

We strongly supported the GLA's intention to produce a Good Practice Guide to Estate Regeneration last year and accordingly welcome this draft. We believe that, over the last twenty five years or so, a great deal has been done successfully to transform many of London's housing estates and it is important that this good practice is captured and made available to future projects.

The draft's focus on the involvement of residents is, we consider, particularly relevant because that is the single most important factor in successful estate regeneration, based on our experience of transforming around 44 estates in London since the early 1990s. We make some detailed comments on this below.

We welcome the acknowledgement in the Foreword and elsewhere that London faces the huge challenge of soaring housing costs. This is clearly a function at least in part of chronic undersupply and we therefore also welcome the acknowledgement in Chapter One that one of the aims of estate regeneration will be to support the supply of new housing. We believe that the GLA should directly lead on researching this potential, building on the research done by Savills and the Centre for London last year to more accurately identify the physical potential and the viability implications of this.

For this reason we do not understand why the Introduction states that 'demolition should only be followed or where all other options have been exhausted', and would prefer to see the words 'or where all other options have been considered'.

Our detailed comments are as follows;

Chapter 1.7; we think that the Guide could offer greater help in assessing the pros and cons of demolition to ensure that a comprehensive assessment is made. However, we welcome the focus on part demo/part refurb as this may well become increasingly popular as we move into estates with a greater variety of existing housing.

Chapter 1.11; this has important procurement implications which the Guide should acknowledge that unless red lines are drawn generously an LA could find itself unable to work with its developer/contractor partner on these very important 'neighbourhood' works due to an overly tight red line in the tender documentation.

We also consider that the GLA could do more, either as part of this Guide or through a supplement, to offer guidance on what constitutes good design, particularly in relation to community safety, impact on mental and physical health, and impact on service charges.

Chapter 1.14; we believe that monitoring and review are hugely important to successful estate regeneration and that is why we initiated the survey programme set out in case Study 3. (Incidentally, in any redraft could you amend the last para of the case study to read that 'This process has helped all of the partners' because it is as relevant to the development stage and process as it is to the long term estate management.)

We are intending to expand our Monitoring programme across all of our estate regeneration schemes and would be very happy to talk to the GLA about how it could support and enhance that work.

Chapter 2; 24; these are some of the other cost and benefit considerations that could be also included in Chapter 1.7-see above. Similarly, we are seeing e.g. with Haringey Council's High Road West scheme a much greater emphasis being placed on these wider benefits, in particular in relation to physical and mental health, educational attainment, economic prosperity etc. and we would recommend that scheme's inclusion as a Case Study.

Chapter 3; 49. We consider that the challenge of avoiding more than one move, and that to occur within the estate, is less to do with the number of phases and much more to do with a) the availability of spare land within the first/only phase to build replacement homes for rent b) the ability of the Business Plan to cash-flow replacement affordable homes ahead of the cross-subsidising housing for sale .That is why it is important a LA or HA ensures that the 'red line' includes areas adjoining the estate so that a potential site adjoining the estate itself can be considered for the first phase of affordable housing.

I hope you find these comments of help; we are happy to discuss them further if you wish.



GLA Good Practice Guide to Estate Regeneration - consultation responses to 22 February 2017

1. Full support given!

2. Hi Sadiq,

Please keep your manifesto promise and maintain that existing residents of housing estates must be consulted & that residents may be able to have a vote on the matter (this may be multi-choice ballot and therefore bypassing any fears that it may boil down to yes/no).

Best wishes,

3. Dear Sir/ Madam

I have read your proposed estate regeneration consultation document published in December 2016 with interest. I am disappointed to note that the Mayor appears to have already rowed back on one of his ten Manifesto priorities from March 2016 of setting a target of 50% new homes being genuinely affordable and getting a better deal for renters (the target is now down to 35%).

I would strongly urge that there is a moratorium on all Estate Regeneration in London until effective consultation is achieved, in a beefed up version of your proposed guide which is made part of the formal planning framework and carries the same statutory weight as the London Plan and other Mayoral planning guidance so that land owned by Council's can be developed in accordance with the new principles and ensure sustainable development in that economic, environmental and community benefits are balanced from development on the land. The guidance needs to set out clearly what must happen (to which failure to comply will be enforced by the Mayor and identify what tools he will bring to bear to compel local authorities to act appropriately) and what should happen (best practice) but will not be enforced by the Mayor.

Regeneration works best with the consent and involvement of residents. The guidance as currently drafted is toothless and reads like a prospectus for developers to continue as business as usual with a fig leave of lip service to more and better resident involvement in future Estate Regeneration Plans which really doesn't amount to much. Residents are tired of sham consultations where questions are framed to get the answers the Council wants to give justification for estate demolition and that when residents raise their views or concerns they are not listened to and look to the Mayor to provide direction.

The problem defined

[Builders make billions as housing crisis escalates - The Bureau of Investigative Journalism](https://www.thebureauinvestigates.com/2016/11/27/uk-housing-crisis-house-prices/) [website <https://www.thebureauinvestigates.com/2016/11/27/uk-housing-crisis-house-prices/>] and [House builders' profits explode 5x in 6 years](http://www.ourcity.london/issues/viability/house_builders_profits/) [website: http://www.ourcity.london/issues/viability/house_builders_profits/]

The perception is that the whiphand is held by the large private developers who run circles around poorly trained and inexperienced planning teams, dictating terms, bullying Council officers and Councillors on planning committees by threatening to go to appeal and charging the Council costs if they don't get their way, the Council then succumbs and developers walk away with large profits of between 15-40%. The large house builders rely on a closed shop arrangement in that beyond the big players there is no alternative as the public sector do not build homes anymore and they have consolidated so much that smaller development players are locked out of the system. Worse still, the former Mayors of London, Boris Johnston and Ken Livingstone made it clear that London is open for business often over-ruling planning decisions made by local planning authorities and communities to allow major developments to go ahead with little or in some cases no genuine affordable housing.

It is of deep concern that the current mayor is looking at a 35 genuine % affordable homes target and that current Estate Regeneration schemes effectively disperse existing tenants and leaseholders away from their local communities with very few able to afford to return once redevelopment has been completed. The

statistics on all developments for the last financial year 2015/2016 are shockingly bad and the Mayor needs to set out his stall as to the level of social affordable rent and affordable housing he expects to be delivered from the 100 or so estates undergoing redevelopment across London, bearing in mind that private led development schemes are delivering such low returns. In short, for estate redevelopments on public owned land at least 50% genuinely affordable housing should be made mandatory.

[Southwark in bottom 3 boroughs for affordable housing delivery](http://35percent.org/2016-05-07-southwark-in-bottom-3-boroughs-for-affordable-housing-delivery/) [website: <http://35percent.org/2016-05-07-southwark-in-bottom-3-boroughs-for-affordable-housing-delivery/>]

A specific case study on how not to do estate regeneration

In Southwark, where the Council own's nearly half of all land in the borough it has managed to build a very low number of Council homes, for example on the Heygate Estate in Southwark just 82 of the 2,704 new homes will be for social rent. The perception rightly or wrongly is that this was an extremely poor deal for the community. The lack of transparency in how decisions are made feeds the suspicion that residents affected are inconvenient to the Council and part of the problem rather than being valued and a real desire to address their concerns. I will further draw specifically on data provided by the 35 per cent campaign, the Bureau of Investigative Journalists and Our City blog [webiste <http://www.ourcity.london/>]

The background can be found at:

[Heygate estate regeneration](http://35percent.org/heygate-regeneration-faq/) [<http://35percent.org/heygate-regeneration-faq/>]

But the deal with Lend Lease remained obscure as the council refused to disclose the financial details to interested parties as it is deemed "too commercially sensitive". Embarrassingly for Southwark, the Council recently revealed details of its confidential agreement with Lend Lease by mistake, when an edited copy of the agreement was uploaded onto the authority's website. The document, which has since been removed, had sensitive sections blacked out but an error left it possible to copy and paste the text, revealing the redacted words. What was disclosed was that having spent £44 m pulling down the estate, Southwark will receive only £50 m for the 22 acre site

Source pages 7-10 of <https://sidmouthindependentnews.files.wordpress.com/2013/03/scaring-the-living-daylights-final.pdf>

The latest ruling on Compulsory Purchase Orders on the Heygate Estate establishes an important point of principle, which is that while compulsory purchase can force people out of their homes, it cannot force them out of their communities. In making her recommendation to the secretary of state to refuse the order, the inspector for the department of communities and local government noted that, although the housing options offered by the council would allow leaseholders to remain in the area, "in order to exercise this option they would need to invest considerable personal resources in addition to any compensation they would receive for their properties." This ruling was accepted by the Secretary of State, Sajid Javid.

The article can be read in full at

[What the Aylesbury estate ruling means for the future of regeneration](https://www.theguardian.com/cities/2016/sep/20/aylesbury-estate-ruling-future-regeneration-sajid-javid) [website <https://www.theguardian.com/cities/2016/sep/20/aylesbury-estate-ruling-future-regeneration-sajid-javid>]

I know many Southwark residents feel let down by their Council and that the system is not working for them.

Suggested improvements to draft guidance

Chapter 1: Aims and Objectives.

Aims and objectives for estate regeneration • Are the aims and objectives transparently and clearly stated? • Have there been meaningful opportunities for engagement from all stakeholders, with residents' view being primary? • Has the most appropriate combination of interventions been considered, including repair, refurbishment, investment, infill, demolition & rebuild? • If demolition and rebuilding has been chosen as part of an estate regeneration, is this only happening where it does not result in a loss of social housing, or where all other options have been exhausted? • Will the proposed regeneration improve the appearance of the estate and surrounding area? • Is there proactive monitoring of outcomes in place, with resident involvement?

The guidance needs to explain the London Plan policy on estate regeneration and set out the Mayors aspiration for affordable housing across London, with specific figures and measurable performance targets which he can be held accountable on to demonstrate how seriously he takes this issue.

The guidance needs to make it clear that once planning permission is granted that where developers try to get out of affordable housing commitments in public partnerships on Estate Regeneration these should be resisted by taking from the profit margin of developer, in other words automatic severe financial penalties should be

metered out to enable affordable housing to be purchased in other schemes. In short a renegotiation can happen but the cost will fall entirely to the developer not the public purse.

Chapter 2: Consultation and Engagement with residents

Consultation and engagement with residents • Has consultation been transparent, extensive, responsive and meaningful? • Are all the viable options set out, with supporting data shared as early as possible? • Has there been consideration of the costs and benefits, both in financial and social terms, of all viable options against 'doing nothing'? • Have social tenants and resident leaseholders been engaged primarily, and relevant views considered from other affected parties, including private tenants, non-resident leaseholders, and business/community tenants? • Has an appropriate range of methods of engagement been used? • Has there been support for residents to participate meaningfully? • Have 'interim offers' to residents been explored?

Guidance should make it clear that Council's need to offer residents a vote on major regeneration proposals affecting their homes and estates in the same way as they are balloted on plans to transfer ownership of their homes. This way developers would need to work much harder to convince residents on the merits of estate regeneration schemes that impact on their lives and communities and more importantly involve them in early decision making. Community involvement is essential but the aims and objectives need to be clear from the outset.

The current approach to estate regeneration is leading to a decline in social rented housing and other changes in housing policy will accelerate this trend. All Estate regeneration proposals should guarantee (not merely as currently in the London Plan policy 3.4 say resist the loss of affordable housing) that there will be no net loss of social rented housing and a net increase in affordable housing alongside any plans for homes for sale and for market rent.

All documents and information relevant to Estate Regeneration are to be made publicly available to all not just those sitting on tenant representative consultative groups, unless an exemption applies that specifically prevents its disclosure.

The facts and figures, in built assumptions made and analyses of options considered.

The internal discussions between officers and Members on schemes once decisions have been finalised and are being prepared for ratification at Committee Stage

Residents should have the automatic right to scrutinise Council financial records held and importantly records held on their behalf by developers at least 4 weeks before reports go to Committees and key decisions made. Clearly, to aid public participation and decision making all relevant information informing the debate needs to be made available that is held by the public authority and the developer. All contracts involving public money entered into between the developer and Council should be published on the website as soon as these are signed.

On Financial Viability Assessments, the guidance should make it clear that all FVAs for private and public led estate regenerations are to be published in line with the following Information Rights First Tier

Tribunal rulings

The Royal Borough of Greenwich v The Information Commissioner & Brownie (EA/2014/0122, 30 January 2015) [website; [http://informationrights.decisions.tribunals.gov.uk/DBFiles/Decision/i1478/Royal%20Borough%20of%20Greenwich%20EA.2014.0122%20\(30.01.15\).pdf](http://informationrights.decisions.tribunals.gov.uk/DBFiles/Decision/i1478/Royal%20Borough%20of%20Greenwich%20EA.2014.0122%20(30.01.15).pdf)]

The London Borough of Southwark v The Information Commissioner (EA/2013/0162, 9 May 2014) [website [http://informationrights.decisions.tribunals.gov.uk/DBFiles/Decision/i1279/London%20Borough%20of%20Southwark%20EA.2013.0162%20\(09.05.14\).pdf](http://informationrights.decisions.tribunals.gov.uk/DBFiles/Decision/i1279/London%20Borough%20of%20Southwark%20EA.2013.0162%20(09.05.14).pdf)]

Jeremy Clyne v The Information Commissioner & London Borough of Lambeth (EA/2016/0012, 14 June 2016) [website <http://informationrights.decisions.tribunals.gov.uk/DBFiles/Decision/i1808/Clyne,Jeremy%20EA-2016-0012%20AMENDED%2023-06-16.pdf>].

Each of these decisions considered the application of regulation 12(5)(e) to viability reports, albeit produced in those instances on behalf of developers planning to regenerate specific sites. Subsequent Financial Viability Assessment (FVA) requests by residents have also been disclosed in the following cases

(website: <https://ico.org.uk/media/action-weve-taken/decision-notices/2016/1624803/fer0610052.pdf> and <https://ico.org.uk/media/action-weve-taken/decision-notices/2016/1625343/fs50627364.pdf>). I am aware there is a group looking at increasing transparency of FVAs but the direction of travel is clear, they should be disclosed in full.

The differently constituted Tribunals each placed significant weight on the transparency of viability information, with the Tribunal in the Greenwich case disagreeing that the pricing and other assumptions embedded in a viability appraisal were none of the public's business. Instead, the Tribunal insisted that public 'understanding of the issues fails at the starting line if such information is concealed'

Pro-active dissemination of information should be written into the planning pre-application process and terms of engagement. If developers are unwilling to reveal these details then another developer or consortium of developers who are willing to publish the necessary details to inform decision making should be found.

Chapter 3. A fair deal for tenants and leaseholders

A fair deal for tenants & leaseholders • Have social tenants been fully compensated for inconvenience and given high priority for rehousing? • Will social tenants be moved only once where possible and otherwise offered full rights to return to suitable homes at the same or similar rents? • Have full market value and appropriate home-loss payments been offered to leaseholders? • Have resident leaseholders been offered shared equity or shared ownership on the regenerated estate? • Have private tenants been made aware of their rights and options and signposted towards alternative housing options, with short-term tenants fully informed about regeneration plans? • Has extra support and assistance been offered to vulnerable or protected groups?

