

Tenant Led Right to Transfer Cressingham Gardens

Socio-economic Evaluation

On behalf of



Department for
Communities and
Local Government

Project Ref: 42212 | Rev: V4 | Date: December 2017



Document Control Sheet

Project Name: Tenant Led Right to Transfer – Cressingham Gardens

Project Ref: 42212

Report Title: Socio-economic Evaluation

Report Ref: Final Report

Date: December 2017

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Revision	Date	Description	Prepared	Reviewed	Approved
V1	02.11.17	Draft Report	TF/VK	NS	NS
V2	22.11.17	Draft Final Report	VK	NS	NS
V3	12.12.17	Final Report	VK	NS	NS
V4	18.12.17	Final Report Post Client Comments	VK	NS	NS

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EXECUTIVE SUMMARY

The Housing (Right to Transfer from a Local Authority Landlord) (England) Regulations 2013 require local authorities to co-operate with a group of tenants who wish to explore transferring their housing stock to a new social landlord, and then to arrange a transfer if proposals are supported by a majority of tenants voting in favour in a ballot. The Regulations also allow local authorities to apply to the Secretary of State for a determination to halt the process if they believe the transfer will have a significant detrimental effect on their housing services or local regeneration.

On 25 April 2016, Cressingham Gardens Estate residents ('the Estate') submitted a transfer notice to their local authority, the London Borough of Lambeth. ('LB Lambeth'). On 12 September 2016, LB Lambeth applied to the Secretary of State for a determination to halt the transfer process, under Regulation 13 of the Regulations, on the grounds that the "*proposed transfer will have a significant detrimental effect on the provision of housing services in the area of the authority or regeneration of the area*".¹

This report has been commissioned to examine these potential impacts. This socio-economic evaluation adopted the following process:

- **Review of evidence submitted by LB Lambeth and the Estate residents:** the evidence submitted has been reviewed and each document's relevance to the assessment considered. Gaps in the evidence have also been identified. See Appendix A.
- **An overview of the relevant policy context:** Key planning and strategy documents that inform the assessment criteria used to evaluate the potential impacts of the proposed Estate transfer were reviewed. See Chapters 2 and 4.
- **Socio-economic baseline analysis:** The key socio-economic indicators that describe the local areas defined by the Estate and the Borough have been gathered. This has informed the impact assessment. See Chapter 3.
- **Impact assessment:** the impacts of the proposed Estate transfer on the provision of housing services in LB Lambeth and regeneration of the Estate and Borough areas have been examined. In addition, the efforts made to date to regenerate Cressingham Gardens have been considered to assess whether "concrete progress" has been made. Evidence submitted by LB Lambeth and the Estate residents has been used in this assessment. Other publically available information has been used where gaps in the evidence have been identified. See Chapters 6 and 7.

This socio-economic evaluation concludes that:

- Based on the available evidence and having regard to the size of the Estate housing stock relative to LB Lambeth's housing stock (1%), it is highly unlikely that the proposed Estate transfer would have a significant detrimental effect on LB Lambeth's ability to provide housing services to its remaining stock;
- With the exception of continuous engagement with Estate residents, the evidence submitted indicates LB Lambeth has made little concrete progress towards Estate regeneration; and
- Based on the level of detail included in LB Lambeth's redevelopment proposal, there is insufficient evidence to conclude that the proposed Estate transfer would have a significant detrimental effect on the regeneration of the local area. It is highly unlikely that the proposed Estate transfer would have a significantly detrimental impact on regeneration activity across the Borough.

¹ Regulation 13 of the Right to Transfer Regulations.

1 Setting the Scene

- 1.1.1 DCLG commissioned Peter Brett Associates (PBA) to prepare a socio-economic evaluation of the proposed transfer of the Cressingham Gardens Estate to a new social landlord. The findings of this report will inform the Secretary of State's assessment of whether the proposed tenant-led transfer would have a significant detrimental effect on the provision of LB Lambeth's housing services and/or the regeneration of the local area.

1.2 Background

- 1.2.1 Cressingham Gardens Estate is in the Tulse Hill area of LB Lambeth. It was designed by the LB Lambeth's architects' department between 1967 and 1979. The Estate consists of 306 properties, 206 of which are tenanted, 76 are leasehold, 18 are freehold and 6 are void properties.

Figure 1-1 Cressingham Gardens Estate



Source: LB Lambeth, 2016

- 1.2.2 The Estate was first considered for regeneration in the LB Lambeth Cabinet Report dated 22nd October 2012² when a significant number of properties across the Estate were identified from stock condition surveys as being in very poor condition. However, the reasons for the Estate's inclusion in the LB Lambeth's estate regeneration programme had been expanded to reflect its potential to accommodate an increased number of houses. The 8 December 2014 Cabinet Report³ identified Cressingham Gardens as one of six estates to be considered for regeneration in Phases 1 and 2 of the Lambeth Estate Regeneration Programme.
- 1.2.3 In 2012, LB Lambeth proposed to demolish the existing 306 properties and replace them with 464 new homes. This was intended to contribute to meeting anticipated housing demand. In the London Plan, LB Lambeth is required to deliver at least 1,559 net additional homes in the Borough every year for the duration of the Local Plan (from 2015 to 2025). In addition to the

² This report was prepared by LB Lambeth.

³ *Building the homes we need to house the people of Lambeth*, LB Lambeth, December 2014.

London Plan, LB Lambeth has made a commitment to build 1,000 additional homes at Council rents between 2017 and 2020 to deliver a new generation of homes for LB Lambeth's residents.

1.2.4 LB Lambeth first approached the Estate residents with the regeneration proposals in 2012. Consultation considered five options from full refurbishment through to complete redevelopment. These are noted in the LB Lambeth Cabinet Report dated 9th March 2015,⁴ and included:

- Lambeth Housing Standards⁵ only - under this option Cressingham Gardens would have returned to the Lambeth Housing Standard;
- Lambeth Housing Standard and new homes through infill development – under this option 19 properties would have been demolished and replaced with 38 new homes. The remaining properties would have been returned to the Lambeth Housing Standard;
- Partial redevelopment (low intervention) – under this option 31 properties would have been demolished and replaced with 51 new homes. The remaining properties would have been returned to the Lambeth Housing Standard;
- Partial redevelopment (high intervention) - under this option 120 properties would have been demolished and replaced with 193 new homes. Remaining properties would have been returned to the Lambeth Housing Standard; and
- Full redevelopment – under this option 306 properties would have been demolished and replaced with 464 new homes.

1.2.5 LB Lambeth made the Cabinet decision in March 2015 to cease any further consultation on refurbishment scenarios and chose full redevelopment option as its preferred option. This decision was quashed as a result of a Judicial Review initiated by the Estate residents in November 2015 and reinstated in March 2016 following a further Judicial Review.

1.2.6 In March 2016, the Estate residents prepared the People's Plan: Cressingham Gardens Estate, with technical support from a team of local architects, viability consultants and surveyors. The People's Plan proposes to bring all existing properties up to the Lambeth Housing Standard and to build 38 additional homes by repurposing undercover car parking space and voids on Crosby Walk.

1.2.7 In April 2016, the Estate residents lodged a formal proposal notice to transfer the Estate to a new social landlord. In response, LB Lambeth submitted a request to the Secretary of State to determine whether the proposed Estate transfer would have 'a significant detrimental effect on the provision of housing services in the area and/or the regeneration of the local area'.

1.2.8 In its Determination Notice dated 12 September 2016, LB Lambeth noted its reasons for pursuing Estate redevelopment:

- The cost of refurbishing the Estate⁶ was estimated at £9.4m,⁷ averaging £31,000 per property, approximately double the average unit cost for the Lambeth Housing Programme;

⁴ *Building the homes we need to house the people of Lambeth – the Cressingham Gardens regeneration project*, LB Lambeth, March 2015.

⁵ Lambeth Housing Standard was developed in 2012 based on a consultation with residents about what they felt were a priority for their homes and surrounding environment. LB Lambeth maintains that Lambeth Housing Standard goes beyond what is required under the Government's definition of Decent Homes.

⁶ Based on the Tall Report Survey in 2013.

⁷ £1.4m of this is already committed to disrepair work, thus £8m is the estimated Estate refurbishment cost.

