



Thinking Ahead

Estate Regeneration: what you need to ask and when

Levitt Bernstein and GVA have collaborated to bring you this guide to estate renewal, which combines a generation of experience.

Together have the knowledge and expertise to balance design and financial opportunities and constraints in order to create high quality neighbourhoods, which are integrated into the life and fabric of our communities.

This guide distils the estate renewal process into three key stages, and raises the questions that need to be answered in order to deliver successful schemes.

Foreword

I am delighted to introduce this guide to estate renewal. Estate regeneration is an incredibly complex and often protracted process. The number of potential hurdles is almost immeasurable, yet the rewards, if successful, are enormous. There are social, financial and even health costs to poorly designed, constructed or maintained estates. It is well known that during the post-war boom, a number of estates were developed which placed insufficient consideration into these outcomes for residents.

Better designed estates, built with a holistic placemaking perspective, offer the opportunity to present good-quality homes, and more accessible community and commercial spaces where residents can thrive. They can provide material advantages to their residents through reduced fuel and long term maintenance costs. Improvements to the public realm and landscaping also ensure that the space we have can be accessed and enjoyed by more people.

But perhaps most importantly, estate renewal is simply a necessity if we want to address the severe shortage of housing in certain areas of the country. Existing estates present clear opportunities to densify while still improving the quality of homes and the surrounding landscape. Thousands of new homes are being planned or developed on existing estates, such as Peabody's enormous plans for Thamesmead. Given this necessity, it is no surprise that we are seeing greater government recognition of the importance of estate renewal.

This guide presents a clear, step-by-step introduction to estate renewal projects. It is useful for both experienced practitioners planning their strategy at the outset of a large project, as well as those who would like to learn more about the processes and challenges involved.



Lord Bob Kerslake
Chair, Peabody



Introduction

A core part of the UK's housing strategy following the Second World War, Local Authority estates have been a vital part of housing provision for over 50 years. How we shape homes, spaces and places for communities and families remains key to their success, as does the vital role they play in resolving the housing crisis facing the UK today.

Today's housing estates face wide ranging challenges, including social, economic, placemaking and physical stock issues, but the advantages of estate regeneration are plentiful. Not only are more, better quality homes provided for local people to live, work and thrive in their communities, but the wider environment benefits through enhancements to the public realm and landscape. The process of estate renewal itself also addresses many other issues related to people's quality of life, from access to amenities to crime prevention.

There is now a new impetus, together with new resources, behind estate renewal thanks to funding initiatives such as DCLG's 'Estate Regeneration National Strategy' and the Greater London Authority's 'Homes for Londoners' campaign. It is once again firmly back on the political, as well as the housing agenda.

With a generation of regeneration experience, GVA and Levitt Bernstein have worked alongside Local Authorities, Housing Associations, private developers, investors and communities to revitalise estates across the country. Our combined expertise has helped to create high quality neighbourhoods that are integrated into, and embraced by, local communities.

We have created this guide, capturing and building on this experience and best practice. Designed to supplement both the DCLG and GLA's guidance, we have combined our knowledge to help Local Authorities and Housing Associations through the three key stages of the estate renewal process: preparation, strategy and delivery. Taking each in turn, this guide can help at every step of the way, setting out the questions that need to be asked in order to deliver successful schemes.

Getting started



Getting started

Whilst enthusiasm and a desire to 'get on with it' can be powerful at the outset of a project, preparing well at an early stage will help to deliver more and better homes for local residents and ensure the long term success of an estate. The following key questions provide a solid foundation for the process.

Why are you looking at the estate?

For many Local Authorities (LAs) and Housing Associations (HAs), housing estates can be an opportunity to achieve wider objectives, including improving the welfare of residents. Social and economic performance can be bolstered and physical regeneration extended beyond the estate itself. Large housing estates can act as both a physical and social barrier to wider change at local and borough wide level, while smaller estates may present tactical opportunities to deliver more housing.

At the start of the process it is important to establish the principal reasons and main objectives for estate regeneration and, if appropriate, to identify why one particular estate is coming forward over another, with clear justification.

Are leaders on board?

It is imperative that key partners and stakeholders agree what the estate renewal should achieve. LA members and executive officers, together with development directors and board members of the HA where applicable, should be in agreement on the need for change. Bringing these parties together and focusing intentions will ensure everyone accepts the need for estate renewal.

Some decisions may not be politically popular and there may be a number of immediate challenges to overcome to achieve longer term benefits, which all parties need to be aware of and prepared for. Some key issues to agree on at the outset, which will allow further investigation of the estate's regeneration potential, are:

- What is the level of acceptable risk, return and control of the regeneration?
- Is it important to maintain or increase existing levels of affordable housing, or is it acceptable to reduce this to aid viability?
- Who will own the new affordable housing, the Local Authority or a Housing Association partner?

Do research findings support your intentions?

Every estate is unique! Housing officers and maintenance teams will have detailed knowledge about particular estates. It is important to use this knowledge to prepare a headline audit of housing stock condition; retail, employment and community uses; levels of right-to-buy penetration and the balance of resident leaseholders and freeholders.

Key policy factors around landscape, conservation areas and heritage designations should be identified, while social and economic issues need to be analysed. The impact on other services, such as community facilities, and whether they can be reprovided or improved as part of the renewal programme also needs to be fully understood. A summary position statement will bring together these different strands and provide focus on the key issues that the estate regeneration would address.



