

Lenadoon & Glencolin Action Plan

Building Successful Communities

Sept/Oct 2016



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Turley

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Contact:

Housing Investment
Level 2 Causeway Exchange
1-7 Bedford Street
Belfast
BT2 7EG

Email: buildingsuccessfulcommunities@communities-ni.gov.uk

Telephone: 02890 515319

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1.1 Turley has been appointed by the Department for Communities (DfC) to prepare a housing-led regeneration Action Plan as part of the Building Successful Communities (BSC) programme.

Background

1.2 The context for the BSC programme is set out in the Housing Strategy for Northern Ireland ('Strategy'), which seeks to ensure that everyone has the opportunity to access good quality housing at a reasonable cost and recognises the economic role that housing can play in supporting economic recovery through job creation and regeneration.

1.3 The Strategy identifies that a housing-led approach to regeneration will be advanced to deliver the vision. The BSC programme is the toolkit for delivering regeneration proposals through the formulation of Action Plans. The programme is intended to regenerate communities currently experiencing blight, dereliction and decline.

1.4 In addition to delivering physical changes, the Plan should have a community focus and be owned by the community. The Plan should set out the aspirations for how the area will be regenerated alongside social and economic initiatives to ensure that a holistic vision is delivered for the local people in the area.

1.5 As part of the programme, a Regeneration Forum ('the Forum') has been established within the pilot area. The Forum is facilitated by an officer from the Department. Their role is to bring the local community and statutory bodies together to identify the housing and regeneration needs of the area.

1.6 The Forum comprises a mix of community representatives, elected representatives and representatives from the relevant stakeholders, including NIHE, Council, Housing Associations, PSNI and Transport NI.

1.7 Lenadoon and Glencolin is one of six communities, which have been included as pilot areas for the BSC programme. The other pilot areas are:

- (i) Doury Road, Ballymena,
- (ii) Lower Falls, Belfast,
- (iii) Lower Shankill & Brown Square, Belfast,
- (iv) Lower Oldpark and Hillview, Belfast; and
- (v) Tigers Bay and Mountcollyer, Belfast.

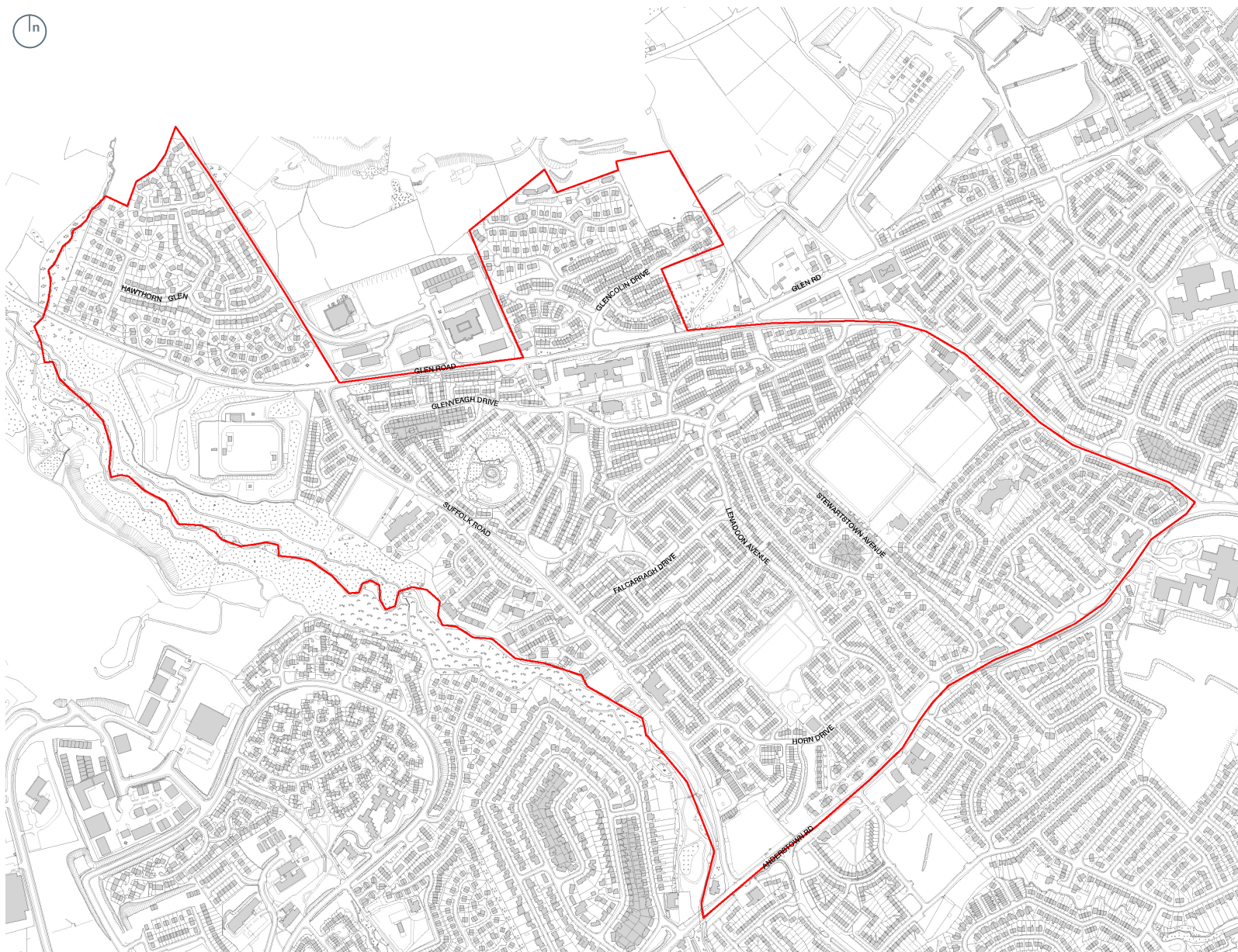


Figure 2.1
Extent of Pilot Area - Lendoon
and Glencolin
Source: OSNI

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2.1 The project brief specifies that the Action Plan for Lenadoon and Glencolin should be constructed in four stages:

Stage 1 (Understanding the Place) – An analysis of the economic, social, physical and environmental needs of the area by collating and analysing the baseline and dialogue with key stakeholders

Stage 2 (Setting the Priorities) – This includes a synopsis of the priorities and goals for the Lenadoon and Glencolin pilot area through a facilitated engagement with the Forum and the wider community

Stage 3 (Agreeing the Actions and Formulating the Plan) – Informed by the findings from the baseline analysis and in accordance with the goals identified in consultation with the Forum draft proposals have been prepared and tested through engagement with the local community

Stage 4 (Next Steps) – Identify resources to deliver the draft proposals, prepare an implementation programme; identify key stakeholder roles and any potential risks in the delivery of the Action Plan

Report Structure

2.2 This report is structured as follows:

- Summarises the conclusions from the Stage 1 analysis, sets out the priorities for the regeneration of the area and provides the rationale for intervention.
- Sets out the objectives (short, medium and long term) for the Action Plan as the regeneration framework.
- Identifies in more detail, a catalyst project or projects that will kick-start the delivery of the regeneration framework in the area. These sit alongside a number of smaller projects which provide environmental and other improvements in the Lenadoon and Glencolin area. The other projects compliment the programme but the catalyst should be seen as the main driver for change.
- Sets out tasks for key stakeholders and details potential future delivery models, to ensure continued joint working between stakeholders and secure the delivery of the long-term regeneration framework.
- Sets out how the implementation of the catalyst projects and other identified interventions will be monitored.



Figure 3.1:
Aerial Image of Pilot Area
Source: OSNI

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Stage 1 - Understanding the Place

03

The Rationale for Intervention

3.1 The key objectives for the BSC project are to:

- Improve housing and infrastructure within communities which are experiencing blight, decline or dereliction;
- Deliver new social and affordable homes, where possible, as part of a housing led approach to wider regeneration activities;
- Unlock wider physical and social regeneration in target areas by providing a focus for environmental upgrading;
- Improve access to amenities; and
- Improve access to economic activity.

3.2 While this area experiences high demand for housing, it experiences high levels of criminal and anti-social behaviour which is exacerbated by the urban form and layout of the buildings.

3.3 This has an adverse impact on the perception of the area and the well-being of the people living in this place.

The Extent of the Area

3.4 Lenadoon and Glencolin is the largest of the six pilot areas, with a population of 8,413¹ persons. Sitting to the south west of the Belfast City Council Area within the Greater Andersontown area of West Belfast (see figure 2.1). It is bound:

- To the north by residential areas off Hawthorne Glen and Glencolin along Glen Road with open countryside beyond;
- To the east by Shaws Road;
- To the south by Stewartstown Road with residential areas beyond; and
- To the west by Colin Glen Forest Park.

¹ Using bespoke Grid Square data provided by DfC, sourced from NISRA 2011 Census

3.5 For ease of reference the project has been considered having regard to five sub areas, as follows:

- **Lower Lenadoon** – comprising the southernmost corner of the pilot area, focused on the junction of Stewartstown Road and Suffolk Road.
- **Middle Lenadoon** – comprising the central part of the pilot area encompassing the Suffolk Road and Carrigart flats.
- **Upper Lenadoon** – comprising the housing located to the south of Glen Road, including the Lenadoon and Corrib flats and Glenveagh Drive.
- **Glencolin** – comprising the residential areas located to the north of the Glen Road, including Hawthorne Glen and Glencolin Drive.
- **Stewartstown Road/Shaws Road** – comprising the eastern part of the pilot area located to the west of Shaws Road.

3.6 There has consistently been high demand for housing in this pilot area. The majority of the housing stock is dated from the 1960's, albeit the area was developed in a piecemeal fashion which has resulted in poor layout and a poor relationship between housing and the public realm in places. This is particularly the case around the existing flats in middle and upper Lenadoon and it is evident that the poorly designed layout of development has resulted in a network of back alleys and enclosed spaces which do not have any natural surveillance. These areas have become associated with anti-social and criminal activity. Furthermore, the age of some of the stock means that some properties are in need of rationalisation and further incremental improvement.

Collecting the Data

3.7 Stage 1 comprised a detailed assessment of Lenadoon and Glencolin to understand the issues impacting on the communities in this area.

3.8 The main observations derived from the analysis are presented in the following paragraphs. Themes emerging from socio-economic profile.