- Design work carried out in 2013-2014 indicated potential for additional homes to be developed as part of Cressingham Gardens redevelopment;
 - The 2013 Tall Report Survey of 2013 identified potential structural problems with some areas of the Estate, which might prove difficult to resolve through refurbishment alone;
 - The average unit cost of Estate maintenance was estimated at £1,552 over a four-year period, more than 50% higher than the Borough average (£1,000); and
 - The 2015 Housing Needs Survey suggested significant overcrowding in the tenanted properties on the Estate which could not be resolved through refurbishment alone.
- 1.2.9 LB Lambeth’s redevelopment proposal, as set out in the Determination Notice, involves the following elements:
- Demolition of all 306 properties on the Estate;
 - Building of the 306 replacement homes;⁸
 - A minimum of 158 additional homes; and
 - A minimum of 75 additional affordable homes, at least 27 of which would be for Council rent.
- 1.2.10 In the Determination Notice submitted by LB Lambeth, no accompanying documents providing further detail of this redevelopment proposal, such as the proposed layout of the new homes, decanting approach, or housing offer for current social housing tenants, was included.
- 1.2.11 In addition, the Determination Notice does not make clear arguments against the proposed Estate transfer. No reference is made as to how the proposed Estate transfer will have a significant detrimental impact on the provision of LB Lambeth’s housing services and/or the regeneration of the local area.

1.3 Regulatory Considerations

- 1.3.1 The determination case submitted by LB Lambeth to the Secretary of State challenges the proposed Estate transfer under Regulation 13 of the Housing (Right to Transfer from a Local Authority Landlord) (England) Regulations on the grounds that the “*proposed transfer will have a significant detrimental effect on the provision of housing services in the area of the authority or regeneration of the area*”.
- 1.3.2 The definitions of what would constitute “*significantly detrimental*”, “*housing services*”, and “*regeneration of the area*” are not explicit. The Guidance makes clear that the Secretary of State’s discretion is not fettered as to what would constitute ‘significantly detrimental’. Although the Statutory Guidance states that “*this could include proposals which would lead to a negative impact on the Housing Revenue Account or where the loss of stock would lead to significant loss of economies of scale in provision of services*”.⁹ It further adds “*The Secretary of State will not consider a determination notice where the local authority simply objects to the transfer in principle. Nor will he consider one where the local authority believes that the outcome of transfer is detrimental to the tenants in stock being transferred. An authority can object only where it can*

⁸ LB Lambeth’s redevelopment proposal states that all existing tenants and resident leaseholders will have the opportunity to move into new homes.

⁹ Paragraph 69, the Statutory Guidance, the Housing (Right to Transfer from a Local Authority Landlord) (England) Regulations, 2013.

show clear evidence of a significant detrimental effect on the local authority's ability to provide housing or other services in the wider authority area or on the regeneration of the area".¹⁰

1.3.3 For the purposes of the analysis in this report, the following definitions have been adopted:

- The assessment of 'the potential impacts on the provision of housing services' focusses on the investment needs, such as repair and maintenance, of the remaining housing stock in LB Lambeth.¹¹ It does not concern stock which may be subject to the proposed Estate transfer. Should the Secretary of State decide that the application should proceed, the next stage of the transfer process would be to assess the viability of the proposed Estates transfer (which includes provision of housing services for the Estates stock).¹²
- Assessment of 'the potential impacts on the regeneration of the area' has focussed on the area covered by the Estate, and the Borough-wide area, as part of LB Lambeth's Estate Regeneration Programme. This reflects the geographical extent of regeneration impacts under the Estate People's Plan and LB Lambeth's redevelopment proposal, respectively.

Figure 1-2 Area Map of Cressingham Gardens Estate and LB Lambeth



Source: PBA, 2017

¹⁰ Paragraph 70, the Statutory Guidance, the Housing (Right to Transfer from a Local Authority Landlord) (England) Regulations, 2013.

¹¹ It is assumed that LB Lambeth retains all of its remaining stock regardless of whether or not the Estates transfer goes ahead.

¹² Regulation 14, the Statutory Guidance, the Housing (Right to Transfer from a Local Authority Landlord) (England) Regulations, 2013.

1.4 Report Structure

1.4.1 Following this introduction, the report is structured as follows:

- Chapter 2 reviews the key relevant planning and strategy documents (both national and local) which inform the assessment criteria;
- Chapter 3 summarises key economic and social indicators which are the basis for assessing the potential impacts of the proposed Estate transfer on local area regeneration;
- Chapter 4 discusses the criteria adopted to evaluate the potential impacts of the proposed Estate transfer;
- Chapter 5 assesses the potential impacts of the proposed Estate transfer on provision of housing services in LB Lambeth;
- Chapter 6 examines the potential impacts of the proposed Estate transfer on the regeneration of the Estate and Borough area; and
- Chapter 7 presents the report's findings.

2 Policy Context

2.1.1 This chapter provides an overview of the key relevant planning and strategy documents that inform the assessment criteria used to evaluate the potential impacts of the proposed Estates transfer on the provision of housing services in LB Lambeth and on the regeneration of the local area.

2.2 National policies

National Planning Policy Framework 2012 (NPPF)

2.2.1 The NPPF sets out the Government's planning policies and how these are expected to be applied in plan-making and decision-making in England. The purpose of the planning system is to contribute to the achievement of sustainable development and help deliver this outcome, the NPPF sets out core planning principles including:

- supporting economic development including job creation;
- securing high quality design and amenity for existing and future occupants of land and buildings; and
- meeting objectively assessed needs for housing and responding positively to wider opportunities for growth.

2.2.2 The NPPF requires planning authorities to identify priority areas for economic regeneration, infrastructure provision and environmental enhancement. Potential solutions in such priority areas could include promotion of mixed use developments (such that housing needs and business needs of the area are met), provision of a high standard of amenity, and recognition of wider opportunities for growth in the priority areas. Development projects should also be guided by local strategies to improve health, social and cultural wellbeing for all, and deliver sufficient community and cultural facilities and services to meet local needs.

2.2.3 In terms of housing provision, policies advocate a mix of housing based on evidence and need to reflect local demand through the identification of deliverable sites, with clear policies to meet affordable housing requirements.

2.2.4 In promoting strong communities, NPPF emphasises opportunities for interaction through mixed-use development, strong neighbourhood centres and active street frontages to bring together residents, visitors and local employees. This includes provision of safe and accessible environments and developments with high quality public spaces which encourage the use of public areas.

2.3 London Policies

Mayor's London Plan 2016

2.3.1 The Mayor's London Plan is an overall strategic plan for London, published in 2011 and subsequently updated in 2016. It provides an integrated economic, environmental, transport and social framework for London's development over the next 20-25 years.

2.3.2 The London Plan recognises the need for a minimum of 49,000 homes per annum between 2015 and 2036 to meet anticipated population requirements. This potential increase in housing supply aims to improve housing choice and affordability, and provide better quality accommodation. There is an emphasis on promotion of mixed and balanced communities (particularly regarding tenure and household income across London), social diversity, and communities' sense of responsibility for their neighborhoods.

- 2.3.3 The London Plan also acknowledges the pressure on housing land in London. It identifies capacity for provision of 42,000 new houses per annum, 7,000 short of the identified requirement. The Inspector's report to the Mayor of London¹³ notes that Boroughs need to adopt new, innovative solutions, including increased densities to meet the objectively assessed housing need. In the London Plan, LB Lambeth is required to deliver at least 1,559 net additional homes in the Borough every year for the duration of the Local Plan (from 2015 to 2025).

Estate Regeneration National Strategy 2016

- 2.3.4 The Estates Regeneration National Strategy aims to support local partners to improve and accelerate local estate regeneration. It sets out Government's expectations for how landlords, developers and local authorities should engage with residents throughout an estate regeneration scheme, including:
- Early and ongoing engagement, demonstrating resident support;
 - Protection, choice and opportunities for residents;
 - Minimising disruption to residents and maintaining community ties; and
 - Residents' involvement in the management of estates.
- 2.3.5 The National Strategy states that local authorities have a key role in maximising opportunities for estate regeneration by linking schemes to wider regeneration and housing delivery programmes.

2.4 LB Lambeth Policies

LB Lambeth Local Plan 2015

- 2.4.1 The LB Lambeth Local Plan identifies key spatial planning issues and brings forward policies supporting sustainable development. Its spatial strategy encourages economic and housing growth, while aiming to maintain the mix, balance and diversity of residential neighbourhoods and increasing choice.
- 2.4.2 In line with Strategic Objectives for accommodating population growth, LB Lambeth aims to optimise housing potential, ensuring a balance of quantity, quality, mix of tenure and home types in line with the London Plan. Additional housing should be maximised through the delivery of sustainable (including affordable) housing, in part through estate renewal and regeneration strategies.¹⁴
- 2.4.3 Estate regeneration should ensure that replacement and new affordable housing reflects the housing needs of existing and future residents. Existing residents should be rehoused and new units should reflect the broader housing needs of the Borough. Affordable housing redeveloped as part of a regeneration programme should be replaced by "better quality accommodation, providing at least an equivalent floorspace of affordable housing".¹⁵ Unit sizes should depend on the current mix and the needs of existing and future residents on the estate.¹⁶
- 2.4.4 Strategic Objectives also focus on promoting community cohesion and safe, liveable neighbourhoods. This prioritises developing neighbourhoods with a high quality residential environment and good access to local services and transport. Specifically, in delivering estate

¹³ Report to the Mayor of London by Mr A Thickett, an Inspector appointed by the Secretary of State for Communities and Local Government, GLA, 2014.