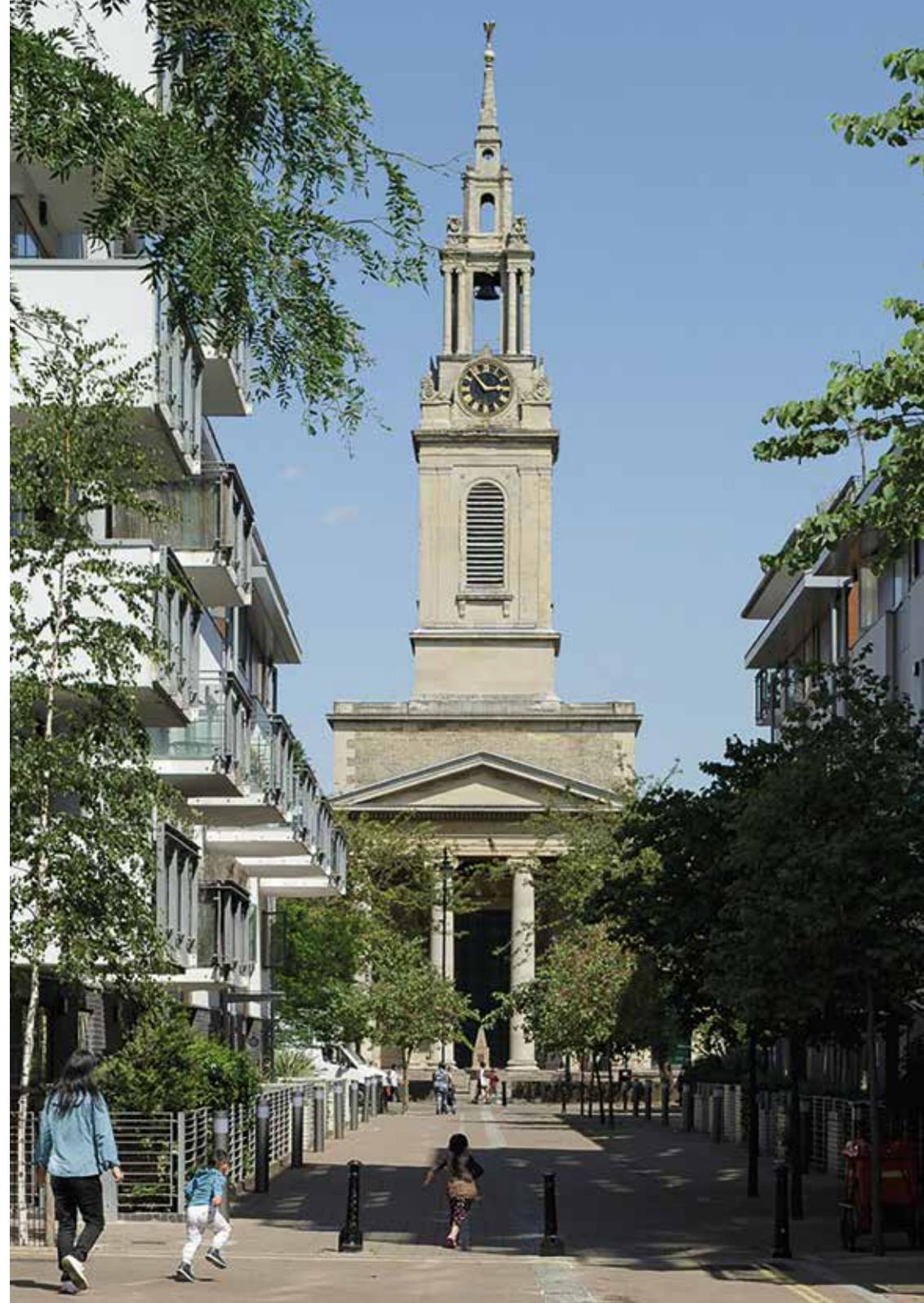
Heritage



Conservation areas



Landscape





Do you understand the market conditions?

Assessing the market is critical to defining the viability of a scheme and the appropriate delivery route. This is true at multiple levels with a range of stakeholders, including large scale investors, homebuilders, contractors, owner occupiers and private renters. The presence of investors locally, and the prices private renters will pay, are key indicators of viability. Looking at trends in neighbouring areas and the impact of new transport infrastructure or nearby regeneration schemes can also provide clues to potential values and viability.

Many outer London Boroughs and immediate suburbs are feeling the knock-on effects from the central London market. Crossrail and Underground extensions have an obvious impact on an area. The pipeline of private housing development or upgrades to a local shopping centre, bringing in new retailers or restaurants, will also be important factors.

In parts of the country where market conditions are less strong, it is just as important that viability is understood at the outset. A high level assessment of current market conditions and future prospects will provide essential benchmarks and indicate the potential for private sector investment.

Have you defined the housing potential?

A study into the housing development capacity should take place at an early stage. This may look at infill, targeted and comprehensive redevelopment options. The total housing numbers and the net gain can be outlined and set against existing housing, as well as the existing number of leaseholders – whether resident or absentee landlords. Again, these fundamental numbers will indicate the prospects for renewal and the appeal of the scheme to private sector partners.



Total housing numbers

Net gain

Is deliverability likely?

At this stage, a high level financial assessment or preliminary appraisal can suggest either the appeal to the private sector, the level of public sector investment required, or both.

Often an estate renewal process that needs to meet public sector objectives cannot be financed entirely by the private sector. This analysis will indicate the broad terms under which delivery can be achieved and also identify key delivery responsibilities of the Local Authority or Housing Associations. Any commitments made to residents will need to be fully costed at this stage, before community engagement starts in earnest.

What is the impact on the existing community?

There will be significant upheaval for existing residents during estate regeneration; both those who are re-housed early in the process and those who remain as part of later phased redevelopment. Construction will likely have a negative impact in terms of noise and air pollution, which could be further compounded by a temporary loss of local services and facilities. Planning appropriately and recognising these issues early in the process will be important to ensure local residents do not feel 'trapped' or 'left behind' on the estate. Both the cost of estate management through the process and the provision of meanwhile uses must be considered in detail and factored into any viability calculations.

Have you decided to proceed?

Preparing thoroughly by answering all of the above questions will help to determine whether to proceed to the strategy stage. **At this point, the fundamental reasons for estate regeneration should be known;** the potential scope of the development should be understood, and the viability and deliverability position should be clear. There will be multiple steps and questions from here on in, but a formal review and decision to proceed is recommended at this point. The process, scope of the next stages, roles and budgets, will all need to be considered and approved.

Have you assembled the right team?

Upon deciding to proceed, the appointment of a project champion with a long term view of the process will be essential to maintaining momentum and achieving delivery. Typically, effective project champions are senior leaders who have the capacity and skill-set to drive buy-in and support across the organisation and beyond. They will be able to take the long term, cross-team view necessary for delivery, and be able to build consensus across all parties. This is often likely to be a senior Local Authority officer or Housing Association official.

A multi-disciplinary client team will also be required. Initially, this may only be two or three people. Whatever the number, it is critical that the estate renewal project is their primary, if not sole, focus. They will draw in the expertise required; liaise across the rest of the organisation and become well-known to the estate community. It will be the job of this team to action and complete the following stages to realise the regeneration.

Making plans



Making plans

With a decision made and resources in place, the strategy can be evolved and agreed. The following questions set out the work streams critical to project delivery. These will require specialist and cross-disciplinary expertise, working in an iterative and creative process with the community and other stakeholders. The outcome will be an agreed strategy for the estate renewal as a whole.

How should the strategy masterplan progress?

An estate regeneration programme will need a masterplan or framework grounded in strong placemaking principles, with a clear vision of the place the renewed estate will become. This will define the development capacity, provide indicative design and technical solutions and should play a critical role in engaging the community. **It is imperative that the masterplan process is 'bottom up', being informed by local residents and the wider stakeholder group in the community that it seeks to serve.** This will ensure that local issues are core to the strategy and a cohesive community can be developed as part of the renewal process.

Choosing a cross-disciplinary masterplan team with estate regeneration design and community engagement expertise is essential. It is also important to establish a robust community engagement process from the outset, with a clear resident, tenant and business voice, influencing the strategy and design process.

