

Ledbury Estate

Options Appraisal Phase 2 & Master Plan Consultants Services Brief

1. Introduction and context

1.1 Southwark Council are intending to progress to Stage Two of an options appraisal to identify and assess a number of potential options for the development & refurbishment of council owned residential properties located in the Peckham area of the borough. The properties are four tower blocks located on the Ledbury Estate containing 224 homes. Details of the buildings as follows:

1-56 Bromyard House	SE15 1QE
1-56 Peter church House	SE15 1NF
1-56 Stansfield House	SE15 1ND
1-56 Skenfrith House	SE15 1NE

1.2 Following competitive procurement Hunters were appointed to undertake stage one of the options appraisal. Prior to their involvement the cost of refurbishment options were developed by Calfordseaden who are the consultants appointed through an existing professional services consultancy. Four options have now been developed with the Resident Project Group for Ledbury. Options C & D have a number of variants at the request of the RPG and therefore differing ranges of costs which are contained in the table below.

Ledbury Estate - Updated redevelopment option costs as originally identified in Hunters' appraisal dated September 2018

Option				September 2018 Appraisal				Revised Cost Estimate				Current Estimate			Current Estimate (Including Fees)		
				Nr Dwellings		GIFA (m ²)	Total Cost £	Nr Dwellings		GIFA (m ²)	Total Cost £	Total Cost £	£/m ²	£/Dwelling	Total Cost £	£/m ²	£/Dwelling
Variant	Example	Total	Extra	Total	Extra												
A	Refurbishment	N/A	N/A	224	0	18,088	28,796,657.00	224	0	18,088	28,796,657	92,353,805	5,105.81	412,293.77	99,917,581	5,523.97	446,060.63
B	Refurbishment / Infill	N/A	N/A	303	79	24,627	53,642,581.00	305	81	24,805	53,642,581	111,752,089	4,505.22	366,400.29	117,026,787	4,717.87	383,694.38
C	Refurbishment / Infill / New Build	1	1	254	30	21,489	62,096,415.00	254	30	21,489	59,907,088	80,596,817	3,750.61	317,310.30	84,400,987	3,927.64	332,287.35
C	Refurbishment / Infill / New Build	1	2	258	34	21,818	64,910,150.00	258	34	21,818	62,720,823	83,542,446	3,829.06	323,807.93	87,485,649	4,009.79	339,091.66
C	Refurbishment / Infill / New Build	1	3	304	80	25,591	73,792,690.00	304	80	25,591	71,603,363	92,841,355	3,627.89	305,399.19	97,223,467	3,799.13	319,814.04
C	Refurbishment / Infill / New Build	2	1	281	57	23,441	55,949,660.00	281	57	23,441	54,558,711	100,329,578	4,280.09	357,044.76	105,065,134	4,482.11	373,897.27
C	Refurbishment / Infill / New Build	2	2	321	97	26,271	63,959,705.00	321	97	26,271	62,568,756	108,715,094	4,138.22	338,676.31	113,846,446	4,333.54	354,661.83
C	Refurbishment / Infill / New Build	3	1	250	26	21,123	58,166,674.00	250	26	21,123	56,328,506	89,677,630	4,245.50	358,710.52	93,910,414	4,445.88	375,641.66
C	Refurbishment / Infill / New Build	3	2	290	66	23,953	66,119,379.00	290	66	23,953	64,281,211	98,003,118	4,091.48	337,941.79	102,628,865	4,284.59	353,892.64
D	New Build	1	1	232	8	20,125	64,434,827.00	232	8	20,125	60,854,102	69,206,638	3,438.84	298,304.47	72,473,191	3,601.15	312,384.45
D	New Build	1	2	272	48	22,955	72,444,872.00	272	48	22,955	68,864,597	77,592,625	3,380.21	285,267.00	81,254,997	3,539.75	298,731.61
D	New Build	2	1	236	12	20,454	65,605,137.00	236	12	20,454	62,024,861	70,432,276	3,443.45	298,441.85	73,756,680	3,605.98	312,528.30
D	New Build	2	2	276	52	23,284	73,615,182.00	276	52	23,284	70,034,906	78,817,792	3,385.06	285,571.71	82,537,992	3,544.84	299,050.70
D	New Build	3	1	282	58	24,227	76,074,703.00	282	58	24,227	72,494,427	81,392,603	3,359.58	288,626.25	85,234,334	3,518.15	302,249.41
D	New Build	3	2	322	98	27,057	84,084,748.00	322	98	27,057	80,504,472	89,778,119	3,318.11	278,814.03	94,015,646	3,474.73	291,974.06

The options are:

- **Option A**
Basic refurbishment and strengthening of the towers to meet health & safety essential requirements, paid for from the Housing Revenue Account.

