
Elm Grove Estate, Sutton

Options Appraisal Report

Elm Grove Estate

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1. Executive Summary

Acting as Commercial Advisor to Sutton Council ("the Council") in relation to the Council's estate regeneration programme, Savills (UK) Ltd have worked alongside the Housing Regeneration team, as well as a wider consultant group, to prepare this options appraisal report to inform decision making on the future of the Elm Grove Estate ("the Estate").

The purpose of this report is to present a robust analysis of the quality and deliverability of three potential options for the Estate and make recommendations for a preferred option to be taken forward.

The three options that have been considered are:

Option 1 – Refurbishment

This Option considers undertaking refurbishment works to the existing homes at 1 -73 Elm Grove in order to address the most pressing condition issues and target minimum requirements in terms of current and emerging safety and accessibility standards. The type of work that could be undertaken under this Option would be:

- Replacement kitchens and bathrooms
- Accessibility improvements;
- Building and fire safety improvements;
- Energy efficiency improvements; and
- Minimal intervention to the external parts of the Estate with some improvement in street lighting.

Option 2 – Refurbishment & Partial Redevelopment

This Option considers demolition of the 14 houses and two bungalows on the Estate, to be replaced with 48 new homes and retaining the current blocks on the Estate. The retained blocks would receive refurbishment work to the same level and specification as in Option 1.

Option 3 – Full Redevelopment

This option considers the full redevelopment of the whole of Elm Grove Estate, including the demolition of all 73 existing homes and construction of 225 new homes all built to modern design and space standards.

In order to assess the merits of each of these Options, 7 Assessment Criteria have been determined. These include Council priorities, resident priorities, which have been decided upon in consultation with residents and deliverability criteria around planning and financial deliverability of the proposals.

The three Options have been assessed against these Criteria and the outcome of this assessment is summarised in the table below.

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Table 1: Summary of Performance against Assessment Criteria

No.	Criteria	Description	Option 1 Refurbishment	Option 2 Refurbishment & Partial Redevelopment	Option 3 Full Redevelopment
COUNCIL PRIORITIES					
Criteria 1	Better Homes and Places	1) Better quality homes, including improved design and space standards, safety and accessibility, energy efficiency, sustainability and management	Not met	Partially met	Fully met
		2) More homes, including more affordable and mixed tenure home	Not met	Partially met	Fully met
		3) Enhanced environment and neighbourhood, including improved public and private amenity spaces and public realm	Not met	Partially met	Fully met
		4) Supporting the regeneration of Sutton Town Centre (STC Masterplan)	Not met	Partially met	Fully met
Criteria 2	Ambitious for Sutton	1) Being active citizens	Partially met	Partially met	Fully met
		2) Make Informed Choices	Fully met	Fully met	Fully met
		3) Living Well Independently	Partially met	Partially met	Fully met
		4) Keeping People Safe	Partially met	Partially met	Fully met
Criteria 3	Social Value and Growth	1) Support the creation of new jobs, business and employment opportunities	Partially met	Partially met	Fully met
		2) Support education and training	Not met	Partially met	Fully met
		3) Support health and wellbeing	Partially met	Partially met	Fully met
RESIDENT PRIORITIES					
Criteria 4	Better Homes	1) Better quality homes that are accessible, well insulated, energy efficient and fully adaptable	Not met	Partially met	Fully met
		2) Homes that are built to modern standards, are larger, with improved layouts and storage	Not met	Partially met	Fully met
		3) More private amenity spaces, such as balconies or gardens	Not met	Partially met	Fully met

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		4) A variety of home sizes and typologies, including flats, maisonettes and houses, across different tenures	Partially met	Partially met	Partially met
		5) More genuinely affordable homes for local families	Not met	Partially met	Fully met
		6) Improved sound insulation	Not met	Partially met	Fully met
Criteria 5	Improved Environment	1) Retain the strong sense of community and neighbourhood spirit	Fully met	Fully met	Fully met
		2) Improve safety, security and privacy	Partially met	Partially met	Fully met
		3) Create accessible and attractive streets including improving the rear of the High Street	Not met	Partially met	Fully met
		4) Design good quality outdoor spaces, that provide areas to play and relax	Not met	Partially met	Fully met
		5) Enhance street lighting along Elm Grove, Throwley Way and the High Street alleyways	Partially met	Partially met	Fully met
		6) Improve the management of the estate, incl. grounds maintenance, waste collection, parking and traffic controls	Fully met	Fully met	Fully met
		7) Re-provision of parking for existing residents	Fully met	Partially met	Partially met
		8) Introduce biodiversity through new trees and planting that support a clean and healthy environment	Not met	Partially met	Fully met
		9) Maintain excellent connections to local amenities and transport links, to support access and mobility for Elm Grove’s diverse community	Fully met	Fully met	Fully met
DELIVERABILITY					
Criteria 6	Financial Deliverability	Financial Deliverability	Performs poorly	Performs poorly	Performs reasonably
Criteria 7	Planning Deliverability	Planning and Design Considerations	Performs poorly	Performs poorly	Performs strongly

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Option 3, Full Redevelopment has performed the strongest against the Assessment Criteria and is therefore recommended as the Preferred Option for Elm Grove Estate. It fully meets the majority of the resident and Council priorities and performs strongly in the two deliverability criteria. Additionally, it is considered to provide the best opportunity to create a financially viable solution. Finally, from a regeneration point of view, Option 3 is the only option which can address the current issues on the Estate fully, bring the most benefits to existing residents in terms of quality of housing and environment in which they live in, and provides the best opportunity for the Council to deliver much needed new homes to meet housing need, both affordable and market housing, in the Borough.

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2. Introduction

2.1. Purpose of the Report

Acting as Commercial Advisor to Sutton Council ("the Council") in relation to the Council's estate regeneration programme, Savills (UK) Ltd have worked alongside the Housing Regeneration team, as well as a wider consultant group, to prepare this options appraisal report to inform decision making on the future of the Elm Grove Estate ("the Estate").

The purpose of this report is to present a robust analysis of the quality and deliverability of three potential options ("the Options") for the Estate and make recommendations for a preferred option to be taken forward and developed.

2.2. Elm Grove

2.2.1. Location

Elm Grove Estate is located in Sutton Town Centre to the east of the High Street. Sutton train station is approximately 0.5 miles to the south of the estate, circa a 12 minute walk, providing direct rail services to London Bridge and London Waterloo. The site is also well connected in terms of bus routes, with several bus routes operating from Marshall's Road to the north and Throwley Way to the east.

Elm Grove is a cul-de-sac, providing servicing access to the rear of properties along the High Street and front access to the properties in the Estate. In terms of road links, Elm Grove can only be accessed by vehicles from Benhill Avenue to the south and also has pedestrian access from Throwley Way to the east. It is situated a short distance from the A232 to the south which provides access to Croydon to the east, Ewell to the west and the M25 to the south west. It is short distance from the A217 which provides connections through to Central London to the north.

The Estate is located in a densely built up environment with most of the surrounding properties at four storeys or higher. To the east, the Estate is bounded by Throwley Way, a B-road which services buses and heavy vehicular traffic. Along here are high density four storey properties directly opposite the blocks within Elm Grove, with another of the Council's estates, Roseberry Gardens located just to the north east. To the west of the Estate is Elm Grove, with the rear of the high street properties which are a minimum of three storeys. Located along Elm Grove are a number of shop delivery bays, parking, bin stores attached to the shops and some informal extensions to the High Street properties which are fairly recently constructed. To the south along Benhill Avenue are located two and three storey mixed use, commercial and office properties, including the Locally Listed Benhill House which houses the Sutton Adult Education Centre. To the north of the Estate is Marshall's Road with two storey retail, and four storey office properties as well as an area with multiple bus stops.

2.2.2. Site Description

The Estate was built in the 1950's and consists of 73 dwellings made up of one and two bedrooms flats and three bedroom houses and bungalows.

Along the southern and eastern perimeter of the Estate are three large blocks of three storeys, containing the 45 x one bedroom flats and 12 x two bedroom flats. Along Elm Grove and in the central part of the Estate are short terraces of two storey housing which make up 14 x three bedroom houses and 2 x three bedroom bungalows.

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The existing Estate public realm is of poor quality, with 45 hard standing car parking bays, small pockets of unusable grass verges which lack definition of use and designation. There are a small number of mature trees and there is little to no open green landscaping or planting. The total site area is 0.93 hectares. A plan of the existing Estate is included in Appendix 1.

2.3. Why is Regeneration Being Considered?

Elm Grove is one of seven housing estates owned by the Council that have been allocated in the Sutton Local Plan (2016-2031) and the Sutton Town Centre Masterplan (2016) as potential regeneration projects.

The Sutton Local Plan sets out the vision for the Borough over the period 2018 – 2031 and focusses on identifying opportunities for addressing issues in the Borough such as new housing, health, retail and employment. As part of the plan, Elm Grove has been allocated for development and regeneration and this was approved by the Council's Housing, Economy and Business Committee in June 2016. The aim is to improve the quality of the neighbourhoods throughout the Borough, so as part of this, explore the potential for regeneration, retention of quality spaces, improving of housing and the public realm and achieving high quality design. The Council's key aims is also to provide much needed new homes to meet the needs of the growing population in the Borough.

The Sutton Town Centre Masterplan, published in 2016 sets out a vision for the Town Centre. Within this, Elm Grove Estate is identified as a key Town Centre site which could be an enhanced residential neighbourhood. Elm Grove Estate is also identified in the masterplan as part of the Northern Gateway Area, or the 'entrance' to the pedestrian part of the Town Centre. As a result, some of the key aims and ambitions for this area include:

- Improving the quality of this area
- Better integrating the layout of streets and existing homes into the surrounding streets and to the Town Centre
- Providing a mix of tenure and dwellings typologies
- Providing higher quality homes, well designed streets and improved pedestrian connections to the High Street
- Introducing new cycle lanes
- Activating the back of the High Street
- Improving the frontage along Throwley Way; and
- Introducing taller buildings.

As well as seeking to improve the area, there are a number of significant issues experienced by residents on the Estate that the Council is aiming to address through regeneration. Some of these have been raised by resident's themselves through the various forms of consultation and engagement that has taken place, as well as the Council's Officers and the architect team's assessment of the current design issues of the Estate through inspections and visits. Some of the more significant issues include:

- Overcrowding in the smaller flats
- Inadequate space standards within the existing homes
- Small windows to the rear of properties facing Throwley Way, leading to dark and gloomy interiors
- Poor energy efficiency of homes
- Poor sound insulation between flats within the blocks
- Poor accessibility and poor block layout within the communal areas of the Estate
- Poor refuse facilities
- Poor Estate layout and design providing unlit, unsafe feeling spaces with little natural surveillance, generally encouraging crime and anti-social behaviour
- Unsecure entry into the blocks

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- Fly tipping and issues of mice infestation
- Poor relationship between the Estate and the rear of the High Street properties
- Lack of designated open space within the Estate for residents to enjoy, and no private amenity space for the majority of residents including no allocated, safe and overlooked playspace for children

Many of these issues have been raised by residents in the consultation exercises and a number of commitments and priorities for the Estate have been agreed between existing residents and the Council as a result. These are set out in the draft Community Charter which was developed in collaboration with residents throughout the course of a number of workshops in Autumn/Winter 2020/21. This is discussed in further detail in the Resident Consultation Section of this report and the Resident Consultation Report which is attached as Appendix 2.

