

ESTATE REGENERATION sourcebook



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Estate Regeneration Sourcebook
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Place
alliance 

Preface

As we all struggle to meet the scale and complexity of London's housing challenges, it is heartening to see the huge number of successful estate regeneration projects that are underway in the capital. From Kidbrooke to Woodberry Down, Clapham Park to Graeme Park, South Acton to West Hendon, there are estates being transformed all across London.

All are complicated, but most are moving ahead with pace, delivering more homes of all tenures and types, to a better quality, and are offering improved accommodation, amenities and environments for existing residents and newcomers alike.

The key to success in projects as complex as estate regeneration lies in the quality of the partnerships and project teams that deliver them and, crucially, in the leadership offered by local boroughs.

That's why I welcome this new resource from UDL as a useful tool to help those involved with such projects to see what's happening elsewhere and to use the networks that London offers to exchange best practice. Learning from the successes – and mistakes – of others is usually the key to getting things right.

London is a fascinating laboratory of case studies and this new sourcebook is a welcome reference point for those already working on estate regeneration projects or those who may be considering doing so in the future.

David Lunts
Executive Director of Housing and Land at the GLA

Introduction

There is a really positive feeling around estate regeneration in London at the moment. Despite this being a time of austerity with very significant cuts in council spending, many local authorities are actively taking up the combined challenges of delivering new housing, improving existing housing estates and delivering urban regeneration...

The combined effects of the reforms to the Housing Revenue Account and very significant reductions in central government grants towards housing seem to have spurred councils to consider alternative means to deliver regeneration. We are seeing a collective bout of creative thinking; suddenly old prejudices about 'what should be' are melting away and new options and opportunities are being explored and embraced: for example, several London councils are now actively looking to build full market rent property (unimaginable only a few years ago).

Across London a very significant pipeline of new council housing is emerging. And instead of resisting growth and urban intensification, many councils appear to be embracing it as a means to resolve long-standing issues of urban decline and deprivation, reduce long-term costs and even improve council income. The building of new council housing has begun to be viewed as a real opportunity rather than an insurmountable challenge.

We seem to have entered an exciting and rapidly changing new phase in the world of housing delivery, especially council-led delivery.

This book contains case studies of estate regeneration schemes from across London, each involving some form of best practice in terms of design, delivery, or both. All the selected projects have been assisted, usually initiated and in several cases even fully developed (including taking sales risks) by councils themselves. Each scheme is presented with facts, figures and a story of how it has progressed in the hope that readers can take inspiration and draw on the examples for application elsewhere.

Julian Hart MRTPI
Urban Design London

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Council-led estate regeneration and housing delivery – a new world

A conversation with Emma Peters, RegenFirst

Councils are beginning to build housing again. On the one hand this is good news and represents a fantastic opportunity; but, on the other hand, we must be careful not to repeat the mistakes of the past. Those 20th century mono-tenure failed estates were all built with good intentions. In our rush to respond to the escalating problem of housing need, we need to be mindful of the future that we are creating.

Before considering the challenges ahead for councils it is worth reflecting on how much change has happened in housing over the last 10 to 15 years. Back in the 1990s, not so long ago, all we built in the UK was low-density executive housing in places such as Milton Keynes. There was no council house building. Housing associations were generally small organisations and very minor players in the house building game.

Over the space of the intervening period, there has been huge growth in the size and nature of housing associations; through merger after merger they have changed into corporate bodies with significant development and management capabilities, increasingly taking on the private developers at their own game. Yet this has not been without its challenges – financial, managerial and in design terms.

Too large a proportion of what has been built over the last 15 years is of questionable quality in terms both of the buildings and placemaking outcomes, which could prove to be expensive liabilities for these organisations in the future.

The quality of the places that we create is very much dependent on the organisations that make them – skills, resources, capability of staff, management processes and corporate knowledge. Since the mid 2000s, the quality of new housing has substantially improved: architects have refined their approaches, development teams have gained knowledge and processes have matured. Important areas of innovation have included new funding and delivery models, councils' use of the General Fund to deliver new housing, extending loan periods over longer time horizons (up to 60 years in some cases), more direct partnering with private sector delivery partners, the setting of stretching targets for creation of new council housing and GLA and Central Government initiatives such as the Housing Bank, Housing Zones and DCLG's Estate Regeneration Fund.



Image: Haggerston and Kingsland Estates from PRP Architects website

The quality of the places that we create is very much dependent on the organisations that make them – skills, resources, capability of staff, management processes and corporate knowledge



As councils increasingly enter the game of house building, the question is whether they are going to re-invent the wheel or harness this home-grown knowledge and expertise in order to avoid repeating the same old mistakes – not just of 50 years ago, but of the last 10 years too? Here are some things they need to bear in mind:

Councils are custodians of ‘Place’

Councils fundamentally differ from any other promoter of new development in so far as they are the ultimate custodians of place.

Opportunity: It is their patch; they can only build in their territory; it is their responsibility to create a good quality urban environment for their residents. In this respect councils are able, and should have the resources, to look at the whole picture, in particular the creation of mixed and balanced communities. Councils do not need to think purely in terms of a numbers game; they don’t need to maximise private housing; nor do they need to seek only to deliver social housing. They have the capacity to look at the existing housing within an area and plan new elements to contribute and improve the balance of that mix – across tenures, lifestyles, families and ages of occupants.

Beware: The challenge with housing, however, is that it is an inherently political issue: new homes equal new voters. By engineering the tenures of housing, you can try to secure a particular colour of rosette for that ward. But if councils allow such politics to sway what types of housing they deliver, they are in severe danger of creating repeats of places such as Thamesmead. Whilst new housing needs to meet an insatiable demand, in the long-term places need to have mixed communities. Or else we will be back here again in 50 years’ time, trying to resolve a new set of failed mono-tenure estates.

Proper masterplanning

Councils have the ability and responsibility to look at the bigger picture in terms of whether an area functions as a good place to live, for example schools, community infrastructure, health facilities and the like.

Opportunity: Estate regeneration projects provide particularly good opportunities to include schools (new or enlarged) as part of regeneration proposals. Sometimes this can release land beyond the boundary of a particular estate. And with the

promotion of housing zones by the GLA, there is the potential to look at up-front physical infrastructure too – improving accessibility and unlocking land.

Beware: To do this the whole council has to pull together, to work and think creatively across all departments to harness the potential opportunities. At the same time, councils have to be wary of the ‘internal client’ problem, where, for example, those promoting a new school have been known to act as if they are above the normal protocols of planning and railroad projects through without acting cooperatively with other departments.

Promoting development of any type from within a council has to be cleaner than clean, whiter than white; officers need to understand this in their bones and work to a bigger picture.

Financing housing delivery

If they think creatively, as the private sector or housing associations do, councils can harness significant resources for regeneration and housing delivery.

Opportunity: Councils do not need to make a profit on individual schemes, nor do they have to make financial returns within specific timescales. For estate regeneration, in particular, there is almost always a funding gap; but this can be resolved through relatively cheap borrowing and by extending the time horizon for payback until a project is profitable. This empowers councils to choose to deliver what is appropriate to a location (creating a balanced community) and not just what will generate a quick return over the next two years.

Beware: Councils have had a grant mentality for too long. To harness the advantages afforded by their status as a public body, they need to think like a business (for example, maintaining a rolling debt position). At the same time they need to be realistic; a council may not need to generate a 20% profit; but is it realistic to assume that it will manage as tight a ship as a private sector operator? Comparing projects on a like-for-like basis may be erroneous and to assume that that 20% profit is entirely spare for ploughing back into a project may be a little foolhardy.



Funding routes

Clever use of the General Fund creates interesting opportunities.

Opportunity: For example, a whole mix of different rental products can be created where full or even premium housing for rent can be used to subsidise intermediate rent and social rent homes. Furthermore, mixing different types of rental product together gives much greater control of the final community mix; contrast this to some private sector promoted developments, where a third of the units are sold to the Far East and remain permanently empty, another third go to buy-to-let with no control over occupation and only the final third (or less) end up being used and of use to the local community.

Beware: Councils need to be very much aware of the stipulations of different funding strategies. Whilst it may be tempting to use the new found freedoms associated with the Housing Revenue Account, there are still strict limitations on what can be built by this means and whatever is built is ultimately bound by 'right to buy'. All that hard work to create new council housing maybe for nought.

Alternatively, if you build for private rent, how are you going to manage it in a way that maintains a

good income stream? As a generality, councils have (or at the very least are perceived to have) a poor track record on housing management; any failings in that regard and the rents achievable for those premium private rental properties may whither. Suddenly that long-term business plan begins to look flaky. The assumptions within the viability assessments for these new developments need to be interrogated to be sure that they are actually valid in a council delivery situation.

Commissioning new development

How best to go about delivery? In the space of the last 15 years the London housing industry has really begun to grow up.

Opportunity: Amongst both the developers, in particular including housing associations, and the variety of different technical consultants, there is now considerable expertise to help design, deliver and manage new housing. In seeking to create new stock, councils are in an excellent position to harness that expertise. The question that councils need to ask themselves is whether they really want to be experts in design, delivery and management or whether it would be much better to focus on being intelligent clients and good commissioners of new housing.

It is brilliant news that councils have started to deliver new council housing. But do councils really want to return to the 1960s and the large in-house design and delivery teams of those days? Or would it be better to keep an in-house streamlined commissioning team that can harness considerable outside resource

Beware: Reflecting on the variety of housing 'spaceships' that have landed on our townscape, in particular during the early to mid-noughties, and the pains and tribulations experienced by the variety of housing associations during the early years of ramping up their ability to deliver new housing, the question that councils need to ask themselves seriously is whether they plan to repeat all those same mistakes. Would it not be better to commission the people, who have already become expert at design, delivery and management, to do it for you?

In conclusion, it is brilliant news that councils have started to deliver new council housing. But do councils really want to return to the 1960s and the large in-house design and delivery teams of those days? Or would it be better to keep an in-house streamlined commissioning team that can harness considerable outside resource to design, deliver and manage on a project-by-project basis? This does not mean handing over ownership of land and property, as was the case for stock transfer projects; rather it requires expertise in constructing contracts to ensure timely, efficient delivery to high quality specifications and then management to exacting standards.



To partner or not to partner?

A conversation with Richard Jones, EC Harris

The way that we collectively go about property development, especially large-scale property development, is changing – in some very interesting ways. As councils become more proactive in seeking to deliver housing and urban regeneration in their areas, they need to consider what these changes mean and how they might be harnessed.

In the 1990s and early 2000s, on the back of the Egan Report (remember that?) the idea of partnering was discussed and debated *ad nauseum*. Everyone recognised that improving partnership working within the delivery and construction of new development was a good idea; but few seemed to be doing it; and fewer still were doing it and enjoying it.

There was an aspiration to move away from the highly adversarial ways of operating, but nobody seemed quite sure how to make it happen in a way that suited all involved.

There is much less discussion about partnering now; yet one of the big changes taking place in the

industry over the last few years has been a growing appreciation of how to make partnerships really work and an increasing tendency for partnering between quite disparate organisations.

But, needs must. The financial crash of 2008 has greatly reduced the availability of funding – both public and private. With developers and housing associations wishing to remain in the game of development and urban regeneration, they have found it necessary to bring their different skills, assets and resources together to facilitate delivery.

Lessons are being learnt quickly about what does and does not make partnering between organisations work. Some of the biggest housing associations are leading the way; even though they might appear to have the resources, they have discovered that they can enter into very fruitful and mutually beneficial collaborations with private sector partners.

There are five cardinal rules for successful partnering:

One: recognising different organizational objectives

The first and most important maxim is to recognise that different partners will, by virtue of who they are, have different organisational and business objectives. For example, a private sector partner will have a clear profit motive or a minimum level of profitability on a project in order to be able to raise debt funding, whereas a housing association will need to meet its social and community objectives, as set by its mission and then board. It is essential that, when entering



Image: Hendon Waterside, Barratt London



Image: Hendon Waterside, Barratt | London

into a partnership, the different partners state honestly and clearly what their objectives and needs are, communicate them clearly and stick to them.

Two: be clear who brings what to the partnership

The different partners need to be clear about what they are bringing to the table and, in turn, what each will take from the table at the end.

What different partners can offer might not always be obvious. They may, for example, have different appetites or abilities to carry or absorb risk: as part of this process of agreeing partnership terms, it is necessary to consider up-front the up-side and down-side possibilities for a project and what the implications could be for each of the different partners and how this relates to their ability to deal with risk. A benefits case needs to be established for each prospective partner. A good example is provided by the recent deal done between the HCA and Wates Living Space in Aylesbury (see box).

