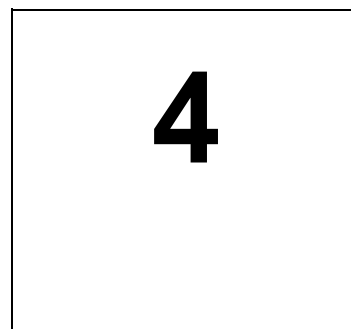


## LONDON BOROUGH OF NEWHAM

### REPORT TO THE MAYOR

### IN CONSULTATION WITH THE CABINET

Is it a key decision?	Yes
Is it in the Forward Plan? If so, date of Plan	Yes
Date report published	15 <sup>th</sup> December 2005
Date decision due	22nd December 2005




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**Subject:** QUEENS MARKET - A NEW LIBRARY AND LOCAL SERVICE CENTRE AND PROGRESS REPORT ON THE DEVELOPMENT

**Source:** Deputy Chief Executive

**Wards Affected:** Boleyn, Green Street East & Green Street West

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**Exemption**

Appendices 5 & 6 of this report are exempt under category 7, 8 & 9 of schedule 12A of the Local Government Act 1972, as they contain information relating to the financial or business affairs of any particular person; the amount of any expenditure proposed to be incurred by the Authority under any particular contract for the acquisition of property and any terms proposed or to be proposed by or to the authority, in the course of negotiations for a contract for the acquisition or disposal of property or the supply of goods or services.

**Purpose of the report:**

The Mayor is recommended to:-

1. Grant approval to the inclusion of a new combined library and local service centre (LSC) within the Queens Market scheme and to delegate authority to the Deputy Chief Executive and Executive Director of Resources, to negotiate to agreement with St Modwens to accommodate these requirements.
2. To receive a further report on the options and standard of interior design and fit out of the new Library and LSC in due course.
3. To note that there is an opportunity to purchase the freehold of the current library at 337 – 341 Green Street E13 which is held on a short lease by the Council, and authorise the Divisional Director of Property Design Consultancy to enter into negotiations to purchase the freehold

interest in the current library within the price limits set out in the exempt part of the report.

4. To note the result of the latest consultation
5. To note the progress on the new Queens Market development and provisional timetable.

### **Mayor's proposed decisions**

The Mayor in consultation with the Cabinet is recommended to:

1. Approve the inclusion of a new library and local service centre in the proposed new Queens Market development.
2. To receive a further report on the options for the interior design and fitting out of the new library and local service centre, and the financial implications of this for the Council.
3. Agree to the purchase of the freehold of the current library building at 337 – 341 Green Street E13, which the Council currently holds on a short term lease
4. If 3 is agreed, to authorise the Divisional Director of Property Design Consultancy to enter into negotiations for the purchase of the freehold interest in the current library, and delegate authority to the Deputy Chief Executive and Executive Director of Resources, the authority to purchase the current library within the price limits outlined in the exempt part of this report.
5. Delegate to the Deputy Chief Executive, in consultation with the Executive Director of Resources authority to negotiate the details of "shell finish" of the new Library and LSC within the Development.
6. Delegate to the Deputy Chief Executive and Executive Director of Resources authority to complete the Development Agreement with St. Modwen.
7. Agree to a further public consultation survey of the proposals for the new Queens Market, with the new library /LSC included, and the results to be submitted with the Planning Application.

### **Member Consultation**

Councillors Leitch (Cabinet Member for Public Realm and Transport), Jo Corbett (Mayoral Adviser for Culture), the Mayor have been consulted on the proposals contained within this report. In addition, the Regeneration Forum (including Cllr C MaCuley, and Members on the Forum) on 2nd Nov. 05 and Green Street Community Forum (inc. Cllr Videee, and Members on the Forum) 15th Nov. 05 were consulted.

### **Reasons for the recommendations:**

The Mayor and Cabinet are being asked to proceed with the recommendations for the following reasons:-

1. To enable the new library and Local Service Centre to be accommodated within the design and development of the new Queens Market Scheme, and form part of the agreement with the Developer.
2. So that the freehold of the existing library building at 337–341 Green Street can be purchased.

**Chris Wood**  
**Deputy Chief Executive**

**Bob Heaton**

**Executive Director of Resources**

**Malcolm Dawes  
Divisional Director Property & Design Consultancy**

**Peter Appleton  
Head of Culture**

Originator of report: M Wynter – Property Adviser  
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**Local Government (Access to Information) Act 1985  
Background papers used in preparing this report:**

Mayor & Cabinet proceedings 23<sup>rd</sup> June 2005. Also the Council has dedicated part of the Newham Website to Queens Market. The public can access various documents relating to the proposed redevelopment from the Council's Website [www.newham.gov.uk/content/business/regenerating-green-street-rp290305.jsp](http://www.newham.gov.uk/content/business/regenerating-green-street-rp290305.jsp) and comments relating to specific areas of concern can also be made online.

<b>Cleared by Finance (officer's initials)</b>	DB
<b>Cleared by Legal (officer's initials)</b>	JA
<b>List of enclosures:</b> Appendix - Site plan Appendix - Plan of Scheme showing new Library/LSC Appendix - Equality Impact Assessments Appendix - Summary Report of latest public survey  <b><u>Appendix - Exempt/Confidential</u></b> Freehold Purchase of existing Library building, Options Appraisal and financial implications	

## **Executive Summary**

Following the result of various studies the Council sought a development partner willing and able to work in partnership with the Council. In September 2004 Mayoral approval was granted to select a development partner and enter into a collaboration agreement. On 23rd June 2005, a report was submitted to Mayor and Cabinet reviewing the outcome of public consultation and the resulting changes to the proposals. The Mayor also agreed at that meeting the acquisition of leaseholds of shops to enable the development proposals to proceed. Also, and if necessary the passing the resolution for a Compulsory Purchase Order (CPO) conditional on entering into a development agreement for the scheme, closure of the public highways, and granting consent to enter into a development agreement with St Modwen.