A principle of no detriment to existing terms should be adopted in terms of security of tenure and loss of a home. If there is no home available for the resident to move back to then they should be compensated so that they would not be in a worse position than they started out in. So they should be able to either be offered the equivalent financial value of buying the same sized property from the redeveloped property at market rate i.e. not the value of the old demolished flat) or given a similar sized property in the Borough that is roughly equivalent in value to that of the equivalent flat in the redeveloped estate (i.e. again not the value of the old demolished flat) so that they can stay close to family and friends.

Other matters

The guidance should set out proposals to break up development monopolies, and how Small and Medium Enterprise builders to compete for Estate Regeneration contracts, contracts should source local apprenticeships to help out of work local people develop a trade.

The guidance needs to address institutional problems and potential conflicts of interests. In the case of Southwark Council [Revolving Doors](http://35percent.org/revolving-doors/) [website <http://35percent.org/revolving-doors/>] it is clear that many of the actors involved for example in the Heygate Estate regeneration have gone on personally to benefit in terms of taking up jobs in the development industry, undertaking lucrative consultancy work on other schemes or make financial gain from selling flats brought off plan. The guidance should make it clear that no-one involved on the public sector side in estate regeneration should be able to profit from local or other estate regenerations in London for a period of at least 8 years and this should be expressly stated in Members and Staff Codes of Conduct and all job offers and that the Member and Staff register of interests must be rigorously kept up to date and enforced for any transgressions. Where Council's set up their own development company to sell the land to a developer transparency in how the scheme is to be funded, especially in the event of an economic downturn from Brexit, without additional cost to the local tax payer and meeting DCLG guidelines on finance.

Many thanks for giving the public the opportunity to comment, these views are my own and I know reflect the views of many in communities who live in social housing affected and concerned by estate regeneration plans in the XXXX area.

4. Dear Sir or Madam,

I was disappointed to see that there was no requirement for residents to be balloted on estate regeneration in a clear and transparent way. Resident support should be a mandatory requirement for estate regeneration.

I write as an individual and a resident leaseholder on a London estate.

I think that a ballot is the simplest way to consider local views, and will likely reduce the risk of bias against disadvantage groups (e.g the elderly), who may find interaction in other forms of resident consultation processes too complex. Ballots are simple to explain, and comparatively cheap.

Sincerely,

5. Dear Sirs

Although not a resident of an estate, I have friends and family who are tenants on estates within London boroughs. I would like to express my views on the consultation.

I believe that no process should cause a loss of social housing. To that end, it seems that 'where all other options have been exhausted' is too loose a criteria, and could lead to situations where social need is not fully met.

I suggest that the very concept of Estates Regeneration needs to be examined. Estates, whether Council or privately-developed, create demarcations in community. Where large-scale redevelopment is being considered, should you not ask all London boroughs to aim for greater mix of demographics in planning the whole of their catchment? There may be opportunities to introduce private development within (hitherto) council estates, balanced by the creation of social housing in other parts of the borough.

Although consultation needs to include all those directly affected, I suggest that all residents of a borough should be invited to express their wishes for 'their' borough. Responses could be weighted appropriately.

Whilst 'existing social housing tenants should be offered a right to return to the regenerated estate... to a property of a suitable size, at the same or similar level of rent, the same level of security of tenure and with the appropriate design features', any displaced time should be kept to the very minimum possible in order to preserve the individual's social/work networks.

Where a displaced tenant chooses to remain at their 'transit' accommodation, they should be supported in this choice. This should not be used as a reason to lose any social housing stock.

I question whether the 'limit the number of bedrooms offered to under-occupiers to a maximum of one greater than their need' is justified. There must be a strong case for the limit to equate to the need.

I trust that the final Guide will reflect the wishes of the greatest number of Londoners, to the benefit of their city.

6. I would like to issue a response from **XXXX** to this consultation document.

There are clearly a lot of good statements within this consultation document. However, we would like to make the following comments:

Regeneration of estates needs to take into account both existing residents and their communities but we need to think about future residents as well. There needs to be a clear message that consultation means consultation and that their comments are important, but there is also an imperative to helping to develop new homes for future residents of London.

1. We agree there should be no loss of affordable rent
2. We need in some cases to increase density to meet London's housing need.
3. That where intensification takes place that the boundary of the regeneration should include private sector property and other landlords if appropriate
4. The Mayor should support if necessary CPO processes to obtain increased density
5. That to give assurances that residents move back into properties with the same space standards and/or the same size units cannot be supported due to the scarcity of land within the capital
6. That where residents object to implementation of design standards such as communal heating systems in place of their existing heating system, this should not be a reason for delay or rejection of a planning application.

7. Consultation period times should be limited to no more than 9 months. Structure for that consultation to be agreed in advance and communicated to residents.
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7. The Minister for London Gavin Barwell MP mentioned something in a direction to the opposite, that Residents/Tenants should be included in the discussions and decisions as those interviewed expressed concerns at not knowing whether they will be able to afford the rents on their new homes and where it will be, especially those not wishing to be relocated due to the time and "roots" in the present areas.

The mayor has promised a £25,000 donation to Barnet for the purpose of planting trees. This could be better used to prevent the disappearance of several well established trees, some more than 50 years old, with several to follow.

The LAs are keen to donate public land and funds to private landlords and developers at a fraction of the market value by councillors, when this generous donation should be used instead to build Good quality, High standard Council Homes for lower rents to those on low incomes, no incomes, and those needing care within the community. This could force the private sector to reduce their rents as they would be the second choice and empty properties are a loss in income.

The previous mayor had described similar situations as "Bosnian" type ethnic cleansing. A clinical term is "Gentrification" in a model form.

There are 22 Labour controlled councils within the greater London area.

The Tory councils are getting rid of council homes, and Labour councils keen to follow suite instead of leading with good examples that provides homes for the less well off as is being introduced by Birmingham City council.

There is not a LA councillor or MP that is likely to accept any of these terms and conditions that are likely to make them or relatives homeless.

All homeless persons are in constant danger of being victims of "hyperthermia, malnutrition and physical assaults" as the increase findings suggests.

Landlord developers are given permission to update rundown housing areas of dereliction usually caused by wilful neglect with management and maintenance.

Many communities will welcome the idea of removing the "ghetto stigma" however Tenants are not responsible for areas becoming ghettos as they were built in advance. The full responsibility is with LAs to oversee that good quality high standard "Affordable" homes are built, managed, and maintained, and to refuse planning permission for any over developments. This will avoid any similar solutions to regenerate later on.

If any of these comments are of interest to you, I would appreciate your opinion on how you are likely to address them as they require immediate attention.

8. **XXXX** supports the overall approach set out by the Mayor in this draft guidance and particularly the focus on engagement with tenants and leaseholders and the protection of existing tenant rights. **XXXX** has a small number of comments on individual elements of the draft guidance.

Aims and Objectives for Estate Regeneration

Ensuring no loss of affordable housing

XXXX supports the aim, in paragraphs 9 and 10 that estate regeneration should not result in a loss of social housing on an estate. The starting point of regeneration proposals should be the retention of the quantum of social housing already on an estate. **XXXX** considers that the guidance could go further and seek to maximise additional affordable housing provision where this is feasible and viable.

Improving the local environment

XXXX supports the guidance in paragraphs 11-13, but considers that the guidance should address the density of development on estate regeneration. Regeneration schemes should be developed at a density which is appropriate to the local area and which doesn't result in a poor quality of life for tenants on the estate or for occupiers of buildings in the surrounding area. Issues of overlooking, privacy, daylight and sunlight should be considered in particular.

A Fair Deal for Tenants and Leaseholders

This section deals, in part, with the rights of tenants returning to estates following regeneration. There should also be guidance covering the situation where existing tenants are retained on-site, or decanted internally within the estate, whilst regeneration takes place. Safeguards need to be put in place to keep required moves to a minimum and to protect the quality of life and environment for any tenants remaining on site during works.

Rights to return

XXXX supports the guidance in paragraph 50 indicating that returning tenants should have the right to return to a property of a suitable size and at the same or similar level of rent. **XXXX** considers that the guidance should also address the issue of service charges, and require the total cost to returning tenants (rent, service charge) should be broadly similar or the same. Not including service charge raises the possibility that tenants could not afford to return to estates once regeneration is complete.

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9. Dear Mayor, Sadiqi Khan .

I am very aware of good practice , your guide is just from the events of what has taken place in,our estate [REDACTED]. This is in the London Borough of [REDACTED]. As a resident and having to see the way things are, I would like to inform you that your good practice have nothing to offer the residents. Your good practice have taken the event of what is happening in my estate to be good practice. This is just not fair as we the residents have everything taken away from us , how easy is it, for me to vote for your office but denied a vote or a voice to have our estate demolished. Now I have always voted for labour party , it's very clear that residents have no voice and I find your good practice guide as short coming with ideas, the residents have provided alternative plan but it will provide more social housing and less for private sale does not suit the council.

Please, before any regeneration is done in a case of demolition, lets there be an independent ballot of the residents. For me I believe that your goods guide to estate regeneration is an absolute abuse of power, as who lives in it, knows what the impact of demolition means.

We, the residents are very much aware of the [REDACTED] on the waiting list. To have a council to demolish our homes, to provide home for sale, [REDACTED] got [REDACTED] is a shambolic policy and

not for the residents. The council needs to be engaged with its residents , am now less engage with labour party. I see no future for my society's but to be socially excluded by the labour party. Please don't blame the central government, lord Adonis proposals on housing is just have nothing for the real people.

I am not sure that your good practice, needs to be done, one of the usual time waster and taxpayers money.

THE ART OF INEQUALITY IN SOUTH KILBURN MANY MASTERPLANS: FROM ESTATE COMMUNITY WITH 'HOMES FIT FOR HEROS'1974 TO 'BIO-CONTAMINATED' BROWNFIELD SURPLUS LAND SURPLUS COMMUNITY 2017.

A primary stakeholder contribution to the Mayors Direct Consultation on the Draft Good Practice Guide to Estate Regeneration December 2016

This paper explores estate regeneration as experienced on the ground (12 years in on process delivery) and has wider pointers I hope for the Mayors work in keeping London socially cohesive and extremist free, land power being fair to London's most vulnerable public owned estate communities going forward into risk-full and rapid major change.

In achieving the 1974 South Kilburn Estate mk1, a singular plan was fully followed, money was made (by builders) but the political ethos was social-social infrastructure with social rent housing as powers goal. 2017 and 12 years into process for the South Kilburn super estate mk2, multiple plans exist, money is being made (by private enclosers clearing all public land / facilities and builders) but the political ethos is exterminist- "go elsewhere" with unaffordable new housing powers goal.

1. 'SLUM CLEARANCE'

1.1 The South Kilburn Estate, a large council housing estate with a population of 6151 was built between the 1952 and the 1974 as a purpose built architect designed model neighbourhood and community fabric for working people on lower incomes and in precarious employment. Brent terms the building of the South Kilburn Estate the outcome of a "**slum clearance**" replacing Victorian houses and WW2 bomb damaged homes providing state accommodation for rent for those returning from WW2 facing massive social disadvantage as well (see British Legion building). As 'Homes fit for heroes', the fully completed South Kilburn estate social plan of 1974 delivered a neighbourhood denser populated than surrounding neighbourhoods but nevertheless rich in public facilities, public open spaces, estate open spaces, public squares, with inclusive and comprehensive social support facilities infrastructure with equality, dignity, solidarity, health and welfare built into people's everyday lives thanks to good planning. A Kilburn Park, (the underground station name) as this public social rent housing was set in a landscape and social equality was achieved with surrounding neighbourhoods with places for working, sociability, knowledge, health and imagination built in with the housing provision. This was however a very short lived 5 years from 1974 as in 1979 Government social policy towards working people was put into radical reverse.

1.2 *A point to think about in 2016 is was every architect place design for this South Kilburn neighbourhood 1952- 1974 unworthy of retention and rejuvenation? Was this public housing estate achieved in 1974 a 100% worthless architect designed **slum mk 2** (as Brent developer unilateral review, review and review would seem to believe) and were the Victorian heritage character areas these professional designers in 1974 decided to retain*

*outside the South Kilburn Conservation Area also worthless estate places? Is a repeated but much more drawn out slow death of **undeclared slum mk 2** clearance cycle in any way fair or reasonable to estate community primary stakeholders of the 2004 estate ballot many of whom have lived here for generations and given this was not the landowners stated intention at the outset (see masterplan 2004 docs)? -A developer strategy of deception has fully emerged.*

2. MAKING A PUBLIC ASSET INTO SURPLUS LAND FOR PRIVATE FLAT ENCLOSERS BY LANDLORD SYTEMATIC AND PLANNED PUBLIC HOUSING NEGLECT AND PUBLIC FACILITIES COMMUNITY ABANDONMENT BY OTHERING METHODS.

2.1 In 1979 UK politics changed radically and the South Kilburn Estate became increasingly special interest UK private elite converted for its being a massive area of public owned land encircled by City of Westminster W9 Conservation Areas and there emerged an urgency and a passion to neglect estate maintenance, withdraw public services and begin to justify private enclosures of all estate facilities and amenities incrementally on a non-plan basis of bit-by-bit land taking using harassment and the symbolic violence of dereliction and neglect.

2.2 *As a rapid Government policy reversal and instrument to deny the basis of modern democratic citizenship which surrounding neighbourhoods take for granted in return for the council tax they like us on the estate pay; South Kilburn instead was deliberately managed to epic fail and dis-benefit. Public service de-construction began -facilities and public places taken forever/ access denied from this estate community life here from the 1980's to mono private housing density only include*

a high school, a large college of further education, a primary school, a swimming pool, a large Public Open Space green lung, a 52 unit estate small business enterprise centre, a cinema, two sports centres, an NHS health centre, a social services day centre for children with learning difficulties, two nursery schools, a Royal British Legion, a 30 mature tree woodland and numerous other estate public open spaces, children's play areas and public squares today privately enclosed/ built over. So, considerable economic, social, environmental and public service dis-benefits in terms of consequences have been achieved already by the landowner social landlord without primary stakeholder compensation. Joyous and risk-full, the problem is Brent does not know when (see review and review) to stop and is competing in a race with other public landowners to achieve no public services or common space super high density- the UK regeneration Holy Grail. (Sir) Phillip Green no less is one of these private flat encloser opportunists of opportunity allowed in to play South Kilburn.