The masterplan needs to set out coherent places, spaces and routes that relate to the wider neighbourhood and the history of the area, providing a structure for developing an inclusive, sustainable community. Incorporating the 'Building for Life 12' principles is central to this. These will establish a robust, flexible masterplan that can be adaptable over the inevitably long timeframes associated with large estate renewal programmes. Of course, the viability of the masterplan also needs to be tested throughout.

Scope for early delivery phases and 'quick wins' that will help to engage residents early on, when the impetus to see physical change is strong, should be prioritised. The provision of well-designed meanwhile uses is critical and should not just be considered as an 'add on' to the wider development and masterplan strategy.

What tools are available to enable regeneration?

Estate 'owners' have a number of tools and resources to enable regeneration. It is essential to establish which are required and how they will be deployed:



Compulsory purchase powers

It may be necessary to use statutory powers, such as compulsory purchase and Ground 10A reversion for secure tenants, or landlord powers to break tenancies in order to enable site assembly.



Ownership

Is there a desire to retain ownership, dispose of it, or retain interests in property to enable delivery? How is that property held and are there restrictions on disposal? How can disposal receipts be utilised?



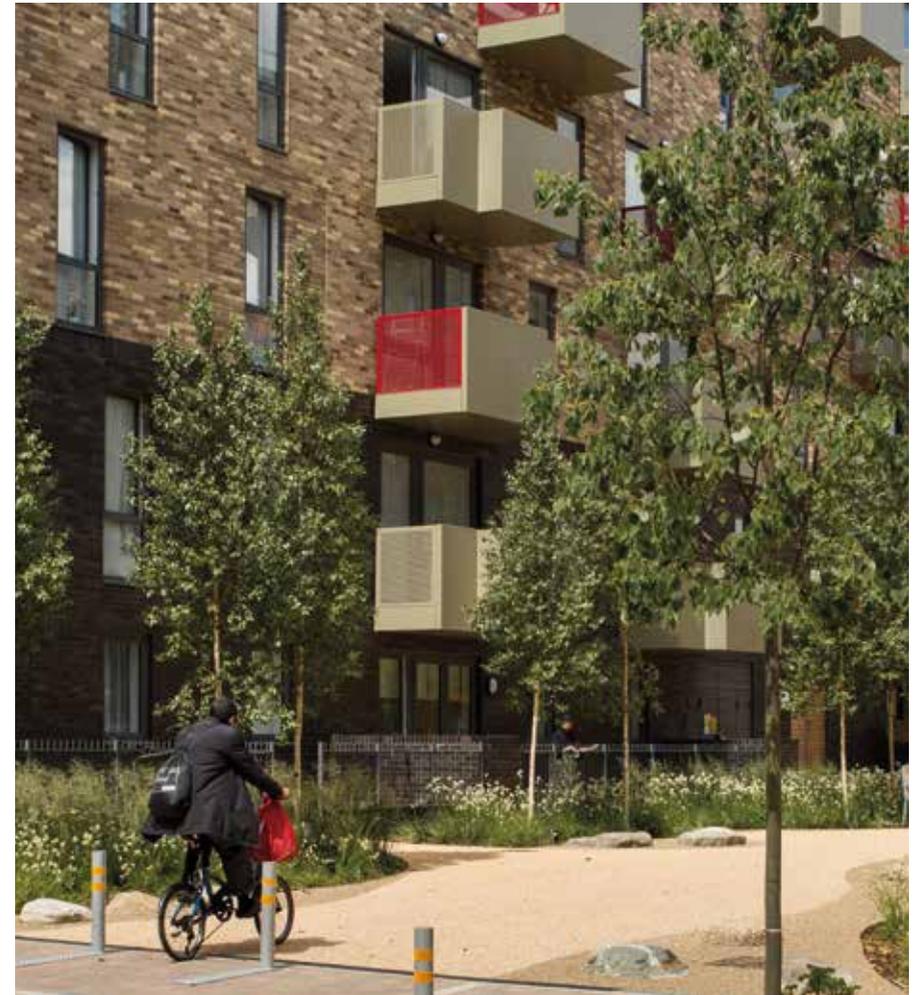
Finance

Are funds available that can be used to deliver the scheme? What is the scale and source? Are there restrictions on how funds can be used? Is there an appetite to take risks with that money in order to achieve greater control, or a share of returns? Is there a willingness to apply for and manage grants or other public sector funding to deliver the project?



Resources

Is there a full complement of people with time and skills available, or is external support required?



It will be necessary to decide on pre-conditions associated with the use of tools and resources. Examples might include resident leaseholders being rehoused locally following compulsory purchase, or ensuring a share of profits where a Local Authority has invested funds.

Each of these decisions will impact the wider strategy, and whilst there is no right or wrong answer, now is the time to absorb the effect on the overall project.



Have you engaged the local community?

The key ingredient to successful estate regeneration is full and consistent engagement with the local community and stakeholders.



Early dialogue with residents is critical to understanding local issues and the community's appetite and concerns about redevelopment so that these can be managed throughout the process. Timing is important to ensure that residents don't feel rushed. It is also important to steer clear of holidays when people might be away. Sensitivity to the cultural and ethnic mix and the demographic of communities is another obvious consideration so that the views of all are adequately represented.

The early stages of a renewal project are often full of uncertainty for residents and they will find it hard to support a scheme if the security of their home is in question. The resident 'offer' for tenants, leaseholders and freeholders, both physical and financial, needs to be established as early in the process as possible. This needs to be clarified with them before they will fully engage with design issues. **Developing a clear resident offer, demonstrating that there will be new and affordable homes available, which leave them no worse off than their current circumstances, is critical.**

Consideration should be given to establishing a Resident Charter setting out the high level principles and commitments that will guide the renewal process and cover elements such as resident consultation, housing standards, quality and housing options for tenants and home owners. Ideally, this will be consulted on separately so that there is widespread acceptance by residents of these fundamental principles.



Building credibility

A fundamental principle is that any option shown to residents and stakeholders must be tested and viable. This builds realism and credibility and means the delivery requirements can be communicated. Withdrawing an offer or proposal at a later stage because it proves to be unviable will undermine trust, which can be extremely difficult to rebuild.