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- **Option B**
Higher standard of refurbishment and strengthening of the towers including building “infill “ new Council homes around them; the additional refurbishment and new build costs being met partly by the sale of new homes .
- **Option C**
Mixture of refurbishment to the higher standards and strengthening of some of the towers; and demolition of some towers with replacement of new Council homes; the additional refurbishment and new build costs being met partly by the sale of new homes .
- **Option D**
Demolition of all four towers and replacement with new Council homes

1.3 Following development of the four options further consultation was carried out with current tenants & former tenants of the Ledbury Towers with a right to return, resident leaseholders and non-resident leaseholders. The outcome of the consultation showed Option B as the residents preferred option. Officers reviewed the costs of the different options and resident preferences and a recommendation was made to accept option B to Cabinet on 30 October 2018 and subsequently accepted.

1.4 The summary of the recommendations made in the Cabinet are that the result of the options appraisal carried out for Ledbury are noted, that the four high rise blocks should be refurbished with land immediately adjacent to those blocks to be used to build new homes which would be 50% council rented and 50% private sales, residents who have moved off the estate are contacted annually to confirm if they wish to return to the estate until such time as the refurbishment of Bromyard is delivered under existing contractual partnering contract with Engie. The rest of the project may proceed using existing frameworks or the partnering contract, the new contractor framework if in place, or a traditional procurement route. Consideration to the best route would be considered further once the preferred option finalised.

1.5 Since the original options appraisal further works have been carried out to Bromyard house to test the integrity of the building and viability of proposed refurbishments works. This included intrusive tests to internal and common parts including foundations. Full findings are contained in **Appendix One** of this brief but in summary should refurbishment of the towers proceed there will be an impact on the height and depth of a significant number of residential rooms and significantly more structural works than original thought necessary. The costs to refurbishment elements have therefore increased. Due to this, it is considered appropriate that the options are revisited under a Stage 2 Options Appraisal with residents. Following further discussions with the RPG Hunters will progress stage two of the options appraisal under the umbrella of Calfordseaden.

2. **Stage Two Options Appraisal**

2.1 The Stage two appraisal will review Options B, C, and D. At the end of this stage there will be no more than one variant under each option. It is expected that the current variants on the existing options for development will be reduced to one in each option as the first part of this work by way of ballot. A final ballot with residents will then be taken on the remaining options.

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- 2.2 The option appraisals should include diagrammatic option studies to enable the council project team to understand both the positive and negative aspects of proposals which will assist in the selection of a preferred option during later stages. Options range from refurbishment, to partial demolition and re-provision to full re-development. It should be noted that any redevelopment must ensure that at least the same number of existing council homes are provided within the foot print of the impacted area which contains the four tower blocks and land immediately adjacent. This does not include the rest of the estate, the blocks for which are listed in 2.8 below (insert red line map)
- 2.3 The wider estate contains a number of low rise buildings and a tenants and residents hall currently used by council officers. A community group – The Livesey Exchange – have funding to develop a number of redundant underground garages for community use. This has been put on hold and an alternative site is being developed. Should the preferred option include the current site, the consultants will be expected to engage with the Livesey Exchange in developing the options.
- 2.4 Preparation of the appraisals will include site surveys and consultation with the existing resident's project team as well as the wider estate. During and at key stages the consultant is expected to prepare a) consultation aids from which the Council will be able to use for wider consultation and development in the selection of the preferred option b) an options review report.
- 2.5 It is expected that consultation aids and the options review report would as a minimum contain:
- A detail description of the options
 - Diagrammatic drawings
 - Overall assessment of each option to include pros and cons
 - Assessment of the impact and consequences to the council
 - Assessment of the impact and consequences to residents, the local community and other community groups
 - Financial and sustainability assessment of each option using the council's agreed model
 - Planning permissions including any requirements for environmental impact statements
 - Sustainability considerations
 - Value management
 - Whole life costs with an estimate assessment of costs
 - Time frames, phasing options and key mile stones
 - Risks
 - Potential legal issues
 - Technical constraints
 - Indicative 3D Massing studies with photographic examples of real projects similar to designs proposed
 - Indicative parking proposals
 - Indicative amenity space calculations
 - Density calculations
 - Mix and tenure plans including unit sizes and floor levels
 - Layer plans indicating mix and tenure locations

