



National Audit Office

The Thames Gateway: Laying the Foundations

REPORT BY THE COMPTROLLER AND AUDITOR GENERAL | HC 526 Session 2006-2007 | 23 May 2007

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National Audit Office

The Thames Gateway: Laying the Foundations

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17 May 2007

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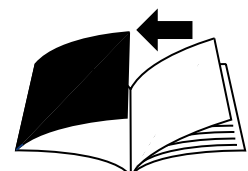
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Key Facts

What is the Thames Gateway Programme?

- The Thames Gateway programme is Europe's most ambitious regeneration and development programme.
- The Government wants the Thames Gateway to provide 160,000 new homes and 180,000 new jobs in the region by 2016 and for the region to lead the world in terms of environmental sustainability and quality of life.

Where is the Thames Gateway?

- The Thames Gateway stretches from Canary Wharf to the mouth of the Thames Estuary and includes parts of Greenwich, Havering, Lewisham, Bexley, Tower Hamlets, Barking and Dagenham, Newham, Dartford, Gravesham, Medway, Swale, Thurrock, Castle Point, Basildon, Rochford and Southend-on-Sea.

Why the Thames Gateway?

- New investment in transport will bring the Thames Gateway close to the heart of London, whilst the availability of large brown field sites provides the potential for large innovative developments.

Who does what?

- The private sector is expected to provide most of the investment in the Thames Gateway, either directly or through planning contributions.
- The public sector has a key role in enabling investment, providing infrastructure and public services, promoting key sites, and championing the region.
- Regeneration, development and spatial planning are primarily the responsibility of Local Authorities working in partnership with other public bodies and supported by regional and national government.
- Because creating sustainable communities requires the provision of infrastructure and services from across government, the programme requires the integration of many delivery chains and the involvement of many central government departments and executive agencies.
- The Department for Communities and Local Government leads the programme, sponsors local delivery and coordinates central and regional government investment and planning for the area.

How much is this going to cost?

- The public sector will need to spend much more to deliver the necessary infrastructure and services if new developments in the Thames Gateway are to be sustainable communities, but this has yet to be quantified. The Government estimates that total government investment in the Thames Gateway has been £7 billion since 2003, including all capital investment in Housing, Health, Education and Local Government.
- The Department for Communities and Local Government has promised £673 million between 2003 and 2008 to help accelerate house building and bring about sustainable communities in the Thames Gateway.

What will we get for it?

- If successful the Thames Gateway will be an attractive place to live, surrounded by green space and provided with world class services. It will contribute 12 per cent of the housing needed to accommodate the growth of households in London, the South East and East of England.
- If the Government ambitions for the Gateway are realised it will add £12 billion a year to the economy.

Timeline

- 1995** Publication of Regional Planning Guidance 9a "Thames Gateway Planning Framework" (RPG 9a) sets out the vision for the Thames Gateway as a priority growth area.
- 1996** Planning application for a new Channel Tunnel Rail Link lodged, including new stations and developments for Ebbsfleet and Stratford.
- 1998** London Docklands Development Corporation wound up.
- 2000** The Department for Communities and Local Government commissions Roger Tym and Partners (independent consultants) to report on progress of the Thames Gateway. They find a need to ramp up the delivery mechanisms, establish better accountability and set targets and milestones.

The Department for Communities and Local Government establishes the Thames Gateway Strategic Partnership.

The Department for Communities and Local Government starts negotiations with Local Authorities on the establishment of local regeneration partnerships to give momentum to local delivery.

Jubilee Line Extension to Greenwich is completed, unlocking development potential in the East of London.
- 2001** "Regional Planning Guidance for the South East" (RPG 9) reiterates prioritisation of the Thames Gateway for housing growth.
- 2002** Planning permission granted for development at Ebbsfleet.
- 2003** Launch of the Sustainable Communities Strategy includes identification of four growth areas, with the Thames Gateway as the largest.

Communities and Local Government launches the Thames Gateway Growth Area Fund to help accelerate house building and the development of sustainable communities.

Publication of "Making it Happen: delivering growth in the Thames Gateway" gives an update of progress of delivery.

Planning application lodged for development at Eastern Quarry with Gravesham Borough Council.
- 2004** London Thames Gateway Development Corporation and Thurrock Thames Gateway Development Corporation established.

Planning application for Barking Riverside development lodged with Barking and Dagenham Council.

- 2005** Publication of "Creating sustainable communities: delivering the Thames Gateway" sets out the Government's plans for increasing the pace of development and regeneration in the Thames Gateway.

Publication of "Inter Regional Planning Statement" by the Regional Assemblies sets out how the Regional Spatial Strategies join up.

London Thames Gateway Development Corporation and Thurrock Thames Gateway Development Corporation are given planning powers.

2012 Olympics are awarded to London. They will be mostly located within the Thames Gateway.

Construction of Docklands Light Railway extension to Woolwich Arsenal begins.

Construction of Docklands Light Railway extension to London City Airport completed.

Rochester Riverside planning application lodged with Medway Unitary Authority.

Thames Gateway Bridge planning application is called in by the Secretary of State for public inquiry.
- 2006** Appointment of Judith Armit as Thames Gateway Chief Executive.

Publication of "Thames Gateway Interim Plan" sets out steps the Government and delivery partners will take to ramp up delivery of the programme.

Fastrack bus route opens in Kent.

Rochester Riverside planning approval granted.

The Future

- 2007** The Department for Communities and Local Government plan to produce an overall strategic framework for delivery.

Channel Tunnel Rail Link will open for international travel.

Expected decision on planning application for the Thames Gateway Bridge.
- 2009** Channel Tunnel Rail Link will open for domestic travel.
- 2016** Deadline for the Government targets set out in the Sustainable Communities Plan for building 160,000 homes and creating 180,000 jobs.
- 2031** Development at flagship sites expected to be completed including Ebbsfleet Valley, Barking Riverside, and Rochester Riverside.



SUMMARY

The Thames Gateway is Western Europe's most ambitious regeneration programme. The legacy of the last two hundred years has been one of relative decline in the Thames Estuary and East London. Through the programme the Government aspires to reverse this decline and to make the Thames Gateway into a world-class region with unrivalled locations for working and living. The Government wants this regeneration to lead the world in terms of environmental sustainability and low carbon footprint growth.

Turning the Government's vision for the Thames Gateway into reality requires a step change in how central government departments work together with regional and local agencies to plan and deliver the high quality transport, housing, green space, health, education, leisure and employment opportunities the region needs.

Although there has previously been governmental intervention in some areas of the Gateway, it was not until 1995 that the Thames Gateway Planning Guidance Framework (Regional Planning Guidance 9a) identified the whole of the Thames Gateway as a priority area for change. In 2003, for the first time, the Sustainable Communities Plan allocated a dedicated, funded, structured programme to help accelerate the regeneration and development of the Thames Gateway.

Summary text continued

The Department for Communities and Local Government (the Department)¹ leads the programme on behalf of central government and is providing £672 million (2003-2008) to help accelerate the speed of housing delivery and the creation of places where people want to live. Local authorities within the Gateway have the statutory responsibility for planning the regeneration and working in partnership with other public agencies to facilitate public and private investment.

The Government's aspirations for the Thames Gateway will take at least thirty years to achieve. We intend to review progress and achievement in later reports as the programme develops. Decisions and action taken over the next few years will play a large part in determining whether it is successful. This report examines whether central government has laid solid foundations for delivering its ambitions for the Gateway and in particular whether the risks to success have been identified by the Department and are being actively managed. We assessed the programme against a framework of best practice for successful regeneration (Appendix 1), based on our own research and that of the Bartlett Faculty of the Built Environment.

The Thames Gateway Programme has a high degree of support from local and sub-regional partners. Considerable investment has already gone into the Thames Gateway, helping to deliver some 24,000 homes between 2001 and 2005 and job growth of six per cent, more than twice the national average. Transport investment has included extensions and new stations on the Docklands Light Railway, the first phases of the East London Transit and Greenwich Waterfront Transit and the Fastrack bus-based transit system in north Kent. Examples of other notable investment in the Thames Gateway are shown in **Figure 2 on pages 9 to 11**.

Value for money statement

Efficient and effective delivery of the Government's high aspirations for the Thames Gateway requires effective programme management to ensure investment is integrated and coordinated as a whole.

Government investment has helped to bring about a number of successful initiatives and projects across the Thames Gateway. This investment has helped local partners to accelerate the regeneration of the region and

some considerable change can already be seen. The Department has largely directed its investment to key strategic locations and to support key strategic priorities such as land remediation and assembly.

But the Department's programme management is not yet capable of demonstrating that resources have always been directed to the most transformational and critical path projects, or that the Departmental management of the programme so far has helped to deliver more than the projects would have done alone.

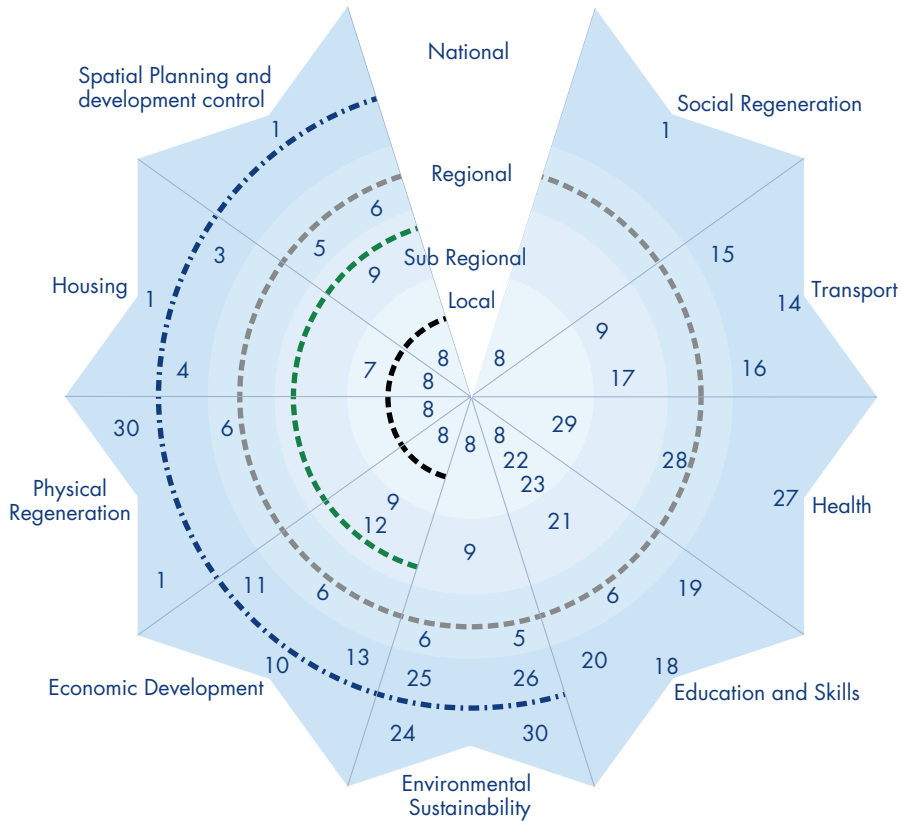
Stronger Departmental management of the programme is required to ensure plans are more coherent, that investment is more integrated and targeted and risks better identified and managed:

- The Department has encouraged the development of several forms of partnership at regional, sub-regional and local level to help co-ordinate investment across the Gateway. This has allowed local ownership, accountability and flexibility to adapt to local circumstances. But the complexity of the decision-making and delivery chains makes it difficult for potential investors, developers and Government itself to understand the programme and integrate investment as a whole (**Figure 1 overleaf**).
- Although it is right for local partners to take the lead on detailed planning, the Department has yet to bring these detailed plans together into a single programme plan. Without such a plan it is difficult for central government to set an overall budget for the additional investment needed, direct resources to critical path projects and give an overall picture of what needs to be done where. The Department plans to publish a costed delivery plan with scheduling of projects later in 2007, after the conclusion of the Comprehensive Spending Review.
- The Government's vision for high quality, low carbon footprint and sustainable development has helped to ramp up expectations but there remains a great deal to do to translate many of the aspirations into clear and quantifiable objectives against which progress can be measured and to develop appropriate levers to achieve them.
- The Department for Communities and Local Government is not yet perceived by local stakeholders to have sufficient strategic influence to solve problems within Whitehall that are creating obstacles to success.

¹ Since the identification of the Thames Gateway as a priority growth area the department which manages the programme has changed its name a number of times as its overall remit changed: Department for the Environment (1995-1997), Department for Environment, Transport, and the Regions (1997-2002), the Office of the Deputy Prime Minister (2002-2006) and the Department for Communities and Local Government (2006-). Where in this report we refer to the Department we refer to all of these departments.

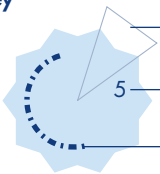
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Map of the sectors involved in the Thames Gateway regeneration, showing how the different public bodies within each sector's delivery chain are drawn together by coordinating bodies at a national, regional, sub-regional and local level



- | | | |
|---|--|---|
| 1 Department for Communities and Local Government | 12 Inward Investment Agencies | 23 Colleges |
| 2 Thames Gateway Delivery Unit | 13 Commission for Architecture and the Built Environment | 24 Department for the Environment and Rural Affairs |
| 3 Housing Corporation | 14 Department for Transport | 25 Natural England |
| 4 English Partnerships | 15 Highways Agency | 26 Environment Agency |
| 5 Regional Assemblies | 16 Network Rail | 27 Department for Health |
| 6 Regional Development Agencies | 17 Port of London Authority | 28 Strategic Health Authority |
| 7 Registered Social Landlords | 18 Department for Education and Skills | 29 Primary Care Trust |
| 8 District and Unitary Authorities | 19 Higher Education Funding Council | 30 Department for Culture, Media and Sport |
| 9 County Council/Greater London Authority | 20 Learning and Skills Council | |
| 10 Department for Trade and Industry | 21 Universities | |
| 11 UK Trade and Investment | 22 Schools | |

Key



Segments: a sector involved in the Thames Gateway programme, with its own delivery chain and public bodies at a national, regional, sub-regional and local level.

Numbers: organisations involved in the Thames Gateway programme, showing their position within the delivery chain of each sector, but not the relationship between each organisation.

Dashed lines: the bodies responsible for coordinating the Thames Gateway programme across the various sectors. The relationship between the coordinating bodies and the organisations depicted by numbers are not shown.

Thames Gateway Coordination

■ ■ ■ ■ ■ Thames Gateway Delivery Unit

■ ■ ■ ■ ■ Government Office

■ ■ ■ ■ ■ Sub Regional Partnership

■ ■ ■ ■ ■ Local Regeneration Partnership

Source: National Audit Office analysis

- There is no overall joint risk management strategy in the Thames Gateway. Without joint risk management it is difficult for the many public bodies helping to deliver the programme to work together to manage the shared risks to their shared objectives.

The Department has recognised the need to strengthen its management of the Thames Gateway programme if it is to achieve the step change required. It has recently appointed Judith Armit as Chief Executive at Director General level within the Department to lead the programme and achieve greater cross government influence. It has published an Interim Plan, Base Line Report and Development Prospectus for the Thames Gateway which set out more than thirty initiatives designed to take the programme forward.² It also intends to publish a fuller plan to integrate economic, public service and housing development later this year.

Recommendations

Key to success is a strategic framework which steers the programme and guides local agencies and partnerships in delivering the Government's aspirations. But it also needs sufficient flexibility to allow local agencies and partnerships to react to local conditions and to encourage innovation and investment from the private sector, rather than deter it with too much bureaucracy.

Below we make eight key recommendations intended to enable the Department to better address the key risks, improve its management and to strengthen the coherence of the overall programme:

1 Create stronger leadership of the programme across central government by establishing a cross-government board of senior officials

A cross-government board can increase stakeholder confidence that the Government's vision and objectives are shared across government and that central government is working together to overcome obstacles to local delivery.

- The board should direct the overall programme and the chief executive and provide overall strategic management;
- Membership should include government departments with an important role in the delivery of the Thames Gateway objectives, such as Communities and Local Government; the Department for the Environment, Food and Rural Affairs; the Department for Transport; the Department for Education and Skills; the Department of Health; and HM Treasury;

- Non-executives would provide expert knowledge on programme management and creating sustainable communities;
- The Department and its Accounting Officer should retain responsibility for the overall programme, with other named Accounting Officers also accountable for their part of the programme;
- The board should have oversight of sector and thematic committees focusing on specific issues, such as the environment, green spaces, transport, education, utility provision, inward investment, marketing and job creation. These should draw on appropriate members from departments, executive agencies, local government, the private sector and the third sector.

During the drafting of this report the Department has worked with other government departments to establish such a cross-government board, which held its first meeting on 27 March 2007.

2 Establish a joint risk management strategy for the programme

The Department needs to do more to coordinate the management of risk.

- Coordinate a cross-government programme risk management strategy with a central risk register;
- Assign responsibility for individual risks to the appropriate departmental representative on the programme board;
- Establish a shared protocol to monitor and manage risks, issues and opportunities as they arise.

3 Establish better performance criteria, and assign responsibility for achievement across government

The Department needs to develop better ways to report on its progress and assess whether it is achieving the outcomes it wants.

- Use a balanced scorecard of performance indicators that address each of the Government's aims for the Thames Gateway;
- Assign responsibility for individual performance indicators to appropriate departmental members of the programme board;
- Report annually on the delivery and performance of the Thames Gateway programme, against the scorecard, showing the use of resources and highlighting successes.

² These initiatives are listed in Appendix 3.

4 Establish an overall programme plan to coordinate projects and present a live picture of progress

The Department needs to bring together all the key project plans for the Thames Gateway into a single costed coordinating plan to show the interdependencies between projects and a live picture of what has been achieved and what still needs to be done.

- Develop and publish a clear delivery plan for the Thames Gateway;
- Include clear scheduling and interdependencies of all projects;
- Maintain the plan as a live document available to all partners and the public;
- Provide separate plans for cross-Thames Gateway issues that fit into the overall plan, such as transport provision, utility provision, managing the environmental impact, education and skills, health, managing the waterways, inward investment, marketing and job creation;
- Calculate and publish the total public sector costs for achieving each of the projects in the overall plan, allowing for risk and uncertainty in the estimate of costs especially for projects not scheduled to start for a few years;
- Map cross-government capital spending to show the spatial alignment of investment and how investment in each sector is and will be supported by investment from the other sectors, e.g. how investment in transport will be supported by investment in health and education facilities at a local level.

The Department is working on producing an overall programme plan based on its Interim Plan and Development Prospectus which identified the major development projects in the Thames Gateway. It expects to publish this in November 2007, after the conclusion of the Comprehensive Spending Review.

5 Emphasise central support towards sponsorship of local delivery vehicles

Partners need to be clear on the role and responsibilities of each body involved in planning and delivering the Thames Gateway. The Department should focus its attention on managing the whole programme and supporting its partners in delivery.

- Set out in a single public document a clear rationale for the roles and responsibilities of each layer of government in the Thames Gateway programme, ensuring minimal overlap and duplication;
- Strengthen the programme management functions at the Department, including the programme monitoring and coordination functions;

- Work with the Shareholders Executive, 4Ps, and Partnerships UK to identify how best to help local public partners set up appropriate partnering arrangements with the private sector, and what support they need from central government;
- Establish a clear framework of performance criteria to help monitor the performance and capacity of local partners;

6 Help and encourage other government departments' agencies to better integrate their work into the spatial planning of Local Authorities and Regional Assemblies

Public bodies responsible for delivering infrastructure need to be more proactive in engaging with regional and local spatial planning, so that they raise issues of potential concern as early as possible and can plan their contribution to delivery. The Department should:

- Encourage other government departments' agencies to be proactive about providing advice at master planning stage, rather than waiting to be consulted on individual planning applications;
- Encourage Local Authorities and Regional Assemblies to invite other government departments' agencies to comment on spatial plans;
- Areas of likely contention should be identified for major sites at the spatial planning stage before planning applications are made.

7 Develop a cross-government communication and marketing strategy for the Thames Gateway

The Department needs to do more to attract investors into the Thames Gateway.

- Adopt a cross-government communication and marketing strategy to promote the Thames Gateway to potential investors and residents;
- Establish a clear protocol between local, regional and central government for the promotion of the Thames Gateway.

8 Make the partnership network more investment friendly

The Department has established a network of partnerships that bring together the fragmented bodies responsible for planning and delivery of infrastructure in the Thames Gateway. But the Department needs to do more to prevent the complexity of the network deterring investors from engaging with the programme.

- Provide a physical and virtual one stop shop for information on what each partner is doing in the Thames Gateway.

2 Examples of the publicly funded projects enabling regeneration and development of the Thames Gateway

Transport

Kent Thameside Fastrack

Kent Thameside Fastrack is a bus-based rapid transit network that will link the developments in the Kent Thameside area, including Ebbsfleet International Station and the towns of Gravesham and Dartford. The buses run on dedicated routes, making journeys quicker and avoiding congestion.

Fastrack is needed to promote public transport and reduce the amount of road congestion caused by new development in Kent Thameside, including Ebbsfleet Valley. Kent Fastrack estimates that the delivery of up to 12,000 new homes and 15,000 jobs will rely on Fastrack.

The first route opened on 26 March 2006 and is already running above forecast levels.

Kent Fastrack is managed by the Kent Thameside Delivery Board (the Local Regeneration Partnership), with provision of the first route subsidised by £5.9 million of Department grant. A second wholly developer-funded route costing in excess of £25 million will open in June 2007.



Docklands Light Railway Extensions

Transport for London is extending the Docklands Light Railway (DLR) to improve the public transport connexions across East London and links the London part of the Thames Gateway to the city centre. These are all funded through Transport for London's five year investment plan, except the extension to Barking which has yet to be confirmed.

DLR City Airport Extension (complete) – £150 million

The extension of the DLR to City Airport opened in November 2005 and has improved access to the airport. The extension is intended to stimulate development in the Silvertown and North Woolwich area.

DLR Woolwich Arsenal Extension (confirmed) – £180 million

This will provide new public transport links between south-east London and the rest of Docklands, stimulating the regeneration of Woolwich town centre, the Woolwich Arsenal and the Southern Royal Docks area. It is expected to be operational from February 2009.

DLR 3-Car Upgrade, Bank – Lewisham (confirmed) – £180 million

This will enable 3-car trains to operate between Bank, Canary Wharf and Lewisham and is expected to be in place from October 2009. It will provide a 50 per cent increase in capacity on the line to support the continued development of Canary Wharf and the Docklands.