Three: long-term alignment

In the process of agreeing terms, the parties can discover the third (very important) criteria for partner arrangements – can they work together, long-term? Just as people entering into partnerships of various types need to like each other and be able to get along, so too organisations need to have a meeting of minds and culture in order to be able to work well together. This can be found through sharing long-term objectives and aspirations: do both organisations believe, for example, in providing a quality product? The latter might be based on different logic – providing new residents with a good quality place to live or maximising value or building a good reputation or minimising management costs; whatever the reasons, the end intentions need to be compatible.

Four: transparency

Partnering works best when financial tools can be harnessed to make scheme finances transparent. Imagine the scenario when a new design has been

Drake's Place: finance approach

The Drake's Place scheme in Aylesbury will provide 75 new homes. It was a redundant brownfield site owned by the HCA. The agreement with Wates involves the HCA putting in the land for nil consideration up-front; the partners will share the up-lift in residual land value created by the project. This process removes the need for Wates to borrow any money to pay for the land, thereby reducing the need to carry land purchase debt through the project. This reduces project risk and allows Wates to take a reduced profit margin, taken as a priority prior to sharing the final land value generated by the project. The agreement between the partners, however, protects both public and private sector parties, so that if returns are lower than expected (up to a limit), the financial arrangements will be re-jigged to ensure that both still profit from the joint venture.



prepared, valued and costed. This may be run through a jointly agreed appraisal model to give a project level viability check. Then each partner goes away and re-runs all the figures through their own corporate appraisals to understand what the impact of the new proposals are to them. Then they all come back together with different views of the financial implications of the proposed designs. This can take weeks or even months to turn around and might lead to conflict, or at the very least project tensions. It is much better if all the different financial figures can be expressed up-front, transparently showing how the implications affect each

organisation. Only then can different partners genuinely work together, seeing life from each other's perspective.

Five: understanding each other's decision-making processes

And fifthly – but probably not finally, as much is still to be learnt about organisational partnering in the development game – there is the process of decision-making. Different organisations need to be clear how and on what basis they will need to make decisions and how quickly they can make those decisions. Failure to do so can lead to much frustration between partners.

Summary

As councils enter the fray of actively taking forward development and regeneration in their own patch, they need to consider how they will procure delivery. The principal options available are:

- (1) To sell the land and leave it to the private/not-for-profit sectors to deliver, such as through the stock transfer programme. This can be successful, but many councils prefer to have more control of the outcome. It also leaves a council divesting itself of its assets, which may not be politically acceptable.
- (2) To look for delivery partners – taking on-board the considerations above.
- (3) To contract others to deliver directly for them. This might give the council maximum control, but it requires funding to finance delivery and it is entirely predicated on the council having in-house the skills, knowledge and expertise to be a good client.

Councils need to learn to think rationally about the choices open to them and decide which route to follow on the basis of what is genuinely going to work (based on funding, resources and expertise available and, of course, political preferences) as well as what will deliver the end objectives. However, decisions solely based on political presumptions might cause problems in the future.

Each project may require its own approach, albeit there may be significant advantages to be gained to plan more strategically at a programme level. When councils do enter into partnerships with either private sector or not-for-profit organisations, they need to be wholly committed and recognise that urban regeneration, in particular, is a marathon, not a sprint; it requires long-term planning, preparation, commitment and endurance.

A leading example: the Hackney approach

There is a strong commitment to good design in Hackney, and the Council aims to build homes and neighbourhoods that last, make successful places, and are a pleasure to live in

At Hackney, they are making use of their land to build more than 2,760 new well designed council homes for social renting, shared ownership and private sale, funded through land receipts, rental income, shared ownership sales, and prudential borrowing, as part of a comprehensive estate regeneration programme.

The 18-site programme is in its fourth year and well under way, with nearly 300 homes built so far, including 201 homes for social renting. The programme is replacing existing, poor-quality homes, one in five of which are bedsits, with new homes that meet or exceed the Mayor's Housing Design Standards, all Lifetime Homes criteria, and achieve Code for Sustainable Homes Level 4. However, the Council is not simply building new homes – they are transforming neighbourhoods with new streets, squares and public spaces.

In the past, their approach to estate regeneration was to consider site-specific solutions, either through a joint venture or by means of a land disposal. Many of the individual schemes proved financially non-viable, mainly because of the upfront cost of acquiring leasehold and freehold properties, and, ultimately, these schemes could not be progressed.

This has been overcome by taking a portfolio approach, combining surplus-generating schemes with those requiring net investment, meaning the programme is self-funding. For example, in the early stages of the programme, allowing the building of 42 additional private sale properties at one site paid for a further 20 Council shared ownership homes to be built at another site nearby. This represents the first time any local authority has both built and managed its own shared ownership homes, and the vanguard of 500 to be built by the Council in the next few years.

The Council's estate regeneration team is leading on the delivery of this programme at all stages – starting with strategic decisions on which estates and sites to redevelop through to setting the briefs for sites, selecting architects and the wider design teams, managing the design process, getting planning permission and procuring contractors or developer partners. Once built and handed over, Hackney Council will manage and maintain the developments into the future.

Tenants have the Right to Return, with all new social homes at target rent with lifetime tenancies, as part of the commitment to ensure Hackney both now and in future is a borough of mixed communities. They believe in supporting leaseholders and freeholders throughout the regeneration process – offering a package of shared equity, rent-free, and shared ownership options to ensure they can stay on their estate or in their locality if they wish.

Hackney is an example of a London local authority making effective use of its land to build new affordable homes for those that need them most, all amid unprecedented budget cuts.



Image: Karakusevic Carson Architects, Bridport Place, by Ioana Marinescu

Case studies in London

1. Andover Estate (Islington)	14	8. Hallsville Quarter (Newham)	36
2. Aylesbury Estate (Southwark)	17	9. Highmead (Enfield)	39
3. Bacton Estate (Camden)	21	10. Kings Crescent (Hackney)	42
4. Claredale Street (Tower Hamlets)	24	11. Myatts Field North (Lambeth)	45
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7. Dollis Valley (Barnet)	33	14. Tybalds Estate (Camden)	54



01

ANDOVER ESTATE

London Borough of Islington

Architect/design	Annie Lennox Landscape & Studio RS
Density units/ha before & after	105 > 119
Density uplift (%)	13.4

The resident community of the Andover Estate established the Andover Future Forum in 2012 to promote the holistic regeneration of the Andover Estate based not only on the traditional development of new housing and some landscape interventions, but also on social cohesion, healthy living and job creation. This resulted in publication of the Andover Estate

Development Plan (AEDP) in June 2013. The plan sets out aspirations to improve the layout and design of the estate, primarily through the development of around 140 new homes together with a selection of other social and economic interventions. It also proposes landscaping works to improve the estate's outdoor spaces.



1



2

- 1. Andover Estate before regeneration;
- 2. Proposed scheme;
- 3. Andover Estate before regeneration;
- 4. Community engagement;
- 5. Existing buildings



4



5



3



Andover Estate before regeneration

The Andover Estate in Holloway, Islington was constructed between the mid 1950s and the late 1970s. It comprises 1,064 homes spread across 14 hectares and is the largest housing estate in the Finsbury Park ward. The accommodation includes houses, maisonettes and flats in a range of sizes and types. Three large triangular buildings dominate the skyline. The population is diverse, rapidly expanding and suffers from higher than average levels of poor health and low educational attainment.

Key features

- Initiated and driven by the community.

Challenges

The estate is characterised by typical inner city challenges including high unemployment, antisocial

behaviour, crime and deprivation. However, regeneration proposals for the estate could help tackle the following key issues:

- over-crowding on the estate has become problematic for residents, especially young families, and there are opportunities within the estate to deliver more housing, including family-sized homes;
- the urban layout is poor in terms of security and permeability due to unclear through routes and a maze-like network of enclosed communal courtyards;
- premature mortality from cardiovascular illnesses is 80% higher than the national average, so improvements will include green space and community gardens to encourage a healthier, more active lifestyle. The feasibility of a new health centre on the estate will also be explored, although delivery would be subject to the funding being made available from NHS England or other external sources.

Is there a resident community, and is it cooperative?

The Finsbury Park Community Hub, which is based on the estate, originally secured £7,000 from the Design Council to carry out a small feasibility study. This provided an analysis of the built environment and began to consider possible solutions that would meet the housing needs of residents of the estate and deal with the poor quality of the public spaces. Islington Council then provided more funding to progress more detailed design work, which led to the Andover Estate Development Plan (AEDP). Once initiated, the resident community, under the name of Andover Future Forum, became the driving force behind the project. The Forum comprises approximately 50 residents from the estate or surrounding neighbourhoods (15 of whom are young people), council officers from relevant departments, professional advisors, ward councillors, and representatives of other local stakeholders including Andover Tenants and Residents Association, St Mark's Church, the Metropolitan Police, and Arsenal football club.

What is the design response?

The Andover Future Forum is now promoting the Andover Estate Development Plan, which aims to improve the layout and design of the estate through the construction of up to 140 new homes, all to be built to high environmental sustainability standards.

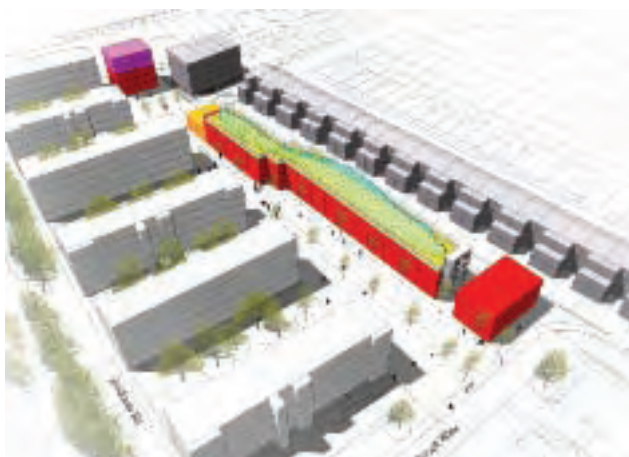
Once initiated, the resident community, under the name of Andover Future Forum, became the driving force behind the project. The Forum comprises approximately 50 residents from the estate or surrounding neighbourhoods

The potential development sites include 260 garages across the estate, many of which are unused and considered unsafe, some of which could be converted to residential or agricultural use. The new homes will be targeted at people who already live on the estate through a local lettings policy, including overcrowded families and existing residents who wish to downsize.

In addition to new homes, a range of landscape, conservation and environmental improvements are proposed. The AEDP includes a landscape master plan to improve verges and rationalize hedge planting, tree pits and open areas and proposes that redundant spaces should become community gardens.

What role is the Council playing?

Islington Council was approached by residents and has supported this bottom-up, community-led approach. The clear support of the local community will significantly reduce project delivery risks and make it easier to establish a commercial strategy. Going forward, the Council will work in partnership



Old Andover northwest site massing with roof farm

with Andover Future Forum to delivery shared aims and objectives for the regeneration of the estate..

How is the project being funded?

The project will be funded through the Council's New Build Programme which is resourced in several ways, including receipts from open market sales, Right to Buy, one-for-one replacement and other capital receipts, New Homes Bonus and Housing Revenue Account (HRA) borrowing. The construction of up to 140 homes is likely to cost in excess of £30m. With related estate improvements of around £5m, the total costs could be over £35m.

Given the scale and complexity of the scheme, the regeneration proposals would require cross-subsidy through the provision of homes for open market sale and/or private rent.

What is the procurement route?

All works for the new housing and landscaping and for ongoing management of the estate will be procured by the Council although the local community, including the Andover Future Forum will be fully consulted on key contractor and consultancy appointments necessary to develop proposals up to the planning application stage and beyond

What is the long-term ownership and management strategy?

Ownership of the new homes will remain with the Council, with the exception of any units built for sale. The management of homes on the estate, including leasehold properties, will also be retained by the Council unless alternative arrangements are agreed, for example the establishment of a Tenant Management Organisation.