Following the results of the latest survey and public consultation, the inclusion of community facilities such a library was seen as an important aspect of any proposal for Queens Market. This report now seeks approval for the scheme to be developed to include a new combined modern library and Local Service Centre. This report also seeks approval to purchase the freehold of the current library building at 371–341 Green Street, which is held on a short lease by the Council.

## **Timetable**

### **Key provisional milestones for the scheme are outlined below.**

Development agreement to be entered into with the developer	- Dec 2005/Jan 2006
Outline Planning Application	- Jan/Feb 2006
Planning Consultation and details, and planning decision at end	- Feb 06 upto Sept 2006
Transfer of interim shops management	- 25 <sup>th</sup> March 2006
Transfer of Markets management & Car Park management	- Spring 2007 to Autumn 2007
Compulsory Purchase Order	- Spring upto Autumn 2007
Public Highway Closures	- Spring upto Autumn 2007
Relocation and allocation of market stalls & shops	- Phased over 2007/8/9
Development completed in Phases (inc. New Library/LSC)	- Phased over 2007/8/9

## **REPORT**

### **1. Key Considerations, Issues for Discussion and Options Considered**

#### **1.1 Background**

Following the result of various studies the Council sought a development partner willing and able to work in partnership with the Council. In September 2004 Mayoral approval was granted for the approval of St Modwens as the preferred development partner and enter into a collaboration agreement to work up proposals for the Queens Market area. On 23rd June 2005, a report was submitted to Mayor and Cabinet reviewing the outcome of public consultation and how the proposals had evolved following the consultation. The report also dealt with interim management arrangements whilst the development proposals were being worked up, the acquisition of leasehold interests, the resolution for a CPO, closure of highways, and granting consent to enter into a development agreement with St Modwen.

Following the results of the latest survey and public consultation, the inclusion of community facilities such a library was seen as an important aspect of any proposal for Queens Market.

#### **1.2 Current Green Street Library**

The current library is located at 337 - 341 Green Street in a leased building. The library attracts over 290,368 visits a year and is the third busiest in the borough. Whilst the library enjoys high usage the present facility is very crowded and not able to accommodate all the activities one would expect from a standard Newham library. Whilst there is disabled access through the main doors of the library, over crowding has made movement around the library very difficult. There is limited provision for children wishing to do homework and the computers have the highest use rate across Newham's libraries. 93% of active borrowers at Green Street are from ethnic minorities and 40% of book issues are children's material.

#### **1.3 The Purchase of the Freehold of the existing Library Building**

337 – 341 Green Street is a two-storey double shop unit in the heart of Green Street, which has been used as a public library for some time. Whilst the building is not suitable for the provision of a modern and fit for purpose library service, it could be used for other Council or partnership services (e.g. health) if this is required in the future, relocation of one or more of the shop tenants from Queens Market, or re-let on the open market for businesses and/or developed as a infill commercial development site.

The reasons for acquiring the freehold are in the confidential part of the report in order to protect the Council and Council taxpayer's interest, as the negotiations are ongoing.

#### **1.4 Current Local Service Centre**

The current Green Street LSC is based at 401a - 405 Green Street on a lease expiring in 2007. The centre has 86,000 visitors per year (2004/05) and the Council's 4th busiest outlet, with customer traffic increasing steadily. The Service has seen 60,000 visitors already in the first seven months of this financial year.

The Service plans to withdraw the cash office facility at the new premises, in line with the current Alternative Payment Strategy and will offer only debit/credit card receipting. The exclusion of a cash office will result in a reduction in our overall levels of visitors to the LSC, however due to the addition of the library users the Service is expecting an increase in the

levels of detailed customer enquiries. Based on our previous experience at The Gate in Forest Gate E7, the Service would expect an increase in customer enquiries by at least 20%. The customers affected will be offered other local facilities (Allpay) or Direct Debit. This practice has been successfully implemented at the Forest Gate facility, which is also a combined library and local service centre.

Whilst various internal works have been carried out on the current premises, the service is finding it difficult to deliver to customers the high levels of service the unit delivers in other centres due to lack of space and facilities. The space is very small and privacy, customer confidentiality and surgery facilities are a big issue due to the limited space available. In relation to DDA, the service to the elderly and disabled could be improved. The centre lacks the capacity to deal with the number of customers currently presenting and is often crowded, resulting in long queues at reception, confusion and again lack of privacy and confidentiality. At a new combined facility, the unit would be able to offer a more community based service, which would allow duo use of both the Library, Local Service Centre and all other facilities in a single building.

## 1.5 **Options Appraisal**

Four options have been explored in respect the Green Street Library and the LSC at Green Street (the detailed financial aspects of the options appraisal is on the exempt agenda):

### 1.5.1 **Option 1 – Do Nothing and continue to operate within the existing Library and LSC**

The Council could do nothing and continue to operate from the existing buildings.

The library service could continue at 337-341 Green Street but it will not be possible to implement further service developments due to the current high levels of use and the constraints on space.

The premises are also currently unable to meet the growing demands for access to computers and home work space, the lack of physical space for wheel chair users and the general poor environment do not present the image or provide a modern and successful integrated service as provided at The Gate.

The do nothing will present continuing challenges in terms of meeting health and safety standards, and improving the service. The building is not fully compliant with Disability Discrimination Act (DDA) standards and substantial investment will be required to be made.

On expiry of the Leases in 2007 and 2010, the Council may have to carry out significant works to the buildings to put them into good repair, the cost of which would be substantial.

### 1.5.2 **Option 2 – Extension & Refurbishment of existing Library and LSC**

Both the existing LSC and library have upper accommodation that is currently under used. It possible to extend services up into these areas to provide additionally space to improve the services delivered. However to make the upper parts useable and accessible in terms of DDA would be very costly, as lifts will be required.