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3. Approach to the Options Appraisal

3.1. Methodology

In acting as the Council's Commercial Advisor in relation to the estate regeneration, Savills has been instructed to undertake the Options Appraisal exercise, managing a consultant team and supporting LB Sutton with the resident engagement. Savills has also provided Planning advice. Levitt Bernstein Architects have provided the design services, and supported the resident engagement activity.

The first stage of the Options Appraisal was to review all information available on the Estate, including current stock lists and records of resident engagement and consultation carried out to date as part of the work undertaken by the Council in 2018 (see below for more detail). We also reviewed the design feasibilities prepared by Levitt Bernstein that resulted from these consultation exercises. These are included in Appendix 3.

The three Options for the Estate, to be considered in this exercise are:

- Option 1 – Refurbishment
- Option 2 – Partial redevelopment (to include refurbishment of properties that were not re-developed)
- Option 3 – Full redevelopment of the entire Estate

In 2018 Levitt Bernstein was commissioned by the Council to undertake a review of the potential redevelopment options for the Estate, as part of the work undertaken for a Supplementary Planning Document for Elm Grove. Whilst the draft SPD has not been adopted by the Council, the design work that was worked up in collaboration with residents, has been used as the basis for the design possibilities for the partial redevelopment (Option 2) and full redevelopment (option 3) options.

Working with the Council and residents, we determined what the most suitable and appropriate Assessment Criteria should be for each of the Options to be assessed against. These were agreed with residents and the Council through a series of workshops which aimed to collate a list of the resident and Council priorities. The resident priorities form the basis of the Community Charter for the Estate. Through consultation, the Council also developed its Residents' Charter, which forms the basis of the Council's offer to residents as part of any work undertaken on the Estate. Section 6 of the report provides further detail on how residents have been engaged throughout this project.

Two deliverability criteria have also been used to assess the deliverability overall of the three Options. A Planning Report (Appendix 4) has been prepared to understand the policy context and need for housing across the local area, and a Financial Deliverability Report (Appendix 5) has also been used to assess the financial deliverability of the three Options.

An assessment was then undertaken to determine whether each of the three Options proposed meets the resident and Council priorities and deliverability Assessment Criteria, and if so, to what extent, based on the evidence available.

3.2. The Options

The Council has determined the three options to be considered and assessed through this Options Appraisal exercise. It is important to note that the Council does not consider that the status quo of continued maintenance can deliver fit for purpose homes in the context of current and emerging housing standards and the Council's corporate priorities that have been established through the Ambitious for Sutton corporate plan.

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3.2.1. Option 1 – Refurbishment

This Option considers undertaking significant refurbishment works to the existing homes on the Estate, in order to address certain issues and target current statutory and emerging standards. The Council is in the process of undertaking Stock Condition Surveys across its estates, which will be made available in the summer of 2021. In advance of this being able to identify the specific refurbishment requirements at Elm Grove, the assumption has been made that any work will aim to improve the internals of the units in terms of kitchen and bathroom upgrades, upgrades to communal areas in the blocks to improve accessibility and fire safety improvements. The external parts of the Estate will receive minimal intervention in this Option, with some improvement to the street lighting. More detail on this Option is discussed further in the report.

3.2.2. Option 2 – Refurbishment & Partial Redevelopment

This option considers undertaking demolition of the existing houses and bungalows in the central part of the Estate and construction of a new block of maisonettes with flats above. The existing blocks forming the perimeter of the Estate along Throwley Way would remain in situ, and would be refurbished in accordance with the standards described in Option 1 above.

Two further variations of this Option were considered from a design point of view, and were discussed with residents, however these have been discounted for the purposes of the Options Appraisal as being undesirable for various reasons. These variations were:

1. Infill development in the existing open space on the estate, with the rest of the Estate being refurbished.
2. Demolition of the existing houses and bungalows and construction of a row of 3 bed houses in its place, with the rest of the Estate being refurbished.

The reasons why these two variations were discounted from a planning point of view are discussed further in the Planning report in Appendix 4.

3.2.3. Option 3 – Full Redevelopment

This option considers the full redevelopment of the whole of the Estate, which would involve all homes meeting modern new build standards for safety, space, accessibility and sustainability.

3.3. Setting the Assessment Criteria

In order to establish a basis for assessing the options under considerations, we have reviewed the Council's and resident priorities which together help form the objectives for the regeneration of Elm Grove.

3.3.1. LB Sutton Priorities

The Council has a number of strategic priorities set out in the Ambitious for Sutton corporate plan which are applicable to the regeneration of Elm Grove. The list below presents the specific Council priority areas that have been used in the assessment criteria of the Options for the project referenced in assessing each of the options for the project.

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Better Homes and Places

- Better quality homes, including improved design and space standards, safety and accessibility, energy efficiency, sustainability and management
- More homes, including more affordable and mixed tenure home
- Enhanced environment and neighbourhood, including improved public and private amenity spaces and public realm
- Supporting the regeneration of Sutton Town Centre (STC Masterplan)

Ambitious for Sutton

- Being active citizens
- Make Informed Choices
- Living Well Independently
- Keeping People Safe

Social Value and Growth

- Support the creation of new jobs, business and employment opportunities
- Support education and training
- Support health and wellbeing

3.3.2. Resident and Community Priorities

In line with the GLA's best practice guidance on estate regeneration, Better Homes for Local People published in 2018, it is important for the Council to ensure that residents are given the opportunity to be involved from the outset in considering and developing the options for their homes.

Section 6 details the resident engagement carried out to date on the Estate. Over the course of this engagement programme, the Council has worked with residents to establish a draft Community Charter which establishes a set of resident and community priorities. The draft Community Charter comprises two main areas of Better Homes and Improved Environment, that set out the key deliverables any option should meet. The agreed resident and community priorities which form the basis of the draft Community Charter are listed below:

Better Homes

- Better quality homes that are accessible, well insulated, energy efficient and fully adaptable
- Homes that are built to modern standards, are larger, with improved layouts and storage
- More private amenity spaces, such as balconies or gardens
- A variety of home sizes and typologies, including flats, maisonettes and houses, across different tenures
- More genuinely affordable homes for local families
- Improved sound insulation

Improved Environment

- Retain the strong sense of community and neighbourhood spirit
- Improve safety, security and privacy
- Create accessible and attractive streets including improving the rear of the High Street
- Design good quality outdoor spaces, that provide areas to play and relax
- Enhance street lighting along Elm Grove, Throwley Way and the High Street alleyways

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- Improve the management of the estate, incl. grounds maintenance, waste collection, parking and traffic controls
- Re-provision of parking for existing residents
- Introduce biodiversity through new trees and planting that support a clean and healthy environment
- Maintain excellent connections to local amenities and transport links, to support access and mobility for Elm Grove's diverse community

3.4. Assessment Criteria

In order to ensure each Option is considered directly against key council and resident priorities for the Estate, we have utilised these as assessment criteria against which each Option is assessed. Additionally, we have included three other criteria which relate to an assessment of the deliverability of the Option.

These assessment criteria are as follows:

Table 2: Assessment Criteria

No.	Criteria	Sub-criteria
COUNCIL PRIORITIES		
Criteria 1	Better Homes and Places	1) Better quality homes, including improved design and space standards, safety and accessibility, energy efficiency, sustainability and management 2) More homes, including more affordable and mixed tenure home 3) Enhanced environment and neighbourhood, including improved public and private amenity spaces and public realm 4) Supporting the regeneration of Sutton Town Centre (STC Masterplan)
Criteria 2	Ambitious for Sutton	1) Being active citizens 2) Make Informed Choices 3) Living Well Independently 4) Keeping People Safe
Criteria 3	Social Value and Growth	1) Support the creation of new jobs, business and employment opportunities 2) Support education and training 3) Support health and wellbeing
RESIDENT PRIORITIES		
Criteria 4	Better Homes	1) Better quality homes that are accessible, well insulated, energy efficient and fully adaptable 2) Homes that are built to modern standards, are larger, with improved layouts and storage 3) More private amenity spaces, such as balconies or gardens 4) A variety of home sizes and typologies, including flats, maisonettes and houses, across different tenures 5) More genuinely affordable homes for local families 6) Improved sound insulation
Criteria 5	Improved Environment	1) Retain the strong sense of community and neighbourhood spirit 2) Improve safety, security and privacy 3) Create accessible and attractive streets including improving the rear of the High Street 4) Design good quality outdoor spaces, that provide areas to play and relax

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		5) Enhance street lighting along Elm Grove, Throwley Way and the High Street alleyways 6) Improve the management of the estate, incl. grounds maintenance, waste collection, parking and traffic controls 7) Re-provision of parking for existing residents 8) Introduce biodiversity through new trees and planting that support a clean and healthy environment 9) Maintain excellent connections to local amenities and transport links, to support access and mobility for Elm Grove's diverse community
DELIVERABILITY		
Criteria 6	Financial Deliverability	Financial Deliverability
Criteria 7	Planning Deliverability	Planning and design considerations

3.5. Evidence Base

In order to support the assessment of the options against the criteria, we have used the following information and data as our evidence base, some of which has been appended to our report:

- Resident Consultation Report (Appendix 2)
- Levitt Bernstein Feasibility Layouts (Appendix 3)
- Savills Planning Review (Appendix 4)
- Financial Appraisals (Appendix 5 - confidential)
- LB Sutton's stock condition information and associated 30 year cost plan (appended to Financial Deliverability Report)

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4. Stock Condition

4.1 Description of Stock

The Elm Grove Estate was constructed in the late 1970s, and comprises of low rise walk up blocks of flats, containing 57 homes, fronting Throwley Way, with 14 houses and 2 bungalows located to the rear. The Estate was constructed to standards current at the time. Therefore the homes don't meet modern day standards in many aspects. The flats and houses are smaller than current Mayor of London space standards and also don't meet these design standards including a lack of step free access, no private amenity spaces such as balconies for flats or open space for play within the Estate. The homes also suffer from poor sound insulation as well as energy standards being lower than current day standards.

4.2 Stock Condition Survey

Sutton Housing Partnership recently completed a stock condition survey of the housing stock, carried out by Fairthorn, Farrell and Timms, (FFT) a building surveyor consultancy. The survey forecast Elm Grove's investment requirement over the next ten years, (£522,300 total investment, average of £9,164 per property) to be less than the average for the whole stock, (i.e. £14,900 per property). Given there are a significant number of 1 bedroom flats in the stock, a below average investment requirement is to be expected, however perhaps not to the extent of the above figures. The projected investment is to include upgrades to kitchens, bathrooms, windows and doors, door entry systems, electrics and heating and hot water systems.