Figure 3.2
Local retail at Lenadoon Avenue
Source: Turley



Figure 3.3
Local retail at the junction of Suffolk Road and Glen Road
Source: Turley



Figure 3.4
Local retail at Woodbourne Crescent
Source: Turley

Themes Emerging from Socio-Economic Profile Analysis

3.9 When compared to Northern Ireland, Lenadoon and Glencolin has a higher proportion of people aged under 15, whilst the number of people aged 65+ is lower than the NI average of 14.6%. The data also highlights a lower than average proportion of households comprising single persons aged 65+. There is a higher than average percentage of people aged 16-44.

3.10 Social housing, which comprises 40% of housing tenure confirms that the social rented sector plays an important role in meeting housing needs in Lenadoon and Glencolin. There is likely to be a continued need for housing of this structure type in the future. Need is also being generated by newly forming households, with around 15.5% of the population aged 16 to 24. The retention of these households in the area will depend upon the suitability and affordability of family housing.

3.11 The area is well served by public services located both inside and adjacent to the boundary of the pilot area. This includes local GP surgeries, community centres, schools and recreational facilities. Within the pilot area there are three existing community facilities and several local centres. Furthermore the Stage 1 report suggests the area has benefited from significant investment over recent years, although more could be done to raise awareness and access to existing facilities.

Themes emerging from the Urban Spatial Analysis

Land Use

3.12 The predominant land use is residential comprised mainly of 2 and 3 bedroom family housing and blocks of one and two bedroom apartments.

3.13 There are four main retail locations, one located centrally at Lenadoon Avenue (Figure 3.2) which includes a taxi rank. The remaining retail offer is located on the perimeter of the pilot area on the junction of Suffolk Road and Glen Road (Figure 3.3), at Woodbourne Crescent (Figure 3.4) and on Shaws Road. These centres offer local convenience retail and services. A further convenience store is located at Carrigart Avenue.



Figure 3.5
Rear parking areas are a common feature (Kerrykeel Gardens)
Source: Turley



Figure 3.6
Carrigan flats are not well integrated with the surrounding residential area due to changes in topography and their orientation.
Source: Turley



Figure 3.7
The garages adjacent to Corrib flats have become an area of anti-social behaviour.
Source: Turley

3.14 Community facilities are also provided, in the form of community centres, schools and sport/recreational facilities. Community Centres include the Glen Community Centre and the Glen Road Community Centre. There are a number of schools and other childcare facilities providing access to education at First Steps Playgroup, St Oliver Plunkett's and the Bunscoil Phobal Feirste serving the pilot area.

Legibility and Access

3.15 Overall legibility is weak which has resulted in the creation of areas where the sense of place is poor and uninviting. Across the pilot area, piecemeal development has taken place in the past which has resulted in the creation of cul-de-sacs, narrow alleyways and inaccessible spaces. This is evident adjacent to Horn Drive and Corrib Avenue.

3.16 There is also evidence of Radburn style development throughout the area, which has resulted in the creation of 'dead' spaces which lack any natural surveillance and have therefore, become associated with anti-social behaviour. The sense of enclosure, definition and any sense of a consistent streetscape are weakened as many properties back onto the streets or rear parking areas (Figure 3.5).

3.17 The pilot area also includes a number of apartment blocks (flats), at Carrigart (Figure 3.6), Suffolk Road, Lenadoon and Corrib flats. These developments do not relate well to the surrounding residential properties as the blocks largely turn their back on areas of open space. The ownership of space around the blocks is also poorly defined meaning these spaces are subject to misuse and neglect. This is particularly at the Corrib flats (Figure 3.7).

3.18 The Carrigart flats sit within a change in level, and use a number of pedestrian bridges to gain access to the upper levels (Figure 3.8). This form of pedestrian separation and approach to higher density development creates further issues with legibility (Figure 3.9) and antisocial behaviour.

3.19 Access in Middle and Upper Lenadoon is more difficult as the housing layout is in part driven by the topography of the area which has resulted in long winding roads and stepped pedestrian routes (Figure 3.10 & 3.11).



Figure 3.8
Carrigart flats are accessed by a series of high level foot paths which restrict movement and limit connectivity.
Source: Turley



Figure 3.9
The layout of the flats has resulted in a series of narrow and indirect pedestrian routes that are under used and neglected.
Source: Turley



Figure 3.10
New ramped access at Lenadoon Avenue has been determined by topography.
Source: Turley

3.20 The Glencolin area to the north of Glen Road, is better defined and feels more secure as open areas are overlooked. However, the area does contain a number of cul-de-sacs which has an impact on permeability. The residential areas of Glencolin, Hawthorne Glen and Meadowhill comprise two storey residential properties, however the topography means that access is difficult and truncated by the use of a cul-de-sac layout.

3.21 The better quality urban structure is located within the Stewartstown Road/Shaws Road area. This part of the pilot area comprises more recent residential development which is based upon perimeter block principles. Streets such as Stewartstown Avenue, Stewartstown Park and Hillhead Park are structured in a more rational and legible manner.

Built Form

3.22 The pilot area comprises mainly two storey residential properties, although there are some bungalows and single storey commercial units located across the area. There are also parcels of apartment blocks (flats), namely Carrigart, Lenadoon, Corrib and Suffolk Road, which are 3 storeys or higher (Figure 3.11-3.14).

3.23 Suffolk Road and Stewartstown Road are not overlooked as properties face away from the road and have a substantial set back from the street. This results in poor built frontage along these streets. For example the 3 storey flats on Suffolk Road do not provide a strong frontage as they are set back from the street and the Carrigart flats are orientated so that they face away from the main road.

3.24 A large proportion of housing across the pilot areas has been developed according to Radburn principles. That is, the sense of enclosure, definition and any sense of a consistent streetscape are weakened as many properties back onto the streets and have rear parking areas (Figure 3.15).

3.25 Where terraced properties do provide a strong frontage in parts, along Creeslough Park and Carrigart Avenue (Figure 3.16), this frontage is then weakened by large areas of open space or left over spaces adjacent to the streets.

3.26 The topography across the pilot area has resulted in large cut and fill



Figure 3.11
Example of stepped access (Carrigart flats)
Source: Turley



Figure 3.12
Corrib flats are 5 storeys
Source: Turley



Figure 3.13
Single storey commercial/retail units
along Shaws Road
Source: Turley



Figure 3.14
Example of bungalows and two storey properties at Conor Rise.
Source: Turley



Figure 3.17
The streetscene is weakened by the set-back of properties and large areas of green space to the front of properties on Carrigart Drive.
Source: Turley



Figure 3.15
Example of two storey properties, relating well to the street at Derryveagh Drive.
Source: Turley



Figure 3.18
There is a change in level between the Glen Road and the properties, including Corrib flats, located to the south, which weakens the street frontage.
Source: Turley



Figure 3.16
The streetscene is weakened by the Radburn layout at Falcarragh Drive which results in limited overlooking of the street and left over green space.
Source: Turley



Figure 3.19
Lenadoon Park is the largest area of play space within the pilot area, and whilst centrally located it is not accessible to all. Furthermore the area is subjected to anti-social behaviour due to lack of surveillance.
Source: Turley

operations which leads to awkward arrangements for the buildings when viewed from the road and therefore weakens the street frontage.

3.27 To the north, the dramatic topography means that the Glen Road sits higher than the adjacent properties to the south (Figure 3.17) and lower than the properties to the north, which results in a poor frontage on to Glen Road.

3.28 Within Glencolin the properties provide a strong frontage to the internal street network. The built frontage is however weakened along Glen Road, where properties do not front the road and dispersed open land such as the vacant Pylon Site at the junction of Glen Road and Suffolk Road form the predominant view on key junctions (Figure 3.18).

Green Space

3.29 Across the pilot area, there are four main areas of green space. These include Colin Glen Forest Park; Lenadoon Park, located to the east of Horn Drive Community Centre; St Paul's and Patrick Sarsfield's GAA grounds and O'Donovan Rossa GAC, located in the east and the Half Moon Lake and Donegal Celtic FC located off Suffolk Road (Figure 3.19-3.22).

3.30 These areas provide structures sport and recreational facilities, however informal green space within the pilot area is limited. Due to the piecemeal development of the area, the provision of green space has been unplanned and largely comprises of left over space, which is not overlooked or accessible and as such has become associated with anti-social behaviour.

3.31 As a result of inward facing development parcels, larger residual green spaces are found around the periphery, including those open areas on Glenties Drive and Carrigart Avenue (Figure 3.23). The topography of the area, which has driven the layout of development, has also resulted in peripheral areas of open space, such as the Pylon Site (Figure 3.24). Whilst associated with anti-social behaviour, the development potential of this area is limited by the presence of a large electricity pylon.



Figure 3.20
Colin Glen Forest Park offers a range of formal and informal recreational facilities for the community and is accessible, however it is subjected to vandalism in areas due to lack of surveillance.
Source: Turley



Figure 3.21
Half Moon Park is a recent facility which offers sports and recreational facilities. Access to this area is restricted due to poor signage and reduced sightlines.
Source: Turley



Figure 3.22
St Paul's GAC and Patrick Sarsfield's GAC offer sports facilities.
Source: Turley

Accessibility

3.32 Overall there is adequate accessibility to the pilot area and outside the area there is good access to the strategic road network. Internally however, connectivity is poor in places as a result of the historic piecemeal development and topography of the area. Furthermore road and footpath surfacing within the area is in need of repair in some areas and parking can be a problem on match days.

Community Narrative

3.33 Lenadoon and Glencolin are housing estates in the Greater Andersonstown area of West Belfast.

3.34 Construction on the Lenadoon estate began in the early 1960s, whilst work on the Glencolin Estate began a generation later in 1978. Lenadoon perhaps witnessed the first “interface” of violence during moments of early unrest, that later became the settled pattern of the “troubles”. Family fears, intimidation and tensions compelled many to leave their homes, and reside in the neighbouring area of Suffolk.

3.35 Likewise, as people were “forced to seek the safety of their ‘own’ community”, the displacement of families from Suffolk and other parts of the city expanded the resident population within Lenadoon & Glencolin. It has been families that have forged, and since sustained, the identity of the community. A community who now stands at more than 8000, with more than half of its properties owned by those occupying their homes.