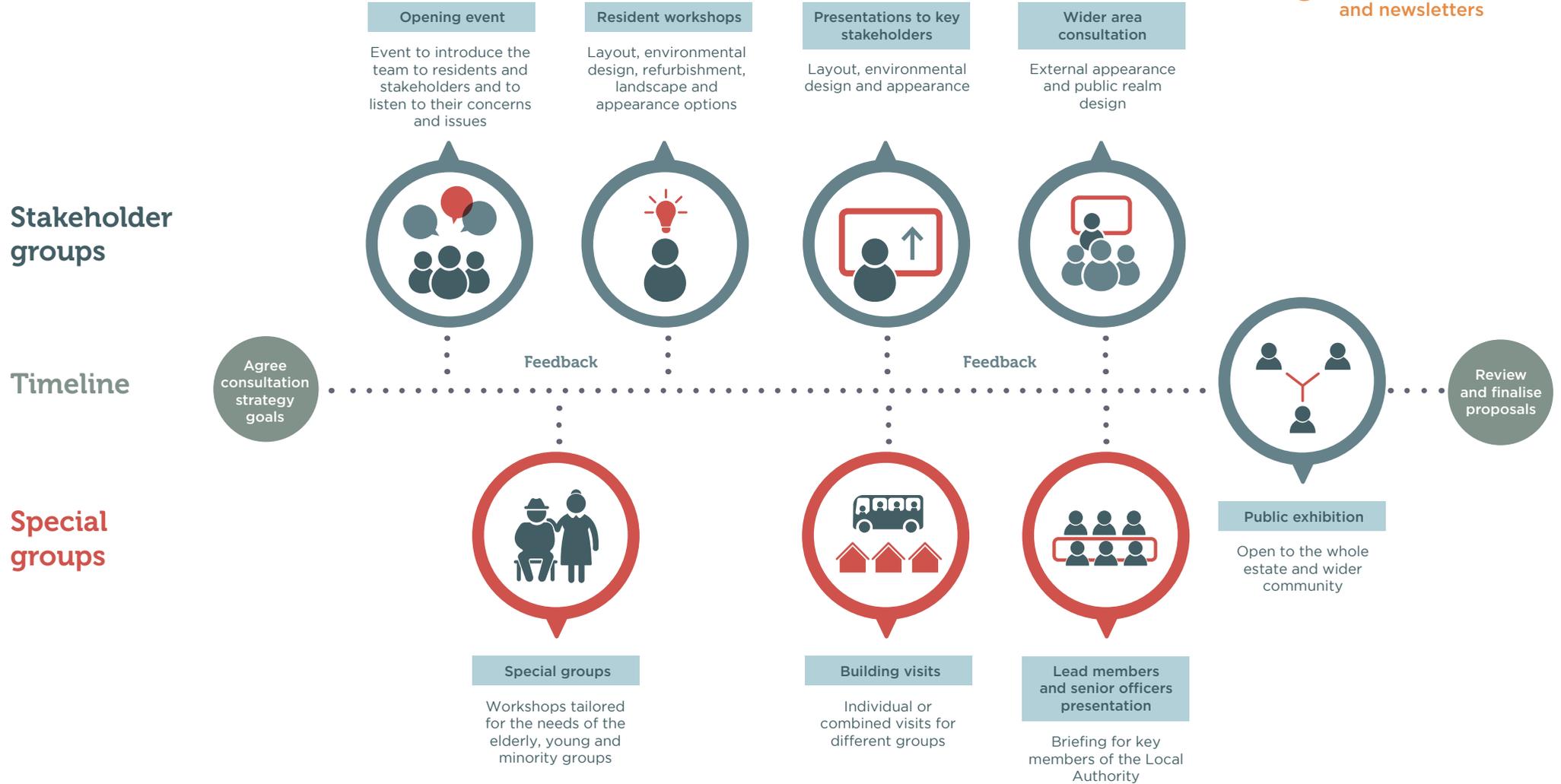
Engagement

Engagement with other stakeholders as appropriate for the project, such as the 20th Century Society, special interest groups concerned with social housing, leisure uses, public open space, and local community groups, is also vital.

Proposed consultation framework

This is a typical engagement framework which will need to be tailored to fit the individual needs of the estate.

- Stakeholder groups
- Timeline
- Special groups
- Local Authority briefings and newsletters



Is the renewal supported by planning policy?

Local Authorities and others will need an aligned policy framework.

An aligned core strategy may suffice, but the masterplan process can also be modified to create a 'Supplementary Planning Document'. If the local plan process is live, the masterplan can serve as an evidence base for the new policy. The robustness of necessary planning policy may depend on the enabling actions required. Often the use of compulsory purchase will require stronger policy than that needed to obtain planning consent.

What is the appropriate approach to delivery?

There are a number of different approaches to delivery, which should be considered when determining the right strategy. These will be linked to appetite for risk and the specific requirements of the estate. Delivery models span from self-development, through to the selection of contractor partners, joint venture structures or outright sale.

In considering the optimal delivery route, access to capital, appetite for risk and required level of control over the project should be at the forefront of all decision making. At this point, a strategic decision is required to guide procurement, if required, at the next stage of the project.

Are the necessary skills available?

The masterplanning process will define the extent of intervention. An emerging delivery strategy will set out the requirements and route to delivery. Assembling a delivery team made up of both in-house and external personnel, with complementary expertise, will be required. Self-delivery requires a greater range of skills and resources in-house. The selection of an external partner may require specialist advice to procure and manage that process. **The team should have design planning, legal, viability, delivery, communication and strategic commercial advice skills, and have specific experience of estate renewal projects.** A joined up approach across the wider in-house and consultant teams is critical to the success of the project.



**Delivering
change**



Delivering change

Once a strategy and masterplan is agreed and formally approved, the delivery process can begin. There is no off-the-shelf approach; instead the specific details of the project and the desired outcome will inform the process and method.

What is the delivery structure?

Delivery routes can vary from self-delivery with limited private sector input, to joint venture structures and wholesale disposals to the private sector. It may be necessary to partner with either a Housing Association or private sector company. The structure of the partnership will depend on the individual parties' existing interests and aspirations, and the nature of the delivery route selected.



How will you secure planning consent?

Obtaining a robust planning consent will be critical to ensuring the overall delivery of the scheme. Gaining expertise to support this planning process is a key consideration and will be linked to the delivery route selected, as well as the need for enabling powers and the promises made to existing residents and occupiers. It is important to ensure there is visible separation of the role as a local planning authority, and the leader of the estate renewal project, if the regeneration project is being led by a Local Authority.

The engagement undertaken with the community from the initial preparation stage onwards will prove invaluable through the planning process.



How will you assemble the site?

Most comprehensive estate regeneration projects require interests in land that is not currently in the ownership of the Local Authority or Housing Association, and site assembly is therefore critical to ensure delivery. Whilst the strategy is evolving, consideration will have to be given to what actions may be undertaken, and which statutory powers will be used if required to assemble the site. It is very difficult to secure large sites with multiple owners and occupiers on the basis of negotiation alone. Using statutory powers in parallel with proactive negotiation will be more effective. The wider project team, including any delivery partners, will need to agree a site assembly strategy that delivers both the promises made to the community, and the vacant sites required for the project programme.