The LSC lease expires in 2007, and the Library lease in 2010. The cost of refurbishment for the existing library is substantial. Whilst both buildings are held under Leases, this level of expenditure on short leasehold buildings is not value for money, as we would be adding value to someone else's asset.

The Council are being currently being offered the opportunity to purchase the freehold of the existing library building. This offer may not be available in the future. However, there is no guarantee that negotiations will be successfully concluded and contracts will be entered into. If Option 2 is pursued, then the freehold of the Library should be acquired. This will also assist with a more flexible asset management strategy should the service cease, be developed or relocated from this building in the future. Buying freeholds in general give the Council more flexibility in deciding the future not only of the property itself, but on the wider implications for the area in terms of Town Planning.

#### 1.5.3 **Option 3 – Seek alternative Premises**

The lease of the existing library runs out in 2010. Although the Council enjoys security of tenure, it is difficult to predict the availability of accommodation closer to the expiry date, bearing in mind the increase in demand for commercial property expected in the run up to the 2012 Olympics.

There are limited options for purchasing or leasing a building or site to accommodate a new library and local service centre around the Green Street area at this moment in time. Coupled with this, Green Street is a very popular shopping area where demand for shop units is high, and the Council would be competing with multiple retailers and businesses for prime space, and have to pay prime rents or commercially high values for what is in effect community uses.

At present no suitable alternatives have been identified other than within the new Queens market scheme.

#### 1.5.4 **Option 4 – A New Combined Library & LSC in the new Queens Market scheme**

The New Queens Market Development is expected to be completed in 2009, assuming it proceeds to the current timetable. This fits in well with the current date for the expiry of the existing library lease in 2010, and could provide a seamless transfer of the service from the existing library to the new location.

There is an opportunity to place a new library and LSC within the New Queens Market Development as the Developer has indicated a willingness to offer this. Details of the terms will be negotiated as a part of the agreement, planning application and approval process. The Mayor and Cabinet will be aware that any application for planning permission will be considered by Development Control Committee, having proper regard for the relevant planning policies. It will be for Development control Committee to determine whether an agreement under Section 106 Town & Country Planning Act 1990 and the appropriate conditions which should be attached to any permission.

The Developer will only be offering a "shell finish" to the new facility - the Council will need to make it's decide on the arrangements for interior design and fit out. A separate report on the interior design and fit out options and the full financial implications will be presented to the Mayor and Cabinet in due course. It is also very difficult at present to predict with any certainty what specification of fit out will be required by 2008/9, and incorporate this in the scheme now, particularly if there are delays to the scheme. This applies to the service delivery requirements for the layout, ICT infrastructure, PCs and corporate branding. With technology changing so rapidly, the fit out of the new library/LSC needs to be considered in further detail.

This is the preferred option being recommended to the Mayor and Cabinet as the new scheme has good transport links, will compliment the new retail and housing developments on the site and will have parking facilities that will benefit all visitors to the new scheme. The new

library/LSC will be a landmark structure, built to modern design standards such as The Gate in Forest Gate E7, and will not have the same constraints currently experienced in the existing buildings in Green St. Given that it will be built as part of a broader development, there will be economies of scale enabling the Council to achieve best value and regeneration/economic benefits for the whole development.

The Council, if it decides to proceed with this option, will in effect be re-investing in the New Queens Market, any proceeds it obtains from the development, and will be providing further funding by revenue supporting the service from this new location.

Full financial implications will be contained in the exempt part this report.

## 1.6 **Service Delivery/Performance Management Issues**

The co-location of the existing library and LSC into a new building under Option 4 will enable an improved service as outlined earlier in the report. There will be implications for operational management of the new facility, which will need to be considered further. It is likely that there will be some disruption to service, double overheads and overlap of services whilst the new facility is being co-located to the new building, and this will need to be carefully managed.

## 1.7 **Links to community, corporate strategies and local area impact**

- 1.7.1 This proposed scheme would contribute towards enabling the Council to foster a prosperous community in which people enjoy a better quality of life, safe and attractive neighbourhoods, good housing and local services. A community in which people are given the power to take responsibility for themselves and one another. The new Queen's Market will be a major shopping experience for the district centre as well as a residential landmark, making it a place where people will choose to live, work and stay.
- 1.7.2 The proposal is in accordance with the Council's Asset Management Plan and review of the commercial property portfolio and culture & community 's business plan.

## 2. **Consultation**

- 2.1 An outline of the consultation and surveys carried out up to 23<sup>rd</sup> June 2005 were outlined a report to the Mayor and Cabinet, which can be found at:  
[http://moderngov.newham.gov.uk/Published/C00000294/M00004358/AI00008111/\\$QueensMarket.docA.ps.pdf](http://moderngov.newham.gov.uk/Published/C00000294/M00004358/AI00008111/$QueensMarket.docA.ps.pdf)
- 2.2 **Meetings with market traders and shop keepers** – A series of meetings have been held with market traders and shop tenants, St Modwen and Council officers, enabling the traders and shop tenants to have direct input into the design of the scheme and flag up any potential operational issues with the developers.
- 2.3 **Website** - The Council has dedicated part of the Newham Website to Queens Market enabling the public to access various documents, see standard questions and answers and formal feedback and comments regarding the proposals. The website link is:  
<http://apps.newham.gov.uk/queensmarket/index.htm>
- 2.4 **Other Stakeholders** – There has been developer presentations at various Green Street Community Forums and at a recent Regeneration Forum meeting. Additionally, Unit 72 in Queens Market has been opened up as an information centre where the public can look at the various plans of the proposals and met the developers directly.