3.36 Despite relatively high levels of home ownership, social housing demand has been maintained by a consistent pressure for the supply of family homes. In contrast, the turnover of individual flats, which have not received significant investment since 1993, is high; and many are blighted by anti-social behaviour and vandalism. Older flats stock, such as those at Glenveagh Drive, have been cleared and developed by housing associations for family homes. However, security, sublet ‘dole-drops’ and dereliction remain as concerns for permanent residents.



3.37 Upgrades to accommodation and solutions to the built environment is a persistent community wide focus. Regardless of its stock, the area desires to see improvement in the layout, maintenance and lighting of surrounding streets, taxi ranks, and commercial premises. It is not merely an aspiration for better homes, but a means and a measure of efforts to address social isolation, deprivation, crime and anti-social behaviour.

3.38 The high levels of worklessness, endured within the adult community, conflicts with the success of education amongst the young. Within Lenadoon & Glencolin educational attainment has remained consistent with the Northern Ireland average.

3.39 The two primary schools, St Oliver Plunkett and Bunscoil Phobal Feirste are strengthened by out of school and community led sporting, youth and parent groups. New built resources such as the Glen Community Centre offer facilities for crèches, schools clubs, healthy living, family support. Likewise, the Millennium Park, GAA, Soccer and Boxing Clubs sustain vibrant sporting traditions of their neighbourhoods.

3.40 With no major retailers or large scale employer's economic opportunities within the area are scarce. Smaller commercial and community enterprise and the adjacent Workwest Enterprise Park do serve the local population. Nevertheless, increasing employment and access to training is a critical target for community and elected representatives alike. The areas strong community representation has been a founding asset.

3.41 Community representation has played an intrinsic part to overcome fear and pioneer the "intercommunity" dialogue that led to the establishment of the Suffolk and Lenadoon Interface Group. It has allowed the community to take bold steps to overcome division and secured a needed focus from social and investment led programmes.

3.42 One such scheme will soon secure the area's connectivity to other parts of the city. The construction of the West Belfast route of the Belfast Rapid Transport line will provide an opportunity for this community to connect with the rest of the city. Like Building Successful Communities and the regeneration of the physical estate, it will bring with it hopes of improved economic prosperity.

3.43 The success of the project will be in restoring pride in the physical estate. This will bolster the confidence that the community already has, which has already allowed the community to reach out to others.



Figure 3.25

Left over space at the 'Pylon Site' has become associated with anti-social behaviour.

Source: Turley

Stage 2 - Setting the Priorities

04

Community Priorities

4.1 At the completion of Stage 1, a workshop was conducted to present the findings of the baseline assessment to the Regeneration Forum and to prepare a series of priorities for the Action Plan.

4.2 The following priorities were prepared and agreed by the Forum for the Lenadoon and Glencolin Area:



Community

- Identify opportunities for a community facility within Glencolin.
- Increase awareness of and access to existing community services and facilities within the pilot area.



Pylon Site

- A long-term use for the Pylon site should be considered to deliver a community space and address issues of anti-social behaviour.



Housing

- Proposals should seek to address issues of anti-social behaviour, including redevelopment of the Carrigart flats through partial or complete demolition.
- Corrib Flats and surrounding area should be considered for remodelling or redevelopment to address issues of anti-social behaviour.
- A review of the housing layout across the area should identify opportunities for remodelling/ restructuring to address legibility and connectivity issues.
- Look at specific redevelopment of 'Liverpool' houses.



Environment, Recreation and Open Space

- Improve the quality of open space and streets across the pilot area.
- Improve the appearance of the area around the Woodbourne shops, off Suffolk Road, through a traffic management and landscape led enhancement scheme.



Access

- Maintenance and upgrade of roads and footpaths across the pilot area to enhance the appearance and improve accessibility.
- Upgrading of footpaths to provide improved access for those with disabilities (e.g. dropped kerbs).
- Upgrading and improving signage throughout the pilot area to identify key landmarks and facilities.

Stage 3 - Agreeing the Actions and Formulating the Plan

05

Housing as a Facilitator for Change – The Action Plan

Best Practice – Informing the Need to Change

5.1 The Action Plan for Lenadoon and Glencolin (Figure 5.1) sets out a framework to address the variety of issues relating to the urban environment which have contributed to the decline of the area.

5.2 The Action Plan seeks to use urban design principles to establish the foundation for more appealing living environments. Successfully tackling the issues requires a number of place making-led interventions.

These are identified as:



Restructuring the existing street layout and accommodating new residential development where possible;



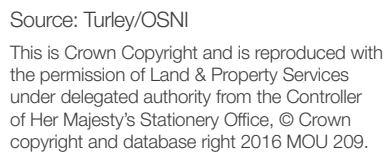
Improving the existing residential stock through improvements to their appearance and/or remodelling of their current layout; and



Introducing environmental improvements to the existing street, pathways and public spaces network.

5.3 Each of the interventions work in a complementary manner to each other. Whilst any single intervention may prove successful in its own right, each should be applied as much as possible through a combined and balanced approach. The proposals set out in the Action Plan for Lenadoon and Glencolin are based on the interventions above.

1. Lower Lenadoon
2. Middle Lenadoon
3. Upper Lenadoon
4. Glencolin
5. Stewartstown Rd/Shaws Rd



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	Pilot area boundary
	Buildings in the area not affected by proposals
	Houses identified for improvement works. In some instances remodelling might occur *
	Houses identified for upgrading works / remodelling
	Proposed new residential development on cleared sites and selective demolition
	Improvements to rear courtyards
	Space converted to on street car parking
	Proposals by others and potential redevelopment sites
	Public open space
	Play / sports facilities
	Potential location for community facility e.g. allotment gardens
	Existing and proposed facilities
	Existing primary streets with environmental improvements
	Existing secondary streets with environmental improvements
	Existing improved pedestrian / cycle paths
	Proposed new primary streets
	Proposed new secondary streets
	Proposed new pedestrian & cycle paths
	Improvements to rear garden boundaries
	Easement required for delivery of Belfast Rapid Transit Network

* These are high level proposals and the exact nature of the improvement works will be determined as projects emerge.

1. Lower Lenadoon

The Action Plan proposes:



Restructuring of existing layout of properties along Horn Drive and Doon Road and the southern part of Lenadoon Avenue to improve legibility and address rear parking areas.



Environmental enhancements throughout the area to assist in improving the image of the area and improving the street lighting to enhance safety.



Improvements to roads and footpaths to enhance the appearance of the area and improve accessibility by way of dropped kerbs and improved crossings, particularly along primary routes such as Suffolk Road.



Improvement works such as painting/ recladding and new windows etc for existing properties within the area which have not seen investment in some time and are in need of repair.



The development of new housing along Suffolk Road, adjacent to the access to Colin Glen Forest Park to provide additional family housing for the area and provide a frontage on to Suffolk Road.



The development of new housing areas of left over open land to the east of Woodbourne Crescent and along Horn Drive to provide additional family housing, address anti-social behaviour and improve the housing layout.



An assessment of the potential for traffic management and landscaping-led enhancements around the Woodbourne shops to follow on from the shop front improvements that have taken place, improve the setting of the Woodbourne Crescent and the environment at this key gateway to the pilot area.

2. Middle Lenadoon

The Action Plan proposes:



Restructuring of the existing layout at Falcarragh Drive and Carrigart Avenue through selective demolition of flats and residential properties in the area.



Selective remodelling of the existing housing areas to address rear car parking areas. In particular this should be explored at Kerrykeel Gardens and Creeslough Park.



Selective remodelling of Rosapenna Square to facilitate new housing on left over open space to the rear of existing properties.



Small scale landscaping, improved street lighting, signage and new pedestrian routes to enhance the appearance of the area and improve accessibility.



Improvement works such as painting/ recladding and new windows etc for existing properties within Falcarragh Drive, Carrigart Avenue and Creeslough Park which are to be retained.



Improved parking provision to the front of properties along Falcarragh Drive, Carrigart Avenue and Creeslough Park through the redesign of grassed areas to the front of properties.



Re-use of rear parking areas and private or shared space where the restructuring of housing layout is not possible. This could improve security of the existing areas.



Case Study 1

New development and restructuring

The existing flats have been identified by the community and the Forum as areas in need of redevelopment and improvement. The quality and layout of the flats and their relationship with surrounding housing is poor in places which has resulted in the decline of these areas. In order to improve the layout of these areas it is proposed that the option to demolish the flats and restructure the adjacent areas should be considered. This relates largely to the Carrigart and Corrib flats. A similar approach has recently been undertaken by Apex Housing as part of the redevelopment of the Lenadoon flats.

Redevelopment of the flats and restructuring of housing areas can:

- help raise the image of the area, changing the physical appearance of the place and the street.
- improve the appearance and quality of the streetscape by ensuring that new development addresses the street; and
- help address connectivity and legibility issues.

Restructuring Housing - West Gorton, Manchester

Following a clearance programme in the 1960s/70s West Gorton became a Radburn style estate. A combination of a reduction in employment and a limited range of housing later resulted in the significant decline of the estate.

To tackle these longstanding issues a programme for the regeneration of the area is now underway. This includes the vacation and demolition of housing and construction of new stock which has resulted in the restructuring of the Radburn layout.

As part of the delivery of the West Gorton Regeneration programme, training and employment opportunities will be provided for the residents of the area via local labour agreements with the developers concerned. The development will also enhance the housing offer in the area with the aim of retaining more of the economically active population.

Redeveloping Flats – Stanhope, Kent

Built in the 1960's Stanhope was built as a London overspill. The area was designed based on the Radburn principles and consequently fell victim to anti-social behaviour and crime associated with the ill-fated design. In 2007, following extensive consultation with residents, the Council embarked on a comprehensive regeneration of the estate.

Residents identified a number of key priorities that would improve their quality of life. These included creating a new identity, sense of place and public perception for Stanhope; building a more balanced community by demolishing nine blocks of flats and replacing them with mixed tenure houses; and creating a safe and secure environment by reducing anti-social behaviour.

New residential development delivered at West Gorton, Manchester which includes flats



New residential development delivered at Stanhope, Kent which does include better designed flats and new housing.



3. Upper Lenadoon

The Action Plan proposes:



Restructuring of the existing layout through selective demolition or remodelling of the Corrib flats and development of new housing, including the development of land currently occupied by the garages and hardstanding to the front of the flats.



Small scale landscaping and improvement works to street lighting and parking in order to enhance the appearance of the area and improve accessibility.



Re-use of rear parking areas and private or shared space. This could improve security of the existing areas.



