

Update on Hayes Regeneration Project

Committee name	Corporate Resources and Infrastructure Select Committee
Officer reporting	Michael Naughton, Head of Capital Programme Works Service
Papers with report	None
Ward	Hayes Town and Wood End

HEADLINES

This report provides an update regarding the ongoing delivery of the Hayes Regeneration Project. The regeneration of the two estates contributes to the Council's Housing Strategy 2021/22 - 2025/26. Additionally, the report supports the wider Council Strategy 2022-2026 and the Council's ambition for residents to 'Live in good quality, affordable homes in connected communities'.

RECOMMENDATION:

That the Committee note the content of the report.

SUPPORTING INFORMATION

Background

Hayes Town Centre Estate, sometimes known as Austin Road Estate, consists of 260 homes including 79 leasehold properties built in the 1970s consisting of medium rise flats and maisonettes with a high-rise point block of 15 storeys, made up of a mixture of 1,2 and 3 bedroom homes.

The Avondale Drive Estate, also in Hayes, contains 144 homes, of which 28 are leasehold properties. The Estate consists of three 'system built' 12 storey point blocks constructed in the late 1960s and all flats have two bedrooms.

In response to concerns raised by residents about building condition and anti-social behaviour on these estates, the Council has been exploring ways to improve the standard of residential provision for current residents.

It has also taken into account the opportunity to deliver additional housing supply and a high-quality public realm, which is in line with its planning policies for Hayes town centre, the Hayes Housing Zone and the Borough generally.

Following options appraisal, in October 2020 Cabinet agreed that officers should undertake further design work on a redevelopment option for both estates, in consultation with residents, with final proposals on the re-housing offer and indicative design to be put to residents in a GLA

compliant resident ballot. In May 2021 the results of the two ballots were both positive, 79% in favour at Hayes Town Centre and 94% in favour at Avondale Drive.

To ensure that the redevelopment could be delivered, in June 2021 the Cabinet authorised officers to undertake a developer procurement exercise for the two estates, and a strategic pipeline of projects. They also authorised the submission of two hybrid planning applications for the first two estates identified (Hayes Town Centre and Avondale Drive), alongside the acquisition strategy and possession strategy to facilitate an early start on site once a developer partner had been procured.

On 24 March 2022 Cabinet approved Higgins PLC as the preferred bidder and granted delegated authority to approve the final contract terms to the Leader of the Council and Cabinet Members for Property and Infrastructure, Environment, Housing & Regeneration and Finance, in consultation with the Corporate Director of Place.

On 11 July 2022 the Leader of the Council and Cabinet Members approved the final award of contract to Higgins Partnerships 1961 PLC as the developer partner for Hayes Town Centre and Avondale Drive Estates to facilitate their redevelopment and for the strategic pipeline of potential developments described in the procurement documents.

In September 2022, the Council obtained planning consent for the scheme that residents were consulted on and the Council entered into contract with Higgins Partnerships to build new homes for the residents of the Estates. The Planning Consent was for 740 new homes across both sites.

Following the decision by the Council to proceed with Higgins on Hayes Town Centre (HTC) phases 1 and Avondale Drive 1A, a Deed of Variation (DoV) to the Development Agreement has been progressed with Higgins and it is the basis for the current construction works.

Higgins is nearing completion for HTC phase 1 and Avondale phase 1A is now complete and known as Cherwell Court.

Higgins and the Council are entering agreements for future phases, currently a pre-construction services agreement (PCSA) is being entered into in relation to planning matters for the next phases on both estates and also a contract is being drafted for the demolition of Wellings House. Further, accelerating the works at Avondale Drive is being explored which would include the demolition of Glenister and Fitzgerald, with an earlier build start for these phases.

Pre-planning public consultations were held in October 2025, one for each site in relation to the proposals for the future phases. It is expected that the planning application will be submitted this month on Avondale with Hayes Town Centre to follow. The new proposals are for 296 homes at Avondale Drive which is an increase of 33 affordable homes from that originally consented and 562 homes at Hayes Town Centre and increase of 32 from the original consent. This will include 1, 2, 3 and 4 bed homes, and increase of 26 three and four bed family homes.

PERFORMANCE DATA

The contract with Higgins provides for the delivery of their proposed re-design of both Estates (the Deed of Variation), which compared to the Council's planning consents for the Estates, results in an uplift in numbers of homes, including additional affordable homes and overall improved designs and phasing.

Construction was planned to take place in five phases at Hayes Town Centre and three phases at Avondale Drive. Acceleration of these phases is now being explored. The affordable housing at both Estates will be delivered earlier than originally envisaged, with the first phases at both Estates delivering 110 homes for existing residents, 30 in 2025 and 80 in 2026. The remaining affordable housing is planned to be completed later, and this process has begun.