Third party ownerships, resident leaseholders, temporary occupants and secure and non-secure tenants all have very different needs and concerns, which should be recognised through the site assembly strategy. Consideration should be given to managing and integrating phased delivery, rehousing existing residents and maintaining the existing community. An impact assessment of all of these factors on both budget and cashflow will be required. **While delivering vacant possession is essential, the existing residents must be treated sensitively, and the unique issues which arise when acquiring people's homes must be central to your approach.**

What will happen to the existing residents?

Understandably, existing residents may be nervous of what might happen during estate renewal and will want to know what benefits it will deliver for them. **Ongoing communications and engagement with them is therefore key to the success of the process.**

As part of the evolving strategy, there should be agreed principles for approaching existing owners and occupiers on the estate. Now is the time to clarify details of any offers that can be made over and above statutory minimums. For example, it may be possible to make promises that secure tenants will remain on the estate with 'only one move' required, or offer shared ownership or shared equity options so that resident owners can stay in the area. Some of these may have been established in the Resident Charter if one was created earlier in the project, but this is a good time to reinforce these principles with more detail.

Estate regeneration projects are long term, and existing residents and businesses will feel the impact of construction and disruption throughout. From a practical perspective, it is important to do everything possible to minimise disruption, through the regulation of contractor activities and careful consideration of phasing. **It needs to be recognised from the outset that projects can span a number of years and during this time key services must remain on the estate and be easily accessible.**

How will the new estate be managed long term?

Estate renewal projects should deliver long term benefits to the existing residents and wider community. Within this guide, we have put significant emphasis on preparing for the project, and how the regeneration should be delivered. However, if the project ends on the day the final resident moves in, it is likely to fail. From the beginning, the long term future and legacy of the new neighbourhood will need to be considered.

Existing residents are often concerned about increases to service charge payments and the day-to-day cost of living. These worries should be recognised and managed carefully. It is likely that stock quality will increase through the renewal process, and the impact on long term fuel costs, energy efficiency and major works expenditure should be highlighted and explained. Consideration must also be given to the increased costs associated with managing the estate through the development process: who pays for this and how is the quality of life for existing residents maintained in the meantime?

Large scale estate renewal projects typically contain significant elements of public realm enhancement. The management of these spaces carries a cost, which will either need to be incorporated into tenants' service charges, paid for by the developer, or be borne by the Local Authority or Housing Association.

This issue should be carefully considered, as whilst it may be difficult to see how Local Authority budgets can stretch to long term maintenance, the perceived privatisation of public space is a contentious issue.

Conclusion

It is clear that estate regeneration offers a myriad of opportunities to deliver positive change for local communities.

Key to securing successful delivery is recognising the value of careful planning and preparation to ensure solutions are bespoke and reflective of the individual challenges and opportunities each estate and community presents.

Only through careful preparation and the development of a considered strategy can appropriate delivery routes and market propositions be thoroughly developed and tested.

Effective communication and engagement throughout is imperative and ensures clear and transparent objectives are shared with residents and stakeholders, and importantly, this builds credibility from the start of the process.

The provision of more and better quality housing and improved placemaking for communities across the UK remains a challenge. We see that careful and well designed estate renewal projects are a critical component in delivering this both now and in the future.



Aberfeldy Estate

Tower Hamlets, London

Getting started



Client: Aberfeldy Village LLP
Location: Poplar, London
No. of homes: 1,176
Tenure mix: 20% affordable, 4% intermediate and 76% private

Early formation of a joint venture partnership was key to enabling this complex project, located on a difficult site between two major roads.

The Aberfeldy Estate masterplan is the blueprint for the radical, phased transformation of a dilapidated 1950s housing estate in east London. The renewal proposal is grounded in a coherent placemaking strategy, designed to create a mixed tenure scheme with 1,176 new homes, retail, community centre, primary care trust and faith space, framed around a new linear park.

The delivery was facilitated by the early formation of a joint venture between Willmott Dixon's development division, Be:Here, who delivered the PRS housing, and the Housing Association, Poplar HARCA. Planning permission was delivered for the masterplan in conjunction with a Design Code, with the individual phases being dealt with on a reserved matters basis.

The project has involved a considerable amount of community engagement with the affected residents and stakeholders in the wider neighbourhood. This process helped to inform the six phase project to be delivered over ten years, and follows a carefully programmed sequence of decant, demolition and construction.

Phases one and two comprise 550 dwellings, including some ground-breaking market rent housing for sharers that has enabled cross-funding of the affordable re-provision. The strength of the masterplan framework has enabled the later phases to be reviewed in terms of density as the success of the early phases has been realised.

Maiden Lane

Camden, London

Getting started



Client: London Borough of Camden
Location: Camden, London
No. of homes: 273
Tenure mix: 15% affordable, 35% intermediate and 50% private

This consultation process was fundamental in determining a mechanism for funding major refurbishment works to the existing estate, while at the same time providing much needed new housing.

The Maiden Lane Estate is an innovative and iconic housing estate built in the 1970s. Developed in two parts, the original Benson and Forsyth designed first phase was later extended in a superficially similar style, but without the clear and legible routes of the first phase. Significant issues with anti-social behaviour developed over the years and most of the housing needed significant works to bring it up to current standards. The underlying problem was that the cost of these upgrades had grown to a point where the Local Authority was unable to fund them through normal mechanisms.

A series of consultation events took place on the estate, capturing opinions from a broad range of residents on their attitudes and appetite for the estate's renewal, and how this could cross-fund the necessary improvement works. Consultations covered subjects ranging from planning policy and housing standards, to more focused debates about residents' aspirations for new homes. These workshops presented options for renewal at a variety of scales and densities, some of which had been developed in direct response to resident comments, but all with the original urban design principles established by Benson and Forsyth. The culmination of the exercise was a broad agreement to redevelop part of the estate, retaining much of the original development, and using receipts from private sales to cross-fund both additional affordable homes and much of the refurbishment works.

Holly Street

Hackney, London

Getting started



Client: London Borough of Hackney

Location: Hackney

No. of homes: 1,050

Tenure mix: N/A

This long term regeneration project required a flexible masterplan that could adapt to changing needs over a 20 year period.

This is a project that demonstrates how robustness within a masterplan can withstand the test of time throughout the development process. Adhering to good urban design principles of replacing a typical post-war estate with a network of traditional streets, lined with urban scale apartment blocks and houses, has ensured that the delivery route is flexible enough to cope with the changes that have occurred over nearly 20 years, and the project has been able to adapt to the challenges that this presents.

The masterplan for the renewal of this 1,050-dwelling housing estate involved phased demolition and rebuilding over a 19 year period. The development comprises mixed tenure housing, a nursery, crèche, sports hall, youth facilities, employment training facilities and public spaces. One of four original tower blocks has been retained and specifically refurbished for older people.

