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# Merton Council

## Cabinet Agenda

### Membership

#### Councillors:

Mark Allison (Chair)  
Agatha Mary Akyigyina OBE  
Natasha Irons  
Rebecca Lanning  
Owen Pritchard  
Marsie Skeete  
Eleanor Stringer  
Martin Whelton  
Brenda Fraser

**Date: Monday 21 March 2022**

**Time: 7.15 pm**

**Venue: Merton Civic Centre, London Road, Morden SM4 5DX**

This is a public meeting and attendance by the public is encouraged and welcomed. For more information about the agenda please contact [democratic.services@merton.gov.uk](mailto:democratic.services@merton.gov.uk) or telephone [020 8545 3357](tel:02085453357).

All Press contacts: [communications@merton.gov.uk](mailto:communications@merton.gov.uk), 020 8545 3181

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## Cabinet Agenda

**21 March 2022**

- |    |  |              |
|----|--|--------------|
| 1  | Apologies for absence  |              |
| 2  | Declarations of pecuniary interest   |              |
| 3  | Minutes of the previous meetings<br>Minutes of the meetings held on:   | 1 - 8        |
|    | 7 February 2022<br>21 February 2022 (Public Minutes)<br>21 February 2022 (Exempt Minutes)  |              |
| 4  | Merton Hate Crime Strategy 2022-26   | 9 - 60       |
| 5  | Update following the council motion on 21st April 2021 in relation to the safety of women and girls in Merton  | 61 - 74      |
| 6  | Compulsory Purchase Orders for estate regeneration: Eastfields Phase 1, High Path Phase 2 and 3 and Ravensbury Phase 2, 3 and 4  | 75 - 578     |
| 7  | Repurposing the High Street - Final Recommendations  | 579 -<br>620 |
| 8  | Provision and maintenance of a Community Equipment Service   | 621 -<br>626 |
| 9  | Home to school transport   | 627 -<br>712 |
| 10 | Extension of School Cleaning Contract  | 713 -<br>716 |
| 11 | Financial Monitoring Report - Period 10 January 2022   | 717 -<br>774 |
| 12 | Selective Licensing Update and Empty Homes   | To<br>Follow |
| 13 | Exclusion of the public<br>To RESOLVE that the public are excluded from the meeting during consideration of the following report(s) on the grounds that it is (they are) exempt from disclosure for the reasons stated in the report(s). |              |
| 14 | CHAS 2013  |              |
| 15 | Minutes of the meeting held on 21 February 2022 (Exempt  |              |

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Minutes)

16 Item 8 - Appendix

**Note on declarations of interest**

Members are advised to declare any Disclosable Pecuniary Interest in any matter to be considered at the meeting. If a pecuniary interest is declared they should withdraw from the meeting room during the whole of the consideration of that matter and must not participate in any vote on that matter. For further advice please speak with the Managing Director, South London Legal Partnership.

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# Agenda Item 3

All minutes are draft until agreed at the next meeting of the committee/panel. To find out the date of the next meeting please check the calendar of events at your local library or online at [www.merton.gov.uk/committee](http://www.merton.gov.uk/committee).

## CABINET

7 FEBRUARY 2022

(7.15 pm - 7.57 pm)

**PRESENT** Councillors Councillor Mark Allison (in the Chair),  
Councillor Agatha Mary Akyigyina, Councillor Owen Pritchard  
and Councillor Martin Whelton

**ALSO PRESENT** Councillor Peter Southgate  
Councillor Nick Draper  
Louise Round (Managing Director South London Legal  
Partnership) and Richard Seedhouse (Democratic Services  
Officer)

**ATTENDING  
REMOTELY** Councillor Brenda Fraser, Councillor Natasha Irons, Councillor  
Rebecca Lanning, Councillor Marsie Skeete and Councillor  
Eleanor Stringer.

Councillor Nick McLean  
Councillor Daniel Holden

Hannah Doody (Chief Executive), Caroline Holland (Director  
Corporate Services), Chris Lee (Director Environment and  
Regeneration), John Morgan (Interim Director Community and  
Housing), Jane McSherry (Director Children, Schools and  
Families), Matt Burrows (Head of Communications), David  
Keppler (Head of Revenues and Benefits), Octavia Lamb  
(Research and Policy Officer – Labour Group) and Amy  
Dumitrescu (Democracy Services Manager)

### 1 APOLOGIES FOR ABSENCE (Agenda Item 1)

No apologies were received.

Councillors Fraser, Irons, Lanning, Skeete and Stringer attended remotely.

### 2 DECLARATIONS OF PECUNIARY INTEREST (Agenda Item 2)

There were no declarations of interest.

### 3 MINUTES OF THE PREVIOUS MEETING (Agenda Item 3)

**RESOLVED:** That the minutes of the meeting held on 17 January 2022 are agreed as  
an accurate record.

### 4 REFERENCE FROM THE OVERVIEW AND SCRUTINY COMMISSION -

## SCRUTINY OF THE BUSINESS PLAN 2022-26 (Agenda Item 4)

The Chair advised that items 4, 5 and 7 would be taken together. For the purpose of the minutes these are minuted separately.

At the invitation of the Chair, Councillor Southgate, Chair of the Overview and Scrutiny Commission presented the reference report which set out the recommendations of the Commission and the Scrutiny Panels following the preceding round of budget scrutiny in January 2022.

Councillor Southgate gave an overview of the recommendations by the Overview and Scrutiny Commission, noting that in future the scheduling of Scrutiny and Cabinet meetings could be timetabled more closely.

Councillor Southgate thanked Councillor Pritchard and the Director for their work.

The Deputy Leader and Cabinet Member for Finance responded and agreed that more could be done in regard to the timetabling of meetings.

The Director of Corporate Services advised that the timetabling of meetings had been amended for 2022-23 and these meeting dates had been agreed at February Council.

### RESOLVED:

That Cabinet, in taking decisions relating to the Business Plan 2022-26, took into account the recommendations made by the Overview and Scrutiny Commission (set out in paragraphs 2.7 to 2.12 below) and references from the other Overview and Scrutiny Panels (set out in paragraph 2.4)

*2.4. The Sustainable Communities Panel RESOLVED to recommend Cabinet hold saving ENV2022-23 03, regarding Deen City Farm, on the basis that it is a saving to be made in 2023/24 and in anticipation of finding an alternative saving.*

*2.7. Commission members welcome the opportunity to scrutinise the Budget and Business Plan 2022-26, and acknowledge the difficulties officers have faced in finalising it while the legacy costs of the pandemic remain unfunded and unresolved.*

*2.8. Because of the timetable for the budget process, the Commission has consistently been one step behind the Cabinet e.g. scrutinising the third (December) iteration of the budget on 19 January when Cabinet has approved the fourth iteration two days earlier, on 17 January. The timetable should be reviewed to see whether the final Commission meeting can be delayed to ensure scrutiny of the latest budget iteration, while still allowing time to feed back to the final Cabinet meeting on 7 February.*

*2.9. In recent years heavy reliance has been placed on the Balancing the Budget Reserve to close the gap and set a balanced budget ((£11.5m in 2022/23).*

*2.10. The text notes: "It should be recognised that the use of reserves is a one off form of funding and alternative ongoing savings need to be identified to address the budget gap over the long term". Is the Cabinet satisfied that this dependence on the BtBR is sustainable?*

*2.11. Resolution of the DSG deficit is now tantalisingly close, with the potential to impact the final budget for 2022/23. Cabinet will be faced with various options for allocating the provisions released, including amongst others: • replenishing the Balancing the Budget Reserve • cancelling “unachievable” savings • funding priorities identified by “Your Merton” • moving forward with the Climate Change Action Plan*

*2.12. Cabinet is requested to ensure that scrutiny members are involved in the discussion of these alternatives*

## 5 BUSINESS PLAN 2022-26 (Agenda Item 5)

The Joint Deputy Leader and Cabinet Member for Finance, Performance, Recovery and the Local Economy presented the report, noting there would be an increase in Council Tax of below three percent and that the GLA precept had not yet been agreed by the London Assembly and therefore the figure within the report was provisional. The report presented a balanced budget. The Council were still awaiting the results of discussions with the DFE regarding the DSG.

The Cabinet Member for Local Environment and Green Spaces advised that in partnership with Deen City Farm and following discussions with their trustees, it was proposed that saving ENV2022-23 03 not be taken in full in 2023/24 but tapered off throughout the following five years, with a drop of 10% each year. This would be alongside exploring capital investment in projects which would allow Deen City Farm to generate income and work with the Council’s greenspaces team to ensure the decrease in Council funding is covered through other grant funding and other sources.

The Director for Corporate Services advised that the final Government settlement had been published and the figures would be updated accordingly. It was noted that the Council Calendar for 2022/23 had been amended to schedule the Scrutiny and Cabinet budget meetings more appropriately. The Wimbledon Putney and Commons Conservators had announced a 3.7% increase in the precept, which has impacted on the level of Council Tax Merton can raise and this was being monitored closely. In response to questions from the Joint Deputy Leader and Cabinet Member for Children and Education, the Director for Corporate Services advised that the Conservators were able to increase their levy by the rate of inflation and the Council were working closely with neighbouring Boroughs on the impact of any increases. With relation to the DSG, it was proposed that 100% of the deficit would be funded at the end of 2021/22 and then 50% going forward and discussions were continuing with the DFE on the DSG.

The recommendations were agreed, whilst noting that the proposals put forward for Deen City Farm would feed into the next round of the budget process.

### RESOLVED:

1. That Cabinet considered and agreed the response to the Overview and Scrutiny Commission and agreed that saving ENV2022-23 03 be delayed until 2023/24.
2. That the Cabinet resolved that, having considered all of the information in this report and noted the positive assurance statement given by the Director of Corporate Services based on the proposed Council Tax strategy, the maximum Council Tax in

2022/23, equating to a Band D Council Tax of £1,380.87, which is an increase of below 3% be approved and recommended to Council for approval.

3. That the Cabinet considered all of the latest information and the comments from the scrutiny process, and makes recommendations to Council as appropriate

4. That Cabinet resolved that the Business Plan 2022-26 including the General Fund Budget and Council Tax Strategy for 2022/23, and the Medium Term Financial Strategy (MTFS) for 2022-26 as submitted, along with the draft Equality Assessments (EAs), be approved and recommended to Council for approval subject to any proposed amendments agreed at this meeting;

5. That the Cabinet resolved that, having considered all of the latest information and the comments from the scrutiny process, the Capital Investment Programme (as detailed in Annex 1 to the Capital Strategy); the Treasury Management Strategy (Section 5), including the detailed recommendations in that Section, incorporating the Prudential Indicators and the Capital Strategy (Section 4) as submitted and reported upon be approved and recommended to Council for approval, subject to any proposed amendments agreed at this meeting;

6. That Cabinet noted that the GLA precept will not be agreed by the London Assembly until the 24 February 2022, but the provisional figure has been incorporated into the draft MTFS

7. That Cabinet requested officers to review the savings proposals agreed and where possible bring them forward to the earliest possible implementation date

8. That Cabinet noted that there may be minor amendments to figures and words in this report as a result of new information being received after the deadline for dispatch and that this will be amended for the report to Council in March.

9. That Cabinet considered and approved the Risk Management Strategy.

## 6 COVID-19 ADDITIONAL RELIEF FUND SCHEME (Agenda Item 6)

The Deputy Leader and Cabinet Member for Finance, Performance, Recovery and the Local Economy presented the report – applications to the Council from businesses which had not received or were not eligible to receive the extended retail discount were able to submitted over the following three weeks.

The Head of Revenues and Benefits advised this would be a reduction to the business rates bills.

The Chair thanked the officers for their work and it was

RESOLVED:

That Cabinet reviewed and agreed the Covid Additional Relief Fund (CARF) policy

## 7 FINANCIAL MONITORING REPORT - PERIOD 9 DECEMBER 2021 (Agenda Item 7)



The Deputy Leader and Cabinet Member for Finance, Performance, Recovery and the Local Economy presented the report.

The Director for Corporate Services advised that there was still an anticipated adverse variance at the end of the financial year however noting that the debts owed to the authority had decreased. The report would also be brought to the Financial Monitoring Task Group later in the month.

**RESOLVED:**

- A. That Cabinet noted the financial reporting data for month 9, December 2021, relating to revenue budgetary control, showing a forecast net adverse variance at year end on net service expenditure of £5.373m, increasing to £7.276m when corporate and funding items are included, a decrease of £82k compared to last month
- B. That CMT noted the contents of Section 5 and approve the adjustments to the Capital Programme contained in Appendix 5b and 5d  
That Cabinet noted the contents of Section 5 and Appendix 5b of the report and approved the adjustments to the Capital Programme in the Table below:

	<b>Budget</b>	<b>Narrative</b>
<b>Corporate Services</b>	<b>£</b>	
Business Systems - Payroll	3,000	Additional Costs Funded
Invest to Save -	(397,240)	Revised Grant Funded
Business Systems - SENDIS	(109,410)	Remaining or Revenue MIB Money
<b>Children, Schools and</b>		
Harris Academy Wimbledon	72,740	SCIL Funding for additional costs of the scheme
Links - Capital Maintenance	(15,000)	Virement reflecting projected
Sherwood - Capital	15,000	Virement reflecting projected
<b>Environment and Regeneration</b>		
Borough Regeneration -	150,000	Section 106 Scheme
<b>Total</b>	<b>(280,910)</b>	

**8 MERTON'S CLIMATE DELIVERY PLAN YEAR 2 (Agenda Item 8)**

The Cabinet Member for Housing, Regeneration and the Climate Emergency presented the report, which provided a review of progress during the first year of the Strategy and Action Plan as well as projects planned in 2022. It was noted 28 school streets had been introduced and were in the process of being made permanent.

The Cabinet Member thanked officers for their work.

The Cabinet Member for Local Environment and Green Spaces spoke on plans to move towards electric vehicle fleets.

RESOLVED:

A. That Cabinet adopted the Climate Delivery Plan – Year 2

B. That delegated authority was given to the Director of Environment and Regeneration, Chris Lee in consultation with Cllr Martin Whelton, the Cabinet member for Housing, Regeneration and the Climate Emergency to make minor amendments.

C. That Cabinet approved the allocation of £150k from Merton's Carbon Offset fund to top-up national funding in the delivery of the Green Homes Grant Local Authority Delivery Scheme to retrofit fuel poor homes in Merton.

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## CABINET

21 FEBRUARY 2022

(7.15 pm - 7.45 pm)

**PRESENT** Councillors (in the Chair), Councillor Eleanor Stringer, Councillor Owen Pritchard, Councillor Eleanor Stringer and Councillor Martin Whelton

**ALSO PRESENT** Councillor Peter Southgate  
Caroline Holland (Director Corporate Services), Chris Lee (Director Environment and Regeneration), Jane McSherry (Director Children, Schools and Families), John Morgan (Interim Director Community and Housing) and Amy Dumitrescu (Democracy Services Manager)

**ATTENDING  
REMOTELY**

Councillor Nick McLean  
Councillor Mark Allison, Councillor Agatha Akyigyina, Councillor Brenda Fraser, Councillor Natasha Irons, Councillor Rebecca Lanning and Councillor Marsie Skeete  
Louise Round (Managing Director South London Legal Partnership), Matt Burrows (Head of Communications) and Octavia Lamb (Research and Policy Officer – Labour Group)

### 1 APOLOGIES FOR ABSENCE (Agenda Item 1)

No apologies were received. Councillors Allison, Akyigyina, Fraser, Irons, Lanning and Skeete attended remotely.

### 2 DECLARATIONS OF PECUNIARY INTEREST (Agenda Item 2)

There were no declarations of interest.

### 3 EXCLUSION OF THE PUBLIC (Agenda Item 3)

**RESOLVED:** That the public were excluded from the meeting during consideration of the following report on the grounds that it is exempt from disclosure for the reasons stated in the report.

### 4 OPTIONS FOR THE FUTURE OF CHAS 2013 (Agenda Item 4)

**RESOLVED:** That the Recommendations within the report were agreed.

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## Committee: Cabinet

Date: 21<sup>st</sup> March 2022

Wards: All

## Subject: Merton Hate Crime Strategy 2022-26

Lead officer: Peter Clifton, Interim Head of Community Safety

Lead member: Councillor Agatha Akyigyina

Contact officer: Katy Saunders, Community Resilience Officer

### Recommendations:

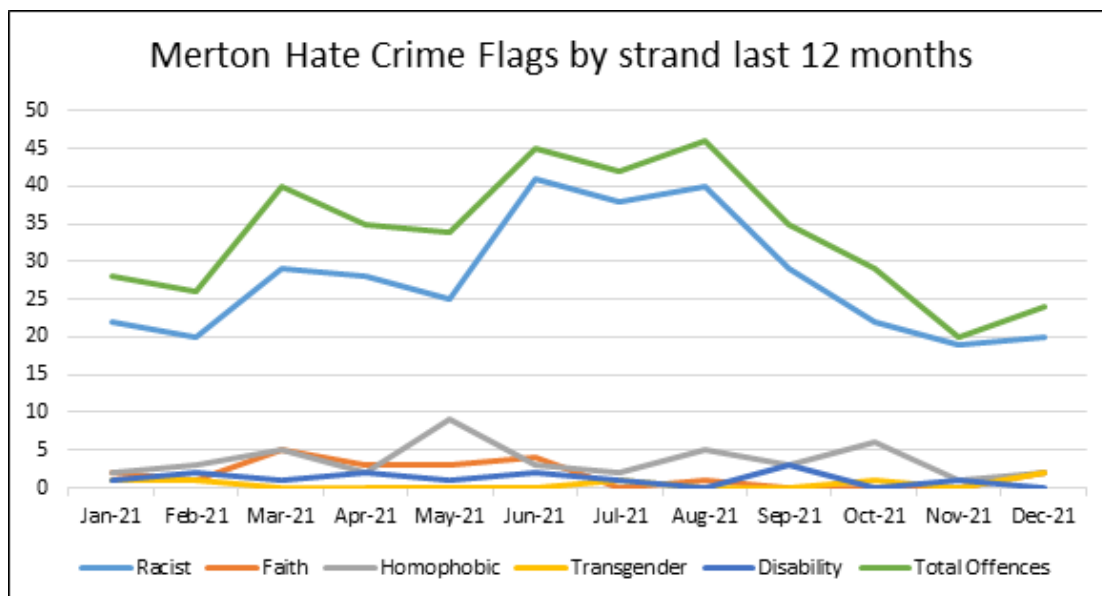
- A. For Cabinet to review and sign off Merton's Hate Crime Strategy 2022-26.
- B. For Cabinet to note the content of the report in terms of work being undertaken on the hate crime agenda and consider how this work can be supported going forwards.

### 1 PURPOSE OF REPORT AND EXECUTIVE SUMMARY

- 1.1. To update the Cabinet on Merton's Hate Crime Strategy to cover 2022-26 and the work being undertaken on the hate crime agenda.

### 2 DETAILS

- 2.1. Hate crime is defined by the CPS as *"any criminal offence which is perceived by the victim or any other person, to be motivated by hostility or prejudice, based on a person's disability or perceived disability; race or perceived race; or religion or perceived religion; or sexual orientation or perceived sexual orientation or transgender identity or perceived transgender identity."*
- 2.2.



- 2.3. In December 2021, hate crime offences in Merton rose slightly, with 26 separate hate crime flags, of which racial hate crimes accounted for 20 offences.
- 2.4. Overall, hate crime offences in Merton were up by 19 offences (5%) in the calendar year 2021 compared to 2020. Nearly 80% of recorded hate crimes in Merton are racially motivated. *A more in depth analysis of statistics can found in Merton's Hate Crime Profile 2021, which is refreshed on an annual basis.*
- 2.5. Whilst the number of reported hate crimes is increasing year on year, it is acknowledged that there is likely to be under reporting, particularly within certain groups such as the disabled community. Many victims may not recognise what happens to them as a hate crime, feel a sense of shame in coming forward to report or do not understand what can be done to address the issue. Therefore raising awareness of hate crime and giving victims the confidence to report is a key pillar of our work.
- 2.6. Hate crime is a strategic priority for Merton's Community Safety Partnership and a Mayoral priority for London, with the Mayor of London taking a zero-tolerance approach to hate crime.
- 2.7. As a result, hate crime is a strand of work within the Mayor's Police and Crime Plan 2017-21 and draft plan for 2021-25. This focuses on the following elements; promoting integration and standing in solidarity with London's diverse communities against hatred and abuse, ensuring victims receive specialist support and offenders' behaviour is addressed, working with the MPS to identify and eliminate barriers to reporting and improving training and awareness of hate crime issues and justice outcomes.
- 2.8. Strategic delivery and oversight of hate crime has been within Safer Merton's portfolio since September 2016 and has, due to challenges faced nationally and internationally, been an increasing area of focus and attention.
- 2.9. A strategic work plan was developed which ran 2017-21 and developed a solid base from which to continue this important work going forwards.
- 2.10. Key pieces of work included:
- *The formation of Merton's Hate Crime Strategy Group. The group has membership from voluntary and community sector representatives covering each strand of hate crime, police and relevant council departments. It is independently chaired by a representative from a community organisation, which ensures real community engagement and direction.*
  - *Launch of tailored hate crime branding, including an information leaflet and wallet card.*
  - *Refresh of the hate crime page on the Safer Merton web page, with clear signposting to relevant services.*
  - *Funding the production of a video 'Protect Yourself from Hate' on hate crime and how it affects young people developed, scripted and produced by students at Merton College.*

- *Launch of Merton's Hate Crime Advice Surgery, a monthly drop in service run in partnership with Tell MAMA and other community partners offering help and support to victims.*
- *The formal marking each year via community engagement events led by Safer Merton for National Hate Crime Awareness Week and IDAHOBIT (International Day Against Homophobia, Biphobia and Transphobia).*
- *The launch in March 2020 of Merton's Hate Crime Third Party Reporting Scheme, providing additional avenues of reporting to victims who may feel barriers reporting directly to the police.*

## 2.11. **Merton's Hate Crime Strategy 2022-26**

- 2.12. Following discussion with the Hate Crime Strategy Group, it was agreed going forward to split the document into a separate strategy and annual work plan.
- 2.13. An updated strategy has been drafted to cover 2022-26. This uses the previous strategy as a basis and builds on the work completed during the previous four years. It has been developed in consultation with membership of the Hate Crime Strategy Group and their community contacts.
- 2.14. It also incorporates findings from the council's Residents Survey, Your Merton consultation and Safer Merton Community Safety Survey, all conducted in 2021.
- 2.15. The strategy is based around four strategic aims:
- *Preventing hate crime*
  - *Protecting the victim and reducing repeat victimisation*
  - *Providing suited support to people who have experienced or are supporting victims of hate crime*
  - *Developing and implementing an integrated, robust, and coordinated approach to tackling suspected perpetrators*
- 2.16. The strategic aims will be delivered via an annual work plan. The work plan for 2021-22 was finalised in May 2021 and its actions reviewed on a quarterly basis by the Hate Crime Strategy Group.
- 2.17. Based on these actions, an annual report will be produced at the end of each financial year illustrating the work done and the priorities going forward. This will be circulated to the community to raise awareness and provide reassurance that hate crime is a priority in Merton.
- 2.18. The work plan for 2022-23 will be produced in consultation with members of the Hate Crime Strategy Group and their communities and finalised in April 2022.
- 2.19. Following the murder of Sarah Everard in London in March 2021 and campaigning by women's groups, the Government announced that police forces in England and Wales will be asked to record crimes motivated by hostility based on sex or gender on a trial basis from autumn 2021. The Government is in consultation with the National Police Chiefs' Council on how to take this forward in light of an independent review that recommended

misogyny should not be classed as a hate crime. In February 2022, the House of Commons voted against making misogyny a hate crime as part of the Police, Crime and Sentencing Courts Bill.

**2.20. Other key updates and work in the year ahead**

- 2.21. Merton's Hate Crime Strategy Group continue to meet quarterly. Since 2019 the group was chaired by Maureen Bailey of Inner Strength Network. Thanks are noted to Maureen, whose leadership has played a key part in steering the work of the group. In December 2021 a new chair was elected, Naomi Martin of Commonsense Community Development Trust and Trustee of Polish Family Association.
- 2.22. Hate Crime Awareness Week 2021 took place 9<sup>th</sup>-16<sup>th</sup> October 2021, with a variety of online and face to face community engagement events led by Safer Merton and partners in the Hate Crime Strategy Group. These covered the different strands of hate crime and included the national theme of Transgender hate crime. There was also a social media campaign to pledge support including a video from the captain of AFC Wimbledon.
- 2.23. Work continues on the expansion of Merton's hate crime Third Party Reporting scheme, with AFC Wimbledon, Tooting and Mitcham FC and 10 Coaching signing up to the scheme during 2021.
- 2.24. On 3<sup>rd</sup> December 2021 the Stop Hate UK Helpline was launched in Merton. This is a 24 hour, seven days a week helpline for victims and witnesses of hate crime to get support and advice, including making a third party report to police. The service is fully charitably funded for three years and will add to the capacity of our existing Third Party Reporting Centres within the community. Awareness raising sessions for residents and councillors in partnership with Stop Hate UK are planned for 2022.
- 2.25. Merton's monthly Hate crime Advice Surgeries continue to take place over the phone and it is planned that during 2022, once social distancing allows, this will return to a face to face format in Merton Civic Centre.
- 2.26. Continued reassurance messaging will take place using the Council's social media channels that hate in any form is not tolerated in Merton and by promotion of the support services available in the borough via the #MertonStopsHate.
- 2.27. IDAHOBIT (International day Against Homophobia, Biphobia and Transphobia) 17th May 2022 – it is hoped the marking of this important day to show solidarity with the LGBTQ+ community will return to an in-person event, with the raising of the rainbow flag at Merton Civic Centre alongside our partners in the police and community. Other key dates for the first quarter of 2022 which the Hate Crime Strategy group will be linking with in terms of hate crime: Holocaust Memorial Day, LGBT+ History Month and International Women's Day.
- 2.28. Safer Merton benefits from great partnership work in this area. Alongside the police, our partners include BAME Voice, Inner Strength Network, Polish Family Association, Merton Centre for Independent Living, Merton LGBT+ Forum, Merton Connected and Tell MAMA, who commit time and effort to working together on this agenda. The south west BCU have a dedicated



Hate Crime Officer who sits on the Hate Crime Strategy Group and ensures those who report to the police receive adequate support.

- 2.29. We would like to ask Cabinet Members to support our work on hate crime and champion what Merton has to offer our victims, so that they feel encouraged to come forward to make a report and get the support they need. This will include the planned formal launch of the new hate crime strategy in June 2022, details of which will be shared in due course.

### **3 ALTERNATIVE OPTIONS**

- 3.1. None for the purpose of this report.

### **4 CONSULTATION UNDERTAKEN OR PROPOSED**

- 4.1. The strategy and work plan have been developed in consultation with members of the Hate Crime Strategy Group and their contacts in the community. They also take into account the findings from three pieces of public consultation carried out in 2021; Safer Merton's Community Safety Survey, Merton Council's Residents Survey 2021 and Your Merton.

### **5 TIMETABLE**

<b>Action</b>	<b>Date</b>
<i>Overview &amp; Scrutiny Committee</i>	16 <sup>th</sup> February 2022
<i>Cabinet</i>	21 <sup>st</sup> March 2022
<i>Final sign off Hate Crime Strategy 2022-26 and work plan 2022-23 by Safer Stronger Executive Board</i>	27 <sup>th</sup> April 2022
<i>Official launch of Hate Crime Strategy 2022-26 and work plan 2022-23</i>	June 2022

### **6 FINANCIAL, RESOURCE AND PROPERTY IMPLICATIONS**

- 6.1. None for the purposes of this report. Safer Merton's Community Resilience Officer being resourced to work on the hate crime agenda two days per week continues in place and is funded for through the existing revenue provisions.

### **7 LEGAL AND STATUTORY IMPLICATIONS**

- 7.1. No legal implications arise from the recommendations in this report..

### **8 HUMAN RIGHTS, EQUALITIES AND COMMUNITY COHESION IMPLICATIONS**

- 8.1. Hate crime is directly linked with community cohesion. Continuing to maintain the strong links we have with our community and letting them know the services we have to support them if they do become a victim of crime is vital in achieving our ambitions for more victims to report.

### **9 CRIME AND DISORDER IMPLICATIONS**

- 9.1. Safer Merton oversee this work and ensure that all crime and disorder concerns are considered within this work.

### **10 RISK MANAGEMENT AND HEALTH AND SAFETY IMPLICATIONS**

10.1. None for the purpose of this report.

**11 APPENDICES – THE FOLLOWING DOCUMENTS ARE TO BE PUBLISHED WITH THIS REPORT AND FORM PART OF THE REPORT**

11.1 Merton Hate Crime Strategy 2022-26.

11.2 Hate crime work plan 2021-22.

11.3 List of Merton Hate Crime Third Party Reporting Centres.

11.4 Launch of Stop Hate UK Helpline for Merton – press release 03/12/2021.

<https://news.merton.gov.uk/2021/12/03/stop-hate-uk-helpline-to-launch-in-merton/>

**12 BACKGROUND PAPERS**

12.1. MOPAC Draft Police and Crime Plan 2021-25

<https://www.london.gov.uk/publications/police-and-crime-plan-2021-25>

12.2. Merton Hate Crime Profile 2021

**Safer Merton**

*Working Together To Keep Merton Safe & Sound*

# **Merton Hate Crime Strategy**

**2022-26**



## FOREWORD

### **Councillor Agatha Akyigyina OBE**

#### **Cabinet Member for Partnerships, Public Safety and Tackling Crime**

As a local councillor for 15 years and lead member for Partnerships, Public Safety and Tackling Crime I am proud to serve your borough.



Merton is a diverse and internationally known borough with over 200,000 residents speaking over 100 languages. Each year Merton welcomes millions of additional people to the borough who visit our local parks and green spaces, shopping facilities, and the annual tennis championships.

Tackling hate crime is a key part of Merton's community safety strategy, with our first hate crime strategy launching in 2016. Five years on, it is clear much positive progress has been made however we are in no doubt as a partnership that there remains much more to do. This strategy reflects on our progress so far and lays the foundation for our priorities in the coming years.

Since the previous strategy was written there have been a number of events nationally and internationally which have sadly resulted in an increase in hate crime. Events such as the EU Referendum in 2016, the terrorist attacks in London and Manchester in 2017 and the emergence in China in early 2020 of the Covid-19 pandemic all led to spikes in hate crime targeting different groups in our community.

Most recently, the murder of George Floyd in America in May 2020 has led to a global focus on race hate crime and the emergence of the Black Lives Matter movement. The murders in London of Sarah Everard in London in March 2021 and Sabrina Nessa in September 2021 has led to renewed calls by women's groups to include misogyny as a monitored strand of hate crime, in order to demonstrate that the harassment of women is not acceptable and is on a level with other hate crimes.

Whilst it is encouraging to see the number of victims coming forward to the police is increasing, we know reported hate crimes are the tip of the iceberg which is why increasing victim's confidence in reporting and obtaining the support they need remains a key pillar of our strategy.

I would like to thank our partners in the statutory, community and voluntary sectors for their continued drive and commitment in responding to victims of hate crime in Merton and working with us to deliver this strategy.

We are committed to tackling all forms of hate crime and will continue to uphold the message that Merton is a welcoming place for all where hate in any form is not tolerated.

Merton is proud to be one of the safest boroughs in London and we will continue to work hard, together, to ensure that this position is maintained.

## What is a hate crime?

A hate crime is defined as “any criminal offence which is perceived, by the victim or any other person, to be motivated by hostility or prejudice based on a person’s race, religion, sexual orientation, transgender identity or disability, or the perception of the person of having any of these characteristics.”<sup>1</sup> A hate crime may also be committed against a person by association, such as against the parent of a disabled child or the partner of someone of a different ethnicity. Hate crimes are now also recognised as a form of abuse in relation to safeguarding adults at risk; this stems from the introduction of the Care Act 2014 and the revised London procedures that were launched in 2016.

Hate crime, as monitored by the Metropolitan Police, can be separated into five strands:

1. Disability
2. Race
3. Religion/ Faith
4. Sexual Orientation
5. Transgender Identity

In November 2018, Merton Council formally adopted the International Holocaust Remembrance Alliance’s (IHRA) working definition of Anti-Semitism (*See Appendix A for full definition*).

## What is a hate incident?

It is important that this strategy recognises hate incidents as well as hate crimes. A hate incident is any non-crime incident which is perceived, by the victim or any other person, to be motivated by hostility or prejudice based on a person’s characteristics.

If the victim or any other party involved believe something to be a hate incident, then it should be logged as such by the person who is recording it. The Metropolitan Police record all reports of hate incidents however not all incidents will meet the threshold necessary to be classed as criminal offences; those that do are recorded as offences. Hate incidents can take many forms, examples of which include but are not limited to hoax calls, online abuse, offensive jokes, and displaying or circulating discriminatory literature or posters<sup>2</sup>.

Although a hate incident may not constitute a crime, it is still important to report it as this can help ensure that victims receive any guidance and support they may need. Additionally, the police and other authorities can use this information to target resources and gain a greater understanding of the issues facing specific communities. Police presence and understanding of hate incidents could also help to prevent an ‘incident’ turning into a ‘crime’.

