

## Strategic considerations for Estate Regeneration proposals

### 1 Purpose of the document

This document outlines the Royal Borough of Kensington and Chelsea's ambitions for the regeneration of selected council housing estates to provide new market and affordable housing, as well as to tackle the underlying causes of deprivation and to deliver the "conservation areas of the future".

The document sets those ambitions in the context of different corporate programmes and recognises that regeneration may take a number of different forms, with estate regeneration not a 'one size fits all' concept.

The document also:

- Identifies the broad criteria that will need to be satisfied if the regeneration of a housing estate(s) is to proceed and the broad approach that will be followed in designing any scheme that is capable of satisfying those criteria
- Outlines the work undertaken to date and decisions made in pursuit of realising the stated ambitions on individual sites
- Sets out the proposed future programme

The document will be updated as necessary to incorporate key governance and delivery milestones

### 2 Background

Within the Royal Borough, demand for housing is very high, reflective of housing demand across London. This demand for housing is resulting in high costs of home ownership and private rental units, and is compounded by a shortage of affordable housing options. The Royal Borough, in responding to the housing shortage, is seeking ways to deliver new homes of all tenures, preserving diverse communities and maintaining or improving existing homes.

In November 2009, the Royal Borough's Cabinet approved recommendations for the Royal Borough's housing stock options review. The stock options review was carried out by the Royal Borough to address the funding deficits of the Housing Revenue Account.

The review identified potential sites where there may be clear benefits and opportunities for residents arising from potential redevelopment. It was agreed that a regeneration project team would be set up to take forward opportunities for the sites, to realise the ambitions of the Royal Borough, achieve defined benefits, and limit identified risks. This would become the template for reviewing the Royal Borough's other housing assets.

Estate regeneration is a well-established approach to the delivery of improvements to existing housing stock and to improving the quality of life of existing residents. Across the UK, the use of supporting private finance initiatives (PFI), challenge / gap funding, and/or stock transfer programmes have provided for estate regeneration projects to deliver new homes, alongside the improvement of existing stock.



There is also support for estate regeneration at London-wide and national level. In June 2014, the Mayor of London launched a £150m Estate Regeneration Fund, to kick-start and accelerate the regeneration of large estates through fully recoverable loans, helping to boost housing supply. In February 2016, the Department for Communities and Local Government (DCLG) announced its “Estates Regeneration Programme”, seeking to stimulate improvements in 100 estates across the UK. The aspirations of this programme were to “*stimulate proposals for the transformation of those estates, a significant increase in housing, and, most importantly, improvements in estate residents’ quality of life*”.

Within the context of its strategic objectives, set out in its Consolidated Local Plan (2015), the Royal Borough has outlined its aspirations for its housing estates, and wider Royal Borough-owned land, in the document “*Ambitious for Tomorrow 2014-2018*”, which states:

**“Aspirations for the borough**

*We want more years of good health for our residents, especially in North Kensington. We want more homes, including homes for people on middle incomes. We want better homes for our existing tenants. We want improved infrastructure and yet more beautiful public realm. We want to enable more children to receive a Royal Borough education.*

*These are ambitions that can be delivered, thanks to long years of lobbying, planning, saving and excellent financial management by the Council and because of the immense value and comparatively low densities of Council-owned land and housing.*

*With the revenue and capital receipts that could be generated by redeveloping some Council-owned property, we could do a power of good, for our tenants and for the borough as a whole.*

**Fabric, design, infrastructure and public realm**

*Some of our estates date from the 60s and 70s and exhibit all the faults of that far from golden era of public architecture. A few of them are coming to the end of their lives. Redevelopment could give our tenants better-quality homes, while all residents could benefit from the restoration of traditional street patterns, new shops and other infrastructure, as well as from a dramatically more attractive public realm.*

*It should be possible to transform the conditions in which many of our existing tenants live. The difference between a social home built as part of a 1960s estate and one built today in a street-front property integrated into the wider neighbourhood really is that dramatic.*

*And crucially, we will only redevelop an estate if it is possible to rehouse all existing tenants in better homes in the same area. Conserving and enhancing the local community is our primary objective in any regeneration project”*

### 3 Programme objectives

At a Royal Borough Full Council meeting on 24 June 2015, a motion was carried which committed the Royal Borough “*to a programme of redeveloping selected low density council estates*”. The motion set out the following:



*“An estate’s redevelopment will only progress where and when it is possible to meet the following two criteria:*

- *A) All tenants, whose homes must be redeveloped, can be re-provided with better quality new homes, on the same terms and rent levels, on or very near to the redevelopment.*
- *B) The redevelopment is financially viable and can be completed with no recurrent cost to the General Fund or cross-subsidy between the General Fund and the Housing Revenue Account. (The Council may decide to fund both capital and recurrent costs of assets such as a park as part of a scheme but this would be a separate decision from the redevelopment of housing and any other assets essential to such redevelopment.)*

*Proposed redevelopments that meet those criteria will then be designed around traditional streets and squares to be mixed-tenure and mixed-use, and to optimise on the following Council objectives:*

- *1) To provide additional affordable housing, thereby preserving our mixed communities.*
- *2) To tackle the underlying causes of deprivation by improving health outcomes, employment opportunities, educational attainment and aspiration, and by reducing crime and the fear of crime.*
- *3) To build the "conservation areas of the future" by reflecting and matching the high quality urban design in the rest of the borough.*

As a motion passed by Full Council, the motion simply sets a broad direction of travel. It is for the Royal Borough’s Cabinet, as decision-making body, to identify the specific criteria that estate regeneration projects will need to meet and the approach they will need to follow.