DLR Stratford International Extension (confirmed) – £210 million

The scheme involves the conversion to the DLR of the existing North London Line between Royal Victoria and Stratford, with a new link to Stratford International station. This will involve the creation of four new DLR stations at Stratford International, Stratford High Street, Abbey Road and Star Lane. Completion is due in 2010.

DLR Barking Riverside (proposed but funding unconfirmed) – £300 million estimate

This proposed scheme will extend the DLR from Gallions Reach through Barking Reach to Dagenham Dock in order to encourage high density development in the London Riverside area. It would support the Barking Riverside development.

2 Examples of the publicly funded projects enabling regeneration and development of the Thames Gateway *continued*

Attracting people and jobs

Pier Hill – Southend-on-Sea

Tourism remains the biggest employer in Southend-on-Sea. More than 6 million people visit Southend-on-Sea each year.

The Pier Hill regeneration project links the seafront with the commercial centre of the town and is designed to inject new life into a previously run-down area of the seafront.

The project has provided a new viewing platform and bridge, scenic lift, pathways and water features.

These provide views over the Thames Estuary as well as a new landmark and image for the town.

The project was joint funded by the Department (£3.38 million) and the European Union (£2 million, with £0.15 million from the East of England Development Agency).



Education and skills

The University of Essex and South East Essex College Partnership

The University of Essex is working in partnership with South East Essex College to bring integrated Higher and Further Education training to Southend. Together they have developed a vision for education in South Essex and have developed courses designed to suit local training and employment needs. They offer a single ladder of education progression from A-levels and BTECs through to Honours degrees and PhDs.

Until recently the partnership students were trained at South East Essex College in their new £54 million building which opened in September 2004. The University of Essex opened their new Southend campus next door in January 2007. It is hoped that by 2010 3,000 higher education students will attend the new campus.

The University and College are founding partners of Renaissance Southend Urban Regeneration Company, which acts as the local regeneration partnership.

The new University of Essex Southend campus received £14 million from the Department and a further £8.85 million from the East of England Development Agency, Higher Education Funding Council for England, and the Government Office East of England.



Medway

The Universities of Greenwich and Kent, Mid-Kent College and Canterbury Christ Church have developed a new shared campus at Chatham Maritime in Medway, based in the old naval buildings.

Each institution offers its own range of courses drawing on their individual academic strengths. But by being on a joint campus, students have access to a wide range of first-class facilities. It is expected that student numbers will rise from 2,700 to 10,000 by the year 2010.

The Universities received £15 million from the Department and a further £8.6 million from the South East England Development Agency, towards the £130 million costs of the development.



2 Examples of the publicly funded projects enabling regeneration and development of the Thames Gateway *continued*

Environment

Rainham Marshes

The Royal Society for the Protection of Birds (RSPB) opened their nature reserve at Rainham Marshes in Havering and Thurrock in November 2006. They bought the site from the Ministry of Defence in July 2000. The marshes retain their original medieval landscape and marshland wildlife and are the largest remaining expanse of wetland on the Thames Estuary.

The RSPB centre provides views for visitors and schoolchildren across the marshes and River Thames. It has been built to the highest environmental standards, with features that include solar panels, rainwater harvesting, natural light and ventilation and a ground source heat exchange system.

The RSPB received £950,000 from the Department via the East of England Development Agency, £800,000 from South Essex Green grid, £1.1 million from London Thames Gateway Development Corporation and £1.5 million from Thurrock Thames Gateway Development Corporation towards the costs of the centre and reserve.



Jeskyns Community Woodland

Jeskyns Community Woodland is part of the new North Kent Green Grid. It is a result of the transformation of 146 hectares of land that was previously under intensive agricultural use into open parkland and meadows, with cycle and bridle paths for local residents.

The site is based along the Gravesham and Medway border. It was purchased by the Forestry Commission in 2005 with funding provided by the Department. To date, the Department has committed £5.8 million to the project, including funding for new public access bridges over the A2.

On-site work began in October 2006 and the first visitors are expected in June 2007.



Source: National Audit Office review of Department's files



PART ONE

Introduction

The Government wants the Thames Gateway to be a world class region with unrivalled locations for living and working. Turning the Government's vision for the Thames Gateway into reality requires a step change in how central government departments work together with regional and local agencies to plan and deliver the high quality transport, housing, green space, health, education, leisure and employment opportunities the region needs.

The Government has high ambitions for the Thames Gateway

1.1 The Thames Gateway is Europe's most ambitious regeneration programme. It aspires to reverse more than two hundred years of relative decline in East London and the Thames corridor and to make it a world class region with unrivalled locations for working and living, providing 180,000 new jobs, 160,000 new homes, and bringing about an increase of almost a quarter in the number of people living in the Thames Gateway by 2016. The Government wants this regeneration to lead the world in terms of environmental sustainability and low carbon footprint growth.

1.2 The Gateway covers almost 100,000 hectares with a population of 1.45 million. It is a diverse area including the financial centre at Canary Wharf, the remaining undeveloped London docklands, the site for the 2012 Olympics, the communities around the Dartford Crossing, Basildon New Town, the former Royal Naval Dockyard at Chatham, and the seaside resort of Southend (**Figure 3**).

1.3 The Thames Gateway also has a diverse population with many cultures and income groups. In 2001, 12.8 per cent of Thames Gateway residents, mainly in the East End of London, were from black and minority ethnic communities, compared to 9 per cent across England as a whole. The average weekly pay in 2001 was £420 in the East India and Lansbury Ward of Tower Hamlets, compared to £710 in the neighbouring ward of Blackwall and Cubbitt Town.

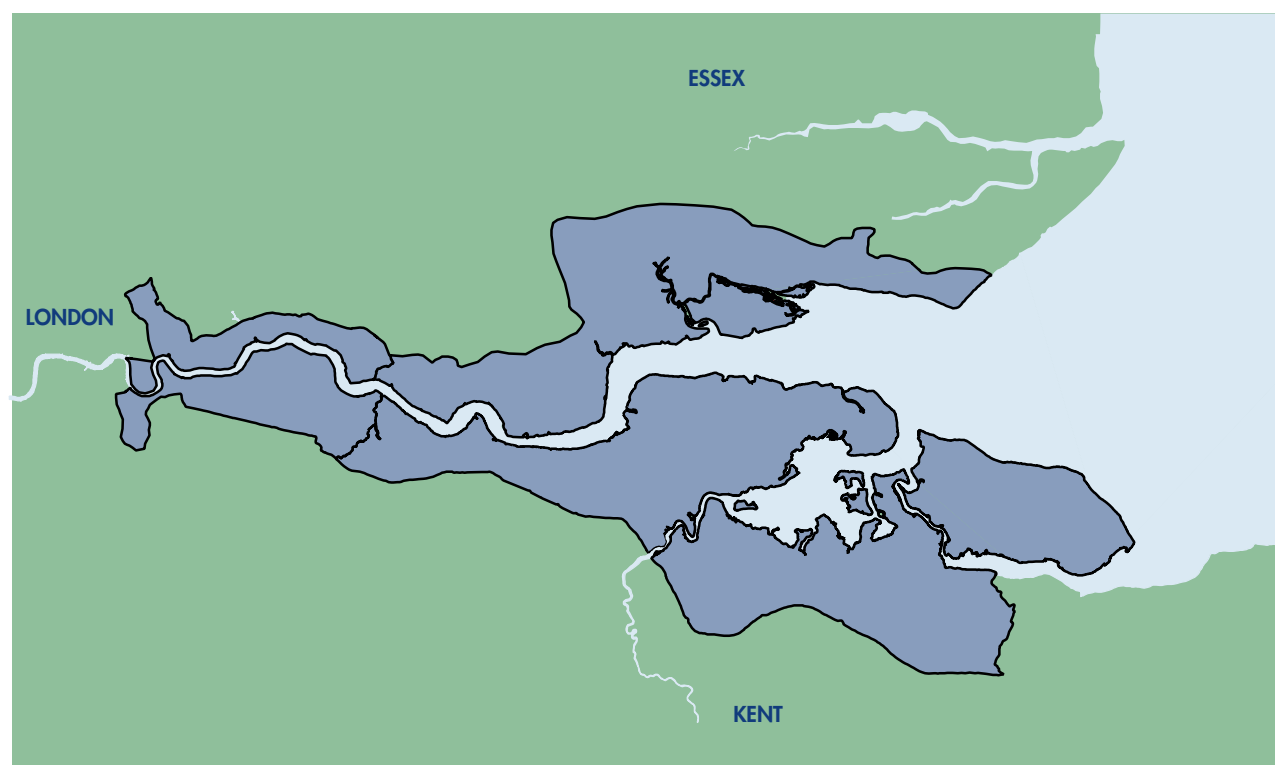
1.4 The Thames Gateway was identified as a priority area for development in 1995 because it has:

- 3,150 hectares of brownfield land, 17 per cent of the total in the South East;
- opportunities arising from the Channel Tunnel Rail Link and new stations at Stratford and Ebbsfleet;
- close proximity to London with its vibrant and expanding economy;
- a selection of very large sites with the potential for integrated development, including Ebbsfleet Valley, the Lea Valley, Barking Riverside, Rochester Riverside, and Woolwich Arsenal;
- opportunities for attractive development along the waterfront of the Thames and the Medway; and
- opportunities to promote various business sectors including transport distribution, ports, environmental technology, tertiary education and health services.

1.5 The Government's plans for the Thames Gateway aim to contribute 11 per cent of the new homes needed in the Greater South East by 2016. Kate Barker's Review of Land Use Planning identified a need for 100,300 new homes in the Greater South East³ every year between 2003 and 2026, amounting to 1.3 million additional homes by 2016.

3 The term Greater South East refers to the Government Office Regions of the East of England, South East of England and London.

3 The Thames Gateway



Source: The Department

1.6 The Thames Gateway's economic and population demographics are similar to that of England overall, but lag behind the rest of the Greater South East in a number of key aspects. The Government estimates that if the ambition set out in the Interim Plan is achieved, it would add £12 billion per year to the national economy. But for this to happen it would have to overcome its disadvantages:

- **Overall employment is lower than surrounding regions** at 71 per cent compared to 75 per cent. For instance in Tower Hamlets the unemployment rate (12.5 per cent in 2005-06) is more than double the national average (5 per cent).
- **The current communities suffer from poor skill levels:** only 14.7 per cent have a degree or equivalent compared to 19.9 per cent of all people in England and 31 per cent of people living in London.
- **Deprivation is twice as concentrated in the Thames Gateway as the rest of the Greater South East:** 9.7 per cent of the areas in the Thames Gateway are in the top 10 per cent most deprived areas of England, compared to 4.4 per cent for the Greater South East.⁴

⁴ Measured by super-output areas which are the lowest geographical unit on which statistics are collected. Were deprivation evenly spread around England then 10 per cent of the super-output areas in any region would be in the worst 10 per cent, but deprivation is skewed towards the North of England. Thames Gateway deprivation is about average for the country, but worse than surrounding areas.

Realising the ambition requires effective cross-government working

1.7 Most of the finance for the development of housing and other infrastructure in the Thames Gateway is to be provided by the private sector. However the public sector has a key role in enabling development and unlocking potential (**Figure 4**).

1.8 The Government wants communities in the Thames Gateway to be unrivalled locations for working and living. This requires, amongst other things, a high quality of design of the built environment, access to green space, local amenities, public services and local employment.

1.9 The programme involves nearly all government departments, their executive agencies, regional bodies and local government (**Figure 5**). For example the Department of Health and the Department for Education and Skills need to work with local authorities and health trusts to deliver new schools and sufficient health care facilities for the substantial planned increase in residents. Coordinating planning for the Thames Gateway is made more difficult because it spans many administrative boundaries: 16 District, Borough and Unitary Authorities and three Government Office Regions.

4 The public sector role in the development of the Thames Gateway

- Provision of public infrastructure to ensure developments are adequately served with facilities
- Spatial planning to ensure the growth needs can be managed to produce sustainable communities
- Development control to ensure that developers meet the expectations required of sustainable communities
- Land assembly to achieve economies of scale in development
- Land remediation to make the use of previously developed land economically viable
- Championing the region to promote growth and encourage inward investment, developers and new residents

Source: National Audit Office analysis

The Department for Communities and Local Government leads the programme

1.10 The Thames Gateway programme is the largest programme managed directly by the Department. The role of the Department is to provide leadership, coordinate the activities of its partners, and provide direct intervention with its partners where necessary (**Figure 6 on page 16**). The Department's Thames Gateway Directorate is headed by Chief Executive Judith Armitt who was appointed in November 2006. She has 34.2 (full time equivalent) staff on her team. The Department spends in the region of £2.5 million a year on its administration of the programme and developing the Thames Gateway policy.

1.11 The Department has limited formal control over its partners in the Thames Gateway, who will actually deliver the infrastructure, jobs and new homes. Its programme funding (£672 million 2003-2008) is a small proportion of the total public investment in the area. Much of the local planning is done by Local Authorities who are accountable to their local electorate and not the Department. The Department must rely on its influence, persuasion and strategic use of its funding to enable it to steer the programme and coordinate its partners.

Scope and methodology

1.12 This report examines whether central government has laid solid foundations for delivering its ambitions for the Gateway and in particular whether the risks to success have been identified by the Department and are being actively managed.

1.13 We commissioned the Bartlett Faculty of the Built Environment to help us identify the key things that must be managed well in delivering a complex regeneration programme (Appendix 1). We used this as a framework for our evaluation of how successfully the Department is managing the Thames Gateway programme.

5 Public Bodies involved in the Thames Gateway Programme

Government Departments	Central Bodies	Regional	Local Level
Department for Communities and Local Government	Housing Corporation English Partnerships	Regional Assemblies Kent County Council, Essex County Council and the Greater London Assembly Government Offices	Local Authorities Local Strategic Partnerships Local Regeneration Partnerships
Department for Transport	Highways Agency Network Rail	Highways Authorities	
Department for the Environment, Food and Rural Affairs	Environment Agency Natural England		
Department for Education and Skills	Learning and Skills Council Higher Education Funding Council	Universities	Schools Colleges
Department for Health		Strategic Health Authorities	Primary Care Trusts
Department for Trade and Industry	UK Trade and Investment	Regional Development Agencies Sub-regional partnerships	Inward Investment Agencies
Department for Culture, Media and Sport	Commission for Architecture and the Built Environment English Heritage Arts Council England Sport England Museums and Libraries and Archives Council Heritage Lottery Fund	Heritage Lottery Fund	
Home Office			Crime and Disorder Reduction Partnerships

Source: National Audit Office analysis

6 The Department's programme management role in the Thames Gateway

- Accountable to Parliament for the delivery of the programme as a whole
- Provides strategic leadership for the programme
- Develops general policy for the Thames Gateway region
- Coordinates cross government investment in the Thames Gateway
- Provides support to the Thames Gateway Strategic Partnership which brings together key partners from the Thames Gateway
- Provides direct grant funding to local partners to help accelerate housing growth
- Supports Local Authorities who take the lead on spatial planning
- Supports and funds local partnerships which bring together key people at a local level to bring about the regeneration and development of their area
- Staffs and funds the Thames Gateway Delivery Unit
- Funds and supports local partnerships and projects
- Sponsors two Urban Development Corporations

Source: National Audit Office analysis

1.14 To evaluate the programme management against the framework we collected qualitative and quantitative evidence from a range of sources. Our study team:

- conducted semi-structured interviews with officials from 20 other government departments and government arm's length bodies with a role in the Thames Gateway and with senior officials from all local bodies involved in the Gateway. These bodies (referred to as local partners throughout this report) comprise 16 Local Authorities, two County Councils and the Greater London Authority, three Regional Development Agencies, three Government Offices, three Sub-Regional Partnerships, and nine Local Regeneration Partnerships;
- held five workshops for public, private and voluntary sector representatives on themes identified as potential barriers to delivery in the Thames Gateway: the delivery chain, infrastructure, environment, attracting people and jobs and ensuring quality;
- held three workshops for developers, Local Authorities and executive agency officials focused on specific development sites within the Thames Gateway: Barking Riverside, Purfleet, and Ebbsfleet Valley;
- used coding and abstraction techniques to analyse all interviews and workshops to identify key themes, areas of consensus, majority and minority views and contextual analysis of outliers;
- surveyed 82 private sector developers and investors; and
- analysed financial and other information held by the Department.



PART TWO

Drawing the blueprints

The Department has high aspirations for the Thames Gateway. Turning these aspirations into a coherent programme for delivery requires a clear set of objectives against which progress can be measured, an implementation plan which sets out the projects needed to deliver the objectives and a schedule of their timing and interdependencies. This part of the report explores how effectively the Department has turned their aspirations into structured plans.

There is a clear shared vision for the Thames Gateway but few measurable objectives

2.1 The Government has most recently set out its vision for the Thames Gateway region in the Thames Gateway Interim Plan (November 2006) as:

- “a world class environment that attracts and retains talent, unlocking existing potential and creating new opportunities for enterprise and innovation;
- unrivalled locations for working and living within a sustainable landscape;
- innovation in all aspects of life: housing, business, education, leisure, transport and public services;
- leading the world in smart growth: reducing the ecological footprint, increasing the standard of living and the quality of life; and
- a well-connected network of regional cities, large towns and revitalised urban centres supporting London’s role as a global city but all playing clear distinctive roles as sustainable communities”.

(Thames Gateway Interim Plan, Policy Framework, Department, 2006)

2.2 This vision builds on what has been set out in the six policy documents published since 1995 when the Thames Gateway was first identified as a priority growth area (Thames Gateway Planning Framework, Regional Planning Guidance 9a, 1995). Local partners told us they understood, shared and were willing to collaborate on delivering the Government’s vision for the Thames Gateway when expressed in this broad manner. This is in part because of the strong partnership that has been built up between the Department and Local Authorities in the Thames Gateway, and the collective approach to developing policy which led to the development of the Interim Plan as a shared document. Such cooperation will be of significant importance to the delivery of the programme.

2.3 There are three quantified targets for the Thames Gateway: one for the number of homes to be built; one for the number of jobs to be created; and one on the quality of development projects as assessed by the Commission for Architecture and the Built Environment. Other aspirations for the Thames Gateway, including improving the economic performance, skill levels, health and environment of the area are not translated into specific SMART⁵ objectives or targets (**Figure 7 overleaf**) against which progress can be assessed. Good practice for programme management is to translate the vision into objectives and targets that cover all the goals of the programme. They are normally summarised on a balanced scorecard.⁶ This aids:

- **prioritisation of** those projects that contribute most to the achievement of the programme’s overall goals;
- **monitoring of progress** towards delivering the vision;
- **explaining the vision** in terms of concrete objectives, including explaining it to other government departments;

⁵ SMART is a commonly used acronym to refer to good practice in target setting: Specific, Measurable, Achievable, Realistic and Timed.

⁶ A balanced scorecard is a commonly used method for assessing organisational or programme performance that allows multiple objectives to be simultaneously considered. Key performance indicators are selected and grouped by topic to cover all the major aspects of the programme. For instance a Thames Gateway balanced scorecard might include performance indicators on home building, economic development, the environment, health, transport provision and congestion, skills, and employment. A key part of using a balanced scorecard is to use the same performance indicators consistently, and to balance the need to cover all aspects of the programme with the need to present all the indicators on a single page.

- **mediating between conflicting objectives of partner organisations** such as the need to provide additional housing with the strain that this will cause on existing services and amenities; and
- **investors' confidence in the programme** because they can see the direction of travel.

2.4 The Department established a 2003 baseline of data in their report to accompany the Interim Plan: *The State of the Gateway, a baseline for evaluating the Thames Gateway Programme* (November 2006). This sets out data on a variety of themes including geography and the environment, community and social inclusion, education and skills, economic prosperity, transport and connectivity and decent places to live. The baseline sets a benchmark against which later evaluations can be made and provides a starting point from which key targets can be identified.

The partnership approach being used for the Thames Gateway brings benefits and risks

2.5 The Department wants to devolve the planning and delivery of regeneration and development in the Thames Gateway to local government as much as possible. Local Authorities have many of the statutory powers needed to bring about regeneration and development of their area but are more effective when they work in partnership with other bodies such as private developers, Regional Development Agencies, English Partnerships, the Learning and Skills Council, Universities, Primary Care Trusts and Housing Associations.