Improved parking provision to the front of properties along Glenveagh Drive, Dungloe Crescent and Lenadoon Avenue through the redesign of grassed areas to the front of properties.



Case Study 2

Improvements to existing housing stock

As set out at Stage 1, the housing stock in the area varies. It is also identified at Stage 1 that the flats in the area are in need of redevelopment/investment. In addition to considering options for the redevelopment of housing and the flats, consideration should also be given to the potential to improve the existing housing stock. For example improvements to the exterior of the existing housing stock can improve the appearance of a place, creating more welcoming residential environments.

The piecemeal development of the area has resulted in a poor relationship between some existing properties and the street and the flats. By reconfiguring properties to ensure it has front door access onto the main street or shared area, with its garden and more private areas to the rear of the property, the main street or shared surface becomes activated.

Remodelling Existing Housing – West Gorton, Manchester

Following a clearance programme in the 1960s/70s West Gorton became a Radburn style estate. A combination of a reduction in employment and a limited range of housing later resulted in the significant decline of the area.

In addition to the redevelopment of the area for new housing, considered earlier, remodelling of existing housing was also delivered to address issues resulting from the Radburn layout. Properties were reversed and re-clad to look on to shared space and access roads and to enhance their appearance so that they would integrate with the new build housing.



Remodelled housing stock at
West Gorton, Manchester.
Source: Turley



Case Study 2

Improvements to existing housing stock

Remodelling Existing Flats – The Three Towers, Collyhurst, Manchester

The three towers at Collyhurst, Manchester were built in the 1960s to rehouse large numbers of people following widespread slum clearances. The towers were poorly built and the existing community were in need of an improved living standard.

Each 13 storey tower has been retained during the regeneration process, with only the cladding and internal layout being remodelled. The scheme has created 186 refurbished one and two-bedroom apartments for sale.

186 new homes have been created and re-imagined through a rebranding process. The project is seen as a beacon of regeneration for Collyhurst and the external improvement to the towers has significantly improved the physical environment.

Source: Urban Splash



Source: Urban Splash



One of the Collyhurst towers before and after remodelling

4. Glencolin

The Action Plan proposes:



Development of the Pylon site as a community/ residential space



Improvement works such as painting/ recladding and new windows etc for existing properties within the area which have not seen investment in some time and are in need of repair.



Small scale landscaping and improvement works to street lighting and parking in order to enhance the appearance of the area and improve accessibility.



Potential provision of a new play area to serve this part of the pilot area if a suitable location can be found.

5. Stewartstown Road / Shaws Road

The Action Plan proposes:



Small scale landscaping and improvement works to street lighting and parking in order to enhance the appearance of the area and improve accessibility.



Case Study 3

Environmental Enhancements

Establishing a street hierarchy is vital in helping to distinguish public and semi-public/private places from each other, and helping in wayfinding, both for local residents and visitors.

Importantly, streets should function as places, providing the appropriate environment for pedestrians first, then vehicles, in order to promote a more walkable neighbourhood. The Action Plan for the area envisages a number of different street typologies including;

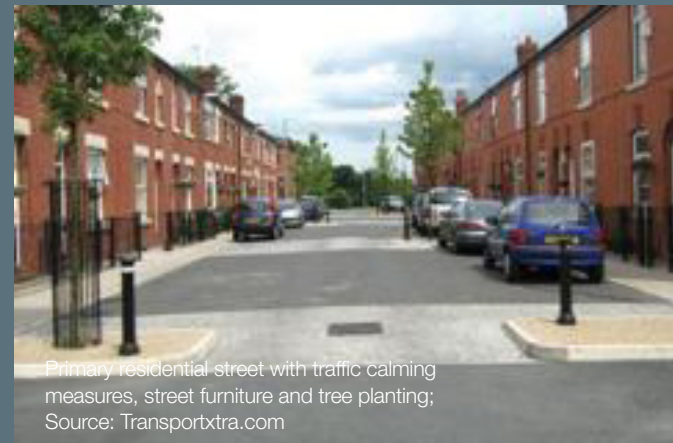
- **Primary streets** – the main street running through a residential area. A typical primary street could include pedestrian footways, two lane vehicular carriageways and a variety of environmental features such as tree planting, signage, street lighting and street furniture.
- **Secondary streets** – a local network of streets. This means slowing traffic down through signage, street furniture, road markings, raised tables and single lane priority. On-street parking is also encouraged.
- **Pedestrian & cycle paths** – These are separated from primary and secondary streets to provide safe and direct access throughout the community.

The Dings Homezone, Bristol

Having an existing sense of community The Dings neighbourhood was able to work alongside the council to see the Home Zone become a reality. Sustrans worked with them at their regular monthly meetings, as well as through a number of outdoor events, newsletter-surveys and door-to-door, to consult with the community and collectively draw up a palette of features and materials for the Home Zone. These discussions resulted in different streets being paved in different materials according to the wishes of the residents. Continuity of design was maintained in other ways by using a uniform style to indicate parking bays, and by using pieces of public art throughout the area to enhance its sense of place.



Secondary street with pedestrian priority and integrated car parking
Source: Future Communities



Primary residential street with traffic calming measures, street furniture and tree planting;
Source: Transportxtra.com



Case Study 3 Continued

Environmental Enhancements

Below are a number of images which portray what improvements to the rear parking areas could take place.

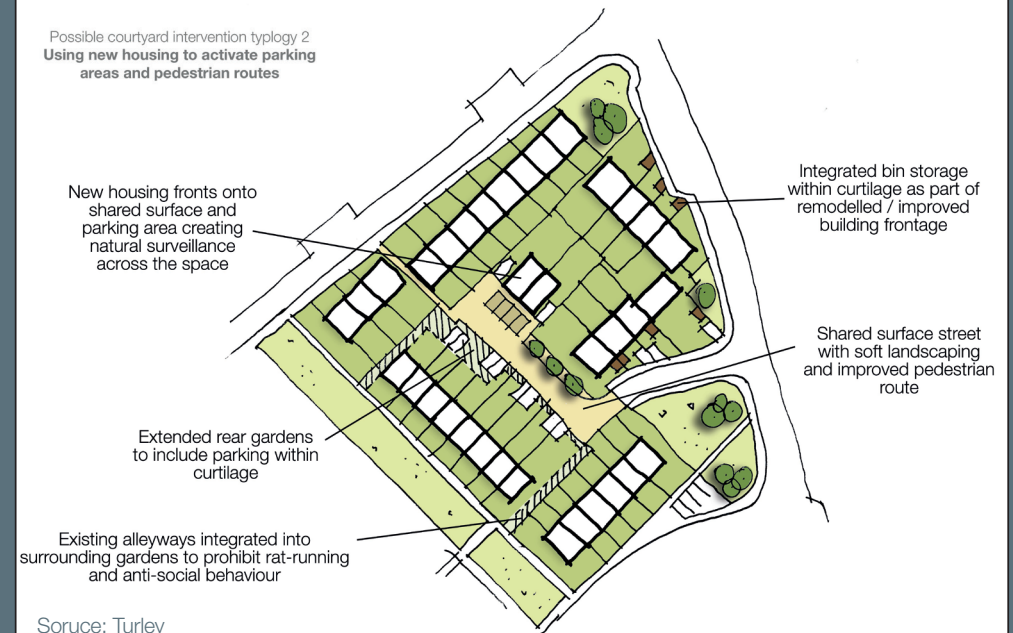
Rear parking areas could be resurfaced and rear gardens could be extended to provide secure, in curtilage parking.

Possible courtyard intervention typology 1
Secured and reconfigured courtyard parking



Source: Turley

Possible courtyard intervention typology 2
Using new housing to activate parking areas and pedestrian routes



Source: Turley

Community Validation and Adoption

5.4 In order to gather community feedback and comments on the draft proposals, a two week long public exhibition was held across two venues in the Lenadoon and Glencolin pilot area from Monday 18 November until Monday 2 December 2015.

5.5 During this time the exhibition was on display in the Stewartstown Road Regeneration Project Office and the Glen Road Community Centre. The exhibition was manned on three occasions by Turley and DfC staff. Members of the Forum were also invited to make comments on the draft proposals.

5.6 A summary of the response to the feedback received from the community and Forum members is set out below.

- The priorities will need to be revised to include improved access to community facilities, services and resources to ensure that community services are maintained;
- We note the comments received in relation to the need to provide for community facilities. The Stage 1 assessment which includes an assessment of existing facilities within the pilot area suggests that the area is well served by social and community infrastructure.
- The Action Plan will ensure that further consultation is undertaken as detailed proposals for any of the recommendations in the Action Plan come forward to ensure that the community remain engaged in the process.
- The Action Plan will include details on what type of housing should be provided within the area in order to meet the need.
- The Action Plan will not identify individual properties for demolition, however the proposals will be prepared in consultation with the community and will seek to minimise the impact on owner occupied properties. Any detailed proposals for restructuring will be subject to further consultation with the community.

- The detailed development of vacant sites will be subject to further feasibility work, which will include consultation with the community, in order to understand the development potential.
- The Action Plan will include proposals for the Pylon Site to be considered for other uses. Feasibility work on the use of the site has been carried out and detailed proposals prepared.
- Traffic calming measures across the pilot area could be considered through further feasibility work and could be secured as part of wider environmental improvements.

On the basis of the comments received the Action Plan has been formally accepted by the Forum.

Stage 4 - Next Steps: Delivering Change

06

A Catalyst for Lenadoon and Glencolin

6.1 The rationale for the Building Successful Communities (BSC) programme captures a long-term process of investment to ensure the sustainability of the pilot neighbourhoods for future generations.

6.2 The Action Plan for Lenadoon and Glencolin reflects this longer-term ambition for investment and change. Whilst the neighbourhood benefits from historic and ongoing investment in new housing and social infrastructure, engagement with the community and the Forum has highlighted the need to build momentum in delivering projects in order to build confidence and trust in the programme within the community.

6.3 In order to demonstrate commitment and realise the long-term plan for regeneration a catalyst is required. The catalyst will build on existing investment and contribute to fundamentally changing perceptions of the neighbourhood and engaging and building confidence amongst the community.

6.4 The catalyst will need to demonstrate a level of commitment to the programme from key stakeholders and partners. These projects will therefore need to challenge a number of existing perceptions of the community and stakeholders and contribute towards generating new perspectives of the neighbourhood providing distance from existing stigmas.