It should be noted that a stock condition survey only takes account of the investment requirement of the property build components on a like for like basis and will not cover any works required to improve the quality of the homes. For example, Elm Grove is a four story block that does not have any lifts, thus any such investment requirement will not be included within the stock condition survey. Also the size of Elm Grove properties and windows are considered below average and this would also be another factor in a lower than average investment requirement.

Thus, investment requirement cannot be considered in isolation and the quality of homes and resident satisfaction with these must also be considered.

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5. Planning and Housing Needs Considerations

A Planning Report has been prepared by Savills to provide a planning assessment in respect of the redevelopment potential of Elm Grove Estate and forms Appendix 4 of this Appraisal. The report considers the four intervention options (plus refurbishment) that have been developed by Levitt Bernstein following extensive consultation with existing residents through a series of workshops and site visits.

The options have been assessed in the context of national, regional and local planning policy, particularly the site specific allocation (STC45) in the London Borough of Sutton's adopted Local Plan (2018) which identifies the Site for optimisation in seeking to deliver an uplift in residential units. Due regard has also been given to the Sutton Town Centre Masterplan (2016) which outlines a new vision for the future of Sutton Town Centre and, as part of this, identifies the Site as an opportunity for improving the quality of the residential neighbourhood through redevelopment. In accordance with adopted London Plan Policy H8 and developing a case for regeneration of the existing estate, the report demonstrates that full and thorough consideration has been given to the different levels of intervention available, from refurbishment to partial redevelopment and full redevelopment.

The planning assessment gives consideration towards the scope of each option for increasing the number of homes across the Site; access and site constraint issues; affordable housing delivery and viability; contribution to the future housing land supply and other important considerations and benefits such as wider place-making and achieving good design in accordance with national planning policy. The main objective being to identify the option that will most significantly enhance the living accommodation of existing residents on the estate and enable the delivery of wider regeneration benefits to the surrounding area and local community.

A summary of the planning policy context in which the Options should be considered is set out below.

5.1. Summary of Planning Context

The starting point is the adopted Sutton Local Plan (2018) which allocates the site under adopted site allocation "STC45 – Elm Grove Estate" for mixed-use (residential and town centre uses) development, with a capacity for 47 net additional dwellings and 281 square metres of non-residential floorspace in the form of town centre uses. The allocation requires any development scheme to pay particular regard to:

- I. Providing building heights 2 to 6 storeys along St Nicholas Way, with taller elements located on the Throwley Way frontage
- II. Providing an active frontage to Marshall's Road in the form of retail or other town centre uses
- III. Providing a mix of housing types, including family-sized units
- IV. Retaining and enhancing connection between the High Street and Throwley Way
- V. Protecting land for Tramlink along the Throwley Way frontage
- VI. Enabling connection to any planned decentralised energy network serving the town centre
- VII. The need to provide flood risk assessment and appropriate Sustainable Urban Drainage System measures

The site also has a number of designations seen as especially relevant to the proposals. These designations are covered below.

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1. “Area of Taller Building Potential”

Regarding such areas, SLP Policy 28 ‘Character and Design’ SLP Policy 28 seeks to ensure that where tall buildings are proposed, they:

- I. are of exemplar design and make a positive contribution to the quality of the local and wider townscape and skyline.
- II. integrate visually with the townscape and streetscape, particularly in terms of an active ground floor frontage.
- III. include a mix of functions that are widely used by the public (such as gyms or retail outlets) in order to ensure the successful integration into the local area, where practicable.
- IV. ensure safe, attractive and comfortable amenity/open spaces designed to support social interaction and cohesion and engender a sense of place in predominantly residential developments.
- V. protect the setting of any designated heritage assets and the overall historic character that makes an area distinctive and special.
- VI. protect the amenity of neighbours and surrounding occupiers.

2. “Central Setting”

SLP Policy 7 ‘Housing Density’ states that within Sutton Town Centre Area of Potential Intensification, the Council will expect new development to be within the Central Setting of the London Plan Density Matrix (now excluded from the newly adopted London Plan 2021). The local plan also promotes very dense development within these locations of a mix of uses further encouraging large building footprints and buildings from two to six storeys and above in Sutton Town Centre.

3. “Sutton Town Centre”

SLP Policy 3 ‘Sutton Town Centre’ sets out that the Council will enable the delivery of at least 3,400 new homes in the plan period 2016-2031 within Sutton Town Centre and its Area of Potential Intensification (or 227 new homes per year). The council will expect housing developments within the Town Centre to provide a range of tenures and dwelling sizes.

4. “Area of Potential Intensification” (see Sutton Town Centre policy)

Other site designations include:

- Archaeological Priority Area
- Decentralised Energy Opportunity Area
- Proposed Tramlink Extension
- Secondary Shopping Frontage

Any proposal for the Estate will need to have regard to both the site allocation as well as the designations as set out above.

5.2. Material Planning Considerations

Adopted London Plan (March 2021)

The Mayor of London recently adopted a new London Plan (March 2021) which sets out the policy framework for strategic growth across London. In comparison to previous versions of the London Plan, this is noted to be underpinned by the concept of ‘Good

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Growth' which is socially and economically inclusive and environmentally sustainable, ensuring a focus on achieving sustainable development in line with the National Planning Policy Framework.

Paragraph 1.4.1 states that *"providing a range of high quality, well-designed, accessible homes is important to delivering Good Growth, ensuring that London remains a mixed and inclusive place in which people have a choice about where to live. The failure to provide sufficient numbers of new homes to meet London's need for affordable, market and specialist housing has given rise to a range of negative social, economic and environmental consequences..."*, and consequently the lack of a supply of homes to meet identified needs has resulted in a housing crisis. Policy GG4 'Delivering the homes Londoners need' therefore establishes a strategic aim for the Plan to create a housing market that works better for all Londoners, which will include making sure that more homes are actually delivered through, amongst other mechanisms, identifying and allocating a range of sites to deliver housing at a local level. On this basis, Policy H1 'Increasing housing supply' sets out ten-year targets for net housing completions for each local planning authority to plan for, through delivery-focused Development Plans and optimising potential for housing delivery on suitable and available brownfield sites.

In support of the above, Policy GG2 'Making the best use of land' seeks to ensure the creation of successful sustainable mixed-use places that make the best use of land, by encouraging the development of brownfield land, and the proactive exploration of the intensification of use of land to support additional homes. In seeking to optimise site capacity, Policy D3 'Optimising site capacity through the design-led approach' expresses the importance of taking a design-led approach with a shift of focus away from density standards (to include the deletion of the former London Plan Density Matrix) towards achieving good design which responds to local context, such as character, scale, transport and infrastructure. In this respect, higher density developments are encouraged in locations that are well connected to jobs, services, infrastructure and amenities by public transport, walking and cycling.

Policy H8 focuses specifically on the 'loss of existing housing and estate redevelopment' in recognising the important role that the redevelopment and intensification of existing estates has in London's housing stock. The Policy states that the *"loss of existing housing should be replaced by new housing at existing or higher densities with at least equivalent level of overall floorspace"*. Policy H8 also set out guidance for considering demolition and replacement of affordable housing, seeking an uplift in affordable housing in addition to the replacement of existing affordable housing floorspace.

Mayor's Good Practice Guide to Regeneration

The Mayor's Good Practice Guide to Estate Regeneration, published in February 2018 seeks to provide a framework for estate regeneration that makes sure that the residents are at the heart of any proposals for regeneration on their estate. Better Homes for Local People sets out how plans that involve the demolition of existing homes should provide an increase in affordable housing, full rights to return or remain for social tenants and a fair deal for leaseholders and freeholders. Within this guide, the Mayor's Vision and Objectives for Estate Regeneration are laid out. The overarching objectives of any estate regeneration will usually be to:

- Deliver safe and better quality homes for local people;
- Increase the overall supply of new and affordable homes; and
- Improve the quality of the local environment through a better public realm and provision of social infrastructure (e.g. schools, parks, or community centres).

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In order to achieve these objectives, the Mayor acknowledges a range of possible physical interventions that are available to support the delivery of estate regeneration projects, including: repairs to, and refurbishment of, existing homes; building new homes on 'infill' sites; and demolition and rebuilding. Different schemes will require different interventions, or a combination of some or all of the above, acknowledging that there is no 'one size fits all' approach.

As outlined above, the adopted London Plan and the Mayor's Good Practice Guide to Estate Regeneration actively encourage housing delivery and estate regeneration in order to meet housing need for a range of tenures and affordability levels to satisfy demand.

National Planning Policy Framework (NPPF)

The "golden thread" of the NPPF in terms of both plan-making and decision-taking is a presumption in favour of sustainable development (paragraph 11). Sustainable development should help to support "*strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being*" (paragraph 8).

In order to support the Government's objective of significantly boosting the supply of homes, the NPPF (paragraph 59) requires local authorities to ensure "*that a sufficient amount and variety of land can come forward where it is needed, [and] that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.*"

Government White Paper – Planning for the Future

On 6th August 2020 the Government published a White Paper for consultation (until 29th October 2020), which proposes reforms of the planning system. The White Paper emphasises the overall aim of the Government to streamline and modernise the planning process, in order to bring a new focus to design and sustainability, improve the system of developer contributions to infrastructure, and ensure more land is available for development where it is needed. The White Paper introduces three key pillars as follows:

- Pillar One – Planning for development;
- Pillar Two – Planning for beautiful and sustainable places;
- Pillar Three – Planning for infrastructure and connected places.

The White Paper seeks to actively promote rapid housing delivery via a more streamlined development management process. The Paper places a priority on policy compliant rental tenures and wider affordable housing tenure diversification to include the introduction of first homes sold at a discount to market price for first time buyers. The recently published White Paper demonstrates the Government's direction of travel in terms of rapid implementation of new housing through a streamlined planning process to meet critical housing needs.

5.3. Housing Needs, Supply and Delivery within Sutton

Policy 1 of the Sutton's Local Plan commits LBS to delivering 6,405 homes over the Local Plan period 2016-2031, equating to 427 homes per year. This annual delivery target is broadly in line with adopted London Plan Policy H1, which sets the borough's ten-year housing target of 4,690 homes, equating to 469 homes per year. However, the recent publication of housing need figures

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based on the Government's revised standard methodology ('SM1.1') and inclusive of a 35% uplift across London Boroughs in order to support much needed growth, identifies an increased requirement for LBS of 807 homes per annum.

Policy 3 of Sutton's Local Plan states that 55% (c.3, 400) of the 6,405 homes to be delivered over the plan period are to be located in Sutton Town Centre and its surrounding Area of Potential Intensification.

In respect of affordable housing Sutton's Local Plan identifies that the number of affordable homes being built is falling and as a result that there is a net requirement of 1,018 affordable homes per year over the plan period (based on occupants spending 30% of income on housing costs). This net affordable need represents 238% of the plan's annualised housing target. It is therefore clear that the affordable housing delivery problem in Sutton is severe and entrenched. Therefore, the estate regeneration at Elm Grove will only assist in contributing towards creating high quality, new affordable homes to meet a range of affordable tenure needs and demands at this important town centre location.