2.3 *The community stigmatisation consequences of this socialising of losses and privatising of gains are that South Kilburn by Brent design has become an increasingly difficult neighbourhood to live life in as it's community assets are all being taken for private flats non-plan style bit-by-bit, a kind of social horror*

story version of Queens Park's posh socialism in high speed reverse. Queens Park Brent, a shrinking neighbourhood of extreme anti- austerity, public services investment and conservation, Queens Park right next to a Brent rapidly growing neighbourhood of extremist hyper austerity and public services deconstruction/ full scale withdrawal, Brexit South Kilburn. This process of domination, harassment, neglect and abuse has been continuous for 37years so far at private flat enclosers behest, estate residents having thought the remaining schools, community centres and Public Open Spaces would have been invested in and professionally managed to link to new housing developments these 11 years instead of being all regarded as 'council surplus land' 2016. And even where such process delivery investments have been made post masterplan 2004 at Chippenham Gardens Square (Big Thanks to Living Streets), Granville Road Pocket Park and Woodhouse adventure playground - all these masterplan investments are still just South Kilburn Land banked for developers as at the UK Land Registry where they are all still alarmingly just vague 'land'. So, surprise, surprise in 2016 there is a compulsory purchase order on Chippenham Gardens Village Square refurbished by Living Streets in 2008 and the 2016 'review' wants to build on the 2008 masterplan invested in Granville Road Pocket Park. What chance has the new high maintenance designed Woodhouse adventure playground 2016 of lasting 10 years?

A masterplan within a masterplan where the only land use finality Brent landlord approved is private enclosed flats- the battery warehousing/ go elsewhere for public services model- a new brutal extremist anti-socialism has arrived in this city.

3. THE SOUTH KILBURN COMMUNITY-LED MASTERPLAN 2004- FOR REAL OR UNBELIEVABLE? A VERY EXPENSIVE LEGALLY BINDING LAND USE URBAN REGENERATION FRAMEWORK FOR A PUBLIC HOUSING ESTATE OR A VERY EXPENSIVE TAXPAYER FUNDED WEAPON OF MASS DISTRACTION TO MASK AN UNDECLARED SLUM CLEARANCE AS BRENT'S TRUE ULTIMATE SCHEME?

3.1 By the late 1990's continued extreme neglect and facilities 'taking' for private flat enclosures peaked with a developer attempt to build on both of the estates main Public Open Spaces/ green lungs at once failing due to strong community opposition and this then led to Government granting the estate community a £50 million New Deal for Communities project to actual estate land use masterplan a re-build of poor quality ill-housing blocks Brent were not interested in managing anymore instead and allow major investment in partnership agreed to be preserved existing public realm, places and community facilities land uses. A comprehensive statutory community-led land use masterplan inclusive of the rights of community primary stakeholders living in South Kilburn was produced following four years of intensive consultation at a cost of £4 million- This, rather than being unreal or unbelievable was put forward by the partnership as the respected legal land use framework for an objective and dependable community centric social estate regeneration process giving due delivery process regard to the need to eliminate unlawful discrimination, advance equality of opportunity and reduce inequalities.

South Kilburn 2004/2005 Government and Brent landowner designated as a valued community and not just valued land- Happy Days!

3.2 Once estate stakeholder partners had a statutory South Kilburn masterplan estate ballot 2004 and final deal, Brent had a duty as estate land owner, social landlord and guardian of estate peoples rights to process and control delivering of the actual agreed land use plan with those developers who were able to accept and stomach this community's existing place respecting and good planning objectives made statutory in the fully viability tested masterplan 2004 and the South Kilburn Supplementary Planning Document 2005. Government was smart to get this legal commitment to no more of the earlier bit-by-bit private land taking of the 1990's on this estate. Previous spontaneous private 'taking' from an existing neighbourhood's public realm and facilities regardless was to be *in theory* now closely community framework legally controlled by planners and restricted for the first time. The whole idea of Neighbourhood Planning in the UK with powerful public landowners and global developers as 'partners' of estate communities is put to the legal test in South Kilburn- a pathfinder and 'canary in the mineshaft' for City and National Government to scrutinise.

3.3 *The community-led masterplan 2004 was a considerable estate community achievement (however much it is derided by the master developer now) renewing ill-housing elements but also generously valuing the best social places/ heritage already here and setting the clear template for what should have and what should not have legally been allowed to happen in delivery process since 2005. **The South Kilburn Masterplan was never a slum clearance less than 30 years after the previous slum clearance rebuild of 'homes fit for heroes' was fully completed in 1974.** The main focus in 2004 was on rebuilding poor quality ill-housing blocks, particular priority being the poor quality high-rise ill-housing and bringing all new building heights down from 16 storeys to a maximum of 6 storeys. Brent at the time as landowner was happy with this partnership objective as the outcome for the final regeneration product we would all have to then live either in or with.*

4. SOUTH KILBURN MASTERPLAN LANDOWNER PROCESS DELIVERY 2004-2016; A DUAL PROCESS OF COMMUNITY-LED MASTERPLAN (PROCESS DENIED) AND DEVELOPER-LED NON-PLAN 'NEW LAND DEALS' FRAUD (PROCESS ACTIONED)

4.1 The community-led consultations had been clear and based on actual estate blocks and community land uses and what to do with each of them in turn area by area throughout the estate, all who live here being thereby included with genuine respect and with respect for community rights too. It was impressive at the time how the landlord argued with the community for maximum redevelopment until the final land use deal was reached in 2004- how fake this landlord conduct was 200-2004 thinking back is incredible. The fundamental regeneration process problem 2005-2016 has been that Brent has neglected to adhere to estate land uses legally partnership agreed in the

community-led masterplan deal 2004 and instead the landowner has chosen to regard the whole estate in an entirely 'dual process' as a giant brownfield site of 'surplus council land' (South Kilburn Estate Land) and this scheme is how Brent talks to developers about the South Kilburn opportunity- 'anything/everything goes'. The £4 million should be paid back to Government so ineffective for primary stakeholders are these plan deal documents of 2004/2005. Quite some betrayal of this community as estate residents would have found the 'brownfield sea' (NGL 433419) with a few leaseholders rights floating on its vague 'waste of surplus land and othered bio masses' a confusing concept to grasp and likely an extremely amoral, inhuman and racist approach to community life, neighbourhood care and basic human respect-British values indeed! How can neighbourhood land use rights be secure in such an opaque delivery process made so unbelievable and fluid? The community-led masterplan 2004 SKSPD 2005 was effectively local government landowner nullified by brownfieldism on day one of the delivery process and has just proven an increasingly flawed 11 year smokescreen for a continuation of a bit-by-bit/ 'everything goes'/ NON-PLAN OF NEW LAND DEALS approach to what actually happens in reality to South Kilburn people, places, lives and community well-being. An illusion of landlord good governance, good planning, duty of care rule of law and respect for minorities; the 2016 masterplan review is something of a crunch point between the Government funded community-led masterplan 2004 and the un-checked developer-led non-plan 'new land deals' scheming of 2005-2016 as things are gone badly wrong with estate community impacts and dis-benefits clearly unbalanced, inhumane and inequitable.

*4.2 Visual charm to hide the socially ugly; in effect South Kilburn today is an **undeclared slum clearance process** in an age of Human Rights, Equalities Law and a Public Sector Equality Duty which has massive implications for and radically changes the Human Rights and Equalities of the 6151 that live on this giant building site- the 29th largest regeneration in the UK/ the biggest non-plan regeneration in the UK where there is zero landowner developer interest at all in already existing planned places or the masterplan 2004. It is still very much one person's abuse is another's business opportunity; the 6151 that live here have been changed by landowner power from being community primary stakeholders in the 2004 £4 million community-led masterplan project into becoming bio-mass contaminants of Brent surplus land as soon as developers appeared en mass to build private flat enclosures. Brownfield non-plan 'very new deals' leaves those who live here struggling for dignity to be recognised as human beings with their neighbourhood support ecosystem being privately seized all around them at pace and by stealth.*

4.3 'The Worlds number one city of opportunity' according to City AM this estate is MIPIM (le marche internationales de l'immobilier) pitched by Brent as an 'everything goes' super high density private housing estate of large to be private governed flat enclosures next to the City of Westminster W9 as Brent now trades (11 years in) remaining non private enclosed community facilities, squares, schools and Public Open Space. A deliberate misunderstanding of what is already here in terms of community, places and buildings has evolved at Brent Civic Centre into an 'anywhere private estate' which global investors

prefer becoming the priority 2016 instead. Strip out social complexity, public services, common ground, the only design for this developer rampage beyond monomania/ disaggregation/ maximal and towering private flat build is to make it all look and be radically discontinuous with surrounding neighbourhoods (no public realm/ public facilities, canyon streets unseen in this part of London, bizarre overbuilding helps this discontinuity too)- all to signal a private governed private housing area where special interests-led clearances have been TOTAL. It's become "only a machine for making money" as Bob Marley would say, with estate resident community to be ignored, un-responded to, mislead, marginalised and belittled as 'bio waste contaminating valuable land'. Pushing unwanted overdevelopment where half the sales are 'off plan' buy to leave 'investments' adding only to the 1 million empty/ under utilised housing units the UK is already burdened with. These need to be mapped as the smart way to look at housing shortage would be to look at empty properties rather than gross non-plan overdevelopment of multiple deprived 70% black, Asian and minority ethnic council housing estate communities with expensive masterplan legal frameworks. There is a massive gulf between what Brent sought to achieve given the protected characteristics of the majority who live here 2004 and what Brent now in the 2016 want to actually deliver for MIPIM instead. No space for public services buildings, parks or civic squares.

4.4 An obvious community in 1974 and again in year 2000 re- branded as a no community 2016 by purposeful public-private social de-construction. New enclosure owners in the Evening Standard talk of their new South Kilburn fortified private courtyard blocks no longer South Kilburn Land as the limits of community here in 2016- like an invasion or colonisation forced from a parallel alien world. Pretty scary for Brent public landlord to oversee this mind-set exterminating our existing community here and also an honest encloser admission of an apartheid approach to estate regeneration.

5. A NEW WEAPON OF MASS DISTRACTION ATTEMPTING TO BE LAUNCHED- REVIEW, REVIEW, REVIEW.....

5.1 In 2016 most living here on the estate would say Brent have lost sight of community-led masterplan 2004 final product intentions which is great news for developer quick profits/ their mono flat build agenda and not such good news for resident primary stakeholder rights and community well-being. The strongest proof of this is the sudden need 2016 for a 'masterplan review' (in fact Brent hopes to totally scrap the 2004 community-led masterplan (the estate are not formally told of this as yet) and have a new developer special-interests non-plan scheme instead) and this, scary at today's new heavily deregulated public estate non-place/ non-community/ no- social rents after a year of moving in standards.

5.2 In 'review' so far Brent radically changes the council estate plan/ masterplan 2004 land uses as the logical review starting points for public consultation presentations. *What is Brent reviewing if they ignore and distort what they are claiming to review before resident stakeholders even start*

participating? Why power close down and heavily edit what is to be community reviewed beforehand?

5.3 Special interests obstruction for estate life disbenefit means that two Malvern Road schools (a foundation which owns its own freehold and a Brent Education Services school, so that is just contaminated surplus land then) are unable to easily access massive long available rebuild on site funds (section 106/ Community Infrastructure Levy) 11 years into the regeneration process even though retention and investment of both of these schools land uses was agreed in the community-led masterplan 2004 (many other NDC's have already long since re-built their schools, in totally sensible commitments to de-risk their densifying communities). Such school inactions in South Kilburn only favour developer estate public services building land bank greed to the disbenefit of estate community best interests. Other masterplan 2004 protected social infrastructure uses have also miraculously like these schools become in 2016 review 'sites' on the London Land Commission Register brownfield 'Doomsday book' (Savills) of council brownfield bio-mass contaminated surplus land. The Review consultation boards fail to point out these community assets as newly for sale to estate community stakeholders who would be shocked, clear evidence of 'dual process' in action and extremely unjust.

5.4 How can the South Kilburn Public Open Space expand onto the entire Kilburn Park Foundation School and its freehold site (a review proposal) when the school is negotiating to have a private tower of flats built on it instead? This a review proposal too, why destroy a green landscaped/ traffic calmed for 50 years heritage street with 150 year old trees- Malvern Road with heavy north-south traffic and pollution to promise to build another such street somewhere else sometime, maybe or perhaps? Also Malvern Road can't be replaced as a living street the land enclosure review spreadsheet now favours mean canyon-like streets all across South Kilburn. Demolish a 16 storey condemned 1974 bison tower metres from the new school building according to review phasing? Westminster Parliament political consensus where "community is not for all London neighbourhoods anymore, non community is just as good for some neighbourhoods and to be precarised social groups"- the Partik Schumacher School of urbanism. How does a MACE viability tested 6 storey blocks height limit masterplan 2004 become 16 to 30 stories in 2016 review given an unprecedented rise in property prices 2005-2016 in London far exceeding what was factored into 2004 community-led masterplan viability tests? Another factor with the reviews proposal to revisit high rise trump towers is the disbenefit of increasing overshadowing, both inadequate daylight in new build habitable rooms and overshadowing of courtyards and public open spaces- this remembering that improved well-being is the final landlord plan community objective. The estate could end up thanks to bad planning quite literally 'a shadow of its former self', use torches in the day time to walk down its mean canyon streets. This also highlights the crucial value of the generous South Kilburn Public Open Space being an extended central park, as overshadowed pocket open space / courtyards is dead never used space. Maybe this is a review bad planning intention to get more private enclosure land?

5.5 Social rent housing units when vacated being re designated as affordable when re-let, any loss of social rented units puts enormous pressure on people living here who want to work and pay a social rent rather than an affordable rent which means near (80% of) market rent, this bearing no relation to estate income levels/ precarious employment and which in NW6 will force most former council tenants onto high levels of housing benefit making their links to this community very precarious going forward as these benefits are reduced. All public land as 'surplus public land' status much like with the schools land here (5.4), has meant there has been no public sector engagement to raise community skills, capacity or income levels in recent times, in fact quite the opposite we are treated as contaminants. Clear evidence of estate community othering 2005-2016 the more vulnerable the remaining estate is maintained at by social fraud the better it is for developer enclosers taking all land.

5.6 If Brent refuses to present the masterplan review in a fair, transparent and clear factual manner (not all the facts are great) then Brent invalidates the review process and by obfuscation wastes public funds as the review will all need to be repeated with the correct and clear facts of where we all are in 2016 presented in full some time soon and this with all community primary stakeholders formally invited to participate as well as be consulted on what more Brent wants to take. Given the review is about the proposed final destruction/ de-construction of this community neither does this seem an unreasonable ask of Brent either.

6. BRENT UNRESPONSIVE TO SOUTH KILBURN ESTATE STAKEHOLDER FORMAL CONCERNS RAISED

6.1 Another aspect of estate community participation disabling;" There is no indication that you have suffered personal injustice any more than any other resident in the area" is used to justify non responding to formal primary stakeholder complaints and means that local government can be questioned by no one living in the masterplan area. Legal equality being used to hide actual inequality where so long as planned injustices impact on more than one person on this 'brownfield nowhere land' then complaints of mismanagement and injustice do not need to be answered by Brent as is their normal duty with complaints made by council tax payers outside undeclared slum clearance zones. My neighbour on one side formally complains to Brent about the street neglect of Malvern Road we all live in, my neighbour on the other side formally complains about the human rights of children not being met by a very poor range of activities offered in the main South Kilburn Public Open Space (land bank neglected for the London Land Commission Register?) by Brent Parks Service- my neighbours face the exact same Brent power of obstruction as I do as these faults impact widely and therefore do not matter or justify being responded to? Strange legally, all complaints from this non community /undeclared slum clearance estate zone are responded to now with no answers or process adjustments being made.