¹⁴ Policy H1, LB Lambeth Local Plan, 2015.

¹⁵ Policy H3, LB Lambeth Local Plan, 2015.

¹⁶ Policy H4, LB Lambeth Local Plan, 2015.

regeneration, it is expected that larger residential schemes also include appropriate provision for social infrastructure and local shops, where this cannot be met by existing facilities.¹⁷

Lambeth's Housing Strategy 2017-2020

- 2.4.5 LB Lambeth's housing strategy recognises a significant gap in housing provision, with a social rented housing waiting list of some 23,000 combined with an increasing population.¹⁸ The Housing Strategy aims to address this by increasing residential densities in housing estates, building homes to meet residents' needs, and focusing on "genuinely affordable" housing across tenure types for those on different incomes.
- 2.4.6 In terms of delivery, the Strategy aims to build 1,000 extra homes for Council rent in the Plan period across the Borough, which would be in addition to the London Plan's target for LB Lambeth of 1,559 additional homes each year between 2015 and 2025. LB Lambeth's commitment to tackle overcrowding will be met by building replacement homes for Council rent with enough bedrooms to meet families' needs. As such, it prioritises the delivery of larger family homes at lower rents. To achieve this, LB Lambeth aims to develop its stock of homes for private rent that will be used to subsidise the construction of more social and affordable homes for the local families.
- 2.4.7 Another key outcome is the delivery of better homes. The Strategy notes that significant investment will have been made by 2018 in the Lambeth Housing Standard improvement programme¹⁹, delivered in part through estate regeneration. Between 2017 and 2019, it is expected that new homes built by LB Lambeth should be delivered to Housing Design Principles coproduced with Lambeth's tenants and leaseholders, namely:
- Secure, warm, safe and comfortable homes with high levels of insulation and sound proofing;
 - Practical homes with plenty of storage space and easy access to services;
 - Where we are re-housing residents, they will be involved in the design process;
 - Personal outdoor space for each home;
 - New homes are indistinguishable by tenure and fit well into the existing pattern of streets and open spaces;
 - Communal spaces that residents enjoy spending time in, designed with safety in mind;
 - Discrete and convenient storage for waste and recycling and secure covered storage for cycles;
 - Places that support the character of the area, contribute to Lambeth's rich architectural heritage, and are built to last;
 - Streets and public spaces that create a safe and secure environment for all; and
 - Sustainable buildings and spaces that are easy and economical to manage and maintain.

¹⁷ Policy S2.

¹⁸ From 326,700 in 2017 to 365,500 in 2035.

¹⁹ Lambeth Housing Standard improvement programme is a capital programme approved by LB Lambeth in 2012 to bring its housing stock to the standard which goes beyond what is required under the Government's Decent Homes.

- 2.4.8 In terms of services to residents, the Strategy prioritises the needs of older people and those with support needs, including assistance to remain in their own home or supporting to move or downsize to a manageable home. Housing provision should also be improved for vulnerable groups, including housing options for those with learning or physical disabilities.

Lambeth Asset Management Strategy and Policy 2016-2021

- 2.4.9 LB Lambeth's Asset Management Strategy provides a framework for managing, maintaining and investing in LB Lambeth's housing assets. Relevant estate regeneration objectives include:
- Delivery of the Lambeth Housing Standard to all properties and maintaining the standard for 30 years;
 - Maximising resident satisfaction through the quality of homes and repairs, and improved communication through consultations, communications plans for capital projects, involvement in contractor selection and evaluation panels;
 - Prioritising energy efficiency and reducing fuel poverty, including a commitment to the Lambeth Housing Standard, sustainable procurement strategies, and emphasising renewable technologies;
 - Supporting regeneration solutions for estates with high investment needs where there is an ability to develop additional housing and other social benefits; and
 - Ensuring social value for residents, including the delivery of employment and training opportunities, targeting agreed levels of local labour, and delivering on green agenda issues.

2.5 Summary of Key Policy Issues

- 2.5.1 For the consideration of the regeneration of Cressingham Gardens, the following key policies been identified:
- National and local planning policy emphasises the importance of maximising housing provision across the country and particularly in London to meet the needs of a growing population. The Inspector's report to the Mayor of London²⁰ notes that Boroughs need to adopt new, innovative solutions, including increased densities, to meet objectively assessed housing need. The London Plan requires LB Lambeth to deliver 1,559 additional homes every year between 2015 to 2025 (i.e. for the duration of the LB Lambeth Local Plan).
 - The NPPF requires local development plans to have clear policies to meet affordable housing requirements. Additional to the London Plan housing target of 1,559 additional homes every year between 2015-2025, LB Lambeth has set a target of 1,000 extra homes for Council rent between 2017 and 2020. It also aims to address overcrowding by building replacement homes for Council rent with enough bedrooms to meet families' needs.
 - As well as increasing the Borough's housing stock, LB Lambeth is aiming to improve the standard of its existing housing stock through repairs and planned improvements.

²⁰ Report to the Mayor of London by Mr A Thickett, an Inspector appointed by the Secretary of State for Communities and Local Government, GLA, 2014.

3 Socio-economic Baseline

3.1.1 The socio-economic baseline provides contextual information for Cressingham Gardens Estate and the Borough, highlighting key economic and social indicators. The baseline is the foundation for assessing the potential impacts of the proposed Estate transfer on the provision of housing services in LB Lambeth and regeneration of the Estate and Borough areas.

3.2 Methodology

3.2.1 The socio-economic baseline has been prepared based on the evidence submitted to the Secretary of State by LB Lambeth and the Estate residents. In addition, a range of standard statistical sources has been used, such as GLA statistics, Business Register and Employment Survey, Annual Population Survey, 2011 Census.

3.2.2 The most recent available data has been used where possible. All data sources are referenced throughout.

3.2.3 Key socio-economic indicators have been grouped into the following broad subject areas:

- Housing – population/household size, tenure profile, accommodation type profile, housing stock conditions;
- Deprivation – index of multiple deprivation, unemployment, overcrowding, income levels; and
- Social infrastructure – community facilities and green space.

3.3 Socio-economic Baseline Conditions

Housing

3.3.1 Cressingham Gardens is a housing estate in the Tulse Hill Ward of LB Lambeth, located next to Brockwell Park. It was originally constructed as Council housing between 1967 and 1978 and now contains a mix of Council tenants, leaseholders, freeholders and private tenants.²¹ It consists of a mix of dwelling sizes from studio flats to 4-bedroom housing, including one block that is designed for those with disabilities.

3.3.2 There are some 4,100 households in Tulse Hill and over 130,000 across Lambeth. Tulse Hill Ward is a densely populated area with 16,000 persons per sqm compared to the neighbouring wards (11,308 and 14,864 in Streatham Hill and Brixton Hill wards, respectively), LB Lambeth (11,517 persons per sqm) and London (5,293 persons per sqm).²² Tulse Hill Ward is also characterised by a high proportion of social rented properties (43%) compared to the neighbouring wards (25% and 32% in Streatham Hill and Brixton Wards, respectively), LB Lambeth (35%) and London (24%).²³ A 2013 report by Social Life (commissioned by LB Lambeth), estimated that the Estate population is approximately 688 residents, of which 511 are aged over 20. Nearly a third of households on the Estate live in overcrowded conditions.

3.3.3 The 2013 Social Life report highlighted the following experience of residents of the Estate:

- The current design of the Estate appears to support local social life and resident wellbeing;

²¹ Of 306 homes, 206 of which are tenanted, 76 are leasehold, 18 are freehold and 6 are void properties.

²² London Datastore Ward Profiles based on 2011 Census.

²³ London Datastore Ward Profiles based on 2011 Census.

- Strong levels of neighbourliness and belonging;
- The area around the Estate feels safe with low levels of reported crime, as well as fear of crime; and
- There are problems with disrepair in individual properties and common areas in some blocks, whether due to structural issues and lack of maintenance, or the ability to insulate their homes properly in the summer and winter.

3.3.4 Demand for good quality housing across Lambeth is high. In 2016 there were over 23,000 people on LB Lambeth’s social housing waiting list, with nearly 1,800 families in temporary accommodation and 1,300 living in severely overcrowded homes.²⁴

Deprivation

3.3.5 The Estate has a large number of ‘vulnerable’ households compared to LB Lambeth, as summarised in Table 3-1 below).