There is a clear need for new housing in Sutton Town Centre and Sutton more generally. National, regional and local policy advocates making use of under-utilised sites in areas that are well-connected to transport infrastructure. Elm Grove Estate has a Public Transport Accessibility Level (PTAL) of 6a (excellent) and therefore offers this unique opportunity.

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6. Resident Consultation and Engagement

The Council has carried out extensive engagement and consultation with existing residents at Elm Grove since 2017, as part of the work on the SPD and now to help shape the Options Appraisal priorities. This section provides an overview of the engagement process, and summarises resident feedback in relation to the three Options. A full report on the resident consultation, setting out the Council's approach and outcome is provided at Appendix 2.

6.1. Overview of Programme of Resident Engagement

Resident Engagement in 2018

The Council commenced engagement with the resident community at Elm Grove in June 2017 as part of the consultation process on the SPD for Elm Grove. A series of five workshops were held with residents in order to find out more about life on the Estate, and what residents liked and disliked, and their aspirations for the future of the Estate. The sessions also introduced the various design options and presented ideas and thinking around these, and were an opportunity for residents to provide feedback and ideas which were then incorporated into the designs as they were progressed. A site visit with residents was also undertaken to see good examples of residential neighbourhoods. Residents were taken to Burridge Gardens in Wandsworth, Foundry Mews on Barnes High Street and Hafer Road in Clapham.

The outcome of the workshops and site visit was a final exhibition where the 'preferred option' masterplan that had been developed in collaboration with residents was presented back to them. Discussions were also had around the Council's offer to residents.

The next steps following this consultation was for the draft SPD to be prepared. However this SPD has not been adopted by the Council.

Appointment of an Independent Tenant and Homeowner Adviser

In October 2020, PPCR was appointed as the Independent Tenant and Homeowner Adviser (ITHA) for Elm Grove, following a selection competition delivered in partnership with residents.

The ITHA is to act as specialist adviser funded by the Council to provide independent advice and support to residents, and to represent their views and interests. The role of PPCR also includes:

- Helping residents to be more actively involved in shaping future proposals for their homes;
- Providing clear impartial advice to residents on the Council's proposals, commitments and offer to residents;
- Giving advice on the statutory legal frameworks relating to housing and regeneration;
- Supporting residents in negotiations with the Council;
- Providing access to specialist financial, legal and property advice;
- Delivering skills and training so residents can effectively contribute to discussions;
- Empowering residents participation and involvement in the selection of specialist consultants;
- Providing support in servicing steering group meetings;
- Ensuring all members of the community have a voice and the opportunity to meaningfully engage in the process.

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Options Appraisal Workshops

To facilitate a collaborative approach to consultation and engagement with residents for the Options Appraisal exercise, a series of workshops were held with the residents to explore the three Options, discuss their objectives for the Estate and to develop the Residents' Charter and Community Charter. The items covered in the 8 workshops are set out in Table 3 below:

Table 3: Summary of Consultation Activity Autumn/Winter 2020

Workshop	Items Covered	Date
Workshop 1	Introductory Meeting	10 November 2020
Workshop 2	Residents' Charter (Part 1)	16 November 2020
Workshop 3	Community Charter and Estate Options (Part 1)	30 November 2020
Workshop 4	Residents' Charter (Part 2)	7 December 2020
Workshop 5	Community Charter and Estate Options (Part 2)	15 December 2020
Workshop 6	Residents' Charter (Part 3)	12 January 2021
Workshop 7	Community Charter and Estate Options (Part 3)	19 January 2021
Workshop 8	Final wrap up	9 February 2021

The purpose of the Options Appraisal exercise and the Council's re-engagement with residents in line with the Mayor's Best Practice Guidance for Estate Regeneration was explained and set out in the introductory workshop and the three Options were discussed in greater detail at Workshops 3, 5 and 7, where residents views were used to form the Resident Priorities which make up the Community Charter and also provide the basis for the assessment criteria of the Options. Further details on how the resident consultation was conducted and how the resident feedback was gathered and used is included in Appendix 2.

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7. Financial Considerations

7.1. Overview

Detailed financial analysis has been prepared for each option under consideration. The Financial Deliverability Report included in Appendix 5 provides a breakdown of all assumptions utilised in working up the financial analysis, as well as the detailed assessment of each option against Criteria 6, Financial Deliverability. We provide below the methodology utilised in order to compare each option against a baseline financial position.

7.2. Financial Criteria Assessment Methodology

In order to establish a baseline financial position for the Estate, we have produced a discounted cashflow (DCF) of the existing homes which was then used to compare the three Options against. This DCF involves key assumptions as follows:

- Rents set using current average rents at the Estate for the 57 currently occupied homes
- LB Sutton 30-year cost plan which sets out the Council's already programmed improvement costs for the Estate
- Management and maintenance assumptions based on Savills metrics, informed by evidence derived from a wide spectrum of housing providers;
- Cost and income inflation assumptions based on Savills metrics, which reflect our knowledge of typical assumptions used by social Landlords across the housing sector.

This analysis has enabled us to produce a Baseline Net Present Value (NPV) of the 57 homes currently owned and managed by the Council. This assumes no upfront refurbishment work is undertaken, but rather a continued planned maintenance and improvement programme is carried out over the course of the cashflow period.

7.2.1. Option 1 – Refurbishment

The financial performance of this Option is assessed via a DCF, which incorporates early capital expenditure associated with the refurbishment of the Council's owned properties.

Due to the upfront improvements delivered through this investment, we have adjusted revenue cost assumptions through the cashflow period to reflect rates typical of new build properties. The difference between the Baseline NPV and the NPV of this Option provides the basis for assessing the financial performance of this Option. The calculation is summarised as follows:

(NPV of refurbished homes – Baseline NPV) + surplus/deficit of development appraisal = financial position for assessment of criteria.

7.2.2. Option 2 – Refurbishment & Partial Redevelopment

For the new build elements of this option, we have run a development appraisal which deducts total costs from total income to calculate a surplus/deficit position. We have then considered the difference between the Baseline NPV and the NPV of the refurbished homes to arrive at a net financial position for this option. This calculation is summarised as follows:

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((NPV of refurbished rented homes + NPV of replacement rented homes) - Baseline NPV) + surplus/deficit of development appraisal = financial position for assessment of criteria

7.2.3. Option 3 – Full Redevelopment

The financial assessment of this Option is based on a whole site development appraisal which deducts total costs from total income to calculate a surplus/deficit position. We have produced separate DCF to establish a revised NPV for the new build homes. The difference between the Baseline NPV and NPV of this Option is then considered against surplus/deficit position of the development appraisal to arrive at a net financial position. This calculation is summarised as follows:

(NPV of replacement homes - baseline NPV) + surplus/deficit of development appraisal = financial position for assessment of criteria.

Given the DCF analysis considers of the value of refurbished / replacement homes, it should be noted the value attributable to these units has not been factored in to the Gross Development Value included in the development appraisals produced for the assessment of Options 2 & 3.

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8. Option 1 – Refurbishment

8.1. Description of Refurbishment Scheme

In this option, the current homes on the Estate would be subject to significant internal refurbishment works with the aim of targeting current and emerging statutory requirements of the Council as landlord in ensuring building safety, improving accessibility where possible and improving energy efficiency.

The exact specification of the refurbishment work is not yet known, as stock condition surveys being carried out by the Council will be completed in the summer of 2021. These will provide more detail on what the requirements for refurbishment will need to entail. However, from consultation with residents, and information known to the Council on the current issues within the properties, the following example of potential work has been discussed with residents:

- Upgrade of kitchens and bathrooms
- Replacement of windows, as required
- Fire safety improvements, as required
- Improvement in energy efficiency, where possible
- Repairs to roof, where required
- Accessibility improvements to communal areas where possible
- Improve street lighting across Elm Grove and alleyways.

Any intervention to the public realm of the Estate will be minimal, through the improvement of street lighting to improve security for example.

The assumption has been made that the works to the internal of properties will be significantly intrusive as to require residents to move out for a period whilst the works are carried out.

It should be noted that further investigations and surveys would need to be undertaken in order for detailed proposals to be worked up on the level and possibility of what can be achieved through the refurbishment Option.

8.2. Assessment Against Priorities

Council Priorities

8.2.1. Criteria 1: Better Homes and Places

There are four sub sections to this criteria and we discuss below if, and to what extent the Options meets this sub section to arrive at an overall assessment of whether the Option meets the Criteria.

1) Better quality homes, including improved design and space standards, safety and accessibility, energy efficiency, sustainability and management

Through refurbishment the internal standards of the properties will be improved to a limited extent, through the new kitchens and bathrooms and if it is found possible to undertake, the improvement in energy efficiency through the addition of some

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internal or external insulation. However, the extent of the work being able to address issues of accessibility, space standards and energy efficiency without fundamentally changing the fabric of the building or the design, is extremely limited. Therefore it is felt that this Option would not achieve this sub criteria.

2) More homes, including more affordable and mixed tenure home

This Option would not deliver any additional homes to meet the needs of current or future residents and therefore does not meet this sub criteria.

3) Enhanced environment and neighbourhood, including improved public and private amenity spaces and public realm

This Option does not include for any improvements to the Estate public realm other than limited improvements to the street lighting to improve security. Therefore this Option does not meet this sub criteria.

4) Supporting the regeneration of Sutton Town Centre (STC Masterplan)

This Option does not include any improvement works to Elm Grove itself, or the rear of the properties along the High Street and therefore we consider does not meet this sub criteria.

Overall Assessment against Criteria

Given that the refurbishment Option does not meet any of the sub criteria, it does not meet the Criteria of Better Homes and Places.

8.2.2. Criteria 2: Ambitious for Sutton

This criteria is based on the Council's four year corporate plan setting out its strategy and programme to deliver ambitious commitments to improve the lives of local people in the Borough. This is based on four themes which make up the sub-criteria to this section.

1) Being Active Citizens

This sub-criteria is about enabling all residents to live healthy lifestyles, and be economically, socially and physically active. This includes the physical improvement of the environment they live in, but also investing in transport and sustainability, improving opportunities for young people, employment and reducing social isolation.

The refurbishment option will contribute in some way to improving the physical environment in which residents live in, through the improvement in their homes, although there will be limited external estate improvements. It may also contribute in terms of some limited employment opportunities through the contractor that will undertake the works. In terms of the other key activities this sub-criteria covers, the refurbishment option will not contribute in any significant way, and therefore it is considered that this sub-criteria will only be partially met.

2) Making Informed Choices

This sub-criteria is about individuals, families and communities being able to access a diverse range of information, advice and guidance to make informed choices and enable them to sustain change.