The unpopular and notoriously unmanageable 'snake' blocks of the 1970s estate have been replaced by a plan which reverts to a more traditional Victorian street pattern. The goal has been to obliterate the notion of an 'estate' by normalising the public realm into a series of streets and squares linked to the surrounding context. By creating a distinction between the private and public realms, the streets are no longer the threatening places they once were. This street typology has proved flexible enough to allow the masterplan to adapt to the differing needs of residents, developers and architectural approaches as they have evolved.

Alton Estate

Wandsworth, London

Getting started



Client: London Borough of Wandsworth

Location: Wandsworth, London

No. of homes: 1,087

Tenure mix: 15% affordable and 85% private

The renewal of the Alton Estate is a key priority for the Local Authority as part of its drive to improve life chances through new housing, employment and training initiatives, with access to sport and cultural activities.

The Alton Estate, developed in the 1950s, is a part Grade II listed estate located adjacent to Richmond Park. It is one of the largest estates in the UK, providing 1,883 homes. The key impetus for the Local Authority was to better integrate the estate into the wider neighbourhood, to ensure that residents live in higher quality homes with better access to employment and training opportunities and commercial and community services.

Through increasing density on site, 1,000 additional new homes will be generated, which will help to fund the delivery of new affordable housing and upgrade community facilities within the area.

Key facilities include a family focused health and children's centre; a community pavilion, a new library and learning centre and up to 5,000m² of office and retail space. To further integrate the estate, there will also be investment in pedestrian and cycle routes and improvements to local bus routes.

Eastfields Estate

Merton, London

Making plans



Client: Clarion Housing Group

Location: Morden, London

No. of homes: 800

Tenure mix: 33% affordable, 28% intermediate and 39% private

A high level 'Residents Charter' and 'Offer' was essential in unlocking the engagement process and reassuring residents that their future housing needs were secure.

The Eastfields Estate has a 1970s 'Radburn' plan, which is characterised by poor quality housing stock and equally poor connectivity. A number of surveys, including thermographic, structural and fabric condition, were carried out before the project commenced in order to build the case for demolition.

Replacement of housing on the estate is complicated as there are high levels of freehold and leasehold properties. Around 45% of the 464 homes are privately owned, including over 150 freehold townhouses. The nature of the Radburn plan means that it is impossible to leave homes undeveloped while redeveloping others, so this regeneration required an 'all or nothing' approach. Buy-in from leaseholders and freeholders was therefore essential. Initially, Clarion developed a 'Resident's Charter' called the '10 Commitments', which was followed by a 'Residents Offer' giving tenants and resident homeowners the right to remain. The publication of this 'Offer' unlocked the engagement process and gave residents the assurances they required, allowing consultation on the design elements to progress.

Lack of grant funding, combined with significant buy back costs, has meant that there is a need for a marked increase in density to fund the project. At the same time, Clarion is seeking to regenerate a further two estates in Merton. By treating the three estates within a single business plan, Clarion has been able to cross-subsidise the less viable estates from the more commercially viable ones.

Ocean Estate

Tower Hamlets, London

Making plans



Client: East Thames Housing Group, First Base, Bellway Homes, Wates Living Space and Spitalfields Housing Association

Location: Tower Hamlets, London

No. of homes: 2,019 (1,200 refurbished and 819 new build)

Tenure mix: 41% affordable, 14% intermediate and 45% private

This project delivered an outline planning consent in only 13 weeks through a collaborative pre-application planning process.

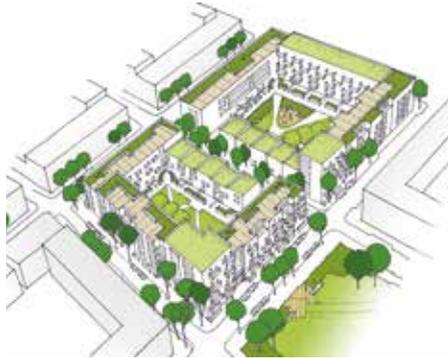
Prior to its transformation, the Ocean Estate was amongst the 10% most deprived estates in England with significant anti-social behaviour problems. Over the three years of the estate renewal process, new homes have been provided and existing homes refurbished to transform the neighbourhood. Crime rates have since fallen and a sense of pride has been identified through post-occupancy resident analysis.

The overriding issue was to create high quality homes within a viable and deliverable strategy, combating cross-subsidy within the new build project and a financial surplus to contribute to the refurbishment of the retained homes. Value was initially considered by analysing the most efficient plan area and mass to meet the client's targets for unit areas, and the overall brief.

The project had tight programming deadlines in order to meet funding targets. An outline planning application for the overall masterplan, together with a full planning application for the 819 new homes, was achieved in just 13 weeks. The mechanism for delivering this planning application was a series of focused, rolling weekly pre-application meetings, where a specific discussion topic was agreed in advance. This meant that the design was agreed with planning officers as it developed, avoiding abortive work by the design team and accelerating the design programme.

Winstanley and York Road Estates

Wandsworth, London



Making plans

Client: London Borough of Wandsworth
Location: Wandsworth
No. of homes: Circa 2,000
Tenure mix: 39% affordable, 6% intermediate and 55% private

Cross party political support, strong political leadership and early and extensive consultation have enabled this potentially controversial scheme to come forward.

These two estates suffer from the typical problems of post-war Local Authority housing: disconnected routes, scattered amenities and deteriorating homes. The estates sit between Clapham Junction station to the south and new luxury housing along the Thames to the north. Both estates have very high levels of unemployment and deprivation. They sit in a part of the borough where the ward Local Authoritysors are from the opposition party, and despite political differences, one of the early successes was the level of consensus for renewal that was developed between the Local Authority's leadership and ward councillors.

An early consultation process was initiated with the community outlining four options on a sliding scale of renewal. This was developed through workshops with residents and the conclusion of this process was that over 70% of the 300 people who responded wanted greater change for the area.

The design is a direct result of this consultation process. For currently successful areas, the proposal is for smaller interventions: new lighting, pocket green spaces and innovative street furniture. For the less successful areas, the redevelopment is more comprehensive and splits broadly into three character areas: tall buildings with a combination of residential, office and retail near the station; traditional street based patterns of housing in perimeter blocks in the central area; and taller residential buildings above a leisure centre adjoining the high value riverside developments.

Brinnington Estate

Stockport, Greater Manchester



Making plans

Client: Stockport Metropolitan Borough Council and Countryside Properties
Location: Stockport, Manchester
No. of homes: 3,500 existing with additional 530 masterplanned
60% intermediate and 40% private

Brinnington was identified as one of the top 5% of most deprived areas within the UK in both 2007 and 2010.

The impetus for estate regeneration was driven by a need to develop a more integrated, accessible and safe neighbourhood for residents. Taking on a masterplanning role, the key was to address the complex issues prevalent on the estate in order to create a community which would be both mixed and sustainable.