6.5 The catalyst projects are intended to deliver in the short-term and medium-term recognising the commitment of DfC to the BSC programme. Delivery responsibilities and risks are identified against each of the projects. It will be critical that progress is monitored for each of the projects.

6.6 Where delivery challenges present obstacles to their early delivery a review of other projects which could play an equally catalytic role should be undertaken to ensure the momentum of regeneration and change in the neighbourhood is sustained.

Introducing the Catalyst Projects

6.7 Two catalyst projects have been identified for the Lenadoon and Glencolin pilot area.

- Carrigart flats; and
- Corrib flats

6.8 These projects will require the collective support of key stakeholders with land-holdings and funding resources as well as the community and their representatives to ensure that they present a solid foundation from which to deliver the priorities for Lenadoon and Glencolin.

Rationale for the Catalyst Projects

6.9 There is a significant level of housing need within the Lenadoon and Glencolin pilot area. This is evidenced in both the number of households classified as in housing need and in Housing Stress (NIHE definition) and the low numbers of empty social housing properties.

6.10 Whilst there is a high need registered from all household types there were, as of 2015, almost 850 family households classified as in Housing Stress on the NIHE waiting list in the neighbourhood.

6.11 Despite the high need for new housing there are concentrations of housing stock in the area which are perceived by the community as having a negative impact on the perception of the neighbourhood and which contribute to socio-economic issues in their vicinity. Two distinct blocks of flats in the Lenadoon and Glencolin pilot area are largely perceived by the community as characterising these issues. As set out within Stage 1 this includes the Carrigart and Corrib flats.

6.12 The current demolition and re-development on the land which was formerly occupied by flats has demonstrated to the community the impact of change and has been viewed positively. There is a pressing impetus within the community to maintain this momentum of regeneration through the completion of that scheme and the implementation of comparable programmes of change on the remaining blocks of flats.

6.13 The re-development or improvement of the remaining blocks of flats presents an opportunity to provide a mix of new housing which recognises the broader need for a range of housing products within Lenadoon and Glencolin, including family oriented homes. The integration of new housing also represents the potential to create high quality urban environments which fundamentally alter the internal and external perception of the area.

6.14 A sustained and comprehensive programme of intervention on this area of perceived challenge is considered likely to have a significant impact on generating an increased level of self-belief within the community. The proposed catalyst projects are intended to complement not only the existing recent investment in the Lenadoon flats but also the development of the 'Pylon site'. As explained at Stage 3 this has the potential to form a new community space for the area at a key point of entry to the neighbourhood from the west. Generating interest and capacity in the schemes has the potential to present a

unifying catalyst to elevate positive community capacity in the neighbourhood.

6.15 Equally a commitment to addressing those aspects of the stock perceived as presenting the poorest image of the neighbourhood will have a positive impact on the wider perception of the market serving to improve viability and interest in progressing further development schemes. This will form an important foundation for delivering the wider ambitions for re-development and change set out in the plan for the neighbourhood in Stage 3.

6.16 There is recognition in the community that the catalyst projects should not be seen to displace the problem and that the delivery should include measures to support the people currently living here and dealing with drug and alcohol addiction which is contributing to the overall perception of a poor quality living environment.

Delivering Regeneration

6.17 The Catalyst Projects identified for the Lenadoon and Glencolin pilot area present a strong foundation upon which to deliver the objectives of the BSC programme, however the community aspirations will require that appropriate mechanisms are in place to ensure that they are delivered.

6.18 Using examples from elsewhere, we have identified a number of delivery mechanisms which could be considered for the catalyst projects, and other proposals, for Lenadoon and Glencolin.

6.19 Promoting Ongoing Partnership Working – In order to deliver the transformation of the Lenadoon and Glencolin pilot area it will be critical that existing partnerships are strengthened and where necessary new joint working established to ensure maximum input from all individual stakeholders.

6.20 Joint Venture Partnerships (JVP) – It is clear that the public sector has a pivotal role to play in pump-priming the regeneration process and to create confidence for private sector investment. For example the public sector could de-risk sites in terms of readying sites for development or, where the public sector is the landowner, they could improve scheme cash flow and viability by deferring the payment of land receipts.

Case Study 4

Joint Venture Partnership

Sheffield Housing Company

Represents a JVP between Sheffield City Council, Keepmoat Homes Ltd and Great Places Housing Group, set up to provide a regeneration vehicle in an area of Sheffield where the Council had significant freehold ownership of land.

The Council provides the land into the Company as its equity which is matched by cash from the private sector. As development comes forward the Council receives payments to the agreed residual value and 50% of any profit.

Additional value generated can then be used to deliver additional regeneration benefits.

Image: Sheffield Housing Company



In the Lenadoon and Glencolin pilot area it is acknowledged that NIHE is one of the main landowners. It is also acknowledged that there is limited land available for development in this area, however the recommendations set out at Stage 3 do suggest that some new development could take place on small areas of land or as part of restructuring proposals for existing properties.

It may be possible for NIHE, as the landowner to have a JVP with a Housing Association. NIHE could provide the land ready for development by a Housing Association. In preparing the sites funding may be available from BSC, however both the Housing Association and NIHE would have equal share of the profit generated by any residual land value.

6.21 Master Developer – The Local Authority/Landowner becomes the developer, allowing them to retain control of the process and let construction contracts.

Case Study 5

Master Developer Thurrock Gloriana

In 2013 Thurrock Council agreed to establish a 'General Fund Special Purpose Housing Company' with aim being for the Council to deliver new housing.

The Council had significant landholdings and was able to use its capacity for prudential borrowing against the Council's general fund at competitively low rates of interest. In this case the Council retained ownership of its assets and as a public sector owner of the land developer profit can be waived with the value resulting directly from the uplift in land value. This ensures the viability of development. This model also ensures that a range of tenures can be developed with the Council able to retain rental income on properties to service interest payments.

The Council procures contractors using their own framework to construct development with the Housing Department acting as the planning applicant.

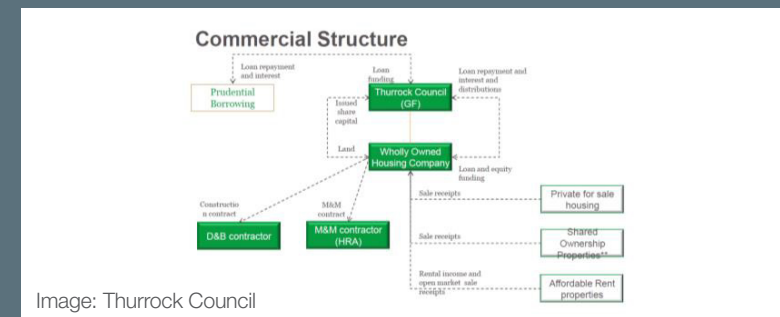


Image: Thurrock Council

In the case of the Lenadoon and Glencolin pilot area NIHE could take the 'master developer' role as the main landowner. NIHE would then be responsible for appointing contractors to develop the land, whilst also being the applicant for any planning applications. They would then be able to retain any uplift in land value achieved as a result of the development, which could be invested back into the local area for other improvement works.

6.22 **Community Land Trust (CLT)** – Provide a mechanism for devolving and empowering the community in the regeneration process.

Case Study 6
Community Land Trust

CLT's are essential local organisations set up and run by the community to develop and manage homes. It requires the ownership of land by the community, either gifted or purchased.

Bristol CLT

Bristol CLT is bringing forward a development of 12 new homes, which will include a mix of ownership and rental tenures. The scheme has been prepared by CLT and the properties will be advertised for purchase and rent. The property prices are benchmarked to ensure that local members of the community are not excluded from the housing market.



Image: www.bristolclt.org.uk

A CLT can also be responsible for other land uses. For example, a CLT comprising local stakeholders and representatives could be created for the land at the Pylon Site. Provided that landownership issues can be resolved and the land can be secured by BCC/NIHE then the land could be gifted to the local CLT. BSC funding may be able to assist in the purchase of land. Once transferred to the CLT they could then develop the site as proposed in the recent feasibility study, using funds generated by the sale or rent of the housing element to implement and maintain a community use.

Addressing the Priorities

6.23 It is important to ensure that the actions identified for the area seek to address the priorities identified by the community. Table 6.1 demonstrates how the proposed catalyst projects meet a number of the community priorities for the Lenadoon and Glencolin pilot area.

Table 6.1: Addressing the Priorities

Project	Proposals	Community Priorities
Carrigart flats	Redevelopment of existing housing stock	Address issues of anti-social behaviour
	Provision of new housing stock	A review of the housing layout across the area to address legibility and connectivity issues
	Improved access and walkways	Upgrade of roads and footpaths to enhance appearance and improve accessibility
	Landscaping/open space	Upgrade footpaths to improve access for those with disabilities
		Improve the quality of open space
Corrib flats	Redevelopment of existing housing stock	Redevelopment or remodelling of Corrib flats to address anti-social behaviour.
	Provision of new housing stock	A review of the housing layout across the area to address legibility and connectivity issues
	Improved access and walkways	Upgrade of roads and footpaths to enhance appearance and improve accessibility
	Landscaping/open space	Upgrade footpaths to improve access for those with disabilities
		Improve the quality of open space

1. Carrigart Flats Re-development

Project Rationale

6.24 Consultation with the community and the Forum highlighted the strength of public opinion around the extent to which the Carrigart flats represented a hotspot for anti-social behaviour. The design of the flats and surrounding environment has facilitated them becoming a notorious landmark within the neighbourhood in terms of both their physical presence but also as noted above the stigma associated with anti-social behaviour (Figures 6.1 – 6.4).

6.25 It is envisaged that the level of intervention required to facilitate change in this part of the pilot area would result in a demolition and new build development. This would however have to be subject to the completion of a detailed feasibility study which would need to consider a range of options for the future development of the site.

6.26 The Catalyst project set out below does however propose the redevelopment of the flats as it is considered that this level of change would be required to change the perceptions of this part of the pilot area and address anti-social behaviour issues

6.27 The Lenadoon & Glencolin pilot area exhibits a high need for housing of all tenures with a significant amount of households registered with the NIHE as in need of housing in the area. The removal of a significant number of flats, with the Carrigart blocks of flats including 72 units and the Falcarragh Drive blocks a further approximate 25 units, evidently has the potential to further exacerbate this need in the short-term. If feasible, the project proposes a replacement of approximately 60 units back on the site with this representing a lower density of development.