In addition, any site-specific objectives set by the Royal Borough’s Cabinet will need to be addressed.

These obligations will be in addition to the planning requirements of the adopted Development Plan, and any wider material considerations.

For the purposes of the Royal Borough’s Estate Regeneration programme, the Development Plan comprises of the Mayor’s London Plan (consolidated with alterations since 2011), and the Royal Borough’s Consolidated Local Plan (July 2015). Should a decision be taken to progress regeneration proposals following options appraisals and extensive resident engagement / consultation, the assessment of the proposed regeneration scheme against the policies of the Development Plan would be set out in the submitted planning applications.

The Royal Borough’s ambitions for estate regeneration are already supported in principle by Policy CH4 of the Royal Borough’s adopted Consolidated Local Plan, and a number of area-specific designations and allocations.

#### 4 Programme to date

On this basis, the regeneration potential of a number of estates are currently being considered for further options testing. These estates are:

**Warwick Road Estate:** Responding to the Royal Borough's corporate housing objectives to increase the number of housing units, as well as responding to wider corporate objectives to maximise income for the Royal Borough to support the delivery of front line services through consolidating the existing depot facilities, and review of the existing commercial premises. Warwick Road was the subject of an options appraisal commencing in September 2013. The Royal Borough engaged in a series of preliminary consultation meetings and correspondence in 2013 and 2014 with residents, owners and users of the buildings in the site area. The outcomes of the options appraisal and associated consultation were presented to the Royal Borough's Cabinet in October 2014, where it was agreed that further analysis, appraisals and consultation should be carried out on the full redevelopment option. The Royal Borough has since committed to reinvestigating all options for the site, including continued maintenance, infill/refurbishment, and partial redevelopment, alongside the aforementioned full redevelopment option. Further consultations commenced in July 2016 and will continue until the first quarter of 2017.

**Silchester Estate:** In July 2015, Cabinet approved the appointment of consultants to provide architectural and master planning services, to provide commercial and investment advice, and to act as project managers for the review of options for the site, and to consider the potential of the estate against the programme objects. A number of consultation events have been held, and this feedback was used to inform the May 2016 Royal Borough Cabinet paper. Cabinet resolved to undertake more detailed work on the continued maintenance, infill/refurbishment, and the viable redevelopment options, to test how they would respond to the Royal Borough's objectives, and meet the Royal Borough's commitments to the estate's residents.

**Treverton Estate:** In October 2014, the Royal Borough's Cabinet approved proposals to undertake a masterplanning process and to engage with a client team to undertake surveys, investigations and appraisals. A series of consultation meetings and correspondence occurred during 2014/15 with residents, owners and users of the buildings in the site area, and this feedback informed further option investigation. On review of the 21 July 2016 Royal Borough Cabinet report, Cabinet approved a proposal to carry out the next stage of design work to appraise four options for the area defined as 'Barlby/Treverton'. The options appraisal and master planning continues.

Further details of the individual objectives for regeneration for each site are presented in the *project-level considerations for estate regeneration proposals*. These documents will serve as records of governance structures and decisions that will be updated regularly for monitoring and scrutiny purposes.

For each estate or building, an options appraisal will be carried out to measure the potential to meet the programme objectives as set out in section 3, as well as the potential to meet any site-specific objectives set by the Royal Borough's Cabinet and the requirements of planning policy.

For the avoidance of doubt, the programme objectives are:

- To provide additional affordable housing



- To tackle the underlying causes of deprivation by improving health outcomes, employment opportunities, educational attainment and aspiration, and by reducing crime and the fear of crime
- To build the "conservation areas of the future" by reflecting and matching the high quality urban design in the rest of the borough

The outcomes of options appraisals will be recorded in *Options for Regeneration* tables that will accompany individual project cases for regeneration. Each project will be shaped by comprehensive and timely consultation with residents and other stakeholders.

## 5 Future programme

Options for each of the sites identified will continue to be developed by the Royal Borough's Housing Regeneration and Corporate Property teams, supported by their appointed professional advisors. Outcomes of options appraisals, including viability assessments, will be presented to the Royal Borough's Cabinet for consideration.

The Royal Borough's Cabinet will continue to direct programme delivery. Projects will be developed using internal governance mechanisms and delegated authority, to scrutinise work streams before Cabinet is asked to consider key decisions.

Public engagement and consultation events will be held at key project milestones, through which stakeholders will be given the opportunity to understand and comment upon the work undertaken, and input to the project's forward programmes. The Royal Borough will set out the objectives, methodologies and scope of consultation for each of the sites in the programme.

Consultation will be carried out through a variety of methods to enable residents and other stakeholders to view, comment upon and input to plans and proposals. Residents and third party landowners will be consulted at the earliest reasonable opportunity, and offered advice and support that is tailored to their circumstances and extent to which they will be affected by proposals. This approach aligns to the Royal Borough's Statement of Community Involvement (SCI), adopted December 2013, which establishes the code of practice for engaging with stakeholders during the initial optioneering / pre-application stages of projects which may require planning permission. This also responds to the Royal Borough's duties under the 1985 Housing Act, amongst other duties. No decisions on proposals will be taken without considering any representations made to it in accordance with these consultation arrangements.

To date a number of consultation events have been carried out as part of options appraisals at Warwick Road, Silchester Estate and Treverton. Outcomes and feedback from exhibitions, public meetings and discussions with private land owners have been informing the options appraisals. Details of the consultation events and outcomes are outlined in the project level cases for regeneration.

This document will be updated as necessary, and at key project milestones, by the Head of Strategic Regeneration and Development.

## 6 Version history

October 2016 – for the Royal Borough's Local Plan Partial Review