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<sup>1</sup> Home Office Hate Crime Action Plan Refresh 2018

<sup>2</sup> Citizens Advice - <https://www.citizensadvice.org.uk/discrimination/hate-crime/what-are-hate-incidents-and-hate-crime/>

## Who is affected by hate crime?

Hate crime is a social problem as it not only harms the victim but is also deeply damaging to entire families and communities. A lack of action in tackling hate crime can lead to isolation and victimisation of individual people and vulnerable groups, as well as the polarisation of entire communities.

Victims can experience hate crime based on various/ multiple aspects of their selves e.g. a homosexual disabled resident may be the subject of homophobic hate crime and/ or disability hate crime.

It is important to understand that there is no specific offence of 'hate crime' in criminal law in the UK, however there are existing offences (e.g. threats, physical assault, harassment, etc.) which, when motivated by hostility or prejudice, are categorised as a hate crime. This can influence how the offence is investigated and can lead to an enhanced sentence.

It should also be recognised that hate crime may be motivated by hostility of other characteristics beyond the current monitored strands e.g. age and subculture.

Following the murder of Sarah Everard in London in March 2021 and campaigning by women's groups, the Government announced that police forces in England and Wales will be asked to record crime motivated by hostility based on sex or gender on a trial basis from autumn 2021. The Government is in consultation with the National Police Chiefs' Council on how to take this forward in light of an independent review that recommended misogyny should not be classed as a hate crime. In February 2022, the House of Commons voted against making misogyny as a hate crime as part of the Police, Crime and Sentencing Courts Bill.

The Home Office and Mayor's Office of Policing and Crime (MOPAC) strategic documents use the term 'victim' when referring to those who have a hate crime committed against them, and so this strategy will use the same terminology throughout. While this term is used to ensure consistency amongst strategies, it should be noted that this document respects the very personal and individual nature of hate crime and so recognises people's right to self-define and refer to themselves as 'survivors' or other terms if they so wish.

## Our vision for Merton

London is known as a city where people from all backgrounds and occupations are able to live in freedom and tolerance. This strategy is specifically targeted at tackling the issue of hate crime in the London borough of Merton however, it also feeds into the wider aim of the Community Safety Partnership to encourage community cohesion and ensure the safety and wellbeing of local residents.

Though our ultimate vision for Merton is one in which we will see zero instances of hate crime, our current aims include seeing an increase in reporting of hate crime, demonstrating public confidence that their reports will be taken seriously by authorities. We also wish to see a greater awareness of hate crime amongst members of the public, displaying an emotional intelligence and common respect.

Merton is fortunate in having a comparatively low crime rate in London and it has always been seen as a great place to live, with the borough enjoying high overall life expectancy and performing well with regards to education, housing, the environment, and many other factors. However, there are currently areas of the borough where residents need a greater level of support in order to reach their full potential.

The residents form a critical part of what makes Merton a great place to live and through strategies such as this, we hope to foster an environment where people are tolerant and understanding of one another, working together to better the community. In line with the Mayor of London's vision for the future of policing and crime in London, this strategy takes a victim-oriented approach, putting the victim's safety and wellbeing at the heart of everything we do.

## National and local policies for tackling hate crime

The following strategies form the basis on which this strategic plan has been developed:

- **Home Office Hate Crime Action Plan 2016-2020 – 2018 Refresh**

The UK Government's plan for tackling hate crime, which sets out a programme of actions to tackle hate crime.



Hate\_crime\_refresh\_  
2018\_FINAL\_WEB.PD

- **Mayor's Action Plan – Transparency, Accountability and Trust in Policing – November 2020**

In November 2020 the Mayor of London released an Action Plan to improve trust and confidence in the Met Police and address community concerns about the disproportionality in the use of certain police powers affecting Black Londoners.

<https://www.london.gov.uk/publications/action-plan-transparency-accountability-and-trust-policing>

- **Home Office Beating Crime Plan – July 2021**

This document sets out the government's plan to deliver change, resulting in less crime, fewer victims and a safer country.



Crime-plan-v10  
(1).pdf

- **MOPAC Draft Policing and Crime Plan 2021-25**

A new policing and crime plan 2021-25 has been drafted which is under consultation until January 2022. Hate crime sits under one of the key themes of reducing and preventing violence. There is a no tolerance policy to all forms of hate crime and the approach focuses on three things: prevention, supporting victims and oversight of police enforcement.

[Police and Crime Plan 2021-25 | GLA \(london.gov.uk\)](#)

It should also be noted that the UK Government planned to produce a new standalone hate crime strategy at the end of 2021 which will set out their commitment to stamping out hate crimes, including their online elements. At the time of writing this it is awaiting release.

## Hate crime data

### National picture

- According to the Home Office in the year ending March 2021, there were 124,091 hate crimes recorded by the police in England and Wales; of which there were 92,052 race hate crimes, 6,377 religious hate crimes, 18,596 sexual orientation hate crimes, 9,943 disability hate crimes and 2,799 transgender hate crimes.<sup>3</sup>
- Excluding Greater Manchester Police who did not supply data for year ending March 2020, there was a 9% increase in recorded hate crime compared with the previous year.
- Increases in police recorded hate crime in recent years have been driven by improvements in crime recording and a better identification of what constitutes a hate crime.

### Merton and London picture

The Covid-19 pandemic of 2020-21 and subsequent lockdowns during reduced movements of much of the population, thus reducing interactions between people which led to some falls in hate crime offences (the majority of hate crimes being 'aggravated' rather than 'motivated'). In late May 2020 the murder of George Floyd triggered the Black Lives Matter movement. June 2020 saw a spike in racist hate crime reports in Merton and the Metropolitan Police. It is not clear whether increased offending or increased willingness to report caused the increase, which fell back to more expected levels later in the year.

Across the Metropolitan Police for the financial year 2020-21 the overall number of hate offences increased by 10% to nearly 25,000 reports, primarily as a result of increased racist offences for the reasons outlined above. Faith and homophobic hate crimes saw year on year falls.

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<sup>3</sup> Official Statistics Hate Crime, England and Wales, 2020 to 2021 [Hate crime, England and Wales, 2020 to 2021 - GOV.UK \(www.gov.uk\)](#)



- Merton has seen 392 recorded hate crimes in the financial year 2020-21.<sup>4</sup>
- Hate crime in Merton increased by 9% in the financial year 2020-21.
- Racially aggravated offences make up the largest proportion of hate crimes committed in Merton – nearly 80% of the total.

### **Merton Residents' Survey 2021 and Your Merton Consultation 2021**

Merton Council regularly survey residents in the borough about their attitudes to their local area. Findings from the 2021 Residents' Survey<sup>5</sup> show that residents are less positive about community cohesion than at the time of the last survey in 2019, with an 8% fall in those who agree that the local area is a place where people from different ethnic backgrounds get on well together.

In 2021 Merton Council also carried out the Your Merton consultation<sup>6</sup> to understand the experiences of residents as we recover from the Covid-19 pandemic and shape a vision for the borough going forwards. Feedback established that residents want to maintain and foster the sense of 'community spirit' found during the pandemic.

### **Safer Merton Community Safety Survey 2021**

Safer Merton also conducted a survey in 2021, with 328 respondents, to find out the communities concerns in relation to crime and anti-social behaviour. In terms of perception of crime, 24% of respondents listed hate crime as being a 'fairly big' or 'very big' problem.

This section has provided an overview of the data in order to give some context to the strategic plan; however, more statistical information and a breakdown of hate crime strands and wards within Merton are available in the hate crime profile embedded below.



Hate Crime Profile  
2021 (2).pdf

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<sup>4</sup> <https://www.met.police.uk/sd/stats-and-data/met/hate-crime-dashboard/>

<sup>5</sup> <https://www.merton.gov.uk/council-and-local-democracy/performance/annual-residents-survey>

<sup>6</sup> <https://www.merton.gov.uk/council-and-local-democracy/get-involved/yourmerton>

## What have we achieved so far?

In implementing Merton's previous hate crime strategy 2017-2021 we have worked to towards achieving our strategic priorities. Some key achievements are detailed below:

### Hate Crime Advice Surgeries

In 2019 Merton became the first borough in south London to host a monthly Hate Crime Advice Surgery, in partnership with Tell MAMA and other community organisations working with victims covering each strand of hate crime. The surgeries are a confidential drop-in service for victims of hate crime to be offered advice and support.



Merton Hate Crime Advice Surgery,  
Merton Civic Centre

### Third Party Reporting

Working closely with community organisations, Merton have developed a Third Party Reporting Protocol and network of Third Party Reporting Centres across the borough. The centres help to overcome barriers some victims of hate crime may experience, by making reports to the police on behalf of victims who do not feel comfortable reporting directly. Working to expand the network of Third Party Reporting Centres is a key priority of this strategy.

*"Inner Strength Network are proud to be a third party reporting centre. Our clients find a safe space to recover and obtain support during difficult times."*

*"The sessions provide an opportunity for the Polish Family Association to raise awareness of how to report hate crime incidents, and strengthen relationships in the local area between Merton Council, Merton Police and the Polish and Eastern European community."*

*"In becoming a third party reporting site Merton CIL is now able to provide service users another way to report crime, while maintaining their independence."*

*"South London Tamil Welfare Group is working as a Third Party Reporting Centre. This helps to overcome barriers some victims of hate crime may experience, by making reports to the police on behalf of victims who do not feel comfortable reporting directly."*

### **Launch of Stop Hate UK helpline for Merton**

The launch of the Stop Hate UK helpline for Merton in December 2021 has helped to strengthen the capacity of our Third Party Reporting services, with the helpline being open 24 hours, seven days a week to provide support and guidance to those experiencing or witnessing hate crime.

### **National Hate Crime Awareness Week**

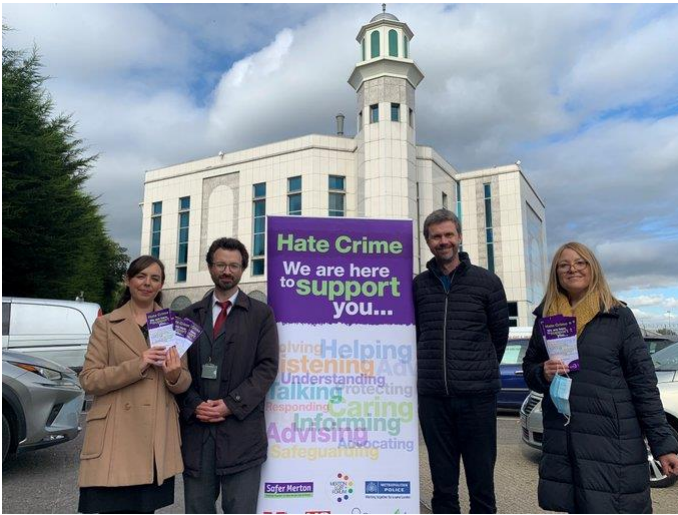
In October each year Merton holds a week of engagement events to mark National Hate Crime Awareness Week. The week aims to raise awareness amongst residents of what a hate crime is and to encourage the reporting of hate crimes and incidents.

In 2019 alongside our partners in the police and community we held a conference 'Hate Crime: Your Voice, Your Experience Matters' for young people at Merton College with over 100 young people from schools across the borough in attendance.

In 2021 the launch event focused on a panel of speakers discussing the national theme of Transgender hate crime. This was combined with a session focusing on working together against race hate crime, a coffee morning with the Polish Family Association and an engagement stall at the Baitul Futuh Mosque, Morden.



*'Hate Crime: Your Voice, Your Experience Matters' event for students at Merton College, October 2019*



*Leader of Merton Council, Councillor Mark Allison with members of the Safer Merton team at Baitul Futuh Mosque, October 2021*

**International Day against Homophobia, Biphobia and Transphobia (IDAHOBIT)**

This important day has been marked in Merton each year since 2017, with a rainbow flag raising ceremony attended by police and partner organisations to show solidarity with our LGBTQ+ residents and encourage those who have become victims of hate crime and intolerance to come forward and get the support they need.



*IDAHOBIT 2019, Merton Civic Centre*

**Communications**

A dedicated web page on the Merton Council website<sup>7</sup> provides information about hate crime and the support services available to residents in Merton.

A hate crime information leaflet and wallet card have also been developed, which signpost victims to appropriate support services across the different strands of hate crime. These

<sup>7</sup> <https://www.merton.gov.uk/communities-and-neighbourhoods/crime-prevention-and-community-safety/hate-crime>

have been useful to raise awareness and as an engagement tool when attending events in the community.

In addition, regular reassurance messaging is posted on Merton Council’s social media channels letting victims know that Merton does not stand for hate in any form and that support is available.

## How will the strategy be delivered?

Merton’s hate crime strategy, outlined in this document, aims to develop a victim-oriented, multi-agency approach to tackling all forms of hate crime across the borough. Over the next four years, the council will continue to come together with partners including the Metropolitan Police and groups representing the local community to foster a strong approach to tackling hate crime and supporting its victims. The following strategic aims will be carried out through a coordinated strategy implemented by all relevant partners.

I.	Preventing Hate Crime
II.	Protecting the victim and reducing repeat victimisation
III.	Providing suited support to people who have experienced or are supporting victims of hate crime
IV.	Developing and implementing an integrated, robust, and coordinated approach to tackling suspected perpetrators

### I. Preventing Hate Crime

Prevention work regarding hate crime needs to operate through a multi-level approach in order to be effective. Prevention of hate crimes will come about through a robust combination of educating communities in cultural understanding and acceptance, strongly enforcing the law, treating hate crime as the serious issue it is, and publicising successful prosecutions to act as a deterrent and to make it clear this kind of behaviour is not accepted within our society.

One of the largest issues around hate crime is its underreporting which severely hinders the authorities’ ability to respond to such issues. For this reason, awareness campaigns are an important part of prevention as they can help to ensure people are aware of what hate crime is, what their rights are, and how/ where they are able to report incidents. This information can give victims more confidence in reporting these crimes and thus lead to a stronger response from the appropriate authorities.

Educating communities on the value of diversity and cultural understanding and thus encouraging greater social integration is the best defence against hatred and intolerance. A

particular focus should be on educating children in such issues so that these values are instilled from a young age. This being said, it is crucial that this strategy considers the entire family unit with regards to education.

Migration to the UK must also be considered when developing an approach to hate crime awareness; it is possible that those from certain backgrounds will carry over rivalries from their home countries to the new communities within which they settle. Thus, it is important to make those entering the UK aware of the stringent laws that govern hate crime and the zero-tolerance approach that the police take. Equally, those already residing in the UK must develop an awareness of other cultures and traditions and so should understand and celebrate the migration that sees a community becoming more diverse.

## **II. Protecting the victim and reducing repeat victimisation**

Ensuring the safety of residents is this strategy's ultimate priority and work can be done to achieve this through the promotion of relevant available resources that aid residents in seeking help and support. The use of technology for personal safety and hate crime reporting should be explored further to consider its role as part of the borough's hate crime strategy. An example of this is the True Vision hate crime reporting website.<sup>8</sup>

While technical solutions can provide assistance and a sense of security to many, there remain those who are vulnerable and will not feel comfortable in using, or have access to, this technology. This cohort must also be considered and provided for within this strategy. This can be achieved through community outreach events in which police officers and community partners speak with people face to face, offering one-to-one support to build future resilience and facilitate more conversations around hate crime.

## **III. Providing suited support to people who have experienced or are supporting victims of Hate Crime**

Supporting victims of hate crime should take the form of counselling and emotional support as well as support during the reporting process. The reporting process, and seeing it through to a successful prosecution, can be a very stressful time for the victim and so multi-agency support must be made available for people going through this.

Coordinating this approach will involve the Safer Merton team, the Metropolitan Police, and guidance from community groups within the borough. This will result in shared practice and better communication between agencies, resulting in a clearer and smoother reporting path for the victim. Every resident's experience of hate crime will be unique and thus any support offered to victims should be suited to their needs.

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<sup>8</sup> <https://www.report-it.org.uk/>

From the Council's perspective, it is of great important to support community organisations in their abilities to take reports of hate crime and provide support for victims. Some residents do not feel comfortable in speaking directly with the police and so wish to report their experiences to those whom they trust. Community organisations play an integral role in providing support and guidance, and will be at the heart of the hate crime third party reporting network. It is acknowledged that some organisations need financial as well as other forms of support to carry out this role.

#### **IV. Developing and implementing an integrated, robust, and coordinated approach to tackling perpetrators**

This will involve robust policing of hate crimes in which every report is taken seriously and the victim is treated with respect. An improvement in police response and in prosecution rates will be partly facilitated by building public confidence in reporting such crimes as well as furthering knowledge of what information is required by police to increase the chances of a successful prosecution. Past cases have demonstrated how a series of low-level offences have escalated into serious crimes (in rare cases even murder) and so a commitment to identify and act on multiple incidents will be made.

Furthermore, where hate crime perpetrators are caught, they will need to be prosecuted to the full extent of the law; the responsibility for this would lie between the Metropolitan Police and the Crown Prosecution Service. Other methods of taking action against perpetrators will be investigated, such as reviewing the terms of their tenancy if they currently reside in rented accommodation.

Hate incidents and hate crimes can be equally as distressing to the victim and so the authorities' response should take consideration of this, providing services for those perpetrators who are often younger and whose actions are below the threshold of what is considered prosecutable.

## The strategic work plan

To deliver the strategic aims set out in this strategy there will be a focus on the following themes via an annual work plan.

### Themes of the work plan

#### 1. Co-ordination

**Aim:** To develop an understanding of the victims' needs and their journey through the criminal justice system to ensure that Merton's residents can access reporting and support services easily and efficiently

**How:** By ensuring that both conversations and actions regarding hate crime are made with input from all stakeholders and that this be embedded into service plans and coordinated effectively

#### 2. Prevention

**Aim:** To provide our residents with the knowledge and skills to stay safe, whilst challenging those who identify with the perpetration of hate crime. Developing and strengthening community cohesion through unifying our residents

**How:** Raising awareness through regular campaigning, projects, and programmes with a focus on Hate Crime Awareness Week in October. Educating the community, with particular attention paid to young people and children, on the importance and merits of diversity and fostering emotional intelligence. Building greater interaction between the police, enforcement agencies and young people to build a trusted relationship outside of crime and punishment.

#### 3. Provision

**Aim:** To ensure Merton is able to deliver the best support services possible, with a focus on supporting voluntary and community sector groups in the delivery and development of third party reporting routes

**How:** By working with partners and the community to provide a range of support services which assist in a practical sense with regards to reporting hate crimes and in providing emotional support to victims

#### 4. Protection

**Aim:** To provide a robust response to hate crime across the partnership, taking the most robust enforcement action possible against borough-based perpetrators

**How:** By ensuring that the police and partners are given training to identify factors which could flag a regular crime as being motivated by hate, in the process ensuring these are taken seriously and acted upon accordingly



## **Governance**

Merton's Community Safety Partnership commits to working together in order to reduce crime and anti-social behaviour, whilst increasing community confidence and cohesion.

The Hate Crime Strategy Group is responsible for the monitoring and delivery of Merton's hate crime strategy. The group meets quarterly and is made up of representatives from community organisations representing the different strands of hate crime, police and other statutory and voluntary agencies. It is independently chaired by a representative from a local community organisation.

The Safer Stronger Executive Board is the primary mechanism through which the Hate Crime Strategy Group is held to account for the delivery of the hate crime strategy's objectives. The Hate Crime Strategy Group reports to the Safer Stronger Executive Board annually.

### **Measuring success**

The strategy's objectives will be delivered via an annual work plan which will be reviewed by the Hate Crime Strategy Group on a quarterly basis. At the end of the financial year a highlight report will be produced detailing the key pieces of work which have taken place over the past 12 months and indicating the priorities to be focused on in the year ahead. This will be circulated to the community.

## Appendix

### Appendix A

The IHRA definition of Anti-Semitism is *“a certain perception of Jews, which may be expressed as hatred toward Jews. Rhetorical and physical manifestations of antisemitism are directed toward Jewish or non-Jewish individuals and/or their property, toward Jewish community institutions and religious facilities.”*

Manifestations might include the targeting of the state of Israel, conceived as a Jewish collectivity. However, criticism of Israel similar to that leveled against any other country cannot be regarded as anti-Semitic. Antisemitism frequently charges Jews with conspiring to harm humanity, and it is often used to blame Jews for “why things go wrong.” It is expressed in speech, writing, visual forms and action, and employs sinister stereotypes and negative character traits.

Contemporary examples of anti-Semitism in public life, the media, schools, the workplace, and in the religious sphere could, taking into account the overall context, include, but are not limited to:

- a) Calling for, aiding, or justifying the killing or harming of Jews in the name of a radical ideology or an extremist view of religion.
- b) Making mendacious, dehumanizing, demonizing, or stereotypical allegations about Jews as such or the power of Jews as collective — such as, especially but not exclusively, the myth about a world Jewish conspiracy or of Jews controlling the media, economy, government or other societal institutions.
- c) Accusing Jews as a people of being responsible for real or imagined wrongdoing committed by a single Jewish person or group, or even for acts committed by non-Jews.
- d) Denying the fact, scope, mechanisms (e.g. gas chambers) or intentionality of the genocide of the Jewish people at the hands of National Socialist Germany and its supporters and accomplices during World War II (the Holocaust).
- e) Accusing the Jews as a people, or Israel as a state, of inventing or exaggerating the Holocaust.
- f) Accusing Jewish citizens of being more loyal to Israel, or to the alleged priorities of Jews worldwide, than to the interests of their own nations.
- g) Denying the Jewish people their right to self-determination, e.g., by claiming that the existence of a State of Israel is a racist endeavor.
- h) Applying double standards by requiring of it a behavior not expected or demanded of any other democratic nation.

- i) Using the symbols and images associated with classic antisemitism (e.g., claims of Jews killing Jesus or blood libel) to characterize Israel or Israelis.
- j) Drawing comparisons of contemporary Israeli policy to that of the Nazis.
- k) Holding Jews collectively responsible for actions of the state of Israel.

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## Merton Hate Crime Work Plan 2021-2022

- This work plan sets out the key objectives and work to be delivered on hate crime in Merton in 2021-22.
- It will be monitored by Merton's Hate Crime Strategy Group and be updated quarterly by the Hate Crime Strategic Lead.
- Rag Rating is:

On Hold	In Progress	Completed	Behind
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**Theme 1: Co-ordination:** *Ensure that the response to Hate Crime is shared by all stakeholders, embedded into service plans, and coordinated effectively*

Page 33

Monitor and understand the picture of hate crime in Merton			
	Actions	Lead	Progress Updates
	<ul style="list-style-type: none"> <li>• Produce an annual hate crime profile using available hate crime data to understand the issues currently facing the borough.</li> <li>• Consult with the community to hear their voice and their experiences of hate crime when updating the hate crime strategy and annual work plan.</li> </ul>	Safer Merton, Hate Crime Strategy Group	Hate crime profile for 2021 complete.  Community feedback on 2021-22 work plan and strategy requested via Hate Crime Strategy Group. Safer Merton Community Safety consultation took place July-Oct 2021. Your Merton consultation took place summer 2021. Results incorporated into strategy and will feed into 2022-23 work plan.

<b>2.</b>	<b>Share hate crime information and data between relevant divisions of the council and Community Safety Partnership</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
	<ul style="list-style-type: none"> <li>• Communication between divisions of the council and Community Safety Partnership in order to better understand hate crime and the implications it has on different members of the community, ensuring the right support is offered to vulnerable victims.</li> <li>• Audit safeguarding cases to ensure hate crimes are flagged as a safeguarding adults concern.</li> </ul>	Safeguarding Adults, Police, Safer Merton	Safeguarding and DOLs Team Manager sits on the Hate Crime Strategy Group. Auditing process is in place which ensures steps are taken to reduce missed opportunities to identify when a hate crime has taken place.
<b>3.</b>	<b>Support a partnership approach to tackling hate crime and hate incidents</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
Page 34	<ul style="list-style-type: none"> <li>• Hate Crime Strategy Group meet quarterly, with updates via email on a regular basis. Group to be made up representatives from the community sector covering the different strands of hate crime, police and council.</li> <li>• Provide up to date information on hate crime and support services available on the Safer Merton website and via promotional materials.</li> <li>• Promote the Community Multi Agency Risk Assessment Conference (Community MARAC) so that agencies supporting hate crime victims are encouraged to make appropriate referrals to access multi-agency support to manage risk to the victim, perpetrator or community.</li> </ul>	Safer Merton	Quarterly meetings scheduled for 2022.  Safer Merton web page updated with the Stop Hate UK helpline details December 2021.
<b>4.</b>	<b>Encourage greater community integration as the best defence against hatred, celebrating how Merton's diversity makes it a wonderful place to live and work</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
	<ul style="list-style-type: none"> <li>• Focus on events celebrating Merton as a multicultural and harmonious borough. Mark events such as Black History Month, Holocaust Memorial Day, LGBT+ History Month, and International Womens' Day.</li> </ul>	Policy, Strategy & Partnerships, Inner Strength Network, Safer Merton	Will link in with council's planned events for Holocaust Memorial Day 27/01/2022.

<b>5.</b>	<b>Continue to develop a strong network of third party reporting centres throughout the borough which reflect the diversity of the community</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
	<ul style="list-style-type: none"> <li>Explore potential new sites for Third Party Reporting Centres which target different groups in the community.</li> <li>Offer training and continued support to Third Party Reporting Centres.</li> <li>Publicise Third Party Reporting Centres via the Safer Merton website and promotional materials.</li> </ul>	Safer Merton	<p>November 2021 – discussions with All England Club re joining the scheme.</p> <p>Stop Hate UK Helpline for Merton launched December 2021. 24hr, seven days a week service.</p>
<b>6.</b>	<b>Organise and hold a range of engagement events with our partners to raise awareness and promote mechanisms for reporting a hate crime</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
Page 35	<ul style="list-style-type: none"> <li>Alongside our partners coordinate a full programme of engagement events during national Hate Crime Awareness Week each October.</li> <li>Mark International Day Against Homophobia, Biphobia and Transphobia (IDAHOBIT) annually via a rainbow flag raising ceremony to show solidarity with the LGBTQ+ community.</li> </ul>	Hate Crime Strategy Group	<p>HCAW 2021 ran 9<sup>th</sup>-16<sup>th</sup> October 2021. Combination of online and face to face engagement events covering the different strands of hate crime, alongside a social media campaign for partners to pledge their support. Launch event focused on national theme of Transgender hate crime.</p>
<b>7.</b>	<b>Support BTP, Safer Transport and TFL in any future campaigns around hate crime on public transport</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
	<ul style="list-style-type: none"> <li>Joint campaigns adapted to a Merton context where possible to ensure the best outcome.</li> </ul>	BTP	
<b>8.</b>	<b>Explore funding options available and develop bids for hate crime projects</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>

	<ul style="list-style-type: none"> <li>Publicise funding opportunities when they become available e.g. MOPAC Safer Neighbourhood Board Community Engagement Funding.</li> <li>Provide relevant support to community organisations where necessary when making bids.</li> </ul>	Safer Merton	<p>Inner Strength Network successful in bid to obtain funding 2021-22 for continuation of hate crime Third Party Reporting scheme.</p> <p>Ongoing scanning for funding opportunities and awareness raising taking place. Hate Crime Strategy Group to consider making a joint bid for Third Party Reporting.</p>
<b>9.</b>	<b>Promote the work of the Hate Crime Strategy Group amongst the community</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
Page 36	<ul style="list-style-type: none"> <li>Produce a review of the annual work plan using info graphics to illustrate to the community what work has been achieved.</li> </ul>	Hate Crime Strategy Group	

**Theme 2: Prevention - Preventing Hate Crime through a change of people's attitudes and proactive policing**

<b>10.</b>	<b>Consider hate crime in the context of education of children and young adults</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
	<ul style="list-style-type: none"> <li>Promote a range of programmes in schools to increase young people's understanding of hate crime and challenge prejudices.</li> <li>Increase the number of Third Party Reporting Centres accessible to young people to encourage them to report hate crime.</li> <li>Link in with the council's work on the safety of women and girls to encourage respect and emotional awareness, providing advice and support to those who are victimised.</li> </ul>	Merton School Improvement, Safer Merton	



<b>11.</b>	<b>Raise awareness of hate crime amongst young people through campaigns</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
	<ul style="list-style-type: none"> <li>Attend events for young people such as Fresher's Week at Merton College to raise awareness and promote Merton's hate crime services.</li> <li>Continue to promote amongst young people in the borough the 'Protect Yourself from Hate' video made in conjunction with Merton College.</li> <li>Link in with Safer Schools officers during Hate Crime Awareness Week to ensure young people are engaged on the issues surrounding hate crime via assemblies, presentations and other materials.</li> </ul>	Safer Merton, Police	Safer Merton and Inner Strength Network attended Fresher's Fair Sept 2021 with a hate crime stall. 'Protect Yourself from Hate' video and presentation recirculated to Safer Schools Officers during HCAW 2021 alongside leaflets and posters for students.
<b>12.</b>	<b>Further engage with primary schools to educate children in emotional intelligence from a young age</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
Page 37	<ul style="list-style-type: none"> <li>Incorporate hate crime into a session of the Junior Neighbourhood Watch programme run by Merton Neighbourhood Watch Association and police for Year 5 pupils in primary schools in Merton.</li> </ul>	Merton NHW Association, Police	JNHW programme awaiting relaunch in schools following the pandemic - planned for summer term 2022.
	<b>Draw attention to the issue of online hate crime, linking in with any future campaign activity by the Met Police</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
	<ul style="list-style-type: none"> <li>Continue to build relationships with the Met Hate Crime Policy Development Team and participate in any future publicity campaigns about online hate crime.</li> </ul>	Safer Merton, Police	
<b>13.</b>	<b>Run a series of public campaigns in order to educate and challenge attitudes around hate crime</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
	<ul style="list-style-type: none"> <li>Alongside leading events for Hate Crime Awareness Week and IDAHOBIT annually, mark other important days such as International Womens' Day,</li> </ul>	Hate Crime Strategy Group	Social media campaign took place for HCAW 2021 asking for pledges of support. Partners such as AFC

	<p>LGBT+ History Month, International Day of Disabled Persons and Black History Month.</p> <ul style="list-style-type: none"> <li>• Develop an events calendar to be shared with partners.</li> <li>• Continue to utilise avenues such as social media, existing newsletter publications, websites and campaigns such as Hate Crime Awareness Week to promote messaging that Merton is no place for hate and via the #MertonStopsHate</li> </ul>		Wimbledon, Mayor of Merton, Merton CIL and Inner Strength Network took part.
<b>14.</b>	<b>Promote the 'Ask for Angela' campaign, which is championed by Merton Council and the Met Police</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
Page 38	<ul style="list-style-type: none"> <li>• Ensure bar and security staff receive regular training.</li> <li>• Ensure up to date information regarding campaign is on the Safer Merton website.</li> <li>• Link in with any campaigns around the night time economy (high risk environments for hate crime) being run by the police and Safer Merton.</li> </ul>	Police, Safer Merton	
<b>15.</b>	<b>Support and link in with MOPAC's (Mayor's Office of Policing and Crime) plans to launch a Hate Crime Victim Service to run 2021-2023</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
	<ul style="list-style-type: none"> <li>• Establish the extent to which such a service will be supported and funded by MOPAC and what the responsibility of the council and local police will be.</li> <li>• Ensure that any services provided through MOPAC support and complement existing offers from community organisations.</li> </ul>	Safer Merton	Await update from MOPAC.
<b>16.</b>	<b>Continue to reassure and support the community following the UK's withdrawal from the EU</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>

	<ul style="list-style-type: none"> <li>Engagement with relevant communities regarding community tensions related to the UK's withdrawal from the EU.</li> <li>Police continue to share community tension reports to flag any concerns.</li> <li>Regular messaging via the council and partners' social media channels that Merton is no place for hate and via promotion of our support services such as Hate Crime Advice Surgeries and Third Party Reporting.</li> </ul>	Safer Merton, Police	<p>Regular messaging is shared with community via social media channels that Merton is a welcome place for all and hate in any form is not tolerated.</p> <p>Engagement event took place with Polish Family Association, Safer Merton and Police during HCAW October 2021.</p>
<b>17.</b>	<b>Roll out Bystander training to the community to improve the confidence of the public in intervening safely when a hate crime is taking place*</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
Page 39	<ul style="list-style-type: none"> <li>Offer training sessions to community stakeholders including community organisations (in particular those who work with specific groups known to be most impacted by hate crime), businesses and residents.</li> <li>Exploring potential links with work around Women and Girls safety in public places.</li> </ul>	Safer Merton	Stop Hate UK Awareness sessions during 2022 dates TBC.
	<b>Coordinate the provision of training for council front line, call centre and other staff on how to recognise hate crime</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
	<ul style="list-style-type: none"> <li>Ensure frontline services have a consistent practice for responding to hate crime reports.</li> <li>Ensure employees are safeguarded in the workplace if they experience a hate crime.</li> </ul>	Safer Merton	

\*Actions 17 and 18 dependent on budget being identified.