A housing led approach was recommended to provide a greater mix of tenures, whilst public realm improvements were made to enhance the wider environment and sense of community. These works were complemented by the development of a new £5 million sports and leisure facility located within Brinnington Park, which was provided as part of the Council's Investing in Stockport Programme. At the core of this development was a desire to provide greater opportunities for participation in sport through the delivery of high quality affordable facilities, which are accessible to all.

North Prospect

Plymouth



Delivering change

Client: Plymouth City Council and Plymouth Community Homes

Location: Plymouth

No. of homes: 1,394 (1,107 new and 287 refurbished homes)

Tenure mix: 44% affordable, 18% intermediate and 38% private

A strong, sustainable, and adaptable masterplan that has allowed the flexible procurement of developer partners.

North Prospect was originally part of the City Council's housing stock and was a significant element of a stock transfer to Plymouth Community Homes in 2009, with one of the first acts being to instigate the renewal programme for this estate.

North Prospect is a neighbourhood of some 1,500 homes, originally built as social housing in the 1920s for returning WW1 soldiers and sailors as 'Homes fit for Heroes'. Much of the housing stock is now in very poor condition due to inherent technical problems, and there is also a high level of anti-social behaviour on the estate. The aim of the masterplan was to develop a sustainable renewal strategy, recognising the needs of the current community and creating a vision for the long term future of the area that is both flexible and visionary. It is envisaged that this process will take approximately ten years to complete.

Funding was secured for the phased renewal of a major part of the neighbourhood, which will involve refurbishing those street blocks with a significant proportion of privately owned housing, rebalancing the housing mix and tenure, providing new homes and community facilities for residents, and creating a new identity for the neighbourhood. Plymouth Community Homes has phased the development process and is procuring development partners for each phase.

Gascoigne Estate

Barking & Dagenham, London



Delivering change

Client: London Borough of Barking & Dagenham / East Thames Housing Group

Location: Barking, London

No. of homes: 421 (phase 1)

Tenure mix: 50% affordable and 50% intermediate

Converting a fractured streetscape to a traditional street-based layout, that residents could relate to and which was routed in the history of the place.

London Borough of Barking & Dagenham held a design competition to find an experienced multi-disciplinary team to provide a visionary new masterplan for the regeneration of the Gascoigne Estate, south of Barking town centre. The aspiration was to work towards transforming this run down estate into a more welcoming, well designed neighbourhood – one that was better integrated into the wider Barking context. The requirement was for a masterplan that was grounded in extensive resident consultation, and delivered from the 'bottom up', rather than a 'top down' imposed strategy.

The starting point was to reintroduce a more traditional street pattern providing better links to Barking town centre as well as the wider area. 1960s tower blocks dominated the streetscape, which are to be replaced with a mix of townhouses and smaller apartment buildings in a gridded street network. Based upon 'Building for Life 12' development principles, a series of parks and open green spaces create improved legibility as well as improving safety and security within the area. Throughout the design process, attention has been paid to the area's history as the driving concept behind the design. The site was formerly home to a jute spinning mill in the Victorian era, and so a 'weaving' concept helped to define the character of the spaces and places across the development.

Aylesbury Estate

Southwark, London

Delivering change



Client: London Borough of Southwark and L&Q
Location: Southwark, London
No. of homes: 261
Tenure mix: 39% affordable, 12% intermediate and 49% private

Resident and stakeholder engagement was key to delivering a regeneration that doubled density in an acceptable street based format, that also changed the perception of this troubled estate.

Following a series of masterplanning exercises for the wider estate, and detailed stock condition surveys that confirmed the need for the replacement of existing housing stock, the south west corner is the first delivered phase of the Aylesbury Estate renewal, and was used as a pilot project for the wider estate.

The project delivers new homes, a day centre for disabled and vulnerable adults and local shopping facilities. It was initiated through a day long brainstorming session with key stakeholders from the Local Authority, including housing and planning officers, ward councillors and, crucially, residents.

The need to reprovide housing for existing tenants, and an embedded principle that all residents would have a right to return, coupled with the relatively low level of grant funding available and resident aspirations for a lower rise, street based design solution, meant that the brief was to double the existing density of the estate without increasing building height. The south west corner averages six storeys with a taller building of ten storeys overlooking Burgess Park. The density of around 240 dwellings per hectare, almost double the existing, demanded a built form of urban scale blocks closely lining both existing and former streets that have been re-opened to increase the pedestrian permeability of the estate.

Hattersley

Manchester

Delivering change



Client: The Homes & Communities Agency and Tameside Metropolitan Borough Council
Location: Manchester
No. of homes: 850
Tenure mix: 60% private and 40% affordable

Hattersley was a large overspill housing estate that had experienced dramatic population decline as significant numbers of properties continued to be demolished.

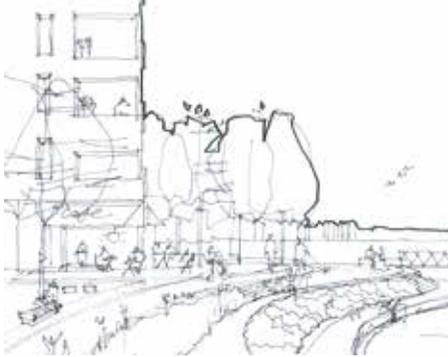
A strategy was provided for the redevelopment of the area, creating a framework for the proposed development of 28 sites for housing, retail, community facilities and employment. In tandem, the strategy also identified phasing, which secured the funds to significantly modernise the existing housing stock and improve the quality of the public realm. This careful phasing was critical in dealing with viability issues surrounding the redevelopment and the risk profile of the project.

The need to develop a mixed community was key to Hattersley's success and following a restricted procedure, a major housebuilder was selected to bring forward the residential aspects of the scheme, whilst an investor partner was chosen to deliver the 'District Centre'. Both parties had very different skills and expertise, which has led to the delivery of what the government has termed: "an excellent example in transforming mono tenure, polarised Local Authority estates into successful mixed communities".

Thamesmead

Greenwich / Bexley, London

Delivering change



Client: Peabody
Location: Greenwich / Bexley
No. of homes: N/A
Tenure mix: N/A

Fundamental to this project has been the development of a long term estate management and maintenance plan that has informed the design of the public realm.

The Thamesmead Estate was developed in the late 1960s and 70s and much of the building stock has not been refurbished since it was first built.

Thamesmead and Abbey Wood make up two of the first Housing Zones, and Peabody, working with the London Boroughs of Greenwich and Bexley, has been allocated £82.5m of GLA funding across the two zones. This will contribute to the delivery of 2,826 homes, 44% of which will be affordable, supported by the arrival of Crossrail at Abbey Wood.