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Through the Options Appraisal exercise, the Council is providing information in various different formats to the community on the proposals for the Estate and engaging with residents to ensure they are involved in shaping what happens to the Estate, and that they are informed enough to be able to make choices about their homes. As well information on the Options, resident workshops have been held and an ITHA has been appointed to support residents in these activities. As such we believe this sub-criteria to be fully met in this Option.

3) Living Well Independently

This sub-criteria aims to build on individual and community resilience and assets to help people maintain their independence for as long as possible. Whilst much of the key activities in the Council's Corporate Plan is not relevant to Elm Grove, this sub-criteria is also about the provision of homes which can cater for different occupant groups and their changing future needs.

The refurbishment option will make some improvements where possible working within the confines of the existing buildings, on the accessibility of the homes and communal areas, although these will be limited. There is no possibility of introducing a lift to the existing blocks, although this has been explored. However, overall there will be some improvement to the properties which will allow residents to live independently for longer than perhaps possible otherwise, and therefore this partially meets this criteria.

4) Keeping People Safe

This sub-criteria is about ensuring that vulnerable residents are supported and kept safe.

The refurbishment proposals include for some minor improvements to the externals of the Estate which will upgrade the lighting around the Estate and the approaching alleyways from the High Street to enhance security for the residents as they move around the Estate. There will also be provision of new kitchens and bathrooms internally, and upgrades to fire safety measures with replacement of fire doors, possible introduction of sprinklers and so on, all of which will provide improvement to the safety measures in place for residents in their homes. Therefore we consider that this Option could partially meet this sub-criteria.

Overall Assessment against Criteria

The refurbishment Option partially meets three of the four sub-criteria and therefore is considered to partially meet the Criteria overall.

8.2.3. Criteria 3: Social Value and Growth

This criteria is concerned with the added social value that can be delivered through the Council's commissioning of services. These can be in the shape of additional social, economic and environmental benefits that are delivered through the Council's activities, for the benefit of not just the Council's residents but also local businesses and the Voluntary and Community Sector Organisations (VCSOs). This is covered in three sub-criteria as follows.

1) Supporting the creation of new jobs, business and employment opportunities

The refurbishment option will provide some creation of jobs and employment opportunities through the appointment of the contractor that will undertake the refurbishment works, who will also be obliged through the procurement process that the Council

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will undertake to appoint the contractor, but also through the various surveys and investigation work that will be required to inform the proposals for the work. Therefore it is felt that this Option will partially meet this sub-criteria.

2) Support education and training

The scale of work that will be required will have limited scope to provide opportunities for education and training so this Option does not meet this sub-criteria.

3) Support health and wellbeing

The improvement works to the internal within the flats, will improve the quality of the homes in which residents live and therefore arguably will provide some improvement to resident's lives, mental health and wellbeing. Although the extent to which this Option will provide sufficient change to make a difference to resident lives is limited. Therefore it is felt that this Option partially meets this sub-criteria.

Overall Assessment against Criteria

This Option partially meets two of the three sub-criteria and therefore is considered to partially meet the Criteria of Social Value and Growth overall.

Resident Priorities

8.2.4. Criteria 4: Better Homes

The sub-criteria for this have been consulted upon and collated in collaboration with residents as part of the consultation on this Options Appraisal exercise.

1) Better quality homes that are accessible, well insulated, energy efficient and fully adaptable

This sub-criteria was discussed with residents at the workshops and it was felt that although the refurbishment work will improve the quality of the homes internally to some extent, particularly with work to improve internal accessibility, and possible fitting of insulation to internal walls to improve energy efficiency. However, it will not be possible for this to be of a sufficient scale to allow for true improvement in the quality of the homes with regards to the accessibility and energy efficiency. Some improvement work can also make the homes more adaptable for future needs, such as grab rails, level access bathrooms and kitchens but it will not be possible to make the homes fully adaptable and therefore it is considered this sub-criteria cannot be met.

2) Homes that are built to modern standards, are larger, with improved layouts and storage

The extent of the refurbishment work will target improving accessibility and energy efficiency internally where possible. Internal layouts of the existing homes will remain unchanged as will the size of units and therefore it is not possible to meet this sub-criteria through the refurbishment option.

3) More private amenity spaces, such as balconies or gardens

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The refurbishment option will not include the extension of properties to include gardens, balconies or any other form of private amenity space, given the limited scope to work within the fabric of the existing buildings. Therefore none of the homes, other than the houses would have any private amenity space and so this sub-criteria cannot be met.

4) A variety of home sizes and typologies, including flats, maisonettes and houses, across different tenures

There currently exists a variety of homes including flats, houses and bungalows, although these are all either social rent or leaseholder properties, there are no other tenure homes available on the Estate. This will remain unchanged through the refurbishment option and therefore it could be considered that this Option partially meets this sub-criteria.

5) More genuinely affordable homes for local families

There will be no increase in the number of homes in this Option and therefore it does not meet this sub-criteria.

6) Improved sound insulation

Under the refurbishment option, it will not be possible to undertake work to improve sound insulation of the existing homes, given that work will need to be accommodated within the existing framework of the buildings, no internal remodelling of the unit layouts is being considered and any potential sound insulation would have the detrimental impact of reducing the size of some already small units. Therefore Option 1 does not meet this sub-criteria.

Overall Assessment against Criteria

The refurbishment option does not meet five of the six sub-criteria and therefore is considered not to meet the Criteria of Better Homes.

8.2.5. Criteria 5: Improved Environment

The second of the resident assessment criteria is Improved Environment with 9 sub-criteria to assess against, as follows.

1) Retain the strong sense of community and neighbourhood spirit

The residents feel there is a strong existing sense of community, and a key priority for them is to protect this and enable it to be retained. The refurbishment option, whilst potentially requiring residents to temporarily move out of their homes for the period of works being undertaken, would not fundamentally change where residents live, their neighbours or the impact negatively on the sense of community. Therefore it fully meets this sub-criteria.

2) Improve safety, security and privacy

As mentioned earlier in the report, some work will be undertaken to improve lighting to the external part of the Estate with the intention of improving the sense of security for residents whilst navigating to and from the Estate. Although work will be limited, and there is currently no intention to include any upgrade to CCTV or other security measures and therefore this Option partially meets this sub-criteria.

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3) Create accessible and attractive streets including improving the rear of the High Street

No work will be undertaken to improve the essence of the streets around or leading into or out of the Estate. Therefore this sub-criteria will not be met by this Option.

4) Design good quality outdoor spaces, that provide areas to play and relax

No work will be done to improve or upgrade any of the existing and limited open spaces on the Estate and therefore this Option cannot meet this sub-criteria.

5) Enhance street lighting along Elm Grove, Throwley Way and the High Street alleyways

Some enhancement to street lighting along Elm Grove and the High Street alleyways is being considered under this Option. There are no plans to include street lighting along Throwley Way and therefore this Option will partially meet this sub-criteria.

6) Improve the management of the estate to include grounds maintenance, waste collection, parking and traffic controls

The Council can consider improvement to the management of the existing grounds to improve maintenance and street cleaning under this Option. The Council will also consider some minor improvements to waste collection areas and parking areas to improve them. So this sub-criteria can be met.

7) Re-provision of parking for existing residents

There are no plans to change the existing parking provision on the Estate and therefore this sub-criteria will be fully met with Option 1.

8) Introduce biodiversity through new trees and planting that support a clean and healthy environment

This Option does not include any significant improvement to the public realm by way of planting or new trees and therefore cannot meet this sub-criteria.

9) Maintain excellent connections to local amenities and transport links, to support access and mobility for Elm Grove's diverse community

This Option will not change the excellent connections that the Estate has to the local amenities and public transport links that residents currently enjoy and therefore this sub-criteria can be fully met.

Overall Assessment against Criteria

This Option can meet four out of the nine sub criteria and therefore is considered to fully meet this Criteria.

8.2.6. Criteria 6: Financial Deliverability

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A detailed financial assessment of Option 1 is provided at Appendix 5. This sets out our justification for the assessment that option 1 does not perform reasonably in terms of financial deliverability when compared to the other Options.

8.2.7. Criteria 7: Planning and Design Considerations

The refurbishment option, whilst being the least capital intensive albeit still with significant upfront costs, would not achieve an uplift in the number of residential dwellings on site. Following a technical review by Levitt Bernstein, the refurbishment option would also not be able to resolve all of the issues identified by the Council and residents as necessary to bring the units up to current standards. For example, and as detailed in Sections 4 and 5 of the Planning Report (Appendix 4), units would remain undersized with relatively poor sunlight and daylight conditions as result of the existing small windows and lack sufficient private amenity space. It is not therefore considered to represent optimisation of the Site or its future potential and therefore is considered to perform poorly against this Criteria.

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9. Option 2 – Refurbishment and Partial Redevelopment

9.1. Description of Scheme

As part of the work undertaken by Levitt Bernstein Architects in 2018, three variant proposals for partial redevelopment were developed and these proposals have been discussed with residents at the workshops undertaken as part of this Options Appraisal exercise.

The three variants discussed with residents are as follows:

- 1) Infill development in the existing open space on the Estate, yielding 14 new homes
- 2) Demolition of the 14 houses and 2 bungalows and construction of 17 houses in their place – uplift of one new home
- 3) Demolition of the 14 houses and 2 bungalows and construction of 48 new homes – uplift of 36 new homes

The planning and design merits of all three variants of Option 2 are considered in the Planning Report in Appendix 4. However, for the purposes of the Options Appraisal exercise, only the most deliverable and likely variant has been taken forward and assessed against the Assessment Criteria. This is the third variant, which is discussed and assessed below.

The Option 2 proposal that has been assessed includes the refurbishment of the existing blocks which contain addresses 1-57 Elm Grove. These are made up of one and two bedroom flats.

Numbers 58-73 Elm Grove, 16 homes which consist of 14 three bedroom houses and 2 three bedroom bungalows, will be demolished and in their place new will be 48 new homes constructed. The new homes will be made up of two blocks containing maisonettes and flats as follows:

Table 4: Option 2 Accommodation Mix

Unit Type	Replacement Units	Additional units	Total
One bedroom flat	-	20	20
Two bedroom flat	-	11	11
Three bedroom flat	1	1	2
Three bedroom Maisonette	15	-	15
Total Homes	16	32	48

As part of the newbuild element of the scheme, there will be some work undertaken to provide new public realm and open space. This may consist of a new pedestrian route through the Estate leading from the rear of the High Street connecting to Throwley Way. There is also the possibility of including some areas of semi-private courtyards and play areas between the newbuild blocks and the existing retained blocks, as well as front and back gardens to the maisonettes on the ground floor of the newbuild blocks and balconies to all flats.

In order to accommodate the newbuild blocks along Elm Grove, it will not be possible to retain all of the existing parking bays, and 21 of them will be permanently lost, retaining a total of 25 parking bays.

The retained blocks will be refurbished to the same specification and standard as in Option 1 and it is likely that this will require residents to temporarily decant their homes whilst work is undertaken.

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It should be noted that these are initial concept designs and further investigation and survey work would be needed in order to develop the proposals to a detail design stage. However for the purposes of this exercise, the initial concept designs are sufficient to assess the principle of a partial redevelopment option. The feasibility layouts are contained in Appendix 3.