7 Objectives for the Thames Gateway Programme as set out in the Thames Gateway Interim Plan, 2006 are not SMART objectives with measurable targets

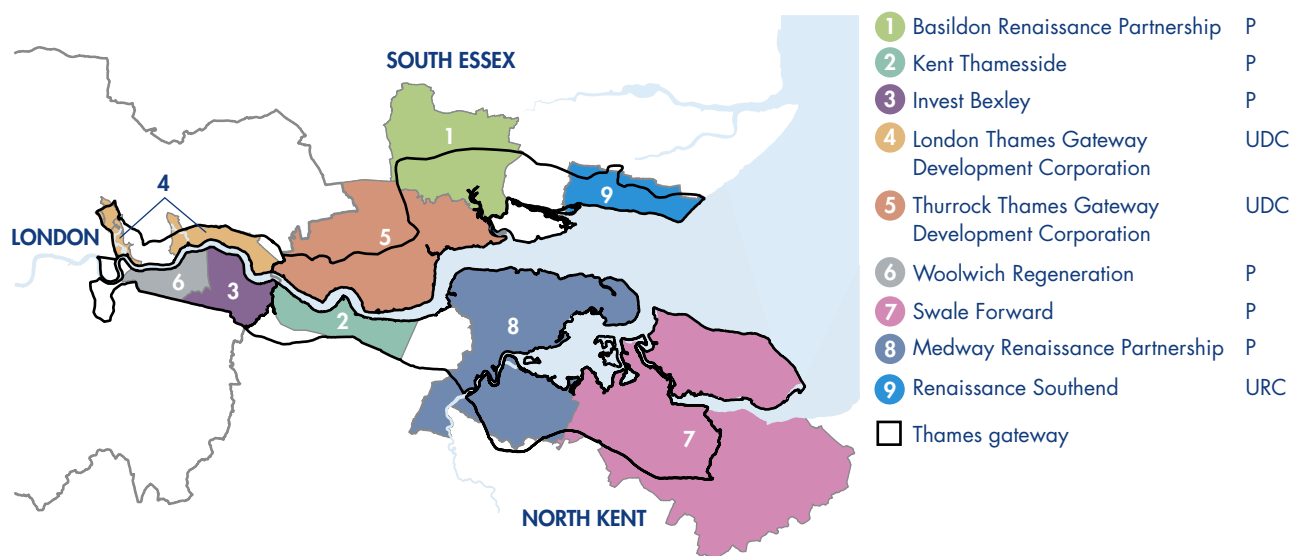
Economy	"We are creating the conditions for a further 180,000 jobs across the Gateway by enabling the expansion of Canary Wharf, creating new regional business locations in Ebbsfleet Valley and Stratford, and facilitating the ongoing growth of key employment centres in South Essex, North Kent and in the rest of the London Gateway"	✓ Quantified objective
Housing provision	"We are now planning to provide up to 160,000 well designed sustainable homes in mixed communities on brownfield sites for families, young people, our older population and those with special needs [between 2001 and 2016]. This is an increase from the target of 120,000 homes in the Sustainable Communities Plan".	✓ Quantified objective
Quality of Housing	"CABE will do repeat housing audits as an independent check on whether quality is improving. Our aim is that by 2010, no scheme will be assessed as 'poor', and that at least 50 per cent of schemes will be 'good' or 'very good', with that rising to 100 per cent by 2015".	✓ Quantified objective
Skills	"We are developing proposals to guarantee that every qualified learner in the Gateway – young or old – will be entitled to enrol for a Level 4 degree level academic or vocational qualification, as part of our efforts to create a skilled workforce fit for the 21st century"	✗ Not Specific (and too input focused)
Environment	"We are creating the Thames Gateway Parklands to transform the Gateway environment, creating the UK's first Low Carbon Region, and pioneering new approaches to maximising the efficient use – and reuse – of land, water and waste"	✗ Not Specific
Urban regeneration	"We are accelerating the redevelopment of town centres across the Gateway with massive investments in commercial, housing, tourism, leisure and cultural facilities underway, committed and planned. These vibrant town centres will be a symbol of the Gateway's prosperity".	✗ Not Specific
Health		✗ No objective stated
Transport		✗ No objective stated

Source: Thames Gateway Interim Plan, Department, 2006

2.6 The Department has helped Local Authorities by establishing a network of partnerships that provides coordination horizontally across both the local and sub-regional level and vertically to bring local partners, regional government and the Department together. This has helped local partners to work actively with the Government and each other to deliver the programme. The membership of these partnerships is shown in Appendix 3. These partnerships have a variety of different roles:

- **Local Regeneration Partnerships** provide additional planning and project management capacity for Local Authorities and help coordinate local stakeholders including Local Authorities, private developers, and public agencies with a direct investment interest in the area. One is set up in each of the areas where most development will take place in the Thames Gateway (**Figure 8**). They oversee regeneration and development projects funded directly by the Department and other partners. There are various forms of Local Regeneration Partnership; the largest are Urban Development Corporations which have development control powers. Most of the Local Regeneration Partnerships administration costs are funded directly by the Department and other partners (**Figure 9 overleaf**).
- A **sub-regional partnership** is established in each of the three sub-regions of the Thames Gateway: North Kent, South Essex and East London. These provide a forum for cross boundary coordination and bring together Local Authorities and the Local Regeneration Partnerships to establish sub-regional priorities. Local partners told us they found them particularly useful for making representations to the Department. The sub-regional partnerships are funded by the Regional Development Agencies and Local Authorities.
- The **Thames Gateway Strategic Partnership** brings together stakeholders from across the Thames Gateway area and some central government executive agencies and is chaired by the Minister of State for Housing and Planning.

8 The Local Regeneration Partnerships.



P: Unincorporated Partnership

Brings together partners necessary to regenerate and develop the area
Identifies local regeneration and infrastructure priorities
Coordinates development projects
May lead on delivery of specific projects

URC: Urban Regeneration Company

All of the above and:
A legal entity and can therefore enter into contracts and receive grant funding

UDC: Urban Development Corporation

All of the above and:
Has power to make planning control decisions on large planning applications
May purchase and assemble land for delivery

Source: *Delivering the Thames Gateway*, Office of the Deputy Prime Minister, 2005

9 Communities and Local Government spend £10 million a year funding the Local Regeneration Partnerships

Region	Local Regeneration Partnership	2006-07 (Budgeted) (£000)
Essex	Basildon Renaissance	269.6
	Thurrock Thames Gateway Development Corporation	2,989.6
	Renaissance Southend	248.2
Essex Total		3,507.4
Kent	Swale Development Board	394.3
	Medway Renaissance Partnership	907.0
	Kent Thameside Delivery Board	849.4
Kent Total		2,150.7
London	Bexley Partnership	492.5
	Woolwich Regeneration Agency	325.0
	London Thames Gateway Development Corporation	3,449.7
London Total		4,267.2
Grand Total		9,925.3

Source: National Audit Office analysis of Department's files

2.7 Using this partnership approach allows local delivery to be tailored to the particular context of each area. The Department worked with Local Authorities between 2002 and 2006 to identify the appropriate form for each partnership. Partnerships vary considerably in size and capacity, but they are generally well correlated with the amount of investment going into each area from the Department.

2.8 The partnership approach adopted by the Department has helped to bring about stronger local ownership of the programme, local accountability and the flexibility to adopt a suitable approach for the context of each individual location within the Thames Gateway. But it also brings risks that the Department needs to manage (**Figure 10**).

Spatial planning for regeneration and development is led by Local Authorities

2.9 Although partnerships provide coordination of local regeneration and development efforts, local authorities are the statutory planning bodies that produce detailed spatial planning. Local authority spatial plans provide the framework against which planning applications are assessed

and include detailed master plans and development guidance. They are subject to a public inquiry carried out by the Planning Inspectorate on behalf of the Secretary of State. Thames Gateway policy documents published by the Department set out government intent and vision for the region, but are not the primary documents used for enforcing planning decisions (**Figure 11 on page 22**).

2.10 The national framework of spatial planning is currently under reform:

- The Department publishes **Planning Policy Statements** (PPSs) as they update older Planning Policy Guidance Notes (PPGs). These set out guidance and overall principles for development in England.
- Regional Assemblies publish **Regional Spatial Strategies** (RSSs) replacing Regional Planning Guidance (RPGs). They set out the priorities for development, land use and investment in the region; provide a regional interpretation of national guidance; and help coordinate the spatial planning of Local Authorities. The Regional Spatial Strategies for the East of England and South East are yet to be confirmed by the Secretary of State and the older Regional Planning Guidance is still in force. The London Plan was agreed in 2004.
- Regional Assemblies also publish **sub-regional strategies** that can be cross-regional including the Thames Gateway Planning Framework (Regional Planning Guidance 9a) published in 1995. These support the Regional Spatial Strategies and provide more site specific detail. The 1995 Planning Framework will be superseded by the new Regional Spatial Strategies and will not be replaced by a single planning document for the Thames Gateway. Instead, the Regional Assemblies published a non-statutory Inter-regional Planning Statement in 2004 to show how the Regional Spatial Strategies work together to set out the plans for the Thames Gateway.
- Local Authorities are putting together **Local Development Frameworks** which contain the detailed land use plans for their area and strategies for achieving those plans. Local Development Frameworks will replace Local Plans, but have taken longer than expected to produce. The Thames Gateway Local Authorities are expected to publish their Local Development Frameworks in 2008, subject to the necessary public inquiries.

2.11 Until Local Development Frameworks are in place, the Thames Gateway Local Authorities will not have statutory plans that take into account the Government's higher aspirations for growth in the region. In the meantime, the Department has asked Local Regeneration

Partnerships to work with the Local Authority to provide temporary standalone documents that could inform the Local Development Frameworks and direct Departmental spending in the Thames Gateway:

- Non-statutory **Local Regeneration Frameworks** that set out the key strategic goals and actions needed to deliver the regeneration and development of their area. These can include detailed master plans for specific sites. These were all published in at least draft form by 2006. Some are already completed and the rest are expected to be completed by the end of 2007.
- **Local Project Frameworks** which will set out the projects needed to support the master plans. These are still being drawn up.

The Thames Gateway needs a joined-up implementation plan to integrate the programme

2.12 In the Thames Gateway Interim Plan, the Department has committed to cost and schedule all the projects identified in the local partnerships' Local Regeneration Frameworks to provide a programme plan for their own funding. The Department has also committed to producing a number of plans and frameworks to cover some cross-government initiatives, such as how to provide more cultural amenities in the Gateway.

10 Benefits and Risks of the partnership approach used in the Thames Gateway

Benefits

Stronger goal congruence between local and central government. Because the vision and strategies for implementing the Thames Gateway Programme are adopted in partnership there is much greater ownership of the programme by both the Department and Local Authorities.

Local accountability. There are 1.45 million people already living in the Thames Gateway. Strong Local Authority representation in the programme can help to bring about local accountability and align the programme with the interests of existing residents.

Local knowledge. Working through local bodies allows the programme to build upon local knowledge and expertise and help to identify local priorities and barriers to investment and development.

Flexibility to adapt delivery mechanisms to local circumstances and political context. The Thames Gateway is a diverse area with very different development and regeneration needs across its length. For example the Kent Thameside area contains a lot

of development land that is already under single ownership and does not need delivery mechanisms for land assembly. On the other side of the River Thames, Thurrock has a lot of potentially developable land that has many owners. Here the land assembly and planning powers of an Urban Development Corporation are more useful.

Ability to bring in specific expertise onto partnership boards. Partnerships are structured on the basis of local need and adopt individual members based on their ability to contribute to the local development and regeneration of the area.

Allows delivery agencies to focus on specific areas. There are a range of public organisations undertaking regeneration and development in the Thames Gateway, but not all are represented on all partnerships. For example, English Partnerships only has representation on partnerships where it has land interests.

Risks

The number of partners and partnerships hinders the ability of potential investors, developers and commentators to understand the programme. Criticisms of the complexity of the delivery chain damage the image of the programme and deter investors and developers.

Fragmented delivery leads to inefficiencies in procurement. The number of partnerships responsible for undertaking planning studies and delivering projects reduces potential economies of scale from development across the area.

It is difficult for the Department to benchmark performance. Because only one partnership operates in each area and each partnership operates in a different context, it is not easy to benchmark the value for money of investment and funding bids.

Some partnerships have small administration budgets and little capacity to undertake major development projects.

Possible ways to manage risk

Make the partnership approach attractive to investors and developers by opening up a one stop shop for the Thames Gateway – a single point of contact within the Department that could direct investors to the appropriate partnership. A simple guide to the partnership process that clarifies clear roles and responsibilities of each organisation is also required.

Procurement partnering could help to make efficiency savings.

Benchmark the performance of each partnership as an organisation as a proxy for achieving value for money for their investment. Lessons can be taken from the Housing Corporation's approach to developing new housing through partnering with Registered Social Landlords.

The Department and its agencies, such as English Partnerships, need to help smaller partnerships with more complex activities such as partnering with the private sector.

Source: National Audit Office analysis

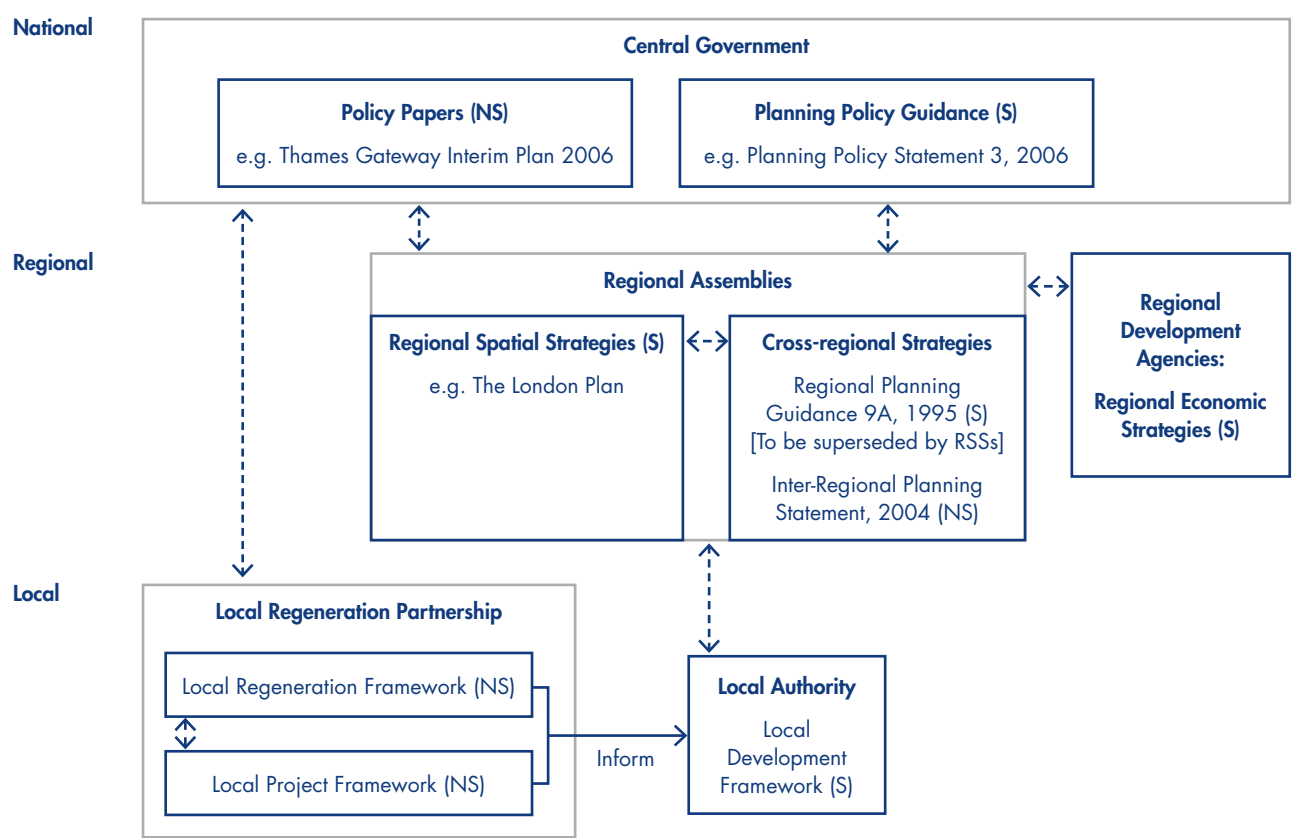
2.13 Local partners told us they wanted an overall programme implementation plan for government action in the Thames Gateway that joins up local implementation plans, gives central government commitment to key infrastructure projects (subject to detailed planning consent and available funding), and considers key projects across all funding streams.

2.14 A comprehensive programme plan is standard practice for most programmes, but has yet to be implemented for large regeneration programmes in the UK. Programme plans

often summarise, coordinate and schedule the plans of all partners, without needing to override local accountability and autonomy. It would provide:

- **scheduling of all key projects with clear presentation of the interdependencies** covering all public bodies and major developers to provide: important information on progress of delivery; allow resources to be directed to critical path projects and key infrastructure; allow the timing of housing delivery to be managed so that peaks in supply can be avoided lessening adverse impacts on the market; and give an overall picture of what needs to be done where.

11 Local Authorities put in place detailed spatial plans for the area, informed by regional and national guidance



- Key**
- S Statutory Document
 - NS Non-Statutory Document
 - ←--> Documents compliant with each other

Source: National Audit Office analysis

NOTES

- 1 Thames Gateway policy papers, such as the Interim Plan, are non-statutory planning documents. However they provide additional information that Local Authorities may use in drawing up Local Development Frameworks. Decisions on planning applications are usually based on statutory planning documents. But the Local Planning Authority and the Planning Inspectorate can take non-statutory planning documents into account if they deem them to be material. This is decided on a case by case basis.
- 2 Thames Gateway Local Authorities are using Local Regeneration Partnerships to help them with their spatial planning for regeneration. The Local Regeneration Partnerships are drawing up Local Regeneration Frameworks that will set out the regeneration and development needs of the area and Local Project Frameworks which will set out the projects needed to deliver the Local Regeneration Frameworks. These will inform the Local Development Frameworks and may also be taken into account for planning decisions if they are considered material.

- **a better understanding of the costs of the programme** by identifying all the investment needs and projects to be undertaken. Using a more complete understanding of the total costs of developing the Thames Gateway would help when considering appropriate funding arrangements and allocation of resources to the programme.
- **an overall picture of the Thames Gateway programme** that will be an important tool to communicate the scale of development and progress on delivery. Such a plan will improve investor confidence and encourage people and jobs to move to the region.
- **allow for focused plans** to address the pan-Gateway issues. The joined-up plan need not be a single document, but following the example of Local Development Plans, could allow for detailed strategies on each of the many facets of creating sustainable communities. Lessons from the development of the Greening the Gateway strategy could be extended to other topics including transport provision, utility provision, managing the environmental impact, education and skills, health, managing the waterways, inward investment, marketing and job creation (**Figure 12**).
- **a live resource** for all partners to consult to understand the current position of development in the Thames Gateway. To be so it must be maintained and updated by all partners.

2.15 Working towards producing an overall implementation programme plan for the Thames Gateway could build on work already underway. For instance:

- **the London Thames Gateway Social Infrastructure Framework**, commissioned by the Department and managed by the NHS London Healthy Urban Development unit, models the spatial requirement for health, education, recreation and emergency services so that the need generated by the development of new housing can be predicted;
- **The Thames Gateway Development Prospectus**, published by the Department alongside its Interim Plan in November 2006, identifies 179 housing projects and many of their due completion dates.

Conclusions to part two

The vision for the Thames Gateway programme has been developed and reiterated a number of times since 1995 and is generally well shared by partners across the Thames Gateway. But the Department has yet to set out all of the objectives of the programme in a structured way where progress towards each objective can be assessed. To set out such objectives the Department can build on its previous work including the baseline for evaluation report and the Interim Plan.

The Department has worked closely with Local Authorities and other partners to develop the Thames Gateway programme. This has allowed local ownership, accountability and flexibility to adapt to local circumstance. But although local partners must take the lead on local detailed planning, the Department has yet to bring these detailed plans together into a single programme plan. The Department has started to take steps to do so, and plans to publish a Strategic Framework with scheduling of projects later in 2007.

12 The Greening the Gateway strategy and implementation plan provide lessons in how to focus on pan-Gateway issues

Greening the Gateway – A greenspace strategy for Thames Gateway is the only pan-Gateway plan that focuses on a single issue. The green space strategy is a non-statutory document that is not enforceable, but it provides a clear indication of government intent.

It was published in 2004 by the Department for Communities and Local Government and the Department for Environment, Food and Rural Affairs. The Greening the Gateway Partnership of environmental stakeholders, led by Natural England,¹ was formed to co-ordinate and plan the delivery of the strategy. The Partnership produced and launched the resulting Implementation Plan at its first conference in early 2005.

The implementation plan includes a spatial map of green space investment in the Thames Gateway and shows the links between local green grids. This gives the overall picture of how green space will be developed in the Thames Gateway.

It also provides a high level strategy for the provision of green space across the Thames Gateway for Local Authorities to reflect in their local plans.

The Green Space strategy is being taken forward by the Greening the Gateway Partnership whose members have overseen the Department spending of £30 million to support 47 projects.

Source: National Audit Office analysis

NOTE

¹ Before merger in late 2006, the part of Natural England that led on the Greening the Gateway strategy was known as the Countryside Agency.



PART THREE

Delivering the infrastructure

If the Thames Gateway is to flourish with unrivalled public services it will need new and improved facilities to support the planned growth of nearly a quarter in its population. Infrastructure needs include new schools, colleges, and universities; health facilities; parks and green spaces; flood defences and water storage; and roads, buses and trains. This part of the report looks at how the Department is coordinating efforts to deliver infrastructure across Whitehall and between central, regional and local government.

The Department needs to provide better leadership across central government

3.1 The development of sustainable communities requires the close cooperation of many government departments and their executive agencies. This is challenging for the Department because it has few contractual controls over its partners and must use persuasion, influence and strategic use of its own funding.

3.2 The Thames Gateway Strategic Partnership was established in 2000 to provide leadership to the programme, to steer and coordinate strategy and to unblock high-level blockages. The partnership brings together stakeholders from across the Thames Gateway region and central government and is chaired by the Minister of State for Housing and Planning. Local partners told us that the Partnership is a very useful discussion forum that improved communication between local bodies and the Minister. It has demonstrated its ability to help manage the relationships between key stakeholders, for instance when the partnership brought stakeholders together to agree the Interim Plan in November 2006. The partnership is not a cross-government leadership body because:

- from March 2005 the focus changed to delivery agencies and local partners;

- other central government departments were removed, except the Department for Transport (Annex 3); and
- it has no formal decision making powers.

3.3 In January 2006, 87 per cent of stakeholders believed that leadership of the Thames Gateway programme was not effective.⁷ Many local partners and officials from across government told us that this was because Whitehall is not well coordinated and joined-up in its approach towards the Thames Gateway programme.

3.4 In November 2006 the Department appointed a new Chief Executive, Judith Armitt, at Director General level within the Department to lead the Thames Gateway Programme and achieve greater cross-government influence. Local partners have high expectations of this appointment and told us they wanted to see the Chief Executive focus on central government coordination and championing the region.

3.5 But the Department will need the help of other government departments if it is to solve the perceived lack of leadership across Whitehall. During the drafting of this report the Department established a cross-departmental board to oversee central government coordination in the Thames Gateway. The first meeting was held in March 2007.

Regional bodies have a key role in delivering regeneration programmes

3.6 Regional bodies have a key role to play in the delivery of sustainable communities, housing provision and economic growth:

- **Government Offices for the Regions** coordinate central departmental policies at a regional level and provide an interface between central and local government. They often get involved in the pre-planning application stage for large developments

⁷ *Laying the Blue line*, Hornagold and Hills, (January 2006). Hornagold & Hills are independent management consultants who surveyed 100 senior public servants and private sector developers in Thames Gateway. The report was not commissioned by a particular client.

to help developers ensure their proposals meet the requirements of all government departments. They also manage some regeneration programmes such as European funding, the Single Community Programme, Neighbourhood Renewal, and New Deal for the Communities.

- **Regional Assemblies** provide spatial planning at a regional level (Regional Spatial Strategies) which give guidance for Local Authorities on their local plans and prepare schedules of infrastructure requirements.
- **Regional Development Agencies** work to further the economic development and regeneration of their region by promoting business, employment, skills and sustainable development. They provide Regional Economic Strategies and also manage regeneration and development programmes.

3.7 The Department has established its own team to manage the Thames Gateway programme, give direct grant funding for projects, and provide regional coordination for delivery across the Thames Gateway: the Thames Gateway Delivery Unit (the Unit). The Unit allows the Department close involvement and oversight of the programme and provides a mechanism for working across the three regions of the Thames Gateway.