2.5 **Public Relations** - The Council is currently working to ensure that there are appropriate communication mechanisms in place to gain feedback and provide information to the local community about the Queens Market development. Over the last month we have been working to make the information office more user friendly and provide the type of information that the local community will find useful. This has or will include:

- Installing computers in the office so any queries from shoppers and traders can be dealt with and referrals to other organisations can now be done immediately. The information officer is now able to show people information on the Queens Market website if needed.
- Installing a carousel providing up to date information on Queens Market, a summary of the latest popular questions and answers, the Newham directory and Newham Magazine.
- The information officer will dress in service centre uniform to ensure they are immediately recognisable.
- Two presentation boards that detail Queens Market 'past and present and a bright new future. The presentation boards will detail these 2 phases of development for the market, the floor plans as well as case studies of market traders and shoppers. These will be installed in the information office imminently.
- An A5 leaflet detailing the latest news and general information on Queens Market will be distributed to traders, shoppers and residents in the local area.
- Reviewing all the feedback and updating our 5 top questions summary regularly according to what the key concerns are as time goes on.
- Ensuring that the Internet is kept update and all enquiry emails answered.
- Council Officers going around the market once a week to get the views and queries of the traders and shoppers on a first hand basis and aim to deal with their queries then and there. This information will also be fed into any communication the Council are doing to ensure that the Council addresses the needs of residents, traders and shoppers.

### **3. Governance**

#### **3.1 Financial**

3.1.1 The financial structure of the proposed transaction is that LBN and St. Modwen will agree a ground rent for the Land with a development agreement for a share of the additional profits from the new developments. The capital receipt and income received is to be on an open book basis, with risks and rewards being shared between the Council and the Developer. The financial outcome can only be estimated at present as the scheme is evolving from the consultation. The actual cost and sale/rental figures of the completed development will affect the final financial outcome for both the Council and the Developer. Future property market conditions and economic conditions will affect this outcome.

3.1.2 The Council will be granting a 150-year lease(s) of the completed developments to the Developer. No sale or transfer of the freehold will take place, and the Council will remain the superior landlord for the new Queens Market. The Council will own the new library and LSC on a 150 year lease at a nil rent. The Council and other tenants will be subject to a service charge to pay for those services which will be supplied to the entire new Queens Market scheme, and the Council will be required to pay a fair proportion of the service charge for such items as security, management, cleansing, etc.

- 3.1.3 From the gross development value of the scheme there needs to be deducted development costs including costs relating to the new library and LSC, relocation and compensation to market traders and shop keepers.
- 3.1.4 There are currently staff employed on managing and maintaining the market, and the staffing implications are being considered as a part of the transfer arrangements to the Developer. The building of the library and any Section 106 (Planning Obligations) will be regarded as an additional development cost and will affect the final capital receipt. The new Library and Local Service Centre may be offered through a Section 106 planning agreement by the Developer. Any decisions on the planning application will be determined, by Development Control Committee in accordance with relevant planning policies. Basically, the more obligations that the Council places on the Developer or the Developer offers to the Council, the lower will be the net receipt and income from the new scheme.

### **3.2 Legal**

In respect of the library, Under section 7 of the Public Libraries & Museums Act 1964, the Council has a duty to provide a comprehensive and efficient library service for all persons who want to make use of it. In fulfilling its duty under this provision, particular requirements include to have regard to the desirability of securing adequate stocks of books, records, films for adults and children to make full use of the library service. The report set out the reasons why inclusion of a library within the Queens Market development would be in accordance with this provision (paras 1.5.4, 1.6 and 1.7.1 in particular).

Section 120 of the Local Government Act 1972 provides for the Council 'for the purpose of any of their functions' or for the purposes of the benefit, improvement or development of their area..... to acquire land by agreement. The report sets out the reasons why acquisition of the freehold of the library would be in accordance with these provisions; (paras 1.3; and 1.5.2) and information contained within the exempt part of the report as to why purchase of the freehold would be in accordance with this provision.

### **3.3 Risk Assessment**

- 3.3.1 Various risk assessments have been carried out in respect of the Queens Market project as a whole. The majority of risks remain with the developer. The risks associated with the acquisition of the 341-345 Green Street (the current library building) and the inclusion of a new library into the redeveloped scheme is currently being assessed and will be placed on the Council's risk register in due course.