02

AYLESBURY ESTATE

London Borough of Southwark

Development partner	Notting Hill Housing Trust
Architect/design	HTA Design LLP, Hawkins Brown & Mae architects, phase 1A Levitt Bernstein
Density units/ha before & after	95 > 147, phase 1A 31 > 139
Density uplift (%)	75, phase 1A 342.4
Housing manager	Notting Hill Housing, phase 1A L&Q

The Aylesbury Estate was awarded New Deal for Communities (NDC) status in 1999. It subsequently received £56.2 million from central government to reduce social deprivation amongst the resident population. £36m was allocated to physical regeneration, and £20 million for developing a social programme of interventions. In terms of physical regeneration this proved not enough due to the size, condition and complexity of the estate. With the support of residents, the estate is now the subject of one of the largest-ever regeneration projects in the UK, following many years of delay.

LB Southwark adopted the Aylesbury Area Action Plan (AAP) in January 2010, which includes a master

plan to revive the traditional urban grain and street pattern destroyed by the 1960s estate and envisages roughly double the number of homes. The first phase of development, Albany Place, was completed in 2013. In the coming years all of the estate's existing buildings and landscaping will be demolished and replaced with new flats, houses and redesigned public realm. The entire regeneration project is expected to finish in 2032.

The Aylesbury Estate, in Southwark, South London, is home to over 7,500 people and includes schools, offices, community buildings and shops. It is immediately north of Burgess Park, one of the largest parks in central London. The estate covers around

Aylesbury Estate: constructed phase

The first phase of the development on the south west corner of the estate was designed by the architects Levitt Bernstein Architects for the housing association L&Q. It is an award winning development that has set a precedent for the rest of the regeneration project. The development consists of five buildings two to 10 storeys in height and includes 261 new homes, a 166 sq m replacement resource centre for vulnerable adults and 404 sq m of ground floor retail space.

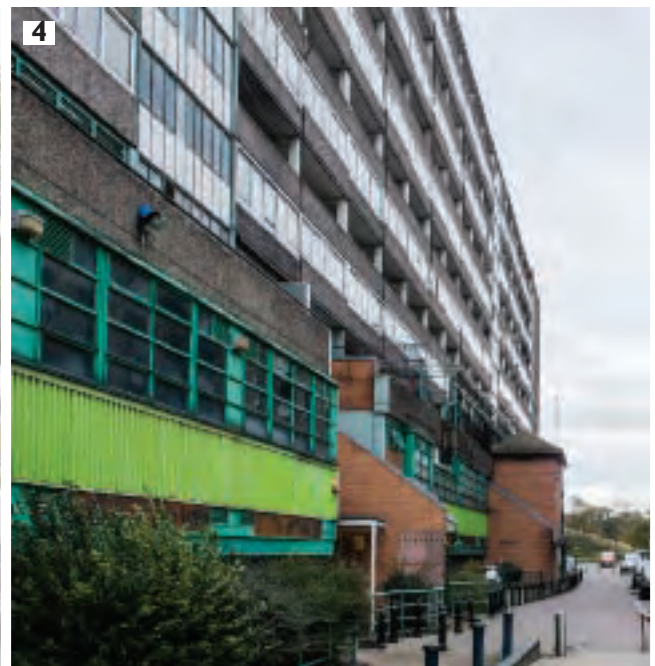
The new homes include private sale, shared ownership, and affordable and intermediate rent units, all carefully designed so that the development is externally tenure-blind. All units are dual aspect and generally orientated to face south or west, within generally five-

storey buildings that are constructed to interact with the street and operate at a much more human scale than those that they replace.

The materials are brick, zinc and eternit board used in a variety of colours and configurations. The brickwork is pale indigenous London stock deployed in a patchwork with other shades. The same materials have been used for internal terraces, hallways and courtyards as for the exterior. This creates a sense of continuity spreading inwards from the street and also makes maintenance cheaper and easier. A further L&Q development is currently under construction on the north-east corner of the estate, which will provide a further 147 new mixed tenure homes.

The development agreement commits them to deliver the Council's adopted master plan; 50% of the new homes will be affordable, of which 75% will be for social rent and 25% for shared ownership or equity, and a minimum of 30% across all tenures will have three bedrooms or more

1. View of Westmoreland Park; 2. View of Chartridge from Burgess Park BMX track; 3. View of Bradenham Close showing new blocks; 4. View of development site



28.5 hectares and is only 15 minutes commute from the central business district of London. The estate is well known and has helped to create the stereotypical image of a 'problem' high-rise estate. Various gangster films portraying urban decay have been filmed there.

Key features

- Scale of the ambition – the estate is very large and is heavily occupied
- Length of time to commence, but project is now progressing in earnest
- First phase (Albany Place) built to exceptionally high quality

Challenges

A variety of issues are addressed by this scheme:

- since its construction the estate has been criticised for its large, inhuman scale;
- the built fabric has deteriorated badly and cannot be retained;
- the layout includes raised walkways and blank frontages which contribute to crime and safety issues;
- the district heating system has deteriorated and led to several instances of loss of heating and hot water; and
- the estate does not make efficient use of the land - the average residential density is 340 habitable rooms per hectare (circa 100 dwellings per hectare).

Is there a resident community and is it cooperative?

In 2001 a proposal to transfer the ownership and management of the estate to a housing association was rejected by residents in a ballot. In September 2005 the Council announced it had decided to work towards phased demolition and redevelopment of the estate and began to develop a masterplan for the area. The Aylesbury NDC board and its successor organisation, Creation Trust, ran informal consultation events throughout the plan-making process. Resident feedback mainly related to making the estate more family-friendly and re-providing homes with equally generous floor space.

A core group of residents has worked with the Council over a number of years as proposals were developed and consulted on. There have been frustrations from residents with the length of time it has taken for proposals to come to fruition, however with the first phase of development now complete,

construction underway on another site and a development partner appointed for the development of the remainder of the estate this has engendered a new optimism.

What is the design response?

The AAAP sets out principles to ensure new development becomes integrated with its surroundings rather than continuing to feel separate from the wider city, embracing all the latest thinking in urban design practice. The principles are backed up by detailed design codes. The AAAP also divides the estate into development sites for phasing purposes and to enable a large number of existing residents the opportunity to stay living within the footprint of the estate. The residential density will roughly double (from 2,400 existing to 4,200 homes) and will involve the introduction of a mixed tenure community, with 50% of the new homes being affordable (75% at target rent and 25% intermediate housing products) and 50% will be private. 35% will be houses or maisonettes with two or more bedrooms.

What role is the Council playing?

LB Southwark led on the development of the AAAP to set the framework for the future development of the estate. The Council then procured L&Q to carry out development of the first phase in order to test out the development strategy and the design proposals. A further procurement process was run on another small site on the estate, which was again won by L&Q, before an 18-month OJEU procurement process for a development partner was undertaken to determine who in partnership with the Council would redevelop the remainder of the estate. In May 2014, the council signed a development partnership agreement with Notting Hill Housing Trust for a 20-year redevelopment of the remainder of the estate. The Council is bearing the cost of land assembly and demolition to slab level. Vacant possession of the site will be secured on a phase-by-phase basis. Existing council tenants on the estate will be given the opportunity to remain in affordable homes in the borough and return following the redevelopment if they wish. The land is in the main owned by LB Southwark except for a number of Right To Buy (RTB) and business leases. The Council must acquire these from existing leaseholders in order to facilitate the wider regeneration project. Negotiations to re-purchase these properties is ongoing although the Council has had to use its compulsory purchase powers on some sites.

The residential density will roughly double (from 2,400 to 4,200 homes) and will involve the introduction of a mixed tenure community

How is the project being funded?

Some £13m of HCA funding and £4m NDC funding unlocked the first phase of development. The Council originally aspired to use £180m of Private Finance Initiative (PFI) funding to deliver the next 360 homes, which it was hoped would act as a catalyst for a further 583 homes. However this funding was withdrawn by central government in November 2010. This prompted the decision to seek to work with development partners. The AAAP includes a tariff scheme to secure financial contributions for key infrastructure such as new routes, open spaces and community facilities. The Council also successfully obtained £2m from the GLA under the Priority Parks scheme for improvements to Burgess Park, a public park of 56 hectares adjacent to the estate's southern boundary.

What is the procurement route?

Notting Hill Housing Trust has been procured to deliver the regeneration project in partnership with the Council over the next 20 years. The development agreement commits them to deliver the Council's

adopted master plan; 50% of the new homes will be affordable, of which 75% will be for social rent and 25% for shared ownership or equity, and a minimum of 30% across all tenures will have three bedrooms or more. Notting Hill Housing Trust is working with Barratt London as their developer partner and a panel of architects including HTA Design LLP, Hawkins Brown and Mae Architects.

The development agreement includes a fixed price for the first development site, payable in installments as the site is built out. Land value for subsequent plots will be established through an agreed financial model with inputs for development costs and receipts. The inputs include fixed profit, investment in the affordable rented units and the Council's share of development overage. The first option to purchase land for the later phases depends on satisfactory performance against milestones for previous phases. Notting Hill Housing Trust must also fund £1.25m of community benefit during the first 5 years and provide a new community building on the first site at a peppercorn rent.

What is the long-term ownership and management strategy?

Notting Hill Housing will manage all of the new housing stock. The Council will continue to nominate tenants for the affordable units until all existing Aylesbury tenants have been rehoused. The Council will keep responsibility for community spaces, adopted roads and the public realm.

New adult learning centre



Image: Levitt Bemstein

Note: The new homes to be delivered as part of the Aylesbury Estate do not form part of the programme announced by LB Southwark in April 2014 to build 11,000 new council homes over the next 30 years

03

BACTON ESTATE

London Borough of Camden

Development partner	LB Camden
Architect/design	Karakusevic Carson Architects
Density units/ha before & after	52 > 155
Density uplift (%)	196
Housing manager	LB Camden

The Bacton Estate Tenants and Residents' Association (TRA) expressed an interest in exploring the regeneration option for their estate in 2011. Within three months, the residents were filmed for Channel 4's 'Secret Lives of Buildings' television series. Since that time a large-scale regeneration project for the estate has been worked up collaboratively between Camden Council, the local community and appointed architects.

The architects met with the TRA on over 50 occasions in the first three years to discuss every aspect of the scheme, often joined by local councilors and the local MP Frank Dobson. A phased delivery programme began in 2013 that will transform the neighbourhood over six years, demolishing the existing buildings and providing high quality new homes, beautifully landscaped gardens and play spaces.

Bacton Estate is located in Gospel Oak, Camden. The existing buildings are synonymous with the failings of

Aerial view



Image: Karakusevic Carson Architects

1960s estate architecture. The estate consists of four-storey blocks connected by deck access routes. Damp and antisocial behaviour are persistent problems.

Key features

- Community initiated
- Challenging phasing and decanting strategy
- Speed of delivery
- New market sale homes mixed into social housing estate achieved resident support

Challenges

The main objective is to address the poor condition, design faults and energy inefficiency of the residential blocks on the estate. The brief for the regeneration project set by the residents and LB Camden has insisted on an approach that as far as possible is financially viable without any outside funding. They have also insisted that new homes must be provided for the existing residents on a phased basis before their old homes are demolished.

Is there a resident community and is it cooperative?

Despite its problems, the Bacton Estate has a strong neighbourhood spirit. The residents initiated the project, approaching LB Camden to ask for their estate to be regenerated. Within six months an architectural competition took place to commission a masterplan.

The design team delivered presentations regularly during the process so that the residents and wider community could be involved in progressing the designs. The TRA was instrumental in involving as many people as possible in the design process and

ensuring that the design strategy reflected local people's needs and responded to their concerns. In addition a consultation strategy was developed by Camden Council to engage with statutory and other third party stakeholders such as the Greater London Authority and Network Rail.

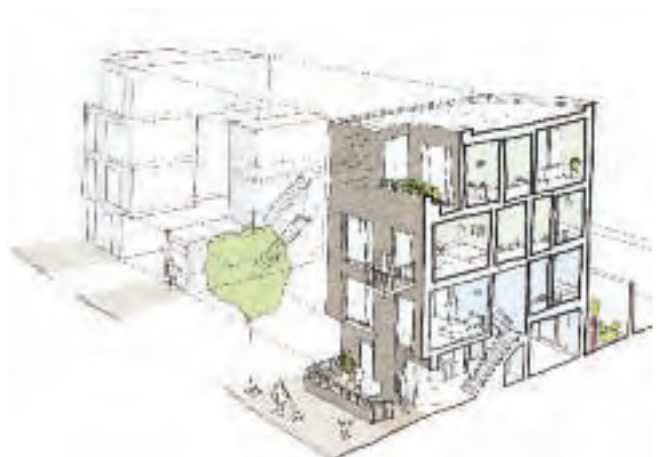
What is the design response?