Table 3-1 Vulnerable Households Overview

	LB Lambeth	Cressingham Gardens Estate
Lone parent households with dependent children	11%	19%
One person in household with a long-term disability	19%	33%
Households with no adults in employment with dependent children	6%	10%
Residents whose day-to-day activities are limited	13%	21%

Source: *Understanding Wellbeing on Cressingham Gardens, Social Life, January 2015*

3.3.6 The Estate residents claim higher levels of key out-of-work benefits compared to the Borough and London levels.²⁵

3.3.7 While pupil attainment is lower compared to Lambeth and Greater London, the ward is generally well-educated.²⁶

3.3.8 According to the 2013 Social Life report, the Estate is viewed by residents as being safer than in the past. 30% of the reported crime in Tulse Hill Ward is in the form of anti-social behaviour.²⁷ Incidents of crime due to drugs and theft were common in the past though residents report that this is less of an issue now. Violent crimes in Tulse Hill Ward, for example, have fallen from nearly 50 in September 2016 to 26 in August 2017.

3.3.9 The Tulse Hill Ward has a relatively young age profile with only 7% of the residents aged 65 and over, which is lower than the Borough level (8%) and London level (11%).²⁸ Though the Tulse Hill Ward has a high proportion of residents of the working age²⁹ (i.e. aged between 16

²⁴ Housing Strategy 2017-2020, LB Lambeth, 20174.

²⁵ In 2014, reported as 16.5% compared to 12.6% in Lambeth and 11.6% in London.

²⁶ 43% of the population have Level 4 qualifications and above, which is higher than the London average. However, capped GSCE scores in 2014 were well below the London average (292 compared to 324).

²⁷ According to Police UK, 2017.

²⁸ GLA Population projection data, based on 2015 mi-year estimates.

²⁹ According to the GLA Population Projection data in 2015 73% of the Tulse Hill residents were of the working age compared to 69%

and 65), employment per head of resident population is considerably lower (0.2) compared to LB Lambeth (0.6) and London (0.8).³⁰

Social Infrastructure

- 3.3.10 As mentioned above, the 2013 Social Life report for LB Lambeth noted that the current design of the Estate supports local social life, encouraging interactions in an ethnically diverse neighbourhood. Private amenity spaces on the Estate provide informal meeting areas.
- 3.3.11 Access to Brockwell Park and to local amenity spaces is highly valued by residents given that there is limited open space in Tulse Hill Ward compared to the Borough and London.³¹ Brockwell Park contains several playing pitches, tennis courts, and a BMX track.³²
- 3.3.12 Access to the neighbouring Boroughs, such as Brixton and Streatham, are enabled through good access to bus services; however, transport accessibility directly from the Estate is relatively low³³ compared to the wider ward area. Accessibility to rail and metro lines is limited to Tulse Hill station (to the south of the Estate) and Herne Hill station (to the east of the Estate).
- 3.3.13 The Estate is well provided for in terms of schools and healthcare facilities. Local schools include Jubilee Primary School, Holy Trinity CoE Primary School, Richard Aitkens Primary School, and The Orchard School, Christ Church, Streatham CoE Primary School, and Streatham Wells Primary School. All of the local schools are considered by Ofsted to be effective, receiving a 'Good' inspection rating.³⁴ There are also Academies and Free Schools in the local area.
- 3.3.14 There are 10 registered GPs within 1 mile of the Estate, all of which are accepting patients.³⁵ Some GPs in the local area exceed the English average for number of GPs per 1,000 patients³⁶, some by as much as 40%. There are four hospitals within 2 miles of the site, including Lambeth Hospital (1.3 miles North), Dulwich Community Hospital (1.6 miles East), King's College Hospital (1.6 miles North East) and Maudsley Hospital (1.7 miles North East).

³⁰ Business Register and Employment Survey, 2013.

³¹ Open space makes up only 17% of the area, compared to 21% in Lambeth and 39% in London.

³² Sport England, Active Places Power (2017)

³³ Public Transport Accessibility Level (PTAL) score is between 2-3 (out of 6) in the Estate, compared to 4 in the Tulse Hill Ward and 5 in LB Lambeth.

³⁴ 'Get Information About a School' Web Service, Department for Education, 2017.

³⁵ NHS Choices, accessed 16/10/2017

³⁶ NHS Scorecard, based on GP Workforce Census, 2014.

4 Criteria for Evaluation

- 4.1.1 This chapter considers the criteria for evaluation that identify key indicators referenced in the impact assessment.
- 4.1.2 Draft assessment criteria were developed from the following sources of information:
- Relevant policy principles and objectives identified in the policy context chapter;
 - LB Lambeth estate regeneration objectives³⁷ and criteria used by LB Lambeth to assess regeneration options;³⁸ and
 - Evidence submitted by LB Lambeth and the Estate residents.
- 4.1.3 The assessment criteria were then considered by the project steering group before being finalised.

4.2 Provision of housing services

- 4.2.1 The criteria for evaluating potential impacts of the proposed Estate transfer on the provision of housing services to the remaining LB Lambeth housing stock considers potential impacts on LB Lambeth's Housing Revenue Account ('HRA') and Higher Value Assets ('HVA') payments.

HRA Impacts

- 4.2.2 Under the Local Government and Housing Act 1989, "*A local housing authority is required to keep a separate Housing Revenue Account to reflect the rents and associated costs of local authority tenants. Budget for HRA cannot be approved in a debit position, i.e. all expenses (maintenance/repairs, and financing/repayment of debt) need to be financed*". LB Lambeth's HRA thus reflects the rents paid by the Council tenants and the costs of associated housing services.
- 4.2.3 The proposed Estate transfer, if it goes ahead, would have a number of impacts on LB Lambeth's HRA, including:
- Revenue impact: reduced income from rent and service charges reflecting removal of the Estate from LB Lambeth's housing stock;
 - Expenditure impact: reduced repair and maintenance expenditure that would have been spent on the Estates' housing stock; and
 - Capital receipts: LB Lambeth would receive a capital receipt from the new social landlord for the transferred Estate housing stock.

HVA Impacts

- 4.2.4 Provisions in Part 4 of the Housing and Planning Act 2016 (c.22) require local housing authorities in England to make a payment to the Secretary of State in respect of their higher value housing that is expected to become vacant each financial year (sections 69-75), i.e. HVA payments. This is subject to implementation through regulations and the Secretary of State

³⁷ This was included in the LB Lambeth Determination Notice dated 12 September 2016.

³⁸ This was included in the Cabinet report dated 9 March 2015.

issuing a determination setting out the HVA payments to be made and the basis on which the payments have been calculated.

4.2.5 Sections 70 and 77 of the Act refer to the disposal of local authority housing to a private registered provider (i.e. a housing association). There are two circumstances in which these provisions would apply, namely:

- In determining the amount of any HVA payments, these provisions include a discretionary power for the Secretary of State to continue to take into account housing which has been transferred to a private registered provider. In light of this discretionary power, the proposed Estate transfer may have an impact on LB Lambeth's ability to meet any payments that it may be required to make in respect of its higher value vacant homes; and
- Amendments have been made to the Housing Act 1985 to add to the list of matters which the Secretary of State may have regard to when considering whether to give consent to a local authority wishing to dispose of housing under that Act. The effect is that if disposal of the housing by the local authority to another person or body since the Act came into force could result in a reduced HVA payment to the Secretary of State, the Secretary of State may choose to take this, amongst other factors, into account when deciding whether or not to give consent to the disposal.

4.3 Regeneration of the Local Area

4.3.1 LB Lambeth's objectives for Estate regeneration are at the core of the criteria for evaluating potential impacts of the proposed Estate transfer on the regeneration of the local area.³⁹ In this context, the local area refers to the Estate and Borough areas.

4.3.2 The following objectives summarise what LB Lambeth defines as the regeneration of the Estate, which align closely with LB Lambeth's objectives for regeneration at the Borough level:

- A programme based on joint working with residents to develop proposals which they can support;
- To increase the supply and quality of homes, maximising the delivery of new affordable homes and meeting local needs, including housing for families;
- To improve access to and the quality of local environment with outstanding public spaces and housing that promotes low energy consumption and environmental sustainability;
- To promote mixed and sustainable communities which provide a high quality of life for people of all ages and backgrounds, in safe, cohesive and healthy neighbourhoods, supported by high quality and excellent community buildings;
- To enable local people to take advantage of economic opportunity in Lambeth with support for training, employment and enterprise;
- To support the cultural heritage of the Borough and to build on the distinct sense of place;
- To improve and transform neighbourhoods through wider regeneration benefits;
- To provide better private rent product with LB Lambeth acting as a landlord; and
- To develop long-term investment models which generate revenue income which can be used to deliver new homes across the Borough into the future.

³⁹ These objectives were included in LB Lambeth's Determination Notice, dated 12 September 2016.