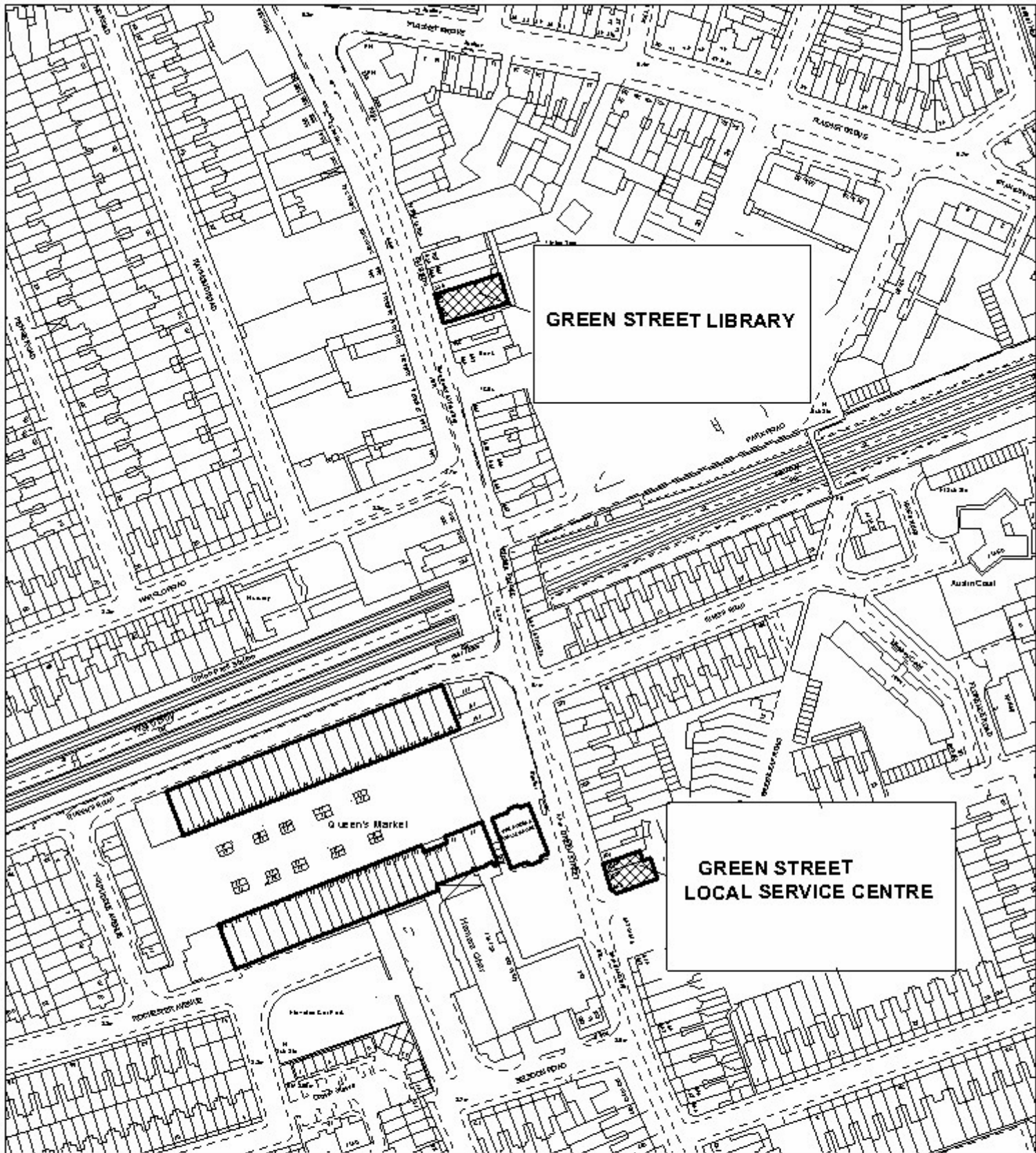
### **3.4 Equalities**

- 3.4.1 The Council believes that everyone in Newham should be treated without discrimination and prejudice and have equal access to services, employment and trading opportunities. The Council believes that these should be delivered regardless of a person's age, disability, sexual orientation, language, HIV status, religion, social origin or class.

- 3.4.2 Equalities Core Values for the existing and new Queens Markets are:-


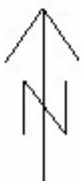
- Everyone has opportunities to fulfil their potential
- Discrimination is not tolerated
- Everyone makes their contribution
- Racial equality is promoted
- Diversity is valued in the new scheme and promoted.

3.4.4 Equality Impact Assessments have been carried out in respect of the Queens Market project from the viewpoint of regeneration and the relocation & allocation policy, and drafts are included as appendices to this report. The outcome of these assessments was that there was no evidence of any particular equality groups being disproportionately affected by either the regeneration of Queens Market or the Relocation and Allocation Strategy in respect of the new market stalls or shop units. The majority of market traders and shopkeepers will be offered relocations into the new scheme. Equalities issues will continue to be monitored throughout the development of the project. The Developer is under an obligation to comply with all statutory legislation on gender, race and disability discrimination. The new buildings will be designed to meet these requirements.



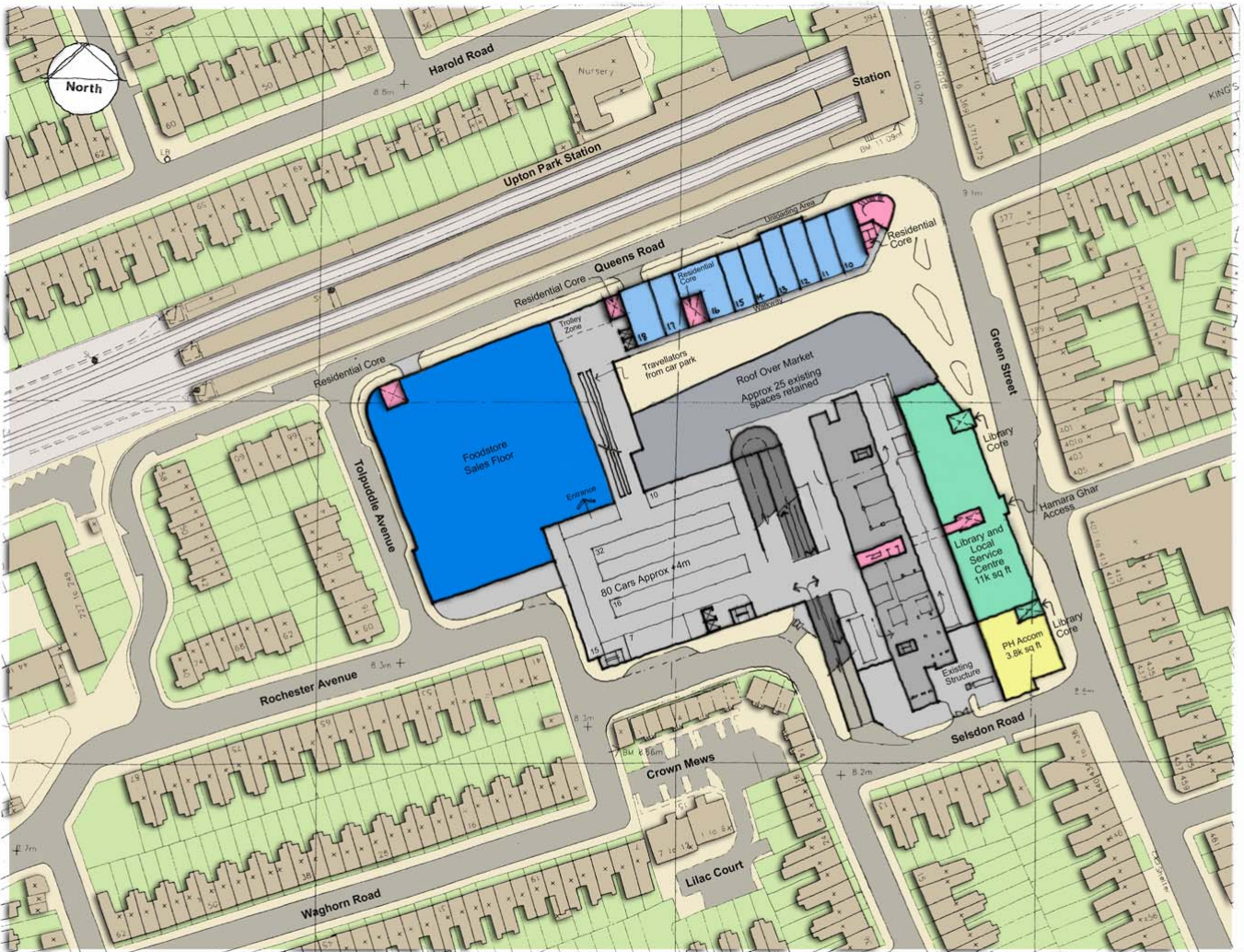
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THE DATA CONTAINED HEREIN IS FOR INFORMATION ONLY AND IS TO BE RELIED UPON ONLY IF A SITE SURVEY & TITLE CHECK HAVE BEEN CARRIED OUT.