The regeneration masterplan aims to replace all of the existing buildings while working respectfully with neighbouring listed buildings and mature trees. Residents initially requested a completely low-rise housing solution to replace the existing blocks. However this proved to be financially unviable. The expected construction of the Euston-North West

High Speed 2 rail line just north of the site also created acoustic and environmental health constraints that have affected the masterplan. The final proposal consists of a new street with medium density family housing ranging in height from 2 to 8 storeys with the taller blocks in key locations. It aims to create a modern expression of urban family life, with front gardens, communal squares, high quality brickwork and generous windows. Once the project is completed, high quality older buildings in the surrounding streetscape will frame new civic places and streets, improving permeability and responding to desire lines through the local neighbourhood. Communal and private entrances at street level have been designed to encourage activity within the public



2 3



Bacton Estate: constructed phase

The first phase of the Bacton Estate regeneration project has been designed by the architects Karakusevic Carson Architects and will be completed in 2015. It consists of 67 new homes, 46 of which are for social rent and 21 for private sale. To facilitate the wider regeneration project, a disused council building, the former District Housing Office, has been redeveloped first and the site converted to residential use. This has provided new homes for around half of the Bacton Estate's existing tenants to move into, which in

turn has allowed the homes that they vacated to be demolished for the next phase of regeneration, which will complete in late 2016/17. The new residential units are tenure blind from the outside and range in size from one to four bedrooms. The design utilises different brick types to define form and highlight changes in typology. This enhances the public realm by giving the streetscape a varied and rich character. Deep window recesses help define larger blocks, making them appear smaller and giving them a more human sense of scale at street level.

realm. Rooftop amenity space and balconies will provide open space and the perimeter blocks will look onto beautifully landscaped gardens accessible to all of the residents. Residents expressed a strong desire to avoid replacing the original estate with a similar architectural language. In response, a variety of rooflines will help to create a rich and interesting townscape that gives an identity and sense of place to each part of the site.

What role is the Council playing?

LB Camden is acting as developer for the scheme. The Council has retained management control of all aspects of the regeneration project in partnership with a proactive resident steering group.

How is the project being funded?

The project is being funded primarily by the Council with some additional funds from the Homes and Communities Agency (HCA). However it is expected that the project will ultimately be cost neutral. The sale of private units will cross-subsidise the entire regeneration project; the Council will recoup all invested capital.

What is the procurement route?

LB Camden used a two stage tender process to procure a design and build team for the project. This meant that the original architects prepared a detailed design pack (RIBA stage E) and construction contractors tendered for the design and build contract with a proposed design team. In the first stage, quoting overheads, preliminary costs and profit margin percentages.

As a result, the Council was able to protect the design quality already consulted on and approved by the residents in the detailed specification. An open book tender process followed for the second stage, allowing the Council to ensure best value and appraise value engineering decisions within bids. Arguably, the procurement route used for the project was much more selective and transparent than a traditional Design and Build contract.

What is the long-term ownership and management strategy?

The Council will retain the freehold of all the land and will use their own in-house maintenance team to look after the affordable units. Camden may choose to manage the private sale blocks themselves. However, it is more likely that a private company will be appointed, financed by the service charge to the private units.

1, 2 & 3: Proposed scheme;
4: Community engagement



04

CLAREDALE STREET

London Borough of Tower Hamlets

Development partner	Tower Hamlets Community Housing
Architect/design	Karakusevic Carson Architects
Density units/ha before & after	104 > 148
Density uplift (%)	42.6
Housing manager	Tower Hamlets Community Housing

Claredale Street is an award-winning housing development, which was completed in 2010 by Tower Hamlets Community Housing. It was the second phase of an estate regeneration started by Swan Housing Association in Bethnal Green, Tower Hamlets. The scheme occupies the former site of Bradley House, a 1960s block of eight stories, which was demolished and replaced by an estate of mainly low-rise terraced streets containing 77 houses in a mix of tenures. 28 of the new homes are affordable family homes; 22 are Social Rented and 6 are Shared Ownership; these include 4 bedroom family homes for extended families. The scheme was a forerunner of the current swathe of projects across London and demonstrated the potential to achieve transformation of local areas through estate regeneration.

Bradley House and Connett House (where the latter formed phase one by Swan HA) were failing structurally and suffered from ill-defined public/private spaces, which detracted from the surrounding streetscape.

Key features

- Award-winning, tenure neutral design comprising interesting façade treatments and thoughtfully designed landscaped areas.
- Innovative housing typologies, including maisonette flats sitting over large ground floor courtyards flats
- An early example of successful estate regeneration
- This scheme was delivered in partnership with the local authority; it has proven to be an exemplar scheme in terms of using high quality design to enhance a local area.

Challenges

The objective of the two phases was to demolish the two blocks and to create a scheme with a similar quantum of social housing but using the least amount of public subsidy, whilst enhancing the character and quality of the area.

Is there a resident community and is it cooperative?

Tower Hamlets Community Housing, which owns and manages the estate, consulted the local community extensively to define their needs and aspirations. This identified a need to broaden the social mix, to provide homes large enough to assist with their overcrowding strategy and to provide smaller homes for residents in larger properties wishing to downsize but to stay in the local area, and to open up the area. From this, a rigorous development brief was formulated.



The original Bradley House building



1,2,3 &4: The new Claredale Estate

from nearby, and sought to create an intimate mini-neighbourhood reconnected to the surrounding urban fabric.

What is the design response?

In the immediate surroundings there are a number of successful and vibrant Victorian/Edwardian neighbourhoods including Bethnal Green and the Jesus Hospital conservation area, which acted as visual cues for the Claredale Street scheme. The architects focused on reinstating and referencing historic street patterns, building scales and materials

The development has re-established a number of streets and connections that were previously severed by Bradley House. New pedestrian friendly public space is fronted by family houses and maisonettes. There are also more private landscaped courtyards and overall the area is easier to understand and move through. Affordable family housing at the heart of the scheme is at a similar scale to neighbouring Victorian terraces. The design of some of the homes involved novel typologies where flats sit above large single-storey ground



The new estate street facades

The architects focused on reinstating and referencing historic street patterns, building scales and materials from nearby, and sought to create an intimate mini-neighbourhood reconnected to the surrounding urban fabric

level flats, where the latter have internal courtyards for their external amenity space.

The resulting scheme has more accommodation than the former building on the site but delivers a very different neighbourhood in terms of tenure mix, housing type, increased and improved public and private realm, townscape, green space, opened up streets and courtyards and gardens. The change has radically improved the sense of community and public safety.

What role is the Council playing?

Tower Hamlets Community Housing acted as developer, working in partnership with LB Tower Hamlets and the local community; the Council provided transfer of free land to facilitate the scheme.

How is the project being funded?

The scheme was mainly funded by cross-subsidy from the sale of 49 apartments and a small grant from the HCA. The scheme was delivered during the worst stage of the 2008-2009 financial crisis. However the quality of the design meant that the

shared ownership properties were oversubscribed by 60:1 and the market sale units were sold at 20% above initial valuations within 3 months of completion.

What is the procurement route?

The project was tendered through an OJEU process by THCH; this led to formation of a joint venture with Hill Residential, where the contract was executed through a traditional design and build contract. The tender drawings were taken to RIBA Stage D/E to ensure construction contractors could price the building fully and best value could be achieved in terms of material choices and construction techniques.

What is the long-term ownership and management strategy?

Tower Hamlets Community Housing continues to manage the development and has a full time facilities management team which carries out maintenance and repairs in a timely manner and to a high standard. This should ensure that the buildings will stand the test of time and residents continue to feel proud of the neighbourhood.

05

COLVILLE ESTATE

London Borough of Hackney

Development partner	LB Hackney
Architect/design	Karakusevic Carson Architects
Density units/ha before & after	89 > 189, phase 1A 61 > 124
Density uplift (%)	111.2, phase 1A 105
Housing manager	Hackney Homes

Hackney Council is undertaking the ambitious regeneration of the Colville Estate – a 4.9 hectare council estate in Hoxton. Over a 15-year period 435 existing homes will be replaced with 935 new ones for social rent, shared ownership and private sale. The first phase, Bridport House, completed in 2011, has provided 41 new homes for social rent, and was co-funded by Hackney Council and the Greater London Authority (GLA).

In addition to building much-needed new homes, the project aims to transform the street network and public realm and reconnect the estate with the surrounding areas of De Beauvoir, Hoxton and the Regent's Canal. To achieve this, the existing estate will be demolished and new street connections with a more defined public realm introduced. A masterplan application for the comprehensive redevelopment of the estate was approved by the Council's planning committee on 18th July 2011. The application also defined a Design Code and Development Zones for later phases of the Colville regeneration project. Phase 1 has been built and reserved matters permissions have been granted for Phases 2 and 3.

The Colville Estate is bounded to the south by Shoreditch Park and to the north by the Regent's Canal. The surrounding context is typical of the rich and varied grain that predominates in much of North East London. The buildings of the estate are primarily four to five storey 1930s brick blocks, with one 14-storey 1950s block. Several attempts to regenerate the estate in the 2000s failed due to viability constraints or unpopular masterplans being rejected by residents.

Key features

- The Council as the developer set the brief for an exemplary design-led scheme and is closely managing the project throughout the design and development process
- Scale – the project will deliver 925 new homes
- Timber frame – phase 1 (Bridport House) is one of the largest cross-laminated timber frame buildings in the world
- Public realm focus – streets and public spaces are a priority in the design and are seen as key to the success of the new neighbourhood
- The two tall buildings in Phase 3 are designed to connect with the public realm and have a civic presence at ground floor – with the Council retaining management of retail space
- Detailed design; close attention has been paid to details often neglected, such as the design of storage and utility areas, communal entrance lobbies, and the defensible space edging streets
- Extensive consultation

Challenges

Over many decades the inward looking nature of the Colville Estate has disconnected it from the surrounding neighbourhoods of Hoxton, De Beauvoir, the Regent's Canal and Shoreditch. The existing layout deters pedestrian movement, discouraging use of the area. The regeneration project now under way aims to simultaneously build new homes by increasing the residential density and resolve these historic problems.

Is there a resident community and is it cooperative?

In the early 2000s, a series of regeneration masterplans (some Hackney Council-led, some

developer-led) were proposed, but stalled either due to lack of viability, unworkable phasing, or because they were rejected by residents. By contrast, the current regeneration has been characterised by a high level of community engagement and extensive input from a resident steering group. It has been essential to adopt a highly collaborative way of working with residents in order to fuel consensus and move the project forward.

Regular meetings are held with residents to determine the brief, discuss funding issues and involve the residents in an iterative design process. A common sense, hands-on design approach has proved successful. Residents have been presented with clear designs, large and easy to understand models were displayed at public exhibitions, and the vast majority of the local community became supportive of the regeneration project.

What is the design response?

The first phase of the project consists of Bridport House, a residential block completed in 2011. Bridport House has provided 41 new homes for social rent, which have been used as replacement homes for people to move into from elsewhere on the estate, enabling the larger scale new build programme to begin. The building uses cross-laminated timber as the main material rather than a concrete frame. Timber panel construction was chosen to overcome the weight restrictions on the site, which sits above one of London's main drainage tunnels. At the time of writing (January 2015) Bridport House was one of the largest buildings in the world to have used this construction technology. Phase 2 will consist of three nine storey buildings designed as a family and containing 209 homes; 54% for social rent, 16% shared ownership and 30% for market sale (by habitable room). One of the buildings will contain a new community centre and a new energy centre which will supply a district heating network.

The new buildings' orientation will minimise the loss of daylight and sunlight to neighbouring buildings and enable all of the apartments inside to be dual-aspect, with generous views over the nearby park and canal. Each building has its own shared garden – either in a courtyard or on a raised podium. Care has been taken to design and specify details that are frequently neglected in new housing developments – such as communal entrances, defensible space, storage/utility cupboards, kitchen layouts and bin

1 & 2: The new Bridport House; 3: Site model; 4: Site view; 5: new Branch Place

stores. This detail has been included in the planning consent and tender package to safeguard it in construction. The public realm across the estate has been designed as a series of streets that seamlessly connect with the surrounding townscape – encouraging people to walk and cycle through. The materials palette has been selected to be similar to those found on a conventional London street. Informal play areas, community gardens and seating areas have been integrated into the new streets to encourage a sociable and diverse street life. At the time of writing, the construction of Phases 2 and then 3 of the Colville regeneration project are expected to commence in 2015.