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- Identification of local priorities that could be met and delivered alongside the development

2.6 Details of Towers

Bromyard House

Total properties	One Bed	Two Bed	Three Bed
56	10	10	36

Peterchurch House

Total properties	One Bed	Two Bed	Three Bed
56	28	0	28

Sarnsfield House

Total properties	One Bed	Two Bed	Three Bed
56	10	10	36

Skenfrith House

Total properties	One Bed	Two Bed	Three Bed
56	28	0	28

2.7 The current tenure of the homes as at 31st January 2020 is:

Tenanted	Leasehold
204	20

It should be noted the tenanted number includes void properties. Specific details of voids and access will be available on a need to know basis.

2.8 Estate wide

The towers are a part of the Ledbury Estate. The wider Estate includes the following blocks:

- 60-82 Bird in Bush Road
- 268a - 276c Commercial Way

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- 1-20 Credenhill House
- 29-75 Ethnard Road
- 8-23 Hoyland Close
- 2-32 Naylor Road
- 1-28 Pencraig Way
- 1-12 Windspoint Drive
- 13-30 Windspoint Drive

In addition there are 7 houses at 1 to 7 Hoyland Close, some of which have been sold at a freehold basis.

3. Consultation /resident issues

- 3.1 There is a well established resident's project team who meet on a monthly basis during the evening. The meetings generally are 2 hours in length and are held at the TRA Hall on site. Consultants will be expected will be expected to attend these meetings as required. It is anticipated there will as a minimum be around 6 in total throughout Stage Two. Consultation with the wider estate to discuss progress and options is also expected. These meetings will be held at the TRA Hall on site and are expected to be outside of office hours. All meetings with residents will be chaired by an independent Tenant & Leaseholder Advisor from an organisation known as Open Communities. The Council wants to ensure there is transparency in the decision making process and that residents lead the way in terms of options and design. This will be key to progressing the options element of this work as well as the preferred option.
- 3.2 The options review report must demonstrate inclusive collaborative engagement with the residents to allow a successful and meaningful consultation to take place on the final ballot .The Council have developed a resident engagement plan which gives key milestones. This will be developed as the options appraisal moves forwards. The plan as of 31 January 2020 is as follows:

Month	Resident Project Group	Resident Communication	Resident Events
February 2020	<ul style="list-style-type: none"> • Development of the revised options • Consideration of the first version of the Draft Offer Document • Arrangements for the whittling down ballot decide on the preferred Option C and preferred Option D to be undertaken by Open Communities 	<ul style="list-style-type: none"> • Weekly Newsletters 	<ul style="list-style-type: none"> • Drop in event for Hunters to meet residents to get feedback on the existing new build options • Visits to other new build schemes
March 2020	<ul style="list-style-type: none"> • Report on the revised options • Update on the Draft Offer Document 	<ul style="list-style-type: none"> • Weekly Newsletters 	<ul style="list-style-type: none"> • Drop in event for Hunters to meet residents to get feedback on the revised options

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April 2020	<ul style="list-style-type: none"> • Report on the on final changes to the options that are to be considered in following the recent events. • Agreement on the revised options to be put to residents to whittle down Option C and Option D. • Update on the Draft Offer Document 	<ul style="list-style-type: none"> • Weekly Newsletters 	<ul style="list-style-type: none"> • Drop in event for Hunters to meet residents to present the options for C and D.
May 2020	<ul style="list-style-type: none"> • Update on the Draft Offer Document to be considered by the Cabinet before the final ballot on the residents preferred option • Arrangements for the final Ballot to be undertaken by Open Communities 	<ul style="list-style-type: none"> • Weekly Newsletters 	<ul style="list-style-type: none"> • Whittling down ballot for residents to decide what the preferred Option C is and the preferred Option D. One to One Visits by Open Communities to ensure residents are aware of the Options
June 2020	<ul style="list-style-type: none"> • Report on the outcome of the whittling down ballot • Report to Cabinet on final options and offer document 	<ul style="list-style-type: none"> • Weekly Newsletters 	<ul style="list-style-type: none"> • Public meeting and drop in event on the final options • Issue of Offer Document
July 2020	<ul style="list-style-type: none"> • Any Urgent Matters 	<ul style="list-style-type: none"> • Weekly Newsletters 	<ul style="list-style-type: none"> • Ballot on Final Options • One to One Visits by Open Communities to ensure residents are aware of the Options
August 2020	<ul style="list-style-type: none"> • Next Steps 	<ul style="list-style-type: none"> • Weekly Newsletter 	<ul style="list-style-type: none"> • Result Announced on the preferred option