3.8 The Unit has encouraged other national agencies such as the Environment Agency, Natural England and English Partnerships to establish Thames Gateway teams and share their offices at Exchange Tower on the Isle of Dogs. This has enabled these organisations to work more closely with the Thames Gateway programme.

3.9 But this arrangement brings some risks. The Unit has had to put in place monitoring and administrative functions for the Thames Gateway similar to those already established at the regional level for other central government funding streams. And there is some risk of bypassing or duplicating expertise already in place within the Government Offices and Regional Development Agencies, and of not coordinating the programme with other programmes managed by the regional bodies.

3.10 The Department aims to manage the risks of duplicating effort and bypassing expertise by working with the Government Offices and Regional Development Agencies, involving them on the Thames Gateway Strategic Partnership and encouraging them to work together. But the Department has not yet formally set out the rationale for the respective roles and responsibilities of its own unit and the regional bodies. This would help to avoid confusion and help others working with both the regional bodies and the Department.

The Department is spending £673 million to accelerate the regeneration of the Thames Gateway

3.11 The Department has provided direct investment into the Thames Gateway through the Thames Gateway Growth Area Fund. This was established to accelerate the speed at which high quality sustainable development and housing delivery are being achieved. The analysis of this spend by Local Authority area is given in **Figures 13 and 14 overleaf**.

3.12 £850 million was allocated to the Thames Gateway programme in the 2002 and 2004 Spending Reviews for the period April 2003 to March 2008. The awarding of the 2012 Olympics to London enhanced the status and urgency of investment in Stratford and the Department allocated £177 million to the Olympic Development Authority. This left the Department with £673 million for the Thames Gateway Growth Area Fund. The Department is currently negotiating with HM Treasury for a further allocation to the Thames Gateway programme under the 2007 Comprehensive Spending Review.

3.13 As at March 2007 some £495 million (74 per cent) of the committed funding has been spent. Less than a year is left to spend the remaining £178 million.⁸ The Department has committed this remaining funding to projects within the Thames Gateway and is confident that it will all be required and spent before April 2008.

3.14 The Department estimates that the total government capital investment in the Thames Gateway was £7 billion between 2003 and 2006. But the Department is unable to analyse this cross-government capital investment in the Thames Gateway because few government departments and public bodies collect information on its spatial distribution below a regional level. This makes it challenging to:

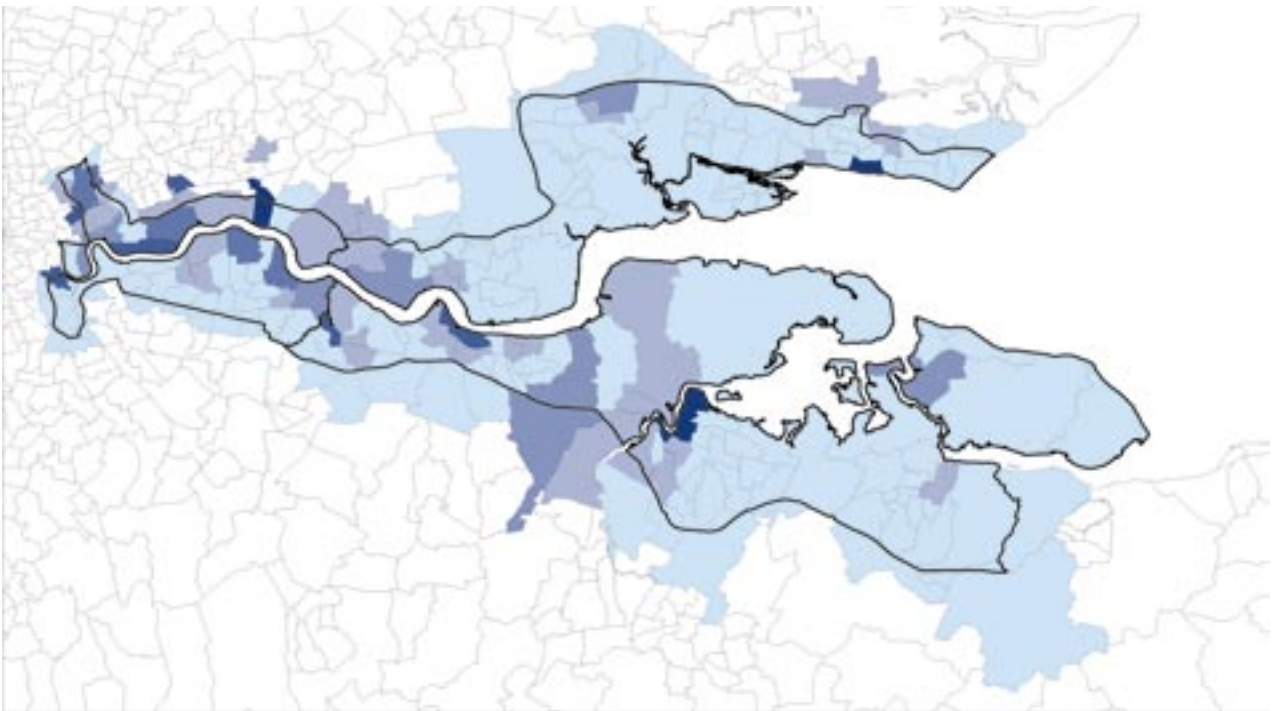
- identify existing funding gaps;
- provide assurance that Growth Area Fund investment is additional and not displacing other funding; and
- estimate the total public sector cost of meeting the Government's aspirations for the Thames Gateway.

The Department is moving away from traditional grant funding of projects towards programme funding of partners

3.15 To allocate the Growth Area Fund, the Department chose to fund those projects that met specific area and thematic objectives developed from discussions with their local partners. The Department provided grants to accountable delivery bodies and managed projects through a funding agreement (**Figure 15 on page 27**).

8 Including spending by Urban Development Corporations.

13 The Growth Area Fund has been spent across the Thames Gateway, with more than half of the total spent in 13 key wards



Expenditure by ward, £ million

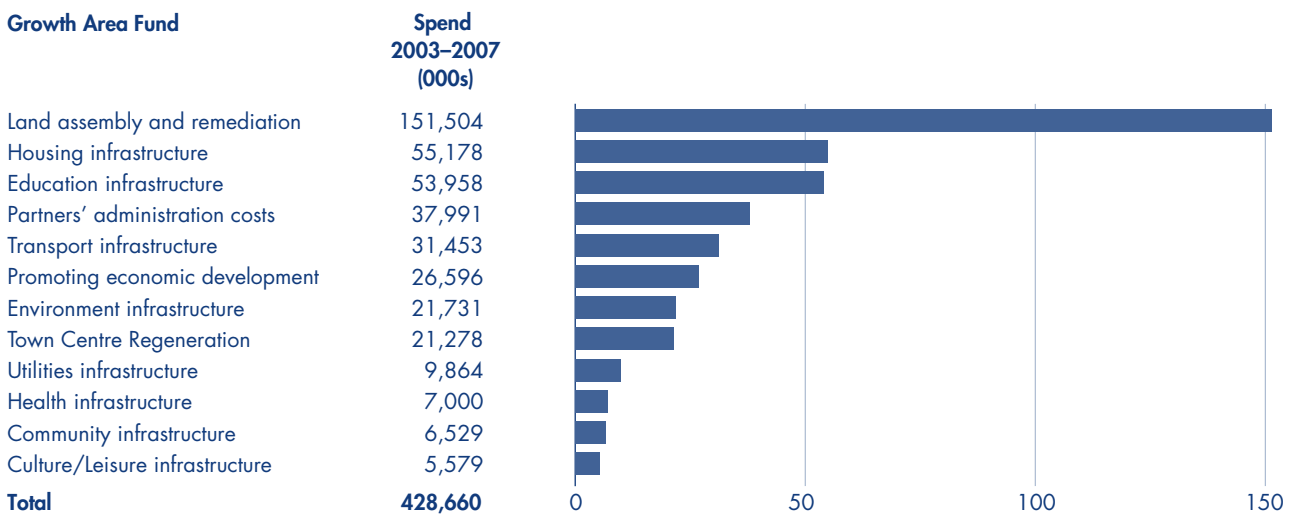
0 to 1	1 to 5	5 to 10	10 to 15	15 to 20	20 to 60	Boundary of Thames Gateway
■	■	■	■	■	■	 Region

Source: National Audit Office analysis of Department's financial data

NOTE

This Figure shows the spending of Growth Area Fund by Census Ward (2003-2007). Where spending was on initiatives that covered many wards, such as Local Authority planning and promoting economic development, it has been allocated across the wards in that area. Excludes spending by Urban Development Corporations.

14 The Growth Area Fund has mostly been spent on land assembly, remediation and putting in place infrastructure



Source: National Audit Office analysis of Department's financial data

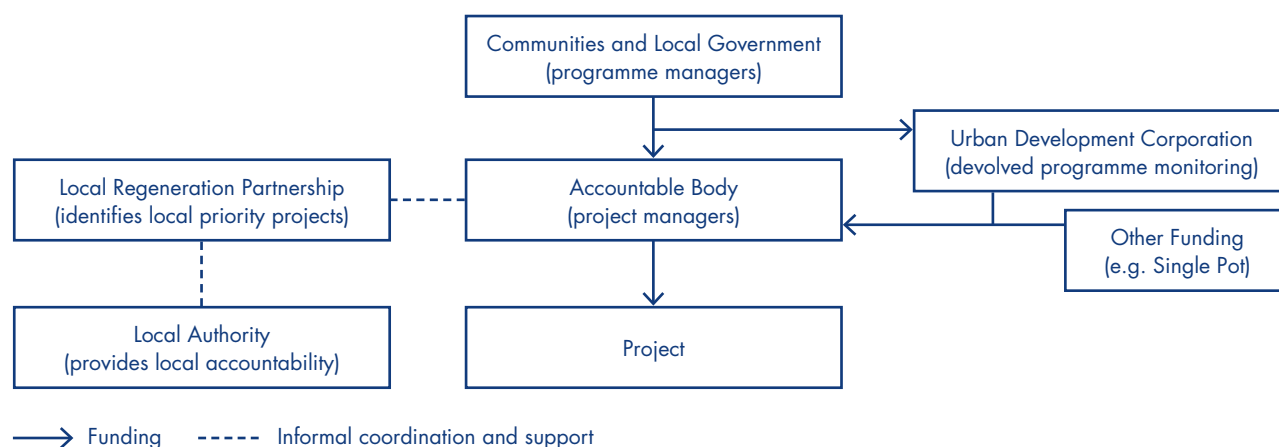
NOTE

Excludes spending by Urban Development Corporations.

3.16 Local partners told us they thought that the Growth Area Fund had helped accelerate development and regeneration in the Thames Gateway. However a grant funding approach makes it difficult to provide assurance that money has been spent in the best way to achieve overall objectives for the Thames Gateway, leading to

some criticism from local partners (**Figure 16**). Many of these criticisms result from general constraints of government finance such as the three year funding cycle. Overcoming these general constraints is a particular challenge for the Department given the Government's aspirations for the Thames Gateway.

15 The delivery of projects through grant funding



Source: National Audit Office analysis

NOTES ON VARIATIONS

- 1 The Local Regeneration Partnership may be the accountable body.
- 2 The Local Authority may be the Accountable Body.
- 3 The Urban Development Corporation is both a delivery body and a Local Regeneration Partnership.
- 4 The project may be actually run by the Accountable Body or delivered by a third party paid by the Accountable Body.

16 Concerns of local partners about the grant funding approach to investment in the Thames Gateway

- **Spend profiles are determined by general budget constraints rather than value for money or programme objectives.** This creates a range of behaviours that can interfere with the efficient management of the programme including encouraging spending in advance of need so as to fill budgets; slowing down or speeding up projects so that spending will fall into the appropriate year's budget; inability to commit funding beyond the three year funding cycle causing uncertainty on long term projects; and difficulties in providing funding for opportunity purchases such as land acquisition.
- **Focus of funding on projects that were "ready to go".** The Department specifically focused funding on bids that would achieve funding within the immediate accounting year so as to meet annual and three year budgets. This approach allowed local partners to start projects they had wished to do but had been unable to launch due to funding constraints. However, this risks funding easier projects and avoiding harder more long term projects that might have more impact.
- **No identification of critical path projects.** Although the Department checked whether potential projects were dependent on other projects being in place or would enable other projects to start,

they were not able to identify all the investment requirements to meet their objectives and therefore could not fully prioritise projects on the basis of contribution to the whole programme, with the risk that even where money had been spent on good projects it was not necessarily on the most critical projects.

- **Short term revenue funding** makes planning for local partners difficult, especially as many regeneration and development projects take longer than the life expectancy of regeneration partnerships. The Department has now guaranteed the life of the Urban Development Corporations up to 2013, but no other Local Regeneration Partnerships have guaranteed support beyond the current spending round. It is difficult for the Department to commit funds beyond its three year funding cycle.
- **There is a lack of transparency and communication on funding arrangements, budget and spending.** For instance, the Department did not confirm to local partners that money had been transferred from the Growth Area Fund to the Olympic Development Authority. The lack of transparency and communication reduces local stakeholder confidence in the programme, makes business planning inefficient, and reduces trust.

Source: National Audit Office analysis of interviews

3.17 Providing investment at the right time can be a significant challenge using current grant funding arrangements. The Department manages the provision of grant funding so as to meet its annual budgets, providing on average 44 per cent of the grant in the last month of the financial year, with the risk that the draw down of money is not efficiently matched to project need (Figure 17).

3.18 The Department has learned lessons from the first two rounds of the Growth Area Fund and is moving towards a commissioning and partnership approach. They will attempt to identify all investment needs in the area and commission projects based on how important they are to the success of the overall programme. Such a system should help the Department to achieve a more strategic use of resources, but also raises risks that must be managed (Figure 18). In particular it will mean a cultural shift from managing a portfolio of projects towards investing in partners.

Partners do not yet share their risk management

3.19 Strengthening investment in local partners requires a joint approach to risk management that enables partners to coordinate their actions to mitigate risks to their joint goals. Each public body in the Thames Gateway programme has its own risk management strategy focusing on its own organisational interests. For example, the Department monitors the risk to the overall delivery of its portfolio of funded projects. The Office for Government Commerce advises departments to take a combined risk management approach when managing complex programmes.⁹ This involves:

- all partners contributing to the identification and assessment of risk;
- a central risk register;
- allocation of risk ownership to appropriate partners; and
- mechanisms to resolve risks and issues that involve all partners.

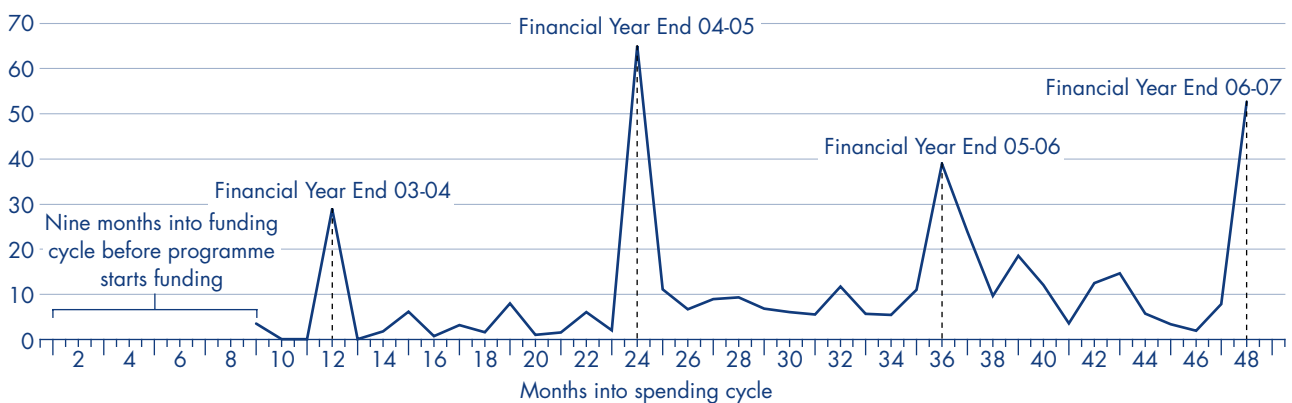
To lever in more private finance, the Department and local partners need to develop more innovative funding mechanisms

3.20 Many local partners told us that they wanted to use partnering arrangements with private sector developers to help lever in additional investment. These might take a number of different forms ranging from a contract to develop a specific site, to a joint venture company operating over a number of different sites.

3.21 The increased use of such partnerships could bring significant advantages to development in the Thames Gateway (Figure 19 on page 30). The management of a programme that includes sponsorship of partnerships with the private sector requires a significant management cultural change as well as changes to the monitoring, funding, and support functions of the sponsor body. Few of the Thames Gateway local partners have the capacity to manage complex contracts and governance structures and need access to good quality policy, legal and financial advice.

17 The drawdown of Growth Area Fund from the Department to Accountable Bodies shows how expenditure is kept within the departmental annual budget

Cash programme spend by Communities and Local Government (£ million)



Source: National Audit Office analysis of Department's accounting records

⁹ For instance see *Managing Successful Programmes*, Office for Government Commerce, 2003.

3.22 The Department's Thames Gateway team does not have extensive experience of managing public-private partnerships and is yet to set out its strategy for how it intends to sponsor them. They draw on the experience of English Partnerships and the Regional Development Agencies, who have established public-private partnerships to develop specific sites in the past. They also engage with the National Audit Office, Partnerships UK, 4Ps and the Shareholder Executive to seek advice.

3.23 The Department is also working with HM Treasury to find more innovative ways of funding regeneration and development programmes in ways that address the following needs:

- **The need for upfront capital investment to stimulate demand.** Establishing sustainable communities in new developments can require the provision of public infrastructure (including public transport, schools, health facilities and green space) before the new residents arrive. Government policy allows the regeneration aspects of investment to be considered in public investment decisions, but not all parts of government do so as standard, particularly as the regeneration benefits can be hard to predict and measure. This leaves the risk of some parts of government being reluctant to invest in infrastructure before sufficient demand is in place. A Treasury and Department review on supporting housing growth is currently considering these issues.

18 Risks and Rewards of the different approaches to regeneration and development

Competitive grant based funding

Model

- Allocation of resources to a central pot
- Project bids from local partners sent to central government
- Projects assessed against central criteria
- Contract agreed between government and local partner with agreed outputs and milestones
- Project progress monitored
- Risks to projects monitored
- Hands off approach to sponsorship of partners

Rewards

- Competition between bids helps identify good value for money projects
- Competition mechanism in funding bids promotes efficiency and innovation amongst local bodies
- Defined outputs easy to monitor
- Projects often easier to start and can achieve "easy wins", increasing sector confidence
- More likely to spend resources within funding cycle

Risks

- Failure to identify programme "critical path" projects
- Poor monitoring of project contribution towards programme objectives
- Avoidance of harder to achieve projects
- Incentives to spend within funding cycle limits leads to pushing spending and poorer value for money
- Lack of certainty of funding beyond current grant offer reduces investor confidence and deters investment

Commissioning partners

Model

- Identification of infrastructure and other investment needs to accommodate growth
- Prioritisation of projects
- Allocation of resources to projects
- Partnering arrangement between government and local partners agreed, with contractual obligations on local partner for set contributions to programme
- Project contribution towards programme monitored
- Risks to programme monitored
- Close sponsorship of partners

Rewards

- Stronger alignment of projects to programme objectives
- Identification of programme "critical path" projects
- Better monitoring of achievement towards programme objectives
- More incentive to tackle harder strategic projects with potential bigger wins
- More certainty of funding increases investor confidence and can increase the amount of private investor funding available

Risks

- Lack of project and local partner benchmarking
- Reduced competitive incentive for local partners for efficiency and innovation
- Outputs harder to monitor
- Strategic projects often span funding cycles and resource limits
- Reduced "easy wins"

Source: National Audit Office analysis of developments in Thames Gateway regeneration funding

- **The need to provide revenue funding for the increased demand on services.** The government aims to increase the population of the Thames Gateway by 22 per cent from 2001 to 2016, but the funding of Local Authorities does not take planned increases in population into account. The funding of Local Authorities is calculated on the basis of current population and the past trend in population change, which increased by less than three per cent in the Thames Gateway in the decade up to 2001.

19 Advantages and disadvantages of working in partnership with the private sector to deliver regeneration

Advantages

- Ability to pool assets, expertise and finance between public and private sector partners
- Ability to share in the risks and rewards of a project or number of projects
- Access to private sector specialist expertise in development
- Profits from developments can be recycled into a special purpose vehicle for further investment
- Can provide a mechanism to match early investment with future receipts from the increased value of land
- Can provide more streamlined decision-making and less bureaucracy than direct delivery by public bodies
- Can limit the exposure of the public sector to future liabilities
- Can supply a vehicle to raise investment capital and loan finance

Disadvantages

- Significant time must be invested in setting up and managing the partnership
- The cost overheads of managing the partnership can be significant
- Some partnership arrangements can be inflexible in adapting to changing requirements
- Working through partnership arrangements requires the public sector to adapt its model of interaction and sometimes requires significant cultural change
- There are risks of losing taxpayer value to the private sector if the partnership is not well negotiated or negotiation assumptions are not accurate

Source: National Audit Office analysis

Transport infrastructure is the main constraint to development in the Gateway

3.24 Development in the Thames Gateway has been enabled by a number of improvements to the strategic transport network, including the Channel Tunnel Rail Link, extensions to the Docklands Light Railway and the Jubilee Line Extension. The Department for Transport estimates it has committed £1.8 billion of investment to the Thames Gateway since 2000.¹⁰ Further strategic transport schemes are in development or awaiting approval, including the Thames Gateway Bridge at Woolwich, Crossrail, improvements to the strategic road network at Junction 30 on the M25 and improvements to the A2.

3.25 New developments also need adequate local transport infrastructure to join them up to the strategic transport network. A 2003 Government commissioned report¹¹ stressed the need for further investment in local transport infrastructure and the need to concentrate development where transport could be provided. The Government has provided funding for some innovative local schemes including the Fastrack bus-based transit system which was completed in advance of the development of the Ebbsfleet Valley (Figure 2, page 9). But local partners told us that they still saw transport infrastructure as the main constraint to development in the Thames Gateway.