4.3.3 In the Cabinet report dated 09 March 2015, LB Lambeth states that five options for Estate regeneration were considered (as set out in paragraph 1.2.4) and the preferred option was chosen based on the following criteria:

- Homes meet the Lambeth Housing Standard;
- Additional homes for Council rent are built;
- Quality of life for residents is improved;
- Residents influence over decision-making is increased; and
- The scheme is financially viable for LB Lambeth.

4.3.4 In the People’s Plan prepared by Estate residents (dated 04 March 2016), the following additional criteria were included:

- Unnecessary demolition is prevented for the benefit of social wellbeing and smaller environmental impact;
- Preserve community support networks;
- Preservation of the original vision for the Estate (integration with park setting);
- Improve community and innovation opportunities; and
- Reduce the Estate’s carbon footprint.

4.4 Assessment Criteria

4.4.1 Table 4-1 summarises the assessment criteria for evaluating the potential impacts of the proposed Estate transfer.

Table 4-1 Criteria for Evaluation

Themes	Key indicators	Criteria
Housing services provision	HRA revenue	To what extent would LB Lambeth’s revenue collected from its tenants be affected by the proposed Estate transfer?
	HRA expenditure	To what extent would LB Lambeth’s expenditure on repair and maintenance of its housing stock be affected by the proposed Estate transfer?
	HRA capital receipts	What level of capital receipts would LB Lambeth receive/forgo with the proposed Estate transfer?
	HVA payments	What level of additional HVA payments would LB Lambeth be responsible for?

Themes	Key indicators	Criteria
Regeneration of the local area	Housing supply	<p>To what extent would the regeneration proposals contribute to LB Lambeth and London's housing growth targets?</p> <p>To what extent would the regeneration proposals contribute to tenure diversification? How would social and affordable housing provision be affected?</p> <p>To what extent would the regeneration proposals meet local needs, including housing for families?</p>
	Quality of homes	<p>How would the quality of existing homes be affected?</p> <p>What proportion of new and existing homes would meet the Lambeth Housing Standards?</p>
	Quality of the local environment (including public spaces and housing that promotes low energy consumption and environmental sustainability)	<p>To what extent would the quality of the local environment improve under the regeneration proposals?</p> <p>To what extent would the regeneration proposals improve community facilities?</p>
	Cultural heritage	To what extent would the regeneration proposals safeguard the cultural heritage of the Borough and build on the distinct sense of place?
	Training, employment and enterprise	To what extent would the regeneration proposals improve opportunities for local residents to take advantage of economic opportunity in LB Lambeth with support for training, employment and enterprise?
	Local economy	<p>How would the regeneration proposals improve household income in the area?</p> <p>To what extent would the level of expenditure retained in the area be affected?</p>
	Transport and other infrastructure	To what extent would the regeneration proposals affect the provision of transport and other infrastructure?

5 Provision of Housing Services

- 5.1.1 The Statutory Guidance on Regulation 13 of the Housing (Right to Transfer from a Local Authority Landlord) (England) Regulations states that, having accepted a tenant group's proposal for stock transfer, a local authority can apply at any time to the Secretary of State for a determination on the grounds that "the proposed transfer will have a significant detrimental effect on the provision of housing services in the area of the authority or regeneration of the area.
- 5.1.2 In this chapter, the potential impacts of the proposed Estate transfer on the provision of housing services for the LB Lambeth's remaining housing stock are evaluated using the assessment criteria identified in Chapter 4.

5.2 HRA Impacts

Revenue Impact

- 5.2.1 The evidence submitted by LB Lambeth to the Secretary of State does not reference the potential impact on LB Lambeth's HRA should the proposed Estate transfer proceed and the associated rents and service charges removed from LB Lambeth's anticipated revenue.
- 5.2.2 The evidence submitted by the Estate residents states that in 2013 LB Lambeth received £1.2m in rents from the Estate (206 Council tenants).⁴⁰
- 5.2.3 The latest version of LB Lambeth's HRA 30-year Business Plan was not included in the LB Lambeth's submission to the Secretary of State.⁴¹ However, based on the version available on LB Lambeth's official website, in 2017 LB Lambeth has 23,705 properties which yield rent of £130.6m.⁴² If the proposed Estate transfer goes ahead, LB Lambeth's rental income would be reduced by less than 1%.

Expenditure Impact

- 5.2.4 As stated above, the evidence submitted by LB Lambeth to the Secretary of State does not reference the potential impact on LB Lambeth's HRA should the proposed Estate transfer proceed. It does, however, provide evidence of the level of expenditure required to refurbish the Estate to the Lambeth Housing Standard and then to maintain it on an annual basis.
- 5.2.5 In 2013 a structural survey was carried out and the Tall Report was produced which estimated the cost of Estate refurbishment at £9.4m. With 306 properties on the Estate, this averaged £31,000 per property. The Cabinet report dated 9 March 2015⁴³ stated there was no provision for this additional expenditure in the Lambeth Housing Standard programme and costs would need to be met by reallocating expenditure from other HRA investment programme schemes. In the Determination Notice submitted to the Secretary of State, LB Lambeth states that the average unit cost of maintaining the Estate is £1,552 over a four-year period. However, no evidence has been submitted indicating how removal of the Estate might affect LB Lambeth's

⁴⁰ Submission by the Estate residents of 14 October 2016. The £1.2m figure was obtained through the Freedom of Information Act in 2013.

⁴¹ As stated in the Estate residence submission of 14 October 2016, LB Lambeth did not provide the Estate residents with the latest version of the HRA 20-year Business Plan requested through the Freedom of Information Act.

⁴² Rental income is calculated for the number of homes net of void. Voids make up 2% of LB Lambeth's housing stock.

⁴³ Building the homes we need to house the people of Lambeth – the Cressingham Gardens regeneration project, LB Lambeth, March 2015.

provision of maintenance and repair services. Nor is there evidence tabled to suggest that any economies of scale being realised presently may be reduced.

- 5.2.6 The evidence submitted by Estate residents queries LB Lambeth's cost estimates and makes the point that removal of the Estate from LB Lambeth's housing stock will reduce its expenditure on refurbishment and maintenance services, which means that LB Lambeth's resources would be concentrated on LB Lambeth's remaining stock.

Capital Receipts

- 5.2.7 The scale of capital receipts from the new social landlord is unknown as it is subject to Estate valuation. If Estate transfer does not go ahead, LB Lambeth would likely receive capital receipts from private sector developers with an interest in delivering parts of LB Lambeth's redevelopment proposal. The scale of potential receipt is not clear at this stage.

5.3 Higher Value Assets Payments

- 5.3.1 Subject to Parliamentary approval of the necessary regulations and the issuing of a determination to local authorities specifying their payments in respect of higher value vacant housing, the proposed Estate transfer could impact on the properties at LB Lambeth's disposal to enable it to make its HVA payment. Consequently, there could be an impact on LB Lambeth's housing services arising from the higher HVA payment. However, until further details about HVA payments are finalised and published, it is not possible to quantify the scale of this impact.

5.4 Conclusion

- 5.4.1 Cressingham Gardens Estate consists of 306 properties, 206 of which are occupied by Council tenants, 76 are leasehold, 18 are freehold and 6 are void properties. This makes up less than 1% of LB Lambeth's housing stock of 23,705. Based on the available evidence and having regard to the size of the Estate housing stock relative to LB Lambeth's housing stock (1%), it is highly unlikely that the proposed Estate transfer would have a significant detrimental effect on LB Lambeth's ability to provide housing services to its remaining stock.
- 5.4.2 There has been no evidence submitted by either LB Lambeth or Estate residents to suggest that the Estates housing stock transfer will have a detrimental impact on LB Lambeth's HRA's revenue stream, i.e. the loss of income from rent and service charges collected from the Estate is unlikely to be sufficient to cause significant detriment to the provision of housing services for the remaining stock.

6 Regeneration of the Local Area

- 6.1.1 The Statutory Guidance on Regulation 13 of the Housing (Right to Transfer from a Local Authority Landlord) (England) Regulations states that, having accepted a tenant group’s proposal for stock transfer, a local authority can apply at any time to the Secretary of State for a determination on the grounds that “*the proposed transfer will have a significant detrimental effect on the provision of housing services in the area of the authority or regeneration of the area*”.
- 6.1.2 In this chapter, the nature and scale of the potential impacts of the proposed Estate transfer on the regeneration of the local area⁴⁴ are evaluated using the assessment criteria set out in Chapter 4. The potential impacts are evaluated for two definitions of the local area. In the first instance, it is the area covered by the Estates, and, in the second instance, it is the area covered by the LB Lambeth. It also considers the extent to which LB Lambeth’s redevelopment proposals demonstrate concrete progress in the regeneration process.
- 6.1.3 The evidence submitted by LB Lambeth and Estate residents is the main source of information used in the analysis. However, there are a number of information gaps in the evidence submitted. In such instances, the evaluation has relied on publically available information. Such instances are clearly referenced.
- 6.1.4 Table 6-1 below summarises the Estate regeneration proposals referenced in the evidence submitted to the Secretary of State.

