.
- 7.0.7 The report includes a high-level viability assessment based upon detailed and evidenced cost analysis of the proposed scheme. Scenario testing of the delivery of the regeneration through grant support at two levels of grant shows that given a known set of assumptions the scheme could be delivered through long term HRA borrowing. It is the project teams view that the position might be further improved by a rigorous review of assumptions currently be used within the HRA for a range of factors including repairs and capital improvement costs management savings. Given this, we believe that significant regeneration of Middlegate is entirely within grasp.
- 7.0.8 We would recommend that next steps include comprehensive engagement with Homes England on the potential for grant support and remodel based upon a likely outcome from that discussion. Further engagement with residents is essential to update them on the work that they have contributed to these findings. In addition, the engagement with potential partners for the delivery of the 'private' element at an early stage will assess the appetite for partnership working on delivery. Given the outcomes from these discussions, further, more detailed work can be undertaken to move towards making delivery a reality.

8.0 ACKNOWLEDGMENTS

- 8.01 The design team is grateful to the residents of Middlegate for their willingness to contribute an honest appraisal of proposals throughout the study, and for the attendance, in their own time, of the many and varied challenge events. Thanks, are also extended to wider stakeholders, including local traders, elected Members and Council officers, especially Anthony Moore, Housing Growth Manager, for the challenge that has both informed and created resilience in the findings.

Appendices

- Appendix A - Allman Woodcock order of costs
- Appendix B1a and b - Residual Valuation for proposed private development sites sales value £190psf
- Appendix B2a and b - Residual Valuation for proposed private development sites sales value £220psf
- Appendix C - Purcell Regeneration Middlegate Masterplan layout