What role is the Council playing?

The Council, in partnership with local residents, has been the driving force behind the regeneration project throughout. Officers and councillors have maintained a close working relationship with local stakeholders as part of this approach. The Council will work with contractors and development partners on a plot by plot basis as the phases come forward to continue this strategy.

The Council has negotiated the acquisition of most of the leasehold and freehold properties that must be vacated to enable construction of Phases 2 and 3 of the project, and the Secretary of State for Communities and Local Government also confirmed a CPO for the sites in November 2014 following a public inquiry.

How is the project being funded?

The project is being funded as part of Hackney Council's 2,760-home, borough-wide estate regeneration programme, which has been running since 2011 (see The Hackney Approach on page 13)



What is the procurement route?

Phase 2 will be built out through a Development Agreement between Hackney Council and a partner contractor/developer. The proposals will be tendered at RIBA Stage D+ to ensure design quality is locked into the proposals. Under the Agreement, the homes for social renting and shared ownership will be handed back to the Council on completion. Phase 3 will be procured separately.

What is the long-term ownership and management strategy?

The Council will retain the freehold for the entire site as well as being responsible for its ongoing maintenance and management. The Council sees the quality of public space as critical to the success of the project and, for this reason, is ensuring it retains control of the estate's long-term management strategy.

06

COPLEY CLOSE

London Borough of Ealing

Development partner	LB Ealing
Architect/design	HTA Design LLP, Hunters Ltd architects
Density units/ha before & after	78 > 93
Density uplift (%)	19.3
Housing manager	LB Ealing

This project to transform the Copley Close estate in the London Borough of Ealing will refurbish more than 550 existing homes and create 205 infill homes and new public realm. The first phase of refurbishment works began in June 2013 following a short period of six months' design work and intensive consultation with residents since 2009. The first new build homes are due to be completed in the summer of 2015. By 2019, Copley Close will become a mixed tenure development with affordable housing for council tenants genuinely pepper-potted in amongst private sale, market rent, shared ownership and affordable rent units.

As of January 2015, the Copley Close estate comprised 636 homes. Most are one- and two-bedroom flats, plus 24 houses and a sheltered scheme. The estate is built over a railway line on a narrow 1km long site. It is typical of 1970s housing estates in that it consists of long, high-level walkways and numerous parking undercrofts, none of which are secure.

Key features

- Close working with the community
- Use of sale and rent at market and submarket levels to help make the business plan viable and the housing economically accessible to local people
- Reduced carbon footprint by improving the majority of the existing buildings without the need for major demolition
- Council-led development with new council-owned company (Broadway Living) established to secure part of the finance for the project
- Council has set up an 'in house' mixed tenure management team that will see services improved for residents

Challenges

The problems with the estate are three-fold: some of the buildings have been found to be structurally unsound and require demolition; there is poor security, with various public access routes through the estate and many areas (such as through the underground parking crofts) which are not overlooked; and the poor design of the estate means that it is isolated from the surrounding neighbourhood. The purpose of the regeneration is to resolve these issues and generally improve the quality of the area.

Is there a resident community and is it cooperative?

The Council has consulted extensively with local residents offering them the chance to input major decisions about the design, public realm and branding for the new neighbourhood. Following a public meeting in November 2011 the Council made a commitment to finding a solution for Copley Close. Consultation drop-ins followed in December 2011 to get input on play spaces, the community centre, new security measures and environmental works. The regeneration team has since worked from an on-site office, continuously updating residents. Consultation revealed that residents feel a sense of belonging to Copley Close, despite its physical problems. They don't want to lose its identity. In response, the estate will be split into five neighbourhoods with names that

What is the procurement route?

Phase 2 will be built out through a Development Agreement between Hackney Council and a partner contractor/developer. The proposals will be tendered at RIBA Stage D+ to ensure design quality is locked into the proposals. Under the Agreement, the homes



1,2,3: Street and block views of the proposed scheme

for social renting and shared ownership will be handed back to the Council on completion. Phase 3 will be procured separately.

What is the long-term ownership and management strategy?

The Council will retain the freehold for the entire site as well as being responsible for its ongoing maintenance and management. The Council sees the quality of public space as critical to the success of the project and for this reason is ensuring it retains control of its long-term management.

indicate location in the neighbourhood. The estate has now been rebranded with the name Copley, Hanwell W7.

What is the design response?

The new design aims to humanize the built environment and improve the estate (as far as is possible) to modern standards. At ground level, some one bed flats will be joined together to create two and three bed family flats; front-door access will be switched from the back to the front, thereby driving activity and pedestrian traffic to the main street and creating private outside space to the rear.

The scheme will introduce infill blocks to eliminate blank facades, normalise the street pattern and provide natural surveillance of all pedestrian routes and at key junctures. The parking undercrofts will be covered by a podium deck, connecting homes directly to the street and increasing amenity space; the car

Images: Hunters Architects



The estate before regeneration

parking areas themselves will be secured to prevent public access. The higher level walkways will be closed up with secure gates and CCTV. At the middle of the site, where some buildings need to be demolished, there is an opportunity to build higher next to the station. A new public square will be created and the new accommodation in this area will mostly comprise smaller flats for private rent as well as larger affordable homes. Existing retail facilities will be maintained throughout the regeneration works.

What role is the Council playing?

LB Ealing is acting as developer for the scheme. The Council also successfully negotiated the purchase of all the freehold units on the estate, avoiding the need for a CPO.

How is the project being funded?

The estate is already relatively dense, making it difficult to add much more housing (the final net addition will be just 120 units). Cross-subsidy models, which rely heavily on increasing density and capital returns from selling private units, were consequently unsuitable. Instead, a 30-year business plan has been established, which relies in large part on future income from rents; approximately 10-20% of the units will be let at market rent level. As developer, LB Ealing does not need to seek a 15% to 20% profit within 5 years; taking this out of the equation has enabled a robust appraisal to be put together relying on long-term revenue returns.

What is the procurement route?

It was originally intended to outsource the regeneration to developers or housing associations.

However Network Rail leases the majority of the land to LB Ealing meaning demolition works would require agreement with Network Rail; it became apparent that neither developers nor housing associations were willing to take on this risk. LB Ealing is, therefore, acting as developer; it appointed architects, agreed the design with the community and secured planning permission, all within 12 months. LB Ealing has since directly procured the construction and refurbishment works, which were split into two tenders. The first was budgeted under the compulsory OJEU threshold, which was then £4.29m. This allowed firms to be appointed and start very quickly; refurbishment began within 6 months of the tender being publicised.

What is the long-term ownership and management strategy?

The council will own and manage Copley Close. The newly formed council owned company Broadway Living will be established to own and manage the private market and sub-market rent properties across the regenerated estate. Overall, Copley Close will eventually comprise around 65% affordable housing. The estate will be tenure-blind both inside and out; affordable and private units will be decorated and refurbished to the same standard. Tenures will not be segregated by blocks or cores and will receive equal management.

Using a CoCo

A CoCo is Council-owned company able to 'lever in' additional finance over and above the HRA borrowing cap. It acts as an alternative delivery vehicle to the Housing Revenue Account (HRA), enabling increased investment in new housing by a local authority. Schemes brought forward in this way must be creditworthy and carefully planned; should budgetary forecasts prove incorrect, financial risk falls upon the local authority. Developments under the jurisdiction of a CoCo need to demonstrate that all costs such as tax (including VAT), finance, procurement, legal, governance, and day-to-day overheads are estimated correctly. Local authorities cannot make loans to CoCos at a preferential rate in order to subsidise them against market competition. CoCo homes are unaffected by Right to Buy legislation.



DOLLIS VALLEY

London Borough of Barnet

Development partner	Countryside Properties
Architect/design	Alison Brooks Architects
Density units/ha before & after	40 > 58
Density uplift (%)	44.7
Housing manager	L&Q

The Council hopes to transform Dollis Valley into a vibrant neighbourhood with a distinctive character, whilst respecting the suburban location of the site. The Dollis Valley regeneration also seeks to reconnect the site with the surrounding area and local amenities. Countryside, the development partner, secured planning permission to redevelop the Dollis Valley estate in June 2013.

The proposals include demolition of the existing estate and construction of a high quality mixed tenure development of up to 631 new family homes. The new development will consist of new homes for affordable rent, shared equity and private sale. Construction commenced in March 2014. The 10.8ha

Dollis Valley estate lies close to High Barnet, the last station on the Northern Line. The estate is on a south facing slope and originally consisted of 436 homes (most accommodated in five-storey blocks of concrete construction), a junior school, a parade of retail units and three community centres. The surrounding area is characterised by traditional suburban housing with views across the adjacent green belt. There are a number of listed buildings, conservation areas and attractive countryside parks close to the site.

Key features

- New family-sized homes will be provided, which are desperately needed due to the demographics of the local population
- More low-key architecture will better suit the lush and green suburban context
- Homes built to a high standard of environmental sustainability

Challenges

There are a variety of issues being addressed by this scheme:

- poorly defined open space offering low amenity value;
- the density is relatively low at 43 dwellings per hectare;
- the dominance of flats does not suit local demographics as young families in Barnet tend to prefer houses;
- the estate integrates poorly with the surrounding suburban area, as it has only one entrance and lacks through routes; and,
- the blocks' harsh concrete vernacular sits poorly in the suburban surroundings.

Is there a resident community and is it cooperative?

The Council procured an independent advisor to support the residents in setting up a steering group, which advocated for residents during the production of a development brief by the Council.

Three developers were shortlisted in early 2011 to discuss initial proposals with residents. In August 2011 all three submitted proposals on the basis of either redeveloping the entire estate or rebuilding the flatted blocks at the northern end and renovating the low rise blocks (mainly leasehold or freehold) at the southern end. The plans were exhibited on the estate for residents prior to the selection of a development partner. Countryside was selected as preferred development partner in October 2011.

Once the development partner was selected, they staged pre-application public exhibitions and worked closely with the Dollis Valley Partnership Board, which

is made up of tenants, leaseholders, the London Borough of Barnet, Barnet Homes, the developer, and the registered affordable housing provider for the project. Additional meetings were also held with the local nursery school operator, the community centre operators and residents of adjacent streets.

What is the design response?

The masterplan is based on the idea of reconnecting the estate physically, socially and environmentally to the wider Underhill neighbourhood. More pedestrian and vehicular movement will be encouraged through the site. Density will increase to 58 dwellings per hectare and the units will be a mix of one, two, three and four bedroom with more houses (322) than apartments (309). A new layout will maximise legibility and permeability for pedestrians by establishing a simple grid street pattern and linking paths and roads clearly to local landmarks. Large areas of tarmac will be transformed into attractive public spaces including two new parks and a garden square. There will also be a significant increase in private and semi-private amenity space, which is almost nonexistent at present,

including communal gardens on podium decks. A new community centre and nursery facility will be visible to the wider neighborhood as a symbol of the regeneration.

The housing has been designed in a range of types and sizes to meet local need and fit more appropriately into the suburban context. The scheme design is a modern and sustainable interpretation of a traditional London 'Garden Suburb'. It includes a variety of measures to reduce carbon emissions such as rainwater harvesting, increasing local biodiversity and support for community recycling.

What role is the Council playing?

The Council oversaw the early stages of the project, liaising with the community, procuring design, achieving planning permission and then procuring a development partner. The Council has facilitated land assembly for the regeneration project; this has required the use of a CPO for non-Council owned properties; this was confirmed in June 2014 with no objections from the public.





The Council is responsible for managing the transfer of existing tenants from Barnet Homes, the Council's Arms Length Management Organisation, to the new affordable homes in Dollis Valley.

How is the project being funded?

The scheme is made viable through cross-subsidy from the sale of the private homes. Around 40% of the new replacement dwellings will be affordable, representing a minimum of 250 units. This will comprise a split of 230 units for social rent and 20 intermediate. A further 381 units will be provided for market sale, 60% of which will be houses.

What is the procurement route?

Countryside was selected as the development partner through an OJEU process. The proposed development is governed by a Principal Development Agreement (PDA), which the Council has entered into with Countryside Properties (as developer of

1,2 &3: Proposed street views and site layout; 4: Proposed new blocks; 5: existing estste; 6: view from Park Up Hill

the private housing) and L&Q (as provider of the affordable housing).

What is the long-term ownership and management strategy?

Countryside and L&Q will agree a management plan for the entire estate with the Council. The hope is that management can be administered through the Dollis Valley Partnership Board.