Table 6-1 Summary of Estate Regeneration Proposals

Theme	LB Lambeth’s Redevelopment Proposals	People’s Plan
Existing homes	306 ⁴⁵	306 ⁴⁶
Additional homes	158	38 ⁴⁷
For market sale	83	5
For Council rent	27	33
Lambeth Housing Standard	All redeveloped and new homes would be built to meet Lambeth Housing Standard	All existing and additional properties will be brought up to the Lambeth Housing Standard
Other elements	None included in the evidence submitted	<ul style="list-style-type: none"> • Phased green retrofit programme • Solar energy installations • Options for a number of community facilities have been considered

Source: Cabinet report (09 March 2016), the People’s Plan (04 March 2016)

⁴⁴ The potential impacts are evaluated for two definitions of the local area. In the first instance, it is the area covered by the Estates, and, in the second instance, it is the area covered by the LB Lambeth.

⁴⁵ Under LB Lambeth’s redevelopment proposal, all 306 existing properties will be demolished and rebuilt.

⁴⁶ Under the People’s Plan, existing properties will be retained with the exception of properties on Crosby Walk.

⁴⁷ Additional properties to be built on the existing undercover car park space.

6.1.5 The People’s Plan includes an indicative schedule of additional homes by tenure and number of bedrooms (see Table 6-2 below). The evidence submitted by LB Lambeth does not provide a similar schedule.

Table 6-2 People’s Plan – Schedule of Additional Homes

	Additional Homes	Additional Homes for Council Rent
1 bed	-5 ⁴⁸	-5
2 bed	37	34
Net total⁴⁹	32	29
Possible uplift (2 beds)	6	4
Net total incl. uplift	38	33

Source: *The People’s Plan, 04 March 2016*

6.2 Concrete Progress in Regeneration

6.2.1 The Right to Transfer Statutory Guidance states that “when looking at the impact on regeneration the Secretary of State is likely to require evidence of concrete progress of the regeneration scheme (e.g. it should be more than a long-term aspiration)”.⁵⁰

6.2.2 The Statutory Guidance, whilst providing guidance, does not fetter the Secretary of State’s decision as to what would constitute “concrete progress” for a regeneration scheme. However, the Good Practice Guide in the Estate Regeneration National Strategy⁵¹ identifies the following key stages in the estate regeneration process (these are set out in more detail in Appendix B):

Stages	Examples of Activity
Prepare: Setting up and initial feasibility	<ul style="list-style-type: none"> ▪ Setting of objectives for the estate regeneration; ▪ Initial resident engagement; ▪ Initial estate assessment; and ▪ High level feasibility and initial financial appraisal.
Plan: Option appraisal and plan development	<ul style="list-style-type: none"> ▪ Appoint professional team; ▪ Estate and whole area assessment; ▪ Evaluate options, including financial appraisal; ▪ Agree preferred option and prepare business plan for that option;

⁴⁸ 5 one-bedroom homes in Crosby Walk are tenanted. These homes will be replaced with new.

⁴⁹ The People’s Plan indicates a possible further uplift of 6 two-bedroom homes.

⁵⁰ Paragraph 69, the Statutory Guidance, the Housing (Right to Transfer from a Local Authority Landlord) (England) Regulations, 2013.

⁵¹ Estate Regeneration National Strategy: Good Practice Guide, Department for Communities and Local Government, December 2016.

Stages	Examples of Activity
	<ul style="list-style-type: none"> ▪ Plan development, including resident offer, finance and delivery plan, viability testing; and ▪ Commence land assembly.
<p>Deliver: Implementation of development</p>	<ul style="list-style-type: none"> ▪ Submit planning application; ▪ Prepare detailed plan; ▪ Agree community benefits and resident choices; ▪ Agree construction phasing; ▪ Procure construction contracts; ▪ Construction activity; ▪ Post completion, carry out post occupancy evaluation and agree management strategy.

Source: Based on *The Estate Regeneration National Strategy, 2013*

6.2.3 The timeline below summarises key developments in the Cressingham Gardens regeneration process, as per the evidence submitted by LB Lambeth and the Estate residents to the Secretary of State, and the relevant publically available information:

- September 2012: LB Lambeth first approaches residents suggesting redevelopment of the Estate;
- 2013: LB Lambeth commissions architects to explore design options for the future of the Estate;
- 2013: LB Lambeth commissions the Tall Report Survey on the condition of the Estate's housing stock;
- July – September 2013: Social Life Ltd, on behalf of LB Lambeth, carries out interviews with 109 residents to establish their views on the needs of the Estates;
- November 2014: LB Lambeth issues a regeneration consultation on five options;
- November 2014 – January 2015: LB Lambeth hosts workshops with the residents to discuss options for the future of the Estates;
- February-March 2015: LB Lambeth undertakes the Housing Needs Survey;
- March 2015: LB Lambeth's decides to only pursue options that include significant regeneration;
- November 2015: LB Lambeth's decision is quashed by the Judicial Review brought by residents of the Estate. LB Lambeth receives the right to appeal;
- January 2016: LB Lambeth renews consultation on the future of the Estate;

- March 2016: LB Lambeth Cabinet decides to redevelop the entire Estate (i.e. the same decision it reached in March 2015);
- April 2016: Residents of the Cressingham Gardens Estates submit a Transfer Proposal Notice to LB Lambeth under the Right to Transfer Regulations 2013. In parallel they submit a proposal notice under the Right to Manage Regulations 2012;
- June 2016: LB Lambeth begins re-tendering process for development management teams;
- August 2016: High Court judge rules that Estate residents have a case for a second Judicial Review of LB Lambeth's regeneration consultation. As a consequence, LB Lambeth is not permitted to do anything irreversible;
- December 2016: High Court dismisses the Judicial Review proceedings brought by the Estate residents in June 2016;
- April 2017: LB Lambeth appoints a development management team; and
- Summer 2017: LB Lambeth commences the Housing Needs Survey of the Estate.

6.2.4 In addition, in its Cabinet report dated 13 July 2015, LB Lambeth provides an indicative programme for the redevelopment of the Estate with the following key stages:

- October 2015: Feasibility;
- October 2015 – April/July 2016: Masterplanning;
- April/July 2016 – August 2016/ January 2017: Preparation application preparation;
- August 2016/ January 2017 – November 2017/ July 2018: Planning determination;
- November 2017/ July 2018: Phase 1 construction.

6.2.5 Based on the evidence available, the progress made by LB Lambeth to date indicates that it is still at the early stages of the Estate regeneration process. Although LB Lambeth has actively engaged with the Estate residents and has assessed potential options for the Estate regeneration, to date it has not presented a masterplan nor has it prepared a planning application.

6.2.6 It may be argued that regeneration progress has been stalled by the Right to Transfer notice. However, according to LB Lambeth's indicative Estate redevelopment timeline, masterplanning should have been completed (or at least have been in the process of completion) prior to the submission of the Right to Transfer notice in April 2016. This was not done, and based on the available evidence, the masterplanning exercise has not yet been initiated by LB Lambeth.

6.2.7 It may also be argued that the regeneration progress has been stalled by the Judicial Reviews brought by the Estate residents against the LB Lambeth's decisions to redevelop the Estate in March 2015 and March 2016. However, the evidence submitted shows that in January 2016, following the High Court's decision to quash the LB Lambeth's decision to redevelop the Estate, LB Lambeth resumed consultation with residents. Furthermore, in June 2016 LB Lambeth began the re-tendering process for development management teams despite the pending second Judicial Review. This suggests that the Judicial Review process has not caused a major delay to LB Lambeth in progressing its redevelopment proposal.

6.2.8 LB Lambeth's redevelopment proposal, as it was referenced in the Determination Notice, is a statement of aspiration for the redevelopment of Cressingham Gardens. No evidence has been submitted to indicate that LB Lambeth has made concrete progress in developing its proposal.

6.3 Impact Assessment

6.3.1 The impact assessment of the proposed Estate transfer on the regeneration of the local area focuses on the potential impacts on housing, employment, local economy, community facilities, transport, living environment and cultural heritage of the local area. The assessment criteria set out in Chapter 4 have been applied to both LB Lambeth’s redevelopment proposals and the People’s Plan (as set out in Table 6-1 above). The potential impacts of each are then considered at the Estate and Borough level⁵².