**Theme 3: Provision - Improve provision of specialist support and reporting centres**

<b>19.</b>	<b>Continue to run monthly Hate Crime Advice Surgeries in conjunction with third sector partners</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
	<ul style="list-style-type: none"> <li>Publicise the Hate Crime Advice Surgeries via social media and promotional materials.</li> <li>Hold the surgeries in a face to face format once again at Merton Civic Centre once Covid-19 restrictions allow.</li> </ul>	Safer Merton	Regular messaging shared via council's events calendar and social media channels.
<b>20.</b>	<b>Increase confidence in reporting by expanding the third party reporting scheme at different locations throughout the borough from which hate crime can be reported in a safe space</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
Page 40	<ul style="list-style-type: none"> <li>Begin with a focus on sports clubs as hubs of the community and the ability of sport to bring different communities together.</li> <li>Explore how the scheme can be expanded into local businesses such as barber shops, nail bars and taxi services.</li> <li>Raise awareness of Third Party Reporting Centres amongst different groups in the community via publicity campaigns and materials.</li> </ul>	Safer Merton	<p>AFC Wimbledon, Tooting and Mitcham FC and 10 Coaching signed up to Third Party Reporting scheme during 2021.</p> <p>Meeting with All England Club November 2021.</p> <p>Engagement with local businesses in town centres to be picked up in 2022.</p>
<b>21.</b>	<b>Develop our 'Think Family' offer</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
	<ul style="list-style-type: none"> <li>In incidents of hate crime, always consider what the impact might be on the relatives of the victim and perpetrator.</li> </ul>	Merton Safeguarding Children	<p>Ongoing practice.</p> <p>Domestic Abuse Think Family sub-group of the MSCP will be seeking to strengthen their work on 'Think Family'</p>

		Partnership Manager	and a sub-group has been coordinated to review the Think Family presentation that was shared with partners a few years ago to refresh it. We are also holding a joint conference with the Adults Safeguarding Board in the coming year which will have a focus on transitions, and this may be an opportunity to share Think Family themes with partners. A Task and Finish group with members of both the children's and adults boards are taking this joint conference work forward.
<b>22.</b>	<b>Promote the use of apps relevant to personal safety and hate crime reporting</b>		
<b>Page 41</b>	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
	<ul style="list-style-type: none"> <li>Ensure the Safer Merton website is updated with the latest apps and safety advice.</li> <li>Promote the use of apps such as True Vision which can be used as a mechanism to report a hate crime.</li> </ul>	Safer Merton	Website is up to date with avenues of reporting. Also contains list of Third Party Reporting Centres.

**Theme 4: Protection** - To provide effective response to perpetrators outside of and within the criminal justice system

<b>23.</b>	<b>Trial the recording of misogyny as a hate crime</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
	<ul style="list-style-type: none"> <li>Police to trial the recording of hate crimes motivated by a person's gender and update the Community Safety Partnership on results of trial.</li> </ul>	Police	Await update from Met Police.

<b>24.</b>	<b>Social housing landlords record and take appropriate actions where hate crime is a motivating or recorded factor in neighbour nuisance or housing related nuisance</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
	<ul style="list-style-type: none"> <li>Engage with the key social landlords in the borough.</li> <li>Consider approach to ensure tenancy agreements are clear on how the landlord will act on reports of hate crime (supporting the tenant, or taking action against the perpetrator).</li> </ul>	Safer Merton and most prominent social landlords in the borough – Clarion, Moat Housing and L&Q Housing	<p>Social housing rep from Clarion Housing attends Hate Crime Strategy Group and Community MARAC meetings.</p> <p>Work ongoing with engagement with other HAs.</p>
<b>25.</b>	<b>Ensure that all front line police officers understand the importance of providing a robust response to hate crime</b>		
	<b>Actions</b>	<b>Lead</b>	<b>Progress Updates</b>
Page 42	<ul style="list-style-type: none"> <li>Training to ensure police officers are aware how to record hate crimes using the appropriate flags on police recording systems.</li> <li>Training and awareness for police officers to ensure they are aware of the support services available to victims.</li> </ul>	Police	<p>All response team officers have been informed via training sessions of the importance of correctly dealing with hate crime and the support services that are available to victims, including the 124H form and CATCH referrals.</p> <p>Drop in sessions also held with investigating officers.</p> <p>The Hate Crime Outcomes and Performance Officer (HCOP) also supervises all open hate crime investigations from reporting to closure.</p>



## Merton Hate Crime Third Party Reporting Centres

Merton's hate crime 'third party reporting centres' have been trained to assist you in submitting a report to the police, and can make such a report your behalf.

### **AFC Wimbledon**

Plough Lane Stadium, Plough Lane, London, SW17 0NR  
Contact: Amanda Bynon  
Tel: 020 8547 3528  
Info: [info@afcwimbledon.ltd.uk](mailto:info@afcwimbledon.ltd.uk)  
Website: <https://www.afcwimbledon.co.uk>

### **Inner Strength Network**

Vestry Hall, 336 London Road, Mitcham, Surrey CR4 3UD  
Contact: Maureen Bailey  
Tel: 020 8274 5200  
Info: [maureen@innerstrengthnetwork.com](mailto:maureen@innerstrengthnetwork.com)  
Website: <http://innerstrengthnetwork.com>

### **Merton Centre for Independent Living**

Vestry Hall, 336 London Road, Mitcham, Surrey CR4 3UD  
Contact: Adrienne De Rizzio-Palmer  
Tel: 07748 573 359  
Info: [adrienne@mertoncil.org.uk](mailto:adrienne@mertoncil.org.uk)  
Website: <https://www.mertoncil.org.uk/>

### **Merton Connected**

Vestry Hall, 336 London Road, Mitcham, Surrey CR4 3UD  
Contact: Beau Fadahunsi  
Tel: 020 8685 1771  
Info: [info@mertonconnected.co.uk](mailto:info@mertonconnected.co.uk)  
Website: [www.mertonconnected.co.uk](http://www.mertonconnected.co.uk)

### **Polish Family Association**

66-72 Colliers Wood High Street, Colliers Wood SW19 2BY  
Contact: Slawek Szczepanski  
Tel: 07917 401 064  
Info: [info@polishfamily.org.uk](mailto:info@polishfamily.org.uk)  
Website: <https://www.polishfamily.org.uk>

### **South London Tamil Welfare Group**

36 High Street. Colliers Wood SW19 2AB  
Contact: Shivaranjith Sivapragasam  
Tel: 020 8542 3285  
Info: [admin@sltwg.org.uk](mailto:admin@sltwg.org.uk)

**Tooting & Mitcham FC**

Imperial Sports Ground, Bishopsford Road Morden SM4 6BF

Contact: Warren Andrews

Tel: 020 8685 6193

Info: [Warren.Andrews@tmunited.org](mailto:Warren.Andrews@tmunited.org)

Website: <https://www.tmunited.org>

**10 Coaching**

Imperial Sports Ground, Bishopsford Road, Morden SM4 6BF

Contact: Mark Smith

Tel: 07827 336 648

Website: [www.10coaching.football](http://www.10coaching.football)



2021

# Hate Crime Profile

**Safer Merton**

*Working Together To Keep Merton Safe & Sound*

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## 1. Aims of the profile – the specification

In order to ensure that Safer Merton was able to meet the needs of the partnership the following specification was drafted, circulated for comment and finalised. This specification underpins the whole of our work



Title	Hate Crime Profile
Details	Refreshed hate crime strategy
Authorised by	Peter Clifton, Safer Merton Team Manager
Author	Richard Anderson
Authors contact	X3623
Date	10/07/21

### Hate Crime Profile

#### Aim

- To describe the extent of hate crime in the London borough of Merton and identify gaps in our knowledge and understanding of this problem.

#### Purposes

- To inform members of the SSE board and practitioners working on the borough
- To update the profile written in July 2020
- Provide evidence to support new projects and funding bids

#### Data Period Covered and Data Limitations

- The analysis used data from the publicly available MPS hate dashboard for the financial year 2020/21 to provide an annual perspective and data from the MPS internal CRIS system to look at the most recent trends.
- The profile will be a “best known” picture of hate crime on the borough, based on available data
- This profile does NOT look at Domestic Violence offences as these are addressed in a separate profile.
- Hate crime flags are applied to recorded crime reports or crime incidents in line with the definition shown on the following page. It is possible for more than one flag to be applied to a single report. This can lead to some confusion when dealing with hate crime statistics as not every reported incident may justify a crime report being created. Unless otherwise stated the statistics used in this report relate to recorded crime reports

## **Hate Crime Definition and the National Picture**

A hate crime is defined on the MOPAC web site as “any criminal offence which is perceived, by the victim or any other person, to be motivated by a hostility or prejudice based on a personal characteristic; specifically, actual or perceived race, religion/faith, sexual orientation, disability and transgender identity”

MPS Hate Crime aligns with the former Home Office (APACS) guidance and is a measure identifying offences that satisfy **both** of the following criteria:

1. The offence is a notifiable offence
2. A feature code identifying a hate crime has been added to the crime report. The feature codes identifying hate crime types are:
  - Religious hate flags FH, (Faith Hate); RS & RT (Anti-Semitic); IS (Islamophobic)
  - Racist Hate Flags RI (Racial Incident)
  - Homophobic Hate Crime HO
  - Transgender Hate Crime HT
  - Disability Hate Crime VH

The flag should be applied to any incident that is perceived to be a hate crime by the victim or any other person, or any offence where the offender demonstrates hostility based on the victim’s membership of one or more of these groups.

A hate crime dashboard is maintained by the Metropolitan Police  
<https://www.met.police.uk/sd/stats-and-data/met/hate-crime-dashboard/>

A revamped MOPAC Hate Crime Dashboard has been launched last year and can be found at: -

<https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/data-and-statistics/hate-crime-dashboard>

The interactive maps can be filtered by borough and hate crime strand

The five monitored strands are:

- Race;
- Religion/faith;
- Sexual orientation; (Homophobic)
- Disability;
- Gender-identity (Transgender)

Domestic Violence is considered a sixth stand of hate crime but because of the much larger volumes of incidents and crime it is reported separately

### **Hate crime recording history**

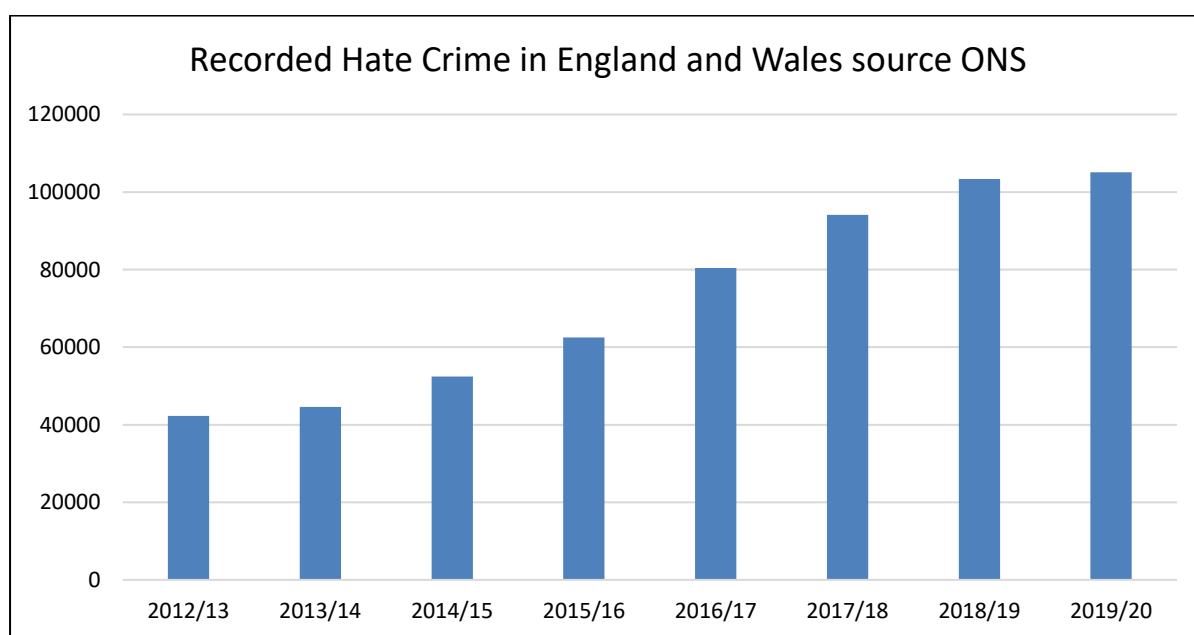
There has been a steady increase in reported hate crime since 2012. Action taken by police forces to improve their compliance with the National Crime Recording Standard (NCRS) led to improved recording of hate crime. Other causal factors for the rise are a greater public awareness and media attention on hate crime, and an improved confidence of victims to come forward.

Some Police forces are trialling flagging some incidents as Misogyny hate crime. This is defined as "incidents against women that are motivated by the attitude of men towards women and includes behaviour targeted at women by men simply because they are women". Whilst many types of incident considered under this definition are substantive offences in their own right such as public order or sexual offences, others such as using sexually explicit language are not. In March 2020 a private members bill the Hate Crime (Misogyny) Bill 2019-21 had its first reading in the House of Commons. The Bill is intended to make motivation by misogyny an aggravating factor in criminal sentencing; to require police forces to record hate crimes motivated by misogyny; and for connected purposes. The Bill failed to complete its passage through Parliament before the end of the parliamentary session in May 2021 and did not now progress.<sup>1</sup>

However, an amendment to the Domestic Abuse bill which was passed by Parliament this April will require police to collect data on crimes apparently motivated by hostility towards women from the autumn.<sup>2</sup>

## National Data

Hate crimes are a subset of notifiable crimes that are recorded by the police. As can be seen in the table below in England and Wales total hate crime rose by 8% in 2019/20 compared to the previous year whereas in 2018-19 the year on year increase was 10%. Figures for 2020/21 will not be published until October 2021.



Source: <https://www.gov.uk/government/statistics/hate-crime-england-and-wales-2018-to-2020>

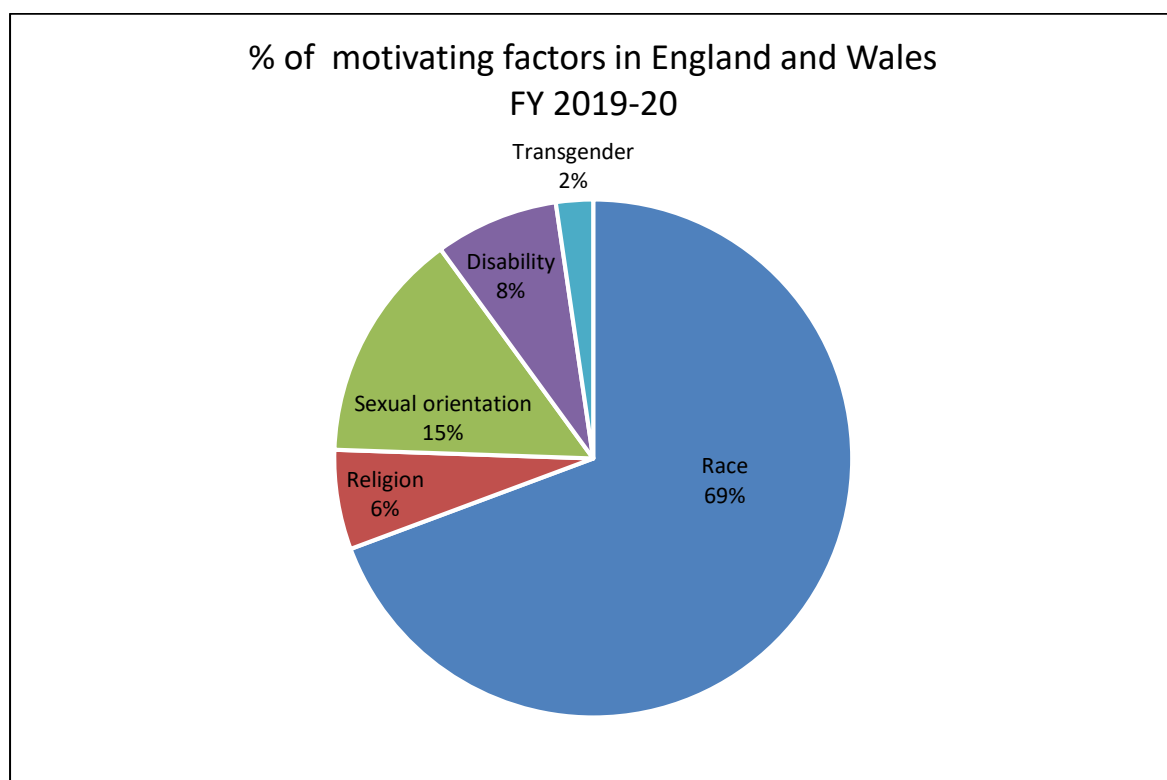
<sup>1</sup> [Hate Crime \(Misogyny\) Bill - Parliamentary Bills - UK Parliament](#)

<sup>2</sup> <https://www.bbc.co.uk/news/uk-politics-56435550>

## Types of Hate Crime

In England and Wales in 2019/20, around 53% of all hate crime offences were classified as public order and 38% as violence against the person. In the last report these proportions were 54% and 36% respectively.

In terms of the five strands of hate crime the majority of Flags (69%) relate to race hate; 15% relate to sexual orientation and the remainder are made up of the other three strands. Note some offences may be assigned more than one hate flag hence the number of motivating factors is 4% higher (109,736) than the number of offences.



## Influencing factors

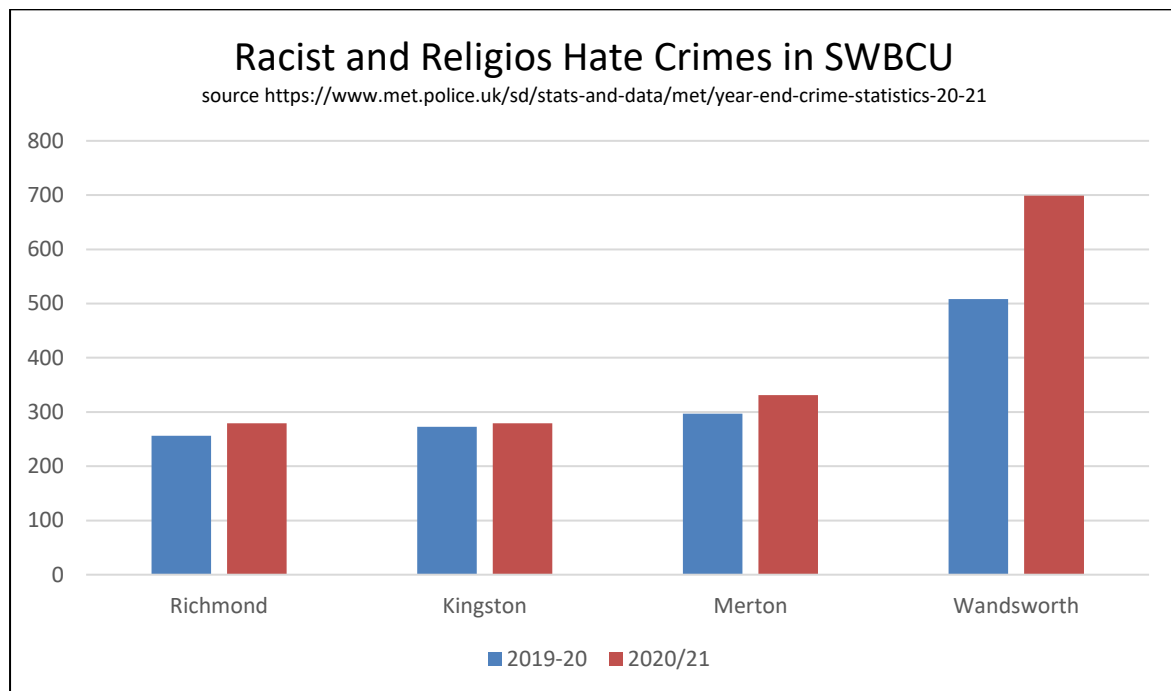
Following the last Merton hate crime report the various pandemic related lockdowns reduced movements of much of the population thus reducing interactions between people and this led to some falls in hate offences. In late May 2020 the death of George Floyd triggered the Black Lives Matter Campaign. June 2020 saw a spike in Racist hate crime reports in Merton and the MPS. It is not clear whether increased offending or increased willingness to report caused the increase which fell back to more expected levels later in the year. National figures are not available but are likely to echo that trend.

## MPS Overview

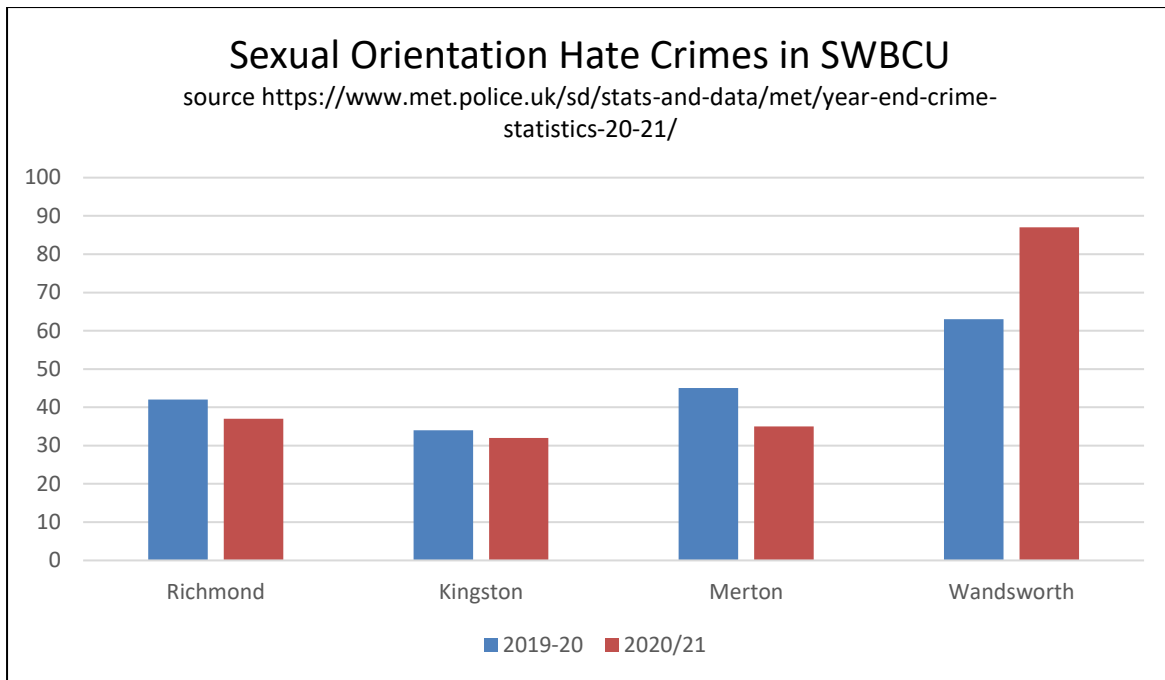
Across the MPS for the financial year 2020-21 the overall number of hate offences increased by 10% to nearly 25,000 reports primarily as a result of increased racist offences for the reasons outlined above. Faith and homophobic hate crimes saw year on year falls.

### BCU comparison

All boroughs in the South West Basic Command Unit (SWBCU) saw increases in Racist and Religious Hate crimes in 2020-21 compared to last year. In percentage terms, Wandsworth had by far the largest increase with 38%. Richmond at 2% had the smallest increase with Kingston 9% and Merton by 11%. The figure for the BCU as a whole was a 19% increase compared to a 10% increase in the last report.



In respect of Sexual orientation hate crime, the picture was more mixed with Richmond and Merton seeing decreases whilst Kingston and Wandsworth increased. The largest change was in Wandsworth



Disability hate crimes across the SWBCU amounted to 55 offences compared to 34 in the last financial year. Merton had the largest number of offences at 22 up from 10 in 2019-20.

Transgender crimes across the SWBCU amounted to 17 offences unchanged from 17 in the last financial year.

### The Merton Picture

Merton's Hate Crime Strategy Group continue to meet on a quarterly basis and over the past year have been working to develop a hate crime Third Party Reporting Scheme. This encourages victims who do not feel comfortable reporting direct to the police to come forward and make a report via a third party organisation. Community organisations such as Inner Strength Network, Police Family Association, BAME Voice and Merton CIL are taking part in the scheme, with recent additions to Third Party Reporting Centres including AFC Wimbledon and Tooting and Mitcham FC.

Data from the MPS hate crime dashboard shows that Hate Crime in Merton has increased by 9% in the last financial year compared to 2019-20. In the last report the increase was also 9%. The percentage swings for some of the strands are large because the base numbers are well below 100. For the MPS as a whole the rise was 16% compared to 12% in the last report.

Merton	2019-20	2020-21	% change
Racist	275	306	11
Faith	23	25	9
Sexual orientation	45	35	-22
Disability	11	22	100

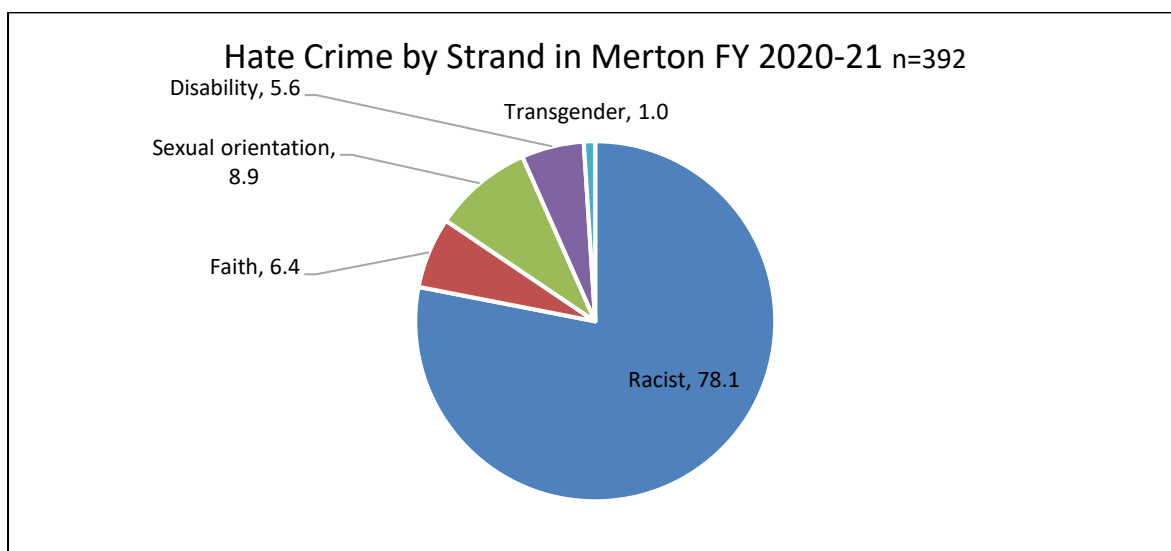


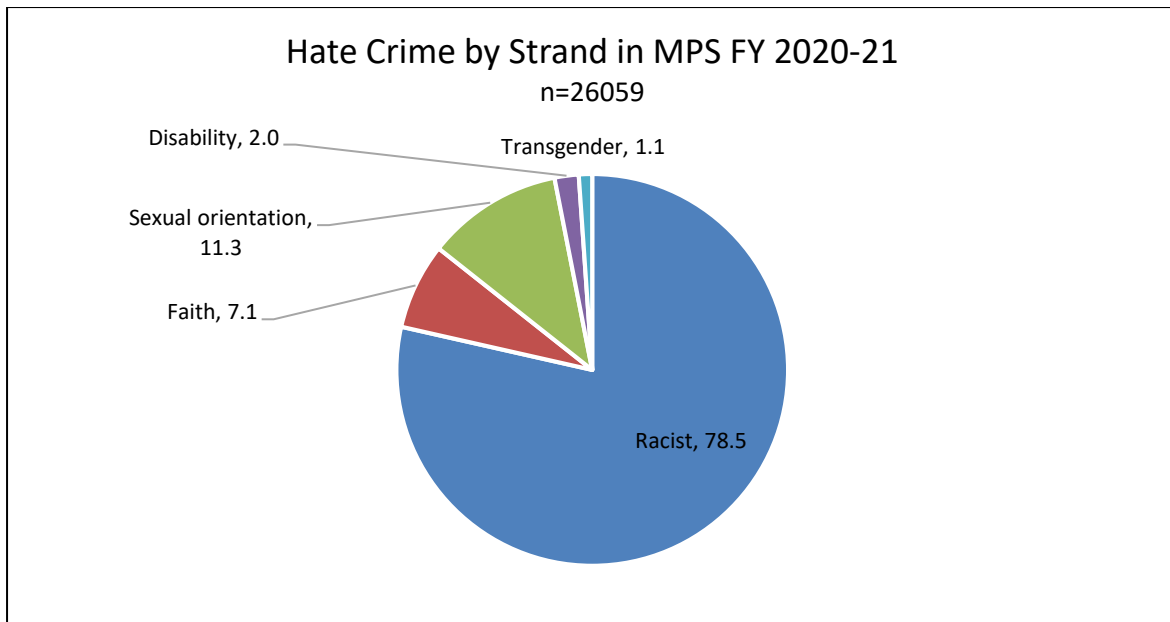
Transgender	5	4	-20
<b>TOTAL</b>	<b>359</b>	<b>392</b>	<b>9</b>

MPS	2019-20	2020/21	% change
Racist	16547	20466	24
Faith	2172	1854	-15
Sexual orientation	3009	2933	-3
Disability	475	519	9
Transgender	288	287	0
<b>TOTAL</b>	<b>22491</b>	<b>26059</b>	<b>16</b>

### Proportion of the differing strands of hate crime

For the FY2020/21 the relative proportions of the hate crime strands in Merton broadly mirrors the breakdown across the MPS with nearly 80% of reports under the racist strand. This probably reflects the more diverse nature of London's population compared to England and Wales as a whole where the figure was under 70% in 2019/20. (National figure for 2020/21 are not yet available.) In the longer term the proportion of homophobic hate crime is increasing. The National figure for 2019/20 was 14% of the total compared to 7% in 2017/18.





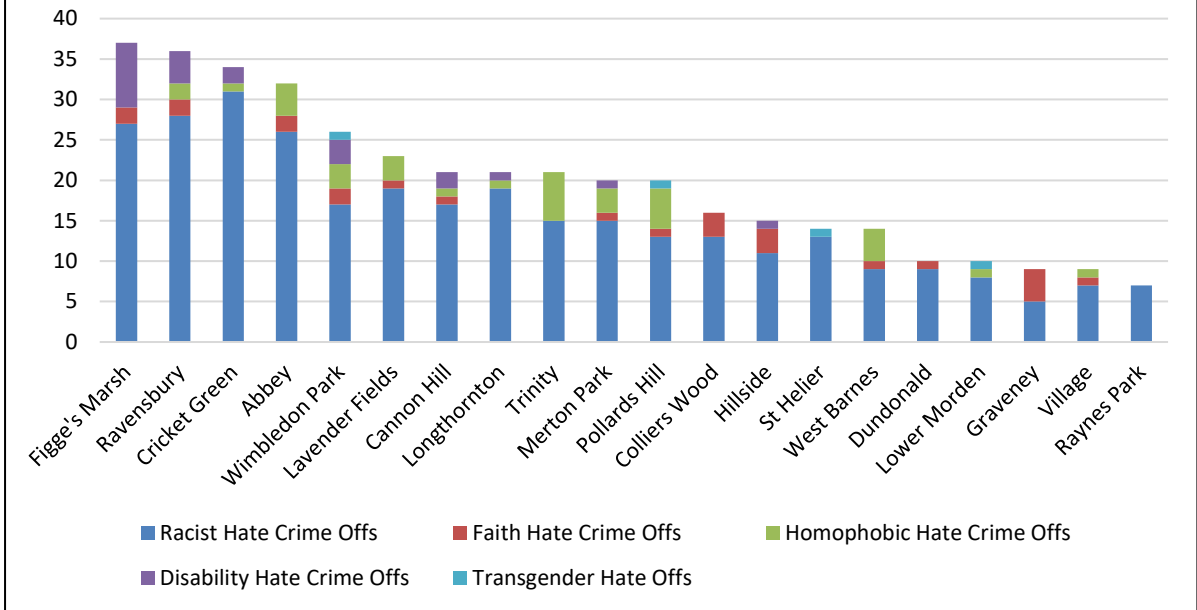
### **Violent Hate Crime**

Whilst the majority of all hate crimes in Merton was classified as Violence against the Person (VAP) only 6% percent of the total (22 reports) was sub classified as violence with injury. The majority of VAP reports are categorised as “harassment” which was included in the range of VAP offences from 2015.

### **Wards with the most Hate crime reports**

In the data set provided by Metstats2 for FY 2020-21, the individual wards in Merton were identified. The breakdown by ward is shown in the table below. Compared to last year Figge’s Marsh continued to have the highest number of reports. Trinity second last year fell to ninth. St. Helier went from third to fourteenth. Ravensbury and Cricket Green jumped from sixth and seventh to second and third this year whilst Abbey remained in fourth.