7. DOOMSDAY

7.1 Savills brownfield estates 'Doomsday' hyper-comodification has enormous implications for place un-making throughout London as a population of 400,000 'bio-waste contaminants on public land' considered unworthy of care or consideration live on these brownfield surplus council land estates the Labour Party has walked away from and so countless irreplaceable great city urban places for all Londoners stand to be needlessly destroyed by this total 'war on the poor' unleashed for special-interest global finance private land enclosers. Creating a territory for vile racism too as 400,000 people have to be dehumanised and othered into becoming 'sub-human bio-contaminants' to allow such a public sector deficit of ethics and basic human compassion to perhaps unfold- the developers Brent has invited in don't seem to even know what a mature tree is anymore, never mind a park, a public square, a community centre, a green landscaped street or a primary school- they see nothing but land ! **Bad planning** has reached a whole new level of extremist hate with considerable economic, social and environmental disbenefits being imposed on those who live in remaining South Kilburn Land. This culture of place un-making needs to be challenged by advanced/ pre-emptive community legal protections rather than entire estates being designated as 'brownfield seas'- the unjust current ongoing crisis situation. Specialist place assessments are needed based on what any great city public place for Londoners would look like if it had been lovingly public sector neglected/ mischievously mis managed to be private built on for 37 years because that is where we are today sadly with so many estate located within 'estate red lines' great London places and facilities in 2016.

8. DESIGNERS FOR INEQUALITIES AND DESIGNERS FOR NEGATIVE IMPACTS

8.1 Conservation areas are easy- keep all the Victorian and C20 socialist built social well being land use infrastructure and keep enhancing year on year, try to ignore the lowering population density as flats are returned to family houses then become second or third homes of course- 'it's all good'. New Risk-Full South Kilburn Estateland is a whole new social experiment and Brent frozen inaction for 11 years like a rabbit in the private enclosers land grabbing headlights raises fundamental issues regarding what local government public sector services planning even is in a bio waste contaminated giant brownfield of council surplus land/ undeclared slum clearance? Can Brent even have a Local Health and Wellbeing Board, difficult to believe? Scrutiny? 16 years ago the same 6151 people in South Kilburn were called a community of primary stakeholders by Brent landowner/Government (quite some fall from grace) and all Brent public service providers were in New Deal for Communities regeneration theme groups at that time planning to expand public services resources for considerable neighbourhood population growth- an over 8,000 population now yet these numerous proposed public service projects have all somehow long since evaporated? A fake mis-selling narrative as the landlord social needs model 2016 is 'YOU WANT A PARK OR PUBLIC SERVICES? GO ELSEWHERE AND GOOD LUCK WITH THAT'

Unreal City...public sector brownfield estate stigmatisation of South Kilburn life for South Kilburn Estateland a truly terrifying disbenefit for a 70% black,

asian and minority ethnic community of protected characteristics to endure for 37 years so far, with no end of this continual abuse in sight either only more and more scheme reviews.

8.2 The Labour Party has walked away/ ' thrown the South Kilburn Estate community under the bus'. Business before communities; today it's about asking the Westminster Parliament political consensus about slum dweller rights of the 400,000 Londoners who live as ' bio-waste contaminants' of these valuable public lands for private enclosures. While Brent needs to reflect on the 37 years of hardship, frustration and distress it has knowingly caused in South Kilburn Estate land. At least the first masterplan was fully delivered as socially intended in 1974. Is the second community-led masterplan of 2004 to be abandoned with estate primary stakeholders badly short-changed and totally abused by re-developers mid-delivery?

8.3 The comprehensive masterplan 2004 was never about forced clearances, total densification, no public services infrastructure, no heritage or character. Decontaminating the land by 'doing nothing' then only taking from this community, South Kilburn is the 29th biggest regeneration project in the UK- should it be as monomaniac and brutalised a scheme as it currently is?

8.4 The community-led masterplan 2004 is not just nothing. And I truly doubt that racism is at the level yet in wider society where people in surrounding neighbourhoods would want for this 70% BAME neighbourhood to be cleared by global elite speculation of all its well-being, facilities, places, public services and Public Open Space. How will this new city clearances strategy foster good relations between people when sustainable development is indivisible from good planning and should positively contribute to making places better for people? An outbreak of common sense is much needed by decision-makers- for just how did a closely Government monitored community-led masterplan project to alleviate multiple deprivations in delivery process then become an elite total private land grab? We are suffering from an asymmetrical Brent landlord 'double vision' in South Kilburn at the moment. Legal equality being used to hide actual inequality; can the public even understand Brent's evil brownfield concept and non-plan 'new deals' approach, too unlawful, too aggressive, too focused on profit, too short termist? Why should developer needs forever Trump the needs of this community at Brent Civic Centre?

9. PUBLIC SECTOR EQUALITY DUTY

9.1 I remember on the New Deal for Communities Board as an estate ballot elected community representative, we were caught often between very diverse opposed interests and cultures of space, with Brent landowner wanting to demolish and build on everything they could get away with at that time and the 60 family town houses on Malvern Road (to be shock and awe CPO'd for Catalyst Housing anytime soon) or Alpha and Gorefield Houses using their customary rights to strongly and vocally oppose demolition. Non-responding was not the culture in those days; evidence of community respect at that time, compromises had to be found and all partners' rights had to be

accommodated and included in the final masterplan delivery framework of 2004. In 2016 of non- responses and autocratic developer-rule I know this to be no longer the case and a mono-culture/ mono-purpose prevails at Brent Civic Centre with no comparable attention to public sector duty existing anymore as regards South Kilburn community. If you look at the New Deal for Communities legacy and all its themes to purposefully develop and empower this community going forward into the regeneration delivery and where are we now in 2016? - with South Kilburn Estate land only 'new deals', this process should be viewed in retrospect as an entirely discernable strategy whereby massive Government funds and public land resources have been mis-used ultimately to enhance vulnerabilities, mis-lead, harm and totally destroy this community of protected characteristics, its health, inclusion, wellbeing, dignity and common interests.

I have founded a new group called Kilburn Park Community First; we hope to bring Brent back from MIRPN for the next 12 years to rebalance the process, we are however going to need London and national support.

[REDACTED]

[REDACTED] South Kilburn New Deal for Communities (responsible for the £4 million estate community-led masterplan 2004, viability tested, with complete phasing plan and £100,000 architectural model (now lost) of final product estate, ballot voted for too!)

Dear Dominic,

I have been asked to contact you by the Leader of Wandsworth Council to provide feedback on the Draft Best Practice Guide to Estate Regeneration. You'll be aware that Wandsworth's Leader was a member of Michael Heseltine's regeneration taskforce and also that he sits on the Homes for Londoners Board. Wandsworth has also just completed complex procurement exercises to take forward two major estate regeneration schemes that will deliver up to 3,000 homes and significant community benefits (e.g. a major new Leisure Centre, libraries and community facilities).

The immediate response to the good practice note produced is that there is much to be welcomed in terms of the approaches set out that Wandsworth would wish to support. A request is that this good practice does need to dovetail and align with the comprehensive practice and guidance notes arising from and published by Lord Heseltine's Taskforce. The danger of course is that a number of different practice notes and references (covering similar ground) may need to be considered to satisfy interests and comply with best practice that can inevitably lead to expense and time delays which any nascent regeneration trying to develop options and to provide clarity to a complex process can do without.

There are some particular matters that I have also been asked to pick up with you.

CHAPTER 1 - THE OVERALL MESSAGE

Chapter One sets out clearly the approach and what needs to be considered in respect to estate regeneration. It is particularly welcome that in the second paragraph it is identified that the reasons to consider regeneration are multifaceted (improve housing, supply more housing and improving social, economic and physical well being). As identified, early and indeed continuing engagement is key to developing options and building confidence.

I think there would also be general agreement that social housing should be replaced and resident leaseholder needs accommodated. Albeit a scheme's ability to achieve this may be dependent on a number of factors outside of a social landlords control (e.g. changes to the housing market can change re-provision plans). As identified replacement may of course be counted in floor space and/or habitable rooms as well as units - a particular and positive facet of estate regeneration with re-provision being better able to meet needs (of under occupiers and overcrowded households).

As identified in paragraph 10 any revision to the London Plan in respect to review of planning applications relating to estate regeneration must not hamstring estate regenerations coming forward. Early and ongoing dialogue is key as indeed is planning certainty (that is likely to be required across Mayoral electoral cycles as phases of development come forward). Recognition of this fact, how plans might need to change and adapt given changing economic circumstances and the role that mechanisms such as Housing Zone designations can play are all important to providing certainty and confidence. Pre application discussions and mechanisms such as "Planning Parameter

Documents” (detailed pre planning applications) may also assist in building momentum, explaining context and better defining regeneration options.

There are also the mechanisms that might be explored to provide a greater degree of confidence to invest in longer term regeneration plans and how this might be articulated in any revised planning policy documents. As an example a lengthy build out will inevitably mean section 73 applications , if each of these trigger review of CIL contributions against policy requirements at that time, the scheme could be severely impaired. The complex process of taking forward regeneration can get even more complex as interests again begin to unpick and reassemble contributions with reference to the policy at that time. There is clearly a balance to be struck however the approaches determined must be simple enough to apply fairly not least to maintain development.

It is felt that the statement “Where demolition and rebuilding is chosen as part of an estate regeneration, this should only happen where it does not result in a loss of social housing or **where all other options have been exhausted**” does not properly represent the content of this chapter. This could be read that if a social landlord has the resources to refurbish the properties on an estate that this option should be preferred over and above options which are aimed at achieving more than just refurbishment of homes and blocks – maintain homes only to the decent homes standard and limiting consideration of other legitimate goals – more homes, more energy efficient homes, better physical environment? Surely this is not the intention and this good practice aim and objective should be redrafted to better reflect the strong content set out here? Perhaps this could also be articulated in relation to the ongoing dialogue required to develop plans and build confidence which can move opinion and views towards more comprehensive improvement and delivery options. This has certainly been the case in relation to the regeneration plans that Wandsworth Council has developed.

An element of caution might also be given as to “monitoring the impacts and outcomes of regeneration, seeking to involve residents where possible”. Measuring the impact for individual residents and indeed communities can be difficult as was demonstrated by the efforts made to measure positive impacts by “New Deal for Communities” initiatives. So whilst impacts do need to be measured they need to be kept simple and need to be measurable. All too easily they can miss positive change and equally easily miss less than positive outcomes for some local residents.

CHAPTER 2 – CONSULTATION AND ENGAGEMENT

As with Chapter 1 there can only be broad support for what is set out in this chapter. Particularly that consultation and engagement is a “process and not an event”. As above it is this dialogue that should develop confidence but also recognise that plans may change and may need to change. So whilst “options presented should be set out in both financial and social terms” it must also be recognised, and repeated, that there are risks and the financial environment can change. This has been a notable feature of some major regenerations in London (Aylesbury, Elephant and Castle, Woodberry Down) but it has not meant that the integrity of necessary regeneration has been lost.

It is also good to see that in paragraph 28 it is recognised that some background work is necessary before engaging with local residents and interests. It would be good if this guide recognised that this is not “planning behind residents backs” but the necessary work involved to avoid raising expectations as to what can be achieved.

An approach that Wandsworth Council is particularly proud is the one to one and small group engagement it has undertaken which has a number of benefits in terms of explaining options, change and commitments and addressing initial resistance to change that can often be put up by interests that are neither local or directly affected by the change and improvement proposed. We would also suggest that this is an excellent way of “measuring” resident views about not just options but the change that is happening.

It would also be helpful if the guide recognised the importance of activities and buildings of/used by community interest that might be affected by regeneration plans. Churches, clubs and accommodation for interest groups should be considered and be given the opportunity to remain local. Whether this opportunity is taken would be down to that group (noting that they might well be subject to CPO) but the option to remain should be made (and recognised as a necessary cost to the scheme).

CHAPTER 3 – A FAIR DEAL FOR TENANTS AND LEASEHOLDERS

Wandsworth Council developed its Council Resident Offer very early on to give assurance to its residents of local rehousing, compensation and assistance in moving and relocating. We consider these offers to be exemplars as they set out clearly what we will offer to tenants and leaseholders. Also our approach has been to offer early moves for households with a good reason to need to move and to do this to ensure that we minimise the anxiety that might arise particularly amongst more vulnerable and older tenants.

Clearly each social landlord will necessarily need to tailor offers to some degree to local circumstances however at heart the “fair deal” should be the best deal possible for residents.

In terms of minor points we wish to pick up:

- In paragraph 54 we agree that vacated units should be utilised for homeless households where a duty to house temporarily has been taken on. However, we would urge that this is contextualised. In effect whilst a council will seek to house close to social networks and places of work this may not always be possible or achievable given pressure on accommodation. Also there may be some merit or necessity indeed in establishing a local letting plan which might meet a wider range of needs. This approach, for instance, was taken by Peabody as part of their Clapham Junction Estate regeneration and we have also made provision to establish local lettings plans that might benefit a wider cohort of local residents.
- Case Study 7 – firstly we clearly welcome the inclusion of this Wandsworth case study. Our reference to the summer holiday period is on reflection clumsy. In actual fact the hosting of a much wider social event (including stalls, sporting activities and stage acts) on what was a sunny day saw more residents attending and circulating through the bidder presentations than might have been the case otherwise. If this perspective can be reflected in a revised text I would be grateful.

OTHER CONSIDERATIONS

We have noted that London First with Winckworth Sherwood LLP and Terence O’Rourke have published in the last few weeks “Estate Regeneration - More and better homes for London”. Whilst this report covers much ground it is perhaps one of the first to actively encourage consideration of estate regeneration and improvement as a option that should be proactively considered. I particularly note the following recommendations which we would broadly support:

Recommendation 6 - “The forthcoming review of the London Plan should include specific estate regeneration policies that provide support for this type of development such as further support for densification (where appropriate) and a clear approach to the additional provision of affordable housing in the context of the Plan’s existing policy on creating mixed and balanced communities. Furthermore, where boroughs are seeking support to bring forward large scale estate regeneration schemes that can anchor the wider regeneration of an area, the Mayor should use new or existing joint planning frameworks such as Opportunity Area Planning Frameworks to clearly advance the planning case for estate regeneration”.

We would wish the London Mayor to given serious consideration to this recommendation as it will be this type of policy objective, combined with the application of best practice that will achieve the necessary levels of housing and improved environment that London, Londoners and Wandsworth resident deserve.

I hope this submission has been helpful and I am of course happy to discuss the content with you if there are points that need clarification or elaboration.