6.28 Importantly the new housing to be developed will present a significantly improved quality of housing and will ensure a greater, more integrated, mix of apartment stock but also family housing aligning with the breadth of need identified on the NIHE waiting list. This will ensure a more sustainable mix of tenures and types of housing for the future of the neighbourhood which is reflective of changing population and age structures.



Figures 6.1– 6.4: Carrigart Flats at present – the building is in need of improvement and the surrounding environment provides evidence of anti-social behaviour.

Form of Intervention

6.29 On the basis of feedback received from the community and the Forum the proposed intervention would, if feasible, include the demolition of the existing three blocks of decked flats and the further two blocks on Falcarragh Drive to create a single large re-development site. The existing blocks of flats are surrounded by areas of greenspace and hardstanding which could also be included within the development site along with the existing highways (Figure 6.5).

6.30 Subject to the completion of a feasibility study, the development site would be re-designed to provide a mix of housing in terms of both type and tenure which is considered to align more closely with community aspirations and the needs of households in the area. This would be similar to the recent redevelopment schemes that have taken place in Lenadoon and the Lower Falls to replace flatted development. (Figure 6.6 - 6.8). The new housing development would be designed based on principles which will design out crime and integrate strongly with adjacent residential areas. The provision of new greenspace and play space facilities within the sites will assist in integrating the development with surrounding areas and provide a pleasant environment for new residents.

6.31 The nature of the 'put-back' should also seek to challenge the communities perception of apartment development and how if sensitively handled it can make a contribution to sustaining the future housing need of the area by freeing up family housing and allowing adequate support to be designed into the proposal for those in the community in worst need of it.

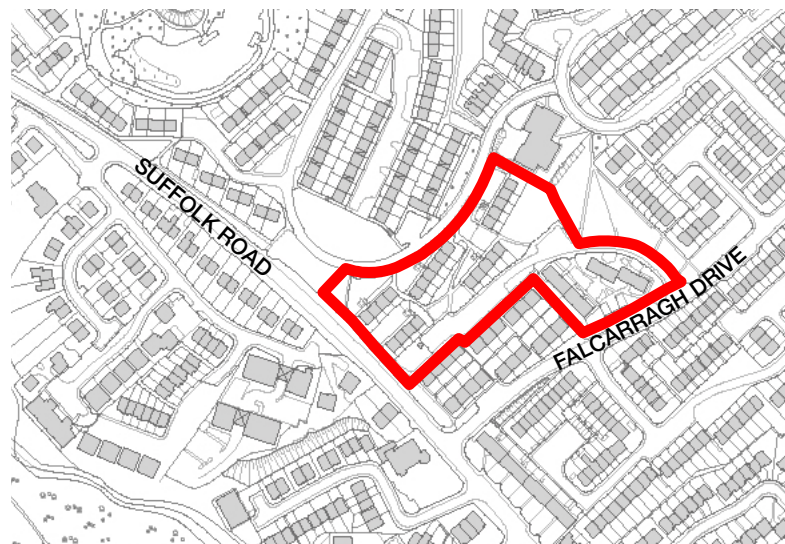


Figure 6.5: Carrigart flats: Site Location Plan

Source: OSNI

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Figure 6.6:
Example – New housing by Apex
to replace Lenadoon Flats
Source: Turley

Resource Plan

6.32 A Feasibility Study will be required for the development site. In the first instance, the Feasibility Study will need to consider a number of various options for the site. These include:

- Environmental Improvements – such as landscaping and lighting works to the surrounding area and superficial improvements to the exterior of the building. Provision of structured informal amenity space ‘a community green’ putting a heart back into the place.
- Remodelling works – including internal reconfiguration of the building, cladding of the exterior and environmental works to the surrounding area.
- Redevelopment – comprising the demolition of the existing building and development of new housing which is better integrated with the surrounding area.

6.33 The Feasibility Study will need to include a further assessment to identify an appropriate type and tenure of housing to best reflect the housing need in the area, whilst also accounting for the impact of the development of the existing tenants/residents. Options derived through a Feasibility Study will also need to be informed by consultation with the relevant stakeholders and community. In particular existing and adjacent residents and other statutory bodies should be engaged.

6.34 The study will also need to consider the practicalities of phasing development to enable a minimum impact of the re-location of existing tenants and owner-occupiers within the existing flats.

6.35 The viability of the scheme will also need to be considered through the Feasibility Study in order to identify the scale of any funding gap and the potential to generate developer contributions to support the implementation of environmental improvements adjacent to the site boundary. This will need to take into account the implications and costs associated with purchasing properties now in private ownership within the blocks.

6.36 It is understood that a previous assessment of demolishing and re-developing the Carrigart Flats only was explored by NIHE, with this identifying a likely cost of £2.4million. This, however, assumed the re-development of only 27 units (i.e. a net loss of 45 units). The catalyst project proposes a greater density of development representing a mix of housing types which it is considered would be likely to reduce this funding gap.

6.37 The current demolition and re-development of the Lenadoon Flats (Figure 6.6) also provides a useful context. In total this included the demolition of 55 units, just over half the properties envisaged in this project, and the replacement of 27 units, less than half of those proposed. The new units are to be predominantly 3 bedroom properties with 5 four bedroom properties. The project cost for the Lenadoon flats was approximately £1,450,000. It is unknown as to the extent of private ownership within the Lenadoon flats with any associated costs not explicitly included within this costing.

Delivery Partners / Stakeholders

6.38 The majority of flats are in the ownership of NIHE². NIHE will need to lead an evaluation of the feasibility of demolishing the units. This will need to take a broad look at the positive implications on the neighbourhood in terms of wider socio-economic factors and environmental improvements as well as the consideration of housing need factors. It is recognised in this context that whilst the communities perceptions of the flats is clearly negative levels of occupancy have remained comparatively high largely as a result of high need from single person households in the area. Limiting an evaluation as to the future role of the flats to need factors alone therefore fails to consider in full the impact of the flats on the community as a whole.

6.39 Where re-development options are proposed, NIHE and DfC will jointly need to lead on the preparation of bid documents for the site. This will need to set out the broad master-planning principles for the site in terms of density and housing tenure and type mix.

² As of June 2015 the GIS data supplied by the NIHE indicated that they managed 63 units within the Carrigart Flats blocks with 9 units therefore assumed to be in private ownership. As of June 2015 no sales of properties by the NIHE in the blocks have been registered since June 2011. Within the Falcarragh blocks the data indicates there are 19 properties managed by NIHE with 6 properties recorded as sold. This position would need to be updated and validated using the NIHE's latest data.

6.40 The delivery of the scheme will require private sector investment through a selection of a lead housing association or private sector delivery partner to bring forward new housing on the site alongside the required environmental improvements and landscaping.

6.41 NIHE and the selected development partner will need to work jointly with the community in the final design of the scheme.

6.42 The brief may include the delivery of specialist accommodation which addresses the housing need of more vulnerable tenant groups living in Lenadoon and Glencolin supported by appropriate support and intervention programmes.

Risks

6.43 The most significant risk is represented by the scale of the potential relocation of households within the current stock. Whilst the stock is widely perceived as of poor quality and has a significant negative impact on the community it is currently well occupied by both NIHE residents and owner-occupiers.

6.44 In this context it will be critical that residents are fully involved in the redevelopment process from the start. Careful consideration will need to be given to the phasing of demolition and development to minimise the need to relocate existing tenants and occupiers outside of the direct area.

6.45 There is a risk that lack of community support for specialist accommodation or limited capacity amongst community leaders to engage in detailing the benefits of addressing underlying structured problems, will weaken the community support needed for proposals to be brought forward.



Figure 6.7:
Example of redevelopment scheme – New housing at Devonshire Close, Lower Falls.
Source: Turley



Figure 6.8:
Example of redevelopment of flatted development delivered by Apex at Ross Road, Lower Falls.
Source: Turley

Benefits

6.46 The redevelopment of this site would present significant benefits in terms of replacing approximately 97 dwellings perceived as being of poorer quality stock in the neighbourhood with c.60 new homes of a broader mix of type and tenure. The final development proposal would however be subject to the outcome of a Feasibility Study and as such the benefits could vary.

6.47 Importantly, however, the intervention would have wider reaching benefits associated with addressing an area which has been identified as a hotspot for anti-social behaviour. The associated benefits will therefore include:

- The removal of the existing stigma associated with the stock in the area.
- An opportunity to create new attractive greenspaces and community environments which will be an asset to the wider neighbourhood.
- Provision of employment opportunities resulting from their construction. Local labour / supplier agreements should be utilised where appropriate to ensure the maximum impact of employment opportunities generated.
- The tackling of the long-term underlying problems contributing to anti-social behaviour and perception of the place.

Timetable and Next Steps

6.48 The first stage of work will require a Feasibility Study within a six to nine month timetable. This will determine the viability of the scheme and its approach to mitigating impacts on the existing resident community. Subject to the conclusions of this study a development brief will need to be set for the site and issued to a shortlist of housing association / developer partners. The procurement process will select a preferred developer who would be responsible for continuing to engage with the community to design the final scheme and the submission of a planning application for development.

6.49 Table 6.2 sets out an estimated schedule for the project.

Table 6.2: Project Timetable

Year	Tasks	Stakeholder	Time
Year 1	Feasibility study including viability assessment	DfC/ NIHE	6-9 Months
Year 2	<p>Agreed development approach</p> <p>Refined masterplan / development brief for the site</p> <p>Exercise to appoint Housing Association or Private Developer commenced</p>	DfC/ NIHE	<p>6 Months</p> <p>6-9 Months</p> <p>6 Months</p>
Year 3	<p>Exercise to appoint Housing Association or Private Developer completed</p> <p>Potential demolition of flats started</p> <p>Development on site</p>	Selected development partner	6 months

2. Corrib Flats Re-development

Project Rationale

6.50 The rationale for intervention is similar to the first catalyst project.

6.51 The community identified Corrib flats landmark for anti-social behaviour within the neighbourhood. In terms of their physical presence and the stigma associated with the development they need to be addressed (figure 6.9).

6.52 The project will represent a further opportunity to address a significant area of concern within the community. Further new development within the area will serve to elevate market confidence in the neighbourhood improving the perception of future available development plots.



Figure 6.9: Garages to the rear of the Corrib flats are not overlooked and have been subject to vandalism and anti-social behaviour.