08

HALLSVILLE QUARTER

London Borough of Newham

Development partner	Bouygues Development
Architect/design	Haworth Tompkins
Density units/ha before & after	77 > 198, phase 1A 0 > 195
Density uplift (%)	159.2
Housing manager	One Housing Group

Hallsville Quarter is one of the first phases of regeneration activity in the Canning Town and Custom House masterplan, a huge regeneration programme, which covers approximately 120ha.

Hallsville Quarter will comprise 1,130 new dwellings, 10,500m² employment floorspace, 31,700m² retail floorspace, a 200 room hotel, 12,000m² student accommodation, 1,150 underground parking spaces, and community facilities. The residential density is approximately 191 dwe/ha. Construction will take place over five phases. Phase 1 will complete in spring 2015, Phase 2 in mid 2017 and the whole development in 2024.

Key features

- Creation of a new, fully mixed use town centre physically connected to the traditional high street
- Provision of new green spaces, resident-only gardens, and private 'sky gardens'
- A single, 'tenure blind' approach to management and operations
- Part of a much larger regeneration programme, for which a dedicated procurement programme has been established
- A Town Centre Design Code has been included in the development and planning agreements

Challenges

- Hallsville Quarter will become a major part of an expanded town centre
- Adjacent to Canning Town station, it will exploit opportunities created by the significant improvements to public transport and walking and cycling routes in this area over the last decade and connect to long-standing and new

retail facilities on the high street (Barking Road) including a revitalised historic Rathbone Market

Is there a resident community and is it cooperative?

Much of the land being used for this scheme has been vacated for a number of years, though a number of properties located on land earmarked for future phases remain occupied. The broader community across Canning Town have been engaged and consulted on the proposals for the Town Centre site over the past decade.

The site assembly and tenant decant caused some early hostility, as the potential loss of established communities was a concern for residents. However, people have since reacted positively to news that a Morrisons food store will be delivered in the first phase, helping to address the relatively limited retail offer in the area and provide local employment opportunities.

A Residents' Charter adopted at the same time as the Canning Town masterplan (see below) ensures a 'right to return' for existing residents and establishes strict procedures for purchasing property from freeholders and leaseholders, as well as decanting tenants. It also establishes requirements for consultation with the community.

For Hallsville Quarter, a Town Centre Design Group made up of local residents meets periodically with Bouygues Development, the developer of Hallsville Quarter, and their design team.

In the period between the demolition of former properties and the construction of new buildings,



1



2



3

vacant sites have been used positively for a range of interim uses. Local residents have participated in projects and events on these meanwhile use sites.

What is the design response?

The project's aim is to create a new high-density town centre with a mix of uses – retail, food and beverage, leisure and community facilities – at ground level, with residential units above and secure parking below ground. It represents a harnessing of new transport infrastructure adjacent to the town centre

1 & 2. New blocks under construction; 3. Balcony detail on corner block

to make better use of the land, deliver a large quantum of new housing and begin to change perceptions about Canning Town as an area. All open areas at ground level will be streets and public open space, set out so as to enable a vibrant retail and evening economy. Podium decks sitting above the retail and commercial uses will provide communal amenity space for residents. A new

pedestrian route and event space will be created under the A13, improving the connection from Canning Town Station to Rathbone Market and Barking Road. Pedestrian routes have been created to improve permeability through the site and connectivity to transport nodes. The Town Centre Design Code has been locked into the development and planning agreements; this goes into detail on issues such as windows, facades, materials, shopfronts, and signage. Phase 1 of the Hallsville Quarter consists of an anchor food store with 179 residential units above and a podium garden, approximately the size of a football pitch. The latter will provide play space, allotments and an outdoor gym for residents of the new homes. The presence of the A13 has created particular design challenges; residential units are carefully screened to minimise air pollution and noise. Over 200 new Phase 2 homes will share this residents-only garden with the Phase 1 residents. The scheme was reviewed a number of times by the LB Newham Design Review Panel during the course of the planning process.

What role is the Council playing?

In 2008, LB Newham adopted a masterplan as an SPD for the entire Canning Town and Custom House area, which allocated land uses and sites for redevelopment. Its overall aim is to reduce deprivation by introducing new residential and commercial development, improving legibility and permeability across the area, and improving linkages with existing and forthcoming public transport nodes. The wider masterplan is predicated on maintaining the same absolute number of social housing units. However, with increasing density over the whole area, this will mean the tenure balance will change, moving from an approximate 70/30% split between social and private housing towards a 50/50% split. The tenure split of Hallsville Quarter will be 35% affordable and 65% private, which the Council considers appropriate in the new town centre.

How is the project being funded?

Bouygues Development as development partner is entirely responsible for securing investment and funding to deliver the scheme. They are responsible for securing investors for the residential and commercial elements of the scheme, and also for securing pre-lets for the commercial space. Significant public funding was provided in the early stages of the scheme to assemble the land and buy back the flats and houses, and the Council receives a receipt for its

land interest and also has its costs funded as part of the development. Newham also has nominations rights for the affordable rented units on the scheme.

What is the procurement route?

Through an OJEU process, LB Newham formed and appointed a panel of development partners for the wider Canning Town and Custom House masterplan area at the same time as adopting the wider masterplan for Canning Town. These development partners have competed for individual schemes, such as the Hallsville Quarter, without the need for a repeat full OJEU process. In this case, Bouygues Development was selected.

What is the long-term ownership and management strategy?

The Council will retain the freehold. A long leasehold will be taken by the developer and sub-leases will be created for tenants and occupiers. There will be a single estate management company created for the whole area with both the Council and Bouygues Development on the management board. Once Hallsville Quarter has been completed, Bouygues will withdraw from involvement in the management board and be replaced by investors, residents and other stakeholders.



Masterplan detail

Image: Aecom

09

HIGHMEAD

London Borough of Enfield

Development partner	Countryside Properties
Architect/design	Hawkins Brown
Density units/ha before & after	122 > 193
Density uplift (%)	57
Housing manager	Newlon Housing Trust

Highmead is a former council tower block which has been emptied and demolished and is now being redeveloped in a project designed to kickstart the regeneration of the local area, Angel Edmonton.

In December 2012 Enfield Council approved a planning permission for the Highmead site, which will provide 118 mixed tenure homes consisting of 22 houses for affordable rent (with 2 wheelchair access), 25 flats for intermediate rent and 71 flats

for private sale. The scheme also includes approximately 1,000 square metres of new commercial space, a GP health centre and a community building. It has been short listed for a national housing design award. Construction began in summer 2013 and completion is anticipated in summer 2015.

Highmead was formerly a poorly designed 11-storey residential block sitting over (and perpendicular to) a parade of shops. The slab block, which had a blank gable end facing onto the high street, became susceptible to crime and fell into disrepair.

There is an opportunity to improve this end of Angel Edmonton High Street, to deliver more housing and to create a better environment, facilities and amenity for the local community. LB Enfield hopes the scheme will lift aspirations amongst local people and improve perceptions of the neighbourhood.

Key features

- Transformative for the area, involving demolition of a long-standing eye-sore
- Required acquisition of a parade of shops
- Council obtained planning permission and then sold to a development partner

Challenges

There are a variety of issues being addressed by this scheme:

- Poorly designed and configured buildings, which are susceptible to crime;
- Buildings have fallen into disrepair because they are unaffordable to maintain;



Building under construction

- Parade of shops, which do not meet modern retail needs; and
- Lack of built enclosure and poor surveillance of public space that promotes criminal and anti-social behaviour and creates an unsafe environment.

Is there a resident community and is it cooperative?

Despite the nature of the buildings, the shops were still highly active. However 16 shop owners had to be decanted, as it would have been impractical for them to stop trading while the replacement development was built. They were offered alternative Council-owned premises on the same street, and grants to upgrade their shop fronts.

The Council engaged the local community prior to and during the planning process. The inclusion of a new GP surgery proved popular with residents.

What is the design response?

A mixed use redevelopment scheme has been designed to improve the relationship between the



high street in front of Highmead and the suburban terraces to the rear, comprising new residential, retail and community space and a health centre.

The new retail parade will accommodate a range of traders with one larger unit for a supermarket. There will be smaller residential units over the shops. In the place of garages and unsecured areas to the rear, there will be a new terrace of houses, each designed to be subtly distinguishable from its immediate neighbours.





1: Existing retail and blocks; 2; Proposed scheme; 3: aerial view of proposed scheme

New back gardens will abut existing back gardens, creating a better street pattern. A new shared surface mews will be created at the centre of the scheme to include a community garden and play area. A new community centre will look onto this mews from the southern end, improving surveillance.

What role is the Council playing?

LB Enfield contributed £1 m up front to fund vacant possession of the site and demolition. This de-risked the scheme for development partners. Architects were appointed by the Council to draw up plans and obtain a planning permission. Only after detailed planning consent had been obtained was a development partner procured.

How is the project being funded?

All costs to the Council are being recovered through sale of the land freehold to the developer. An overage arrangement (a 'clawback' clause in the contract giving the Council the right to some of the profit made by the scheme) is included in the development agreement. The Council also receives a new community centre. To attract new residents, the tenure mix favours shared ownership, intermediate rent and private sale, 50% of units will be homes for

families. This helps the funding of the scheme through cross-subsidy, but is also an intentional strategy to create a more balanced community.

What is the procurement route?

Flexible criteria (including the tenure split) at the tender stage encouraged bidders to price up and submit a range of options. Procurement was then judged on cost, transfer of financial risk from the Council, and a track record of delivering schemes on time. To help ensure design quality of the final scheme, it was a requirement of the tender that the original architects be novated across to the successful developer.

What is the long-term ownership and management strategy?

The freehold has been purchased from the Council by Countryside Properties as part of the development agreement. The new development will be managed by Newlon Housing Trust who, as the Registered Provider, is delivering the affordable housing. It was important to the Council for there to be a single management regime to prevent the private and affordable homes being managed to different standards.



KINGS CRESCENT

London Borough of Hackney

Development partner	LB Hackney
Architect/design	Karakusevic Carson Architects, Henley Halebrown Rorrison, Muf Architecture Art
Density units/ha before & after	72 > 200
Density uplift (%)	178.2
Housing manager	Hackney Homes

Kings Crescent is an ambitious regeneration project being undertaken by Hackney Council as part of its Estate Regeneration Programme. The comprehensive redevelopment of this 1970s housing estate aims to build a new neighbourhood by refurbishing existing blocks, building new homes and reintegrating the estate with the surrounding streets. A total of 490 new homes will be built on a cleared site in the centre of the estate, including 194 Council homes for social renting and shared ownership. In addition to the new build, 275 existing homes will be refurbished. The masterplan was granted planning permission in 2013, with Phase 1 gaining full planning consent and Phase 2 outline consent. Construction of the new homes began in early 2015.

The existing estate has an inward looking layout and a number of existing blocks that would benefit from refurbishment. The proposals consist of a series of well-defined courtyard blocks on new streets and open spaces which connect the new buildings with the existing blocks and the adjacent Clissold Park.

Key features

- The Council as the developer set the brief for an exemplary design-led scheme and is closely managing the project throughout the design and development process
- Public realm focus – the design process has prioritised the transformation of the streets, squares and shared gardens on the estate
- Integration - the design aims to integrate the new blocks with the existing blocks and build a new neighbourhood that has an equal level of quality across the estate. The design also aims to reintegrate the estate with surrounding streets
- Transformative refurbishment – the strong

qualities of the existing blocks are being enhanced through a comprehensive refurbishment programme

- Detailed design - close attention has been paid to details often neglected, such as the design of storage and utility areas, communal entrance lobbies, and the defensible space edging new streets

Challenges

The Council's objective is to build new homes for social renting, shared ownership and private sale and to refurbish existing homes. In addition, the Council aims to build a well-designed public realm connecting with surrounding streets.

Is there a resident community and is it co-operative?

The regeneration started with an intensive programme of resident engagement to clarify the community's aspirations for a new neighbourhood and to understand the issues that affect the estate in its current form. Local ward Councillors also play a key role in the regular resident steering group meetings and at consultation events.

By delivering part of the public realm proposals early and during the design process, the Council and design team were able to build trust with residents that this ambitious, long-term project would proceed. Residents were particularly involved in the development of refurbishment proposals - developing designs for winter gardens and improved-access walkways. The strength of the existing community spirit was evident in the established and successful community orchard on the estate. This became a central part of the public realm proposals.