Response to Mayor of London's Draft Good Practice Guidance to Estate Regeneration

Date: February 2017

Prepared by: [REDACTED]

1. Introduction

1.1 ResPublica is an independent, non-partisan public policy think tank based in Westminster. Our research extends across the policy spectrum, and has long covered community engagement, place-making, and housing. This submission is largely drawn from research we carried out last year on estate regeneration, which resulted in our paper *Great Estates: Putting communities at the heart of regeneration*. This was based on a research study of 122 estates around the country, including 28 in Greater London. We have submitted this paper alongside our formal written response.

1.2 We welcome this consultation on a vital issue for Greater London - both for the city and its people. Alongside the Department for Communities and Local Government (DCLG)'s recently published and much-needed guidance, we believe that the Mayor's own good practice guidance can play a central role in ensuring regeneration delivers in the widest sense for the capital's current and future communities. We also welcome reference in the guidance to linking affordable housing grants to the guidance. It is absolutely right that public money where available is used to support and spread best practice in regeneration.

1.3 The key points of our submission are as follows:

1. The focus on community engagement in the draft guidance is very welcome, but the text should be strengthened to ensure schemes best serve existing residents
2. We welcome inclusion of the wider impacts of schemes in the Monitoring and Review Section, but believe there is an opportunity through the Mayor's guidance to improve the collection and dissemination of social impact data
3. There should be additional information, based on best practice, on what boroughs can do to attract investment into different types of regeneration schemes

2. Engagement and offer to residents

2.1 We warmly welcome the Mayor's focus on the involvement of existing local residents, both in terms of engagement in the regeneration process, and in the draft guidance's focus on the offer to residents of different tenures.

2.2 One of the factors complicating the regeneration process is that it is subject to interests that often conflict: local authorities, housing associations, developers, communities and individual residents. Our research suggests that the way to bridge these gaps is for schemes to be based upon community engagement. The GLA and the Mayor have important roles to play in this regard, and the linking of affordable housing grants to the Good Practice Guidance is welcome as a tool to do so.

2.3 Research carried out by ResPublica with Ipsos Mori in 2015 found clear links between a person's well-being and their perception of how much stake they have in decisions affecting their neighbourhood.¹ Empowering residents to improve their local area through regeneration - including, for example, the types and design of new homes, facilities and public realm it delivers - will bring lasting benefits to communities and places.

2.4 Based on a survey of regeneration schemes across the country, and our research on well-being, community engagement and place-making, we devised a Residents' Charter that we believe should be the cornerstone of all future regeneration schemes in London. Broadly speaking, this reflects the draft's focus on engagement and resident offers. But we would emphasise the importance of recognising two facets of successful and meaningful engagement: participation and representation. This is important because engagement should ensure all residents' voices are heard, but should also seek to go beyond the standard consultation process to involve residents in the design and planning of regeneration schemes. Our Residents' Charter covers four principles:

- I. *Transparency.* Residents have a right to be given all relevant information on a scheme affecting their estate, upon which engagement can be based. Engagement only works, and trust can only be built and maintained, if residents are given full information on schemes and their associated risks, including timelines for delivery and arrangements for leaseholders and social tenants.
- II. *Participation.* In our research, we examined four in-depth case studies, including the Mountearl Gardens scheme in Lambeth. These revealed the value of direct resident participation in scheme design. Local resident panels and charrettes can engage with existing tenant associations to allow people to shape regeneration in different ways, such as the formation of design codes or the prioritisation of improvements to the public realm. The draft guidance establishes "improving the social, economic and physical environment in which...homes are located" as one of three core principles of regeneration. This is absolutely right, and the Mayor through this guidance can play a leading role in ensuring residents actively shape those improvements.
- III. *Representation.* All residents should have the ability to have a final say on a regeneration plan. This can take different forms, and need not take the form of a ballot, which can reduce complex questions into a simple 'yes or no'. The important thing is that it provides a strong incentive for the needs of the community to be at the heart of regeneration planning from the outset.
- IV. *Resident advantages.* Regeneration should be based on the assumption that existing residents - social tenants and owner-occupiers alike - should be advantaged. This can be through the provision of improved housing conditions, receipt of full property values for homeowners, support into home ownership for renters, and security of tenure for social tenants through the maintenance of social tenancy agreements. The draft guidance should be strengthened on this point to ensure all future schemes in London uphold this basic principle.

¹ ResPublica (2015) *A Community Right to Beauty*

3. Deprivation

3.1 Regeneration has the potential to contribute new homes to meet London's acute housing needs. However, delivering new homes should not be given absolute priority above the particular needs and contexts of each estate and its community.

3.2 Meeting the needs of estate residents means looking at the particular characteristics of a place. On some estates, there is a lack of green space and poor public realm; on others, existing stock is in need of refurbishment; on others, high relative crime rates persist; and on others, levels of resident well-being and health are worse than in the borough and the city as a whole. Regeneration offers a chance to leverage investment to address these wider considerations.

3.3 As we found in our recent paper, *Great Estates*, the capital's estates are not simply 'sink estates', nor just low density areas prime for densification. They are often successful places and home to thriving communities. Of the 28 estates in London that we included in our study, just over half were outperforming their boroughs on Index of Multiple Deprivation (IMD) rankings. At the same time, London boroughs such as Brent, Haringey and Barnet contain estates that are ranked in the top decile nationally for total deprivation.

3.4 Regeneration must go beyond bricks and mortar to address wider issues such as concentrations of deprivation and support well-being; but we must also be cautious to avoid damaging social capital, community bonds and positive social and economic outcomes where they exist. We also recommend that the impact of regeneration is based on assessments of the impact on existing residents - not only on their tenure or quality of homes, as important as they are, but on their well-being, prosperity and health too.

3.5 As such, we strongly support the inclusion of existing resident satisfaction, health and well-being, including of those residents who are displaced by the scheme and who do not return to the estate once the project is concluded, in the Monitoring and Review section of the guidance. Monitoring and evaluating the social impact of a scheme must include consideration of all residents - those who remain, those who move away, and new residents who move into a new home on the estate.

3.6 To realise the potential of this, it would be useful for social impact data to be collected alongside details of regeneration scheme design, to improve understanding of what works in regeneration. In *Great Estates*, we recommended the creation of an endowment fund to support a 'What Works' centre on estate regeneration. In the absence of this at the national level, we suggest consideration is given to the GLA playing this role to improve regeneration practice in the capital. This could, for example, take the form of a database accessible to boroughs.

4. Funding

4.1 Financial pressures on local authorities have been well-documented. The knock-on impact for estate regeneration of these pressures and of the Housing and Revenue Account (HRA) borrowing cap, is that councils have become increasingly reliant on the private sector to fund and deliver schemes. The private sector undoubtedly has an important role to play, but regeneration schemes can carry significant cost. For example, the redevelopment of Packington Estate in Islington required £33 million in gap funding. With local authorities increasingly unable to provide largescale funding of this kind, the risk is that regeneration schemes in London do not deliver on the Mayor's ambitions. To support resident engagement and delivery of lasting social and

economic benefits, the draft should contain more guidance on funding models and public-private partnerships, based on best practice examples from schemes in the capital.

4.2 Community engagement is neither easy nor cheap. In addition, people-based interventions do not offer a return on private investment. We recommend that a survey of best practice is undertaken to assess how funding has been unlocked through the regeneration process to deliver these wider initiatives in current and recent schemes in Greater London. The lessons from this should be included in the final guidance. In addition, private sector-led regeneration is subject to the risk of delays as developers slow delivery in response to wider financial and economic conditions. This can undermine local trust in schemes. Guidance on how London boroughs can minimise this risk would be a welcome addition to the document.

Conclusion

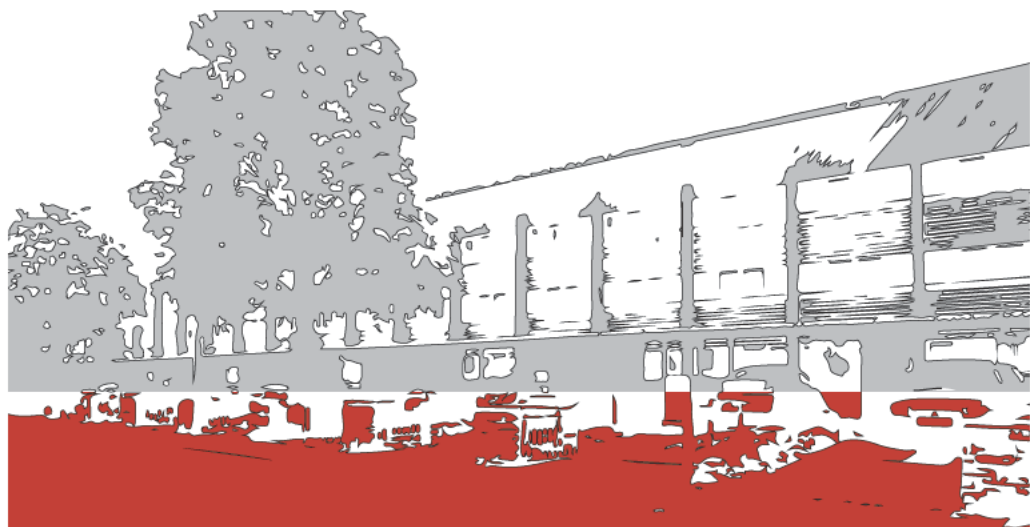
5.1 The Mayor of London's Draft Good Practice Guidance to Estate Regeneration is an important and timely document, with a welcome focus on resident engagement. With some strengthening on the issues of community engagement and deprivation, and with a greater focus on funding, it will help to ensure regeneration better delivers for London.



Great Estates:

Putting communities at the heart of regeneration

 - November 2016



RESPUBLICA RECOMMENDS



About the Author

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About ResPublica

The ResPublica Trust (ResPublica) is an independent non-partisan think tank. Through our research, policy innovation and programmes, we seek to establish a new economic, social and cultural settlement. In order to heal the long-term rifts in our country, we aim to combat the concentration of wealth and power by distributing ownership and agency to all, and by reinstilling culture and virtue across our economy and society.

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Introduction

It is our contention that communities should be put at the heart of estate regeneration to maximise its potential for delivering new housing and boosting life chances around the country. That means giving communities power over regeneration schemes where they are planned, and unlocking new opportunities for funding schemes where they are needed but currently not possible.

On 13 July this year, Theresa May used the opportunity of her first speech as Prime Minister to set out her ambitions to make Britain a country that works for everyone. For the new Prime Minister, this means looking at what government can usefully do to spread opportunity to all parts of the country – particularly to those places that have been left behind as our economy has shifted in the last few decades.

A good starting point for this agenda would be estate regeneration. Millions of people around the country live on estates, many of which are amongst our most deprived communities across a range of indicators – from health and education to incomes, employment and crime.

Regeneration has the potential to enable people to flourish and to make estates great places to live. But under the current policy framework, communities are not guaranteed a genuine stake in the process. Many others will not see the benefits successful regeneration can bring because only £140 million has been made available for 100 schemes as part of the Estate Regeneration Strategy – and not enough is being done to unlock other forms of investment.

In this paper, we look at what the Government's current plans for estate regeneration can deliver for communities around the country – and what they cannot. To do this, we outline and develop a new typology of council estates to understand what the priorities for regeneration should be in different parts of the country, and assess whether the current policy and funding framework is sufficient to meet them. We survey case studies to identify examples of best practice, and use these to set out how the forthcoming Estate Regeneration Strategy can reach its potential. We also look at what more the Government needs to do if it is serious about spreading prosperity to all parts of the country.

Context

The Government's stated priorities of estate regeneration are twofold: tackling deprivation and increasing housing supply. The Government announced a £140 million regeneration fund as part of now-postponed Life Chances Strategy.¹ But housing supply was cited as a key aim of regeneration, after a report from Savills, commissioned by the Cabinet Office, claimed that London's estates could provide sites for 360,000 new homes in the capital.² On launching the Estate Regeneration Panel, Lord Heseltine suggested this was about social justice as much as housing supply:

"Estates regeneration is key to transforming the lives of people living on poorly designed housing projects."

In short, estate regeneration is pursued as a 'win win': meeting demand for new homes and supporting existing residents. In this paper, we will try to disentangle the

aims of tackling deprivation and spreading opportunity on the one hand; and boosting housing supply on the other. These aims can be complementary but they are not necessarily so – in fact in some cases they can have an antagonistic relationship. This is particularly the case when communities are not given a genuine stake in redevelopment.

We will argue that we need a 'One Nation' approach to regeneration that advantages residents of estates and delivers homes where they are required. The need to reconnect all parts of the country with economic opportunity and social wellbeing is difficult to understate because it gets to the heart of the Prime Minister's welcome ambition to make Britain a country that works for everyone.

Under the current framework, this poses a set of challenges.

The Government has stated a preference for schemes to be community led.³ This is the right one. Our research last year highlighted that satisfaction with a place is closely linked to a range of health and well-being outcomes – and satisfaction with a place is closely linked in turn with how much of a stake a person has in it.⁴ Moreover, it is most often the existing community who know what works and what does not work in their area. If we want to transform estates for the better, we need to give people the power to lead on their regeneration – as has been widely recognised.⁵

Doing community engagement properly is neither easy nor cheap. The Government has stated a preference for "commercially viable schemes which have the potential to be self-financing", with a fund of £140

million for the 100 estates selected – equivalent to £1.4 million each.

To put that into context, the first phase of regeneration of Sheffield's Park Hill estate required £39 million of public funding; redevelopment of the Packington Estate in Islington required £33 million of gap funding; and it has been estimated that the average cost of demolition alone of a single estate stands at £50 million.⁶ Viability relies heavily on the potential for densification, the needs of existing residents, and land values. These vary across the country – what works in inner London will not necessarily work in Dudley; and what works in Southampton will not necessarily translate to Blackpool. Estate regeneration must work for everyone. But a reliance on the private sector is not sufficient – it risks damaging existing communities to supply new homes in the South East, and leaving behind other communities in weaker housing markets everywhere else.

We cannot hope to meet all of these challenges in this paper. Our aim is to show the nature of the challenge facing us in different places around the country. We have done this by identifying the types of estates we should be concerned with, based on analysis of over 100 communities in all parts of the country.

We then look at a set of case studies of current regeneration schemes to understand what best practice looks like across these estate types, and what can be done to facilitate this best practice. We set out three policy recommendations for the forthcoming Estate Regeneration Strategy and for the Government as it takes this agenda beyond the current work of Lord Heseltine's Panel.

Defining Estates – Beyond Bricks and Mortar

There is no 'one size fits all' model for regeneration because there is no single type of estate. We know that just under 9 million people live in public housing in England and Wales.⁷ An estimated 3,500 estates are in London alone, but there are social housing estates in and around towns and cities across the country.⁸

Estates, for the purpose of regeneration, must be existing social housing. Most were built in the housebuilding drives of the interwar and postwar years. Beyond that, they can be big (such as Becontree in Barking and Dagenham, where 26,000 homes were built in the 1930s) or small; be occupied by mostly social tenants, or by a mix of social tenants and owner-occupiers following the introduction of the Right to Buy policy; be integrated within a dense urban environment, or "islanded" in the outer regions of a city; feature mainly high rise buildings, mainly low rise, or a mix of the two; be of varying densities; and have been well or poorly maintained.⁹

For the purpose of regeneration, there are two key considerations:

1. Its potential to provide sites for much-needed new housing:

If a relatively low density estate is located in an area of high housing need, we can say that that estate should be a candidate for densification.