### Merton Hate Crime Fy 2020-21 by ward n=395



## Victim Profile

### Repeat victims

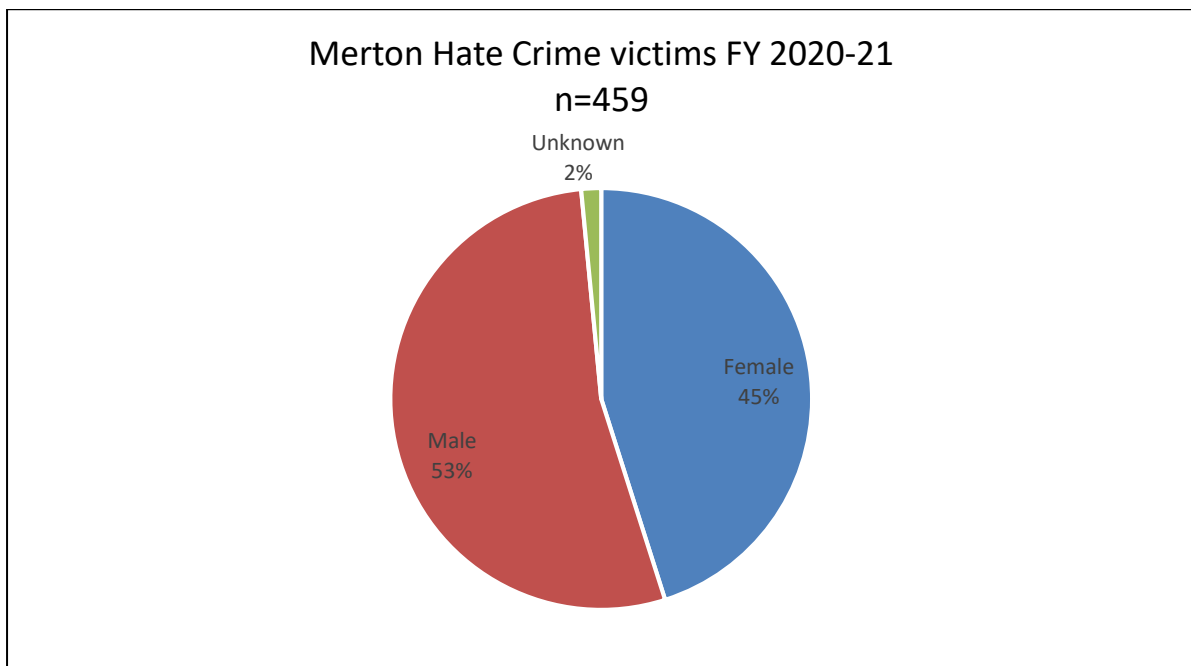
The main MPS safeguarding dashboard which recorded the level of the level of repeat victims of Hate crime has been decommissioned.

### Victim profile methodology

A search was constructed on the Cris enquiries system to attempt to return information on the victims and suspects of hate crime during the period under review. Note the number of victims is larger than the number of reports and the number of suspects is lower than the number of reports. The search returned data on 95% of the relevant crime reports. The disparity in the data results from a.) the complex structure of the data b.) An element of key fields not being completed in the records and c.) The skill of the author in constructing the search terms. Whilst not definitive the data sample is sufficient to produce a good overview of these groups. For this reason percentages rather than figures are shown.

### Victim gender

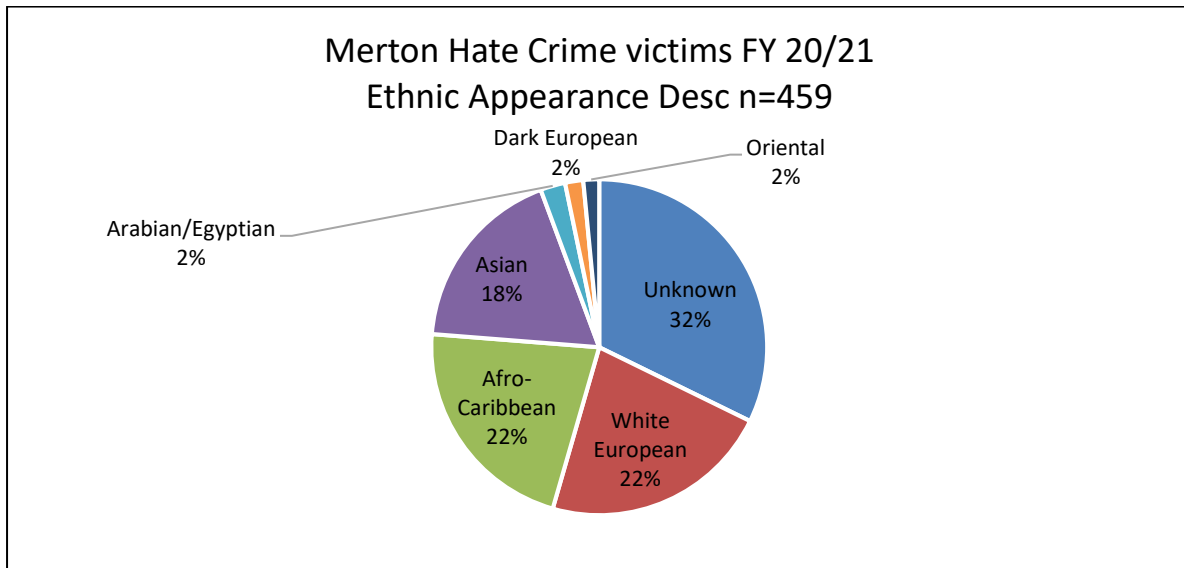
The gender split of all hate crime victims shown in the pie chart below. There has been little change in this figure since last year with no one gender being especially victimised.



## Victim Ethnicity

**NB. The MPS crime recording system continues to use just 6 identity codes to describe ethnicity.** <sup>3</sup>

The ethnic breakdown of victims of racist hate crimes shows 46% from a BAME group. This is 6% lower compared to the previous profile. The percentage of Unknown victim ethnicity rose by 12% to 32%. It is not clear if this is a recording practices issue which could be addressed. The percentage of Oriental victims was unchanged at 2% suggesting there was little impact on this group as a result of the covid 19 pandemic.



## Victim Age

More than half the victims of hate crime in Merton were aged between 26-45 whilst 15% were aged under 25.

## Suspect<sup>4</sup> profile

Given the large number of suspects who are not positively identified or subsequently proceeded against for hate crime in Merton some of the findings shown below cannot necessarily be said to represent the offending community as a whole.

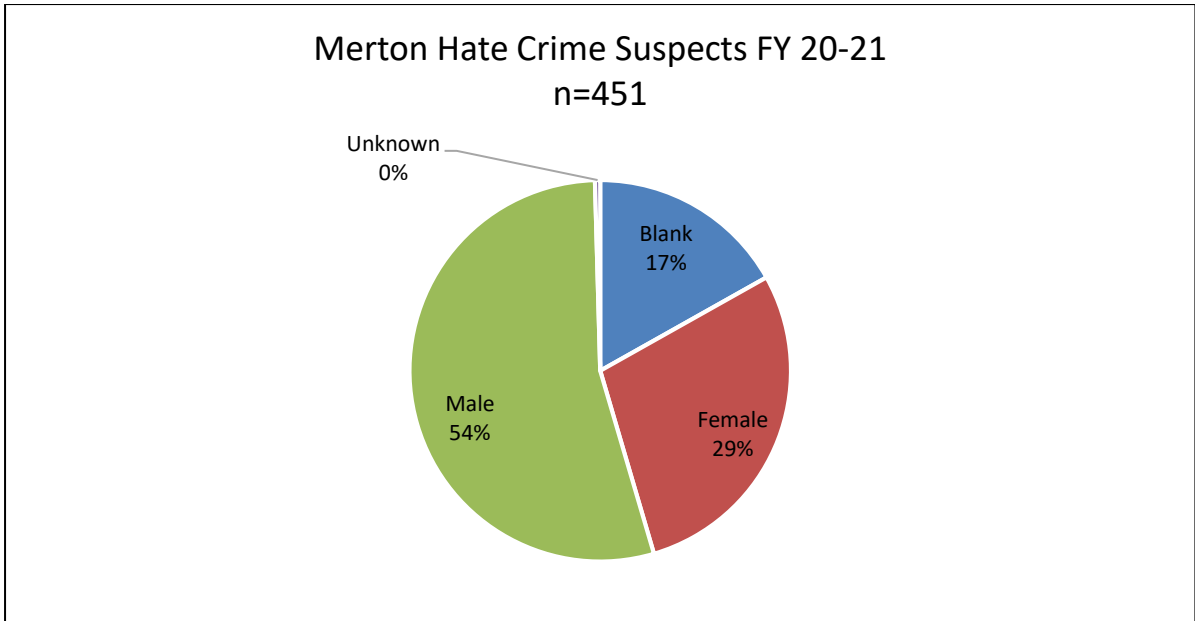
The MOPAC Hate crime dashboard<sup>5</sup> previously provided an age/ethnicity breakdown for perpetrators<sup>6</sup> however due to the ongoing lockdown these figures have not been updated for the 2019-20 financial year and the previous breakdown removed.

<sup>3</sup> 0-Unknown 1 WHITE – NORTH EUROPEAN, 2 WHITE – SOUTH EUROPEAN, 3 BLACK, 4 ASIAN, 5 CHINESE, JAPANESE, OR OTHER SOUTH EAST ASIAN, 6 ARABIC OR NORTH AFRICAN

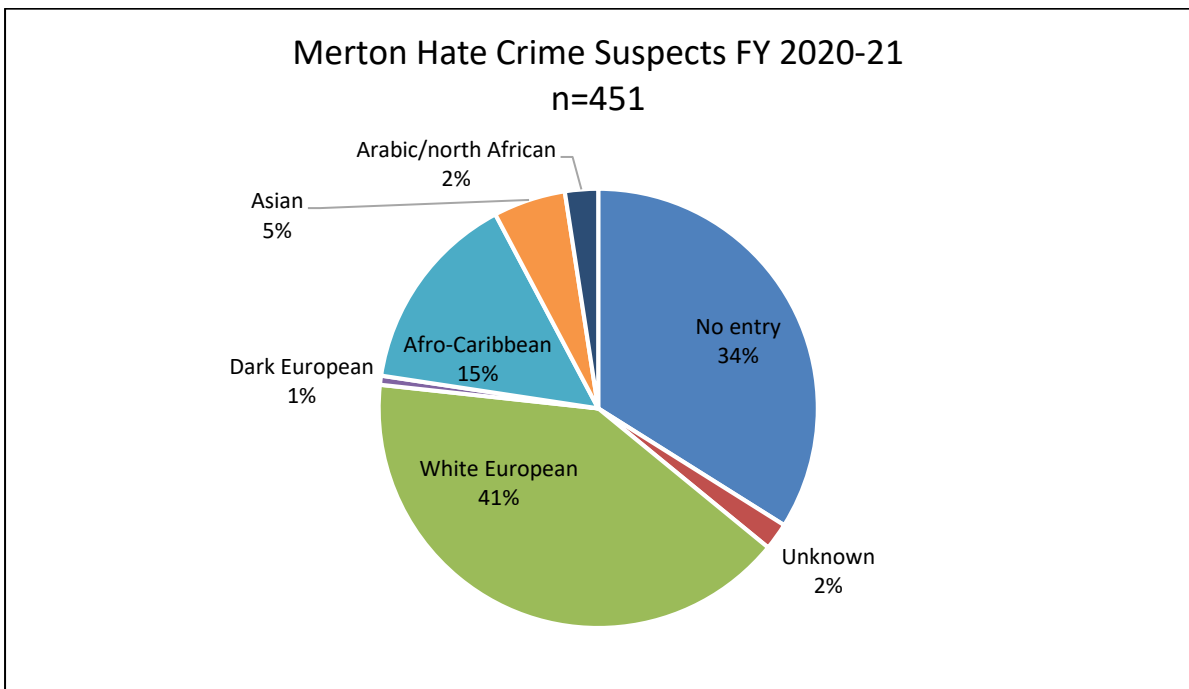
<sup>4</sup> The term Suspect has been used there rather than Perpetrator as the police data detailed those named as suspects of an offence rather than those convicted of an offence

<sup>5</sup> <https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/data-and-statistics/hate-crime-dashboard>

<sup>6</sup> The term perpetrator in this case means a person against whom proceedings were commenced.



Whilst the victim population was fairly evenly split there was a clear majority of male suspects.



White people made up the largest element of the suspect cohort however there was no entry in a third of the records retrieved.

#### **Motivations for hate crime**

Whilst no form of hate crime should be condoned or excused it is worthy to consider the differing situations in which they occur. Whilst some are spontaneous acts of verbal or physical assault born out of prejudice, many result from disagreements between parties over a non hate issue such as parking or anti social behaviour. The situation then escalates resulting in a hate crime taking place.

It is impossible to judge whether the initial confrontation would have occurred if both parties had been of similar backgrounds. It is therefore hard to quantify with any certainty which are purely Hate motivated offences and which are Hate aggravated offences. However the perception is that there are more hate aggravated offences.

Where verbal abuse occurs there is a tendency for some to use whatever the eye perceives to influence their choice of language whether that be skin colour, headscarf, body shape or use of spectacles. This name-calling is an abusive way of expressing a person's anger to denigrate or control the other party.

The numbers of hate crime reports which result in people being proceeded with is low. The main reasons for this low figure are:-

- In many instances the victim and suspect are unknown to each other
- There may be no physical interaction between the parties and hence no forensic opportunities
- The incident occurs in a public place where there is no CCTV coverage
- No third party witnesses come forward.

Resultingly there are few practical lines of enquiry for police to pursue.

### **Sanctions and Court Outcomes**

A successful outcome in any criminal offence as measured by the police is referred to as a Sanctioned Detection (SDet)<sup>7</sup>

The sanction detection (SDet) rate is calculated by using the following formula:  $SDet\ Rate = \frac{\text{Number of SDets recorded in a particular period} \times 100}{\text{Number of offences recorded in the same period}}$

The SDet rate for Hate crime across the MPS has increased for overall hate crime, from 12% to 14% for the 12 months to March 2021. The figure for Merton borough fell from 12% to 10%

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<sup>7</sup> A sanction detection occurs when (1) a notifiable offence (crime) has been committed and recorded; (2) a suspect has been identified and is aware of the detection; (3) the Crown Prosecution Service (CPS) evidential test is satisfied; (4) the victim has been informed that the offence has been detected, and; (5) the suspect has been charged, reported for summons, or cautioned, been issued with a penalty notice for disorder or the offence has been taken into consideration when an offender is sentenced.

## **Key Judgement statements**

National figures are several months behind those available at force and borough level and were showing the increasing trend of Hate Crime reporting flattening out. The picture in the MPS for the last financial year showed a 10% increase but the impact from the George Floyd murder / black lives matter campaign was a clear influence. Merton saw an increase on par with the MPS as a whole. The rise in offences in Wandsworth has put the SWBCU above the MPS average . (National figures are likely to be published in October).

In Merton the sanctioned detection rates for Hate Crime fell by 2% whilst the MPS as a whole rose by 2%.

Without reading the details of individual reports it is not straightforward to identify if many hate crime flagged offences were motivated by hatred or aggravated by it. Anecdotally more are aggravated in nature.

The top wards for reported hate crime in Merton are in the socio-economically challenged wards of Figge's Marsh and Cricket Green. Trinity in Wimbledon town centre and St Helier ward both fell down the rankings in terms of total hate crimes

Over half of all victims are aged between 26-45.

## **Recommendations**

- To refresh and revisit the profile on an annual basis to support both the hate crime strategy and the strategic assessment process.
- To use the findings of this report to shape the activities of Hate Crime Awareness Week.
- To continue to monitor the hate crime detection rate for Merton for any changes.
- To target engagement on countering Hate crime in wards with the highest volumes of offences.
- Review disability hate crimes to see if any one disability is particularly victimised.
- To look at ways to improve completion of victim/suspect details on hate crime reports in terms of gender/ethnicity.



## **Committee: Cabinet**

**Date: 21<sup>st</sup> March 2022**

Wards: All

## **Subject: The safety of women and girls in Merton**

Lead officer: Chris Lee, Director, Environment & Regeneration

Lead member: Councillor Agatha Akyigyina

Contact officer: Peter Clifton, Interim Head of Community Safety

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### **Recommendations:**

- A. That Cabinet note the work undertaken and to be undertaken to help improve the safety of women and girls in Merton
  - B. That Cabinet review and agree the recommendation that Merton Council sign up to the Mayor's Night Safety Charter
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## **1 PURPOSE OF REPORT AND EXECUTIVE SUMMARY**

- 1.1. To update Cabinet on the work of the Safety of Women and Girls officer Task Group (referred to as the Task Group within this report) which was set up to identify what additional steps the council could take to improve the safety of women and girls.
- 1.2. This report provides an overview of the existing partnership response to Violence against Women and Girls; the outcomes and activities which have taken place in connection with the work of the Task Group; plans for specific additional interventions aimed at improving the safety of women and girls (in particular in public spaces), and details of the funding which has been secured to enable the delivery of those interventions.
- 1.3. The report also highlights some of the work focused on tackling predatory male offending, bringing offenders to justice, and our commitment to develop a strategic approach to ending male violence against women by engaging with men and boys, changing attitudes and raising awareness.
- 1.4. On the basis of the range of work taking place the report recommends that Merton Council sign up to the Mayor's Night Safety Charter (as a statement of the Council's commitment to improving the safety of women and girls) and seeks agreement for this recommendation.

## 2 DETAILS

### 2.1. Background context

#### 2.2. April 2021 Merton Council motion

2.3. Members raised a council motion following the murder of Sarah Everard at the April 2021 full council meeting. The motion was resolved as follows:

*'That the council consider and note the content of the report, recognising that misogyny is systemic, and acknowledging the hurt and anger expressed more recently by women and girls in response to the murder of Sarah Everard, which was in part calling for their lived experience to be listened to and real action taken to address their concerns. Council calls on Cabinet to:*

- a) *Develop safe and confidential opportunities for women and girls to share their experiences with the Council and other appropriate authorities to inform their work in changing male behaviour to reduce VAWG; and*
- b) *Explore how restorative justice processes might be utilised to provide victims with an additional form of support and means of reducing VAWG.'*

#### 2.4. Analysis of crime data and consultations

2.4.1 Overall Merton remains one of London's safest boroughs. During 2021 there were **12,876** total crimes reported, equating to a rate of **61.1** per 1000 population (the **3rd** lowest crime rate out of 32 London boroughs). During the same period there were 4188 Violence against the Person offences, equating to a rate of **19.9** per 1000 population (the **4th** lowest rate out of the 32 boroughs).

2.4.2 We know that for certain crime types a disproportionate number of the victims are women or girls, in particular Sexual offences (**85%** of victims) and Domestic Abuse offences (**72%** of victims). In response to which a comprehensive partnership response is in place which aims to prevent Domestic Abuse through early intervention as well as support victims, survivors and their children. We are also aware that, in London, people from ethnic minorities face a disproportionately high risk of become a victim of violent crime; and also aware of the findings and recommendations from the '*Invisible survivors – The long wait for justice*'<sup>1</sup> report by HMICFRS which highlights the importance of ensuring that all women are listened to<sup>2</sup> and of working to ensure that victims of violent crime who are women from ethnic minorities do not face additional barriers when seeking help and support.

2.4.3 Recent events, including the tragic murders of Sarah Everard in Clapham in March 2021, of Sabina Nessa in Greenwich in September 2021, and of Wafah Yasmin Chkaifi in Maida Vale in January 2022, have led to an increased focus on the safety

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<sup>1</sup>

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/963007/Invisible\\_survivors\\_\\_\\_The\\_long\\_wait\\_for\\_justice.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/963007/Invisible_survivors___The_long_wait_for_justice.pdf)

<sup>2</sup> One step we will be taking her towards this will be through launching a Safety of Women and Girls at night survey (see section 2.36 for details).

of women and girls in public spaces. Locally, residents' responses to the Safer Merton Community Safety Survey reveal:

- An increase in the proportion of female respondents reporting feeling unsafe outside at night (**45%** in the 2021 survey compared to **38%** in the 2019 survey).
- Female respondents were almost **1.5** times more likely to report feeling unsafe outside at night than male respondents.
- Substantial difference between perception of safety between the daytime and the night-time (**38%** of females reported feeling unsafe outside after dark, compared to only **5%** feeling unsafe in the daytime).

2.4.4 The importance residents place on the safety in public spaces was also reflected in some of the themes to emerge from the Your Merton Survey (conducted during spring and summer 2021) including that:

- Residents wanted the borough to be accessible, safe and clean. Residents didn't always feel safe in public spaces at night
- Residents consider it important that parks are maintained to be safe, clean and accessible shared spaces.

## 2.5. **What we have been doing**

### 2.6. Existing partnership response to VAWG

2.7. Safer Merton continues to co-ordinate the partnership approach to respond to VAWG as part of its core business. VAWG also remains a strategic priority for the Safer and Stronger Executive Board (SSEB), the statutory community safety partnership for Merton. Interventions and activities include:

- The management of the VAWG Strategic Board (Quarterly meetings).
- Developing a new VAWG strategy (the new Strategy is due to be launched during September 2022). The Merton VAWG board is looking at adding a specific priority partnership objective within the VAWG strategy to 'improve the safety of women and girls'
- Developing and delivering the annual VAWG action plan (in line with the Strategy, the new plan is due to be launched during September 2022)
- Holding the three-weekly DV MARAC meetings.
- Continuing to raise awareness of Domestic Violence and Abuse (DVA) and VAWG across the council, partnership and community.
- Ensuring we meet the policy and statutory requirements, specifically conducting Domestic Homicide Reviews.

2.8. Commissioning and managing the delivery of front-line services for victims of Domestic Abuse:

- The Independent Domestic Violence Advocacy Service (IDVA).

- Running virtual weekly One Stop Shop drop in surgeries.
- Joint Commissioning of the complex needs IDVA service and refuge with Wandsworth, Kingston and Richmond.
- Refuge provision – 17 beds provided through Hestia.

2.9. Work in educational settings

- 2.10. Children, Schools and Families (CSF) have been leading on work with schools across the borough in relation to PSHE (Personal, Social, Health and Economic education) education. This work has focused on improving the quality of the PSHE teaching on safety, healthy relationships, and consent. In addition, CSF have been working with schools Designated Safeguarding Leads (DSLs) to ensure that safeguarding processes are robust in relation to these themes.
- 2.11. This work is being complemented by engagement activity undertaken by the police in educational settings: Police Schools Officers are giving presentations at schools in Merton around consent and sexually harmful behaviour. The police are also in regular contact with schools across the borough to ensure all schools are clear on their obligations when an allegation of a sexual offence / harassment is brought to their attention.
- 2.12. Merton's Safer Neighbourhood Board's 'Give and Get Consent' project is another example of work engaging with young people in educational settings (please see section 2.31 of this report for further details)

2.13. Public realm works to improve safety in outdoor spaces

- 2.14. The Council is increasing its focus on safety in public spaces across the borough with a view to assessing options for crime prevention and improved safety at locations residents have raised concerns about. A recent example of this is the work currently underway in relation to Wandle Park (see 2.11 below).
- 2.15. In response to concerns raised by residents, the Council, working together with the Police, is conducting a review of crime prevention and safety measures in and around Wandle Park. The review is looking into how to design out crime in the park and is being supported by the Met's *Designing out Crime Team*.
- 2.16. The Council is also receiving a number of requests from residents to review lighting standards at various locations and we will do this as part of our work to help ensure safety.
- 2.17. In addition, the Council operates a 24/7 CCTV system, extending to approximately 200 public space cameras (excluding those deployed primarily for traffic enforcement purposes). £1.2 million is being invested into upgrading the whole network of public space CCTV cameras over the next two years. The upgrade will help the cameras to be even more effective in deterring crime and helping provide evidence to bring offenders to justice.

2.18. Metropolitan Police

2.19. In November 2021, the Metropolitan Police launched the Met action plan to tackle violence against women and girls. The plan brings together all the Met's work to prevent violence against women and girls in public spaces, domestic settings and online. It also outlines an internal focus to raise professional standards of officers and staff and root out those who display unacceptable behaviour towards women.

2.20. The Met are also stepping up police activity to prevent night-time violence, piloting Project Vigilant, an operation to **tackle predatory offending** around the night-time economy where teams of plain clothed and uniform officers are deployed together to identify and prevent predatory offending around busy night-time spots. This work is supported by Merton Council's CCTV service which has good coverage across town centres and night-time economy locations and is monitored live 24/7. The CCTV control room operators are able to alert the police immediately over the radio if concerning predatory behaviour is spotted.

2.21. The Met VAWG plan<sup>3</sup> sets out to:

- Increase the number of perpetrators brought to justice for violence against women and girls;
- Improve the processes and victim care across the criminal justice system to improve outcomes;
- Reduce the likelihood of women and girls becoming repeat victims;
- Increase women's confidence in the police and, in doing so, improve the reporting of crimes, which disproportionately affects women and girls in London;
- See an increase in reporting to the police, but a decrease in prevalence;
- Intensify work to tackle sexual misconduct and domestic violence by officers and staff;

2.22. Officers will also continue to work with licensing venues, delivering the refreshed safety campaign *Ask for Angela*<sup>4</sup> and providing vulnerability training to staff.

2.23. '*Ask for Angela*' is a safety initiative which is being rolled out to bars, clubs and other licensed businesses across London. People who feel unsafe, vulnerable or threatened can discreetly seek help by approaching venue staff (at the participating venues) and asking them for 'Angela'. This code-phrase will indicate to staff that they require help with their situation and a trained member of staff will then look to support and assist them.

2.24. The Met has also now rolled out the Walk and Talk initiative across London, with women joining officers on patrol so that Met officers can hear first-hand what needs to change.

2.25. Streetsafe<sup>5</sup> is an online interactive survey launched by the Met for anyone to anonymously tell the police about public places where they felt or feel unsafe, because of environmental issues, for example street lighting, abandoned buildings or vandalism and/or because some behaviours, e.g. being followed or verbally

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<sup>3</sup> Commissioner launches Met action plan to tackle violence against women and girls | Metropolitan Police

<sup>4</sup> <https://www.met.police.uk/AskforAngela>

<sup>5</sup> [www.police.uk/streetsafe](http://www.police.uk/streetsafe)

abused. Safer Merton will continue to liaise with the police to ensure that information provided relating to Merton is shared with the council to further inform our local approach to locations. More broadly the Safer Merton team will explore ways to make it easier for residents to make us aware of locations where they feel unsafe (including looking at good practice and innovative approaches being used elsewhere<sup>6</sup>)

- 2.26. Lone plain clothed officers, including those reacting to incidents whilst off-duty, will proactively provide verification of their identity and purpose to any lone woman they need to engage with using a video call to a uniformed supervisor in one of their police operation rooms. This is in addition to showing their warrant card.

[report continues on next page]

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<sup>6</sup> For example, the Women's Safety in Public Places in Hackney Project <https://hackneywomenssafety.commonplace.is/>

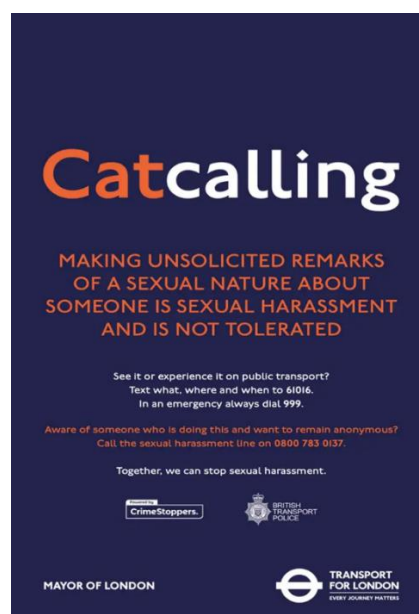
## 2.27. Transport for London

TFL also delivered a full publicity campaign<sup>7</sup> with explicit explanations of what sexual harassment actually is and that it must stop. TFL also implemented a shared taxi for the popular night-time bus routes to take the ‘last mile home’ from the bus to home.

TFL have, within their campaign, been clear on their zero-tolerance approach to any form of unwanted sexual behaviour.

Victims and bystanders are encouraged to report incidents so that action can be taken against offenders.

Between 2019 and 2020, the latest data available from TFL, 1,884 sexual offences were reported on London’s transport network, the vast majority of which occurred on the Tube.



However, TfL have continued to stress that harassment goes largely unreported, with a YouGov survey from 2020 suggesting that up to 90% of offences are not reported.

## 2.28. SOLACE Women’s Aid

2.29. Solace Women’s Aid launched a campaign targeting men and the need to change behaviour and participate in helping women and girls feel safe. The ‘Good Guy Guide’<sup>8</sup> highlights that ‘you are a good guy, but the woman walking alone on the street doesn’t know that’ and suggests a set of simple actions men can take to help women and girls feel safer.

## 2.30. Merton’s Safer Neighbourhood Board 2021/22 Project: Give and Get Consent

2.31. Give and Get Consent: A Campaign for Social Action (Rape Crisis South London): The project aims to prevent crime, specifically sexual violence, and deliver community engagement by facilitating a group of ‘Consent Champions’ aged 16+ in Merton College via an eight-week programme. Working with young people to create a youth led consent campaign to be rolled out across the college. Resources produced will be available for future use for other communities.

<sup>7</sup> <https://www.bbc.co.uk/news/uk-england-london-59056619>

<https://www.standard.co.uk/news/london/london-underground-sexual-harassment-crackdown-tfl-tube-met-police-b962637.html>

<sup>8</sup> <https://www.solacewomensaid.org/news/solace-works-mc-saatchi-and-token-man-launch-good-guys-guide>

2.32. **Additional focus on improving the safety of women and girls**

2.33. In order to respond to the April 2021 Council motion (as detailed in this report in section 2.2) and to identify more broadly, what else, the council can do to improve the safety of women and girls in Merton, officers established a task group with the first meeting held in June 2021. The Task Group has focussed on:

- i. Capturing the activities of the council and its partners that supported the safety of women and girls.
- ii. Considering the wider policy and good practice on responding to the safety of women and girls.
- iii. Identifying how we can engage with and capture the experience of women and girls in Merton.
- iv. Identifying further interventions and approach that could enhance our response and resource implications

2.34. A range of activities have been carried out by or in connection with the partnership organisations supporting the work of the Task Group, these include:

- **Conducting Focus group sessions:**

- Councillors Focus Group on Safety of Women and Girls – The Safer Merton team held this session on the 29<sup>th</sup> November. At the session an outline of the work of the Task Group was provided as well as discussion exploring questions around policy, good practice, and the work of the wider partnership. The session also provided an opportunity for key points emerging from the work of the Task Group to be shared and for input and feedback to be sought from members.
- Licencing focus session: Led by the Councils Licensing Team, this session focused on exploring the opportunities for engagement with licensed premises on the borough to a) raise awareness of and increase participation in the ‘Ask for Angela’<sup>9</sup> campaign and b) provide training to licensed premises which explore what vulnerability is, how to identify it and appropriate interventions.

- **Delivering training and awareness raising:**

- License premises across the borough have been contacted<sup>10</sup> to raise their awareness of the ‘Ask for Angela’ Campaign and to encourage them to participate in the WAVE training<sup>11</sup> program which is focused on helping ensure that staff ensure staff are trained and confident to

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<sup>9</sup> <https://www.met.police.uk/AskforAngela>

<sup>10</sup> During November and December 2021

<sup>11</sup> <https://www.saferounds.org.uk/news/safer-sounds-met-police-and-mayor-of-london-launch-refreshed-wave-programme>



actively assist customers in trouble and thus help prevent and reduce violent and sexual offences from taking place.

- The WAVE Programme is an initiative which has been launched by the Safer Sounds partnership working together with Safer Sounds are working with the Metropolitan Police Service and the Mayor of London. The Programme aims to help keep people safe while enjoying a night out. There are two strands to the WAVE Programme a) the Ask for Angela initiative and b) WAVE Training. WAVE Training is a training session which aims to increase the skills, knowledge and confidence of those working in licensed premises focusing on identifying vulnerability and making appropriate interventions.
  - The Police have allocated a number of officers in the SWBCU to help deliver the WAVE training and Ask for Angela campaign to licensed premises across the borough.
  - The WAVE training explores what vulnerability is, how to identify it and appropriate interventions.
- **Develop proposals for new or enhanced interventions and seek to secure funding for those interventions:**
    - In July 2021 the Task Group developed and submitted a bid to the Home Office Safer Streets Fund 'Protection Public Spaces 2021/22' for funding towards interventions to improve the safety of women and girls in public places across the borough.
    - Merton also bid for funding from the Home Office's SWaN (Safety of Women at Night) fund as part of a joint bid with Kingston, Richmond, and Wandsworth.
    - Whilst both these bids were unsuccessful, the ideas that were developed formed the basis of subsequent proposals as a result of which **£38,000** has been secured to deliver a range of interventions across Merton to improve the safety of women and girls in public spaces.
    - The £38,000 is comprised of £15,000 approved by Cabinet as part of the Merton 2030 implementation and £23,328 by MOPAC under the LCPF funding. As a result of this funding a range of enhanced interventions to improve the safety of women and girls will be delivered across the borough and details of these are provided in the 'Enhanced interventions' section below.

2.36. **Enhanced interventions to improve the safety of women and girls**

2.37. Taking into consideration feedback from the consultation activities as well as analysis of crime data the Task Group has developed plans for a set of interventions aimed at improving the safety of women and girls in public spaces across the borough.

2.38. Thanks to the funding provided by Cabinet as part of the Merton 2030 implementation and the MOPAC LCPF funding the following interventions will be delivered:

2.39. Investing in extra capacity for street pastors

2.40. The funding will enable an additional 20 street pastors to be trained and deployed to busy night-time economy locations – focusing on the areas where women have raised concerns about safety at night. This expansion of the already well regarded Merton Street Pastor scheme by this will make a real difference increasing the presence and safety at the key locations. (Funding in place: £26,000).