Table 6-3 Impact Assessment – Regeneration of the Local Area

Criteria	LB Lambeth’s Redevelopment Proposal	People’s Plan
Housing supply	<p>158 additional homes would be built, which would make a 1.0% contribution to the London Plan’s housing growth target for LB Lambeth for the duration of the Plan⁵³</p> <p>83 of the additional homes would be for market sale, which would have a considerable impact on diversifying tenure profile on the Estate; however, is likely to have a negligible impact on the Borough</p> <p>27 of the additional homes would be for Council rent, which is likely to have a considerable impact on the Estate in terms of adding to the choice of quality housing for Council tenants. However, impact on the Borough is likely to be negligible due to LB Lambeth’s large housing waiting list (23,000).</p> <p>LB Lambeth’s redevelopment proposal does not make reference to how local needs would be met</p>	<p>38 additional homes would be built, 33 of which would be for Council rent. This is likely to have a considerable impact on the Estate residents but a negligible impact on the Borough due to LB Lambeth’s large housing waiting list (23,000).</p>

⁵² In the absence of evidence to suggest otherwise, it has been assumed that was the proposed Estate transfer to proceed, any planned regeneration outside the Estate would progress independently.

⁵³ The increase in homes is compared to the target in the London Plan rather than the LB Lambeth Local Plan because the London Plan target sets the foundation for the LB Lambeth housing strategy. In addition, the Estate regeneration proposals envisage additional homes with a mix of tenure, whereas the LB Lambeth target of 1,00 additional homes is for Council rent homes only.

Criteria	LB Lambeth's Redevelopment Proposal	People's Plan
Quality of homes	All redeveloped and new homes would be built to meet Lambeth Housing Standard	<p>All existing properties would be brought up to the Lambeth Housing Standard. Additional new homes would be built to meet Lambeth Housing Standard</p> <p>Proposals also include a number of green initiatives, e.g. photovoltaics/solar panels, that would be an addition to the Lambeth Housing Standard</p> <p>The People's Plan states that improvements to the Estate internal infrastructure, such as introduction of ramps and stair lifts, would be made</p>
Quality of the local environment	No additional evidence provided on the potential improvement that the redevelopment proposal will have on the local environment and community facilities	<p>The People's Plan proposes a number of initiatives that would have a positive impact on the Estate's community facilities. These include a new GP surgery as part of a possible conversion of the under car parks, as well as a day centre for the elderly.</p> <p>The scale of impact of these proposals is unclear at this stage as they need to be further developed</p>
Cultural heritage	Under LB Lambeth's redevelopment proposal of the Estate housing stock will be demolished and rebuilt to meet Lambeth Housing Standards. Thus the cultural heritage presented by the Estates architectural style ⁵⁴ will be destroyed. LB Lambeth's redevelopment proposal does not provide plans for the replacement homes, thus there is no evidence that the cultural heritage would be reinstated with the new homes	Under the People's Plan, most of the existing properties and the Estate layout would be preserved. Construction activity is planned for the undercover car park and Crosby Walk block, which mostly consists of void properties
Training, employment and enterprise	No reference is made to the potential impacts on the training, employment and enterprise There would be construction employment created by the demolition and construction activity. However, based on the high level of construction labour mobility in central London, it is likely that only a small proportion of	The People's Plan proposes to a number of initiatives to develop economic opportunities for the Estate residents. These include a café to be run as a social enterprise, urban market, and a horticultural apprenticeship program

⁵⁴ Cressingham Gardens is highly recognised for its architectural merits and has been suggested by English Heritage for conservation area status due to its local significance. 20th Century Society and Save Britain's Heritage both support the retention and refurbishment of the Estate rather than its demolition. It is also part of the London Open House architectural weekend.

Criteria	LB Lambeth's Redevelopment Proposal	People's Plan
	<p>these construction jobs would be taken up by LB Lambeth residents and an even smaller proportion by the Estate residents. In the absence of detailed plans, it is difficult to estimate the potential number of the local construction jobs created; however, based on the small scale of the proposed development, the number is unlikely to make significant changes to the employment opportunities for the Estate and Borough residents</p>	<p>The scale of potential impact on the local construction employment is likely to be considerably smaller than for LB Lambeth's redevelopment proposal</p>
Local economy	<p>No reference is made to the potential impacts on the local economy</p> <p>However, new homes for market sale would likely attract residents with an average income higher than the current Estate residents. If 83 additional homes for market sale are built, it is likely that the household income and level of local expenditure might increase at the Estate level. However, due to the small scale of the proposed development it is unlikely to have an impact on the income and expenditure levels at the Borough level</p>	<p>The scale of potential impacts on the local income and expenditure levels from the community opportunities described above and also from the new residents on the Estate are likely to be considerably smaller relative to LB Lambeth's redevelopment proposal, as only 8 additional new homes proposed for market sale.</p>
Transport and other infrastructure	<p>No reference is made to the potential impacts on the transport and other infrastructure</p>	<p>No reference is made to the potential impacts on the transport.</p>

6.4 Conclusion

- 6.4.1 Based on the available evidence submitted by both LB Lambeth and Cressingham Gardens residents, limited progress has been made towards the regeneration of the Cressingham Gardens Estate. Though engagement with the residents has been ongoing from 2012, LB Lambeth has not progressed its redevelopment proposals beyond the initial option appraisal phase completed in 2015.
- 6.4.2 The assessment of the potential impacts of the proposed Estate transfer on the regeneration of the local area found the following:
- Under both regeneration proposals there is likely to be a positive impact on the area covered by the Estate, and the wider local area. The scale of potential impacts in terms of helping meet local housing needs, including high local demand for social housing, and improving the local economy, is likely to be greater under LB Lambeth's redevelopment proposal compared to the People's Plan. For example, LB Lambeth redevelopment proposal suggests 120 more additional homes in comparison to the People's Plan, hence providing a greater contribution to LB Lambeth meeting its housing targets. However, no evidence was submitted by LB Lambeth to suggest that the loss of the Cressingham Gardens site would mean that LB Lambeth would fail to meet its housing target. LB Lambeth also did not submit evidence to suggest that there is a limited supply of other sites that would contribute to LB Lambeth meeting its housing target. Furthermore, while the London Plan explicitly states that the housing supply targets need to be met, it also states that this needs to be done responsibly and in conjunction with other London Plan policies (such as cultural heritage, open spaces, etc.). As such, there is not enough evidence to conclude that the difference in scale between these two regeneration proposals would have a significantly detrimental effect on the local area or the borough-wide area;
 - Each of the Estate's two regeneration proposals are unlikely to have a significant detrimental impact on the wider regeneration proposal for the Borough due to the limited scale of proposed development.
- 6.4.3 Due to the lack of detail concerning LB Lambeth's redevelopment proposals in its submission to the Secretary of State, there is insufficient evidence to conclude that the proposed transfer of the homes and land in the Cressingham Gardens Estate would have a significantly detrimental impact on the regeneration of the Estate area. It is highly unlikely that the proposed Estate transfer would have a significantly detrimental impact on regeneration activity across the London Borough of Lambeth.

7 Conclusions

7.1.1 This socio-economic evaluation considered the potential impacts of the proposed transfer of housing stock and land in the Cressingham Gardens Estates on the provision of housing services in LB Lambeth and on the regeneration of the local area. It relied primarily on the evidence submitted by LB Lambeth and the Estate residents; however, publically available information was used where gaps in the submitted evidence were identified.

7.1.2 The following conclusions can be made based on the findings of the impact assessment:

- Cressingham Gardens Estate consists of 306 properties, 206 of which are occupied by Council tenants, 76 are leasehold, 18 are freehold and 6 are void properties. It accounts for less than 1% of LB Lambeth's housing stock of 23,705. Based on the available evidence and having regard to the size of the Estate relative to LB Lambeth's housing stock (1%), it is highly unlikely that the proposed Estate transfer would have a significant detrimental effect on LB Lambeth's ability to provide housing services to its remaining stock.
- There has been no evidence submitted by either LB Lambeth or Estate residents to suggest that the Estate stock transfer will have a detrimental impact on LB Lambeth's HRA revenue stream, i.e. the loss of income from rent and service charges currently collected from the Estate is unlikely to be sufficient to cause significant detriment to the provision of housing services for the remaining stock;
- With the exception of continuous engagement with the Estate residents, LB Lambeth has made no evidenced concrete progress on its regeneration proposal for the Cressingham Gardens Estate. Based on the level of detail submitted in the evidence, LB Lambeth's redevelopment proposal is a long term aspiration;
- Under both regeneration proposals, i.e. that of LB Lambeth and that of the Cressingham Gardens residents known as The People's Plan, there is likely to be a positive impact on the area covered by the Estate. The scale of potential impacts on the housing supply and local economy is likely to be greater under LB Lambeth's redevelopment proposal, as it is proposing to deliver 120 more additional homes compared to the People's Plan. However, there is not enough evidence to suggest that the difference would have a significant detrimental effect on the local area;
- Neither of the Estate's regeneration proposals are likely to have a significant detrimental impact on the wider regeneration proposal for the Borough due to the limited scale of proposed development; and
- Based on the level of detail submitted to the Secretary of State concerning LB Lambeth's redevelopment proposal, there is insufficient evidence to conclude that the proposed Estate transfer would have a significant detrimental effect on the regeneration of the Estate area. It is highly unlikely that the proposed Estate transfer would have a significantly detrimental impact on regeneration activity across the London Borough of Lambeth.