Form of Intervention

6.53 Unlike the Carrigart flats, the desire by the community for the demolition is less vocal as some would like to see other options explored through the Feasibility Study. It is proposed that the a Feasibility Study considers the following interventions:

- **Environmental Improvements** – such as landscaping and lighting works to the surrounding area and superficial improvements to the exterior of the building.
- **Remodelling works** – including internal reconfiguration of the building, cladding of the exterior and environmental works to the surrounding area.
- **Redevelopment** – comprising the demolition of the existing building and development of new housing which is better integrated with the surrounding area.

6.54 To invoke significant change in the perception of Corrib flats however it is recommended that the appropriate intervention would involve the demolition of the existing three blocks of four storey flats along with the adjacent row of garages. This will create a single development site (Figure 6.10).

6.55 Subject to the outcome of a more detailed feasibility assessment it is estimated that a total of 32 existing housing units will be removed. Assuming that the re-development brings forward a broader mix of type and tenure of housing means that the provision of in the region of 25-30 units would replace this stock. This would need to be considered further as part of a more detailed feasibility assessment.

6.56 Unlike Carrigart, the proximity of the site to Shaws Road means that it could be developed as affordable housing for sale to provide an opportunity for ‘re-investment’. This reinvestment could be linked to the delivery of investment in specialist housing at Carrigart.

6.57 The re-design of the site will include the creation of new greenspaces and facilities for the housing. This will improve connectivity with the surrounding area.

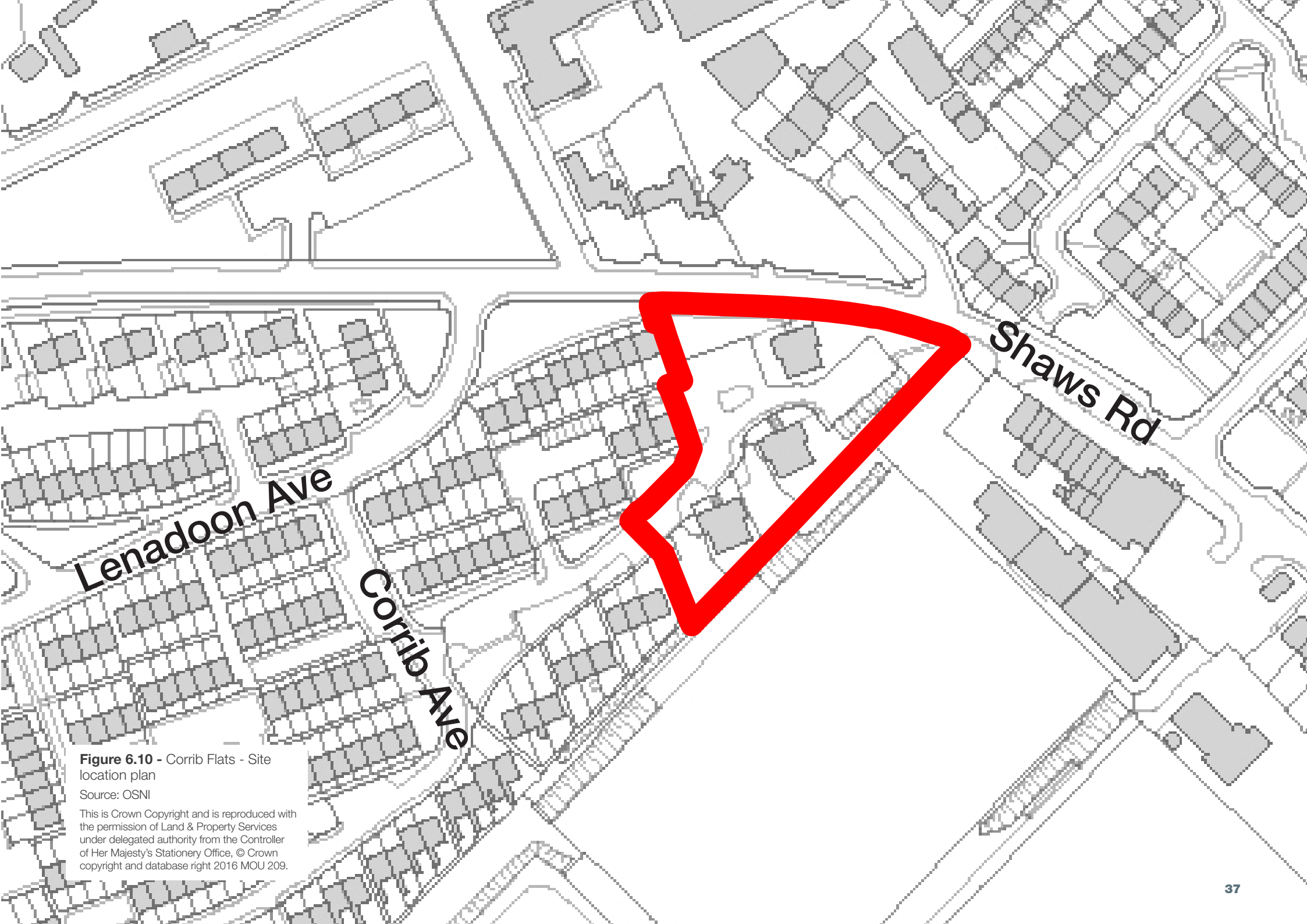


Figure 6.10 - Corrib Flats - Site location plan

Source: OSNI

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Resource Plan

6.58 A Feasibility Study will be required to consider the development options for the site and confirm the final detailed proposals. This will need to consider the practicalities of phasing development to enable a minimum impact of the re-location of existing tenants and owner-occupiers within the existing flats.

6.59 The viability of the preferred scheme will also need to be considered through the Feasibility Study in order to identify the scale of any funding gap and the potential to generate developer contributions to support the implementation of environmental improvements adjacent to the site boundary. This may also need to take into account the costs and implications of 'buying back' the 10 properties sold to residents if demolition and redevelopment is progressed.

6.60 The above works should build upon the previously prepared 'Corrib Avenue Lenadoon Options Report' prepared by the Housing Executive and published in July 2015. This report sought to retain the existing blocks and consider infill development on parts of the surrounding land. As set out in the rationale for the project the concern remains in the community that this level of intervention will not address the socio-economic issues identified and mean that the area continues to present a poor presentation of the neighbourhood impacting on other parts of the community. Further consultation on detailed options for the site will determine what proposals are progressed.

Delivery Partners / Stakeholders

6.61 The majority of units within the flats are in the ownership of NIHE with 10 units in private ownership. NIHE will need to support the community in the preparation of the feasibility options for the flats and in particular it is recommended that they undertake an evaluation of the feasibility of demolishing the units. This will need to take a broad look at the positive implications on the neighbourhood in terms of wider socio-economic factors and environmental improvements as well as the consideration of housing need factors.

6.62 This could be linked back to the redevelopment of Carrigart to allow for a more sustainable model of investment to be found. It could also provide a vehicle for seeking investment by the preferred delivery partner in reinvesting to specialist support services for vulnerable tenant groups in the area.

6.63 Where re-development options are proposed NIHE and DfC will jointly need to lead on the preparation of bid documents for the site. This will need to set out the broad master-planning principles for the site in terms of density and housing tenure and type mix.

6.64 The delivery of the scheme will require private sector investment through a selection of a lead housing association / private sector delivery partner to bring forward new housing on the site alongside the required environmental improvements and landscaping.

6.65 NIHE and the selected development partner will need to work jointly with the community in the final design of the scheme.

6.66 The community is a partner to the success of the catalyst and in parallel DfC will need to devise a strategy for building 'leadership' and sustaining community interest in delivery of the catalyst project. The community must remain at the core of all regeneration which is housing led.

Risks

6.67 The most significant risk is represented by the scale of the potential relocation of households within the current stock. Whilst the stock is widely perceived as of poor quality and has a significant negative impact on the community it is currently well occupied by both NIHE residents and owner-occupiers.

6.68 In this context it will be critical that residents are fully involved in the redevelopment process from the start. Careful consideration will need to be given to the phasing of demolition and development to minimise the need to relocate existing tenants and occupiers outside of the direct area.

Table 6.3: Corrib flats – Project Programme

Year	Tasks	Stakeholder	Time
Year 1	Feasibility study including viability assessment	DfC/ NIHE	6-9 Months
Year 2	Agreed development approach	DfC/ NIHE	6 Months
	Refined masterplan / development brief for the site		6-9 Months
	Procurement exercise commenced		6 Months
Year 3	Procurement exercise complete and preferred bidder selected Potential demolition of flats started Development on site	Selected development partner	6 months

Benefits

6.69 The redevelopment of this site would present significant benefits in terms of replacing 32 units of perceived poor quality stock in the neighbourhood with 25-30 new homes of a broader mix of type and tenure.

6.70 Importantly, however, the intervention would have wider reaching benefits associated with addressing an area which has been identified as a hotspot for anti-social behaviour as a result of the design of housing in the area and its relationship with adjacent open space. The associated benefits will therefore include the removal of the existing stigma associated with the stock in the area.

6.71 The re-design of the housing on the site will also present an opportunity to create new attractive greenspaces and community environments which will be an asset to the wider neighbourhood.

6.72 The development of new homes will provide employment opportunities resulting from their construction. Local labour / supplier agreements should be utilised where appropriate to ensure the maximum impact of employment opportunities generated.

6.73 If linked to the Carrigart proposal it would make the investment more sustainable and would allow for conditions to be constructed leaving the delivery partner to invest in the community and social infrastructure of the area.

Timetable and Next Steps

6.74 Table 6.3 sets out the estimated schedule for the project. The first stage of work will require a feasibility study within a six to nine month timetable. This will determine the viability of the scheme and its approach to mitigating impacts on the existing resident community. Subsequent to the conclusions of this study a development brief will need to be set for the site and issued to a shortlist of housing association / developer partners. The appointment/ procurement process will select a preferred developer who would be responsible for continuing to engage with the community to design the final scheme and the submission of a planning application for development.

Complementary Projects

Regeneration of continued investment in the wider pilot area

6.75 In addition to the catalyst projects identified for the Lenadoon and Glencolin pilot area, additional bespoke, complimentary projects identified by the Forum will be brought forward consistent with the Action Plans detailed at Stage 3.