9.2. Assessment Against Priorities

Council Priorities

9.2.1. Criteria 1: Better Homes and Places

1) Better quality homes, including improved design and space standards, safety and accessibility, energy efficiency, sustainability and management

New homes provided under Option 2 will be built to modern space standards as well as design standards which will include energy efficiency and sustainability standards. However, the homes in the retained blocks will receive the refurbishment level described in Option 1, which will only provide some limited improvements to the internal of homes. As discussed previously in report, these renovations will be significantly limited in the change they can achieve to the quality of the homes as they must work within the confines of the existing building structure. As such it is assessed that this Option will partially meet this sub-criteria but cannot fully meet it because of this reason.

2) More homes, including more affordable and mixed tenure home

Option 2 will deliver 32 new homes, additional to the 16 homes that will replace the homes that are demolished to allow for the development to occur. These new homes could be made up of different tenure homes, with the replacement homes at existing rents, and new affordable homes at social rent and shared ownership. There is also the possibility to include some homes for sale depending on how the Council would deliver such a scheme. Therefore it is felt that this Option partially meets this sub-criteria but because of the number of homes provided compared to Option 3, it cannot fully meet it.

3) Enhanced environment and neighbourhood, including improved public and private amenity spaces and public realm

The newbuild element of the Estate will provide high quality designed public realm in the form of designated communal open spaces, semi-private courtyards and play area, located between the newbuild blocks and the retained, refurbished blocks. All new homes will have some form of private amenity space, whether that is front or rear gardens or balconies. As part of the refurbishment work it will not be possible to add any private amenity space for the existing blocks, however residents of the existing blocks may be able to benefit from the improved open spaces that will be provided, depending on the management strategy. This Option will not however provide a comprehensive overhaul of the public realm of the Estate, and much of the communal and public areas in and around the retained blocks will remain unchanged and unimproved. This Option can only partially meet this sub-criteria as a result.

4) Supporting the regeneration of Sutton Town Centre (STC Masterplan)

The partial redevelopment of the Estate will provide some improvement to the area, which is allocated within the Sutton Town Centre, and will provide some benefits to supporting the regeneration of the Town Centre. However, it will not provide a comprehensive change to the area, and the impact that the redevelopment proposals under this Option can provide, such as

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improvements to Elm Grove and the rear of the High Street properties for example, is very limited. For this reason the Option partially meets this sub-criteria.

Overall Assessment against Criteria

Option 2 partially meets all four sub-criteria and therefore partially meets the Criteria of Better Homes and Places overall.

9.2.2. Criteria 2: Ambitious for Sutton

1) Being Active Citizens

Option 2 will improve the physical environment in which the residents of the newbuild part of the Estate live in, and will provide some improved outside communal public space which will benefit all the residents of the Estate. There may be some additional benefits through the potential employment opportunities that may arise through the contractor for the construction work. However, the extent of this will be limited and therefore this Option can only partially meet this sub-criteria.

2) Making Informed Choices

All residents have had the opportunity to participate in the consultation process for the Options Appraisal, and the ask questions about how the development will affect them and be informed about the choices available to them. If Option 2 is the preferred option, residents will be consulted on further and can take part in the design development of the newbuild element of the Estate. Therefore this sub-criteria can be fully met with Option 2.

3) Living Well Independently

The new homes on the Estate will be built to modern space and design standards. This includes meeting the current Building Regulations which include accessibility standards and will ensure the homes are fully adaptable. This will mean they are able to meet the changing requirements of residents as they get older, without having to move out of their homes. Unfortunately, this will not be possible to achieve through the refurbishment of the retained blocks, and so the majority of the Estate will remain housed in properties which are undersized, and not able to accommodate current and future needs necessarily. For this reason, Option 2 can only partially meet this sub-criteria.

4) Keeping People Safe

The newbuild element will bring with it some improvement to the public realm, as already discussed such as improved lighting and better design public spaces. The new homes will also be designed and orientated within the Estate to provide better overlooking and natural surveillance, which will contribute to improving the feeling of security and safety within the Estate. However, a complete redesign of the public realm will not occur and there will remain elements of the Estate, particularly between the retained blocks heading towards Throwley Way, and along Elm Grove and the alleyway to the High Street, where the partial redevelopment will not affect significant change. Therefore this sub-criteria can only be partially met.

Overall Assessment against Criteria

The partial redevelopment option partially meets three out of the four sub-criteria and therefore is assessed to partially meet the Ambitious for Sutton criteria overall.

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9.2.3. Criteria 3: Social Value and Growth

1) Supporting the creation of new jobs, business and employment opportunities

The partial redevelopment option will provide some creation of jobs and employment opportunities through the appointment of the main contractor to undertake the construction works, and also through the ancillary services that will be required to develop the new homes. However, the scale of development is small with the construction of only 48 homes, so it is not felt that this sub-criteria can be fully met, but rather partially met.

2) Support education and training

Similarly to the above, there will be some possibility of creating education and training opportunities through the contract for the construction work, although these will be limited, so therefore this Option partially meets this sub-criteria.

3) Support health and wellbeing

With the improvement to the homes of the retained blocks and the significant improvement to the quality of the newly constructed homes, there will be an improvement to the living conditions of the residents and arguably their mental health and wellbeing. However this will be limited in the case of the retained blocks, as the improvements made will not be radical enough to really change the quality of their lives. Therefore this Option can only partially meet this sub-criteria.

Overall Assessment against Criteria

The partial redevelopment Option partially meets all three of the Social Values and Growth criteria and therefore partially meets the criteria overall.

Resident Priorities

9.2.4. Criteria 4: Better Homes

1) Better quality homes that are accessible, well insulated, energy efficient and fully adaptable

As discussed under the Council's priorities, the newbuild development will provide homes that well design, high quality and built to current building regulation standards, which will mean they are well insulated, energy efficient and fully adaptable. The retained blocks will not be able to achieve such standards of quality and improvement through the refurbishment alone and therefore this Option can only partially meet this sub-criteria.

2) Homes that are built to modern standards, are larger, with improved layouts and storage

As discussed above, the homes will be better designed, with improved layouts and will meet all modern requirements for storage. As this will only be available to less than half of the residents on the Estate, the sub-criteria can only be partially met.

3) More private amenity spaces, such as balconies or gardens

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The new homes will all have some form of private amenity space, whether that is gardens to the ground floor maisonettes or balconies to all flats on the other floors. The retained blocks do not currently have any private amenity space and there will be no improvement to this within this Option. Therefore this Option can only partially meet this sub-criteria.

4) A variety of home sizes and typologies, including flats, maisonettes and houses, across different tenures

The proposals for the redevelopment includes replacement of the existing houses to provide maisonettes and flats. There will not be any replacement houses. The new homes will be of different tenures such as social rent, shared ownership and private sale. Therefore this can partially meet this sub-criteria.

5) More genuinely affordable homes for local families

As discussed above, there will be the provision of new homes, some of which will be classed as affordable homes for both rent and shared ownership. The scale of development is small, and therefore the number of additional affordable homes created will be circa 16 homes. Therefore it is considered this Option will partially meet this sub-criteria.

6) Improved sound insulation

The new homes will be built to modern standards including meeting all specifications for sound insulation which will be better than the current homes enjoy. As this will only be applicable to a minority of the current residents this sub-criteria can only be partially met.

Overall Assessment against Criteria

Option 2, partial redevelopment can only partially meet all six sub-criteria to this Criteria of Better Homes, and therefore partially meets the criteria overall.

9.2.5. Criteria 5: Improved Environment

1) Retain the strong sense of community and neighbourhood spirit

The partial development Option would require the residents in the houses and bungalows to temporarily move out of their homes, for the period of the demolition and construction of their new homes. The residents in the retained blocks will also be required to move out temporarily although this will be for a shorter period of time. This will cause some disruption and will mean that neighbours who are used to living next to one another perhaps won't be for this period of time. However the Council will do all that it can to enable residents who would like to return to live close to one another are able to do so. Additionally, the new homes will bring a new group of residents to the Estate, of different tenures, and with the addition of new public open space to be used by residents, the hope is that the existing sense of community and neighbourhood spirit will be retained and grow. It is considered that this sub-criteria can be met by Option 2.

2) Improve safety, security and privacy

The newly constructed areas will contribute to improving the safety and feeling of security and privacy, through the well-designed homes, providing more natural surveillance over Elm Grove and the new open spaces and courtyards that will be included. There

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will also be some improvement to the pedestrian route through from the retained blocks to the High Street alleyway. However the improvements to Elm Grove will be limited and there will remain the existing issues with anti-social behaviour as a result of the design and poor aspect of the rear of the high street properties. Therefore this sub-criteria can only be partially met by Option 2.

3) Create accessible and attractive streets including improving the rear of the High Street

As discussed above, there will be improvements made to the route through the Estate to the retained blocks which will make it more attractive and accessible. However Elm Grove will remain unchanged, with the existing issues and therefore this sub-criteria is only partially met.

4) Design good quality outdoor spaces, that provide areas to play and relax

There will be the inclusion of well design good quality outdoor spaces in the form of the open spaces and semi-private courtyards to the rear of the new blocks in the centre of the Estate. This will provide residents with some amenity that is currently completely lacking. Therefore this sub-criteria can be partially met.

5) Enhance street lighting along Elm Grove, Throwley Way and the High Street alleyways

There will be some enhancement to street lighting along Elm Grove as part of this Option. However there are no plans to extend this improvement work to include street lighting along Throwley Way, and any work to the High Street alleyway will also be very limited, and therefore this Option will only partially meet this sub-criteria.

6) Improve the management of the estate, including grounds maintenance, waste collection, parking and traffic controls

The Council can consider improvement to the management of the existing grounds to improve maintenance and street cleaning under this Option. The Council will also consider some minor improvements to waste collection areas and parking areas to improve them. So this sub-criteria can be met.

7) Re-provision of parking for existing residents

The proposals for the new blocks along Elm Grove will mean that 20 existing parking bays will be lost and not re-provided. There will be a remaining provision of parking of 25 parking bays however due to the loss of some of the existing bays, this sub-criteria can only be partially met.

8) Introduce biodiversity through new trees and planting that support a clean and healthy environment

This Option does include some work to the public realm which will include the provision of public open space, semi-private courtyards and play spaces. Within these areas there will be the opportunity to introduce a certain level of biodiversity through planting of new trees, although this will be limited compared to a full redevelopment option, and therefore this can partially meet this sub-criteria.

9) Maintain excellent connections to local amenities and transport links, to support access and mobility for Elm Grove's diverse community

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The excellent connections to local amenities and transport links will remain unchanged and therefore this Option will fully meet this sub-criteria.

Overall Assessment against Criteria

The partial redevelopment Option partially meets six of the 9 sub-criteria and therefore partially meets the Criteria of Improved Environment.