2. Its ability to serve its residents:

If outcomes, such as the unemployment rate or life expectancy, are worse on an estate than the surrounding locality, policy-makers should seek to deliver solutions to address estate-based deprivation.

Recently, there has been a lot of important work carried out on the first point, largely focused on meeting London's housing shortage. Savills' report *Completing London's Streets* report published earlier this year found that up to 360,000 new homes could be built through densification of London's estates.¹⁰ A more recent study found that this figure was likely to be nearer to 4,000 to 8,000 homes in the capital each year given the length of regeneration projects and the already high densities on many estates.¹¹ What we lack is an understanding of how best to advantage existing residents and address deprivation through this process of densification.

We need to move beyond bricks and mortar to understand what should be done in estates outside of London and the South East where deprivation is concentrated but land values are not sufficient to make the business case for densification. First, we need a clearer understanding of the problem.

A further complicating factor is that a range of policy initiatives over the last few decades, such as the Neighbourhood Renewal Fund the New Deal for Communities (NDC), have focused on 'place' improvements (e.g. housing, the community and the physical environment). Tackling deprivation on estates now means focusing more on 'people' related outcomes such as health, education and skills, well-being and worklessness, a theme picked up by DCLG's review of the NDC.^{12,13} These outcomes cannot be addressed solely through bricks and mortar regeneration.¹⁴ However, a focus on people related outcomes could bring significant financial benefits – on 12 well known estates alone, reducing unemployment to local authority averages would generate revenue and savings for the

Government of £140 million to 2030 – the same amount currently available in total for initiatives on 100 estates.¹⁵

Methodology

To do this, we have analysed a cross-section of mainly large estates in England – 122 in total. We have based our analysis on two characteristics:

1. Deprivation: To assess whether an estate is relatively deprived (that is, deprivation levels are higher on the estate than the local authority area average), we have used Index of Multiple Deprivation data at the Lower Layer Super Output Area level and then rated this against the local authority ranking.

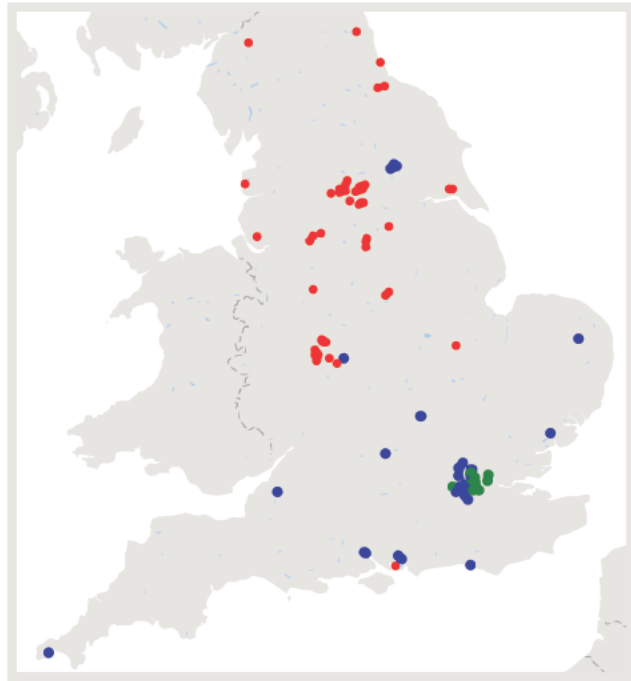
2. Housing demand: To judge whether an estate is located in an area in which housing demand makes densification a priority, we have compared housing affordability data at the local authority level with the national average. Affordability in this context means the ratio of house prices to incomes.

Comparing deprivation on estates with affordability data allows us to divide estates into four categories:

| | Relative Deprivation | No Relative Deprivation |
|--------------------|----------------------|-------------------------|
| Low Affordability | 2 | 1 |
| High Affordability | 3 | 4 |

- Of the 122 estates we assessed, 24 (19.7%) fall into category 4. For the purposes of estate regeneration, type 4 estates are unlikely to be of concern to policy-makers. For the other 98, 13.1% are type 1; 25.4% are type 2 estates; and 41.8% are type 3 estates.

Figure 1 - Estate types around the country, see Table 1 for colour guide



The North-South Divide

When we plot our 122 estates onto a map (see Figure 1), the geographical spread of these estates is striking. In our study, we find that estates across the North East, North West and the Midlands are in pockets of severe deprivation.

While this is only a small sample, it does suggest that many of the most deprived places in the country are likely to miss out from densification-led regeneration – and communities in the North and the Midlands are likely to be left further behind. That is because the focus of the Government's Estate Regeneration Panel is on schemes that are commercially viable and can be private sector led.

That is because, where land values are high, densification can deliver homes for market rent and sale that can generate revenue to cross-subsidise other tenures and wider initiatives to address deprivation on an estate. Where land values are low, it is not viable to do this – nor, where void rates are high, is densification the answer to local challenges.

What policy makers need to realise is, regeneration is about more than just housing densification. Poor conditions in existing stock are not limited to London; and as Figure 1 shows, high levels of deprivation exist on estates across the country.

A Closer Look

Type 1: Low deprivation, low affordability

As can be seen in Figure 1, Type 1 estates are largely concentrated in Inner London, where housing need is most acute and affordability is lowest – in boroughs such as Southwark, Tower Hamlets and Islington. The ratio of house prices to earnings is at least 13 and up to 16 in these places.¹⁶ At the same time, deprivation levels are lower than in the borough as a whole.

That does not mean that challenges do not exist. Our research has found that income, access to housing and crime should be areas of concern. In our study, 44% of Type 1 estates are in the top decile for income deprivation and 81% are in the top quintile; for barriers to housing and services, this reaches 56% and 88% respectively; and for crime, the figures are 44% and 75%.

The challenge for regenerating Type 1 estates is to ensure building new homes is done in a way that:

- 1) Builds on existing success and supports existing social capital and community bonds;
- 2) Addresses estate-based problems such as crime and incomes.

Regenerating Type 1 estates

Type 1 estates are likely to be prime candidates for regeneration because they are located in London where housing demand means that making best use of available land is a priority. In these cases, it is vital that power is given to residents to shape the development of their estates; and that the

pursuit of new housing supply brings with it genuine advantages for existing residents. Involving residents and tailoring schemes to local need improves outcomes.¹⁷ We also know that maintaining low rents and secure tenancies, and avoiding displacement of people, is vital to reducing poverty, improving well-being and reducing the housing benefit bill over the long-term.¹⁸

As these estates are concentrated solely in London, the issue of funding would appear ostensibly to be ready-answered. However, the costs of demolition, building replacement homes, provision of temporary rehousing, the potential for loss of housing capacity, the risk of increased crime as property sits empty, and the dangers of damaging community bonds mean that this should not be taken as a given.¹⁹ Moreover, there is a danger that hyperdensification is pursued to maximise the commercial return of schemes on these estates. As has been found elsewhere, hyperdensification threatens 'street life' in the capital and damages life chances through the degradation of public spaces and other negative changes to the public realm.²⁰ In the next section, we examine case studies to assess where densification can be both community-led and financially viable.

Type 2: High deprivation, low affordability

Figure 2 shows that Type 2 estates are found largely in Inner and Outer London and in high growth cities in the South East such as Milton Keynes, Oxford and Brighton. These are places where housing need is high and affordability is low. At the same time, deprivation levels are higher than in the borough as a whole. For example, seven estates in Milton Keynes rate in the top 15% most deprived areas in the

country; and London boroughs such as Brent, Haringey and Barnet contain estates that are ranked in the top decile for total deprivation.

In short, these are deprived parts of affluent areas, but that deprivation appears to vary in and out of London. In our study, no Type 2 estates in London are in the top decile for health or education deprivation; for those outside the capital, the figures are 56% and 44% respectively. 55% of Type 2 estates are in the top decile for income deprivation and 84% are in the top quintile; for employment, the figures are 42% and 77%.

The challenge for regenerating Type 2 estates is to:

- 1) Address existing people-related and place-related deprivation;
- 2) Deliver new housing to meet local needs.

Regenerating Type 2 estates

In high growth cities such as Brighton, Oxford, Milton Keynes and Bristol, housing need is acute. If these cities are to reach their growth potential, new sites for residential development need to be utilised – particularly where the green belt constrains land supply. However, as with Type 1 estates, this is a goal external to the needs of estates in these cities, so it is again vital that communities are given the tools and powers needed to have a genuine say over the direction and form regeneration takes in their communities.

At the same time, the challenge for developing Type 2 estates is to ensure the drive to build new homes is harnessed to support wider efforts to address these concentrations of deprivation. An approach

that solely focuses on the delivery of new units on these estates risks extending existing problems rather than addressing them.

Type 3: High deprivation, high affordability

On estates in places ranging from Blackpool to Carlisle and from Walsall to Stoke-on-Trent, deprivation levels are particularly high but land values are low. Grange Park in Blackpool, the Victoria Estate in Stockton-on-Tees, and Orchard Park in Kingston-upon-Hull rank within the top 1% for total deprivation in the country.

These estates are performing worse than their local authority areas on total deprivation – many of which themselves are some of the more deprived in the country. They also demonstrate high levels of multiple disadvantage. In our study, 76% of Type 3 estates are in the top decile for income deprivation; 73% are in the top decile for employment deprivation; 63% for health deprivation; and 76% for education.

While outside factors such as long-term deindustrialisation have significantly contributed to this, our findings suggest we also need to recognise the role that public housing estates have played in increasing the cycle of deprivation. Many are victims of the disconnection that means estate residents are cut off from opportunity and prosperity in their wider locality.²¹

The challenge for regenerating Type 3 estates is to:

- 1) Develop solutions to address multiple deprivation across communities;
- 2) Explore new sources of funding for place-based interventions.

Regenerating Type 3 estates

For Types 1 and 2 estates, opportunities for successful regeneration exist – the question is how to harness the potential of land values to do this. In Type 3 estates this is not possible, so we need to assess what the Government can do at the national and local level to deliver opportunities where the private sector alone cannot. After all, tackling multiple disadvantage requires a strategy to address people-related outcomes, such as health, incomes and unemployment, alongside place-related outcomes such as housing, the physical environment and crime.²²

For Type 3 estates, a ‘bricks and mortar’ approach alone may not meet the needs of communities. Energy efficiency improvements reduce energy bills and thereby reduce poverty;²³ improvements to the built environment improve well-being and reduce crime.²⁴ On estates where unemployment is above the area average, and where health outcomes and educational attainment are below the local average, we also need to consider what can be done to improve public service delivery and overcome disconnection from opportunities and prosperity.

A key barrier is funding. The £140 million available through the Department for Communities and Local Government’s Estate Regeneration Panel and existing Government support for housing investment, are either not sufficient or not available for the types of schemes needed on these estates; and local authorities are constrained by the Housing and Revenue Account borrowing cap and overall funding reductions. This means that other sources of funding, such as social investment, have a role to play in filling the gap. Successful

interventions that address disadvantage also provide increased tax revenues and reduce pressures on public spending, so there is a case for additional capital and revenue funding to be provided by the Government. This is a difficult challenge, and solutions will only arrive over the long-term – but it is one that a One Nation Government must address beyond the publication of the Estate Regeneration Strategy.

We now turn to look at current and recently completed regeneration schemes across these estate types to understand the barriers and opportunities that exist within the current policy framework.

Case Studies

Having set out the nature of the challenge of regeneration, and what its aims should be focused towards, we now need to understand what can be done within the current framework across the estate types we have identified.

In this section, we survey case studies of current or recently completed regeneration schemes that fit the Government's priorities for regeneration: they are largely or jointly private sector-led, based upon community consultation, and for those in areas of high housing need, they deliver higher densities. Crucially, however, we consider what can be done where land values cannot deliver the potential for cross-subsidy of wider regeneration. As we have seen, this is crucial given the volume of estates that fit into this category, and the depth of deprivation and need in those places.

What they demonstrate is what is possible within the current funding envelope for regeneration; and what can – and cannot – be achieved when the private sector, public sector and residents act together to repurpose and regenerate a place. They also show that there is no 'one size fits all' approach to regeneration – the type of estate, its location, its size and the existing community are all key variables.

The conclusion from this is that central government's role is to facilitate best practice. Once we have examined current examples of best practice, we will look at what policy options are open to the Government that can be introduced alongside the Estate Regeneration Strategy to maximise its potential.

Mountearl Estate, Lambeth, London - Type 1



Background


The Mountearl Estate is located in Lambeth, one of the most densely populated London boroughs. While availability of land for new development is very limited, the number of households in the borough is forecasted to grow by 19% by 2026.

The Housing Needs Assessment indicated a pressing need for one and two bed units, and the Council has prioritised provision of intermediate affordable to maintain and build mixed communities in the borough. Mountearl is a small estate but surplus garages and car park space was identified as a possible site for new development given local housing need. Lambeth Council has said publicly that it is unable to fund regeneration and refurbishment of its 1960s and 1970s estates and so has pursued different approaches to meet local need.²⁵

Mountearl is a small estate, but we estimate that regeneration that brought outcomes for existing residents up to the Lambeth average could still...




- Help 20 additional existing residents into work



- Raise **£2.1 million** in income tax and National Insurance receipts to 2030



- Save over **£500,000** in Jobseeker's Allowance payments to 2030



- Improve the health of 17 existing residents²⁶

Regeneration Plan

In this context, the Council agreed to dispose of an underused car park and garage site on the Mountearl Estate to Pocket Living, for 32 new 1 and 2 bedroom homes for sale. These will be sold at submarket rate (80% of the local market price) to local residents who would otherwise be locked out of home ownership; and will be built to the Joseph Rowntree Lifetime Homes standard. The developer's use of modular construction meant the build out time was only 9 months.

The estate is less deprived than the borough as a whole. That said, its residents still face key challenges – unemployment stands at 8.4%, above the borough average of 6.3%; and the number of people considering their health to be bad or very bad is 1.1% above the Lambeth average. The estate also sits in the top decile for income deprivation nationally. The scheme was designed to allocate funding for facilities and services to improve these outcomes.