Pylon Site

6.76 The Pylon site is a worked example of the outworking of the Action Plan. The site is located opposite the junction of the Glen Road and Suffolk Road Belfast (Figures 6.11 + 6.12) and comprises of:

- a grassed area which abuts Hannahglens Heights and provides pedestrian access to a residential development located at Hannahstown Hill. There is an electricity pylon on this portion of the site; and
- part of the former Hannahstown Hill road which remains part of the adopted highway network but not used (and subject to an abandonment application).

6.77 The immediate area surrounding the site is predominantly residential in character and comprised mainly by semi-detached and terraced housing. The Glen Industrial Park abuts the eastern boundary of the site.

6.78 A feasibility study has been prepared to consider potential options for the area. In consultation with the local community a series of options for community and residential uses on the site where prepared.

6.79 Following consultation with the local community it is proposed that the area is tidied up and grassed to provide a new footpath from Glen Road to Hannahstown Hill in the short-term (Figure 6.13) with the long-term ambition to develop the site for housing and community open space (Figure 6.14) once issues of landownership have been addressed.

6.80 The Feasibility Study sets out the estimated programme for the short and long-term proposals and identifies the key stakeholders, as summarised in Table 6.4.

6.81 The delivery of the short term improvements proposed for the Pylon site will directly address the community's priority to improve connectivity, improve the appearance of the area and address anti-social behaviour. The longer-term proposals will continue to address those priorities whilst also delivering new housing for the pilot area and new areas of open space for Glencolin.



Figure 6.11: Site Location Plan

Source: OSNI

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Source: Turley

Figure 6.12: Pylon site from Glen Road

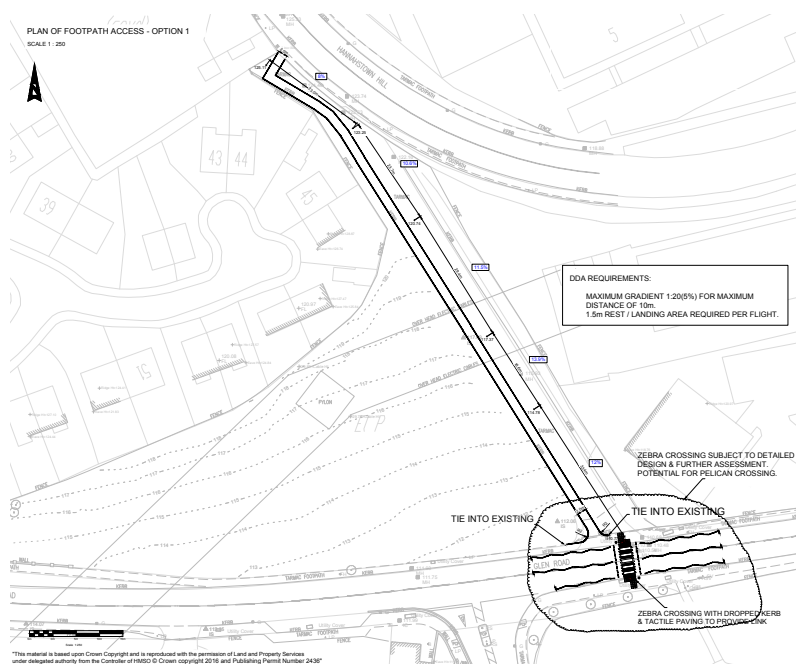


Figure 6.13: Short-term proposal to provide a new footpath and crossing from Glen Road to Hannahstown Hill.

Source: OSNI/Atkins

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Source: Park Hood Landscape



Source: Park Hood Landscape

Figure 6.14: Visualisation of the long-term development proposals for the site for open space and housing (image courtesy of Park Hood)

Task	Lead Delivery Stakeholder	Timescale	Other Stakeholders
Short-term Proposals			
Review of Phase 1 works and agreement for representations <ul style="list-style-type: none"> DfI undertake resurfacing works DfC cover costs of tidying up grassed area and vegetation 	DfC	May 2016	Department for Infrastructure (DfI)
Meet with Pylon site land owners – re: securing site	DfC	June 2016	
Long-term Proposals			
Seek advice from Departmental Solicitor's Office (DSO) re the possibility of clearing title across the extent of the lands	DfC	2016	
Seek advice from Land & Property Services and understand the extent of funds that could be required to purchase site	DfC	2016	

Table 6.4: Pylon Site – Project Programme

6.82 Other projects will follow and will be subject to ongoing discussions with the community through the Forum.

Figure 6.15:
Former Lenadoon Flats now subject to redevelopment
Source: Turley



Stage 4 Next Steps - Monitoring the Impact of Intervention

07

7.1 A baseline has been prepared for Lenadoon and Glencolin and this provides an objective assessment of neighbourhood conditions at a base date. This provides a baseline against which change can be measured and tracked over time.

7.2 The catalyst projects have been designed to initiate the regeneration process. Observable change in neighbourhood baseline conditions may take time to occur due to project lead in times associated with feasibility, design, development consenting and construction and implementation.

7.3 Noting the longer term process of regeneration underway in the neighbourhood, monitoring of the short to medium term outputs and outcomes of each intervention is required in order to assess their impacts and effectiveness.

7.4 It is therefore recommended that a two stage monitoring process is implemented:

- **Stage 1:** Catalyst project monitoring – collection of output/ outcome measures relating to specific projects and interventions
- **Stage 2:** Periodic neighbourhood monitoring – updating the baseline at predetermined intervals in order to test the wider impacts of the regeneration process on neighbourhood baseline conditions over time. This will allow the scale, scope and persistence of impacts to be measured over time.

7.5 Catalyst project monitoring should be undertaken with greater frequency and it is recommended that this is programmed to occur on an annual basis. Periodic neighbourhood monitoring can be undertaken less frequently, enabling the regeneration process to take effect and discernible impacts to be recorded. It is recommended that a fuller neighbourhood monitoring exercise and update to the baseline occurs at 3 yearly intervals.

Catalyst Project Monitoring Indicators

7.6 The selection of monitoring indicators needs to reflect not only the nature of planned catalyst projects but also the feasibility of collecting project data on an ongoing basis. Given the breadth of the Building Successful Communities programme, the catalyst project is likely to generate a wider range of impacts.

7.7 Consideration has therefore been given to a full range of social, economic and environmental indicators and measures which could be monitored. These relate to both outputs and outcomes and are detailed in Tables 7.1 and 7.2.

Table 7.1:Regeneration Outputs

Indicator	Measure
Area of land remediated	Hectares of land
Area of brownfield land developed	Hectares of land
Area of land improved and made ready for development	Hectares of land
Public sector land made available for development	Hectares of land
New build homes	Net number of new build properties consented, under construction and completed
Existing homes improved	Number of properties improved or refurbished
Tenure choice	Percentage of new homes provided by tenure
Affordable housing	Net number of affordable homes consented, under construction and completed
Social housing	Net number of social homes consented, under construction and completed
Self-build housing	Net number of self-build homes consented, under construction and completed
Community and social infrastructure	New community and social infrastructure provided (floorspace square meters)
Sports and leisure provision	Number of sports/ play (eg. MUGAs)/ leisure facilities delivered or improved
Open space created/ improved	Hectares of land improved
Public realm	Hectares of land and/ or linear meters of public realm created or improved
Trees planted	Count
Transport infrastructure created / improved	Linear meters of new/ improved road space and pedestrian routes. Public transport services operating (count)

Table 7.2:Regeneration Outputs

Indicator	Measure
Investment Value	Total private investment in construction/ refurbishment activity (£)
	Total public investment in construction/ refurbishment activity (£)
	Leverage (ratio of public: private investment £)
Direct employment safeguarded	Full Time Equivalent (FTE) count of jobs safeguarded as a result of investment in catalyst projects
Direct employment created	FTE count associated with construction activities
Local employment created	Number of local people involved in construction process (temporary/ permanent)
Local skills and training	Number of local people involved in skills, training and capacity building activities as part of the physical regeneration process
	Hours of training/ capacity building delivered
Volunteering and participation	Number of volunteers participating in neighbourhood catalyst regeneration projects
Households accommodated	Count of households accommodated in completed dwellings
Affordable housing needs met	Households in need of affordable housing accommodated in new homes
Economic activity	Count of economically active people residing in completed dwellings
Household spending power	Estimate of combined spending power of all households accommodated in completed dwellings

7.8 Information should be compiled and analysed on at least an annual basis in order to track the effectiveness of the programme and progress against the programmed catalyst projects.

7.9 Delivery partners should be provided with a project monitoring form in order to ensure common recording of outputs and outcomes.

Periodic Neighbourhood Monitoring

7.10 A comprehensive baseline report has been prepared for each pilot area which covers thematic indicators such as:

- Socio economic context;
- Residential market performance;
- Accessibility;
- Public services; and
- Planned investments.

7.11 The baseline reports contain numerous indicators of neighbourhood health and wellbeing. It will not be possible to replicate the scope of the baseline by way of periodic neighbourhood monitoring every three years. Rather, a shortlist of key indicators should be agreed and these should form the basis of periodic monitoring.

7.12 A sample shortlist of baseline monitoring indicators is suggested in Table 7.3. It should be possible in all cases to show change based on intervention from the baseline position.

7.13 The above are only a sample of the type of indicators which could be monitored periodically and informed by published data sources as well as the catalyst project monitoring data.

7.14 In addition to the above, further insight to perceptions of neighbourhoods and the effectiveness of the regeneration process could be gathered via resident surveys.

Table 7.3:Baseline Monitoring Indicators

Theme	Key Indicator
Residential	Change to dwelling stock
	Change to tenure of dwelling stock
	Change in choice of dwellings (as measured by size of property/ number of bedrooms)
	Change in lettings (source: NIHE)
	Change in stock vacancy levels (source: NIHE)
	Average private residential values
Socio Economic	Average private sector rental levels
	NIHE waiting list (count)
	Change to observed levels of multiple deprivation (subject to updates to 2010 NI Multiple Deprivation dataset)
Accessibility	Economic activity (as measured by employment and unemployment levels)
	Public transport services serving neighbourhood (count)
Social infrastructure	Change in number of community facilities
	Change in number of sports, recreation and leisure facilities
	Change in pupil roll and unfilled places for neighbourhood schools
Environment	Change in quantum of open space and greenspace within neighbourhoods

For further information contact

Housing Investment
Level 2 Causeway Exchange
1-7 Bedford Street
Belfast
BT2 7EG

Email: buildingsuccessfulcommunities@communities-ni.gov.uk

Telephone: 02890 515319