2.41. Targeted Training and support for NTE staff

2.42. The Council's Licensing team will deploy a dedicate roving Welfare Licensing Officers to check premises are promoting welfare and safety inside their premises and checking that vulnerable customers are safe e.g. are looked after in safe haven areas within the premises, SIA door staff are not ejecting drunken customers and leaving them outside the premises in a vulnerable state. These officers will mainly be deployed being between 7pm and 4am, Friday and Saturdays. The funding will enable two officers to be deployed across eight weekends during 2022. (Funding in place: £12,328)

2.43. Safety of Women and Girls at night survey

2.44. The survey will be delivered, carried out and analysed by Crimestoppers and will seek to address the intelligence gap in relation to the safety of women and girls within the night-time economy as well as considering a number of other linked issues such as exploitation and modern-day slavery. The survey will be a key means of intelligence gathering around concerns that are not routinely reported to police and partners. It will offer both an anonymised response and the facility to add details for further consultation. (Funding in place £1000)

2.45. The survey results (and the engagement activity undertaken in the carrying out of the survey) will assist in:

- Identify potentially vulnerable locations and risk factors in the evening and night-time economy.
- Consider the level of understanding that staff and management at night time economy venues have around there role and responsibilities re reducing the potential for harm in the night time economy.
- Help identify strategies to manage/deal with the different vulnerabilities, including non-threatening communication techniques.

- Inform the development of tools to ensure the night-time economy venues are prepared and equipped to identify and manage potential vulnerability in the night-time economy.
- Provide a greater understanding and insight into the disproportionate impacts of violent crime on different ethnic minorities and help us understand how we can best ensure that victims of violent crime who are women from ethnic minorities do not face additional barriers when seeking help and support.
- Help inform decisions as where to focus efforts on upskilling night-time economy venues with good practice as how to identify and spot the signs and deal with vulnerability and exploitation.

## 2.46. **Communications**

Alongside the roll out of the above interventions the Safer Merton team and Merton Council's Communications Team will be developing and delivering a communications campaign focused on raise awareness around the safety of women and girls in the borough. The campaign will include coverage of a number of themes (linked together under the broader subject of Violence against Women and Girls), namely:

- The Safety of women and girls in public places
- Sexual Violence
- Sexual Harassment
- Modern day slavery, and
- Domestic Abuse.
- Encouraging behaviour change among men and boys

## 2.47. **Next steps**

### 2.48. Mayor's Night Safety Charter

2.49. The Women's Night Safety Charter was introduced by the Mayor of London and is part of Mayors Tackling Violence against Women and Girls Strategy and London's commitment to the UN Women Safe Cities and Safe Public Spaces global initiative.

2.50. To support the Women's Night Safety Charter, organisations that operate at night are asked to sign up to some simple pledges. Organisations that have signed up are published on the Mayor's website. As well as business organisations, 20 London Boroughs has also signed up. The pledges are as follows:

- Nominate a champion in your organisation who actively promotes women's night safety.
- Demonstrate to staff and customers that your organisation takes women's safety at night seriously, for example through a communications campaign.

- Remind customers and staff that London is safe but tell them what to do if they experience harassment when working, going out or travelling.
- Encourage reporting by victims and bystanders as part of your communications campaign.
- Train staff to ensure that all women who report are believed.
- Train staff to ensure that all reports are recorded and responded to.
- Design your public spaces and workplaces to make them safer for women at night

2.51. The Safety of Women and Girls Task Group

2.52. Officers will take steps to implement the enhanced interventions (as detailed in section 2.36 of this report) and will provide updates as to the outcomes of those interventions. In addition, during 2022/23 the Task Group will re-convene to look at the following themes:

- a. Focusing on Perpetrators,
- b. Developing a strategic approach to ending male violence against women by engaging with men and boys, changing cultures and raising awareness
- c. Focusing on Victims
- d. The Task Group will prioritise work to develop (and operationalise) a clear understanding of the applicability and appropriate role for restorative justice processes in the VAWG context in Merton. It is recognised that in many VAWG situations restorative justice would not be appropriate; however, this should not preclude its use in the situations where it would be appropriate, viable and beneficial.<sup>12</sup>
- e. Focusing on understanding and addressing disproportionality
- f. Focusing on Schools
- g. Communications
- h. Older victims
- i. Transport

2.53. White Ribbon

2.54. The Task Group will also explore the opportunity for Merton Council to work towards achieving White Ribbon<sup>13</sup> accreditation status. White Ribbon UK is a charity focused on engaging with men and boys to end violence against women and girls. White Ribbon accreditation would be a public statement of our commitment to working to ending male violence against women by engaging with men and boys, changing attitudes and raising awareness.

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<sup>12</sup> Feedback from the Overview and Security Commission on 16th February emphasized the importance of progressing this piece of work

<sup>13</sup> women (<https://www.whiteribbon.org.uk/>)

2.55. Securing Additional Funding

2.56. The Task Group will seek to identify and bid for additional funding to enable further interventions aimed at i) improving safety for women and girls, and ii) working with men and boys towards positive changes attitudes and behaviours. This will include preparing and submitting bids for round 4 of the Home Office's Safer Streets<sup>14</sup> Fund. Round 4 will include a focus on supporting interventions aimed at preventing violence against women and girls in public places. It is expected that the a 10/11 week bidding window for round 4 will open during March 2022.

2.57. As part of the preparation for the round 4 bid, the Task Group is developing a proposal for programme of engagement activities to raise awareness among men about violence against women and girls and explore the need for changes in attitudes and behaviour among men in society.

2.58. **Recommendation**

2.59. That Cabinet note the work undertaken and to be undertaken to help improve the safety of women and girls in Merton.<sup>15</sup>

2.60. That Cabinet agree the recommendation that Merton Council sign up to the Mayor's Night Safety Charter (as a statement of the Councils commitment to improving the safety of women and girls and in light of the range of measures being implemented).

**3 ALTERNATIVE OPTIONS**

3.1. That Cabinet does not endorse the recommendation that Merton sign up to the Mayor's Night Safety Charter (this alternative option is not recommended)

**4 CONSULTATION UNDERTAKEN OR PROPOSED**

4.1. The safety of women and girls Task Group has taken into consideration results from the 2021 Safer Merton Community Survey, the Annual Residents Survey and the Your Merton Survey (conducted during spring and summer 2021).

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<sup>14</sup> <https://www.gov.uk/government/news/police-local-authoritiesgiven-extra-235m-for-safer-streets>

<sup>15</sup> This recommendation was supported by OCS on 16<sup>th</sup> Feb 2022 (all agreed: 10 votes in favour). With regard to the requirement to nominate a local champion – the Merton VAWG board will be tasked to do this, prior to that taking place the champion role will be covered by the DA & VAWG Lead within the Safer Merton Team.

## 6 TIMETABLE

Action	Date
<i>Overview &amp; Scrutiny Committee</i>	16 <sup>th</sup> February 2022
<i>Leaders Strategy Group</i>	7 <sup>th</sup> March 2022
<i>Cabinet</i>	21 <sup>st</sup> March 2022

## 7 FINANCIAL, RESOURCE AND PROPERTY IMPLICATIONS

8 There are no financial implications associated with the decision recommend in this report (i.e. to sign up to the Mayor’s Night Safety Charter). There are no financial impacts associated with the enhanced intervention activities detailed as specific funding has been secured to enable their delivery (as detailed above in 2.24)

## 9 LEGAL AND STATUTORY IMPLICATIONS

9.1. None for the purposes of this report.

## 10 HUMAN RIGHTS, EQUALITIES AND COMMUNITY COHESION IMPLICATIONS

Violence against Women and Girls can have major implications on community. The partnerships work in supporting victims, taking action against perpetrators, safeguarding children and vulnerable adults and ensuring that our communities understand the work we are doing on this subject is vital in achieving our ambitions for more victims to report and for more friends, family and/or neighbours to report matters of concern.

## CRIME AND DISORDER IMPLICATIONS

11 There are no crime and disorder implications arising from this report. Safer Merton in partnership with all council departments, continue to ensure that the council remains compliant with our duties under the Crime and Disorder Act.

## 12 RISK MANAGEMENT AND HEALTH AND SAFETY IMPLICATIONS

12.1. None for the purpose of this report.

## 13 APPENDICES – THE FOLLOWING DOCUMENTS ARE TO BE PUBLISHED WITH THIS REPORT AND FORM PART OF THE REPORT

None for the purposes of this report.

## 14 BACKGROUND PAPERS

14.1. MOPAC Draft Police and Crime Plan 2021-25

<https://www.london.gov.uk/publications/police-and-crime-plan-2021-25>

## **Committee: Cabinet**

**Date: 21 March 2022**

Wards: Abbey Ward, Figges Marsh and Ravensbury

## **Subject: Merton Estates Regeneration Programme, Use of Compulsory Purchase Powers at High Path Estate Phase 2 and 3, Eastfields Estate Phase 1 and Ravensbury Estate Phase 2 to 4**

Lead officer: Director for Environment and Regeneration, Chris Lee.

Lead member: Cabinet Member for Housing, Regeneration and the Climate Emergency, Councillor Martin Whelton

Contact officer: future Merton Programme Manager, Tara Butler.

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### **Recommendations to Cabinet:**

- A To resolve to make three Compulsory Purchase Orders (the **2022 CPOs**) for the acquisition of land, interests and rights (other than those already in the ownership of Clarion Housing Group) over the Order Land shown shaded pink and blue on the Plans attached as Appendix 1 and described more fully in section 3 of each of the draft Statements of Reasons attached as Appendix 2.
- B To agree that the 2022 CPOs shall be, entitled:
- I. "The London Borough of Merton (High Path No1) Compulsory Purchase Order 2022";
  - II. "The London Borough of Merton (Eastfields No1) Compulsory Purchase Order 2022"; and
  - III. "The London Borough of Merton (Ravensbury No1) Compulsory Purchase Order 2022".
- C To agree that there is a compelling case in the public interest to justify the making of the 2022 CPOs to include specific interests that must be acquired to facilitate the redevelopment of the High Path Estate, the Eastfields Estate and Ravensbury Estate (the **Estates**) as part of the Merton Estates Regeneration Programme, for the reasons detailed in this Report and the draft Statements of Reasons.
- D To delegate to the Director of Environment and Regeneration the power to effect the making, confirming and implementation of the 2022 CPOs and to take all necessary steps to give effect to the 2022 CPOs in respect of the Order Land, but not limited to, the following procedural steps:
- I. making such amendments and additions to the draft Statements of Reasons as deemed necessary to properly reflect the Council's position

regarding the proposed 2022 CPOs so as to properly present the Council's case;

- II. making such amendments and additions to the Plans attached at Appendix 1 as deemed necessary to properly enable construction of phases 2 and 3 of High Path, phase 1 of Eastfields and phases 2 to 4 of Ravensbury;
- III. making the 2022 CPOs, the publication and service of any press, site and individual notices and other correspondence for such making;
- IV. monitoring of negotiated agreements with landowners or statutory undertakers as applicable, setting out the terms for withdrawal of any objections to the 2022 CPOs, including where appropriate seeking exclusion of land or new rights from the 2022 CPOs;
- V. seeking confirmation of the 2022 CPOs by the Secretary of State (or, if permitted, by the Council pursuant to Section 14A of the Acquisition of Land Act 1981), including the preparation and presentation of the Council's case at any Public Inquiry which may be necessary;
- VI. publication and service of notices of confirmation of the 2022 CPOs and thereafter to execute and serve any General Vesting Declarations and/or notices to treat and notices of entry, and any other notices or correspondence to acquire those interests within the area;
- VII. acquiring title to and / or taking possession of the Order Land;
- VIII. transferring the title of the acquired land to Clarion Housing Group;
- IX. paying all costs associated with making the 2022 CPO, including the compensation payable to owners , noting that those costs will be reimbursed to the Council by Clarion;
- X. referral and conduct of disputes, relating to compulsory purchase compensation, at the Upper Tribunal (Lands Chamber); and
- XI. dealing with any matter relating to the implementation of the CPO Indemnity Agreement dated 7 February 2019 (and any subsequent amendments) including all financial checks with Clarion Housing Group and approval of the budget in relation thereto, and to agree amendments as necessary with Clarion Housing Group.

E To agree that the public interest in enabling the development of the Eastfields, High Path and Ravensbury Estates to proceed outweighs the interference with relevant rights under the European Convention on Human Rights as discussed at section 22 of this report.

**Cabinet is also requested to note:**

F It has been considered that compulsory acquisition would be necessary so that Merton Estates Regeneration Programme, can be delivered and achieve the following:



- Comprehensive regeneration of two housing estates (Eastfield and High Path) and partial regeneration of another (Ravensbury) (together the **Estates**);
- a significant contribution towards the Council's target for new homes over the coming years;
- the replacement of poor quality and outdated housing stock with modern, high quality accommodation;
- creation of new and distinct character neighbourhoods with public spaces, amenities and commercial and retail opportunities; and
- economic and employment benefits for the Council.

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## 1 PURPOSE OF REPORT AND EXECUTIVE SUMMARY

1.1 The purpose of this report is to request that Cabinet resolves to use its compulsory purchase powers for acquisition of land necessary for the delivery of the next phases of the Council's Estates Local Plan and the Merton Estates Regeneration Programme, in particular through the regeneration of the Estates.

1.2 Following previous reports to Cabinet and Council on 15 January 2018 and 7 February 2018 respectively an **in principle** decision was made to use compulsory purchase powers to support implementation of the Merton Estates Regeneration Programme. It was noted that further requests would be made to make and serve future Compulsory Purchase Orders only once the following conditions have been reached:

- the Estates Local Plan has been adopted;
- a resolution to grant planning permission has been made for the relevant planning permissions;
- an approach has been made to all landowners with a view to acquiring the land voluntarily and voluntary acquisition has not been successful;
- statement(s) of reasons setting out the justification of any CPO(s) has been prepared; and
- a CPO indemnity agreement has been duly executed between the Council and Clarion Housing Group.

1.3 Those conditions have now been satisfied in relation to the 2022 CPOs and the purpose of this report is to recommend that Cabinet resolve to make The London Borough of Merton (High Path No1) Compulsory Purchase Order 2022, The London Borough of Merton (Eastfields No1) Compulsory Purchase Order 2022 and The London Borough of Merton (Ravensbury No1) Compulsory Purchase Order 2022, to assemble the necessary land to enable the delivery of Phases 2 and 3 of the High Path Estate, Phase 1 of the Eastfields Estate, and Phases 2 to 4 of the Ravensbury Estate, part of the Merton Estates Regeneration Programme.

- 1.4 Outline planning consent has been granted for regeneration of all of the Estates, including variations in respect of High Path. A revised outline planning application is under consideration for Eastfields. Reserved matters have also been approved for High Path Phase 2 (in part) and Ravensbury Phases 3 to 4. Reserved matters for Eastfields Phase 1 was submitted on 14 December 2021, reserved matters of the Phase 2A of High Path was submitted on 16 February 2022 and reserved matters for High Path Phase 3 is due to be submitted in the Summer of 2022.
- 1.5 The 2022 CPOs will include the acquisition of specific land interests of with those parts of the Estates shaded pink and blue on the plans at Appendix 1 (“the **Order Land**”)
- 1.6 References are made to the draft attached Statements of Reasons (see Appendix 2) throughout this Report, and Cabinet are asked to read those alongside the content of this Report.
- 1.7 The draft Statements of Reasons for making the proposed 2022 CPOs are attached to this Report at Appendix 2 for each of the Estates. Although the Statements of Reasons are non-statutory, they are important documents and, if the 2022 CPOs are made, they will be served on relevant parties with the required statutory notices. The draft Statements of Reasons have been prepared in accordance with Guidance on Compulsory Purchase published by the Department for Levelling Up, Housing and Communities published July 2019 (the **CPO Guidance**). Should the Cabinet resolve to proceed with the CPO, the draft Statements of Reasons will be finalised to reflect matters as at the time the Order is made and this is reflected in the delegation sought for the Director of Environment and Regeneration in Recommendation D of this report.
- 1.8 This Report and the attached draft Statements of Reasons describe the factors which are relevant to any decision on compulsory purchase, including the applicable planning policy framework, matters relevant to deliverability of the regeneration of the Estates within a reasonable timeframe, impact on affected land owners/occupiers and whether the proposals could be achieved by other means. It includes matters for Cabinet's consideration in relation to the Council's statutory powers, the public sector equality duty and the implications for the Human Rights of third parties. It addresses the overall question of whether there is a compelling case in the public interest for compulsory acquisition.
- 1.9 The report covers:
- Background to the Merton Estates Regeneration Programme
  - The Eastfields Estate
  - The High Path Estate
  - The Ravensbury Estate
  - Order Land
  - Statutory Powers
  - The Case for Compulsory Acquisition
  - Efforts to Acquire by Agreement

- Impediments
- Delivery, Funding and the Developer
- Commitment to Residents and Residents' Offer
- Human Rights and Equalities

## 2 **Background to the Merton Estates Regeneration Programme**

- 2.1 When Clarion acquired responsibility for all of the Council's housing stock in 2010, they committed to improve the accommodation to improve the quality of life for residents. However, in working towards this goal, stock condition surveys identified that significant refurbishment and maintenance work as well as financial investment was required. Clarion therefore began a comprehensive review across all the estates to determine whether refurbishment was viable or whether it might be more beneficial and sustainable to replace homes in the poorest condition with new properties.
- 2.2 The outcomes of detailed analyses are that three existing housing estates **High Path Estate** (Abbey), **Ravensbury Estate** (Ravensbury) and **Eastfields Estate** (Figges Marsh), together known in this report as the **Estates** had the most viable regeneration potential and jointly, have the greatest need for replacement of the existing housing.
- 2.3 Clarion (and its predecessor entities) has been consulting with residents and homeowners on the Estates about the possibility of regeneration since summer of 2013. The Council took the in-principle decision to support regeneration subject to the agreement of Ten Commitments to tenants and homeowners. In September 2014, the Council and Clarion signed 'Ten Commitments' to ensure residents remain at the heart of decision-making. The Council has concluded that the regeneration of the Estates should be supported.
- 2.4 Since 2014 the Council has been exploring the regeneration of the Estates in consultation with residents, the Greater London Authority, Clarion, Transport for London and other interested parties. As well as engagement, the Council has analysed the evidence carried out by Clarion to support the case for regeneration.
- 2.5 The Council then undertook to prepare and consult on a new planning development plan document, the Estates Local Plan, to support the regeneration of the three neighbourhoods.
- 2.6 The Council's ambitions for more and improved housing, enhancements to the quality of people's homes and environment, better transport and employment across the borough have been reflected in numerous strategies for planning, housing and the economy. On 7 February 2018, the Council adopted the Estates Local Plan, which forms part of the Council's Local Plan alongside its Core Planning Strategy and Sites and Policies Plan. The Estates Local Plan guides redevelopment proposals for the Estates that come forward.
- 2.7 A key element of the Council's Core and Housing Strategies is to increase the housing stock and improve access to appropriate sized homes and develop access to affordable and intermediate housing. The Merton Estates Regeneration Programme directly reflects these objectives and the Council's support for these objectives is set out in the Estates Local Plan.

- 2.8 The proposed regeneration of the Estates in Merton will see the High Path Estate and the Eastfields Estate being replaced and Ravensbury being partially replaced. There will be no net loss of social/affordable housing and the number of social/affordable bed-spaces provided will increase as Clarion addresses historic overcrowding in the three neighbourhoods when rehousing the existing social/affordable tenants.
- 2.9 Clarion needs to acquire all of the leasehold and freehold interests within the regeneration areas to deliver the regeneration programme. To date, 229 homeowners have voluntarily sold their long leases or freehold interests to Clarion. There are a number of resident and non-resident homeowners who do not wish to sell voluntarily and will only sell their property once a compulsory purchase order is in place. Details of the numbers of leasehold and freehold interests It is currently estimated will need to be compulsorily acquired are set out in paragraph 13 of this report.
- 2.10 The redevelopment and regeneration of the Estates through the Merton Estates Regeneration Programme is the scheme underlying the compulsory acquisitions. Over a period of 10-15 years, the Merton Estates Regeneration Programme will provide up to 2,704 new homes, including the provision of modern homes for many existing residents; Clarion tenants and resident leaseholders and freeholders. The scheme will be brought forward primarily under separate outline planning permissions, with each of the Estates to be developed in phases. In addition full 'kickstart' consents for High Path and Ravensbury Estates have been granted to allow decant of residents. The kickstart Phase 1 for High Path has commenced pursuant to planning consent ref: 16/P3738 and is due to be completed by 2022. The kickstart Phase 1 for Ravensbury was completed in 2020 and High Path Phase 1 is due to be completed in April 2022. Ravensbury Phase 2 is already underway and is due to be completed in 2023.
- 2.11 It is proposed that Phases 2 and 3 of the High Path Estate Scheme, Phases 2 to 4 of the Ravensbury Estate Scheme and Phase 1 of the Eastfield Estate Scheme are brought forward together so forming the next stage in the Regeneration cycle (the **2022 Scheme**).

### 3 The Eastfields Estate

- 3.1 In relation to the Eastfields Estate, the Council has granted outline planning permission on 29 April 2019 (ref: 17/P1717) and a variation of the outline permission was registered on 2 December 2021 and is currently under consideration (ref: 21/P4078).The development comprises the demolition of all existing buildings and structures; erection of new buildings providing up to 800 residential units; provision of up to 275 sqm of non-residential floorspace (flexible use classes), provision of new public open space and communal amenity spaces including children's play space; new public realm, landscaping works and new lighting; cycle parking space (including within ground level podiums), together with associated highways and utilities works.
- 3.2 Reserved matters for Eastfields Phase 1 was submitted on 14 December 2021, for the construction of 201 new homes. A decision is expected in March/April 2022.
- 3.3 A draft Statement of Reasons for making the proposed CPO for Eastfields Phase 1 has been prepared and is attached to this Report at Appendix 2. Should the Cabinet resolve to proceed with the 2022 CPOs, the draft Statements of Reasons will be finalised to reflect matters as at the time the Order is made.

3.4 The scheme is described in more detail in sections 1 and 2 of the Eastfields draft Statements of Reasons. The scheme for Eastfields Phase 1 however, seeks to provide 201 new homes (an uplift from 152 existing homes). As at the end of February 2022, 47 freehold and leasehold interests need to be acquired to deliver Eastfields Phase 1.

#### **4 The High Path Estate**

4.1 In relation to the High Path Estate, the Council has granted outline planning permission on 29 April 2019 (ref: 17/P1721), which was subsequently varied on 21 January 2022 (ref 21/P2806). The development comprises the comprehensive phased regeneration of High Path Estate comprising demolition of all existing buildings and structures; providing up to 1570 residential units (C3 Use Class); provision of up to 9,900 sqm of commercial and community floorspace (including replacement and new floorspace, comprising: up to 2,700 sqm of Use Class A1 and/or A2, and/or A3 and/or A4 floorspace, up to 4,100 sqm of Use Class B1 (office) floorspace, up to 1,250 sqm of flexible work units (Use Class B1), up to 1,250 sqm of Use Class D1 (Community) floorspace; up to 600 sqm of Use Class D2 (Gym) floorspace); provision of new neighbourhood park and other communal amenity spaces, including children's play space; public realm, landscaping, lighting; cycle parking (including visitor cycle parking) and car parking (including within ground level podiums), associated highways and utilities works.

4.2 Reserved matters for the development of the majority of Phase 2 of the High Path Estate were granted on 3 October 2019 (ref: 19/P1852). Reserved matters for the Nelson Grove Road Garages, which will form part of a separate construction Phase 2A and does not form part of the proposed High Path CPO for Phases 2 and 3 as no CPO is required to deliver this sub-Phase, have been submitted and were validated on 16 February 2022 (ref: 22/P0085). Reserved matters applications for Phase 3 are expected to be submitted to the Council for approval in the Summer of 2022.

4.3 A draft Statement of Reasons for making the proposed High Path CPO has been prepared and is attached to this Report at Appendix 2. Should the Cabinet resolve to proceed with the CPO, the draft Statements of Reasons will be finalised to reflect matters as at the time the Order is made.

4.4 The scheme is described in more detail in sections 1 and 2 of the High Path draft Statement of Reasons. The scheme for High Path Phases 2 and 3 however, seeks to provide 482 new homes (an uplift from 166 existing homes). As at the end of February 2022, 37 freehold and leasehold interests need to be acquired to deliver these Phases.

#### **5 The Ravensbury Estate**

5.1 In relation to the Ravensbury Estate, the Council granted planning permission on 29 April 2019 (ref: 17/P1718). The development comprises the demolition of all existing buildings and structures; erection of new buildings ranging from 2 to 4 storeys providing up to 179 residential units; provision of replacement community centre; provision of new public realm, landscaping works and new lighting; cycle parking spaces (including new visitor cycle parking) and car parking spaces, together with associated highways and utilities works. Landscaping works are also proposed to the east of Ravensbury Grove and along Hengelo Gardens.

5.2 Reserved matters for the development of Phases 2 to 4 of the Ravensbury were granted on 9 December 2019 (ref: 19/P1845).

5.3 A draft Statement of Reasons for making the proposed Ravensbury CPO has been prepared and is attached to this Report at Appendix 2. Should the Cabinet resolve to proceed with the CPO, the draft Statement of Reasons will be finalised to reflect matters as at the time the Order is made.

5.4 The scheme is described in more detail in sections 1 and 2 of the Ravensbury draft Statements of Reasons. The scheme for Ravensbury Phases 2 to 4 however, seeks to provide 179 new homes (an uplift from 97 existing homes). As at the end of February 2022, only four freehold and leasehold interests need to be acquired to deliver these Phases.

## 6 **The Order Land**

6.1 The land and interests that may be subject to a CPO are those within the planning application boundary of the relevant phases that are not within the ownership of Clarion or the Council and which are required to facilitate the redevelopment. This is known as the **Order Land**.

6.2 In addition to the land interests that need to be acquired within the relevant phases, there are properties within the wider High Path and Eastfields Estates and around the perimeter of the High Path Estate which may have rights over the Order Land which may need to be acquired and/or over which new rights are required to undertake the development. These properties will not themselves form part of the Scheme and there is no need to acquire the land on which they lie.

6.3 The Order Land for each Estate is described fully in Section 3 of the relevant draft Statement of Reasons and shown shaded [pink] and [blue] on the Plans attached as Appendix 1.

## 7 **Statutory Powers**

7.1 Section 226(1)(a) of the Town and Country Planning Act 1990 (the **Act**) enables the Council to acquire land compulsorily in order to facilitate the carrying out of development, redevelopment or improvement on or in relation to land in its area.

7.2 Section 226(1)(a) is subject to sub-section (1A) which provides that the Council must not exercise the power unless it thinks that the proposed development, redevelopment or improvement is likely to contribute to the achievement of the promotion or improvement of the economic and/or social and/or environmental well-being of its area.

7.3 The Cabinet is directed to Section 6 of each of the draft Statements of Reasons which set out how the proposed compulsory acquisitions are considered to fall within the provisions of Section 226 and deliver the well-being objectives required by Section 226(1A). In summary, it is considered that transformational change from the scheme, as well as the discrete benefits of the next phases of redevelopment of the High Path Estate, Eastfields Estate and Ravensbury Estate that shall be delivered will contribute to significantly improving the economic and social well-being of the Council's area.

## 8 **Relevant Considerations and Justification for a CPO**

8.1 The relevant considerations for the purposes of any resolution to use CPO powers are set out in this Report and the attached draft Statements of Reasons. The CPO Guidance also

sets out the considerations to be applied when making a resolution to exercise such powers and the factors which will weigh with the Secretary of State when deciding whether to confirm a CPO. These are set out in full within Section 7 of each of the draft Statements of Reasons.

8.2 On 15 January 2018 and 7 February 2018 respectively, Cabinet and Council resolved in principle that use of compulsory purchase powers to acquire the land at each of the Estates was necessary to support the delivery of the Merton Estates Regeneration Programme and the objectives of the Estates Local Plan. A report was subsequently noted at Full Council on 2 February 2022 that the decision on whether to make any CPOs was an executive function and that the decision on whether to make any CPOs would be taken by Cabinet only.

8.3 The reports in February 2018 noted that the Merton Estates Regeneration Programme would achieve:

- comprehensive regeneration of the Estates;
- a significant contribution to new homes within Merton over the coming years;
- The replacement of poor quality and outdated housing stock with modern, high quality accommodation;
- creation of new and distinct characterful neighbourhoods within public spaces, amenities and commercial and retail opportunities; and
- contribute to the promotion and improvement of the economic, social and environmental well-being of the Borough.

8.4 Since those resolutions, officers consider that no material circumstances have arisen which have altered the basis for that decision. In fact, the case for use of CPO powers has been strengthened with the granting of outline planning permission for each of the Estates, adoption of the Estates Local Plan which robustly supports the 2022 Scheme (including the use of CPO powers to deliver the 2022 Scheme) and signing a CPO indemnity agreement with the Clarion (which is currently being updated).

8.5 Planning policy support for the Scheme is strong in adopted policy, which is discussed in detail in Section 5 of the relevant draft Statement of Reasons and summarised below. The general justification for use of CPO powers is contained within section 7 of each of the draft Statements of Reasons, which demonstrate the economic, social and regenerative benefits that implementing the scheme will provide.

8.6 Therefore, the justification for the use of CPO powers has been determined in principle, however Cabinet will need to consider the specific use of those powers as recommended in this Report.

8.7 The specific need to acquire the Order Land and other interests is addressed in section 4 of each of the draft Statements of Reasons which set out the need for regeneration

## 9 **Planning Position**

9.1 Outline planning applications have been granted for each Estate, on 29 April 2019, with a variation for High Path granted on 21 January 2022 and the variation in respect of Eastfields awaiting determination. The outline planning applications support the CPO(s) for each Estate. The permissions govern the redevelopment of each Estate in the Merton Estates Regeneration Programme, guided in each case by the Estates Local Plan.

9.2 Details of the relevant national, London and local planning policies are set out in paragraph 5 of each the draft Statements of Reasons. In summary the 2022 Scheme is:

- in accordance with the Estates Local Plan, part of the Council's development plan. It sets out an overarching case in support of the scheme and the vision for the creation of sustainable, well designed safe neighbourhoods with good quality new homes, that maintain and enhance a healthy local community, improve living standards and create good environments;
- in accordance with the new London Plan and its strategic objectives. The London Plan 2021 increases London's housing delivery targets to 52,300 homes per annum. A significant number of new homes are needed in Merton over the coming years in order to meet existing and future housing need. The minimum delivery target set for Merton by the London Plan is 918 per annum. The 2022 Scheme and the wider Merton Estates Regeneration Programme will play key roles in achieving these targets; and
- consistent with the National Planning Policy Framework (July 2021) which requires local authorities deliver sustainable development and to consider the social, economic and environmental benefits of estate regeneration.

9.3 The 2022 Scheme provides a high quality residential led regeneration of the Estates. It generally accords with the development plan, which includes not only the London Plan but also the Council's Core Planning Strategy and Estates Local Plan, as well as other relevant planning policy and guidance documents as detailed in the draft Statements of Reasons.

## 10 **Contribution to the economic, social and environmental well-being of the area**

10.1 Details of the relevant national, London and local planning policies are set out in paragraph 5 of each of the draft Statements of Reasons. In summary High Path, Ravensbury and Eastfields have been recognised to have a distinct socio-economic profile as distinct from the wider London Borough of Merton.

10.2 In summary the key features of High Path, Ravensbury and Eastfields in comparison to the wider London Borough of Merton are as follows:

<b>High Path</b>	<b>Ravensbury</b>	<b>Eastfields</b>
A younger population/age profile	Relatively low rates of economic activity	A slightly younger population/age profile
Relatively low levels of incomes	A low qualifications and skills profile	Low level of educational attainment and income



High levels of youth unemployment	A high rate of child poverty, particularly in families with no adult in employment	High unemployment and a large proportion of residents in receipt of out-of-work benefits relating to poor health
A relatively low quality living environment with limited housing opportunities	A lack of affordable housing opportunities	Low quality housing and environments
A high reliance on public transport	High levels of deprivation in the living environment and concerns of child obesity	

10.3 Please see below for a summary table which presents how promotion or improvement of economic well-being will occur as a result of the High Path Phases 2 and 3, Ravensbury Phases 3 and 4 only (not including Phase 2 which is already being carried out) and Eastfields Phase 1 regeneration projects:

<b>Benefit</b>	<b>High Path</b>	<b>Ravensbury</b>	<b>Eastfields</b>	<b>Total</b>
<b>Construction impacts</b>				
Creation of temporary construction jobs per annum during the construction phase	130	60	60	250
Construction Gross Value Added	£42.5 million	£12.4 million	£19 million	£73.9 million
Construction Net Value added to Merton	£10.2 million	£3 million	£4.7 million	£17.9 million
<b>Economic impacts of housing</b>				
Net expenditure increase per annum	£7.5 million	£1.5 million	£1.1 million	£10.1 million
Additional Council Tax Revenue per annum	£880,000	£175,000	£135,000	£1.190,000

<b>Economic impacts of commercial development</b>				
Jobs Creation	115	n/a	n/a	115
Estimated gross added value per annum	£5.3m	n/a	n/a	£5.3m

10.4 Promotion or improvement of *social well-being* will be delivered by:

- 808 new homes which shall comprise 289 affordable homes (High Path Phases 2 and 3, Eastfields Phase 1 and Ravensbury Phases 3 and 4 only);
- the proposed housing development will reinforce the attractiveness of the Estate as a vibrant and balanced community; and
- increase the supply of high quality housing, creating an attractive living environment in the area and providing better quality affordable housing.

10.5 Promotion of environmental *well-being* will occur through:

- the redevelopment of a brownfield site;
- the provision of new, well-designed, energy-efficient homes that will meet the needs of residents now and in the future;
- the enhancement of the townscape through the replacement of outdated buildings with a contemporary and well-designed residential development;
- public realm improvements;
- provision of an efficient layout and a high quality public open space;
- provision of community, recreational and gym facilities; and
- replacement of poorly insulated properties by new, energy efficient homes.