3.26 Providing transport infrastructure is particularly challenging for a number of reasons that make the negotiating and brokering role of the Department important:

- **Poor engagement of transport agencies into spatial planning for the Thames Gateway.** The Department for Transport and its agencies are not well placed to integrate their investment plans into Thames Gateway spatial strategies because the management of transport is fragmented between various bodies which lack a geographical focus on the Thames Gateway. They are not statutorily consulted by Regional Assemblies in drawing up the Regional Spatial Strategies. The Department tries to manage this challenge through the transport advisory sub-group of the Thames Gateway Strategic Partnership which provides a regular opportunity for regional and local bodies to engage in the strategic planning of transport within the Gateway.

10 The Department for Transport systems do not allow for clear measurement of this investment on a Thames Gateway basis, and it is not clear in which years this expenditure falls or how it compares to investment in others areas of the country.

11 *Relationship between Transport and Development in the Thames Gateway for the ODP*, July 2003, Llewelyn Davies and Steer Davies Gleave with Roger Tym & Partners and Atkins.

- **Transport infrastructure costs cannot easily be funded by planning gain.** The cost of many transport schemes can be high and not readily affordable by a single private developer out of their Section 106 contributions (the contribution provided to the Local Authority to compensate them for the public service burden of the development). The Department and the Department for Transport have jointly administered a Community Infrastructure fund to allocate an additional £63.9 million into transport schemes.
- **Transport infrastructure needs long lead times.** Major road improvements and new rail lines can take more than 10 years from application for planning permission to completion. Transport infrastructure is often on the critical path of many developments in the Gateway. This can raise the priority of transport above other infrastructure provision until commitment to the transport project is known. For instance the Local Authority of Barking and Dagenham believe that the Barking Riverside development is contingent upon an extension to the Docklands Light Railway, which in principle all parties are committed to pursuing. But the detailed planning and funding arrangements are not yet in place, with the risk of delaying development at Barking Riverside.
- **It is difficult to make the case for new transport infrastructure on the basis of regeneration** because the regeneration effect is difficult to measure. Not only is regeneration difficult to measure in itself, but it is not always clear where the regeneration effect will take place. The Channel Tunnel Rail Link business case relied on the measurement of the regeneration benefit at £450 million, but the Department for Transport does not have a strategy in place to measure whether this is achieved.
- **There is a tension between providing new infrastructure and maintaining the existing network.** The Highways Agency ministerial direction charges them with managing the existing strategic road network, and does not provide for the need to develop extra capacity for planned increases in population. For instance in Swale, the Local Authority and private developer had hoped to provide access from Kent Science Park to the M2. But the Highways Agency was forced to block this proposal due to its effect on the capacity and safety of the M2. Decisions on funding for additional capacity on the network remain a responsibility of the Department for Transport.
- **Sustainable transport models are only now being put in place.** Avoiding congestion on roads and promoting forms of transport with low carbon dioxide emissions will be necessary to create sustainable transport use and achieve the Government's aspiration for the Thames Gateway to be a low carbon region. An overall transport strategy for the Thames Gateway does not exist, and local modelling of the effects of development is only now being put in place for some of the strategic sites. For instance, a planning application for the development of Ebbsfleet and Eastern Quarry, taking advantage of the new Channel Tunnel Rail Link station, was first submitted in 1995. But detailed discussions with the Highways Agency to resolve transport issues are still taking place.

Conclusions to part three

The Department needs to improve its influence across Whitehall to coordinate the delivery of infrastructure across the various sectors and other government departments need to engage constructively with the Department to achieve this. It also needs to better define the role of regional partners and to work out how best to use their expertise in the regeneration of the Thames Gateway.

The Department is using its own financial resources to speed the delivery of homes and places in which people want to live by directly funding projects in the Thames Gateway. It is moving towards a commissioning partnership approach with local partnerships which should provide for more strategic use of resources if risks are properly managed.

The public sector needs to work better with private investors in the Thames Gateway. More innovative approaches to funding are being considered by local partners, the Department and HM Treasury. But the Department has yet to work out the consequences for its management of the programme.

Of the different types of infrastructure that need to be put in place, transport has been both the programme's main driver and constraint. Delivering appropriate transport infrastructure remains a major challenge for the Department and its partners.



Making places where people want to live

Making the Thames Gateway attractive for people and investors requires a step change in the quality of the physical and natural environment. People want attractive public spaces, parks, good public facilities, including cultural and community facilities that help to build a sense of identity and local heritage, and well built homes. This part of the report explores the progress of the Department in helping to make places where people will want to live.

The rate of house building needs to accelerate to reach the target

4.1 We estimate that the number of houses built in the Thames Gateway has risen from between 4,000 and 4,500 in 1995-96 to between 5,500 and 6,000 in 2005-06.¹² But the number of homes built in the Thames Gateway each year did not increase as rapidly as in the rest of the Greater South East (**Figure 20**).

4.2 The Government has promised to deliver 160,000 homes in the Thames Gateway between 2001 and 2016. The number of homes built each year will need to more than double to an average of 12,500 every year from now on if it is to meet the target (**Figure 21**).

4.3 A significant increase in the number of homes built each year in the Thames Gateway is unlikely to happen immediately. The Department believes the number of homes being built will accelerate to meet its target when the larger sites in the Thames Gateway start to deliver, such as Rochester Riverside, Ebbsfleet Valley and Barking Riverside, towards the end of the period 2001 to 2016. The target is based on the amount of developable land available in the Thames Gateway, in the light of the Government's policies on the use of brownfield land and housing densities.

20 The number of homes being built each year in the Thames Gateway has increased, but not as rapidly as the rest of the Greater South East



Source: National Audit Office analysis of Department's housing statistics

¹² The exact number of homes built in the Thames Gateway each year is not available for years before 2001 and after 2005. The number of homes built in the Thames Gateway in the other years has been estimated using the number of homes built in the Thames Gateway Local Authorities, factored down to take account of their area outside the Thames Gateway boundaries.

4.4 However the pace of development is in the control of developers who historically have not always responded to increased land availability and demand with increased housing supply. There is a risk that the Thames Gateway programme will succeed in providing land for development without achieving faster build rates.

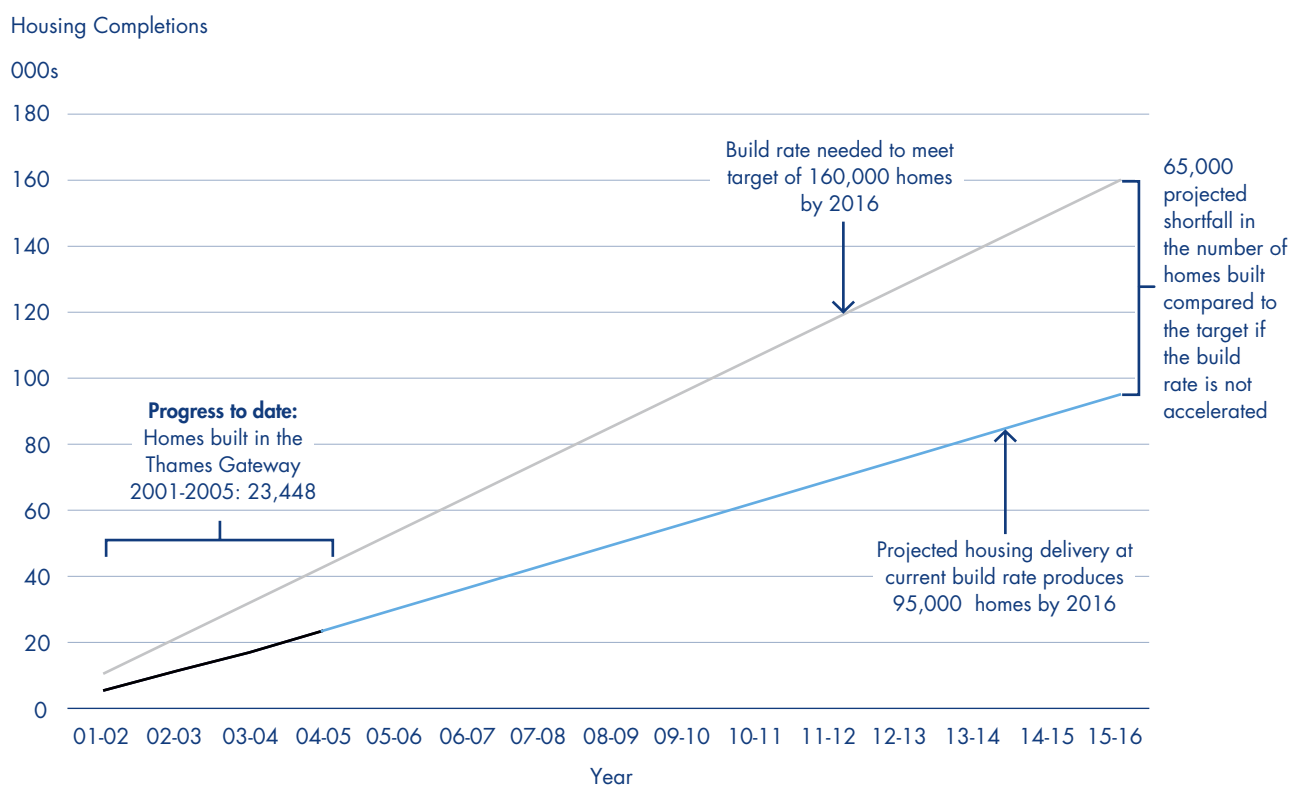
4.5 The Department is attempting to increase the pace at which private developers build new homes with country wide programmes, such as promoting innovation in construction techniques, reform of the planning system, and providing incentives for Local Authorities to make quicker planning decisions. It is also attempting to make the Thames Gateway more attractive to developers by generally promoting the area and creating conditions to increase the value of developer investment, including the provision of infrastructure and an increase in investment in local training and education.

Employment in the Thames Gateway is growing

4.6 The Department is on course to meet its target of an increase of jobs in the Thames Gateway by 180,000 between 2001 and 2016. The number of employees in the Thames Gateway increased by six per cent (34,750 jobs) between 2001 and 2004 compared to an increase of 1.6 per cent for the UK as a whole.

4.7 The Department cannot say whether this relatively high rate of job creation is in part caused by the Thames Gateway programme, but they believe that the projects to which they have committed funding will indirectly lead to the creation of 35,000 jobs, of which 1,000 have already been delivered. The rate of employee growth is subject to wide fluctuation and will need to be sustained for the target to be met.

21 The rate of house building will have to accelerate if the Department is to reach its target of 160,000 homes by 2016



Source: National Audit Office analysis of Department's housing statistics as shown in Thames Gateway Interim Plan, 2006

4.8 The jobs target should be achievable if there is demand for the commercial and industrial premises promised under Thames Gateway spatial planning. The three Regional Planning Boards predict that there is enough land available for 232,000 net jobs to be created in the Thames Gateway as a whole between 2001 and 2016 and that 150,000 of those jobs will be located at five key sites: Canary Wharf, Stratford City, Greenwich Peninsula, Ebbsfleet and Eastern Quarry and Shell Haven.

4.9 The Regional Assemblies estimate that the government plans for new housing in the Thames Gateway will bring 300,000 new residents to the region. Although many of these residents will work outside the region, it is not known how many of the new jobs will go to the new residents or to the existing communities.

4.10 80,500 jobs are likely to be needed to provide services to the new residents.¹³ The remaining 99,500 jobs needed to fulfil the jobs target of 180,000 will have to be from the growth of existing businesses, generation of new start-ups, or inward investment.

Inward investment is vital to the success of the Thames Gateway

4.11 Ensuring there is demand for new jobs and housing will require pro-active marketing of the Thames Gateway and better engagement of investors. Achieving demand to meet supply is one of the greatest risks of the programme. Local investors, developers and public sector partners told us they wanted improved government intervention to promote the Thames Gateway, champion the region and increase investor confidence. They told us that this would require far better engagement with the private sector including achieving a better understanding of what investors wanted to get out of their investment in the area.

4.12 The Department has found marketing the Thames Gateway challenging because:

- Local partners are not agreed on the value of the Thames Gateway brand, and many choose not to use it when delivering projects funded directly by the Department.
- Coordinating the many inward investment bodies operating in the Thames Gateway is difficult because each focuses on its own location and there is no collective agreement on whether or how to promote the Thames Gateway as a whole (**Figure 22**).

- The Department does not have an agreed marketing strategy that sets out its target audiences and specific selling points for individual sites and the overall programme.

4.13 The Thames Gateway programme provides a good opportunity to change perceptions of the area. Other regeneration programmes have used a variety of marketing tools that partners should consider adopting for the Thames Gateway:

- A Thames Gateway Centre would provide a place to see plans and models for the Thames Gateway. Individual developers in the Thames Gateway have their own marketing suites located near their development, but these do not show the whole picture. In Rotterdam a Centre is used to show the scale of development across the city and surrounding region.
- Advertising can be useful for increasing awareness of planned changes and the availability of new housing and commercial premises. The London Docklands Development Corporation effectively used advertising to promote Canary Wharf and attract business out of the city centre.
- One North East's "Passionate People, Passionate Places" campaign provides coherent branding for the whole region and is used by many of the Regional Development Agency's partners to attract investment and tourism and generally promote the region.

22 Inward investment agencies in the Thames Gateway

- London Development Agency
- East of England Development Agency
- South East of England Development Agency
- Locate in Kent
- East Essex Development Agency
- East of England International

Source: National Audit Office analysis

¹³ Calculated from the Greater London Authority's estimate that for every 1,000 additional people 230 jobs are needed to service them, applied to the Regional Assemblies' estimate that an additional 160,000 homes equates to an additional 350,000 people.

Delivering the Government's high aspirations for the quality of development will be challenging

4.14 The Government wants the Thames Gateway communities to be unrivalled locations for working and living within a sustainable landscape. We found a broadly consistent understanding amongst local partners and the Department that this means focusing on the overall feel of the community. It includes build quality, environmental sustainability, attractive public realm, adequate green space, access to good public services and good transport links.

4.15 Achieving a high level of quality will be crucial if investment and new residents are to be attracted to the area. But the quality of development across the Gateway must be high enough to increase investor and developer returns. Otherwise they will be deterred by the increased costs of providing high quality development.

4.16 But there is a long way to go. The Commission for Architecture and the Built Environment undertook a quality audit of developments in the South East and found 22 per cent of schemes assessed as poor and only 17 per cent as 'good' or 'very good'. The Department has said it wants 50 per cent of Thames Gateway developments to be 'good' or 'very good' by 2010.

4.17 Public sector bodies are investing in key sites across the Thames Gateway to help set a high quality tone for developments across the region (**Figure 23 overleaf**). English Partnerships, the Regional Development Agencies, and the Urban Development Corporations work in partnership with Local Authorities and private developers on key sites, investing upfront resources and sharing in any eventual profits.

4.18 The Department and local partners have fewer levers over the quality of development in which they are not directly investing. Local Authority development control powers are important to help set the quality standard for such developments.

4.19 Since April 2007 Local Authorities must have regard to the Department's Planning Policy Statement 3: Housing (PPS 3) when determining planning applications. This says that they should consider the need to achieve high quality housing, a good mix of housing; the environmental suitability of the site and the efficient and effective use of land. This policy is specified nationally and does not differentiate for higher quality in the Thames Gateway.

4.20 Raising the quality of developments through development control requires clear quality guidelines. It also requires Local Authority planning officers to recognise and enforce high quality. There are three main challenges that the Department has to manage:

- **Planning capacity** across many English Local Authorities is already stretched. The Thames Gateway Local Authorities must process particularly large planning applications;
- **Focusing on flagship projects** such as Ebbsfleet Valley, Rochester Riverside and Barking Riverside is important to raise aspirations and set new standards. However, they may distract the attention of over-stretched planning departments from the need to also ensure high quality in smaller infill developments that also have an impact on the character of a place; and
- **Statutory planning documents** in the Thames Gateway do not yet reflect the higher quality aspirations of Departmental policy. This means that they are yet to interpret how national quality guidelines should be reflected locally. Local Development Frameworks are not expected to be published until between 2008 and 2009.

4.21 There are a range of services and sources of advice that local planners can draw upon to help them raise the standard of developments, including English Partnerships' Advisory Team for Large Applications (ATLAS), the Commission for Architecture and the Built Environment, Kent County Council's and Kent Architecture Centre's "Design Excellence in North Kent" programme, the Essex Design Initiative and the Mayor of London's "Design for London" team. These can help Local Authorities with stretched capacity.

Thames Gateway plans need to keep pace with increasing environmental aspirations

4.22 The Government has set particularly high aspirations for the environmental sustainability of communities in the Thames Gateway. It wants to establish the Thames Gateway Parklands as an environmental exemplar of quality, with five main themes of improvement:

- establishing and enhancing a network of green spaces;
- establishing the UK's first low carbon region;
- optimising the use of water and waste;
- minimising and managing flood risks; and
- encouraging environmental technology companies to locate in the Thames Gateway.

23 Public bodies are taking the lead on key sites to improve the quality of development



Woolwich Arsenal

The London Development Agency, in partnership with Berkeley Homes, has developed a mixed-use urban development designed around the Thames Waterfront site, on land assembled by Greenwich Council and English Partnerships. So far 1,000 homes have been delivered, with planning permission for a total of 3,750 with a mixture of tenures. Total investment to date is over £800 million. The site contains the Greenwich Heritage Centre, over 40 businesses in a new commercial square and public open spaces which connect the new development to Woolwich Town Centre. The integration of public transport is a key feature of this project with the Thames Clipper waterfront service, planned bus routes through the scheme, the Docklands Light Railway extension (due for completion in 2009), and the proposed site of a Crossrail station, funded by Berkeley Homes through negotiations with the Greenwich Borough Council and the Department for Transport.



Greenwich Millennium Village

English Partnerships are working to develop this site in partnership with Greenwich Millennium Village Ltd (GMVL), a joint venture between Countryside Properties and Taylor Woodrow. 800 homes have been built and occupied, including a number of live and work units, with planning permission granted by Greenwich Council. It contains an integrated school and health centre funded by English Partnerships, with total investment of £250 million. Originally a very heavily contaminated site requiring extensive remediation, the development has achieved very high environmental standards and won over 30 awards, including the Building for Life Standard award, the national standard for excellence in design quality.



St Mary's Island, Chatham Maritime, Kent

The South East England Development Agency, in partnership with Countryside Properties PLC, has developed a major housing project at Chatham Maritime recognised for its high-quality design and build standards. Two-thirds complete, it is home to 5,000 residents, three universities and a higher education college. The 140 hectare site was inherited from English Partnerships in 1999, with planning permission granted by Medway Council. The housing on St Mary's Island was the first SEEDA development to achieve a Housing Corporation award for high standards in environmental performance.

Source: Local Regeneration Partnerships

4.23 These aspirations have increased as the Thames Gateway programme has developed and the global environmental debate has changed. The 1995 planning framework (RPG9a) calls for a step change in the Thames Gateway physical and natural environment in the context of the region being seen as having a particularly poor environment. Planning officers told us this is capable of wide interpretation and therefore difficult to enforce.

4.24 The rapidly increasing aspirations for the environment have made it difficult for partners to keep up and strategies to be developed. As yet none of the five themes above have been developed into a specific strategy, although the Parklands will build on the work of the Thames Gateway Green Space strategy (**Figure 24**). Local Authorities have not yet reflected the aspirations in their statutory planning documents.

24 Environmental aspirations are yet to be supported by implementation strategies

Aspiration	Lead Agency	Action taken to date	Next steps
Establishing and enhancing a network of green spaces	Greening the Gateway Partnership chaired by Natural England	A Pan Gateway Greening the Gateway strategy (2004) and implementation plan (2005). Greening the Gateway partnership formed. Sub-regional and local green grid strategies produced. Delivery plans and projects underway	Evaluate progress and develop clear objectives as part of the Parklands strategy.
Establishing the UK's first low carbon region	Department for Communities and Local Government	Established a feasibility study	Develop a strategy for achieving aspiration
Optimising the use of water and waste	Environment Agency	Joint Water Management Study carried out by the Department for Communities and Local Government, the Department for Environment and Rural Affairs and the Environment Agency.	Develop a strategy for achieving aspiration
Minimising and managing flood risks	Environment Agency	Strategic flood risk assessments of all major sites either complete or underway. Advice to Planning Authorities.	Develop an overall Thames flood strategy (due for publication in 2008)
Encouraging environmental technology companies to locate in the Thames Gateway	Regional Development Agencies and the inward investment agencies	–	Establish an inward investment strategy for the whole of the Thames Gateway

Source: National Audit Office analysis of progress to date

4.25 The cost of the environmental infrastructure needed to manage waste and sewage and provide clean water for the new homes to be built in the Thames Gateway has not been accurately calculated but is likely to cost in the region of £2.4 billion.¹⁴ The majority of this expenditure is expected to be provided by the private sector as part of their development costs.

4.26 The Department has allocated £32.4 million (five per cent) of the Growth Area Fund to environmental projects, including establishing the green grid. The Department has allocated 10 per cent of its investment in other growth areas to environmental infrastructure.¹⁵

The Environment Agency is working with local planners to manage flood risk

4.27 A substantial amount of the Thames Gateway is within the River Thames flood plain. Government policy under Planning Policy Statement 25: Development and Flood Risk (PPS 25) is that development may take place in areas with a high risk of flooding if consideration of the wider sustainability benefits outweighs the risk of flooding.

4.28 The Department and the Environment Agency have stated that they consider the economic and social regeneration benefits of the Thames Gateway programme to outweigh the risk of developing in the flood plain. However both are keen for Thames Gateway developments to build the management of the flood risk

¹⁴ This £2.4 billion estimate is calculated using the Environment Agency's estimate that such infrastructure costs £14,800 per home in the South East ("Hidden Infrastructure, The pressures on environmental infrastructure", Environment Agency, 2007) applied to the 160,000 homes target across the Thames Gateway. The actual cost of environmental infrastructure per home in the Thames Gateway may differ from the cost per home across the South East.

¹⁵ The other growth areas were identified in the 2003 Sustainable Communities Plan as the Ashford Growth Area, Milton Keynes and South Midlands Growth Area and the London, Stansted, Peterborough Growth Corridor. The other growth areas are primarily housing growth focused, without the economic regeneration focus of the Thames Gateway programme. The Government has allocated £399 million between the other growth areas (2003-2008).

into the design of the development and to reduce the flood risk as much as possible. The Environment Agency predicts that the cost of flood defences in the Thames Estuary up to 2100, including the continued defence of London, is in the region of £4 billion if current predictions of climate change are true.

4.29 Local Authorities are responsible for ensuring developments are able to manage the risk of flooding as part of their planning controls. The Environment Agency is responsible for assessing and managing flood risk, and providing advice to the Local Planning Authority on planning applications for development in the flood plain. This role was recently confirmed and made statutory with the publication of PPS 25. The Environment Agency told us that there were no cases in the Thames Gateway where significant development had proceeded against their advice to Local Planning Authorities.