3.2 Alongside the development of the options, Southwark Officers will be working with resident to develop an Offer Document for residents. This offer will not only set out the options available to residents, it will also set out the promises made to residents in respect of issues such as: rents, service charges, rehousing, sizes of new homes, removal costs, leaseholder rehousing etc.

4. Design Requirements

4.1 To note Ledbury Estate sits outside the boundary of the Old Kent Road Area Action Plan.

4.2 Where new development is proposed it will be informed by Southwark planning policy and based first on refurbishing or replacing the existing council homes and then a mixture of new council homes and homes for sale to help refund any refurbishment proposals.

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- 4.3 Any new development has to take account of the promises made to the resident leaseholders who wish to remain on the estate. This promise involves a shared equity product. This offer would mean that resident leaseholders could accept an offer of a new home in the redevelopment, where they would win an equity share to the equivalent value of their existing home, paying no rent on the equity that they do not own.
- 4.4 Part of the design process will be to explore the most efficient heating system that also reduces CO2 emissions. All proposals need to consider issues such as fuel poverty and the need to drive down energy costs. The surrounding area is noisy with poor air quality. Design proposals should give proper consideration to the reduction of air pollution.
- 4.5 Each Option should contain proposals for an environmental strategy including a Cleaner, Greener, safer statement including assumptions on energy improvements and approach to water run off.
- 4.6 The Council is committed towards achieving zero carbon by 2030 and therefore any design proposals should include innovative measures integrating the use of sustainable materials and construction techniques, use of technology and biodiversity loss and gain. The proposals should consider how this will impact on the future maintenance of the buildings.
- 4.7 All Options should include proposals for the improvement of play and communal estate spaces using creative measures to enhance these areas to the benefit of the community being accessible and inclusive to all age groups.
- 4.8 New build design should consider the aspects from the buildings including where feasible triple views. Full consideration to be given to the outlook of the buildings in particular balcony areas and views over green and attractive areas.
- 4.9 All options will be expected to contribute towards the Council's Great Estates programme which recognises our estates as being the heart of Southwark. The Great Estates Programme is about celebrating and affirming our council estates for the long-term, highlighting the positives as a landlord, but also setting a higher standard identifying new ways to improve the look, feel and lived experience of our estates.
- 4.10 All options should identify opportunities to develop a sustainable travel plan. This may include safer walking routes to bus links, installation of electrical charging pods, installation of lockable cycle shelters.
- 4.11 The Council have a suite of Contract Documents made up of Employers Requirements and Design Standards for all new build homes. All contractors undertaking this work on behalf of the Council shall complete the design for the Works and carry out and complete the Construction of the works in accordance with these contract documents. The Council are finalising these and will require all Works from 2020 onwards to use the revised suite of documents. The key areas are as follows:
- Technical specification (M&E)
 - Technical specification (Building Fabric)
 - Site processes (during build)

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- Site processes (handover to LBS maintenance/management)

4.12 It should be noted that any new development should take into account:

- the one bed roomed flats are bigger than London Design guide and need to match existing sizes for the replacement homes for existing residents
- existing residents want the choice of separate kitchen and living rooms
- existing residents want windows in their kitchens, bathrooms and toilets

5. Housing needs

5.1 Any new development has to include at least 204 new homes at Council rents to replace the existing 204 Council homes.

5.2 158 residents have moved from the Ledbury Towers, and they all retain the right to return to the Towers or the site of any new homes built on the Towers. These tenants have moved into the following sized properties:

Total properties	One Bed	Two Bed	Three Bed	Four Bed	Five Bed
158	47	59	42	9	1

5.3 The remaining 25 residents in the Towers, require the following sized homes:

Total properties	One Bed	Two Bed	Three Bed	Four Bed
25	9	6	9	1