The Kings Crescent Pocket Park

An underutilised space on the perimeter of the estate has been transformed into a communal pocket park and front garden for Kings Crescent. This early pilot project, in advance of the implementation of the more extensive regeneration proposals, was developed in close co-operation with residents. This helped the Council build a level of trust and demonstrated the team's commitment to delivering the regeneration project to a high level of quality.

The design comprises of simple elements that are sensitive to the garden's setting: the multi-storey housing blocks, the Victorian terraced housing, and the green corridor leading towards Clissold Park.

The scheme won a bid for part-funding from the Greater London Authority's Pocket Park programme, and the remainder was funded by Hackney Council's Estate Regeneration Programme.



What is the design response?

The masterplan approach is to reintegrate the estate with the surrounding townscape of Victorian streets, by creating a series of courtyard blocks from new and existing buildings. A series of well-defined and overlooked streets and public spaces will be connected through the site.

The public realm has been designed as a traditional and recognisable streetscape using the same materials palate as a London street. Natural surveillance from new ground floor homes and a considered lighting strategy ensures the scheme goes beyond secured by design standards. There will also be attractive and inviting open space around the estate's perimeter, to stitch it into the surrounding streets.

The refurbishment of existing blocks aims to significantly improve the quality of environment for residents. New balconies and winter gardens are provided for all existing homes with new roofs improving their thermal performance and reducing heating bills. Existing entrance walkways are widened next to front doors - inviting occupation by residents and facilitating interaction between neighbours. Street level garages are replaced with new ground floor residential units creating active frontages.

The three new blocks have been designed to respond to the strong massing of the existing buildings as well as the surrounding late-Victorian context. High quality brick materials with considered detailing ensure the new blocks sit comfortably in their context and allow them to age gracefully over time. Smaller-scale masonry and precast concrete elements bring a human scale to the buildings, along with softer materials such as solid timber doors.

What role is the Council playing?

The Council prepared a detailed design brief for the project and developed a process that prioritises design at every stage. A multi-disciplinary design team led by Karakusevic Carson Architects was appointed to prepare the masterplan and undertake the detailed design for the first two phases of the scheme. The Council gave the public realm and the buildings equal priority, reflected in the decision to appoint public realm designers as well as architects at the outset, and with equal input into the project.

The design work was progressed to RIBA Stage E before submission. Key features like the external materials and detailing are now locked into the

scheme thanks to highly detailed planning consents. The Council retains control over the design and quality of this regeneration project throughout the development process. Once it is completed, the Council will continue to manage and maintain the existing and newly-built properties, of all tenures, into the future.

How is the project being funded?

The project is being funded as part of Hackney Council's 2,760-home, borough-wide estate regeneration programme, which has been running since 2011. This means the Council treats all of its projects as part of a wider portfolio, enabling the regeneration of multiple estates across the borough. These vary from small sites to complex estate regeneration projects, of which Kings Crescent is one of the largest. Cross-subsidy from homes for private sale at Kings Crescent will also be supplemented by surpluses generated on other schemes within the portfolio elsewhere in Hackney. This should allow the Kings Crescent project to be delivered without the need for additional funding from central government or other sources.

What is the procurement route?

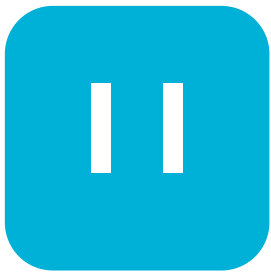
The project is being built out through a bespoke Development Agreement between Hackney Council and a partner contractor/developer. The proposals were tendered at RIBA Stage E to ensure design quality was locked into the proposals. Under the Agreement, the homes for social renting and shared ownership will be handed back to the Council on completion, while the private sale housing will be delivered and sold by the development partner on a leasehold basis.

What is the long-term ownership and management strategy?

The Council will retain the freehold for the entire site as well as being responsible for its ongoing maintenance and management. The Council sees the quality of public space as critical to the success of the project and for this reason is ensuring it retains control of its long-term management.

The proposed scheme viewed from the park





MYATTS FIELD NORTH

London Borough of Lambeth

Development partner	Regenter
Architect/design	PRP Architects
Density units/ha before & after	50 > 102
Density uplift (%)	154.7
Housing manager	Regenter

The Myatts Field North estate in Lambeth is being completely remodelled to make a better quality residential area within Lambeth, providing a better connected, more welcoming and greener environment. The existing estate will be largely demolished to provide approximately double the number of homes. The project is one of the few examples of a housing Private Finance Initiative. Construction has commenced; at January 2015 it is around a third built and will be entirely completed by 2017. The original Myatts Field North Estate was designed by Lambeth Council architects and constructed in the mid 1970s; it covers an area of 12.4 hectares.

The estate formerly contained 477 homes, a community centre, a pharmacy and convenience shops. A health centre, which was not part of the existing estate, was included in the regeneration project. At commencement of the regeneration project, 100 of the residences were leasehold or freehold and the rest social rent. Mostyn Gardens, a large green space at its centre, contained a football pitch and a series of man made undulating mounds, which meant that the space was essentially unusable, hidden from view and susceptible to significant anti-social behaviour.

The estate's original blocks were long and narrow, three to four storeys high, and built above underground garages. They were linked by elevated walkways and had never been properly refurbished.

Key features

- Private Finance Initiative project
- Major transformation of area, including provision of a new public park

Challenges

The objective is to create a high quality new urban quarter. The old layout of the existing estate was confusing and dangerous. Core problems were:

- high tenant turnover;
- high maintenance costs;
- garages sealed off for 20 years;
- hard to supervise external spaces increasing crime and fear of crime;
- serious ASB, particularly gang-related crime.

Is there a resident community and is it cooperative?

Residents from the estate's Tenants Management Organisation were involved from the outset. Residents sat as members of the PFI Project Board, which is a sub-committee of the Council.

The PFI Project Board reviewed bids and contributed to the final scoring for the PFI competition. A Residents' Forum has also worked to ensure that all residents were able to take part in the consultation. The Council funded an independent adviser for the residents throughout the bid phase of the project. Residents are now part of monitoring the delivery of the PFI and a community organization will deliver services from the new community centre.

What is the design response?

In response to the issues with the existing estate, the regeneration masterplan seeks to organise the estate into a clear, safe place and to create a new neighbourhood integrated with the surrounding area. The brief developed by LB Lambeth for the site required:

- A clear and legible hierarchy of roads, streets, paths and cycle-ways.



- A new accessible movement network that is well connected and fully integrated into the surrounding street and movement network.
- Safe and secure streets with a positive and distinctive character where pedestrians take priority over vehicles.
- Full accessibility to the proposed community facilities for all the community.

The masterplan consists of buildings ranging from one to six storeys in height, arranged around a more traditional street pattern. It contains a high proportion of family dwellings with gardens. Taller buildings along park edges enable natural surveillance of the public communal areas, which were previously unmonitored and intimidating.



The new development will involve just over double the number of dwellings. 305 existing units will be demolished and 172 refurbished. 808 new homes will be constructed including 305 direct replacement homes and 146 new affordable homes. Because most of the social rent and shared ownership properties in the new development will be the larger, family-sized units, the final proportion of affordable housing across the entire site will be 60% (by habitable room).

Some of the new homes include stacked maisonettes, which combine two storey houses on top of one another and enable four storey blocks to be provided for residential use without the need for lifts. Groups of the houses will share communal recycling and waste storage canisters embedded under the street. Re-provision of the estate's old health centre was facilitated by a land swap between the NHS and the Council for a plot to the east of the site, where the new health centre has been built. A new park will replace Mostyn Gardens, which includes sports areas and the replacement, landmark community centre.



What role is the Council playing?

LB Lambeth initially undertook an appraisal of the estate to investigate how the housing stock could be upgraded to meet the Decent Homes standard. This revealed significant design and maintenance issues. From 2004 the Council chose to pursue a PFI-funded regeneration scheme involving demolition of the properties in worst condition to be replaced with new build, and reconfiguration of the estate to provide new homes and more usable open space. The Council played a key role in land assembly by delivering vacant possession of the site through CPO,

1: New blocks at Fitzpatrick Road; 2: Ariel plan view; 3 & 4: New blocks and homes with gardens; 5: Construction phase

The project is primarily being funded by means of a PFI, whereby the selected development partner is providing the capital to carry out the works, to build, improve, manage and maintain the estate

and produced a detailed development brief for the PFI competition in the form of a masterplan that the Council commissioned and published. The latter was also locked in through an outline planning consent.

In 2007 the Council enacted a CPO covering 52 leaseholders and 6 freeholders whose homes had to be demolished as part of the project. Of the 58 property owners, 38 agreed to take a replacement property or sell outside of the CPO process. 20 were eventually compensated via CPO with approximately £4.2m paid out in total. Ultimately the CPO was confirmed unopposed. At the time it was the largest Housing Act CPO to receive no statutory objections from residents.

How is the project being funded?

The project is primarily being funded by means of a PFI, whereby the selected development partner is providing the capital to carry out the works, to build,

improve, manage and maintain the estate. The developer is recouping a large proportion of the costs through sale of private units, the remainder is then obtained through the on-going agreement with the Council to manage and maintain the estate, including the affordable housing. In the case of Myatts Field North, the PFI contract will run for 25 years. Thereafter, the estate will revert to the Council.

Funding was also obtained pre-PFI under the Estate Action programme for enhancement works to blocks that were subsequently retained.

What is the long-term ownership and management strategy?

Management of the housing becomes the responsibility of the private sector consortium. The local authority continues to own the housing and retains nomination rights during the contract term and afterwards.





PEABODY AVENUE

London Borough of Westminster

Development partner	Peabody
Architect/design	Haworth Tompkins
Density units/ha before & after	183 > 198
Density uplift (%)	8.2
Housing manager	Peabody

This regeneration project filled a gap in the urban fabric caused by bomb damage from the Second World War, which sadly made the Peabody Avenue estate in Pimlico disjointed and incomplete for several decades. From 2010 onwards, the Peabody Trust housing association, which owns the estate, conducted a lengthy process of consultation with residents, planners and the local Council. This succeeded in gathering widespread support for 55 new flats and improvements to outdoor and community spaces, including a new children’s playground. The new flats and public realm were completed in March 2012.

Peabody Avenue in Pimlico, Westminster, was built in the late 19th century. It became a Conservation Area in 2000. The estate consists of freestanding blocks arranged around a courtyard, a layout typical of Peabody developments from the period. Trees at the centre of its boulevard-like central avenue were planted in 1877. Bomb damage during the Second World War left a large gap in the built fabric at the estate’s southern end, which was replaced by garages, which added little to the environment.

Key features

- The scheme was implemented by a housing association but received direct funding from LB Westminster to maintain the tenure mix.
- An example of community relations going wrong and then being recovered.
- Successful design solution – with shared balconies and short access corridors for small groups of residents and wheelchair accessible flats on the top floor.

Challenges

The main issues addressed by the scheme were:

- in the early 2000s it was realised that there were 70 households in which 1 person was living in a family home;
- a dilapidated row of garages attracted crime and anti-social behavior.

Is there a resident community and is it cooperative?

The first scheme proposed sheltered housing for ex-criminals and recovering addicts, which was unpopular with local residents, and led to the formation of a tenants association to oppose it. A 2,000 signature petition demanded no intervention despite the old garages and lock-ups attracting crime such as drug taking and prostitution.

In response to the opposition, Peabody employed a liaison person who interviewed a sample of residents to find out how trust had been lost. Emphasis then shifted to the residents’ opinions and aspirations;

Peabody withdrew from all involvement during the scheme’s early stages and made clear that the facilitator was working independently. Thereafter, Peabody adopted an open approach, and met the Tenants Association to explain why a new scheme was worthwhile, albeit something that met the aspirations of the local residents.

What is the design response?

The scheme introduced an L-shaped infill block to terminate neatly the avenue and to provide 55 new residential units. The avenue remains accessible to pedestrians through an open archway, which indicates a transition between the public street and semi-

private courtyard. Views through the archway from existing blocks enable natural surveillance of people coming and going. The entrances to the circulation cores lead into generous double-height lobbies, and up to open stairwells, complete with York stone flooring and doorways in bright reds, oranges and yellows. All new homes are dual aspect, although at the back of the blocks facing the railway windows look over an access walkway and shared balconies.