9.2.6. Criteria 6: Financial Deliverability

A detailed financial assessment of Option 2 is provided at Appendix 5. Information provided within this appendix provides justification for the assessment that this option does not perform reasonably in terms of financial deliverability.

9.2.7. Criteria 7: Planning Policy and Design Considerations

In terms of the partial redevelopment options, consideration has been given to the three sub-options comprising option 1 (Infill Blocks); option 2 (Houses only); and option 3 (Flats & Maisonettes). Sub-option 3 represents the more feasible option in viability and deliverability terms. It has the potential to provide up to 32 additional residential units and achieves beyond policy compliance in terms of additional affordable housing provision of a potential range of affordable tenures. However, this is only to the benefit of a small proportion of existing residents as well as new residents on the Council's Housing Register. It does not address the issues for the majority of the existing residents or create a substantial uplift in new homes (both affordable and private sale). This option also lacks the wider place-making benefits that could be achieved as part of a comprehensive approach. It is therefore considered that this Option performs poorly against this Criteria.

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10. Option 3 – Full Redevelopment

10.1. Description of Scheme

Option 3 would involve the complete redevelopment of the Estate, with all existing homes demolished and new homes built in their place.

For the purposes of the Options Appraisal exercise, we have used the masterplan that was developed in collaboration with residents as part of the work on the SPD in 2018. However, should the total redevelopment become the preferred option, further detailed design development would need to be undertaken to develop the masterplan, in consultation and working with residents to ensure that residents are supportive of the proposals.

The current masterplan proposals involve a phased redevelopment of the entire Estate, and could provide around 225 new homes. Proposals comprise a first phase of development at the northern end of the Estate which would provide new homes for existing tenants to relocate to. Development would then continue south towards Benhill Avenue. Whilst initial concept designs are subject to further detailed development, proposals involve three courtyard blocks which could range between 3 and 10 storeys, with the tallest buildings situated at the corner of the northern part of the site, facing Throwley Way and Marshall's Road.

The table below sets out the potential mix of units within the 225 unit scheme.

Table 5: Option 3 Possible Accommodation Mix

Unit Type	Replacement Units	Additional units	Total
One bedroom flat	43	67	110
Two bedroom flat	12	85	97
Three bedroom flat	8	3	11
Three bedroom Maisonette	7	0	7
Total Homes	70	155	225

All homes would meet minimum space standards and as many homes as possible would be dual aspect. New public open space and play areas would be provided for within the central courtyards of the three blocks and private amenity space will be provided to each property in the form of patio gardens or balconies.

The current masterplan can accommodate 32 parking bays, which is a net loss of 13 spaces compared to the existing arrangement. This is due to the need to accommodate the new blocks, and sufficient open space and private amenity space within the new estate.

The feasibility layouts are contained in Appendix 3.

10.2. Assessment Against Priorities

Council Priorities

10.2.1. Criteria 1: Better Homes and Places

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1) Better quality homes, including improved design and space standards, safety and accessibility, energy efficiency, sustainability and management

All new homes on the development will be built to modern standards, meeting current space standards and building regulation requirements for safety, accessibility, energy efficiency and sustainability measures. For this reason the redevelopment option will fully meet this sub-criteria.

2) More homes, including more affordable and mixed tenure home

The development will provide a minimum of 225 new homes, which is an uplift of 152 compared to the current Estate. These homes will be for a mix of affordable tenures, such as rented and shared ownership, but also private sale, with the aim of achieving at least 50% affordable housing on the estate. Therefore this Option fully meets this sub-criteria.

3) Enhanced environment and neighbourhood, including improved public and private amenity spaces and public realm

The public realm on the new estate will be well design, high quality and properly designated open space for communal use in the shape of semi-private courtyards for the use and enjoyment of residents living in those blocks. All homes will have private amenity space, including patio gardens to the maisonettes and balconies to all other homes. This option will fully meet this sub-criteria.

4) Supporting the regeneration of Sutton Town Centre (STC Masterplan)

As the Estate is allocated as part of the Sutton Town Centre Masterplan, the regeneration of the Estate will be integral in forming part of the initial phases of the regeneration of the Northern Gateway of the Town Centre area, bringing wider regeneration benefits to the area, not just the Estate. For this reason Option 3 fully meets this sub-criteria.

Overall Assessment against Criteria

As Option 3 fully meets all four of the sub-criteria for the Better Homes and Places Criteria, it fully meets the criteria overall.

10.2.2. Criteria 2: Ambitious for Sutton

1) Being active citizens

The full redevelopment will allow for all residents on the Estate to have access to higher quality, well designed homes, and to live in a greener, safer and attractive environment. This will assist with improving the quality of life for those on Estate compared to their current accommodation, and will hopefully bring additional benefits to their health and wellbeing. The availability of purpose designed communal courtyards and open spaces will give residents the opportunity to be more physically active. Therefore it is considered that this Option would fully meet this sub-criteria.

2) Make Informed Choices

Residents have been, and will continue to be consulted upon regarding the future of their Estate, and should the full redevelopment option be chosen as preferred option, residents will be an integral part of shaping the detailed design proposals at the next stage of the process. Therefore it is considered that this option could fully meet this sub-criteria.

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3) Living Well Independently

All homes on the new estate will be built to current building regulations which ensure that homes are fully adaptable to meet the changing needs of residents as they get older, to reduce the need for them to move out of their home as they age. This option could therefore fully meet this sub-criteria.

4) Keeping People Safe

The new estate will provide the best opportunity to design out crime, through well considered open spaces and pathways, pedestrian routes through the estate which will be well overlooked and have active street frontages providing lots of natural surveillance adding to the feeling of security as one moves around the Estate, whilst still ensuring sufficient privacy and security of private amenity space. Additionally, all public areas will be well lit, and have CCTV. There may also be the potential to improve the pedestrian route through the Estate and out onto Elm Grove and into the High Street via the alleyways to make these feel more secure and safe. All homes will also meet all current building and fire safety regulations. Therefore this Option can fully meet this sub-criteria.

Overall Assessment against Criteria

The total redevelopment option meets all four of the sub-criteria and therefore fully meets the Ambitious for Sutton Criteria.

10.2.3. Criteria 3: Social Value and Growth

1) Support the creation of new jobs, business and employment opportunities

The scale of redevelopment that will be undertaken under Option 3, will include significant construction work as well as ancillary services to deliver the new estate. This will provide significant opportunity for employment opportunities. Additionally, the new residents that will come to live on the Estate will bring growth to the Town Centre and other local businesses through their use of the amenities and services locally available. Therefore this Option fully meets this sub-criteria.

2) Support education and training

Similar to the previous sub-criteria, this Option will provide the most opportunity to support education and training, through the contracts for the works which will include a requirement under the Council's procurement procedures to include apprenticeships and training opportunities for local people. Additionally, it will provide the Council as local authority, the highest receipts in Community Infrastructure Levy and S106 receipts, an element of which will be allocated by the Council towards education in the Borough. Therefore this sub-criteria can be fully met by Option 3.

3) Support health and wellbeing

Option 3 will provide the best opportunity to improve the residents' quality of life, and as a consequence improve their health and wellbeing through the improved quality of the homes in which they will live in. The comprehensive landscaping strategy will also provide outdoor open space to allow for more exercise on their doorstep, as well as all residents having access to their own private amenity space also. Therefore this Option fully meets this sub-criteria.

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Overall Assessment against Criteria

The full redevelopment option meets all three of the sub-criteria and therefore fully meets the Criteria of Social Value and Growth.

Resident Priorities

10.2.4. Criteria 4: Better Homes

1) Better quality homes that are accessible, well insulated, energy efficient and fully adaptable

As discussed in the Council priorities in more detail, the full redevelopment option will provide all residents, existing and new, with new homes that are modern, well design and meet all current standards in accessibility and energy efficiency. Therefore this Option will fully meet this sub-criteria.

2) Homes that are built to modern standards, are larger, with improved layouts and storage

As above, all the homes will be built to modern standards, with improved internal layouts and provide residents with storage which complies with national space standard requirements, as far as is possible. Therefore this Option will fully meet this sub-criteria.

3) More private amenity spaces, such as balconies or gardens

All homes will include some level of private amenity space, whether this is patio gardens to the ground floor maisonettes or balconies to the upper floor flats. This option therefore fully meets this sub-criteria.

4) A variety of home sizes and typologies, including flats, maisonettes and houses, across different tenures

The new estate will provide homes ranging from one bedroom to three bedroom flats and maisonettes. There will not be any houses re-provided on the Estate. This is because the land required to provide houses would mean that less homes could be provided. Also given its very central location within the town centre boundary, houses are not a unit type that would be considered most suitable.

A range of tenures will be provided for, including a target of a minimum of 50% affordable housing comprising homes for rent and shared ownership, as well as private sale homes. This will provide the best opportunity to create a balanced mix community on the Estate. However, as a result of not being possible to provide houses on the estate, it is considered that this Option will only partially meet this sub-criteria.

5) More genuinely affordable homes for local families

The redevelopment will provide up to 50% affordable homes which will include homes for rent as well as low cost home ownership through shared ownership tenure homes. This will provide the opportunity for local families, both on the Estate or otherwise, to access new affordable homes. Therefore this sub-criteria can be fully met.

6) Improved sound insulation

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The new homes will be constructed to modern standards including sound insulation which will be required to meet certain criteria through planning guidance. Therefore this sub-criteria can be fully met.

Overall Assessment against Criteria

The full redevelopment option meets five of the six sub-criteria and therefore is considered to fully meet the Criteria of Better Homes.

10.2.5. Criteria 5: Improved Environment

1) Retain the strong sense of community and neighbourhood spirit

Although all residents will be required to temporarily move out of their existing homes for the period of construction, the Council has made a commitment to residents, through the Residents' Charter, to ensure residents who wish to remain living close to each other can do so. There will also be the addition of new residents on the estate, of differing tenures, which will contribute to creating a more balanced and cohesive community. For these reasons it is considered that this Option would meet this sub-criteria.

2) Improve safety, security and privacy

The new estate will include better designed public realm, and pedestrian routes through the estate which will include upgraded lighting and CCTV compared to the current estate. All homes will also be built to meet current safety standards in terms of building and fire regulations. Therefore this Option can fully meet this sub-criteria.

3) Create accessible and attractive streets including improving the rear of the High Street

As discussed above, the routes in, out and through the Estate will be significantly improved, and with the full redevelopment will be a comprehensive strategy for the public spaces including any improvements that can be made to the points of entry and egress from the Estate into the surrounding streets. This will include any upgrading to lighting and CCTV which will create safer and more attractive environment. The new Estate will also be fully accessible to residents of all needs, with level access options provided throughout the Estate's communal areas. There is also the potential under this Option to improve the area to the rear of the High street, as part of the comprehensive redevelopment, so therefore this Option can fully meet this sub-criteria.

4) Design good quality outdoor spaces, that provide areas to play and relax

The redevelopment will provide a comprehensive design for the outdoor spaces including play areas and areas for residents to sit and relax. There will be communal semi-private courtyards for the enjoyment of residents within the blocks. Therefore it is considered this sub-criteria can be fully met.