## 11 **Delivery, Funding and the Developer**

11.1 Clarion has considerable experience and resources. It manages over 125,000 homes across 176 local authorities. It is the largest housing association in the UK with significant resources and is one of the country's leading housebuilders, set to build a high volume of high quality homes of all tenures during the next ten years.

11.2 Clarion has shared with the Council details of projected costs and revenues and its financial strategy for delivery of the 2022 Scheme as well as the Merton Estates Regeneration Programme as a whole pursuant to the planning permissions. At its meeting on 06 September 2021, the Cabinet agreed to waive the Council's entitlement to clawback in respect of homes disposed of by Clarion by way of private sale in order to support the Merton Estates Regeneration Programme as a whole, which as things stand is not viable, subject to clawback still being payable if Clarion achieves a profit in respect of the Merton

Estates Regeneration Programme. This was in recognition of the hugely significant increase in costs of delivering the Merton Estates Regeneration Programme since the scheme was first proposed.

- 11.3 The Council and Clarion have agreed heads of terms to vary the existing Stock Transfer Agreement dated 22 March 2010, in particular the Development and Disposals Clawback Agreement also dated 22 March 2010, to suspend clawback payments unless the Merton Estates Regeneration Programme achieves a surplus and negotiations are continuing in respect of a legal binding variation.
- 11.4 Clarion's board has reaffirmed its commitment to delivering the Scheme even though there is anticipated still to be a deficit between the costs of the Scheme and the income generated by the sale of the private units.
- 11.5 As part of the 6th September 2021 decision to suspend clawback payments across the Merton Estate Regeneration Programme until it achieves a surplus, the Cabinet report paragraph 2.110 stated:
- 11.6 "There will also be attached to the deed, a revised iteration of the financial viability appraisal that is currently run and reviewed under the section 106 agreement for the three estates. That will establish a baseline position (which is currently acknowledged to be unviable)."
- 11.7 The council therefore instructed its financial advisors SQW to undertake a review of the Merton Estate Regeneration Project updated (February 2022) financial viability model completed on behalf of Clarion
- 11.8 The scope of this review was focused on testing the robustness of principal inputs and assumptions. The model itself was not interrogated as this had been agreed previously via provisions contained within the S106 Agreement. A significant amount of analysis had also taken place over the preceding two years so the scope of this review was focused on a comparative analysis of the principal revenue and cost side assumptions and inputs and their corresponding impact on the viability position.
- 11.9 Appendix 4 (including annex 4.1) of this report summarises SQW's review. It states that fundamentally the Merton Estate Regeneration Project's viability position has not significantly changed since reported to Cabinet in September 2021. The overall reported deficit position has slightly worsened from c. -£65m to c. -£68.4m. This is not considered material in the overall scale of the Merton Estate Regeneration Project. The council is aware that the programme remains unviable and that Clarion have committed by Board resolution to proceeding with the Merton Estate Regeneration Project
- 11.10 The Council is satisfied that, having regard to the Clarion's resources, its standing as the UK's largest housing association, its reaffirmed commitment to the Scheme and the requirements of the CPO Guidance that the 2022 Scheme is deliverable and that there is a reasonable prospect that it will proceed.
- 11.11 Clarion has entered into an indemnity agreement with the Council dated 7 February 2019 which fully indemnifies and provides protection for the Council in relation to all costs associated and arising in the preparation and making of the Order, acquisition of Order Land and the payment of compensation arising from such acquisition. The council and

Clarion are revising the 2019 CPO Indemnity Agreement including to ensure that procedural issues are in place to facilitate back to back transfers.

11.12 Funding and development viability are addressed within Section 7 of each of the draft Statements of Reasons.

## 12 **Lack of Impediments**

12.1 Potential financial impediments have been addressed above. The Secretary of State will also wish to be satisfied that there are no physical or legal impediments to the Scheme proceeding.

12.2 As described above planning permission has been granted for the 2022 Scheme.

12.3 Investigations undertaken by Clarion to date have not revealed any physical factors which would impede development.

12.4 There are no "special kinds of land" within the Order Land, such as common land, open space or allotments.

12.5 Stopping up orders are required to facilitate redevelopment of the Estates pursuant to the 2022 Scheme. The orders shall be obtained pursuant to provisions within the Town and Country Planning Act 1990 having regard to the grant of planning permission. Licences under the Highways Act 1980 will be required for any scaffolding, hoarding or over-sailing on or over the highway required for the Scheme.

12.6 Taking account of the above factors, it is considered that there is a strong prospect of the Scheme proceeding if the Order is made. Impediments to delivery of the Scheme are discussed at Section 7 of each of the draft Statements of Reasons.

## 13 **Efforts to acquire by agreement and land acquisition to date**

13.1 The CPO Guidance makes clear that compulsory purchase is intended as a last resort in the event that efforts to acquire by agreement fail. However, the CPO Guidance also acknowledges that local authorities will need to consider when the land to be acquired will be needed and should plan a compulsory purchase timetable in parallel with conducting negotiations. The CPO Guidance recognises that, given the amount of time needed to complete the statutory procedures, it may often be sensible to initiate compulsory purchase in parallel with such negotiations.

13.2 Clarion has made substantial efforts in accordance with the Ten Commitments to negotiate and acquire the outstanding interests. Negotiations commenced by Clarion in 2015 and efforts in this regard are set out in Section 9 of each of the draft Statements of Reasons.

13.3 As at the end of February 2022, Clarion has acquired 229 freeholds and long leases across the Merton Estates Regeneration Programme area through voluntary sales under the terms of the 2015 residents offer. These consist of 130 freehold and leasehold interests at High Path, 88 at Eastfields and 11 at Ravensbury.

13.4 In order for the 2022 Scheme to be delivered, as at the end of February 2022 the following interests will need to be acquired:

- within Eastfields Phase 1 33 freeholds and 14 long leases will need to be acquired;
- within High Path Phases 2 and 3, 18 freeholds and 29 long leases have yet to be acquired; and
- within Ravensbury Phases 2 to 4, 3 freeholds and 1 long lease have yet to be acquired.

13.5 Although a large number of acquisitions have been completed or are in the process of being completed, it is clear that despite Clarion's significant efforts the acquisition by agreement of all the land required to facilitate the redevelopment proposals and delivery of the 2022 Scheme may not be possible within a realistic timeframe.

13.6 Given that the substantial efforts to date to acquire the outstanding land interests through negotiations have not been entirely successful (and applying the tests set out in the CPO Guidance), the Officers considers it prudent to progress the proposed CPOs in parallel with ongoing negotiations.

#### 14 **Human rights and Equalities Impact implications**

14.1 These are addressed in Section 10 of each of the draft Statements of Reasons and in paragraph 22 of this report (below).

14.2 In summary and in making this recommendation, officers have carefully considered the balance to be struck between individual rights and the wider public interest. Having regard to the matters set out above a compelling case in the public interest exists for the making and confirmation of the Order. Interference with Human Rights, to the extent that there is any, is considered to be justified in order to secure the economic, social and environmental benefits which the Scheme will bring, namely the creation of new, well designed, high quality neighbourhoods aimed at fundamentally improving the quality of life for existing and future generations living in the area. This coupled with the significant level of public consultation, and a robust, fair offer to residents in the Estates means the Scheme minimises the interference with the rights of those affected.

14.3 Due regard has also been had to the public sector equality duty and adequate equalities impact assessment have been carried out to understand the impact of the 2022 CPOs on those affected. This Equalities Impact Assessment is attached at Appendix 3 of this report.

#### 15 **Engagement, commitments to residents and residents offer**

15.1 The council acknowledges that when proposing large scale regeneration, there are considerable uncertainties and challenges for residents. The council and Clarion have undertaken significant consultation with residents over a number of years (see section 18 below). Furthermore, to support the Merton Estates Regeneration Programme and to ensure fairness for residents, the Council and Clarion agreed a series of promises to residents, known as the Ten Commitments and a robust Residents Offer. Details of the Ten Commitments are set out at Section 9 of each of the draft Statements of Reasons.

## 16 **Conclusion the case for compulsory acquisition**

- 16.1 A CPO in connection with the Merton Estates Regeneration Programme made under section 226 of the Act is likely to facilitate part of a regeneration project regenerating the Estates delivering significant benefits to the borough.
- 16.2 In accordance with the CPO Guidance a 'compelling case in the public interest' has been demonstrated for the use of CPO powers, and that the public benefits that will arise from the purpose for which the land is to be acquired (the 2022 Scheme) outweigh the impact on those affected.
- 16.3 The CPOs will enable a scheme which fits squarely within adopted development plan for the area. In this case the policy support from the Estates Local Plan presents robust and up to date policy support, which is also in line with national and regional policy. The Council's Estates Local Plan demonstrates a compelling case that the acquisition of the land and associated rights to facilitate the 2022 Scheme will be in the public interest. The Estates are key development sites within the Borough and have the capacity to deliver significant economic, social and environmental benefits to local residents and the wider area more generally.
- 16.4 There are no impediments to proceeding with the 2022 Scheme and the Council is satisfied Clarion has the resources and ability not only to pay compensation arising out of a CPO, but also to successfully deliver the 2022 Scheme underlying the 2022 CPOs. In this case, all costs and expenses of CPOs and the Merton Estates Regeneration Programme will be met by Clarion.

## 17 **Alternative options**

- 17.1 The alternative option is for the council not to use its CPO powers and for Clarion to bring forward the Merton Estates Regeneration Programme and 2022 Scheme independently.
- 17.2 However, it is evident that this piecemeal approach could not achieve the ambitious outputs in terms of residential units and job creation, or deliver the co-ordinated vision of creating the cohesive and distinctive neighbourhoods within Merton.
- 17.3 It is considered that the only way effectively to deliver the Merton Estates Regeneration Programme and vision set out in the Estates Local Plan on reasonable timeframes is for the Council to support land acquisition at the Estates, to enable Clarion, who will have sole responsibility for delivering the entire regeneration, to bring forward the development in a timely manner.
- 17.4 Negotiations to acquire land and property interests within the Estates have been pursued and will continue to be pursued notwithstanding any resolution of Cabinet to make the CPOs. It is anticipated however, that compulsory purchase powers will be required in order to guarantee that all land and other interests can be acquired, because it is unlikely that all such interests can be acquired by voluntary acquisition within a reasonable timescale.

## 18 **Consultation undertaken and key stages of the Merton estates regeneration programme**

The table below shows the timeline of the consultation undertaken and the decisions taken to date:

<b>London Borough of Merton</b>	<b>Date</b>	<b>Clarion</b>
Cabinet decision 11 <sup>th</sup> November 2013 Merton Priory Homes estate regeneration project	<b>2013</b>	Initial resident consultation on possible regeneration Summer 2013
Estates Local Plan – Issues and Options consultation Feb / March 2014  June 2014 report to Cabinet  July 2014 report to Council “Circle Housing Merton Priory Estate Regeneration Project”	<b>2014</b>	Appointment of master-planning architects March 2014
Masterplan		Masterplan developed in consultation with residents 2014-2015
Ten Commitments published between Merton Council and Clarion	<b>2015</b>	Residents offer published May 2015
MES market research survey	<b>Summer 2015</b>	
January report to Cabinet  Draft Estates Local Plan consultation Feb-March 2016	<b>2016</b>	
November report to Cabinet  November report to Council  Draft Estates Local Plan pre-submission publication Dec 2016 – Feb 2017		
Estates Local Plan submission to planning inspector – March 2017	<b>2017</b>	Clarion Board confirm decision to submit three outline planning applications March 2017
Phase 1 planning consent Ravensbury - May 2017		
Estates Local Plan examination July 2017		
Phase 1 planning consent High Path - Oct 2017		

Main modifications and consultation Sept – Nov 2017		Submission of outline planning applications
Council adopts the Estates Local Plan and report to support	<b>2018</b>	
Grant of outline planning consent for the Estates	<b>April 2019</b>	
Reserved Matters planning approval for Ravensbury Phases 2-4	<b>Dec 2019</b>	
Reserved Matters planning approval for High Path Phase 2	<b>April 2020</b>	
The Council agrees in principle to vary the clawback in respect of the Stock Transfer Agreement	<b>September 2021</b>	
Variation of Eastfields outline planning consent	<b>Submitted December 2021 – to be determined</b>	
Reserved matters planning approval of Eastfield Phase 1	<b>Submitted December 2021 – to be determined</b>	
Variation of High Path outline planning consent	<b>January 2022</b>	
Notices served under section 16 of the Local Government (Miscellaneous Provisions) Act 1976 with online sessions held for residents	<b>January 2022</b>	
Reserved Matters for the remainder of High Path Phase 2 (Nelson Road Garages)	<b>Submitted February 2022 – to be determined</b>	
Submission of reserved matters for High Path Phase 3	<b>Summer 2022</b>	

- 18.1 In 2013 feasibility studies and summer consultation events encouraged residents to *join the conversation* about the future of their homes and introduced the idea of replacing homes in the three neighbourhoods.



- 18.2 In winter 2013 the decision to explore regeneration was taken based on feedback from consultation events. The (then) Merton Priory Homes Board decided that regeneration would be the best way of delivering long-term improvements in the three neighbourhoods.
- 18.3 In summer 2014 a series of consultation events were held including coffee mornings, drop-in events, design workshops, community events and one-to-one meetings. These events were held locally and focussed on:
- getting to know the architects and what their role would be;
  - walkabouts so the architects could get a better understanding of the neighbourhood from the residents' point of view;
  - visits to other regeneration schemes in London; and
  - gathering and presenting feedback from residents on the design ideas.
- 18.4 Landlords, homeowners and tenants were provided with specific information about what regeneration would mean for them and the choices available to them.
- 18.5 September 2014 – Ten Commitments. The Council and Circle Housing signed up to Ten Commitments to the residents of the three neighbourhoods (discussed in detail above).
- 18.6 October 2014 – Clarion presented draft master plans. Residents were shown potential layout for neighbourhoods and homes. Over 400 people attended these events to view the plans and look at the wide variety of housing types proposed. Three drop-in events were held on each neighbourhood (Saturdays and weekday evenings) and there were home visits to the elderly and vulnerable.
- 18.7 May 2015 - Master plans and Residents Offer. Clarion presented revised master plans to residents. The Residents' Offer (discussed above) was published setting out the guaranteed package of financial support that residents would be entitled to if regeneration were to go ahead. Three consultation events were held for residents of each Estate. Support was also provided by a dedicated member of staff from the Citizens Advice Bureau to provide residents with free, impartial and confidential advice.
- 18.8 June 2015 - Independent residents' survey. An independent survey was carried out by Membership Engagement Services. There was a 52.5% response rate achieved with the views of 634 residents collected. Overall 50.5% of respondents agreed that regeneration would be the best for their household and 58.4% agreed that the regeneration would be the best for their neighbourhood overall.
- 18.9 October 2015 - decision to proceed with initial planning applications. Circle Housing's Management board gave its approval for the submission of initial planning applications.
- 18.10 January 2016 - consultation on draft designs for first new homes. Residents of High Path and Ravensbury were invited to a series of events throughout January to view proposals for the first new homes on their neighbourhoods.
- 18.11 May 2016 – consultation on revised designs for first new homes. Residents of High Path and Ravensbury were invited to a series of consultation events to view revised proposals for the first new homes.

- 18.12 July/August 2016 – scaled models of some of the proposed typologies as well as exhibition boards and 1:1 model of a 1 bedroom flat were displayed at a series of events.
- 18.13 October to December 2016 – master plan consultation. Consultation events in each neighbourhood were held to discuss the latest master plan proposals. These included designs for the neighbourhoods, house types and phasing plans, ahead of outline planning applications being submitted.
- 18.14 February 2017 - design training workshops took place in February 2017 to assist residents in understanding technical drawings and what makes good design and newsletters were issued in Winter 2017 to confirm that the outline planning application had been submitted to the Council along with a planning guide to the Eastfields outline planning application aimed at residents.
- 18.15 October 2017- revised indicative phasing consultation was undertaken on High Path.
- 18.16 October 2018 – consultation event on High Path Phase 2 proposals and the updated residents offer was issued to residents of the Eastfields Estate along with newsletter updates confirming outline planning permission was granted.
- 18.17 February 2019 – further consultation event on detailed design High Path Phase 2 proposals.
- 18.18 April and October 2019 – design consultations were held in respect of the detailed designs for phase 1 of the Eastfields Estate regeneration with architects available to answer residents' queries and to present options for landscaping, ball court facilities, a possible gardening project and opportunities to get more involved in the regeneration as part of a steering group.
- 18.19 June 2019 – consultation events held on the design and layout of High Path Construction Phase 2.
- 18.20 Summer 2020 – High Path regeneration newsletter and Eastfields regeneration newsletter was sent to residents to update them on Kickstart Phase and Phase 2 of High Path and Phase 1 of Eastfields respectively.
- 18.21 In addition, statutory consultation has been carried out as part of the Estates Local Plan process and each outline planning application will have public consultation in accordance with the legislative requirements.
- 18.22 Further consultation will take place on the detailed design of each phase of each Estate at the appropriate time.
- 19 **Outline of the CPO procedure**
- 19.1 The procedures for compulsory purchase under planning powers are mainly governed by the Acquisition of Land Act 1981, the Compulsory Purchase (Vesting Declarations) Act 1981 and the Compulsory Purchase Act 1965. Compensation for affected parties is governed by a number of statutes including, in particular, the Land Compensation Acts 1961 and 1973, the Compulsory Purchase Act 1965 and a considerable body of case law.

- 19.2 In outline, if Cabinet resolves to authorise the making of the 2022 CPOs the main steps which will be taken include:
- making the Orders;
  - notification of persons affected and publicity for the making of the Orders and the Council's intention to submit it to the Secretary of State for confirmation;
  - submission of the Orders to the Secretary of State;
  - a period for Objections to be lodged;
  - public local inquiry in the event of any statutory objections;
  - inspector's report to the Secretary of State;
  - Secretary of State's decision on confirmation;
  - notification and publicity for the Secretary of State's decision;
  - six week challenge period (if Order confirmed);
  - acquiring/taking possession of the Order Land (if Order confirmed); and
  - payment of compensation to holders of interests acquired (if Orders confirmed) including potential referral to the Upper Tribunal (Lands Chamber) if compensation cannot be agreed.
- 19.3 After a final decision is made to make the 2022 CPOs, the orders can be made. A CPO is a formal document which lists all the plots of land and interests and rights proposed to be acquired and the names of all persons having interests in those plots (so far as can be ascertained) together with a map (or maps) which shows all the plots of land. Interests to be acquired are contained in the schedule of interests and include land ownership interests, rights of light as well as third party rights over land such as rights of light and rights of way. The 2022 CPOs would be "made" by the sealing of the 2022 CPOs following a resolution by Cabinet authorising such.
- 19.4 Notice of the making of the 2022 CPOs would then have to be served on all those having interests in the land and published in newspapers. The notice would make clear that anyone wishing to object may do so within a specified time limit (minimum 21 days). The Orders along with the respective Statements of Reasons will be submitted to the National Planning Casework Unit, which handles CPO applications on behalf of the Secretary of State.
- 19.5 If any objections are made and not withdrawn, a public inquiry would usually be held (even if there is only a single objection). The inquiry would be held by a planning inspector. The acquiring authority and objectors would present evidence to the inquiry in support of their respective positions and this would be subject to cross examination from the opposing side, and questions of clarification from the Inspector. Following the public inquiry, the inspector would write a report to the Secretary of State.

- 19.6 The decision whether or not to confirm the 2022 CPOs (with or without modifications) would rest with the Secretary of State. Following the Secretary of State's decision there is a six week period within which the decision could be legally challenged.
- 19.7 Once the 2022 CPOs have been confirmed (and free from legal challenge), the Council would have power to acquire the land and other interests included in the 2002 CPOs. In order to exercise that power, it would be able to choose between two possible procedures: notice procedure or general vesting declarations.
- 19.8 Compensation will need to be paid in respect of any land or other interests acquired pursuant to the 2022 CPOs. Payments must be in accordance with the principle that such amounts should ensure that the relevant owner is paid neither less nor more than their loss. Compensation where land is taken often include various elements, broadly as follows:
- the market value of the interest taken;
  - disturbance payments for losses caused by reason of losing possession of the land and other losses not directly based on the value of the land (e.g., cost and expenses of moving to a replacement property); and
  - loss payments relating to the need to sell and relocate from the property not at a time of their choosing.
- 19.9 If compensation cannot be agreed, then the dispute can be referred to the Upper Tribunal (Lands Chamber) for determination.

## 20 **Financial, resource and property implications**

- 20.1 The council and Clarion have entered into the Indemnity Agreement date 7 February 2019 which confirms that all costs of the CPO process will be met by Clarion who has agreed to fully indemnify the Council in respect of all costs associated with and arising from the preparation and making of the 2022 CPOs, acquisition of Order Land and the payment of compensation arising from such acquisition. Clarion and the council have agreed to revise the Indemnity Agreement to ensure that the Council's liability for costs are fully covered and on the understanding that the Council will continue to be put in funds by Clarion before it is required to make payments to homeowners whose interests have been acquired. The Council and Clarion are in discussions to ensure procedural arrangements are in place to facilitate back to back transfers when properties are actually acquired and such arrangements may be captured through a variation of the Indemnity Agreement or a side letter.
- 20.2 The approved and indicative capital programme includes the following provision for Clarion CPOs, assuming full funding by Clarion:

<b>Narrative</b>	<b>Budget 2021</b>	<b>Budget 2022-23</b>	<b>Indicative Budget 2026/27</b>	<b>Indicative Budget 2028/29</b>	<b>Total</b>

Compulsory Purchase Order*	4,079,460	2,421.840	6,119,190	3,459,770	16,080,260
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\*Please note the is expected that the actual costs incurred will vary around these estimates

20.3 Officers will need to ensure that costs are accurately recorded and invoiced to Clarion as soon as possible to minimise the impact on Merton's cashflows, given the impact of Covid 19 on Merton's Financial Position.

20.4 The council cannot expressly claim for any loss of interest it incurs. However, as stated above, the intention is that the council shall be able to require payments from Clarion in advance of the Council expending money.

## 21 Legal and statutory implications

21.1 The council is empowered under section 226(1)(a) of the Act as amended, to acquire any land in its area if it is satisfied that the proposed acquisition will facilitate the carrying out of development, redevelopment or improvement on or in relation to the land. The Council may make a compulsory acquisition under section 226 of the TCPA (a) if it thinks the acquisition will facilitate the carrying out of development or redevelopment or improvement on or in relation to the land or (b) which is required for a purpose which it is necessary to achieve in the interests of the proper planning of an area in which the land is situated. In order to make an acquisition under (a), the council must also consider that the development, redevelopment or improvement will contribute to the promotion or improvement of the economic social or environmental well-being of its area. According to the CPO Guidance the Council's area includes part of its area.

21.2 The Acquisition of Land Act 1981 (the **1981 Act**) governs the procedures which apply to such an acquisition, the Compulsory Purchase Act 1965 governs post-confirmation procedures and the Land Compensation Act 1961 governs the amount and assessment of compensation.

21.3 The Council may dispose of the land under section 233 of the Act for the purpose of bringing it forward for development or otherwise facilitating development. Any such disposal must be for the best consideration that can reasonably be obtained, unless the Secretary of State's consent is obtained. By a combination of sections 226 and 233 of the Act, it is open to the Council to compulsorily acquire land for planning purposes and then transfer it to a developer partner i.e., Clarion.

21.4 The 1981 Act provides that the authorisation of a compulsory purchase is to be conferred by a CPO. A CPO is required to be made in a prescribed form and must describe by reference to a map the land to which it applies. If the Council makes a CPO, it must submit the CPO to the Secretary of State for confirmation. Prior to submission to the Secretary of State, the Council must publish notice of the making of the CPO specifying that the order has been made, describing the land and the purpose for which it is required, naming a place where the order and map may be inspected and specifying a time which (and the manner in which) objections may be made. The Council must also serve a notice in prescribed form on affected owners, lessees, tenants or occupiers (if any exist) of the land allowing them the opportunity to object. The procedure for confirmation is specified in the 1981 Act and may require the conduct of a public inquiry if there are objections.

- 21.5 As an acquisition under the Act will extinguish third party rights, the Council will need to ensure that it does not contravene the rights of individuals under the European Convention on Human Rights (the **ECHR**). Section 6 of the Human Rights Act 1998 makes it lawful for the Council to act in any way which is incompatible with a right under the ECHR. Pursuant to Article 1 of the First Protocol to the ECHR, every person is entitled to the peaceful enjoyment of his or her possessions and no one shall be deprived of those possessions except in the public interest and subject to the conditions provided for by law and by the general principles of international law. In order to avoid contravening individual human rights by making a CPO, it must be demonstrated that the CPO is in the public interest and that it is necessary and proportionate to make the CPO.
- 21.6 The CPO Guidance provides guidance to acquiring authorities in England on the use of compulsory acquisition powers, although is guidance only and may be adapted to the particular circumstances. The CPO Guidance has been referred to, as appropriate, in the preparation of this report and the draft Statements of Reasons.
- 21.7 Before making a CPO, the Council must have due regard to the need to eliminate unlawful conduct under the Equality Act 2010, the need to advance equality of opportunity and the need to foster good relations between persons who share a protected characteristic and those who do not. Some form of equality analysis will be required which is proportionate to the potential impact of the CPO on individuals or communities.
- 21.8 The making of a CPO is an executive function, by virtue of section 9D of the Local Government Act 2000 and the Local Authorities (Functions and Responsibilities) (England) Regulations 2000. Consequently, the decision to make a CPO rests with Cabinet, and not full Council. Full Council acknowledged on 2 February 2022 that their further ratification is not required to make this CPO or future orders in line with the statutory framework governing the making of CPOs under S.226 of the Town and Country Planning Act 1990 and the Council's constitution. Pursuant to section 9E(2) of the Local Government Act 2000, the Cabinet may arrange for the discharge of an executive function by an officer of the authority.
- 21.9 Once a CPO is confirmed the Council can then take steps to acquire land either by serving a notice to treat and notice of entry in accordance with the 1981 Act or by serving a general vesting declaration under the Compulsory Purchase (Vesting Declarations) Act 1981. Consideration would need to be given to the most appropriate route and the procedure set out by legislation must be followed.
- 21.10 Persons having interests in the land acquired compulsorily will be entitled to compensation. Although the liability to pay compensation will arise only after the Council has exercised its power to acquire land following confirmation of the CPO, it is important that some consideration is given to compensation at this stage.
- 21.11 Payment is in accordance with the 'compensation code' which is the law as set out in the Land Compensation Acts 1961 and 1973 and the Compulsory Purchase Act 1965, as amended by subsequent legislation and supplemented by case law.
- 22 **Human rights, equalities and community cohesion implications**
- 22.1 The Human Rights Act 1998 places direct obligations on public bodies such as the Council to demonstrate that the use of compulsory purchase powers is in the public interest and that the use of such powers is proportionate to the ends being pursued.

- 22.2 When the Cabinet decides to make a CPO, it will need to be sure that the purpose for which the land is required sufficiently justifies (or can be sufficiently justified in due course) interfering with the human rights of those with an interest in the land affected. It is acknowledged that the compulsory acquisition of the land in the Estates will amount to an interference with the human rights of those with an interest in the land. These include rights under Article 1 of the First Protocol of the European Convention on Human Rights (**ECHR**) (which provides that every natural or legal person is entitled to peaceful enjoyment of his possessions) and Article 8 of the ECHR (which provides that everyone has the right to respect for his private and family life, his home and his correspondence).
- 22.3 When preparing the CPO, officers will keep in mind and in due course advise the Cabinet about the need to balance the public interest and the individual's rights and that any interference with these rights will be necessary and proportionate. "Proportionate" in this context means that the interference must be no more than is necessary to achieve the identified legitimate aim. As part of the investigations that will be undertaken ahead of making any CPO will be an investigation into the effect on landowners and leaseholders of the CPO, and this will be fully taken into account before a final decision is made as to whether or not to put forward a resolution for the making of a CPO.
- 22.4 The Public Sector Equality Duty (the **Duty**) is a responsibility laid on the Council by the Equality Act 2010 (the **Equality Act**). It consists of a general equality duty and specific duties, which help authorities to meet the general duty. In summary, those subject to the Duty, must in the exercise of their functions, have due regard to the need to:
- eliminate unlawful discrimination, harassment and victimisation and other conduct that is prohibited by the Equality Act;
  - advance equality of opportunity between people who share a characteristic and those who don't; and
  - foster good relations between people who share a characteristic and those who do not.
- 22.5 The Duty covers age, disability, sex, gender reassignment, pregnancy and maternity, race, religion or belief and sexual orientation (these are the 'protected characteristics').
- 22.6 The Equality Act sets out that having due regard for advancing equality involves:
- removing or minimising disadvantages suffered by people due to their protected characteristics;
  - taking steps to meet the needs of people from protected groups where these are different from the needs of other people; and
  - encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.
- 22.7 The Equality Act states that meeting different needs involves taking steps to take account of the impact of different experiences (for example, addressing different forms of disability). It describes fostering good relations as tackling prejudice and promoting understanding between people from different groups. It states that compliance with the Duty may involve treating some people more favourably than others.

- 22.8 The Equality Act requires the Council to have a 'continuing and ongoing regard' for this Duty. It can show this regard in a range of ways as the Equality Act is not prescriptive on this matter, but the most common is to conduct Equalities Impact Assessment (**EqIA**) at key decision points.
- 22.9 In preparing the Estates Local Plan, officers carried out an EqIA (contained within the Sustainability Appraisal).
- 22.10 EqIAs (dated March 2022) have also been undertaken to re-examine the equalities impacts of the Scheme as a whole, with specific assessments carried out for each Estate forming part of the 2022 Scheme. The EqIAs are attached this report at Appendix 3.
- 22.11 The EqIA concludes broadly that the impacts of the Scheme will be positive:
- it provides an opportunity to reduce overcrowding amongst its tenanted households. Overcrowding is proportionately more likely to affect households from the BAME community and so the regeneration provides an opportunity to address inequality in this area. Significant amenity and size improvements will be provided for residents, with all new homes built to current space standards with private outdoor space; and
  - the regeneration is an opportunity to provide new lifetime homes for all tenants, this will enable older tenants (and homeowners) to remain independent in their own homes for longer. New homes can be adapted to meet the specific needs of disabled residents, 10% of all new homes will be fully accessible and adaptable for wheelchair users.
- 22.12 Steps are being taken to ensure that the acquisition and relocation processes are applied in a fair and non-discriminatory way. However, it is acknowledged that the process of redeveloping the Estates itself is likely to have a negative impact on older, disabled and vulnerable residents, due to the requirements to move house, potentially more than once, if temporary accommodation is necessary during the construction period. The greatest impact on equalities will be the mechanics of the Estates' regeneration including: the residents' offer; moving existing residents into new homes; addressing overcrowding; and minimising disruption during this extensive process.
- 22.13 Clarion has committed to designing the construction phases to minimise the need to "double decant" and where at all possible older, vulnerable or disabled tenants will only be asked to move once, straight into a new home. Help will be provided to assist with such moves.
- 22.14 In promoting the Order and delivering Phase 2 and 3 of the High Path Estate Scheme, Phases 2 to and 4 of the Ravensbury Estate Scheme and Phase 1 of the Eastfields Estate Scheme, the Council and Clarion will seek to keep the existing community together with existing residents having a guaranteed right to return to a new home in their regeneration neighbourhood. The Ten Commitments and Residents Offer (discussed in section 10 above) provide a strong mechanism to achieve this.
- 22.15 The EqIA will be monitored and reviewed throughout the progression of the proposals in order to ensure that any future impact can be measured and mitigated against as necessary.



22.16 To conclude, steps are being taken to ensure that the acquisition and relocation processes are applied in a fair and non-discriminatory manner. Steps will also be taken to minimise the adverse effects on protected groups during construction and any such effects suffered by surrounding ethnic minority businesses. The proposals will bring a range of benefits to disabled and other protected groups including in relation to enhanced access, housing provision, lifetime homes.

### 23 **Crime and disorder implications**

23.1 The process of making a CPO will not itself have Crime and Disorder implications.

23.2 Development of the Merton Estates Regeneration Programme will be secured by the outline planning permissions which accord with the Estates Local Plan. The sustainability appraisal of the Estates Local Plan considers each of the policies against social, environmental and economic objectives, including those relating to crime and disorder.

23.3 The Estates Local Plan does not require a specific planning policy relating to Crime and Disorder but instead incorporates a number of policies which enhance safety and perceptions of safety in the public realm and in residential areas.

23.4 Collectively these policies support an approach of 'secure by design', creating places where people feel and are safe at all times of day and night, whether on foot, cycle or car, and both inside their homes and in public space.

23.5 The design principles include:

- blocks arranged so the fronts face outwards protecting residents' privacy, creating a more 'legible' layout where people do not get lost or find it so easy to hide, building in natural surveillance and security;
- active frontages on the street which also enhance surveillance and create more activity at street level;
- well-designed public or communal amenity space: will be well lit, while providing both privacy and surveillance, as well as providing easy and convenient access for all potential users;
- defensible space between the back of the footway and building frontage will support better perimeter blocks and frontages; and
- legible and accessible layouts with convenient and accessible layouts encourage walking and cycling and hence more active streets where community cohesion flourishes.