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	SITE AREA:			SCALE: 1:1250
	DATE: 23/11/05	FILE: QUEENSMKT		DRAWING No: P&DC/QUEENSMKT

## Appendix

### Plan of Scheme showing new Library/LSC



**LYONS + SLEEMAN + HOARE**  
Architects

Nero Brewery, Cricket Green, Hartley Wintney, Hants RG27 8QA  
Tel: 01252 844144 Fax: 01252 844800

Job	Queens Market, Newham	Scale	1:1000 Approx	Date	Oct 05	Partner	SDW	Author	MA
Drawing	First Floor Plan	Job No./Drawing No.	03/037/SK69	Rev		Checked			

Do not Scale. Use figured dimensions only. Subject to site survey and all necessary consents. All dimensions to be checked by user and any discrepancies, error or omissions to be reported to the Architect before work commences. This drawing is to be read in conjunction with all other relevant materials.  
\* To Be Read in Conjunction with SK68

### Appendix 3

#### Equality Impact Assessments

## **1 EQUALITY IMPACT ASSESSMENT (V3) (DRAFT) REGENERATION**

Service Area: Queens Market Redevelopment, E7  
Browne (Regeneration & Development)

Lead Officer Shelley

### **SCREENING POLICIES**

What policy area or strategy are you assessing? Why?

This is an update of the first Queens Market EQIA undertaken by Regeneration and Development in August 2005 to assess the benefits to the local community. The EQIA considers the progress of the proposed Queens Market development, which is still at the pre-planning application stage.

A current strength of Queens Market is the provision of cheap fresh produce. The proposed redevelopment led through a joint development partnership between LB Newham as the landowner and St. Modwen as the developer will continue to provide the availability of fresh produce at affordable prices, through an increased amount of retail floor space. Therefore the social benefits will be increased.

The redevelopment process will need to be sensitive to specific requirements of members of our communities and therefore regular consultations with the residents will be conducted. These consultations will identify, should they occur, issues of equality, inclusion and diversity, which need to be addressed.

1.2 Specify which aspects of equalities will be addressed (eg race, gender, disability, sexual orientation, religion, Equality pay ...)

All groups, especially race, gender, disability, and religion aspects of equalities will be addressed

1.3 Which group/s will be affected differently?

None identified at this time

### **GATHERING INFORMATION AND INTELLIGENCE**

2.1 What current info /data do you have about these group/s or communities?

Information is available from Green Street Ward information, MORI poll background information, 2001 Census data, analysis by Community Forum Areas, Neighbourhood Information Management System.

In addition to the above information sources which were mentioned previously, useful anecdotal information can also be gathered from the information shop which is located in Queens Market.

2.2 Who has been consulted in carrying out this impact assessment?

There has not been any further consultation exercises undertaken since the previous EQIA. Informal information is being obtained from the information shop from market stallholder, shop owners, shoppers and surrounding residents. Further consultation is proposed once the Queens Market plans become more certain.

### **ASSESSING THE IMPACT**

3.1 What gaps have been identified?

Users of the market who do not live locally are an identified gap. It is known that customers travel from the whole borough and neighbouring boroughs to purchase cultural goods and services. This issue will be addressed in subsequent consultations. As well as questionnaires being distributed to neighbouring homes, an Information Shop has been set up in Queens Market, where questionnaires will also be available. The Information Shop provides an opportunity to survey shoppers on site, which will catch people who shop in

Queens Market but do not live locally and would not have received a household leaflet. By starting the EQIA at this stage an impact of the project can be assessed and reviewed at an early stage.

3.2 Does this constitute an adverse impact?

No adverse impact at this stage will review on a 6 monthly basis until completion of redeveloped Queens Market.

#### **ACTION REQUIRED**

4.1 What actions /policy decisions are needed to remedy the adverse impact if any?

Actions include to consult with and transfer inform through the Green Street Partnership and the Green Street Forum to receive feedback as to whether the actions and policy decisions taken are resolving the adverse impact, if any, where they occur.

Further surveys, further equality information to be presented to the Mayor, Green Street Partnership and Green Street Forum.