4.30 The Environment Agency is developing an overall strategy for managing the flood risk in the Thames Gateway (“Thames Estuary 2100”), taking into account climate change and expected rises in sea level until the year 2100. Consultation is expected to begin in 2007 and the final report in 2010, with initial analysis feeding into Thames Gateway policy as soon as it is available. Local partners are confident that the risk of flooding can be managed and do not rate flood risk as significantly higher than other risks.

4.31 As part of its strategic review, the Environment Agency is looking at a range of options including traditional flood defences and mechanisms that work with the natural processes of the river such as setting back existing flood defences to provide more space for flood water and using recreational land for water storage during high flood risk conditions. We will be reporting on the Environment Agency’s management of flood defences in June 2007.

High quality development requires earlier engagement of a range of public bodies in spatial planning

4.32 There are many public bodies whose input into planning can improve the quality and sustainability of developments, including the Highways Agency, Environment Agency, English Heritage, Natural England, and the Commission for Architecture and the Built Environment.

4.33 It is good practice for these public bodies to engage with the Planning Authority (normally the Local Authority) and the developer on a planning application as early as possible, and preferably before the planning application is lodged, so as to speed up the planning process and to identify quickly any potential issues or opportunities to improve the development.

4.34 The likelihood of achieving these benefits is enhanced if the public bodies raise any concerns they might have at the master planning stage before potential planning applications are identified. The public bodies best engaged with spatial planning anticipate the areas where large developments are going to occur and conduct preliminary modelling and planning at that early stage (**Figure 25**). This can help to:

25 The Environment Agency is now engaging with spatial planning at an earlier stage to help make the Thames Gateway more environmentally sustainable

The Environment Agency is consulted on planning applications to consider the flood risk of a project, the impact on bio-diversity, land contamination issues and the management of waste and water resources. The Environment Agency does not have powers to delay planning approval, but can make recommendations to the local planning authority.

Before April 2006 the Environment Agency managed consultations on planning applications using its standard regional and area structures. The Thames Gateway spans three Environment Agency regions and in turn four operational areas. The Environment Agency found it difficult to feed into Thames Gateway spatial planning, and local developers complained about the Environment Agency being too remote.

In April 2006 the Environment Agency set up a Thames Gateway team to ensure it has input directly into master plans and other spatial strategies and to help co-ordinate and support staff in operational areas who respond to detailed planning applications. The team also works closely with the Thames Estuary 2100 project who are carrying out a new strategic review of flood risk for the Thames Estuary.

Although this new approach is in its infancy, the Agency believes it allows the development of a more strategic view of the sub-region and supports direct engagement with the appropriate stakeholders and local partnerships to ensure environmental considerations are built into master plans and higher level policy. The Environment Agency is better placed to understand the overall context in which planning applications are made. Local Partners told us they welcomed the Environment Agency’s involvement and saw it as an important partner in achieving sustainable communities.

Source: Interviews with Environment Agency staff and Local Regeneration Partnerships

- speed up the planning process;
- provide time to find sustainable solutions;
- provide more certainty to developers; and
- improve understanding of the context of individual planning applications.

Better alignment of regeneration programmes can help to integrate new and existing communities

4.35 The Government aims to ensure new developments in the Thames Gateway are well integrated and benefit the 1.45 million people already living in the area. Capturing the benefits of regeneration and development for the existing community will be particularly important for community cohesion and overcoming the fears of those residents who worry about inward migration and incorporating new residents with different cultures and incomes.¹⁶ Local partners told us that they wanted to do more to persuade residents that they would benefit from change in the Gateway. The Thames Gateway programme's devolved delivery, local planning and partnership approach provide local accountability and knowledge of local issues that will aid efforts to integrate new development and achieve community cohesion.

4.36 Good community engagement can help shape developments so they benefit existing residents and increase the likelihood that residents will accept changes to their area. Local Authorities have a varied approach to involving local communities in their plans for regeneration and development, and it is not clear that all are using the entire range of tools at their disposal (**Figure 26**). Some Local Regeneration Partnerships are undertaking specific and often innovative consultation exercises to find ways to make development work for the existing communities (**Figure 27 overleaf**). Others have chosen to use the Local Authority's statutory consultation process for their Local Development Plans. The Department plans to do more to spread good practice and provide practical tips.

4.37 There are a number of government funded regeneration programmes designed to improve communities' social capital, skills of local people, and community participation. These include the Single Community Programme, Neighbourhood Renewal, and New Deal for the Communities.¹⁷ We found that Local Regeneration Partnerships do not take account of all regeneration programmes in their spatial planning. In part this is due to a lack of crossover in the professions concerned: spatial planning is often led by town planners with little experience of other regeneration programmes such as Neighbourhood Renewal.

26 Ways of helping to integrate new and existing communities

- Local participation and consultation in plans to ensure developments consider existing community needs
- Ensure new developments extend existing communities and are not secluded
- Provision of infrastructure for existing communities to ensure they share in the development and regeneration of the Thames Gateway
- Communication and marketing of benefits of development to existing communities
- Use of social regeneration methods to help existing communities benefit from investment in their area
- Use of skills programmes to help local communities benefit from new jobs

Source: National Audit Office analysis

¹⁶ For research into residents' concerns see for example *Gateway People: the aspirations and attitudes of prospective and existing residents of the Thames Gateway*, Jim Bennett and James Morris, 4 January 2006.

¹⁷ See for example *English Regions - Getting Citizens Involved: Community Participation in Neighbourhood Renewal* (National Audit Office, October 2004), *Neighbourhood Renewal: Case examples in getting communities involved* (National Audit Office, October 2004), *English Regions: An early progress report on the New Deal for Communities programme* (National Audit Office, February 2004).

27 Engaging the community in Queenborough and Rushenden



The regeneration of Queenborough and Rushenden is one of the key projects underway in Swale on the Isle of Sheppey. It aims to provide 2,000 new homes and 4,000 new jobs. The local public bodies delivering this project recognised the need for community engagement and consultation at an early stage. To do so, they adopted the “Planning for Real” approach designed by the Neighbourhood Initiatives Foundation.

In addition to the public meeting consultations, school children were asked to prepare a model of the area which was used for participation events across the district, held in public spaces such as pubs, railway stations and shopping districts so passers-by could join in. Residents were asked to place cards and flags on the model to show how they wanted their community to change.

The community’s suggestions and priorities formed the basis of a Master Plan for the area. This allowed those delivering the project to recognise the concerns and needs of local people and allowed local people to engage with the planning process and understand how their town is going to change.

Source: *Swale Forward*

Conclusions to part four

The rate of home building in the Thames Gateway is increasing, but not yet by enough to meet the Department’s target. Employment is increasing, but the rate of increase fluctuates and will need to be sustained to meet the target. Persuading people to want to come to live and work in the Thames Gateway will require a step change in the marketing of the region, and better coordination between inward investment bodies.

The Government has high aspirations for the quality of development in the Thames Gateway that are not yet being met. Achieving high quality development requires effective use of the planning system, which is still in the process of being updated to meet new standards. Planning is most effective where public bodies engage with it at an early stage and strategic level. Many local public bodies believe they need to be directly involved in developments to achieve high standards.

Improving the natural environment and integrating existing communities with new developments are particular challenges for the Thames Gateway:

- The Government has increased its aspirations for the environment of the Thames Gateway, but this is not yet reflected in local strategies. Flooding is a risk, but the Environment Agency and local partners are confident it can be managed.
- All partners want to see the new developments well integrated into the existing communities. This could be aided by better coordination of physical and social infrastructure.

APPENDIX ONE

Framework for successful regeneration

Programme management is a structured way of delivering a vision in a complex and uncertain environment. Complexity and uncertainty are managed by breaking the achievement of the vision down into more manageable chunks and setting out as much information as possible.

Most of the guidance available on how to do programme management focuses on internal changes to an organisation. But because programme management techniques are designed to cope with uncertainty and complexity, they can also be useful when applied to delivering wider government policies such as the long-term regeneration of the Thames Gateway.

Programme management differs from project management, but good project management of each project within a programme is also important for success.

Programme management	Project management
■ defined outcomes	■ defined outputs
■ some uncertainty on time, cost, quality and performance targets	■ defined time, cost, quality and performance targets
■ greater timescale	■ short timescale
■ often involves cultural change	■ rarely involves cultural change

Having a collection of projects and a pot of funding is a necessary part of a programme but is not using the full range of tools available under effective programme management. Adopting programme management techniques to achieve wider policy functions such as the regeneration of the Thames Gateway will require cultural change and moving away from viewing programmes as just funding streams and a collection of projects, towards adopting the full range of programme management tools.

Programme management of the Thames Gateway will require the management of processes, actions and projects that are outside the direct control of the Department.

For instance, the delivery of infrastructure by other government departments, or the building of new homes by private property developers. Programme management of the Thames Gateway will include consideration of the levers of influence the Department has over all the actions necessary to achieve the vision. Good programme management, with its implementation plan showing the relationships between such actions, can itself be a lever of influence over others.

But although programme management of the Thames Gateway must include all actions necessary to achieve the Government's aspirations for the region, it does not need to be directive. The Department can use programme management to show the steps necessary and interrelation between the actions of others, coordinating plans from across the Thames Gateway, without overriding local autonomy.

The framework for successful regeneration sets out the main programme management tasks that can be used to aid large scale regeneration programmes such as the Thames Gateway. It is based on analysis by the Bartlett Faculty of the Built Environment at University College London, the expectations of programme management by regeneration practitioners and stakeholders in the Thames Gateway, the National Audit Office's experience of auditing programmes, and our benchmarking of other large regeneration programmes.

There are a number of different ways of applying programme management techniques. Those included within the framework here are those the National Audit Office consider most important to use for regeneration of the Thames Gateway at this stage in the programme.

The Department's progress towards adopting full programme management of the regeneration of the Thames Gateway is shown against each programme management task.

Framework for successful regeneration

1) Develop a shared vision and support it with measurable objectives

- Consult widely and bring on board significant stakeholders to develop a shared vision for the regeneration of the area.
- Use robust evidence and extensive preliminary research to establish both the current state of the area and possible changes.
- Clearly communicate the vision for the area to all stakeholders including the local communities in a form that can be easily referred to.
- Set out clear measurable (SMART) objectives for each benefit that you want to achieve in support of the vision.
- Assign performance indicators to each of the objectives.
- Define how the vision and objectives tie in with other priorities, policies and programmes.
- Use the objectives and vision consistently, but modify and update as circumstances change. Don't rewrite from scratch. Where changes are needed, make them as early as possible and assess the impact on the programme.

2) Provide leadership at all levels

- Assign responsibility for success of the regeneration programme as a whole to a single person.
- Encourage cross-government leadership by assigning responsibility for specific risks and objectives to other named individuals.
- Facilitate strong leadership across the regeneration programme by devolving decision making where possible and providing appropriate incentives to senior managers to deliver the objectives of the programme.
- Promote a culture of formal programme management from the centre, by establishing robust systems as an example to others, sharing programme management information with partners, and valuing programme management competencies in staff management.
- Champion the programme from the centre.
- Provide a mechanism to prioritise objectives and to mediate between programme priorities and partners' other goals.
- Provide continuity of senior officials.

3) Establish your implementation plan

- Clearly set out the strategy for achieving each of the programme objectives. Ensure these strategies are integrated with each other and compatible with other government plans.
- Ensure detailed planning is undertaken by those at a level best placed and most able to do it (for example with detailed plans done locally, strategic plans done jointly at the centre and involving experts and those charged with delivery as necessary).
- Work with all partners to bring together all detailed plans into a single programme plan. Include all the significant projects needed to deliver the objectives, regardless of who is responsible for their delivery and who funds them.
- Provide a clear timetable in the programme plan including milestones, project phasing and review periods.
- Ensure local residents and stakeholders are engaged at the appropriate level to help plans meet stakeholder needs.
- Provide commitment in principle for strategic projects.
- Work with all partners to identify risks to the programme objectives and establish contingency and exit strategies.

4) Establish the network of partners needed to deliver

- Map out the organisations and policy levers needed to deliver the objectives.
- Map out all the stakeholders who will need to be engaged throughout the programme and determine a strategy for how to engage each group.
- Provide mechanisms to coordinate partners' delivery and policy making horizontally.
- Provide mechanisms to coordinate partners' delivery and policy making vertically.
- Choose appropriate partners by identifying their key skills, roles and capacity. Create new agencies where necessary.
- Clearly set out the roles and responsibilities of each partner in an authoritative document that all partners can refer to.
- Ensure the lifespan and capacity of partners is appropriate for the delivery of their contribution to the programme.

5) Marshal the resources to deliver

- Work out how much achieving the objectives will cost. Allow provision for risk in estimates.
- Map out the public funding streams and other potential sources of investment that can be used to deliver.
- Identify areas which need additional public resources and provide clarity of when and how the resources will be provided.
- Use contractual funding arrangements to provide incentives for improved performance across partners.
- Provide certainty of funding, forward notice of funding, and funding cycles that suit the lifespan of the programme.
- Provide systems to achieve efficiency across the network of partners, including sharing of assets and services, early engagement of key suppliers, and cost-effective delivery channels.
- Contractual funding arrangements should appropriately apportion risk based on the capacity of each partner to bear it.

6) Provide central support for partners

- Structure the central organisation providing support to partners with appropriate capacity, expertise and authority to help partners deliver and to drive the coordination of the programme as a whole.
- Provide access to advice and help as needed by local partners.
- Provide strong central sponsorship of local partners including support for building strong governance arrangements.
- Monitor and assess the performance of funding recipients as organisations.
- Maintain a central risk register which partners can access and work with all partners to allocate, monitor, manage and resolve risks and issues to programme objectives.
- Establish a clear communication and marketing strategy, that coordinates the marketing and communication of all partners on programme issues.
- Make decisions quickly to capture opportunities and increase efficiency.

7) Monitor your progress and assess your impact

- Develop management information systems to inform decisions at all levels and take appropriate action. Include systems to monitor progress towards programme objectives, the performance of partner organisations, individual project progress and financial position.
- Publish regular reports on progress towards objectives, use of resources, issues arising and successes achieved, using a consistent format.
- Share management information between all partners so everyone can use it in their decision-making and understand why information is collected.
- Ensure monitoring is proportionate and relevant to informing the decisions of partners in delivering the programme objectives.
- Capture and disseminate good practice from across the programme and other programmes. Provide mechanisms to store programme knowledge, data and practice.
- Establish a central evaluation framework and schedule periodic independent assessments of both individual projects and the programme as a whole.

Key

- Already established within the Department
- Under development by the Department
- Not yet or only partially under development by the Department

APPENDIX TWO

Membership of the partnerships

The table below shows the composition of the boards of the nine local regeneration partnerships and the three sub-regional partnerships in the Gateway. Both members and observers have been included in the total number shown at the foot of the table.

Member Organisations	Local Regeneration Partnerships			
	Thurrock Thames Gateway Development Corporation	London Thames Gateway Development Corporation	Basildon Renaissance Partnership	Woolwich Regeneration Agency
Medway Council				
Barking & Dagenham Council		●		
Hackney Council		●		
Havering Council		●		
Newham Council		●		
Tower Hamlets Council		●		
Lewisham Council				
Greenwich Council				●
Bexley Council				
Redbridge Council				
Rochford Council				
Waltham Forest Council				
Dartford Council				
Gravesham Council				
Basildon Council			●	
Castle Point Council				
Southend-on-Sea Council				
Thurrock Council	●			
Swale Council				
Kent County Council				
Essex County Council		●	●	
Greater London Authority				
Local Regional Partnerships				
Sub-regional Partnership			●	
Regional Development Agency	●		●	●
Government Office for the Regions				
Communities and Local Government			●	●
English Partnership			●	
Housing Corporation				
Learning & Skills Council	●			
Health	●			
Olympic Delivery Authority				
Transport				●
Housing Association				
Local University or FE College				
Local Strategic Partnership				
Voluntary Sector				
Inward Investment Agency	●			●
Private Sector	●	●		
Other	●	●	●	
	13	19	14	13

Thames Gateway Strategic Partnership Members, October 2000

Chair: Minister for the Regions

The Department

Minister for the Regions

Minister for Planning

Minister for Transport

Director, Thames Gateway

Other Government Departments

Department for Education and Employment

Department of Health

Department for Trade and Industry

Regional Development Agencies

London Development Agency

South East of England Development Agency

East of England Development Agency

Regional Planning Bodies

South East of England Regional Assembly

East of England Regional Assembly

Mayor of London/Greater London Authority

Sub-Regional Partnerships

North Kent Thames Gateway Partnership

Thames Gateway London Partnership

Essex Economic Partnership

Thames Gateway Strategic Partnership Members, November 2006

Chair: Minister of State for Housing and Planning

The Department

Chief Executive, Thames Gateway & Olympics Directorate

Director, Thames Gateway & Olympics Directorate

Deputy Director, Thames Gateway Strategy

Other Government Department

Department for Transport

Local Regeneration Partnerships & Urban Development Corporations

Medway Renaissance Partnership

Swale Forward

Renaissance Southend

Basildon Renaissance Partnership

Kent Thameside Delivery Board

Woolwich Regeneration Agency

Invest Bexley

London Urban Development Corporation

Thurrock Urban Development Corporation

Regional Development Agencies

London Development Agency

South East of England Development Agency

East of England Development Agency

Regional Planning Bodies

South East of England Regional Assembly

East of England Regional Assembly

Mayor of London/Greater London Authority

Sub-Regional Partnerships

Thames Gateway Kent Partnership

Thames Gateway London Partnership

Thames Gateway South Essex Partnership

Government Agencies

Environment Agency

Housing Corporation

English Partnerships

Commission for Architecture and the Built Environment

APPENDIX THREE

Interim plan commitments

The Department committed to 30 initiatives to help improve the programme in the *Thames Gateway Interim Plan: Policy Framework* in November 2006. These are:

“Olympic opportunities

1 Thames Gateway Strategic Partnership will agree the action plan by March 2007 for capturing the benefits of the Games for the Gateway as a whole.

Driving economic growth

2 The Regional Development Agencies, with partners, will prepare delivery plans to show how, in the context of the Business Support Simplification Programme, they will implement their pan-Gateway network of enterprise hubs and related programmes to help new and existing businesses grow.

3 During the Comprehensive Spending Review 07, The Department for Communities and Local Government and the Department of Trade and Industry, working with the Regional Development Agencies and other partners, will identify the critical actions for the public sector to take, to ensure that the private sector can deliver each of the main economic development projects (particularly the transformational economic opportunities and town centres); and how the available resources should be prioritised.

4 Delivery partners will identify the cultural investments that are essential to their economic development plans; and will work with the national cultural agencies to plan investment in the Thames Gateway to create a better cultural offer.

5 The Department, the Regional Development Agencies and UK Trade and Investment will co-ordinate a clear pan-Gateway approach to inward investment.

Providing opportunities for all: skills and worklessness

6 The Department for Communities and Local Government, the Department for Education and Skills, the Learning and Skills Council, the Higher Education Funding Council for England, and Thames Gateway Further and Higher Education Action Group will focus available resources on how best to: extend Train to Gain; develop a Gateway Guarantee of Assured Progression; provide a better integrated Information, Advice and Guidance service; expand Further and Higher education provision to meet evidenced demand, and, with the Regional Development Agencies, support the development of skills academies. This will give people more opportunities to improve their skills so they can get access to the new and better jobs in the Gateway.

7 Thames Gateway Strategic Partnership will invite the East London City Strategy Pilot to advise them on progress in reducing worklessness in London and will take account of the proposals from the London Employment and Skills Taskforce so they can consider how these initiatives, if extended to the Gateway as a whole, could supplement established local employment initiatives to help reduce worklessness in the Kent and Essex Gateways.

8 Communities and Local Government and the Academy for Sustainable Communities will explore with the universities in the Gateway the potential to establish a new Thames Gateway School of Urban Renaissance, to increase the supply of skilled regeneration professionals.

Transforming the environment

9 We will prepare a Parklands Framework and Delivery Plan to show how existing strategies, schemes now underway, and new proposals can create a new landscape to live in sustainably. We will consider how all sources of funding can best be prioritised.

10 Based on the results from the Feasibility Study, the Department and Thames Gateway Strategic Partnership will define the policies and actions needed to ensure the Gateway makes progress towards being a zero carbon region for all development, existing as well as new. The region will be a testbed for action on climate change, acting as a national exemplar both for its new developments and the existing building stock.

11 The Department for Communities and Local Government, the Department for Environment, Food and Rural Affairs and the Environment Agency will jointly undertake a feasibility study on water demand management to establish the feasibility, cost and timing of reducing the impact of new demand for water in the Gateway.

12 The Department will investigate with the Environment Agency whether it is feasible to make the Gateway a 'zero construction waste zone' and, if so, what policies and action would be needed to put it into practice.

13 The Department and Thames Gateway Strategic Partnership will examine the emerging findings from the Environment Agency's Thames Estuary 2100 project, consider the impact on the plans in the Policy Framework and ensure that the final Thames Gateway Plan has clear actions to improve the management of flood risk and safeguard new and existing developments for the future.

14 The Department will work with Department of Trade and Industry and the Department for Environment, Food and Rural Affairs to develop a new innovation platform and, if successful, will use the outcomes of the work to inform the implementation of actions following from the low/zero carbon and water demand studies.

Building homes in mixed communities

15 Thames Gateway Strategic Partnership will consider how to accelerate housing completions across the Gateway so as to reach the total of 160,000.

16 Following the publication of Planning Policy Statement 3, Thames Gateway Strategic Partnership will consider how it can be applied in the Gateway in a way that helps to build mixed communities to support our economic and social ambitions.

17 When the outcome of Spending Review 07 is known, delivery partners will procure with the Department a Gateway-wide affordable housing plan that shows how the new homes to be provided will fit with our aspirations to create mixed communities.

18 The Commission for Architecture and the Built Environment is producing a Future Guide for the Gateway that explains the value of a stronger identity for the Gateway and identifies the themes that delivery partners can use to create a sense of place that is unified but still respects distinctiveness.

19 Thames Gateway Strategic Partnership will develop a Gateway Design Pact that will be a commitment to specific actions to improve the quality of all new development.

20 The Commission for Architecture and the Built Environment will do repeat housing audits as an independent check of whether quality is improving. Our aim is that by 2010, no scheme will be assessed as 'poor', and that at least 50 per cent of schemes will be 'good' or 'very good', with that rising to 100 per cent by 2015.