While Housing Zone funding can only be used for works which contribute to housing delivery, Peabody sees the project in Thamesmead in much broader terms. It recognises the importance of placemaking and the requirement for supporting infrastructure: schools, employment programs and better local retail. Without these, the large-scale housing delivery will be susceptible to the same failures that affected the original scheme.

The long term management and maintenance of the current estate is a major concern to Peabody, and therefore a robust public realm improvements programme has been put in place to reduce the long term financial burden on the existing residents. This will provide the starting point for future development, whilst improving legibility and wayfinding.



About

GVA

Our market leading planning, development and regeneration team is preeminent in the UK with a growing European reputation. We focus on creating value through the planning system and identifying viable and deliverable development opportunities.

Working alongside our clients and in collaboration with the community, advice is always offered from a deep understanding and experience of project delivery and the many factors which can influence the planning, development and regeneration process. We offer a unique blend of urban regeneration specialists, planners, development surveyors, financial advisors and modellers, public sector accountants and economists who (individually and together) have significant experience of developing tailored advice on complex projects. We advise Local Authorities, strategic governance bodies, public-private partnerships and the private sector on the need for, appropriate locations of, and suitable typologies for a wide range of developments.

Levitt Bernstein

We have specialised in the design of new homes since our founding in 1968, and continue to work on projects of all shapes and sizes across the country, from large estate renewals to small new build developments.

As a practice, we are committed to designing buildings, places and spaces that give a lifetime of pleasure with an emphasis on people-led, inventive design. Every one of our projects starts with the people we're designing for and we work side-by-side with communities and clients from the very outset; engaging in consultation throughout the development process to create new, sustainable communities.

Our urban designers and landscape architects enable us to look holistically at all projects, providing the expertise to deal with both the macro scale masterplanning and micro scale detailing.

Further Reading

GOV.UK. 2016. **Estate Regeneration National Strategy**. [ONLINE] Available at: <https://www.gov.uk/guidance/estate-regeneration-national-strategy>.

hta, Levitt Bernstein, Pollard Thomas Edwards, PRP. 2016. **Altered Estates: How to reconcile competing interests in estate regeneration**. [ONLINE] Available at: http://www.levittbernstein.co.uk/site/assets/files/2444/altered_estates_2016.pdf.

London.gov.uk. 2016. **Homes for Londoners: draft good practice guide to estate regeneration**. [ONLINE] Available at: <https://www.london.gov.uk/sites/default/files/draftgoodpracticeestateregenerationguidedec16v2.pdf>.

Designcouncil.org.uk. 2015. **Building for life 12: The sign of a good place to live**. [ONLINE] Available at: http://www.designcouncil.org.uk/sites/default/files/asset/document/Building%20for%20Life%2012_0.pdf.

hta, Levitt Bernstein, Pollard Thomas Edwards, PRP. 2015. **Superdensity: The Sequel**. [ONLINE] Available at: http://www.levittbernstein.co.uk/site/assets/files/1404/superdensity_thesequel.pdf.

Design for homes. 2007. **Recommendations for living at superdensity**. [ONLINE] Available at: <http://www.designforhomes.org/wp-content/uploads/2012/03/Superdensity2.pdf>.

Nationalarchives.gov.uk. 2004. **Creating Successful Masterplans: A guide for clients**. [ONLINE] Available at: <http://webarchive.nationalarchives.gov.uk/20110118095356/http://www.cabe.org.uk/files/creating-successful-masterplans-summary.pdf>.

Designcouncil.org.uk. 2003. **The councillor's guide to urban design**. [ONLINE] Available at: <http://www.designcouncil.org.uk/sites/default/files/asset/document/councillors-guide-to-urban-design.pdf>.

Photography and image credits:

Levitt Bernstein, Clarion, Tim Crocker, Greg Fonne, GVA, India Hobson, Forbes Massie, Sean Pollock, Realistic and Clive Smith.

Estate renewal process

This timeline illustrates the key questions you need to ask yourself throughout an estate's renewal. However, this process is rarely linear, and you may need to revert back or climb ahead as your estate dictates.



1. Getting started



Prepare well at an early stage to ensure the long term success of an estate

1. Why are you looking at the estate?

Establish the principle reasons and objectives for the renewal

2. Are leaders on board?

Bring key stakeholders together to agree the need for change

3. Do research findings support your intentions?

Use existing local knowledge to review and evaluate the estate.

4. Do you understand market conditions?

Access the market to define the viability and delivery route

5. Have you defined the housing potential?

Undertake a development capacity study to understand the estate's potential



6. Is deliverability likely?

Carry out a financial assessment to gauge the type and level of investment required

7. Have you decided to proceed?

Organise a formal review to agree whether to proceed with the renewal

8. Have you assembled the right team?

Appoint a project champion and multi focused team to lead the renewal

2. Making plans



Devise a strategy for the estate based on specialist expertise and extensive consultation

1. How should the strategy masterplan progress?

Create a clear vision of the renewed estate with strong placemaking principles

2. What tools are available to enable regeneration?

Examine the range of tools and resources available to enable the renewal

3. Have you engaged the local community?

Review whether the project strategy and local and national frameworks are aligned



4. Is the renewal supported by planning?

Consult the local community and stakeholders consistently throughout the process

5. What is the appropriate approach to delivery?

Consider the delivery model in terms of the estate's requirement and level of risk

6. Are the necessary skills available?

Assemble a team of in-house staff and consultants to provide the appropriate expertise



3. Delivering change

Implement your plans to achieve successful estate renewal

1. What is the delivery structure?

Agree a delivery route and the structure of any partnerships

2. How will you secure planning consent?

Utilise specific expertise and undertake thorough consultation to progress

3. How will you assemble the site?

Agree a strategy that enables the estate renewal and protects the local community



4. What happens to existing residents?

Communicate consistently and clarify any details of how they will be affected

5. How will the new estate be managed long term?

Consider the management strategy post-completion to ensure an estate's longer term success.



Acknowledgements

We are grateful to and would like to thank the following for their expertise and input into this report: Gerry Hughes, Jerry Freeman, Martyn Saunders and Nicola Rigby of GVA; and Glyn Tully, Patrick Hammill, Rose Marshall and Emma Hardy of Levitt Bernstein.

GVA

Virginia Blackman

Director

virginia.blackman@gva.co.uk

T +44 (0)20 7911 2583

M +44 (0)7947 378 252

www.gva.co.uk

65 Gresham Street, London EC2V 7NQ

Kimberley Grieveson

Associate Director

kimberley.grieveson@gva.co.uk

T +44 (0)20 7911 2895

M +44 (0)7774 610 564

www.gva.co.uk

65 Gresham Street, London EC2V 7NQ

Levitt Bernstein

Barry McCullough

Director

barry.mccullough@levittbernstein.co.uk

T +44 (0)20 7275 7676

www.levittbernstein.co.uk

1 Kingsland Passage, London, E8 2BB