5) Enhance street lighting along Elm Grove, Throwley Way and the High Street alleyways

As set out in the sub-criteria above, the regeneration of the Estate will include enhanced street lighting to Elm Grove and the entrances and egresses of the Estate onto Throwley Way and the alleyways leading to the High Street. Therefore this sub-criteria can be fully met.

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6) Improve the management of the estate, including grounds maintenance, waste collection, parking and traffic controls

The full redevelopment option will allow for a renewed estate management strategy, which will include improvements to the maintenance of the communal areas of the Estate as well waste collection arrangements and facilities which will be well designed so they can be managed more appropriately, to deter the use of fly tipping and other similar issues. Parking and traffic controls can be reviewed, and any parking that is provided on the Estate will be subject to a parking management strategy which will include details on allocation and parking controls. Therefore it is possible that this sub-criteria can be fully met through the redevelopment option.

7) Re-provision of parking for existing residents

In order to accommodate the redevelopment of the whole estate, and support the number of homes as well as level of private and public amenity space that will ensure a high quality, attractive Estate, and given its location in close proximity to a number of transport connections, the level of parking will likely be lower than the current provision. Under the current proposals it is likely that there will be a net loss of 13 spaces to provide 32 spaces in total. How these are allocated based on need will be determined by the Council as the development proposals are worked up and the final number of spaces is subject to detailed design, surveys and planning work to consider the final provision that the scheme is able to support. However as a result of not being able to re-provide the quantum of spaces that are currently available this option will only partially meet this sub-criteria.

8) Introduce biodiversity through new trees and planting that support a clean and healthy environment

The new development will have a landscape strategy that will be developed as part of the masterplan, and will set out how the public open spaces and courtyards within the Estate will provide new trees and planting that will support the introduction of biodiversity within the Estate, where this is currently very little to none. Therefore this Option will provide the best opportunity to meet this sub-criteria.

9) Maintain excellent connections to local amenities and transport links, to support access and mobility for Elm Grove's diverse community

With the regeneration of the Estate there will no change to the excellent connection the residents currently have to local amenities and transport links. Some of these links will be reinforced and made easier for residents to access, from a physical point of view, with improved accessibility throughout the Estate. Therefore it is considered to fully meet this sub-criteria.

Overall Assessment against Criteria

The redevelopment option fully meets 8 of the 9 sub-criteria and therefore it is considered fully meets the Criteria of Improved Environment.

10.2.6. Criteria 6: Financial Deliverability

A detailed financial assessment of Option 3 is provided at Appendix 5. Information provided within this appendix provides justification for the assessment that this option to currently performs reasonably in terms of financial deliverability, and has considerable potential to perform strongly.

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10.2.7. Criteria 7: Planning and Design Considerations

The full redevelopment option represents optimisation of the existing Estate in accordance with national, regional and local planning policy. When compared to the partial redevelopment options it has the potential to deliver a total of 225 residential units (i.e. an uplift of 152 units when compared to the existing estate) on the Site which translates to 177 more units than could come forward under partial redevelopment option 3. Subject to viability considerations, the proposals could also achieve a significant proportion of affordable housing as part of a higher density, mixed tenure redevelopment when compared to the partial redevelopment options. This more positively achieves the London Plan and local plan policy aspirations whilst also satisfying the Residents Priorities (as set out in the draft Community Charter). The full regeneration proposals provide for a net gain in new homes in line with the general aspirations of site specific allocation STC45 and Sutton Town Centre Masterplan and through a carefully designed scheme positively respond to the indicative height parameters and wider place-making principles set out within the adopted Local Plan. Therefore it is considered this Option performs well against the Criteria.

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11. Conclusions and Recommendations

11.1. Summary of Options Performance Against Criteria

The table below sets out how each of the three options performs against the seven assessment criteria set out at Section 3.4, and to what extent the options meet them.

The green cells indicate the criteria has been met to the fullest extent or to a larger extent than the other options. The yellow cells indicate that the criteria has been met to some extent, but not fully and the red cells indicate that an option cannot meet this criteria at all, or performs poorly against the criteria.

Table 6: Summary of Assessment against Each Criteria

No.	Criteria	Description	Option 1 Refurbishment	Option 2 Refurbishment & Partial Redevelopment	Option 3 Full Redevelopment
COUNCIL PRIORITIES					
Criteria 1	Better Homes and Places	5) Better quality homes, including improved design and space standards, safety and accessibility, energy efficiency, sustainability and management	Not met	Partially met	Fully met
		6) More homes, including more affordable and mixed tenure home	Not met	Partially met	Fully met
		7) Enhanced environment and neighbourhood, including improved public and private amenity spaces and public realm	Not met	Partially met	Fully met
		8) Supporting the regeneration of Sutton Town Centre (STC Masterplan)	Not met	Partially met	Fully met
Criteria 2	Ambitious for Sutton	5) Being active citizens	Partially met	Partially met	Fully met
		6) Make Informed Choices	Fully met	Fully met	Fully met
		7) Living Well Independently	Partially met	Partially met	Fully met
		8) Keeping People Safe	Partially met	Partially met	Fully met
Criteria 3	Social Value and Growth	4) Support the creation of new jobs, business and employment opportunities	Partially met	Partially met	Fully met
		5) Support education and training	Not met	Partially met	Fully met

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		6) Support health and wellbeing	Partially met	Partially met	Fully met
RESIDENT PRIORITIES					
Criteria 4	Better Homes	7) Better quality homes that are accessible, well insulated, energy efficient and fully adaptable	Not met	Partially met	Fully met
		8) Homes that are built to modern standards, are larger, with improved layouts and storage	Not met	Partially met	Fully met
		9) More private amenity spaces, such as balconies or gardens	Not met	Partially met	Fully met
		10) A variety of home sizes and typologies, including flats, maisonettes and houses, across different tenures	Partially met	Partially met	Partially met
		11) More genuinely affordable homes for local families	Not met	Partially met	Fully met
		12) Improved sound insulation	Not met	Partially met	Fully met
Criteria 5	Improved Environment	10) Retain the strong sense of community and neighbourhood spirit	Fully met	Fully met	Fully met
		11) Improve safety, security and privacy	Partially met	Partially met	Fully met
		12) Create accessible and attractive streets including improving the rear of the High Street	Not met	Partially met	Fully met
		13) Design good quality outdoor spaces, that provide areas to play and relax	Not met	Partially met	Fully met
		14) Enhance street lighting along Elm Grove, Throwley Way and the High Street alleyways	Partially met	Partially met	Fully met
		15) Improve the management of the estate, incl. grounds maintenance, waste collection, parking and traffic controls	Fully met	Fully met	Fully met
		16) Re-provision of parking for existing residents	Fully met	Partially met	Partially met
		17) Introduce biodiversity through new trees and planting that support a clean and healthy environment	Not met	Partially met	Fully met

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		18) Maintain excellent connections to local amenities and transport links, to support access and mobility for Elm Grove's diverse community	Fully met	Fully met	Fully met
DELIVERABILITY					
Criteria 6	Financial Deliverability	Financial Deliverability	Performs poorly	Performs poorly	Performs reasonably
Criteria 7	Planning Deliverability	Planning and Design Considerations	Performs poorly	Performs poorly	Performs strongly

11.2. Conclusion & Recommendation

Elm Grove has been identified by the Council as one of seven estates which could be suitable for regeneration. There are a number of issues on the existing Estate, both in terms of condition of the current housing which is in need of significant investment but also estate wide issues which residents have raised around anti-social behaviour, feeling of insecurity and lack of any designated amenity space within the Estate.

The Council's corporate policies indicate that better quality housing for existing residents and provision of new housing for future residents should be a priority for the Council and at all three tiers of planning policy, it is clear there is support for boosting the supply of both good quality affordable and market housing to meet current and future housing needs of different groups in the community.

The Council has been consulting with residents of the Estate since 2017, and both residents and Council are keen to see progress made. Three options for the future of the estate were identified through previous work with residents, and as recommended in the GLA's best practice guidance for regeneration, the Council has sought to involve the residents in determining which of these options would be the preferred option for the Estate. To this end, it has undertaken this option appraisal exercise, including a series of consultation workshops with residents, to determine the resident and Council priorities for the Estate. These have been translated into the assessment criteria against which each of the three Options has been assessed.

Options 1 and 2 are shown to be able partly address a number of priorities for the Estate. Both also fail to meet, or perform poorly against some priorities. Option 3 fully meets nearly all of resident and Council priorities for Estate, and performs strongly against the two deliverability criteria of planning and financial deliverability.

In terms of financial deliverability, Options 1 and 2 would involve lower levels of cost in the short term, compared to Option 3, however investment through these options does not deliver improvements in the NPV of the Council's rented stock and would deliver limited wider estate benefits in terms of design quality, placemaking, energy performance and accessibility improvements. A number of current issues at the Estate would remain, such as homes that are below modern space standards, poor accessibility arrangements and a lack of outdoor private amenity space for the majority of the residents. Option 3, in its current form also produces a financial deficit, this deficit per additional unit delivered is much lower than in Option 2. Option 3 would also deliver the most comprehensive change to the quality of the homes and environment for existing residents and provides the Council the opportunity to deliver a significant number of much needed new homes for both those in the local community that are on the housing register and those able to access market home ownership.

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The options have also been assessed in the context of planning policy which supports an increase in both good quality market and affordable housing to meet current and future needs of different groups in the local community. In planning and deliverability terms, it is considered that the full redevelopment option presents the best opportunity for creating design innovation which integrates well with the surrounding townscape and provides for effective place-making to include new areas of outdoor amenity space, play space, public realm and landscaping. The comprehensive redesign with these principles in mind, is capable of significantly enhancing the Site's integration and connectivity with the wider built form as sought by the vision of the Sutton Town Centre Masterplan and this is alongside providing significant improvements to the living conditions of existing residents, through improved energy efficiency new dwellings which will achieve up to date sustainability credentials. It is clear from the planning assessment undertaken that the full redevelopment option should deliver the most significant regeneration benefits and as recognised in the London Plan, contribute to the important role that the redevelopment and intensification of existing estates has in London's housing stock

As a result of the above, Option 3 is recommended as the most appropriate solution and Preferred Option for Elm Grove Estate. It would deliver the greatest benefits to current and future residents that will address the Resident and Council priorities, provide an opportunity to create a balanced mixed community, with much needed new homes and provides the most deliverable solution in terms of planning policy and financial deliverability.

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Appendices

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Appendix 1

Elm Grove Estate Plan

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Appendix 2

Resident Consultation Report



Appendix 3

Levitt Bernstein Feasibility Layouts

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Appendix 4

Savills Planning Report



Appendix 5

Savills Financial Deliverability Report

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Appendix 6

Elm Grove Project Risks

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Daniela Columbano
Associate Director

+44 (0) 20 7016 3827
+44 (0) 7870 999 478
DColumbano@savills.com

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