Community Engagement

Extensive community discussions, engagement and ongoing communication helped to shape the plans for densification

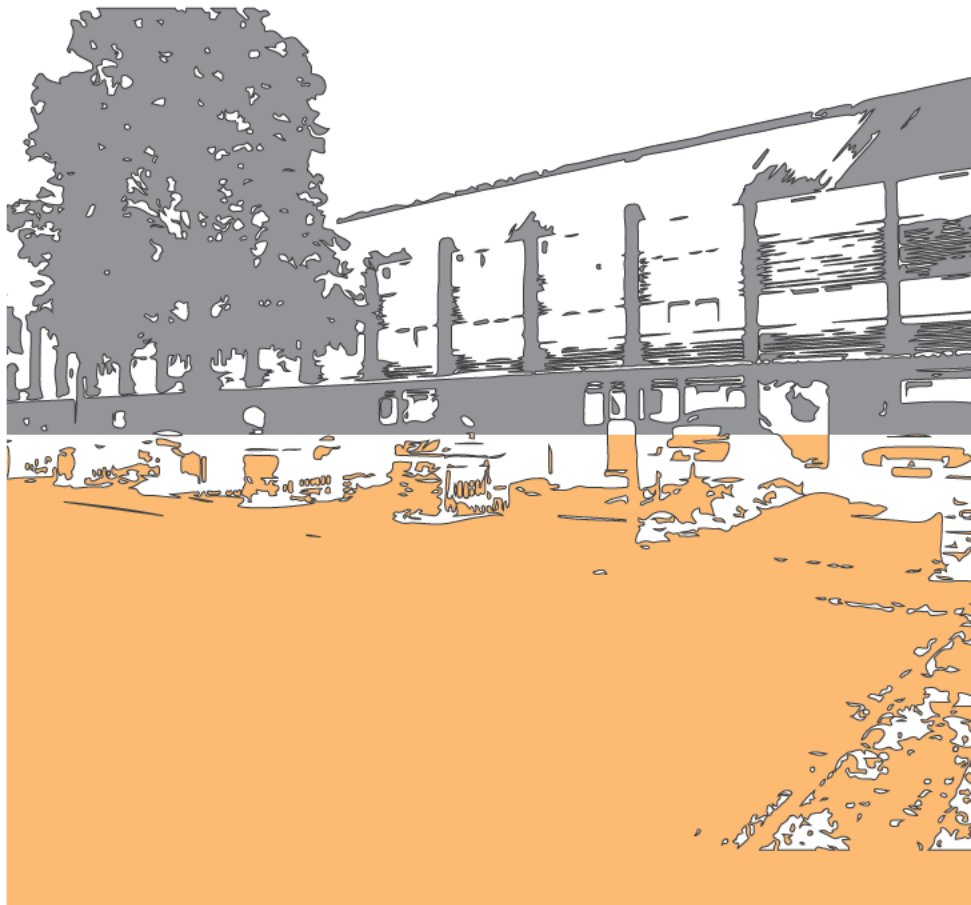
of the estate and its wider regeneration. The local community, including the local residents' association, have been directly engaged in the process of delivering the new community hub, a new outdoor gym, landscaping and a sensory garden. This has been co-shaped with residents, with infill development designed in this way an opportunity to give existing residents the tools with which to deliver new facilities and services from the bottom up.

Funded By

The land was purchased using the money Pocket received from the GLA Housing Covenant Fund. As the development was for intermediate affordable housing, the Council agreed to dispose of the site with a restrictive covenant at a restricted valuation. It was valued on this basis by Lambert Smith Hampton acting on behalf of the Council and Pocket paid the price the council valued the land at. This was a key factor in making the delivery of homes at submarket prices viable. £80,000 of the proceeds from the land sale was ringfenced to fund the new community hub.

| Benefits of approach | Limits of approach |
|--|---|
| Speed and minimisation of disruption to existing residents | It is small in scale and new homes are for sale only |
| No displacement of existing residents | No improvements are made to existing homes |
| Generation of wider benefits for the community and builds on existing successes | It does not maximise capital receipts for the local authority |
| Densification that benefits local residents through restrictions on the eligibility to buy | |

Seven Estates, Milton Keynes, Buckinghamshire – Type 2



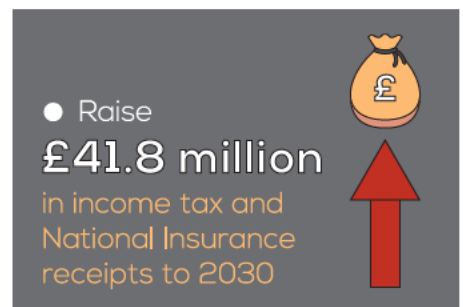
Background

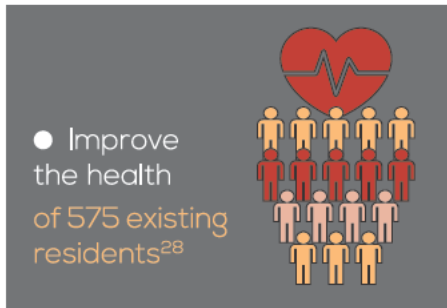
Milton Keynes is a city of contrasts. It is one of the country's fastest growing cities, and is expected to outpace London's growth this year.²⁷ At the same time, it contains eleven estates that fall within the most deprived 15% of areas in the country. Of these, seven have significant housing issues: Beanhill, Coffee Hall, Fullers Slade, Lakes Estate, Netherfield, North Bradville and Tinkers Bridge.

There are over 20,000 homes on these estates with an investment backlog of over £100 million, increasingly driven by reactive rather than planned repairs. Many have been identified as being in a very poor physical condition and in need of significant repairs and maintenance, but it has become financially unviable to develop planned programmes to make an impact on the backlog. Meanwhile, there is no community support for stock transfer. With around 50% of homes on the estate still owned by the Council, a regeneration programme that resolved the physical condition of council properties would not deliver comprehensive transformation.

At the same time, there is high demand for new housing. Regeneration offers an opportunity to build extra homes to meet local need whilst giving existing residents new opportunities to flourish and benefit from the wider city's growth. In addition to the need for new housing, the conditions of existing homes need to be improved; unemployment on these estates is high – reaching 13% in Netherfield, far in excess of the city average of 4.6%; and life expectancies vary by 12 years across ward boundaries in Milton Keynes.

Across these **seven estates**, we estimate that regeneration that brought outcomes for existing residents up to the Milton Keynes average could...





Regeneration Plan

This scheme is an instructive demonstration of how public and private sectors can work together to finance and deliver community-led regeneration. To meet the specific needs of these seven estates, a Competitive Dialogue process was initiated to enable a bespoke, 'whole estate' regeneration programme, flexible enough to incorporate public and private forms of financing and funding.

YourMK, a limited liability partnership (LLP) between Milton Keynes Council and Mears Group, has been set up to deliver the asset management and repairs and maintenance of all council owned stock, and a 15 year programme of regeneration beginning in March 2017. YourMK will deliver a community-led regeneration, with

community development and engagement being the first phase of every regeneration scheme.²⁹ As such, no plans have yet been announced on what regeneration will look like, but options on the table include refurbishment of existing homes, and the delivery of new units through either infill on surplus sites or phased, partial redevelopment of parts of the estates.

There is a primary focus on improving employment and local outcomes, with social and economic indicators part of the strategic Key Performance Indicator (KPI) set for YourMK. Work is already underway in the form of employment and training initiatives to upskill residents, improve educational attainment, provide employment support, and offer direct routes into the construction sector.

If done in the right way, the schemes will reconnect residents with the economic opportunities in the city to foster inclusive growth, improve poor quality housing stock to ensure housing standards and places support well-being, and provide much needed new housing stock.

Community Engagement

No decision has yet been taken on the form that the regeneration programme will take, while a survey of stock condition is undertaken. Meanwhile, YourMK has worked to engage with residents and community stakeholders to build the capacity of communities to participate in the regeneration process.

The stock condition survey together with an assessment of funding, will determine the order of estates to be regenerated; with each scheme then shaped through year-long

consultation and community participation. Success cannot be judged yet, but it does demonstrate that fullscale engagement and community participation can be put at the heart of largescale regeneration.

YourMK has also committed to ensuring existing residents – whether social tenants or owner-occupiers – are able to stay in the community where possible. There has been a commitment to ensuring no net loss of social housing across the programme and to offering choice to residents. The key challenge is whether this can be delivered within a commercially-framed approach.

Funded By

Specific details on the funding arrangement for the regeneration programme are not yet available. However, the LLP is an innovative solution to local needs that has been set up to harness the potential of public and private funding and financing. As part of this, it is able to accommodate different funding streams (e.g. Housing and Revenue Account, General Fund, Developer Finance and Institutional Finance). It is incentivised to generate surpluses to contribute to future funding, and become financially self-sustaining.

| Benefits of approach | Limits of approach |
|--|--|
| The LLP approach for large schemes should help to mitigate problems associated with developer-led models that see more disruption and delay by fostering productive collaboration between public and private sectors | Size and length of project means that there is still the potential for uncertainty for residents and for delays if market conditions change – particularly for owner-occupiers |
| Focus on delivering bespoke solutions for each estate, with powers to determine optimal mix of tenures on different estates | Too early to judge impact of this approach |
| Stated intention to be genuinely community-led | |
| All residents can benefit – via engagement and offer of either a new home or refurbishment | |
| Stated focus on 'people' interventions – such as employment support – should ease high levels of deprivation | |
| Commitment to phased approach to redevelopment should minimise disruption to residents; and social tenants will be protected | |

Ladywood, Birmingham – Type 3

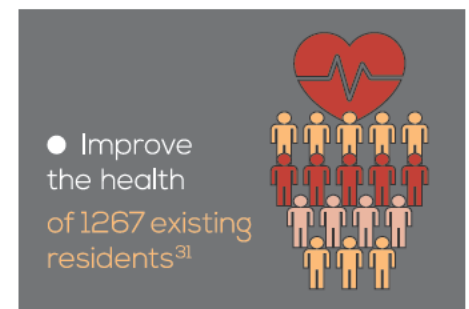
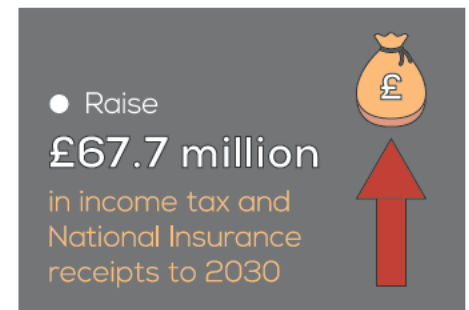


Background

Ladywood is an inner city district of Birmingham, home to some of the most impoverished communities in the city living in council homes built following slum clearance in the 1960s. At that time, 20 tower blocks were built in Ladywood. Since the early 2000s, work has been done to demolish and refurbish council stock and introduce measures such as CCTV as part of efforts to improve quality of life and well-being.

The focus is moving from a deficit to an asset based approach. Parts of Ladywood are affluent; and its inner city location mean that the challenge is not to overcome physical disconnection but other forms of disconnection from opportunity and the labour market.³⁰

We estimate that regeneration that brought outcomes for existing residents up to the Birmingham average could...



Regeneration Plan

Regeneration in Ladywood is about assets, rather than the more traditional deficit model. Birmingham City Council have piloted work with innovative social enterprise Town Digital Hub to deliver an online 'one stop shop' for local wellbeing services, called WellBrum; and the public service delivery is being better integrated locally through a revitalised community and health centre hub.²² The Ladywood Health and Community Centre was built in the 1990s and is home to a number of voluntary, community and council-run projects, who each outreach within the community.

This is a local authority-led approach to place-based public service delivery to address difficulties in working across public sector agencies and services, such as Clinical Commissioning Groups, GPs, the Department for Work and Pensions and Jobcentre Plus; and better connect people with local community and voluntary groups. Providing physical and digital hubs aims to overcome artificial silos in service delivery and centre service provision around the needs of individual people. The aim is to improve access to health and social care, education, housing, emergency services, criminal justice, and employment support – particularly for those people most disconnected from accessing support.

Community Engagement

The WellBrum Digital Platform was developed in consultation with local partners and community groups. An open evening was held at which the developer walked through the platform with users. The intention is to support local mentors,

offering tablet technology, in return for training other local people.

Funded By

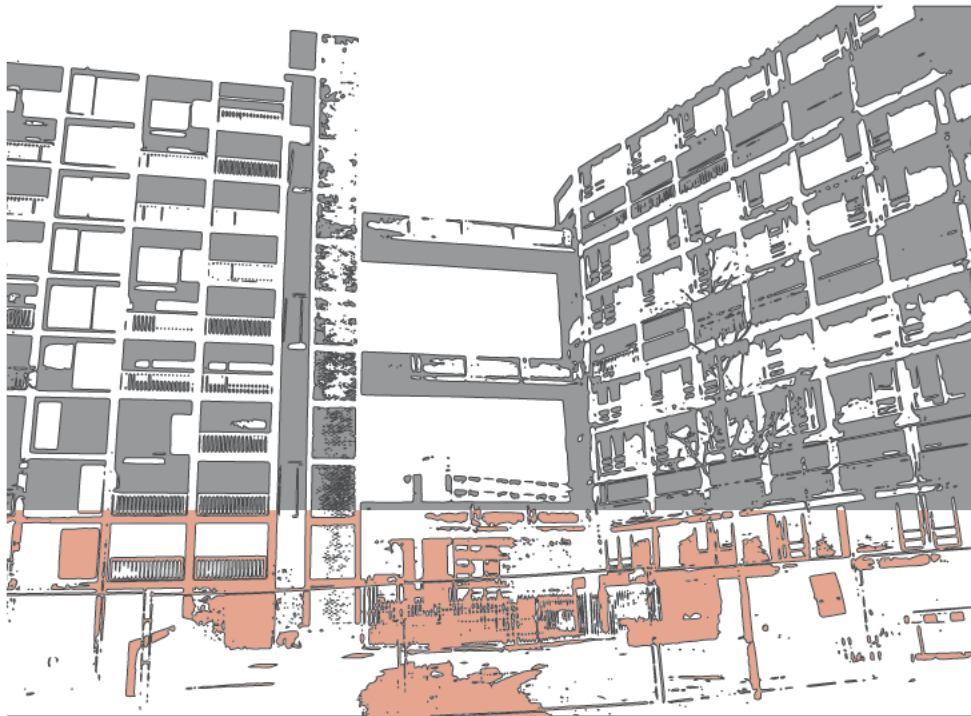
The Town Digital Hub pilot project is an example of how social investment can fund innovative approaches to regeneration on Type 3 estates. Sponsored by the Royal Society of Arts, it is delivered by a social enterprise (at a projected cost of £2,500 per 10,000 residents per annum city wide). This does not include the cost of connecting residents with the service, which are likely to be particularly high for older, digitally excluded residents. However, the benefit to public services has been estimated to be around £10,000 per citizen per annum. The barrier remains impact evaluation – the cost reduction to statutory services of this approach may not be clear for 5 years. This raises uncertainty around long-term collaborative funding for the project.

The Centre's operating costs are funded by Birmingham City Council, supplemented by NHS contributions to premises and room hire charges. The Future Operating Model for this and other Community Centres is currently being developed by the Council's Place Directorate. There is a local community development trust with interest in developing the future of the Centre.