23.6 These principles are reflected in the estate-specific policies contained within the Estates Local Plan and will support an improved quality of life for current and future residents. The Police and other key stakeholders are consulted on the outline planning applications to ensure that crime and disorder issues are fully considered in the design and planning process.

## Risk management and health and safety implications

Risks are listed below with a red/amber/green rating based on an assessment of their likelihood and impact, together with the anticipated mitigation. They are categorised as risks related to developing the plan and emerging housing policy, those related to renegotiation of agreements, and those relating to the delivery of the regeneration programme itself.

Risk	R/A/G Rating	Mitigation
The Council's case in support of a CPO may not be successful at the Public Inquiry and the CPO therefore not confirmed. In this scenario it is likely the Council would have to pay the costs of successful objectors. This would be an extremely serious outcome but with low-moderate likelihood. Serious because without a CPO Clarion cannot deliver the key transport and service infrastructure, nor deliver the full developments or retain overarching control of phasing.		The Council can mitigate the risk of an unsuccessful outcome by proceeding as far as possible with acquiring land ahead of serving a CPO and undertaking as much preparatory work as possible (valuation, due diligence, legal preparation etc.) and not making the CPO until confident that it will be successful.
Risk of liability for costs of preparing and making CPO's as well as paying compensation. These costs are likely to be significant		Financial risk to the Council has been mitigated by entering into the Indemnity Agreement with Clarion to ensure the council's costs are fully covered and working on revisions to ensure procedural issues are in place to facilitate back-to-back transfers.
Communications risk in relation to residents within the Estates who oppose a CPO		Continue communicating intention with local stakeholders and residents and engage in ongoing consultation to take all concerns into account.

## Appendices – the following documents are to be published with this report and form part of the report

Appendix 1 Plans of the order land

Appendix 2 Draft Statements of Reasons

Appendix 3 Equality Impact Assessments

Appendix 4 SQW review of Clarion's updated financial viability appraisal of the Merton Estate Regeneraiton Programme

Annex 4.1 – Summary of MERP Viability Position

26

**Background papers**

- [2013 November Cabinet report "Merton Priory Homes estate regeneration project"](#)
- [Merton Council and Clarion Housing Group 10 Commitments](#)
- [2014 July council report Circle Housing Merton Priory Estate Regeneration project](#)
- [2018 February council report – adoption of Merton's Estates Local Plan](#)
- [2018 Merton's Estates Local Plan](#)
- [2018 February council report "Delivering Clarion's Estate Regeneration](#)
- [2021 Sept Cabinet report on clawback](#)
- [2021 London Plan](#)
- [2011 Merton's Core Planning Strategy](#)
- [2021 National Planning Policy Framework](#)

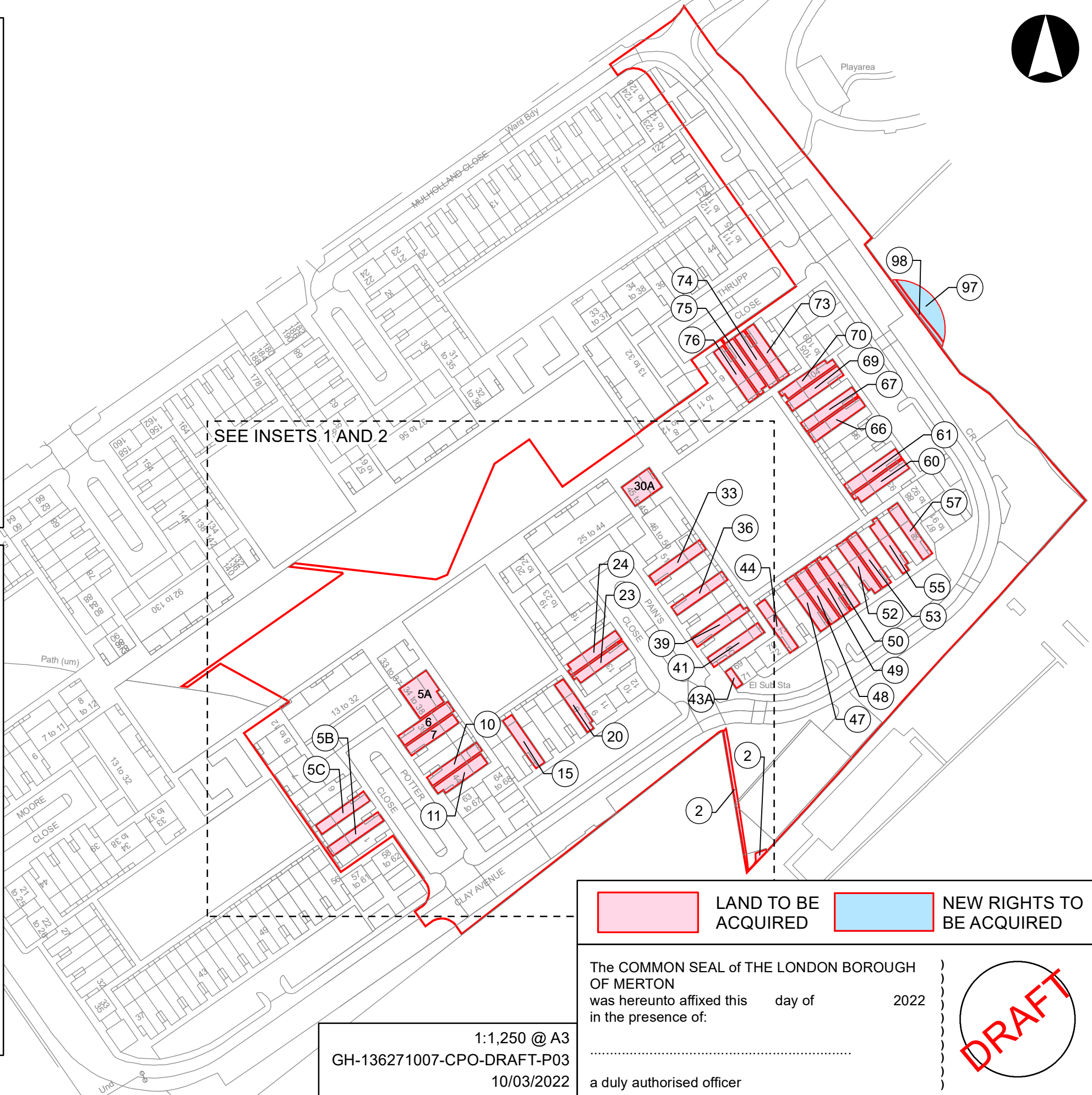
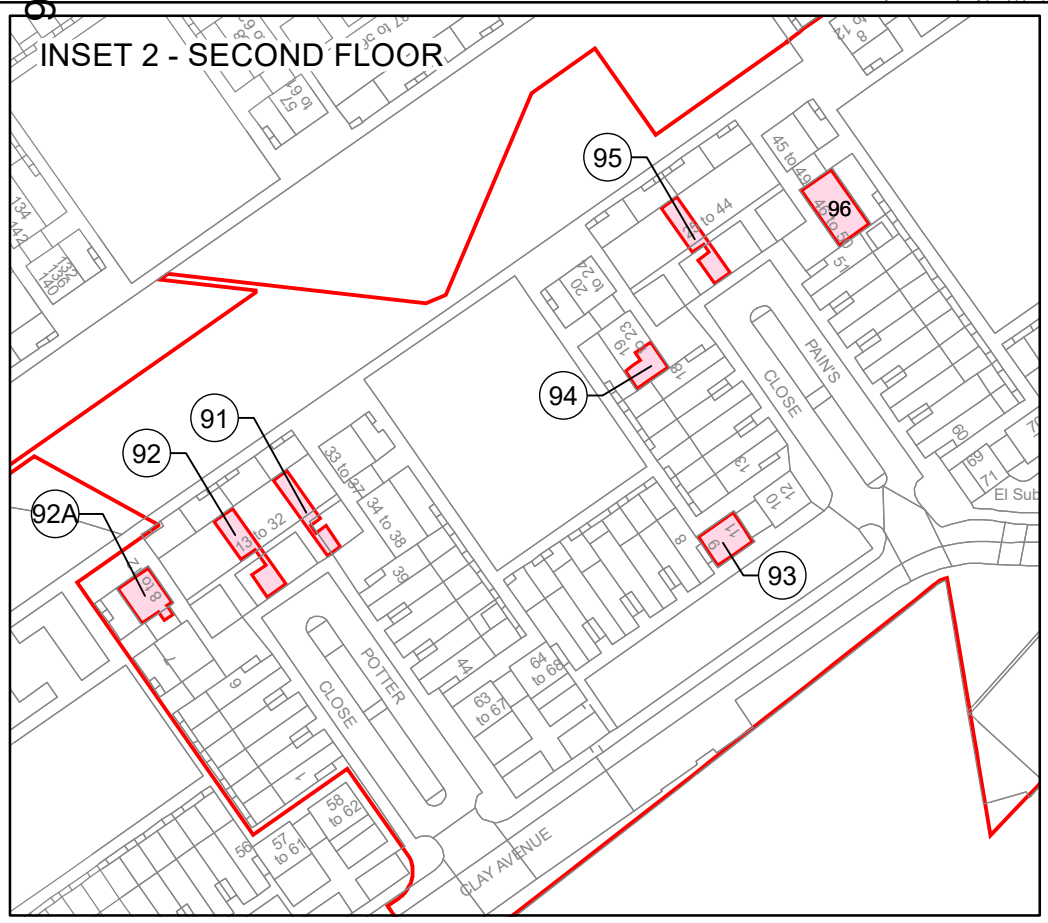
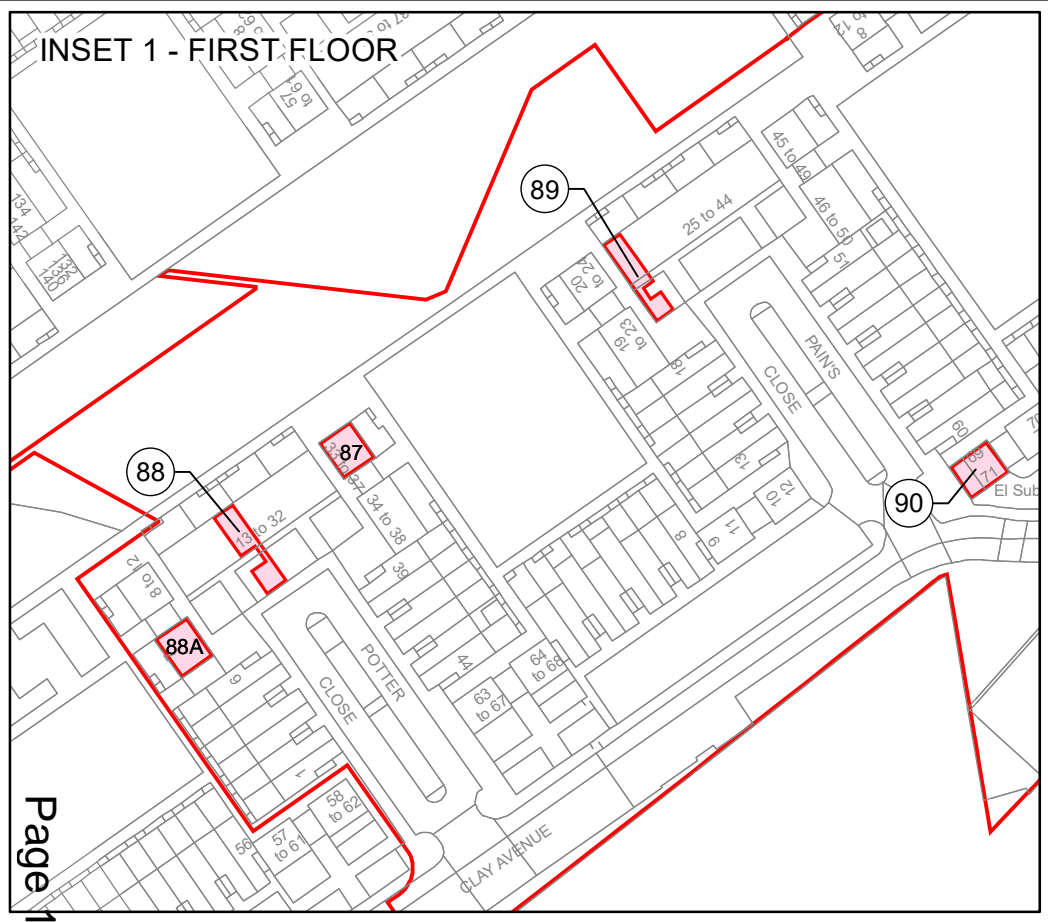
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## **Appendix 1 - Merton Cabinet 21<sup>st</sup> March 2022**

### **Plans of the Order land**

- Eastfields
- High Path
- Ravensbury

# MAP REFERRED TO IN THE LONDON BOROUGH OF MERTON (EASTFIELDS NO. 1) COMPULSORY PURCHASE ORDER 2022



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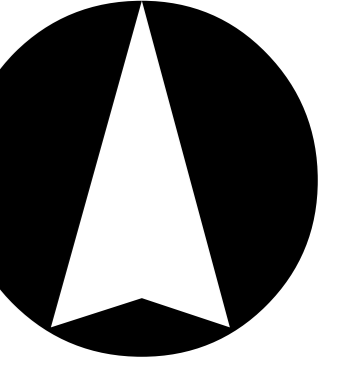
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in the presence of:  
.....  
a duly authorised officer

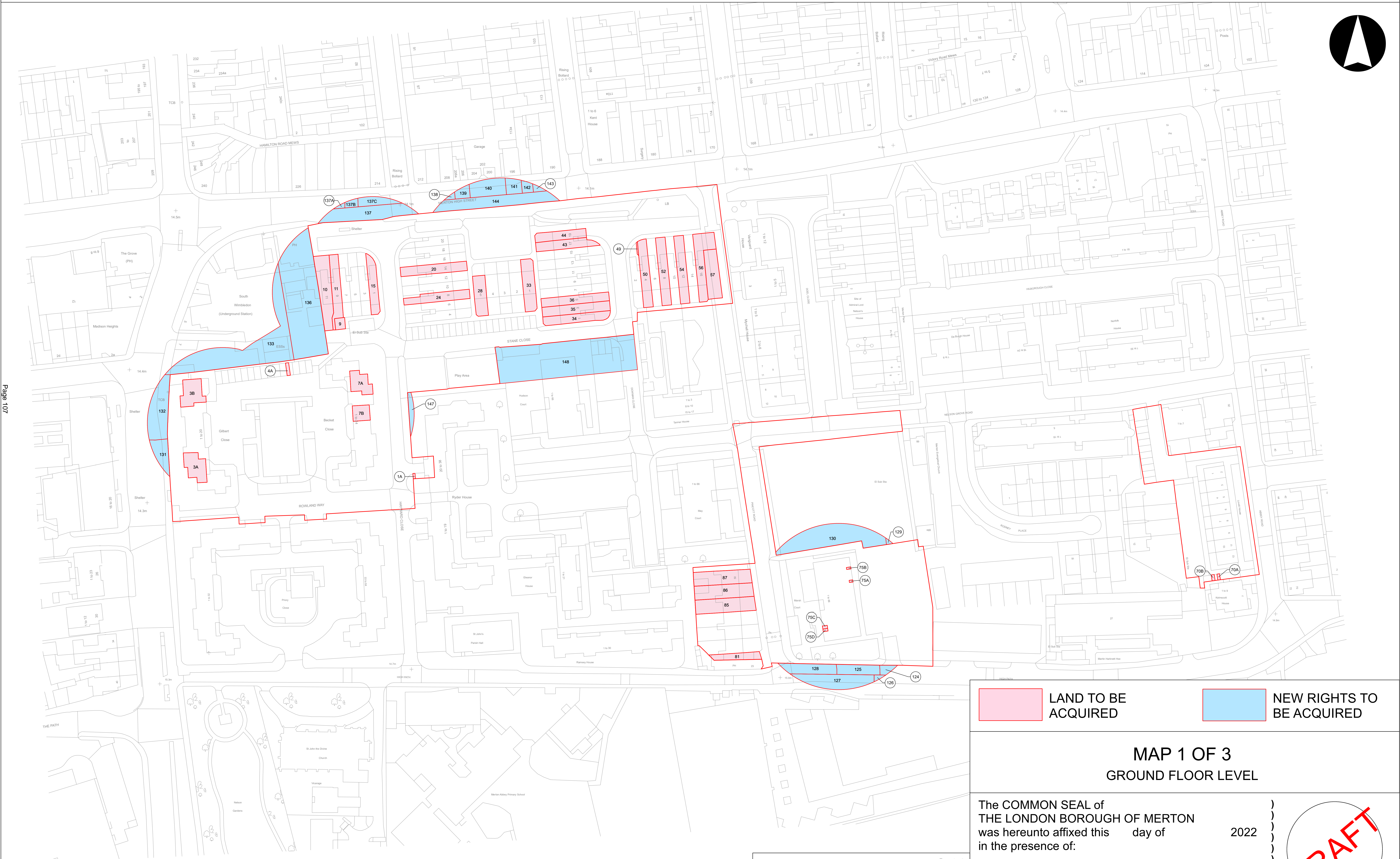
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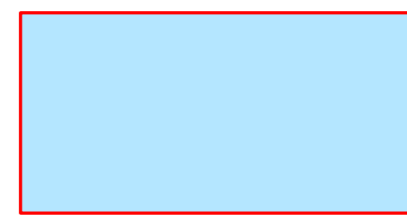
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## MAP 1 OF 3 GROUND FLOOR LEVEL

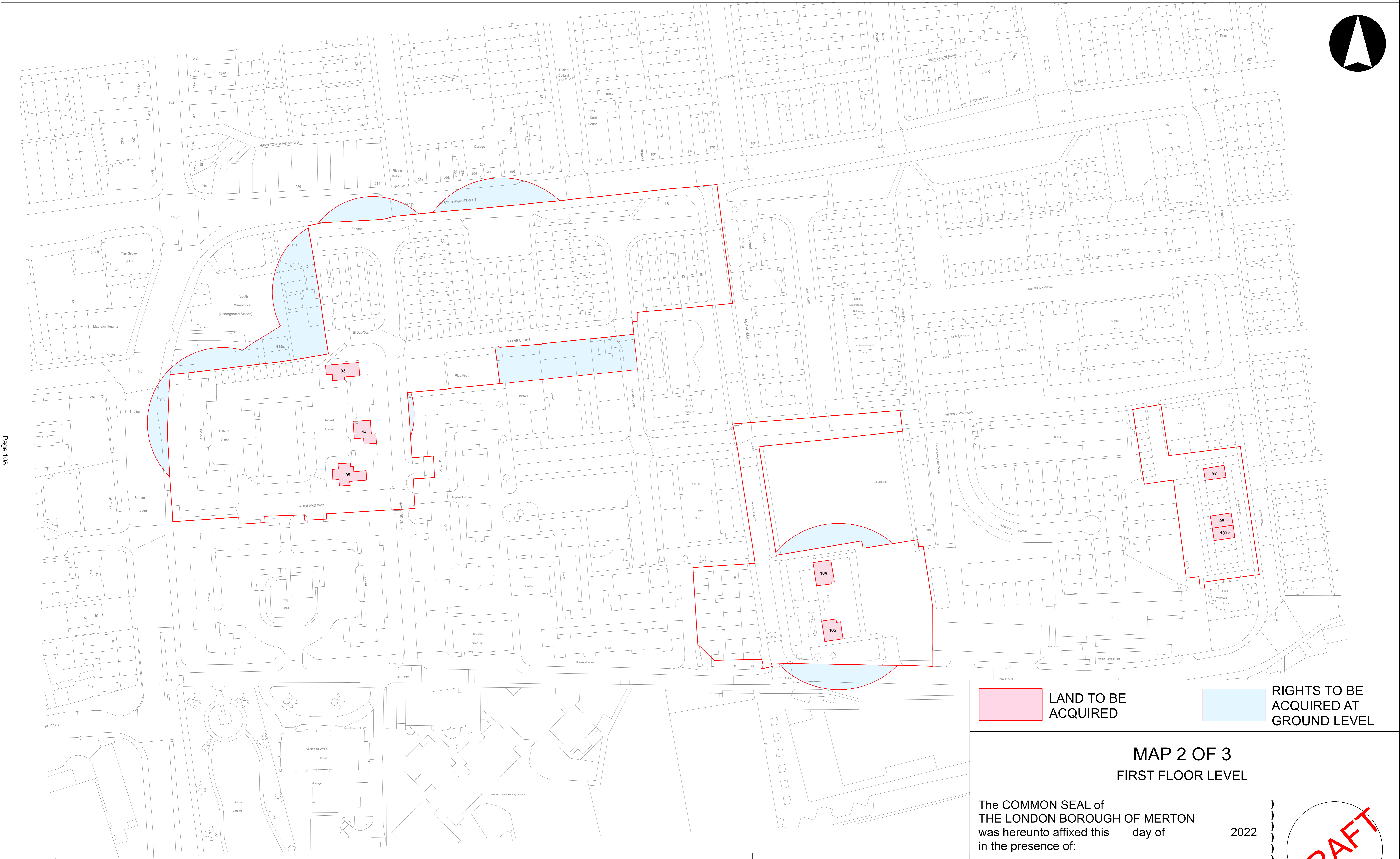
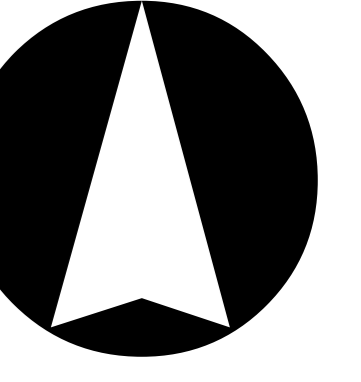
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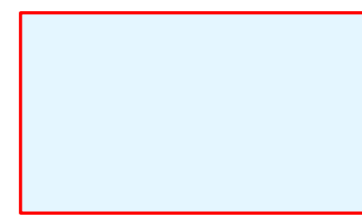
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	LAND TO BE ACQUIRED		RIGHTS TO BE ACQUIRED AT GROUND LEVEL
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## MAP 2 OF 3 FIRST FLOOR LEVEL

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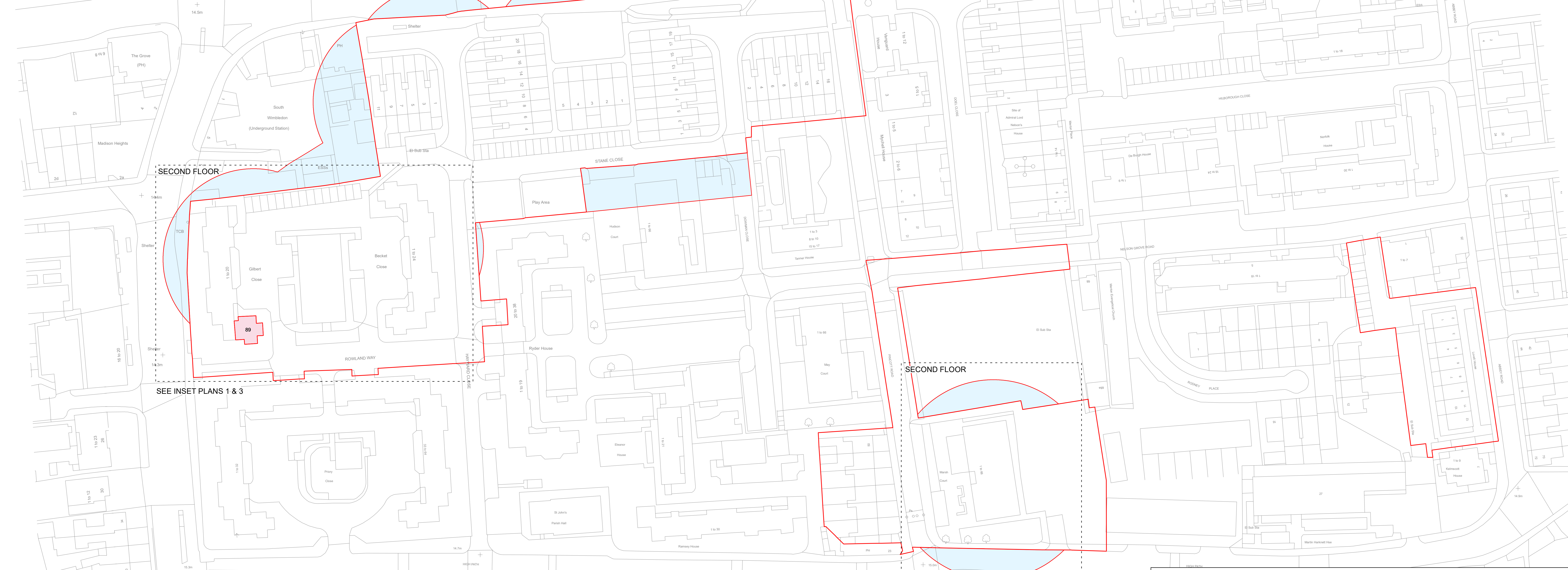
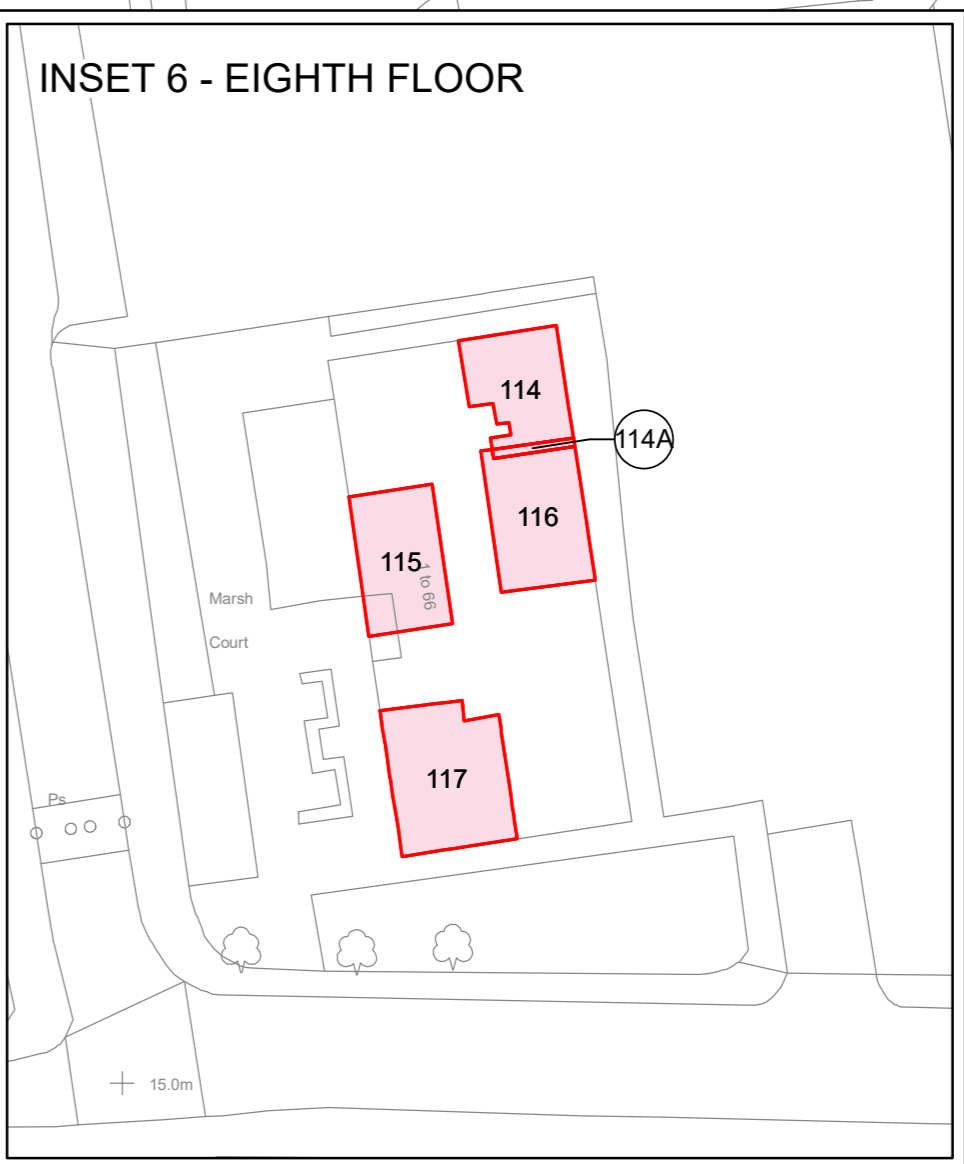
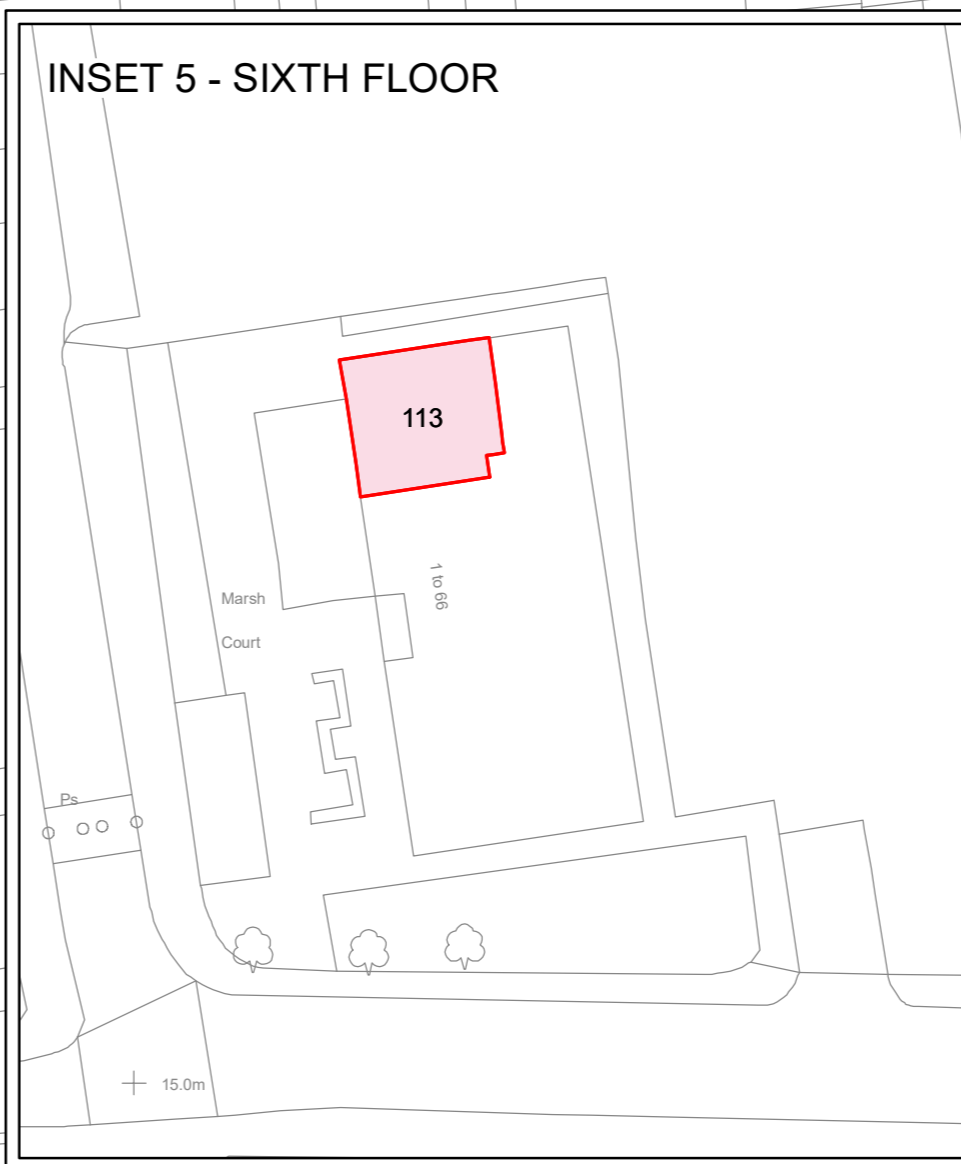
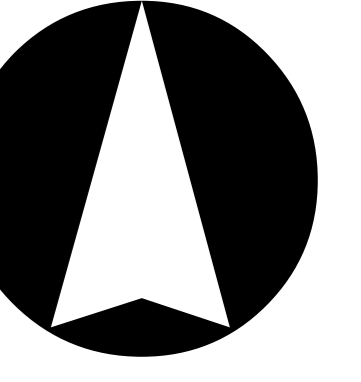
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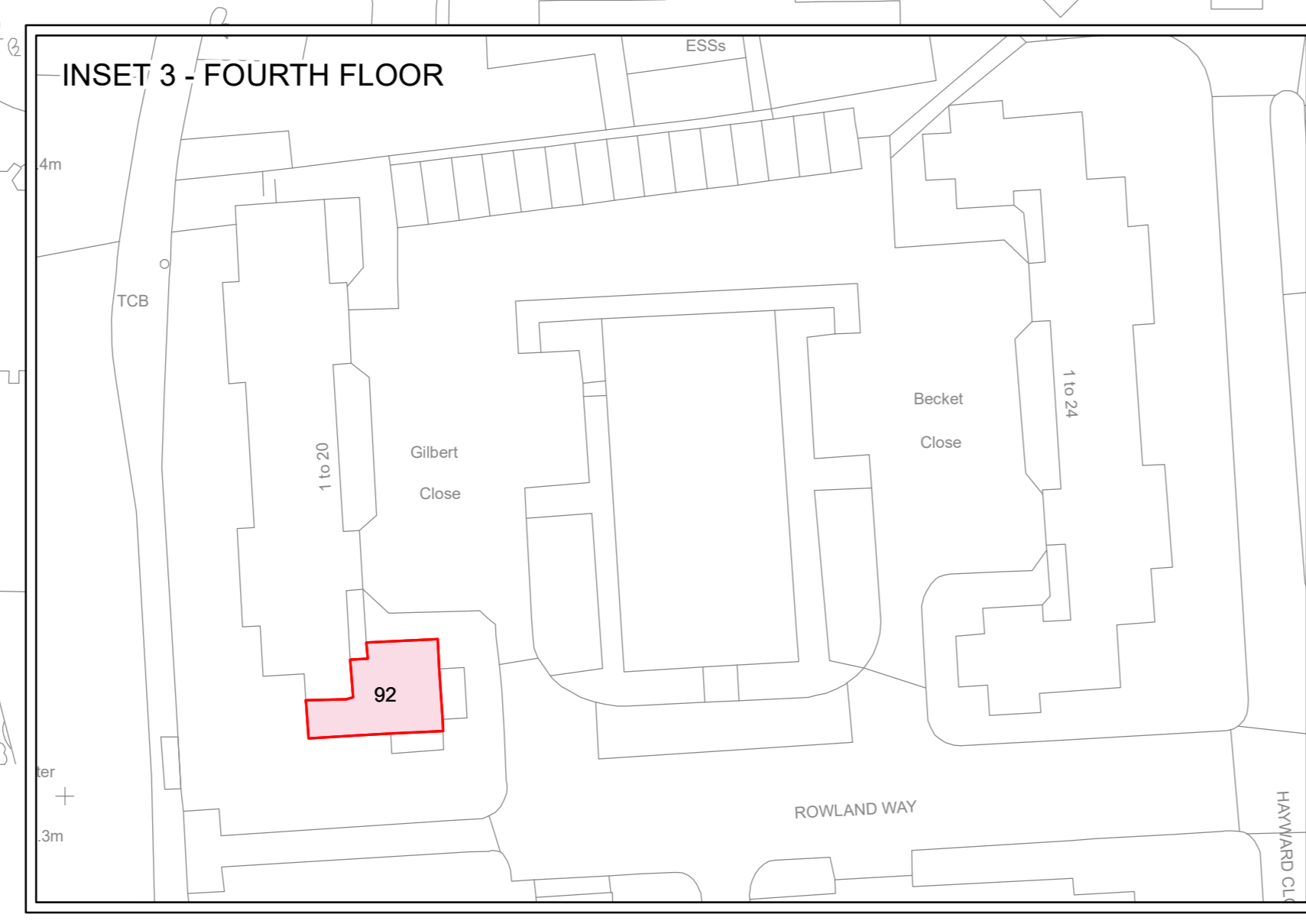
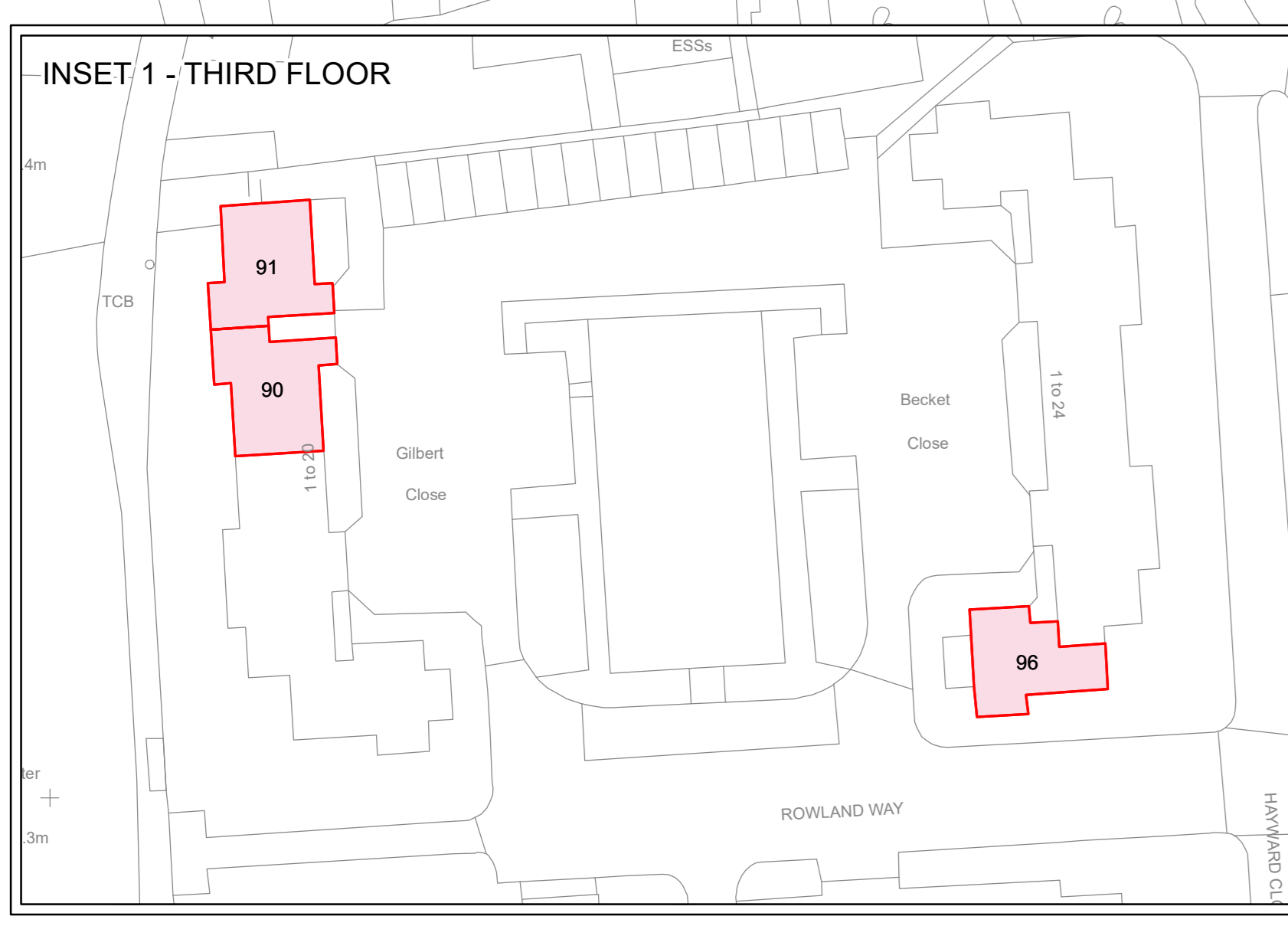
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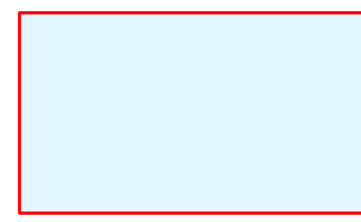