Living in the Gateway

21 The Department will fund practical help for Local Strategic Partners in the Gateway who want further assistance to make sure that planned developments make a positive contribution to building cohesive communities.

22 The Department will work with partners to prepare plans that show what kind of social infrastructure is needed to serve existing and new residents and that will be the basis for making investment decisions.

23 The Department, other government departments and the Government Offices will work out how funding streams for new social infrastructure can work together to deliver integrated services for residents ensuring that they are in place in time for new developments.

24 The Group developing practical ways of capturing the benefit of the 2012 Games for the Gateway will advise Thames Gateway Strategic Partnership on how to promote active lifestyle, *Getting Fit for 2012*, as a way of improving health and bringing communities together.

25 The Department and Government Offices will expect Gateway authorities to include in the Local Area Agreements priority targets for reducing inequalities and social exclusion.

Investing in transport infrastructure

26 The Department for Communities and Local Government, Department for Transport, and relevant agencies and local partners will determine a timetable for works to Junction 30 of the M25 that will improve access to Thurrock and wider South Essex and make planned developments possible.

27 Thames Gateway Strategic Partnership's Transport Advisory Sub Group will report quarterly to Thames Gateway Strategic Partnership, the Department for Communities and Local Government and Department for Transport on future Gateway transport investment priorities, ensuring that proposals are assessed consistently and are related to the plans in this Framework.

28 Subject to a suitable business case, the Government will accept those schemes identified by the Transport Advisory Sub Group and endorsed by Thames Gateway Strategic Partnership; and will allocate spending accordingly, as and when funding becomes available.

Delivering regeneration and growth

29 The Department for Communities and Local Government and Thames Gateway Strategic Partnership will complete a joint review of delivery arrangements to ensure that they are strong and effective.

30 When the outcome of the 2007 Comprehensive Spending Review is known, the Department and each delivery partner will complete their detailed costed delivery programme. The first version of these will be produced alongside the final Thames Gateway Plan and will from then on be the basis for monitoring and reporting on progress.”

APPENDIX FOUR

Three case studies of local development in the Thames Gateway

These three case studies of local development in the Thames Gateway are designed to illustrate how the overall programme management of the Thames Gateway is affecting local delivery and how the Department can help local partners to bring about their shared vision for the region. We have not made any assessment of whether each is value for money as an individual project.

The case studies are based on our interviews with local bodies and the workshops we hosted in each area, bringing selected stakeholders together to discuss how the overall Thames Gateway programme was helping to overcome local obstacles to delivery.

We chose the Barking Riverside, Ebbsfleet Valley, and Purfleet regeneration and development projects because they are large flagship projects that are very different in scope and context. Each is in a different English Region with a different local government structure. Each has a different heritage and context, and is being delivered through different forms of delivery agency.



Barking Riverside

Key facts



Location

- 350 acres/150ha south of Barking's town centre fronting 2km of the River Thames

Housing target

- 10,800 mixed tenure homes for 26,000 people, 30 per cent to be at least three bed homes and 41 per cent of habitable rooms to be affordable housing

Job target

- 1,500–2,500 new jobs
- 19,700 sq.m retail space and 12,000 sq.m commercial space

Planned transport links

- Docklands Light Railway extension from Beckton to Dagenham Dock
- East London Transit to Barking Town Centre
- A13/Renwick Road improvements

Other planned infrastructure

- At least three primary schools
- One secondary school
- GP surgeries and other health care
- Ecology Park
- Three Neighbourhood centres

Existing community

- 900 homes on Barking Riverside site
- 163,944 residents in Barking and Dagenham Council (2001)

Timescale

- 20–25 years
- Marketing of site scheduled to begin Spring 2008

Barking Riverside is an area abandoned by industry with potential for development, but with high land remediation costs

1 The Barking Riverside site (previously known as Barking Reach) is one of the largest brownfield development sites in London: 179 hectares of land with a two kilometre river frontage along the north bank of the Thames. The area was home to three power stations and a landfill site until the early 1990's. It is now mostly abandoned waste land with huge development potential. It commands a long stretch of the river and is south of Barking town centre.

2 Bellway Homes acquired the site from National Power in 1994. They hoped to develop the site as a series of traditional low cost housing developments extending the residential area around Barking town centre towards the river.

3 The site requires extensive land clearance and remediation to make the area suitable for residential development. It also requires large scale diversion of utilities. The costs of site preparation are estimated at approximately £350 million.

4 The residential land values in Barking and Dagenham are the lowest in Greater London and can be seen as an opportunity to provide market affordability. But low land values and high costs of site preparation provides a relatively low return on investment. Bellway Homes viewed it as too high a level of financial risk to develop the site without public sector grant funding to help with the remediation costs.

5 Bellway built 900 new homes on the site between 1995 and 2000 using grant funding from English Partnerships. But little social or transport infrastructure was provided to serve these low cost homes, and the scheme has been criticised for having a low quality of design, being entirely car-based, cut off from the town centre with poor pedestrian access and a single access road, and for not providing any additional public services for the new population.

Bringing the public and private sector together allows longer term planning

6 Bellway Homes, English Partnerships and Barking and Dagenham Borough Council wanted to achieve more on the Barking Riverside site than they would be able to if it continued to be developed in a low quality and piecemeal manner. They saw the potential in the large scale of the site to deliver a higher quality development than previously seen in Barking, that would have its own public services and its own feel and character.

7 To achieve their higher aspirations for the site, they wanted to establish longer term funding, closer partnership between the developer and the public sector, and master planning for the whole site. By planning the whole site and factoring in the costs and revenues of all the development, economies of scale could be achieved and they could design a better physical environment.

8 In 2004 Bellway Homes and English Partnerships established Barking Riverside Ltd as a joint venture. English Partnerships own 49 per cent of the company and Bellway Homes own 51 per cent. The estimated total investment needed is £350 million, of which approximately £35 million has been spent to date. Each shareholder will contribute their share of this investment in proportion to their shareholding, so the taxpayer will hold 49 per cent of the gain or loss.

9 The joint venture arrangement brings benefits to both sides. English Partnerships:

- is able to contribute to the planning of the site over a 15 to 20 year period, instead of on the basis of each stage's funding application;
- shares in any eventual profit from their initial investment;
- can more closely influence build and design quality of the overall development; and
- ensure the development fits with the Government's overall aspirations for the Thames Gateway.

For Bellway Homes, the relationship with English Partnerships has:

- shared the risk of the project, so that Bellway feels able to take on such a large project;
- provided more certainty on the amount of public funding available for remediation costs over the whole development instead of each stage of development;
- helped blend skills and increase the focus on achieving the planning objectives in a positive way;

- provided access to regeneration expertise; and
- provided stronger liaison with public infrastructure providers and planners.

There are many local public bodies involved in the planning process

10 Barking Riverside Ltd is producing the Master Plan for the new community. The plans call for 10,800 new homes with a range of community and leisure facilities, and new transport links. The housing density will vary from 40 to 230 per hectare. 41 per cent will be affordable housing.

11 The development is planned around three interconnected areas: Riverside Quarter, with high density apartment blocks up to 20 storeys overlooking the river, and Eastern and Western Quarters containing larger family homes, which are in particular demand locally.

12 The outline planning application for 10,800 homes was lodged with the Local Authority in December 2004. It met the requirements of Barking and Dagenham's Local Plan. But this Local Plan has not been updated since 1996 and the outline planning application did not conform to the Greater London Authority's London Plan (the Regional Spatial Strategy) on issues such as sustainability and density. The Greater London Authority used its powers to hold up planning permission until the application was improved.

13 Multi-party discussions between Barking Riverside Ltd., the Greater London Authority and the Barking and Dagenham Borough Council negotiated changes needed to the planning application to make it conform with the Regional Spatial Strategy. A Section 106 planning gain agreement was negotiated between Barking Riverside Ltd, the London Borough of Barking and Dagenham, London Thames Gateway Development Corporation, Transport for London and the Docklands Light Railway. Formal outline planning permission is expected to be confirmed in May 2007.

14 The London Thames Gateway Development Corporation (London Development Corporation) was established in 2004 but its planning powers came into force in 2005, after Barking Riverside outline planning application was lodged with the Local Authority. The London Development Corporation will be the planning authority for the detailed plans of each phase of development. The London Development Corporation is working with the Local Authority, so it can monitor progress and process subsequent applications.

Additional transport infrastructure will be needed to make the site work

15 One of the key constraints on further development is the need to provide adequate transport access as the development grows. With a single road leading to the site and no public transport provision, additional transport infrastructure is necessary to make development viable.

16 The planning permission agreed by the London Borough of Barking and Dagenham ensures development will only take place if public transport and road improvements are brought forward in line with occupations. The planning consent has key conditions including that no more than 1,500 homes will be built unless there is agreement to extend the Docklands Light Railway to the site.

17 Three main strands of improvements are being considered, but they have yet to receive approval:

- An extension to the Docklands Light Railway – a branch off from Beckton to Dagenham Dock could have three stops along the length of Barking Riverside.
- The introduction of the East London Transit – a segregated bus transport system would link the site to Barking Town Centre.
- General road improvements – an upgrade of the A13 and Renwick Road junction, the only road access to site, would increase its capacity to carry car traffic in and out of the site.

18 The costs of these transport improvements are estimated as £480 million, but so far only £25 million has been committed by the public sector and £35 million from Barking Riverside Ltd secured by the section 106 planning gain agreement.

Integrating the new development with existing communities will be vital to community cohesion

19 There has been some tension between communities in Barking and Dagenham over recent years, particularly around the issue of housing allocation policy. Black and other ethnic minority groups are estimated to increase from 15 per cent of the Borough's population in 2001 to 30 per cent by 2011.

20 The Barking Riverside development is likely to bring in further new residents with cultural backgrounds and incomes that differ from the current majority population of Barking. Local partners told us that they viewed the managed integration of the planned new development with the existing community as very important.

21 It is hoped that the Barking Riverside development will help to bring communities together with new transport connexions that are currently isolated by physical barriers such as the A13. Barking and Dagenham Borough Council also hope their participation in the Decent Homes programme will improve the affordable housing across the Borough and help resolve some of the housing policy tensions.

22 Community engagement on the plans for Barking Riverside may also help persuade local residents that the development can bring benefits for the existing community. So far it has included the circulation of pre-planning newsletters, an exhibition of the proposed plans in Barking shopping centre, and dialogue with the existing communities in the Bellway Homes development south of the A13.

Timeline

1994	Bellway Homes acquires Barking Riverside site from National Power
1995-2000	Bellway Homes builds 900 homes on site
2004	Joint Venture signed between English Partnerships and Bellway Homes to form Barking Riverside Ltd Outline planning permission lodged London Thames Gateway Development Company established
2005	London Thames Gateway Development Company receives planning powers
2006	Outline planning permission granted by Barking and Dagenham Local Authority
The Future	
2010	2,000 homes, new local centre, local primary school, East London Transit linking Barking Riverside to Barking town centre, access to river
2010-15	5,000 homes, second primary school, East London Transit extended to Dagenham Dock
2015-20	7,800 homes, business hub completed, secondary school, cycle/pedestrian routes, Docklands Light Railway commissioned and first station opened
2020-25	10,800 homes completed, Riverfront centre complete, new shops, restaurants and pubs open

Key partners

Organisation

Barking Riverside Ltd

English Partnerships

Bellway Homes

London Borough of Barking and Dagenham

Department for Communities and Local Government

Transport for London

London Thames Gateway Development Corporation

Greater London Authority

Main responsibilities

- Plans the overall design of the development
- Funding vehicle for the site

- Public investment in Barking Riverside Ltd
- Sponsor Barking Riverside Ltd

- Plans the overall design of the development
- Funds development
- Will build up to 50 per cent of the homes

- Consider outline planning application

- Funds aspects of development
- Supports local partners
- Interfaces with other government departments

- Funding for major transport improvements

- Will consider future detailed planning applications

- Considers all planning permissions compatible with the London Plan

Ebbsfleet Valley

Key facts



Location

- Two sites make up Ebbsfleet Valley: Ebbsfleet and Eastern Quarry, covering 418 hectares across Dartford and Gravesham districts

Housing target

- 10,000 new homes

Job target

- 20,000 new jobs

Planned transport links

- Fastrack
- Channel Tunnel Rail Link international & domestic station
- A2 widening/improvements

Other planned infrastructure

- Surgeries for up to 13 GPs
- One Secondary School, five primary schools, one Community Centre and Library
- Five community halls, one sports centre, three places of worship, 18 sports pitches

Existing community

- Site borders communities of Swanscombe, Greenhithe and Northfleet

Timescale

- 20–25 years

The Channel Tunnel Rail Link brings the opportunity to develop Ebbsfleet Valley

1 Ebbsfleet Valley is in North Kent between the towns of Dartford and Gravesend. The valley comprises two main sites: the land around the new Ebbsfleet International Station and Eastern Quarry. The Valley is bordered by the communities of Swanscombe and Northfleet, the A2 and the Bluewater shopping centre.

2 The route of the Channel Tunnel Rail Link was established in the early 1990s in part with the aim of bringing regeneration to the areas around the new international stations at St Pancras, Stratford and Ebbsfleet. The Department for Transport estimated the regeneration would bring £450 million worth of regeneration across these sites. The Channel Tunnel Rail Link and the Ebbsfleet station were developed by London Continental Railways, a government backed private company.

3 International services from Ebbsfleet station to Paris, Lille and Brussels will start from late 2007. Journey times to Paris will be less than two hours. From 2009 there will be domestic services with 17 minutes journey time to St Pancras.

4 There is significant development potential around the station at Ebbsfleet and also in Eastern Quarry which lies to the east of Bluewater. The two sites are contiguous and are often treated as one project known as Ebbsfleet Valley. In 2001 the previous owners, Blue Circle, sold the freehold ownership of the majority of Eastern Quarry to Land Securities Group PLC subject to a leaseback to continue quarrying and entered into a 50/50 joint venture with Land Securities in respect of the land at Ebbsfleet. There are also other ownerships including National Grid Property Holdings, who own land adjoining the south east part of Eastern Quarry.

5 The use of Eastern Quarry for chalk extraction will cease in 2008 at the time that the lease between Land Securities and Lafarge Cement UK expires. Land Securities has already taken back part of the Quarry and has started work on the land formation works needed to create the first development platforms.

6 Since 2001 Land Securities has invested over £80 million on land acquisition infrastructure, land formation and planning. This expenditure has been at risk without having secured a planning permission for the Eastern Quarry element of the site.

7 Ebbsfleet Valley is expected to deliver a major commercial hub around Ebbsfleet International station and up to 10,000 homes in a series of urban villages.

The public and private sector are working to promote Ebbsfleet Valley through an unincorporated partnership

8 The Kent Thameside Association was set up in 1993 to represent the major public and private sector interests in the area. It developed a shared vision for the sustainable development of the area based around public transport, with Fastrack bus-based transit system at its heart. This vision was incorporated into local statutory plans and published as an Integrated Land Use and Transport Strategy in 1999.

9 The Kent Thameside Association was replaced in 2003 by the Kent Thameside Delivery Board, an informal partnership between Land Securities, London Continental Railways, Dartford Borough Council, Gravesham Borough Council, Kent County Council, English Partnerships, the Housing Corporation, and the South East England Development Agency.

10 The Delivery Board seeks to bring the appropriate public and private stakeholders together to bring about the regeneration and development of the area around Dartford and Gravesham. The Delivery Board provides a discussion forum for the partners, promotes development in the area and has staff who project manage and co-ordinate regeneration projects. Its costs are mostly funded by the Department for Communities and Local Government. Ebbsfleet Valley is the largest project the Delivery Board promotes.

11 The regeneration and development of Ebbsfleet Valley differs from both Barking Riverside and Purfleet in that no formal vehicle has been established to promote the public sector interest in the development. Because the sites belong to a relatively small number of owners each wanting to develop the site, no land assembly is required. Although the sites require extensive investment in

infrastructure, the private developers view the economies of scale combined with the potential from the new international station to be such that they can cover the costs of infrastructure from their expected revenue.

12 However the private developers still seek to enter into partnership with the public sector. By working together the private developers reduce risks and better engage public partners who will need to provide services to the site, whilst the public bodies can achieve greater influence over the development to ensure it fits with the Local Authorities' and Government's aspirations for the Thames Gateway.

13 The Delivery Board also provides a mechanism for coordinating the two Local Authority Boroughs. The boundary between the local planning authorities runs down the middle of the Ebbsfleet Valley area, with 80 per cent of the valley in Dartford and 20 per cent in Gravesham. However both Local Authorities have an interest in ensuring that the development as a whole meets the objectives of their statutory plans and that the necessary supporting infrastructure is brought forward in a co-ordinated way.

Provision of local transport infrastructure is delaying planning decisions

14 Separate outline planning applications were submitted for Ebbsfleet and Eastern Quarry.

15 The planning application for the developments immediately around Ebbsfleet station for up to 789,960 sq metres was submitted in January 1996 and was approved in November 2002. The station and its car parking are nearly complete and work has started on the first phase of the residential development. No commercial development has yet started.

16 Separate planning applications were submitted for Eastern Quarry for up to 882,900 sq metres on January 2003 and December 2003, by Land Securities and March 2005 by National Grid. It has been agreed that Land Securities will fund the infrastructure for Eastern Quarry including a health centre, secondary school, primary schools and a community centre. It is anticipated that Land Securities will contribute towards transport infrastructure, but there has been difficulty in reaching agreement due to ongoing discussions with the Highways Agency about the required package of transport measures and the extent to which the development should fund this.

17 Dartford Borough Council agreed in principle in July 2005 to grant planning permission to Land Securities once the transport arrangements had been agreed.

18 Much of the proposed development is to be built in old quarries. The major roads through the area are ‘chalk spines’ with quarries on both sides so they are very difficult to significantly widen and new roads are hard to create, although the main road through the area, the A2, is currently being widened from three to four lanes. The proposed developments are being designed as sustainable communities with access to public transport and railway services, but they are expected to generate traffic, a proportion of which will use the A2.

19 The Highways Agency is concerned that the 30,000 new homes planned for Kent Thameside (including Ebbsfleet Valley and surrounding developments) will overload the A2’s capacity, and has objected to major planning applications being given permission until a solution to this problem is identified. The Highways Agency has powers of direction over planning applications which if invoked could trigger a public inquiry or lead to a direction of refusal. The Highways Agency’s remit requires them to protect the strategic road network from congestion. This has resulted in the Eastern Quarry Planning application remaining undetermined.

20 Since July 2006 the public sector partners have been working together to agree a package of measures and funding to enable the transport impacts of this and other Kent Thameside developments to be managed and absorbed. This would include a sustainable mix of traffic management, public transport and some road improvement. Transport modelling was commissioned by the Delivery Board to show the local effects of new development on transport infrastructure, and other work has been commissioned to cost the package and identify funding options.

21 The measures include the further development of the Fastrack bus service to promote public transport use. Buses run on dedicated routes and have priority over other traffic. The Delivery Board wants them to operate as closely to a tram as possible, with all the perceived benefits of reliability and prestige but at a lower cost and greater flexibility.

22 Fastrack was a central feature of the Kent Thameside Integrated Land Use and Transport Strategy. Its development has been coordinated by the Delivery Board. The first phase was funded by central government, and subsequent phases will be funded by developers. The next phase will come later in 2007 when the developers of the nearby Bridge site will extend the route.

23 However the Highways Agency has yet to withdraw its objection to the plans for Eastern Quarry and despite the Local Authorities agreement in principle to the development, planning permission has not been granted. The proposal to resolve the issue is now being considered by Ministers.

The challenge for Ebbsfleet Valley is establishing itself as a new destination for people to live and work

24 The land around Ebbsfleet International Station will contain 575,000 square metres of office accommodation, equivalent to six of Norman Foster’s Gherkin at 21 St Mary’s Axe. This will be enough to accommodate 20,000 jobs. The developers hope they can sell or let the office accommodation to companies seeking to take advantage of high specification accommodation with the high speed train link and lower rents than central London.

25 However, Ebbsfleet Valley must compete with the other major office accommodation hubs in the Thames Gateway, including Canary Wharf (with its capacity for a further 120,000 jobs), Stratford (with its international railway station and new Olympic park), and Greenwich Peninsula (well situated between Canary Wharf and Greenwich town centre).

26 Although Land Securities believe it is too early to find occupiers for its Ebbsfleet Valley buildings, it is relying on the overall Thames Gateway programme being enough of a success to sustain demand for office accommodation for all the commercial hubs. A great deal of this will be determined by the economic growth of London and the Greater South East, but it will also be determined by investors wanting to invest in the Thames Gateway. For this reason, the Delivery Board are keen to see increased promotion of the region by the Department.

The developers are working with the Environment Agency and others to manage the Ebbsfleet environment

27 The Kent Thameside Delivery Board has carried out a Strategic Flood Risk Assessment with its partners and the Environment Agency. Parts of the Ebbsfleet site at the northern end are at risk from tidal flooding. Elsewhere, the issue is storing storm water in the event of tidal lock and preventing pollution.

28 The Environment Agency and the developers have worked together to find a solution and plan to install a new drainage system which will prevent the storm water from building up in the Valley.

29 The Delivery Board and Land Securities have invited utility providers to consider how best to provide services to the Valley. Thames Water and EDF Energy have formed a joint venture to deliver electricity, gas, water and sewerage to Ebbsfleet Valley. They have agreed with Land Securities to install and operate services for the site for 40 years.