Any potential asset transfer request will be considered in light of the Future Operating Model work. Meanwhile, Birmingham City Council is working with the community and voluntary sector to support bids for external funding, based on a collaboration of core project to offer holistic, progressive and coherent pathways of support for local people.

| Benefits of approach | Limits of approach |
|--|--|
| Offers new ways to address key indicators of poverty | Problems with existing housing stock – such as damp or energy efficiency – that are key links between housing and poverty are not addressed by this approach |
| The potential benefits are high; the level of upfront capital investment is low compared with bricks and mortar approaches to regeneration | It is currently difficult to measure impact – and therefore difficult to attract long-term funding |
| Residents are enabled in project development and receive the benefits of better public service delivery without the cost of disruption to their homes and local places | |

Park Hill, Sheffield – Type 3



Background

Park Hill is a Grade 2 listed estate, consisting of 996 flats overlooking Sheffield city centre. Developers Urban Splash formed a development agreement with Sheffield City Council in 2004 to regenerate the estate, which at that point had very few remaining residents following a period of decanting. Housing association Great Places is the landlord for the social homes on the estate. Alongside the need to make best use of this asset to meet local housing needs, the estate's prominent city centre location made regeneration vital to improving what had become an 'eyesore'.

Regeneration Plan

The challenge for an estate of this kind has been its listed status, which puts significant restrictions on the scope of renovation. Since then, the estate has undergone significant redevelopment. With the economic downturn delaying the scheme, after 12 years – and two years after the original final completion date – only the first phase has been completed. The first building has been renovated inside and out, and improvements made to the public realm. Employment and business space has been provided on the lower 4 floors of the building, and the local nursery school has been allocated new premises. When finished, the redevelopment will deliver 874 apartments and 40,000 square feet of commercial space.

Funding

The total project costs were initially set at £160 million, including £39 million of public funding provided by the Transform

South Yorkshire partnership and Homes and Communities Agency, over £20 million of which was gap funding. As a Grade 2 listed building, funding was also provided to ensure the renovation met English Heritage criteria. Without this financial package, it is likely that Park Hill would have remained undeveloped or that a less ambitious approach would have been taken to its redevelopment.

Community Engagement

As stated above, the existing community by the time regeneration began was very small – only 26 households had to be rehoused. These residents were engaged to understand what worked and didn't work about the estate through its history, and residents were able to move into the new building. In addition, Great Places has worked with residents of the new block to set up a residents' association to support community integration and give residents a voice as the scheme progresses.³³

With a low number of residents and a phased approach fundamental to the scheme, 18 of the 26 social rented flats in the redeveloped block have been let to residents who have moved from elsewhere on the estate. The other eight are now occupied by residents who were decanted and have now been able to move back onto the estate. What remains unclear is the impact of the decanting process on the pre-2004 population, or of the costs to the local authority of rehousing those people.

| Benefits of approach | Limits of approach |
|--|--|
| Renovation of this kind can genuinely repurpose an estate and bring it back to life – affordable homes and a commitment to mixed use development has brought high quality housing and employment opportunities to this part of Sheffield | Reduction of overall housing stock – from 996 to 874 apartments |
| Provision of new employment space to support enterprise and economic growth | As the scheme has relied on a private sector lead, delays caused by the recession of 2007-08 have meant that only one of the blocks has been completed so far – while Sheffield has a waiting list of 13,000 |
| Looming over the city, prior to investment Park Hill was dilapidated and notorious for crime – it is now considered an asset to the city, and the scheme has won a series of high profile awards. ^{34 35} | The viability of the scheme partly rested on the prior decanting of residents; and the impact of this process has not been measured |
| | Park Hill's architectural heritage makes it an outlier. It is Grade 2 listed – this has made redevelopment more costly, but has provided an opportunity to attract new buyers and investment into the estate |
| | Unlike many other Type 3 estates which lie in outer regions of cities, Park Hill has a prime location neighbouring the city centre. This means that lower land values are not the barrier they are to regeneration of other Type 3 estates in the North and the Midlands |

Recommendations

It is clear to many observers, and has been affirmed by our analysis, that the current regeneration drive lacks the funding needed to bring benefits to all parts of the country. It is also well-established that communities must be put at the heart of the regeneration process where schemes are viable. It is crucial that these two points are addressed by the Estate Regeneration Strategy and beyond by the Government.

The Estate Regeneration Strategy should be the first part of this work – not the finishing line. There is a clear gap between what can be delivered by the Government through the Estate Regeneration Strategy in London and parts of the south east; and what it can reasonably facilitate in other parts of the country. With significant deprivation on estates in all parts of the country, this should be a key focus of the Prime Minister's Social Reform Cabinet Committee. The Strategy therefore should be seen as the starting point – of a wider strategy to connect people and places with opportunity and reduce multiple disadvantage.

The three recommendations outlined here are our suggested way ahead for policy-makers:

1. The Department for Communities and Local Government should produce best practice guidance as part of the Estate Regeneration Strategy, with a new Residents' Charter at its core.

Where regeneration schemes are viable, we have seen that they can take different forms, and different approaches can be successful. What is lacking is an understanding of best practice across all estate types. This is particularly the case when it comes to community engagement, which – as we have argued – is at the core of successful schemes.

Provision of a best practice framework, with community engagement at its heart, would help to ensure that residents are empowered in the regeneration process. The Greater London Authority should also ensure that guidance on community engagement forms a key part of its plan for a best practice guide on housing estate regeneration. There is no perfect model of engagement or consultation, but there are some key principles that all engagement should uphold.³⁶

One way that this could be achieved is through a Residents' Charter containing four key principles:

I. Transparency – residents have a right to be given all relevant information on a scheme affecting their estate, upon which engagement can be based;

II. Participation – we have seen the value of direct participation in shaping schemes such as Milton Keynes and Mountearl Gardens. Local resident panels and charrettes can engage with existing tenant associations to allow people to shape regeneration in different ways, such as the formation of design codes or the prioritisation of improvements to the public realm.

III. Representation – all residents should have the ability to have a final say on a regeneration plan. This can take different forms, but it provides a strong incentive for the development of plans to keep the needs of the community at its heart.

IV. Resident advantages - regeneration should be based on the assumption that existing residents – social tenants and owner-occupiers alike – should be advantaged. This can be through the provision of improved housing conditions, receipt of the full value of property values for home owners, support into home ownership for renters, and security of tenure for social tenants through the maintenance of social tenancy agreements.

2. An Estate Endowment Fund should be established to support innovative estate-based initiatives in perpetuity.

With local authority borrowing for housing capped, and the Estate Regeneration Strategy accompanied with £140 million over 100 estates, the Government and local authorities are focused on private sector funding for schemes. The problem is the clear gap between parts of the country where high land values generate the means to deliver wider benefits to estates; and where they cannot or where delivery of new homes is not an appropriate way to meet local need. The consequence is that many places risk being left further behind. The potential gains of successfully regenerating estates around the country are significant – both for the people who live on them and for the public purse. The examples of Ladywood and Park Hill show that local authority funding can play an important role, but both schemes also relied on either social investment or gap funding. But there is a lack of rigorous data collection relating to life chances, data which social investors need to make an investment, as well as evidence on the wider success of different approaches to regeneration to spread best practice. **A good start would be to attract more social investment into estates and share best practice through a What Works Centre on estate regeneration, which could be funded by a newly created Estates Endowment Fund drawn from part of the £140 million currently available.** This would ensure the long-term legacy of the Estate Regeneration Panel's work *without requiring investment beyond that already committed.*³⁷

It would do this by:

- supporting evidence and best practice sharing;³⁸
- providing seed funding to attract social investment into estates around the country, and signposting applicants to existing funders.

3. The Government should explore partial VAT relief for refurbishment costs to support community-led regeneration.

Given these funding restrictions, we need to explore what other options are open to government to facilitate successful regeneration. Concerns have been raised that the forced sale of high value local authority assets is likely to act as a disincentive to local authorities engaging in regeneration in London³⁹; and changes to social rents may make it harder to make schemes viable, particularly outside the south east.⁴⁰ The Government should consider what can be done to support schemes that meet the Estate Regeneration Panel's criteria through harmonisation of wider policy at the local level.

A good starting point would be a partial VAT relief on refurbishment costs. We have seen that investment in refurbishment can bring gains on some estates, such as Park Hill; and is a key part of options on the table for major schemes such as Milton Keynes. Currently, VAT is payable on the refurbishment of existing property, but not on new build social housing, which is zero rated. There are some reductions, for example, for measures to improve the energy efficiency of buildings, but on the whole the incentives work against investment in improving existing stock. This means that the tax system disincentivises

investment into schemes that would improve housing conditions on estates. Addressing this is currently limited by EU legislation, but Brexit offers an opportunity for this to be looked at again. **In the long-term, the Government should explore partial VAT relief on refurbishment costs to support best practice in regeneration.** Such financial incentives could be used to encourage genuine community engagement to be put at the heart of regeneration programmes – such as schemes based on our Residents' Charter.

Endnotes

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- 2 Savills (2016) "Completing London's Streets: How the regeneration and intensification of housing estates could increase London's supply of homes and benefit residents" [Online]. Available at: <http://pdf.euro.savills.co.uk/uk/residential---other/completing-london-s-streets-080116.pdf> [Accessed 31 October 2016].
- 3 DCLG (2016) "Heseltine launches panel of experts to kick-start estates regeneration", 9 February 2016 [Online]. Available at: <https://www.gov.uk/government/news/heseltine-launches-panel-of-experts-to-kick-start-estates-regeneration> [Accessed 31 October 2016].
- 4 Harvey, A. & Julian, C. (2015) "A Community Right to Beauty", *ResPublica*
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- 8 London First & Savills (2015) "Redefining Density: Making the best use of London's land to build more and better homes" [Online]. Available at: <http://londonfirst.co.uk/wp-content/uploads/2015/09/Redefining-Density-0915.pdf> [Accessed 31 October 2016].
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- 12 DCLG (2010) "The New Deal for Communities Experience: A Final Assessment" [Online]. Available at: <http://extra.shu.ac.uk/ndc/downloads/general/A%20final%20assessment.pdf> [Accessed 31 October 2016].
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- 15 The 12 estates used in this analysis were: Wren's Nest, Dudley; Lincoln Green, Leeds; Brinnington and Adswold, Stockport; Hattersley, Tameside; Holme Wood, Bradford; Pool Farm, Birmingham; Coal Pool, Walsall; Victoria Estate, Stockton-on-Tees; Grange Park, Blackpool; Gwavas, Cornwall; Bentilee, Stoke-on-Trent. On each of these estates, unemployment levels are above their local authority average. We calculated the financial implications of raising employment outcomes on these estates to bring them into line with the local authority levels. The savings in Jobseeker's Allowance, and the revenue (Income Tax and National Insurance) uplifts, were calculated to 2030. The total financial impact was estimated at £139,948,870.87.
- 16 DCLG – we have used lower quartile house prices and incomes here.
- 17 Harvey, A. & Julian, C. (2015) "A Community Right to Beauty", *ResPublica*
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- 25 Lambeth Council (2016) "Focus on: Pocket Living" [Online]. Available at: http://estateregeneration.lambeth.gov.uk/focus_on_pocket_living [Accessed 31 October 2016].
- 26 These figures have been derived from simple calculations, based on ONS data, on the difference between unemployment levels and health outcomes on estates, and outcomes in the local authority area as a whole. They demonstrate the *potential* benefits to *existing residents* of regeneration that brings outcomes on estates in line with the area average, and do not account for population changes and other factors.
- 27 CEBR (2016) *City Growth Tracker: Outlook for the UK's economy in 2016* [Online]. Available at <http://www.irwinmitchell.com/medialibrary/files/UK%20Powerhouse%20A5%20Mini%20Report%20email.pdf> [Accessed 31 October 2016].
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- 29 YourMK (2016) "Find out about regeneration" [Online]. Available at: <http://www.yourmk.co.uk/your-neighbourhood/find-out-about-regeneration/> [Accessed 31 October 2016].

- 30 Rae, A., Hamilton, R., Crisp, R. & Powell, R. (2016) *Overcoming deprivation and disconnection in UK cities* [Online]. Available at: <https://www.jrf.org.uk/file/49432/download?token=ug9kl8JY&filetype=full-report> [Accessed 31 October 2016].
- 31 These figures have been derived from simple calculations on the difference between unemployment levels and health outcomes on estates, and outcomes in the local authority area as a whole. They demonstrate the *potential* benefits to *existing residents* of regeneration that brings outcomes on estates in line with the area average, and do not account for population changes and other factors.
- 32 Town Digital Hub (2016) "WellBrum" [Online]. Available at: <https://towndigitalhub.net/wellplanet/wellbrit/wellbrum/inner.htm> [Accessed 31 October 2016].
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- 37 This would be similar to the Education Endowment Fund, which funds, summarises and disseminates evidence to improve educational outcomes around the country – see <https://educationendowmentfoundation.org.uk/>.
- 38 This could be used to inform the best practice guidance that we recommend DCLG issue above; and has the potential to support development of new forms of finance such as earnback mechanisms that could support improvements to places over the long-term.
- 39 Burroughs, L. (2016) "Estate Regeneration", *London Councils* [Online]. Available at: <http://www.londoncouncils.gov.uk/node/29833> [Accessed 31 October 2016].
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Society

The UK has one of the most centralised states in the developed world and one of the most disaffected and politically passive populations in Europe. We hold our leaders in contempt, but despair of doing anything for ourselves or our community. The dysfunction at the highest level of society stems from the collapse of our social and personal foundation. There is little doubt that we are becoming an increasingly fragmented and individualist society and this has deep and damaging consequences for our families, our communities and our nation state.

Starting from the bottom up, the collapse of the extended family and the ongoing break-up of its nuclear foundation impacts on all, but disproportionately so on the poor and on their offspring. Too many children at the bottom of our society are effectively un-parented as too much is carried by lone parents who are trying to do more and more with less and less. We know that the poorer you are, the less connected with your wider society you tend to be. Lacking in both bridging and bonding capital and bereft of the institutions and structures that could help them, too many poorer families and communities are facing seemingly insurmountable problems alone, unadvised and without proper aid.

Based on the principle of subsidiarity, we believe that power should be devolved to the lowest appropriate level. Public services and neighbourhoods should be governed and shaped from the 'bottom up', by families and the communities. These neighbourhoods need to be served by a range of providers that incorporate and empower communities. Moving away from a top-down siloed approach to service delivery, such activity should be driven by a holistic vision, which integrates need in order to ascertain and address the most consequent factors that limit and prevent human flourishing. Local and social value must play a central role in meeting the growing, complex and unaddressed needs of communities across the UK.

The needs of the bottom should shape provision and decision at the top. To deliver on this, we need a renewal and reform of our major governing institutions. We need acknowledgement of the fact that the state is not an end in itself, but only one means by which to achieve a greater end: a flourishing society. Civil society and intermediary institutions, such as schools, faith groups and businesses, are also crucial means to achieving this outcome. We also need new purpose and new vision to create new institutions which restore the organic and shared society that has served Britain so well over the centuries.



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In this paper, we make the case for putting communities at the heart of estate regeneration to maximise its potential for delivering new housing and boosting life chances around the country. That means giving communities power over regeneration schemes where they are planned, and unlocking new opportunities for funding schemes where they are needed but are currently not possible.



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