Appendix A Evidence Overview

This appendix provides an overview of the evidence submitted by LB Lambeth and the Estate residents.

Table A 1 Evidence Summary Table

Document Name and Author	Date	Contents	Relevance and Links with the Assessment Criteria	Key Points
Cressingham Gardens Community's further evidence to the Right to Transfer Proposal Notice	25/04/2016	<p>Membership list</p> <p>Meeting notices, list of members attending the meeting, notices of community vote results, and letter from Independent advisors providing evidence that the meeting and votes took place</p> <p>Newsletter and poster part of community consultation prior to the submission of the Proposal Notice</p>	Identifies housing related to the Proposal Notices	<p>The committee of Cressingham Gardens Co-op considered the options of serving both the Right to Manage and the Right to Transfer notices in order to improve housing services on the Estate</p> <p>The following housing and land is relevant to the Proposal Notice: Hardel Walk, Longford Walk, Uprove Manor Way, Hambridge Way, Papworth Way, Ropers Walk, Scarlette Manor Way, Chandlers Way, Bodley Manor Way, and Crosby Walk.</p>
LB Lambeth' acknowledgement of receipt of the Proposal Notice	27/05/2016	Letter acknowledging the receipt of the Proposal Notice and confirming the intention to lodge a request for determination with the Secretary of State	For information purposes only – no evidence relevant to the assessment	n/a

Document Name and Author	Date	Contents	Relevance and Links with the Assessment Criteria	Key Points
LB Lambeth's Determination Notice ⁵⁵	12/09/2016	Determination Notice paper LB Lambeth's Cabinet Committee papers and minutes dated: 9 March 2015, 13 July 2015, 21 March 2016	Summarises the reasons behind the Estate redevelopment and objectives of the proposed redevelopment. It also summarises the key milestones in the Estate redevelopment process from 2012 to September 2016. The criteria used to evaluate options, as well as objectives of the Estate redevelopment, can be applied to assessing potential impacts of the Estate transfer on the regeneration of the local area.	Cabinet report dated 9 March 2015 provides an overview of the original 5 options for the refurbishment/redevelopment of the Estates. Cabinet report dated 13 July 2015 indicates that the masterplan development is under way and includes a potential programme for the Estate regeneration, with the initial phase of development scheduled for 2017. Viable masterplan is scheduled for completion by July 2016
Cressingham Gardens Community's letter to the DCLG	22/09/2016	Letter acknowledging the receipt of the Determination Notice and confirming the intention to respond to it	For information purposes only – no evidence relevant to the assessment	n/a
Cressingham Gardens Community's statement of evidence	14/10/2016	Detailed response to LB Lambeth's key points set out in the determination notice and the People's Plan response	Provides counterarguments to the key points raised in the determination notice and includes alternative regeneration proposals (People's Plan). It also contains some socio-economic baseline information about the Estate The additional criteria for assessing Estate regeneration options is included in the People's Plan and focuses on community/environmental impacts.	The People's Plan provides a schedule of additional homes that would be constructed (under the People's Plan more additional homes for Council rent would be provided compared to LB Lambeth's redevelopment plan - 33 compared to 27).
LB Lambeth's letter to the DCLG	19/10/2016	Letter confirming the intention to submit further evidence in support of determination notice	For information purposes only – no evidence relevant to the assessment	n/a

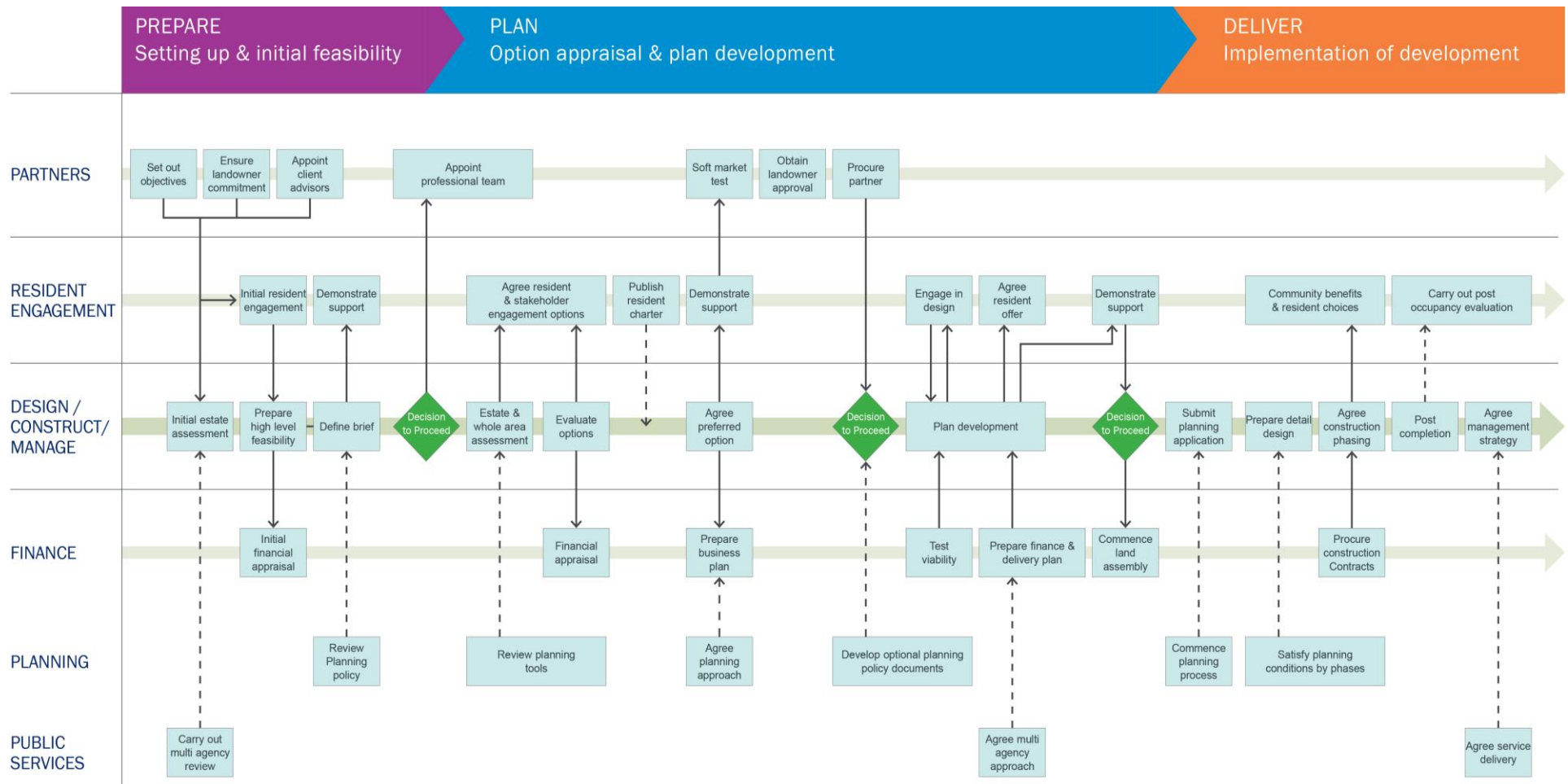
⁵⁵ Determination Notice does not contain direct evidence of how the proposed Estate transfer will have a significant detrimental impact on the housing provision or regeneration of the area. It also excludes the latest 30-year HRA business plan. In addition, it does not include option appraisal analysis used for choosing the full demolition option.

Document Name and Author	Date	Contents	Relevance and Links with the Assessment Criteria	Key Points
LB Lambeth's further statement of evidence	07/11/2016	Copies of Court orders dated 24 November 2015 and 26 September 2016 Tibbalds draft report dated February 2016	Court orders are for information only Tibbalds report is relevant to the assessment of feasibility of the People's Plan	Tibbalds draft report concludes that new homes in place of the undercover car park (as proposed in the People's report) would not be feasible
LB Lambeth's email to the DCLG	01/03/2017	Copies of the Court of Appeal decisions regarding the judicial review brought by Mr Plant challenging LB Lambeth's decision to redevelop Cressingham Gardens Estate	For information purposes only – no evidence relevant to the assessment	Court of Appeal refused permission to appeal. The email from LB Lambeth states that they are in the process of completing the procurement of the development management team. It also states that 20% of 306 properties on the Estate are void.

Appendix B Estate Regeneration – Activity Map

Figure B-1 below summarises key estate regeneration stages as identified in the Estate Regeneration National Strategy – Good Practice Guide, 2016.

Figure B- 1 Estate Regeneration Activity Map



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