4.2 How will this action be carried out and prioritised?

Actions will be undertaken in collaboration with the chairs of the Green Street Forum and Green Street Partnership.

#### **MONITORING**

5.1 How will this be monitored?

The actions to remove the adverse effect, if any, on different groups will be monitored through monitoring forms setting out milestones and outputs. These actions will also follow the stages of the redevelopment process. The key stages as set out in the Queens Market Action Plan are Pre Planning Consultation, Finalisations of Plans, Submission of Planning Application, Planning Negotiations.

5.2 How will you publish your findings?

The findings will be published on the Newham website, reports to the Mayor and in the Green Street Forum and Queens Market newsletter as appropriate.

5.3 How will you monitor for potential adverse impact in the future?

As the project evolves through the key stages, the EQIA of the regeneration process will be reviewed on a 6-monthly basis as part of the on-going review.

## **2 85241EQUALITY IMPACT ASSESSMENT TEMPLATE (V3) DRAFT**

**Service Area:** Queens Market Improvement, E13- **Relocation & Allocation Strategy**

**Lead Officer:** Chris Wood

### **1. SCREENING POLICIES**

**1.1 What policy area or strategy are you assessing? Why?**

The use of an Equality Impact Assessment (EQIA) can help ensure that statutory duties under various legislation such as the Race Relations Amendment Act 2000, Disabled Discrimination Act 1995 etc are discharged. EQIA can also support policy commitments to provide inclusive services and reduce social exclusion.

An EQIA focuses on assessing and recording the likely impact of a strategy, policy or businesses plan. There is a focus on assessing the impact on certain groups of people known as Equality Target Groups (ETG). The ETG includes women, black & minority ethnic people, young people and children, older people, the disabled, lesbians, gays, bisexual, trans people and people from different faith groups. An EQIA involves anticipating the consequences of policies and projects on these groups and making sure that as far as possible, any negative consequences are eliminated or minimised and opportunity for promoting equality maximised.

#### **2.1 Output**

The main output of the EQIA process is an EQIA statement where any likely significant upon the target groups are highlight.

The focus of this assessment is to establish the equality impact of the Queens Market allocation and relocation strategy on the market traders and shopkeepers.

## 2.2 The Background to the policy

It is proposed that the site of Queens Market is redeveloped to create a new shopping facility comprising of a new super market, ground floor lock up shops, car parking, residential flats and a new market hall. This redevelopment will necessitate the demolition of the current and market and 70 ground floor lock up shops. It is intended that there will be 100% re-provision in respect of the market stalls but only approx 50 shop units will be re-provided. As there needs to be a clear policy regarding how the market pitches and shops will be distributed an allocation and relocation strategy has been developed. The allocation and relocation strategy has been initially discussed jointly with a representative group of LBN officers, Queens Market traders & shop tenants and St Modwens, the Council's preferred development partner. It is anticipated that this strategy will be firmed up by Spring 2006. This EQIA is the second one carried out in respect of the improvement of Queens Market. I have attached the first assessment on the regeneration aspect in appendix 1 of this report. The EQIA aims to assess whether there is a universal effect of the allocation and relocation strategy on the ETG.

## 2.3 The Policy/Strategy

That the market pitches will be allocated and new shops made available on a fair basis. The main criteria will be:

- the length of unexpired lease
- the length of time the businesses has been in operation at Queens
- the type of businesses
- mixture of uses deemed appropriate
- existing location in Queens
- size of pitch/shop unit
- response to a 'Prospective Tenants Application Form'
- credit check
- any Council debt owed by traders/shop tenants
- persistent delay in paying debts
- failure to comply with leases, licences, any statutory legislation or enforcement
- whether the Council considers the person or organisation will fail to comply with the Equal Opportunities policy
- whether the application has been convicted of any offence and the conviction has not been spent.

## 2.4 Implementation of Policy/Strategy

The Council's development partner will be responsible for implementing the Relocation & Allocation policy with the Council play a monitoring role as one of the stakeholders. St Modwens has a robust Equal Opportunity policy confirming their commitment to the groups usually affected by discrimination. The Council will include clauses in the lease, which will require St Modwen to comply with their Equal Opportunity policy and following the Relocation and Allocation Strategy.

### **1.2 Specify which aspects of equalities will be addressed (e.g. race, gender, disability, sexual orientation, religion, Equality pay ....)**

All aspects of equalities will be addressed.

### **1.3 Which group/s will be affected differently?**

Families with prams, the elderly and disabled people will largely be positively affected by the Queens Market redevelopment scheme as a whole. At present there is limited provision, especially in terms of access, for the elderly, disabled people and people with young children in prams. The new scheme will much improve access for disabled shoppers as there will be adequate parking facilities, lifts and travelators to and from the parking areas and upper levels. No ETG will specifically be affected by the Relocation & Allocation Policy as the policy may be

equally applied without effecting any target group more than another.

## 2. GATHERING INFORMATION AND INTELLIGENCE

### 2.1 What current info /data do you have about these group/s or communities?

Data on these groups have been obtained from the 2001 Census data, the National Statistics Office, the Neighbourhood information Management System and the recent Queens Market Mori Poll 2005. The Mori Poll

	LB Newham	Boleyn Ward
<b>Ethnicity</b>		
White	39.1%	40%
Asian/Asian British	32.5%	35.8%
Black/Black British	21.6%	18%
<b>Religion (top 3 in Borough)</b>		
Christian	46.8%	46.4%
Muslim	24.3%	26.8%
Hindu	6.9%	7.9%
<b>Population</b>		
0 – 19	32.4%	32.3%
20 - 59	55.3%	53.6%
60 +	12.2%	14.1%
<b>Sex (as per Mori Poll)</b>		
Male		54%
Female		45%
Not Stated		1%

### 2.2 Who has been consulted in carrying out this impact assessment?

The information has been obtained from a variety of sources including the 2001 Census and Queens Market Mori Poll. Market traders, shop tenants have been initially consulted on the principals of the Relocation and Allocation strategy. They will be further consulted as the strategy evolves. The EQIA will be reviewed annually.