Materials used throughout the scheme are similar in look and feel to the older buildings, but deployed with a contemporary twist. The roof and windows of the new block continue the existing street line at the same heights. At ground level lost and damaged trees

have been replaced and planting has been added in front of habitable rooms to improve privacy. The scheme has also introduced new community facilities including an attractive children's play area. A memorial garden, which occupied the bombed part of the site, has been re-provided just outside the new entrance. A new community room provides space for art classes, babysitting and other activities.

Unlike the majority of regeneration schemes, wheelchair accessible housing is located on the top floor of the new blocks; the architect felt the view

1: New blocks; 2: Balcony detail; 3: View of new blocks in situ



should be available to all tenants irrespective of mobility. Enough lifts serve the units to ensure those with access needs can always reach the penthouse flats.

What role is the Council playing?

This was a Peabody scheme. LB Westminster was primarily the planning authority, but intervened to help deliver its desired mix of new housing. Peabody chose to regenerate the estate due to under-occupation of the existing units, which meant constructing new 1 and 2 bedroom flats which could optimise residency patterns. This was supported by LB Westminster to relieve pressure on social housing in the area.

How is the project being funded?

Peabody originally planned to cross-subsidise the scheme with 18 private sale units. However LB

Westminster was keen for the estate to remain 100% affordable, so injected £1.5m from its own HRA and successfully applied for a £5.5m HCA grant. This enabled the private units to become shared ownership units.

What is the procurement route?

Standard design and build contract.

What is the long-term ownership and management strategy?

Peabody remains the owner and manager of the entire estate.

4: Access to new blocks; 5: View from the railway line; 6: New blocks in context; 7: Original blocks



Images: Haworth Tompkins, Philip Vile, Simon Kennedy



THAMES VIEW EAST

London Borough of Barking & Dagenham

Development partner	Explore Investments, a Laing O'Rourke Company
Architect/design	Pollard Thomas Edwards Architects
Density units/ha before & after	54 > 60
Density uplift (%)	11.7
Housing manager	LB Barking & Dagenham

In 2006 LB Barking and Dagenham discovered that bringing the homes at Thames View East up to Decent Homes standard would cost around £7m and would only extend their life by 10 years. As a result the Council decided to comprehensively redevelop the area. New homes and streets have since transformed the built environment.

The original 1950s stock has been demolished and replaced with 276 new homes. Construction for the regeneration project commenced in 2011 and was completed in 2014. It was made possible by a new private investment model designed to enable social regeneration.

The Thames View Estate is located in the south of LB Barking & Dagenham, approximately 2.7km south east of Barking town centre. The estate is surrounded by industrial land and buildings on three

sides. It is separated from the main residential area to the north by the A13 and the Barking to Purfleet railway. The centre of the estate contains shops, community facilities, a library and two schools.

Thames View East represents the eastern edge of the estate and prior to this regeneration project comprised of poor quality houses in several nine-storey tower blocks. The scheme is also directly adjacent to Barking Riverside, a large area undergoing major regeneration. LB Barking hoped to reduce the 'cliff edge' effect between the two neighbourhoods and create an appropriate 'gateway' for Barking Riverside.

Key features

- Innovative funding model
- Build costs kept to minimum through very simple, repeatable built form

Challenges

The objective of the project was to demolish the existing poor quality housing stock and to deliver new good quality housing at a variety of rent levels, which would remain Council housing and not be lost to right-to-buy. Land values in this area are very low, so looking for cross-subsidy from private sale was not worthwhile. At the same time significant improvements to the general townscape could be achieved.

Given the location and objectives, a key parameter for the project was that build costs needed to be kept to an absolute minimum.



New scheme showing green areas



Images: Pollard Thomas Edwards Architects

New scheme with quality public space and block views

Is there a resident community and is it cooperative?

The Council worked in partnership with local residents to produce a masterplan of the area. Consultation began in October 2008 and revealed that residents' key concerns were health, education and community facilities; sports and leisure facilities; green space; and improvements to local streets and roads. The design team then staged exhibitions and

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workshops, which invited more ideas about how to transform the estate into a vibrant place to live. A final exhibition in April 2009 showed the community a finalised masterplan based on their views and suggestions.

What is the design response

The scheme consists of 151 family houses, 35 duplex flats and 90 one and two bedroom flats. To meet the cost and programme objectives of the project, a carefully limited range of townhouse types was developed, with variety achieved through subtle variations in plan, roof-form and window arrangements.

Likewise, the duplexes and flats are located within a sequence of identical blocks; each block is simply distinguished by a unique colour scheme and artwork.

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What role is the Council playing?

The Council acquired all land interests, cleared the land of existing structures and has acted as developer. The Council also nominated and manages the tenancies, most of which have been let to local people who were previously housed in unsatisfactory conditions.

How is the project being funded?

The long-term investment model that funded Thames View East was devised by asset management specialist Long Harbour. The Council has granted a lease over their land for a fixed period to a private joint-venture funder.

The joint venture body financed the construction of the scheme and will cover all lifecycle and maintenance costs in return for a regular income derived from rental receipts. The Council retains the freehold interest in the land, and will receive ownership of the properties (at no extra cost) at the end of the investment period.

By creating a ring-fenced corporate entity, right-to-buy legislation does not apply and the local authority retains control over their housing stock.

What is the procurement route?

The Council directly procured asset management specialist Long Harbour to devise and promote the funding model and the architects Pollard Thomas Edwards Architects and the builders Jerram Falkus to implement the scheme.

What is the long-term ownership and management strategy?

The Council retains the freehold interest in the land. The homes will be rented out and managed by Barking and Dagenham Reside, a new housing company set up by the Council. The homes will be rented out at a mixture of 50%, 65% and 80% of market rent. Ownership of the houses will transfer back to the Council after approximately 40 years.



TYBALDS ESTATE

London Borough of Camden

Development partner	LB Camden
Architect/design	Tibbalds, Mæ, Avanti, Duggan Morris, Camlins
Density units/ha before & after	177 > 220
Density uplift (%)	23.8
Housing manager	LB Camden

Tybalds is a typical post-war housing estate containing 360 homes in a mix of tower blocks and deck access slab blocks between 5 and 14 storey in height. It is located in Bloomsbury close to Great Ormond Street Children’s Hospital and Holborn tube station. The serious need for housing on the estate and in Camden in general motivated LB Camden to organise a regeneration project to densify and refurbish the estate. The project will deliver 93 new infill homes, a more sustainable and cost efficient heating system for the whole estate, and improve existing buildings, landscaping and security.

Key project features

- Repairing the urban grain with intelligent design interventions which add to and finish blocks to contain and enliven open spaces.
- Making better use of land within a central area
- Reduction in quantum of open space, but significant improvement in provision and quality of public open space

What is the objective?

There are a variety of issues being addressed by this scheme:

- low quality public realm;
- significant potential for intensification (64% of the available space consists of tarmac and concrete paving and only 13% of the land is actually built on);
- different housing types are needed to meet the needs of local residents and the private market;
- poor urban design, particularly in terms of pedestrian legibility and permeability; and
- the architecture responded insensitively to the local environment, which contains buildings from many time periods.

Is there a resident community and is it cooperative?

The estate has an active Tenants and Residents Association (TRA), which supported the scheme from the outset. LB Camden nonetheless went to great lengths to ensure residents took a key role in decision-making and design.

Concerns were initially raised in relation to potential loss of light, privacy and views, and the loss of a playground. In response the Council formed a steering group very early, which contained residents of estate and locals living in the surrounding area.

A mini-competition was run to select a design team for the project and the steering group acted as an interview panel, quizzing the finalists. This led LB Camden to ask several firms to work jointly, simply because the steering group felt they could all contribute positively to the scheme. The steering group was also involved in interviewing finalists to select the contractor.

What is the design response?

This scheme inserts new residential blocks into awkward gaps and reconnects Tybalds to the surrounding neighborhood via new public spaces and through routes. Together these interventions have introduced much-needed coherence and continuity to the built environment. The scheme seeks to protect existing qualities such as open play space, gaps between the buildings enabling views of neighboring streets, and the robustness of the estate’s trees and boundary walls. The scheme exploits underused spaces that have historically suffered blank frontages, poor maintenance and aesthetic unattractiveness. Underbuilds, overbuilds and bookend and side extensions to existing towers will create new flats,

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balconies and roof gardens. One stairwell will be converted to flats and replaced by a safer, more visually permeable stairwell build out. All new extensions will improve refuse facilities and entrances at ground level.

The public realm strategy includes a new square, new courtyards for all the existing tower blocks, integrated play space, and shared space streets across the site. A new single lane vehicle route will run through the site. Pedestrian axes will be maintained and improved by landscaping works. Newly-activated house frontages will also encourage informal play and socialising along the streets. It is hoped the new square in particular will become important for general amenity and for people's

navigation of the wider neighborhood. A new site-wide Combined Heat and Power (CHP) plant will reduce the utility costs for residents and reduce CO2 emissions. Two residents' halls used for English classes, worship and community events will be refurbished.

What role is the Council playing?

LB Camden is acting as the developer, including taking sales risk.

How is the project being funded?

The Council is financing and developing the new infill units independently as part of its Community

Model of proposed site layout



Investment Programme (CIP). The CIP is a 15 year plan to invest money in schools, homes and community facilities (www.camden.gov.uk/cip). Receipts from the sale of 27 private units will cross-subsidize refurbishment of the estate as a whole, which will take place after the development of the new build.

What is the procurement route?

LB Camden has directly appointed the design team and expects to appoint a contractor by end of spring 2015 to deliver this project.

What is the long-term ownership and management strategy?

The overall estate will remain in the ownership and under the management of LB Camden. A local lettings policy will mean that the new social and intermediate housing will be offered to existing Tybalds residents first, and priority will be given to locals directly affected by the development. This preferential allocation is managed by a points-based system based on severity of need and length of tenure.

1,2,3: Proposed block and street views; 4: Original buildings



Images: 1,2,3: Forbes Massie; 4: David Grandorge

Hints and tips for successful estate regeneration – a designer’s perspective

A conversation with Paul Karakusevic, Karakusevic Carson Architects

Well-designed housing and public realm is the key to persuading residents and other stakeholders that estate regeneration is worthwhile. As a result investing in up-front masterplanning and subsequent detailed planning applications is crucial to any estate regeneration scheme.

Working with local residents from ‘day one’ helps to build trust, and will make later discussions over density and phasing much easier. Unexpected shocks are avoided.

Surveys of existing conditions and infrastructure are also essential. They enable realistic plans to emerge and prevent delays, amendments and repetition later in the design process. However, expectations of residents have to be carefully managed throughout the process.

Cost and viability modelling should be done at the same time as design work to make sure aspirations and ideas discussed with residents are actually achievable. Selecting high quality development partners and construction firms for delivery is

Density and viability can usually both be achieved without the need for high-rise buildings



also vital to ensure that designs are built to the highest quality without variations and poor workmanship.

Masterplans and early detailed applications need to be at a sensible and appropriate density. If they are too low, viability will be difficult to achieve. If they are too high, existing residents will be unsupportive. But density and viability can usually both be achieved without the need for high-rise buildings or radical solutions, through clever planning and design.

A great deal of housing being demolished today is less than 50 years old. New homes should use robust materials and be expected to last 200 years or more. This is truly sustainable and results in lower whole-life costs for both tenants and the local authority/landlords.

To achieve this, service charges need to be factored into the design of buildings. The owners of affordable housing stock must take a long-term view on maintenance and repair.

Short-termism and value engineering at the tender/construction stage of an estate regeneration scheme can damage build quality and increase

maintenance costs for life. To combat this, local authorities should consider retaining the masterplanning and architectural team in some capacity until the end of a project. This will ensure discussions and knowledge from the early stages are not neglected when the scheme is being built out.

Quality can often be lost through the detailed design and construction processes by not paying enough attention to streets, spaces and boundaries. Make sure that sufficient budget is available for these essential elements of schemes. Placemaking is much more than just new buildings.

Finally, statutory design standards should always be treated as minimums rather than maximums. More generous ceiling heights, storage, acoustic standards and internal dimensions are guaranteed to make both new and existing residents happier and more supportive. Residents who take pride in their neighbourhood will be more positive about later phases and associated disruption.

Overall, the living experience of occupying new units in a scheme must never be sidelined. Would you live there? The answer should always be 'yes'. If not, something's wrong!

1: Working closely with local residents helps to build trust; 2: Teamwork and long-term planning is key to success



Cost and viability modelling should be done at the same time as design work to make sure aspirations and ideas discussed with residents are actually achievable

3: Residents enjoy the new spaces at Thames View East