Timeline

- 1993** Kent Thameside Association established
- 1996** Outline planning application for Ebbsfleet submitted
- 1999** Eastern Quarry pre-application discussions begin
- 2002** Ebbsfleet planning application approved
- 2003** Kent Thameside Delivery Board established and replaced Kent Thameside Association.
Initial outline application for Eastern Quarry submitted
- 2005** Duplicate outline application for Eastern Quarry submitted
- 2006** Ebbsfleet Channel Tunnel Rail Link station completed
Land Securities appoint Countryside Properties as partners in a joint venture to deliver the first phase of Springhead quarter in Eastern Quarry
Multi-utility provision agreement signed with Thames Water and EDF Energy forming joint venture to deliver electricity, gas, water and sewerage to Ebbsfleet Valley

The Future

- 2007** Channel Tunnel Rail Link international services due to begin
- 2009** Channel Tunnel Rail Link domestic services due to begin

Key Partners

Organisation

Main responsibilities

Gravesham Borough Council	<ul style="list-style-type: none"> ■ Statutory Planning ■ Development Briefs ■ Considers all planning applications for Ebbsfleet (with Dartford)
Dartford Borough Council	<ul style="list-style-type: none"> ■ Statutory Planning ■ Development Briefs ■ Considers all planning applications for Ebbsfleet (with Gravesham) and Eastern Quarry
Kent County Council	<ul style="list-style-type: none"> ■ Highways Authority ■ Funding of transport infrastructure ■ Funding of other community infrastructure
Land Securities	<ul style="list-style-type: none"> ■ Plans the overall design of the development ■ Owns land ■ Funds development
Kent Thameside	<ul style="list-style-type: none"> ■ Co-ordinates private and public sector partners ■ Manages Fastrack project
Highways Agency	<ul style="list-style-type: none"> ■ Funding for major transport improvements ■ Manages trunk road network ■ Statutory consultee on planning applications
Department for Communities and Local Government	<ul style="list-style-type: none"> ■ Overall policy and planning for the Thames Gateway ■ Funds aspects of development ■ Supports local partners ■ Liaises with other government departments

Purfleet

Key facts



Location

- Situated in South West Essex, within the Borough of Thurrock

Housing Targets

- 2,400 new homes

Job Targets

- 1,000 new jobs

Business plans

- Improving the quality and availability of office and commercial space and facilities for the distribution sector
- Relocation of some riverside businesses to a bespoke business park to the north of Purfleet and/or to established industrial areas in West Thurrock

Transport plans

- New link road through Botany Quarry connecting London road with the Purfleet Bypass
- New roundabout serving Stonehouse Corner
- Improvements to stations and platforms to accommodate 12 carriage trains
- Improvements in bus services
- New access to the Purfleet water front

Planned Infrastructure

- A new neighbourhood centre adjacent to the railway station
- New retail provision serving the neighbourhood centre
- New primary schools
- Health and social care facilities
- A new production campus and national academy serving the creative industries and performing arts
- New community facilities including improved access to training
- Improving the quality of existing open spaces within Purfleet and providing a network of linked open spaces throughout Purfleet

Places of interest

- Aveley Marshes Site of Special Scientific Interest (SSSI), home to the RSPB Education and Visitor Centre
- Listed buildings at the Garrison Estate and at High House including a scheduled ancient monument

Population

- 4,500–5,000 people. This is set to increase to 12,000 by 2020.

Purfleet is a small riverside settlement in need of regeneration

1 Purfleet, in Thurrock, stretches between the M25 and the Aveley Marshes, and is bordered to the South by the River Thames and to the North by the Mar Dyke.

2 Purfleet has about 4,500 residents. Much of the existing development was built in the 1930s around the railway station on the Tilbury Loop with good access to the main Fenchurch Street to Southend line. The town stretches along the A1090 (“London Road”) which also serves the heavy industry on the river front.

3 Its physical environment is poor and does not use the potential of its surroundings. Purfleet does not have a town centre with an established sense of place, dedicated pedestrian areas, and community and retail facilities. Residential areas are interspersed with industrial areas. The waterfront is mostly dominated by heavy industry and residents have limited access to the numerous natural wildlife sites in the area.

4 Purfleet’s economy is changing. Much of the heavy and extraction industry is in decline with a number of companies closing their local operations in the last decade. This has resulted in job losses but has also created opportunities to change the land use. Around 40 per cent of Purfleet land has been abandoned by its industrial use, or threatens to be abandoned in the near future. But new companies are also moving in, especially in retail and logistics, taking advantage of Purfleet’s proximity to the M25 and the Dartford crossing.

5 Regenerating Purfleet is complicated because the ownership of the land is fragmented, new development opportunities are infrequent and there is little public realm capable of defining the feel and character of the place. Thurrock Council was unable to shape Purfleet through planning control because developers were focusing on relatively small sites on the edge of the town that failed to deliver any regeneration impact. Providing transformational regeneration of Purfleet requires comprehensive land assembly: acquiring the various plots of land to create a large and strategically important mixed use development.

An Urban Development Corporation was set up to focus on regeneration

6 The Thurrock Thames Gateway Development Corporation (Development Corporation) was established in 2003 to provide transformational regeneration and development of Thurrock, including Purfleet. Thurrock Unitary Authority requested an Urban Development Corporation because as a small Unitary Authority they recognised they could benefit from additional capacity, expertise and momentum in their regeneration effort. The Development Corporation acts as the Local Regeneration Partnership. The Development Corporation adopts some of the key regeneration powers that would otherwise belong to the Local Authority including:

- **Development control for large planning applications.** The Development Corporation assumed its planning jurisdiction in October 2005 and is the planning and development control authority for strategic planning applications. The Development Corporation has a Service Level Agreement with Thurrock Council to deal with the administration and processing of planning applications, but reports and decisions on large applications are made by the Development Corporation and small applications are decided by Thurrock Council. Control over major planning applications allows the Development Corporation to ensure that new developments in Thurrock align with the Government’s policies as well as with the Development Corporation’s planning policy for the regeneration of the area.

- **Ability to apply to the Secretary of State for Compulsory Purchase Orders.** These orders can allow the Development Corporation to assemble strategic sites large enough to be transformational and to support the provision of new infrastructure and public realm. But the Development Corporation must provide compensation to land owners at the market rate for the land (less any premium on the market rate for the expected regeneration effects).

- **A capital expenditure programme.** The Development Corporation receives grant in aid from the Department as part of the Growth Area Fund. This funding can be used to acquire and remediate land and provide funding for individual projects.

7 The establishment of the Urban Development Corporation has been slow. From inception in 2003, planning powers were not granted until late 2005 and the amount of funding available was severely limited in its first three reporting years (Figure 28). The original life span of the Development Corporation was seven years (up to 2010). At the end of 2006, the Department consulted on the extension of the Development Corporation’s lifespan from seven to ten years and it now has a lifespan up to 2014.

8 The Development Corporation had an annual budget of £32.5 million in 2006-07, including £3 million of administration expenditure. This was to cover their activities across all of Thurrock. This is insufficient to cover all the Development Corporation’s plans, which it estimates would cost £80 million for Purfleet over the period 2006-2010 and £200 million just for land assembly across all of Thurrock.

9 Unlike the London Docklands Development Corporation, the Development Corporation was not given surplus public sector land in its area, and has to buy the land it wants at market prices.

28 The Development Corporation’s expenditure

	2003-04 £ million	2004-05 £ million	2005-06 £ million	2006-07 £ million (provisional)
Admin	0.2	0.8	2.5	3
Programme	–	0.3	7.8	29.5

Source: Thurrock Thames Gateway Development Corporation’s annual accounts

The Development Corporation has set out its plans for Purfleet

10 The Development Corporation has completed and adapted a Regeneration Framework and Spatial Plan for Thurrock and also supporting Master Plans for Purfleet, Grays Town Centre and Lakeside/West Thurrock. The Purfleet Master Plan is supported by an implementation plan containing details of the individual projects. Together these make up the Local Regeneration Framework requested by the Department in 2005.

11 But the Development Corporation's master plans are not the statutory plan against which the Development Corporation must assess planning applications. Instead the 1997 Borough Local Plan is the statutory plan. This sets out the local aspirations for spatial planning up to 2001 and was established both before Thurrock became a Unitary Authority and the establishment of the Development Corporation.

12 Thurrock Council's Local Development Framework is expected to replace the Borough Local Plan in 2009-10 as the statutory plan for the area. The Development Corporation will seek incorporation of their own non-statutory planning policy documents into the emerging Local Development Framework to achieve planning policy convergence. The Development Corporation, Thurrock Council and the Department are working on a way of achieving this.

13 In the meantime, because the Development Corporation's plans are not statutory documents, any planning determination made by the Corporation on the basis of the Development Corporation's non statutory policy plans is therefore potentially open to legal challenge to the Planning Inspectorate and the Secretary of State. But the Planning Inspectorate may recommend that the statutory documents be deemed material documents and can therefore be used to determine the planning application.

The Development Corporation is seeking ways of raising private finance

14 The Development Corporation is investigating ways of setting up innovative partnerships with private investors and developers, to supplement grant from the Department, and raise enough to fund their plans. The Development Corporation wants to contribute its public regeneration powers to a partnership with a private investor, in lieu of capital investment or publicly owned land:

- the Development Corporation would benefit from private investment to develop their plans for Purfleet, including funding to indemnify their Compulsory Purchase Order applications so they can begin land assembly; and
- the private developer would gain cost certainty from the Development Corporation's Compulsory Purchase Order and planning permission powers, and access to a larger development project in Purfleet than would otherwise be available.

15 The Development Corporation is currently consulting with the Department and HM Treasury on the early stage of their funding model proposals.

The Development Corporation is getting advice on environmental sustainability

16 The Development Corporation commissioned a Sustainability Appraisal Report in 2006 to look at the potential effects of the plans on the social, economic and environmental sustainability of Purfleet. The Report was broadly positive of the Purfleet plans, but highlighted the need to improve the environmental sustainability measures.

17 Despite its industrial heritage, Purfleet contains several areas of environmental importance including "Site of Special Scientific Interest" status for the Aveley Marshes, the Purfleet Chalk Pits, and the Esso Playing Fields. The master plan originally proposed development on the Esso Playing Fields, but the Sustainability Appraisal Report advised against this on bio-diversity grounds.

18 Much of Purfleet is within the tidal flood plain, especially where quarrying has reduced the land levels. The Environment Agency have conducted a full Strategic Flood Risk Assessment for Purfleet, commissioned by the Thames Gateway South Essex Partnership (the sub-regional partnership sponsored by the East of England Development Agency) and funded by the Department.

Timeline

- 2003** Thurrock Thames Gateway Development Corporation established
- 2005** Development Controls and Planning Powers within the Thurrock Council Area passed to Thurrock Thames Gateway Development Corporation
 Regeneration Framework for Thurrock published
 Purfleet Master plan published
- 2006** The Department of Communities and Local Government consulted on the extension of the Corporation’s lifespan from 7 years to 10 years. Decision expected in 2007
 New RSPB Rainham Marshes Environment and Education Centre opened
 In late 2006, the Development Corporation commissioned Urban Initiatives to prepare a Development Brief for Purfleet Centre.
- 2007** In order to provide a centre for Purfleet and to deliver 2,400 houses, 1,000 new jobs and associated infrastructure, the Corporation began the process of seeking approval from the Department of Communities and Local Government and the Treasury to create a joint venture with a private sector partner to bridge the funding gap.

Key partners

Organisation

Main responsibilities

Thurrock Council	<ul style="list-style-type: none"> ■ Considers non-strategic, non-waterfront planning permissions for Purfleet ■ Other key matters such as highways and non-tertiary education
Thurrock Local Strategic Partnership	<ul style="list-style-type: none"> ■ Aims to bring together leaders of strategic organisations and representative networks in Thurrock ■ Works for the benefit of Thurrock’s businesses and citizens to shape the Thurrock vision and the Community Strategy
South West Essex Primary Care Trust	<ul style="list-style-type: none"> ■ Works with Health practitioners in Thurrock such as GPs, Nurses, Dentists, Opticians, Pharmacists to promote adequate levels of NHS healthcare in Thurrock
Port of Tilbury	<ul style="list-style-type: none"> ■ Provides high levels of handling and logistics-related services to customers who are looking for solutions to move goods
Learning and Skills Council	<ul style="list-style-type: none"> ■ Increases participation in higher education and raises awareness of local opportunities to study at this level ■ Develops learning and skills provision to meet the needs of learners, businesses and communities throughout Thurrock
FE and HE Institutions	<ul style="list-style-type: none"> ■ Develops pathways for progression in further and higher education
Thames Gateway South Essex Partnership	<ul style="list-style-type: none"> ■ Supports local partnerships with Thames Gateway South Essex
East of England Development Agency	<ul style="list-style-type: none"> ■ Provides funding and support for improving the regions economy and regeneration
Arts Council England	<ul style="list-style-type: none"> ■ Builds opportunities for growth in performing arts and creative industries
Communities and Local Government	<ul style="list-style-type: none"> ■ Funds aspects of development through GAF ■ Supports local partners ■ Interfaces with other government departments

APPENDIX FIVE

People and organisations consulted

Interviews with Local and Regional Partners

Organisation	Name	Position
Barking and Dagenham Council	Rob Whiteman	Chief Executive
Basildon Renaissance Partnership	Ian Butt	Director
Bexley Council	Peter Ellershaw	Director of Regeneration
Invest Bexley	Jane Richardson	Director
Castle Point Borough Council	David Marchant	Chief Executive
Dartford Borough Council	Graham Harris	Chief Executive
East of England Development Agency	Tony Bray	Head of Implementation
English Partnerships	Duncan Innes	Regional Director for London and the Thames Gateway
Essex County Council	Rachel Stoppard	Director for External Relations and Partnerships
Greater London Authority	David Lunts	Executive Director, Policy and Partnerships
Government Office for the East of England	Tim Freethy	Deputy Director
Government Office for London	Liz Meek	Chief Executive
Government Office for London	Ian Hughes	Head of East London Division
Government Office for the South East	Tony Howells	Regional Director
Gravesham Borough Council	Jim Wintour	Managing Director
Greenwich Council	Chris Roberts	Council Leader
Havering Council	Nigel Young	Regeneration Manager
Housing Corporation	Richard Hill	Director of Programmes
Kent County Council	Peter Gilroy	Chief Executive
Kent Thameside	Michael Ward	Chief Executive
London Development Agency	Tony Winterbottom	Executive Director
Lewisham Council	Malcolm Smith	Executive Director for Regeneration
London Thames Gateway Development Corporation	Peter Andrews	Chief Executive
Medway Council	Judith Armit	Chief Executive
Medway Renaissance Ltd	Brian Weddell	Director
Newham Council	Seema Manchanda	Head of Physical Regeneration
Renaissance Southend	Mike Lambert	Chief Executive
Rochford Council	Paul Warren	Chief Executive
South East of England Development Agency	Stephen Sadler	Project Director
Southend-on-Sea Council	Rob Tinlin	Chief Executive
Swale Borough Council	Mark Bilsborough	Chief Executive
Swale Forward	Greg Macdonald	Director
Thames Gateway Kent Partnership	David Liston-Jones	Chief Executive
Thames Gateway London Partnership	Eric Sorensen	Chief Executive
Thames Gateway South Essex Partnership	Mary Spence	Chief Executive
Thurrock Council	Bill Newman	Corporate Director
Thurrock Thames Gateway Development Corporation	Niall Lindsay	Chief Executive
Tower Hamlets Council	Emma Peters	Corporate Development Director
Woolwich Regeneration Agency	Neil Kirby	Director

Interviews with Other Government Departments and Executive Agencies

Organisation	Name	Position
Arts Council	Holly Donagh	Director of Resource Development and Marketing
Commission for Architecture and the Built Environment	Sarah Allan	Enabling Advisor
Countryside Agency	Terry Robinson	Director, Growth Areas
Department for Culture, Media and Sport	Dominic Tambling	Head of Regional Policy
Department for Education and Skills	Phillip Watson	Project Officer
Department for Transport	Julian Abel	Head of Growth Areas
Department for Environment, Food and Rural Affairs	Daryl Brown	Head of Growth Areas
Department of Trade and Industry	Andrew Steele	Co-director Regional Policy, Partnership, Transport and Planning
East of England International	Linda Carter	Head of Investor Development
English Heritage	Charles Wagner	Head of Planning and Regeneration Policy
Environment Agency	David Wardle	Thames Estuary Programme Executive Director
Higher Education Funding Council for England	Derek Hicks	Regional Consultant
Highways Agency	Mike Ford	Regional Manager
Learning and Skills Council	Jim Lewis	Thames Gateway Skills Director
Think London	Andrew Cooke	Chief Operating Officer
Transport for London	Pat Hayes	Director of Borough Partnerships
UK Trade and Investment	Janis Cammell	Head of Policy Coordination and Regional Unit
UK Trade and Investment	Denis Davies	Inward Investment Manager

Geographic Workshop Attendees

Barking Riverside	Ebbsfleet	Purfleet
Barking and Dagenham Council	Communities and Local Government	Environment Agency
Barking Riverside Ltd	Dartford Council	Highways Agency
Bellway Homes	Environment Agency	Thurrock Council
Communities and Local Government	Gravesham Council	Thurrock Thames Gateway Development Corporation
English Partnerships	Highways Agency	
Environment Agency	Kent Thameside Delivery Board	
London Development Agency	Land Securities	
London Thames Gateway Development Corporation	South East England Development Agency	
	Thames Gateway Kent Partnership	

Thematic Workshop Attendees

Barking and Dagenham Council	Greater London Authority	London Thames Gateway Forum
Campaign for the Protection of Rural England	Havering Council	Medway Council
Chartered Institute of Housing	Higher Education Funding Council of England	Medway Renaissance
Communities and Local Government	Housing Corporation	Oxford Brookes University
Department for Transport	Kent Thameside	Royal Society for the Protection of Birds
East of England Development Agency	Land Securities	Swale Forward
English Partnerships	Learning and Skills Council	Thames Gateway Kent Partnership
Environment Agency	London Thames Gateway Development Corporation	Thames Gateway London Partnership
Gravesham Council		University of East London
		Woolwich Regeneration Agency

GLOSSARY

4Ps	4Ps are local government's project delivery specialists. They work in partnership with all local authorities to secure funding and accelerate the development, procurement and implementation of PFI schemes, public private partnerships, complex projects and programmes.
Balanced Scorecard	A system for translating mission statements or strategies into objectives and measures to evaluate all the key aspects of an organisation's performance. A balanced scorecard is a commonly used method for assessing organisational or programme performance that allows multiple objectives to be simultaneously considered. Key performance indicators are selected and grouped by topic to cover all the major aspects of the programme.
Capital Investment	The initial outlay costs for building or purchasing property, land or infrastructure.
Critical Path Projects	Critical Path Projects are those that require most priority because they determine the overall timing of delivery of the programme. This is normally because they are essential to other projects that will be delivered later. The term derives from the project and programme management practice of setting out tasks in a schedule or chart with all the interdependencies shown.
Cross Rail	Proposed rail scheme aimed at connecting major London rail terminals, from Ebbfleet Channel Tunnel station in the East to Heathrow Airport in the West.
Design Champion	An individual responsible for promoting the delivery of quality design in the built environment. The Commission for Architecture and the Built Environment called for the creation of these champions within local and regional government and the private sector.
English Partnerships	The Government's national regeneration agency, with a remit to deliver high quality, sustainable growth in England sponsored by the Department for Trade and Industry.
Greater London Authority	Strategic governing body for London covering transport, policing, fire and emergency services, economic development, planning, culture and the environment, and headed by the Mayor of London.
Greening the Gateway	A non-statutory, pan-Gateway plan produced by a sub-group of the Thames Gateway Strategic Partnership. It includes a spatial map of green space investment, shows links between local green grids and gives the overall picture of how green space will be developed in the Gateway.

Growth Area Fund	A direct grant from the Department to public bodies across the Gateway, designed to accelerate the speed at which development and regeneration are delivered.
Land Assembly	The bringing together of consecutive areas of land under one owner to make their development economically viable, and allow large scale development and place making.
Land Remediation	Activities to improve the physical condition of land such as the removal of contaminated soil, required before many brownfield sites in the Thames Gateway are suitable for redevelopment
Local Development Framework	Detailed statutory land use plans currently being drawn up by Local Authorities, as required by the Planning and Compulsory Purchase Act 2004.
Local Regeneration Partnerships	Bodies providing additional spatial planning and project management capacity for Local Authorities in the Thames Gateway. They coordinate local stakeholders, and manage regeneration and development projects. Partnerships take various forms, and are funded directly by the Department.
Non-Departmental Public Body	Organisations that assist central government departments in the making or application of policies, particularly in areas where specific expertise and understanding is needed. In day-to-day decisions they are independent, though Ministers are ultimately responsible to Parliament for Non-Departmental Public Bodies.
Partnerships UK	A Public Private Partnership which provides advice and guidance on partnerships between the public and private sectors.
Planning Gain Supplement	A proposed mechanism for capturing a portion of the increase in land value that occurs when full planning permission is granted, currently being considered by HM Treasury.
Regional Assemblies	Unelected bodies made up of local authority members and other regional stakeholders, established in each of the eight English regions outside London. Among other roles they provide spatial planning at a regional level (Regional Spatial Plans) which gives guidance to Local Authorities on their local plans, and prepare schedules of infrastructure requirements for the region.
Regional Development Agency	Bodies responsible for coordinating economic development and regeneration in nine regions across England.
Regional Planning Guidance	Statutory planning documents which support Regional Spatial Strategies and provide more detail on specific sites. Local Development Frameworks must be compatible with this guidance.
Regional Spatial Strategies	Statutory planning documents which set out regional priorities for development, land use and investment, provide a regional interpretation of national guidance, and help coordinate the spatial planning of Local Authorities.
Revenue Funding	On-going spending needed to run services and maintain infrastructure.
Section 106	Section 106 agreements give local authorities powers to negotiate community benefits as part of the planning process, as provided for in the Town and Country Planning Act 1990 (substituted by the 1991 Planning and Compensation Act).

Shareholder Executive	The Executive is an operational group within the Department of Trade and Industry (the DTI). It is responsible for the management of shareholdings in government-owned businesses and also plays a role advising relevant shareholding Ministers on decisions.
SMART	A commonly used acronym to refer to good practice in target setting. They should be Specific, Measured, Achievable, Realistic and Timed.
Spatial Planning	A method of land use planning, bringing together and integrating policies for the development and use of land with other policies which can impact on land use.
Special Purpose Vehicles	Partnerships between the public and private sector established to carry out activities to meet specific objectives, housed in a separate legal entity such as a limited company.
Sustainability	Living in a way that attempts to provide the best outcomes for the human and natural environments both now and in the indefinite future.
Thames Gateway Strategic Partnership	A body which brings together stakeholders from across the Thames Gateway region and central government executive agencies, chaired by the Minister of State for Housing and Planning. It aims to provide leadership to the programme, steer and co-ordinate strategy and to unblock high-level blockages.
The Department	Communities and Local Government, the department of government responsible for leading the Thames Gateway programme, coordinating central and regional government investment and planning for the area, and sponsoring local delivery. Also refers to its predecessor departments.
Voluntary Sector	Voluntary, charitable and community organisations involved in the delivery of public services.
UK Trade and Investment	A government organisation that supports companies in the UK doing business internationally and overseas enterprises seeking to set up or expand in the UK.
Urban Development Corporation	Local Regeneration Partnership with development control powers. They may purchase and assemble land, and are funded by and report to the Department.
Whitehall	All central government departments and arm's length bodies.

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