## 3. ASSESSING THE IMPACT

### 3.1 What gaps have been identified?

The only gaps that have been identified relate to the Queens Market as it now stands. There is no provision for disabled people, the elderly and people with young children in prams to safely access the ground floor shops and market stalls from the roof top car park.

No gaps have been identified in the Relocation and Allocation strategy.

Under the terms of the long leasehold interest, the developer will have various obligations in relation to complying with Equal Opportunities.

### 3.2 Does this constitute an adverse impact?

No

## 4. ACTION REQUIRED

### 4.1 What actions /policy decisions are needed to remedy the adverse impact if any?

It is not anticipated that any ETG will be adversely affected as the Relocation Strategy will:

- outline how market traders and shop tenant will be dealt with throughout the construction phase of the project
- Outline the opportunities available for relocation to trading locations that will not be a disadvantage to any particular group
- Provide a fair and comprehensive phasing plan
- The allocation policy will:
  - Deal with the way in which the accommodation in the new scheme is dealt with
  - Provide the basis upon which all qualifying shop tenants are able to apply for a new shop unit
  - Provide the basis for allocating market pitches to market traders
- Additionally St Modwens Properties PLC has a robust Equal Opportunities Policy which states as follows:
  - ‘.....there will be no discrimination, harassment or victimisation, where everyone will receive equal treatment regardless of gender, colour, ethnic or national origin, disability, age, marital status, sexual orientation or religion.’
  - St Modwens has applied their policy not only to employees but also to anyone the company has dealings with.

### 4.2 How will this action be carried out and prioritised?

A cross section of personnel will be involved in the implementation of both the allocation and relocation strategy. A representative group of traders and shopkeepers will be consulted on the outcome of the implemented proposals.

## 5. MONITORING

### 5.1 How will this be monitored?

The EIA will be reviewed on an annual basis. There will be a detailed analysis of the outcome of the Relocation and Allocation strategy on the completion of the Queens Market Redevelopment.

### 5.2 How will you publish your findings?

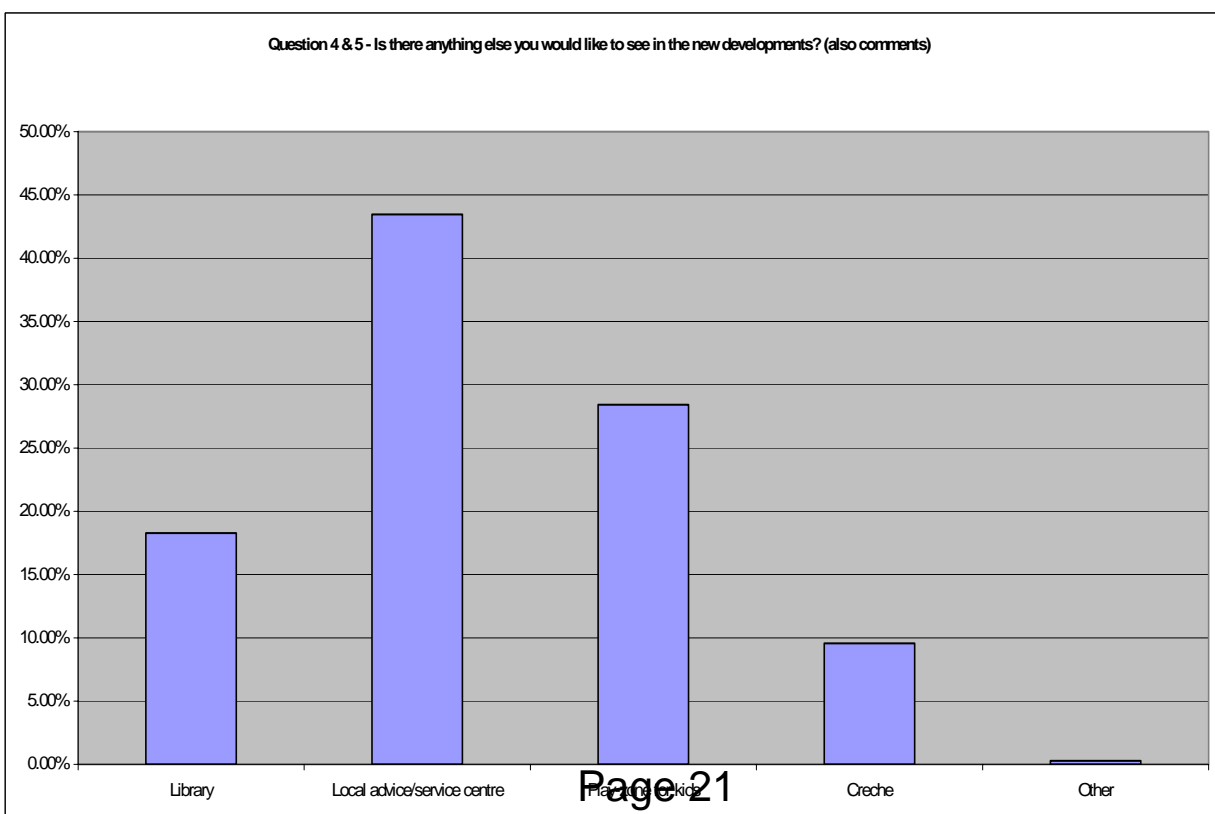
The findings will be placed on the Queens Market Website and information about the document will be published in the Queens Market Newsletter.

### 5.3 How will you monitor for potential adverse impact in the future?

The policy will be fully reviewed on completion of the Queens Market redevelopment.

**Appendix**

**Summary Report of latest public survey**



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