Key delivery dates are set out below:

Hayes Town Centre

Practical Completion/Handover

Phase 1: February 2026

Later Phases: To be agreed

Avondale

Practical Completion/Handover

Phase 1A: October 2025

Later Phases: To be agreed

Higgins started on site in September 2022 and has made good progress in carrying out enabling works including surveys, asbestos removal and utility disconnections, to facilitate demolition works starting at the end of May 2023. The works are currently due to complete on Phases 1 and 1A as per the above dates. Work has progressed on both sites and currently, phases 1 is nearing completion and 1A is complete.

Higgins' proposed design for Hayes Town Centre provides 562 council homes, either for rent or returning leaseholders. There will be a further phase for private sale. At Avondale Drive, Higgins' proposed design provides 296 council homes, either for rent or returning leaseholders. Higgins has held a number of pre application meetings with the Council's planners to progress implementing their proposed designs. Design consultations with residents at both Estates were held in October 2025, which were well received.

RESIDENT BENEFIT

At Hayes Town Centre, Higgins' current proposed design at Hayes Town Centre provides 562

affordable rent and at Avondale Drive provides 296 homes for affordable rent.

The redevelopment will not only improve the physical redevelopment but also the social environment by putting residents first. The contract with Higgins includes a comprehensive approach to stakeholder engagement including a senior Resident Liaison Officer and Resident Liaison Officer on each Estate. In addition, a wide range of Social Value Initiatives to meet the needs of the residents and local community will be delivered.

In order to establish the needs and priorities of residents, the estate regeneration partnership team worked with residents at meetings held in February and March 2023 to develop a social value charter and community activity plan for Hayes Town Centre and Avondale Drive Estates. The resulting priorities include providing opportunities for all residents regardless age or background to get involved, improve wellbeing and safety on the estates and better access to local facilities. To date initiatives have included an estate fun day, energy saving workshops, Eid Celebrations, estate coffee morning, quiz, football event, pizza event, etc., for residents to come together in a safe space post pandemic to address the needs of older and vulnerable adults on the estate, health awareness workshops in partnership with Hesa Clinic and a meeting with the Metropolitan Police. The benefits of these initiatives have included employment, raised residents' awareness of ways to save money relating to energy and provided practical MOT health check advice around health, crime and community safety.

Further timetabled activities include resident estate clean up days, engaging with youth through sport, family fun days, and bingo. Financial exclusion and digital workshops are also underway. Higgins has provided financial support to several organisations operating locally including the Austin Estate Sewing club and BUILD; a construction social enterprise to upskill residents. Future work with the estate resident engagement panels and wider community groups is planned to attract and unlock external match funding to run further initiatives in a multi partnership approach.

Consultation meetings have been held with the resident leaseholders remaining on both estates regarding their future housing aspirations. The Compulsory Purchase Order (CPO) process was completed before 22nd March 2025.

The contract maximised job creation through construction apprentices and local labour opportunities and Hillingdon local businesses supply chains. From the start, a resident has been successful in being appointed as a Resident Liaison Officer and work was undertaken with BUILD to run a series of construction workshops for women. This continued and further opportunities were filled locally.

The social impacts of the regeneration are monitored and evaluated at monthly scheme social value partnership meetings with representatives from the Council and Higgins. In addition, Higgins produce a quarterly monitoring report.

A summary of information and events is outlined in the quarterly estate newsletters and partnership website.

FINANCIAL IMPLICATIONS

The approved MTFF budget for the Hayes Regeneration Programme is £160,982,000, covering both build costs and land assembly up to 29/30.

As a consequence of increasing the number of units, regulatory changes and inflation since the budget was agreed, the re-planned costs of the full project will exceed the current total budget. Further work is underway to propose an amended total budget, and it should be noted that this work would need to make assumptions around inflation, as well as the outcome of future commercial. This work will therefore be indicative for the time being. Officers will be seeking further funds as soon as there is clarity on overall costs and the grant available.

GLA funding of c. £50 million has been secured across both schemes. £20 million of this grant relates to Phases 1 at Hayes Town Centre and 1a at Avondale Drive, with the remaining amount relating to later phases. The Council has drawn down c.60% of the allocated grant on the basis the units will be delivered in line with programme dates reported to the GLA. Officers are seeking further grant for the future phases.

LEGAL IMPLICATIONS

None at this stage.

BACKGROUND PAPERS

[Previous Cabinet decisions on the project](#)

APPENDICES

Higgins & Hillingdon Council website link: <https://www.hi-higgins.co.uk/>