# MAP REFERRED TO IN THE LONDON BOROUGH OF MERTON (HIGH PATH NO.1) COMPULSORY PURCHASE ORDER 2022



Page 109



	LAND TO BE ACQUIRED		RIGHTS TO BE ACQUIRED AT GROUND LEVEL
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## MAP 3 OF 3 SECOND FLOOR LEVEL AND ABOVE

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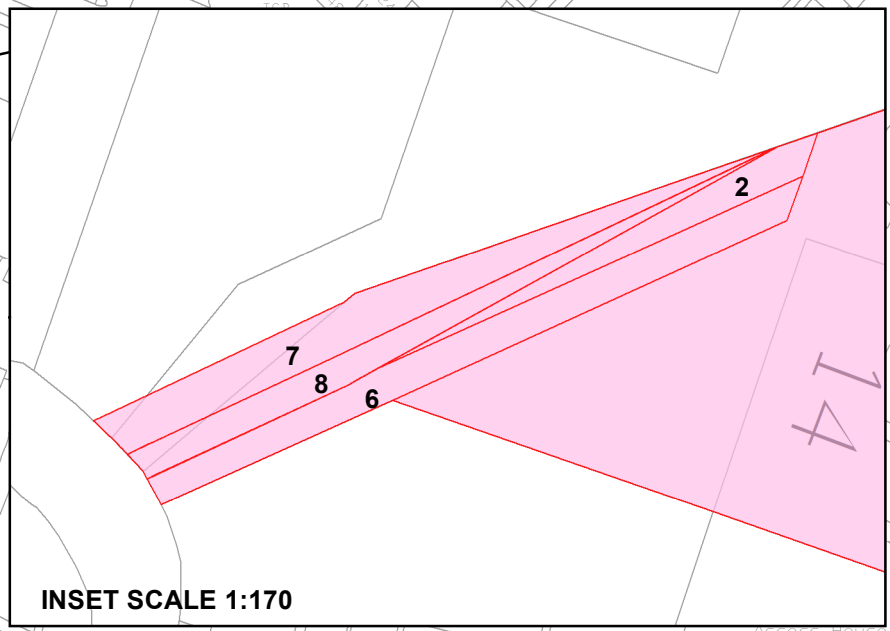
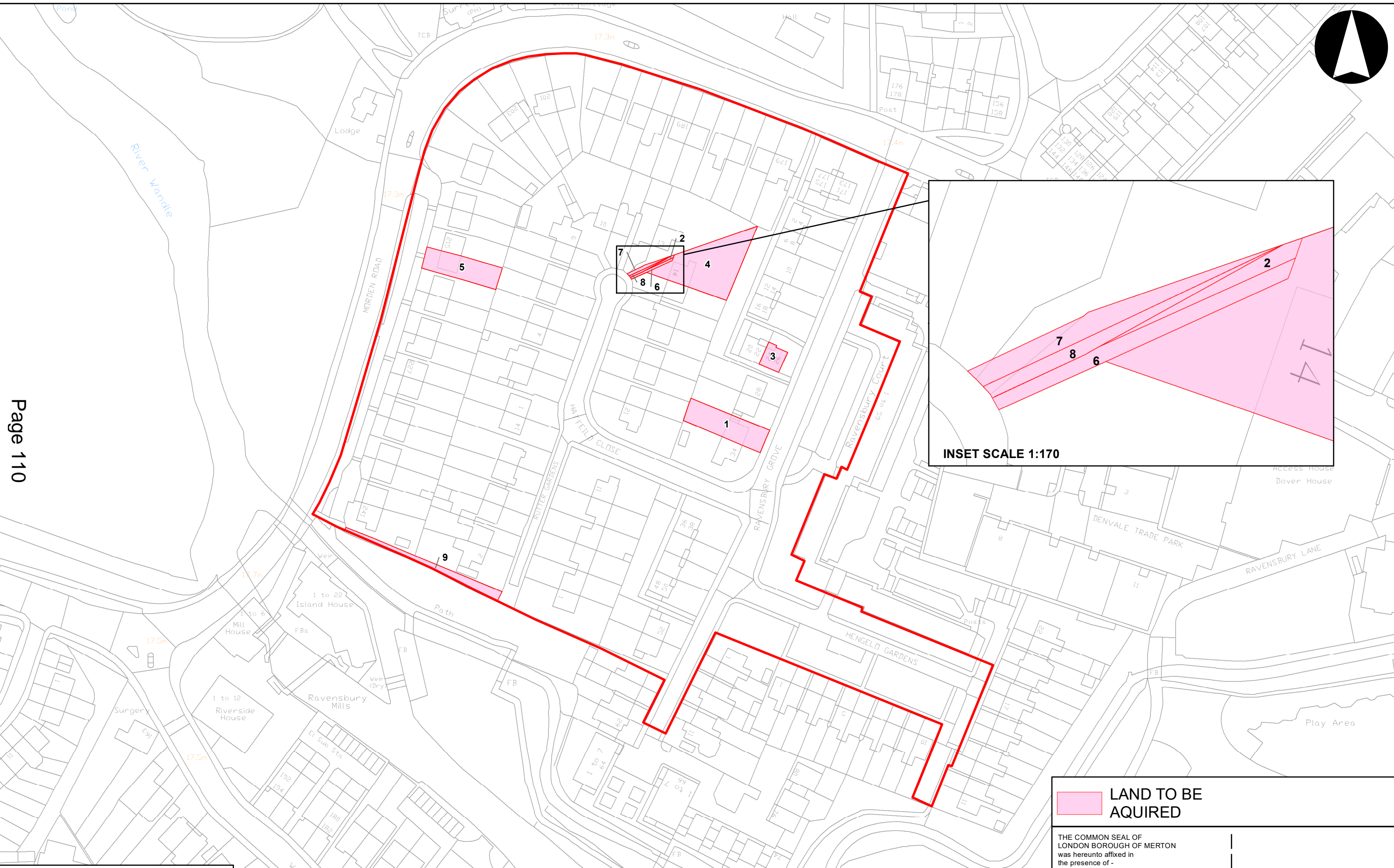



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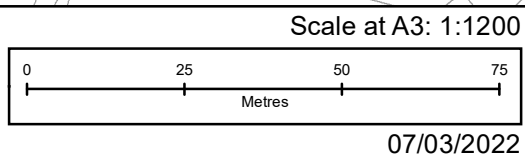
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COMPULSORY PURCHASE ORDER**



Page 110



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Dated.....	2022



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## **Appendix 2 - Merton Cabinet 21<sup>st</sup> March 2022**

### **Draft Statement of Reasons for Compulsory Purchase Orders**

- Eastfields
- High Path
- Ravensbury

**The London Borough of Merton**  
**(Eastfields No 1)**  
**Compulsory Purchase Order 2022**

**STATEMENT OF REASONS**

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## THE LONDON BOROUGH OF MERTON

### (EASTFIELDS NO. 1) COMPULSORY PURCHASE ORDER 2022

#### STATEMENT OF REASONS FOR THE MAKING OF THE ORDER

#### 1 Introduction and Background

- 1.1 This document is the Statement of Reasons prepared by the London Borough of Merton (the **Council**) which sets out the background to, and reasons for, the making of the London Borough of Merton (Eastfields No.1) Compulsory Purchase Order 2022 (the **Order**) which is to be submitted to the Secretary of State for Housing Communities and Local Government for confirmation.
- 1.2 The Council has made the Order pursuant to Section 226 (1)(a) of the Town and Country Planning Act 1990 (the **1990 Act**) and the Acquisition of Land Act 1981 and section 203 of the Housing Planning Act 2016. This Statement of Reasons is provided in compliance with paragraph 186 of the Department for Levelling Up, Housing and Communities "Guidance on Compulsory Purchase Process and The Crichel Down Rules" July 2019 (the **CPO Guidance**).
- 1.3 The Council's purpose in making the Order and seeking its confirmation by the Secretary of State for Housing Communities and Local Government, is to enable the Council to acquire compulsorily the land and the new rights over land included in the Order (the **Order Land**) to facilitate the regeneration and construction of Eastfields Estate Phase 1 (**Eastfields Phase 1**).
- 1.4 The Eastfields Estate regeneration forms part of the wider Estates Regeneration Programme (the **Scheme**) proposed by the Council in the borough. The Scheme seeks to deliver the regeneration of three residential housing estates in the London Borough of Merton, those being the Ravensbury Estate, the High Path Estate and the Eastfields Estate (together to be known as **the Estates** for the purpose of this document).
- 1.5 In order to secure the delivery of the Scheme, the Council intends to make a number of Compulsory Purchase Orders (**CPOs**) for the acquisition of third party property and rights on the Estates. The CPOs will be phased to reflect the Developer's proposed construction programme for the Scheme from 2022 – 2034.
- 1.6 In conjunction with this Order, the Council is also bringing forward the London Borough of Merton (Ravensbury No.1) Compulsory Purchase Order 2022 (the **Ravensbury Order**) and The London Borough of Merton (High Path No. 1) Compulsory Purchase Order 2022

(the **High Path Order**) (together with this Order, the **2022 CPOs**) as part of the next phase of redevelopment across the three Estates.

### **The Developer**

- 1.7 The Scheme will be delivered and financed by Clarion Housing Group (the **Developer**). Although the term 'Developer' is used at all times in this Statement of Reasons, many of the actions attributed to Clarion/the Developer will in practice have been undertaken by former manifestations of the organisation which is now known as Clarion, in particular Merton Priory Homes or Circle Housing Merton Priory.
- 1.8 Merton Priory Homes (also known as Circle Housing Merton Priory) was formed in 2010 as a result of the transfer of the Council's social housing stock to Merton Priory Homes, which became a subsidiary within the Circle Housing Group. In November 2016, the Circle Housing Group (the parent company of Merton Priory Homes) merged with the Affinity Sutton Group to form a new parent company, Clarion Housing Group Ltd (this is a charitable housing association). Clarion Housing Group is comprised of various companies, which together form the largest housing group in the country, holding over 125,000 homes.

### **Evolution of the Scheme**

- 1.9 Pursuant to an agreement dated 22 March 2010, the Council's social housing stock was transferred to the Developer (the **Stock Transfer Agreement**). The Stock Transfer Agreement between the Council and the Developer included a legal obligation requiring the Developer to undertake a programme of property improvements known as Decent Homes; these are well underway across the transferred housing stock.
- 1.10 Whilst considering the programme of improvement that needed to be undertaken, stock condition surveys undertaken on behalf of the Developer gave rise to concerns as to whether refurbishment was actually a viable option or whether, in some circumstances it might be more beneficial and sustainable to replace homes in the poorest condition with new properties. In 2013 the Developer began exploring regeneration-based alternatives for the housing stock on the Estates.
- 1.11 Since 2014, the Council has been exploring the regeneration of the Estates in consultation with residents, the Mayor of London's office, Transport for London and other interested parties as well as with the Developer. The Developer has also been actively consulting and engaging with residents and homeowners on the Estates about the possibility of regeneration. As well as active engagement, the Council have analysed the evidence provided by the Developer to support the case for regeneration. The Council and the

Developer signed the 10 Commitments in September 2014 (Appendix 2) which have provided the backbone of the project to ensure that residents remain at the heart of decision-making.

1.12 In order to take the Scheme forward, the Council took the in-principle decision to explore the production of an 'Estates Local Plan'. In January 2016, the Council resolved to consult on the draft Estates Local Plan and also resolved to finalise a revised delivery timetable for the implementation of the Decent Homes Programme on the Estates with the Developer. The Council then undertook to prepare and consult on the Estates Local Plan to guide and support the regeneration of the Estates. The Estates Local Plan was formally adopted by the Council as part of the Development Plan in February 2018.

### **The Scheme**

1.13 The Scheme is an ambitious regeneration project that is supported by the Council. It represents a significant long-term investment which sees the existing residents being at the heart of the regeneration project. The Scheme will provide sustainable communities through the creation of new, well designed high quality neighbourhoods aimed at fundamentally improving the quality of life and life-chances for existing and future generations living in the Estates. The Council believes that the Scheme will provide significant social, economic and environmental improvements for existing residents.

1.14 The Scheme envisages the provision of up to 2,704 new homes. The breakdown of these new homes is as follows:

- High Path Phase 1 (Kickstart): 134 homes;
- High Path Phases 2 –7: up to 1570 homes;
- Ravensbury Phase 1 (Kickstart) 21 homes;
- Ravensbury Phases 2-4: up to 179 homes; and
- Eastfields Phases 1-3: up to 800 homes.

1.15 In respect of Eastfields Phase 1, a revised outline planning permission for this element of the Scheme was obtained on [ ] March 2022.

1.16 Reserved matters for Eastfields Phase 1 was submitted on 14 December 2021 to which the Order relates, for the construction of 201 new homes. A decision is expected in March/April 2022.



- 1.17 Phase 1 of the Ravensbury Estate has already been carried out, and no compulsory purchase order was required. Reserved matters for Ravensbury Phases 2-4 and the current detailed design plans for 179 new homes in Phases 2-4 were approved on 9 December 2019. Phase 2 is being carried out but a small parcel of unregistered land is required to be acquired for access purposes. Phases 2-4 are therefore the subject of the Ravensbury Order being progressed in tandem with this Order.
- 1.18 Reserved matters were also approved on 3 October 2019 for the majority of High Path Phase 2, to which the Order relates, for the construction of 113 new homes. Reserved matters for the Nelson Grove Road Garages, which will form part of a separate construction Phase 2A and therefore does not form part of the Order as no CPO is required to deliver this sub-Phase, have been submitted and were validated on 16 February 2022 (ref: 22/P0085).
- 1.19 In respect of High Path Phase 3, revised outline planning permission for this element of the Scheme was obtained on 21 January 2022 and reserved matters for High Path Phase 3 is due to be submitted in Summer 2022.
- 1.20 Throughout the Scheme there will be no loss of social/affordable housing, indeed, the number of social/affordable bed-spaces provided will increase as the Developer addresses historic overcrowding in the three Estates, when rehousing the existing social/affordable tenants.
- 1.21 All of the Developer's existing social/affordable tenure tenants and resident homeowners have been given the opportunity to stay in new homes in the newly regenerated Estates. This is the case on all three Estates. This 'offer' is consistent with the Developer's Residents' Offer published in May 2015 and updated in 2018, a copy of which is attached at Appendix 3.
- 1.22 The Council supports the Scheme and is convinced that it will contribute significantly to improving the economic, social and environmental well-being of the area.
- 1.23 The Developer is in discussions with residents and the Council about amended the Scheme in respect of Phases 4-7 of High Path. However, the Developer has confirmed its commitment to delivering redevelopment pursuant to the 2022 CPOs and delivery of such is not contingent on any new or revised planning permission being granted for Phases 4-7.

### **The Order**

- 1.24 The Order forms parts of the first CPOs brought forward in respect of the Scheme, in conjunction with the Ravensbury Order and the High Path Order and relates to land comprising part of the Eastfields Estate (the **Order Land**). The Order Land comprises

Phase 1 of the Eastfields Estate. The Order Land includes all of the new homes being proposed as part of the construction of Eastfields Phase 1.

- 1.25 In addition to the land interests that need to be acquired within the relevant phases, there are properties within the wider Eastfields Estate which may have rights over the Order Land which may need to be acquired and/or over which new rights are required to undertake the development
- 1.26 The Council supports the Order; the acquisition of the Order Land will facilitate delivery of new and significantly improved housing for existing tenants and homeowners on part of the Eastfields Estate and will also allow enable regeneration of other parts of the Eastfields Estate to come forward, since the homes provided on the Order Land will enable the relocation of existing residents in subsequent phases of the Eastfields Estate regeneration.
- 1.27 Eastfields Phase 1 (which comprises the Order Land), will facilitate delivery of 201 new homes on the Eastfields Estate of which 143 (71%) new homes will be affordable rented/social rented and 58 new homes will be private homes to replace existing private homes for resident homeowners. All of these homes are part of the Order Land. Please note all 201 homes being provided as part of Phase 1 are 100% replacement homes. None of these new homes will be for sale.
- 1.28 The overall forecasted break down of Phases in the Eastfields Estate is:
- Phase 1: 201 Homes (the breakdown is set out at paragraph 1.27 above)
  - Phase 2: 125 Homes (122 affordable homes and 3 private homes); and
  - Phase 3 474 Homes (467 private homes and 7 replacement homes);
- 1.29 On 15 January 2018, the Council's Cabinet resolved 'in-principle' for the Council to use its compulsory purchase powers, if necessary, to bring forward the Scheme. This resolution was ratified by full Council on 7 February 2018, although full Council subsequently acknowledged on 2 February 2022, that their further ratification was not required in order to make future orders to carry out the Scheme, in line with the statutory framework governing the making of CPOs under section 226 of the Town and Country Planning Act 1990 and the Council's constitution. The Cabinet then passed a resolution on [21 March 2022] for the Council to make the Order as described in this Statement in respect of the Order Land specifically.

## 2 **Eastfields Estate – Existing and Proposed Regeneration**

### **The Estate – Existing**

- 2.1 The Eastfields Estate covers a total area of approximately 6.87 hectares and is located in the Figges Marsh ward. The perimeter of the Eastfields Estate is bound by Acacia Road to the north, Long Bolstead Recreation Ground to the east, Streatham Park Cemetery to the south and by residential dwellings fronting onto the adjacent Hammond Avenue to the west. Further north is St Mark's Church of England Academy, along with a purpose built BMX track. The nearest town centre to the Estate is Mitcham district centre located approximately 800m west of the site. No part of the Eastfields Estate comprises a Conservation Area although a small proportion of the site along the southern and eastern boundaries is designated as open space. There are no statutory or locally listed buildings falling within the Eastfields Estate, although the locally listed crematorium is within proximity of the Eastfields Estate. No other designated heritage assets are within the vicinity of the Estate.
- 2.2 The Eastfields Estate is self-contained and comprises identical 3 storey building containing flats and houses (with integral garages) with flat roofs located around the perimeter of the Estate which surround a central open space and consists of 466 existing residential units with an inward layout. Several of the blocks have fenced private gardens. The central open space is primarily amenity grassland with scattered mature trees. There is also an existing ball court within the Estate measuring approximately 550 sqm adjacent to the south eastern boundary. Approximately 53% (245 of the 466 existing dwellings) of the properties within the area of the Eastfields Estate that is being redeveloped are tenanted and the rest privately owned.
- 2.3 The Eastfields Estate was historically located in semi-rural land and was not developed until the 1870s when a fireworks factory occupied most of the site. The Estate was re-developed in the mid-1970s and has remained largely unchanged. The Developer has advised that all 466 existing dwellings on the Eastfields Estate have UPVC windows. Works to replace the old communal heating system with individual boilers for each unit was completed in 2010. No other major works have been carried out.
- 2.4 The Estate is in the Mitcham Eastfields area of the Borough and is approximately 300m from the relatively new Mitcham Eastfields Railway Station, located on the Thameslink Sutton branch line. Local bus services 152 and 463 run from Tamworth Lane and Grove Road to Coulsdon, Mitcham and New Malden. The Eastfields Estate has a Public Transport Accessibility Level rating 3 which is expected to improve as a result of the Scheme which would improve the frequency and capacity of the Thameslink service operating from Mitcham Eastfields.

2.5 The Eastfields Estate is accessed via Acacia Road to the northwest and Woodstock Way, via Clay Avenue to the northeast of the Estate. Clay Avenue also forms a vehicular route around the internal perimeter of the Estate. Access for vehicles around the internal perimeter of the Estate is broken along both the northern and southern sides of the site: on the southern part of the site by a gate for emergency vehicles which is sometimes open for through traffic.

### **Proposed Regeneration**

2.6 Redevelopment of the Eastfields Estate has not yet commenced. Unlike both Ravensbury Estate and High Path Estate, there is no kick-start element to the proposed regeneration of Eastfields Estate and Phase 1 is subject to the Order.

2.7 The whole of the proposed regeneration of the Eastfields Estate was granted outline planning permission on 29 April 2019 (ref: 17/P1717) (the **Outline Permission**), along with the remaining Phases (2-7) of the High Path Estate (ref 17/P1721) and the remaining phases of the Ravensbury Estate (ref 17/P1718). The planning position is set out in more detail at section 5 to this Statement.

2.8 All 466 existing dwellings (comprising 221 private and 245 affordable units) on the Eastfields Estate are proposed to be demolished and redeveloped in accordance with the Outline Permission. Homes to be demolished as part of the outline proposal for Phase 1 include 78 affordable/tenanted units and 74 private units.

2.9 The core elements of the Eastfields Estate's regeneration are as follows:

2.9.1 As mentioned above, demolition of all existing buildings and structures within the red line boundary of the outline planning application site, which equates to the demolition of 466 existing homes.

2.9.2 Construction of up to 800 residential units (use class C3);

2.9.3 A minimum total of 262 affordable units are to be delivered in Phases 1-3 as required by the S106 agreement related to the Outline Permission.

2.9.4 a maximum of 275 sqm of commercial and/or community floor space (use classes A1, A2, A3, A4, B1, D1 and/or D2) with 201 residential dwellings and construction of 3 blocks in Eastfields Phase 1 all of which will be on the Order Land and 143 of the dwellings shall be delivered as affordable housing in Eastfields Phase 1 pursuant to the relevant reserved matters consent;

- 2.9.5 The creation of new public open space and communal amenity spaces will be created including children's play space;
- 2.9.6 The creation of new public realm space along with landscaping works and lighting;
- 2.9.7 Car parking spaces including within ground level podiums;
- 2.9.8 Cycle parking spaces for all land uses, including visitor cycle parking; and
- 2.9.9 Associated highways and utilities works.

2.10 The redevelopment of the Eastfields Estate will come forward in three phases. The phases have been designed to ensure minimum disruption to existing residents. The phasing proposed is:

- 2.10.1 Phase 1 201 Units
- 2.10.2 Phase 2 125 Units
- 2.10.3 Phase 3 474 Units

2.11 A Phasing Plan in respect of the Eastfields Estate is appended at Appendix 4 to this Statement.

### 3 **Order Land and Rights to be acquired**

3.1 The interests identified below remain outstanding and need to be acquired by the Council to facilitate the delivery of Phase 1 of the Eastfields Estate regeneration. The Developer has successfully negotiated the purchase of all other interests in the Order Land to facilitate the delivery of Eastfields Phase 1. Full details of the owners and their outstanding interests, together with the new rights that need to be acquired, are contained in the Schedule to the Order and shown on the Order Map.

#### **Order Land**

3.2 The land proposed to be acquired is shown coloured pink on the Order Map. The Order Land is required to deliver Phase 1 of the Eastfields Estate regeneration. Details of those interests that have not been acquired by private treaty negotiations are contained in Table 1 of the Schedule to the Order attached at Appendix 1.

3.3 The Order Land includes small areas of unregistered land. The Council has been unable to trace the owners despite making diligent enquiries. None of the unregistered land is occupied by any residents or businesses.

#### **Rights of Light and new Rights**

3.4 The land over which new rights are sought as part of the regeneration of the Eastfields Estate are shown coloured blue on the Order Map (the **Blue Land**). Details of the interests in the Blue Land to be compulsory acquired and those properties that may benefit from rights of light over the Order Land that will need to be acquired are contained in Table 2 of the Schedule to the Order attached at Appendix 1.

3.5 The rights in respect of the Blue Land are proposed to be acquired to allow cranes to over sail that land during the construction process. The affected in respect of any new rights or rights to light will not be redeveloped pursuant to the Order and there is no need to acquire the physical land itself. As with the property acquisitions, negotiations to secure these rights by private treaty agreement are ongoing and will continue in parallel with the formal CPO process.

3.6 St. Mark's Church of England Academy benefits from rights of light over the Order Land that will need to be acquired as part of the regeneration of the Eastfields Estate but this will not affect Phase 1.

#### **The Order Map**

3.7 The Order Map identifies the Order Land and the Blue Land. Individual plot boundaries and numbers on the CPO Map correspond with the Schedule. In addition, the Schedule lists other parties who may have a qualifying interest in the Order Land where known after reasonable enquiry. The Schedule has been based on information gathered through site inspections and enquiries, responses to notices issued under section 16 of the 1976 Act and inspection of Land Registry documents. There has been an extensive enquiry to identify land interests, but it is recognised that currently unknown interests may emerge in the course of proceeding with the compulsory purchase process.

## 4 The Need for Development and Regeneration

4.1 There is a real and present need for new housing, both in London generally and also specifically in the London Borough of Merton. Indeed, the Estates Local Plan expressly recognises the position in the following terms (at Paragraph 1.20):

*'There is a **substantial demand** for new homes in London and the south east. Increasing the supply of new homes to meet housing needs is a longstanding and well documented policy driver for successive governments'* (emphasis added).

4.2 It is against this backdrop that the Council has resolved to pursue the Scheme, with the intention being that the Estates Local Plan 'will help deliver new homes for existing and future residents, helping Merton to meet its share of London's new homes of all types, sizes and tenures' (Paragraph 1.20).

4.3 In this regard the London Plan identifies a level of housing need of 52,300 new homes per annum across London, with a need of 918 homes per annum within Merton.

4.4 As such, it is evident that the need for more and better housing in Merton is pressing.

4.5 Both the Scheme more generally, and the regeneration of the Eastfields Estate specifically, will increase housing provision and so materially contribute towards meeting this housing need.

### **Condition of Estates**

4.6 As already noted earlier in this Statement, when the Developer acquired responsibility for all of the Council's housing stock, they committed to improve the accommodation as well as the quality of life for residents. However, as explained, in working towards this goal, stock condition surveys undertaken identified that significant refurbishment and maintenance was required. The Developer therefore began a comprehensive review across all the various housing estates for which it was responsible which included the three Estates, to determine whether refurbishment was viable or whether it might be more beneficial and sustainable to replace homes in the poorest condition with new properties.

4.7 The Developer has undertaken technical surveys and financial planning work, which concluded that not only significant refurbishment, but also significant ongoing maintenance work and financial investment would be needed to raise – and keep – the housing stock to the required standard. Whilst incremental refurbishment works would improve the internal housing quality in the short to medium term, comprehensive regeneration and redevelopment was determined to be the most effective way of delivering long term sustainable Decent Homes.



4.8 As already noted, on 7 February 2018, the Council adopted Estates Local Plan, which now forms part of the Council's Local Plan alongside its Core Planning Strategy and Sites and Policies Plan. The Estates Local Plan was adopted with the intention that it would guide redevelopment proposals for the Estates that come forward in the next 10-15 years, in order to ensure that development proposals create well designed, high quality neighbourhoods aimed at fundamentally improving the quality of life for existing and future generations living in the area. At the heart of the Estates Local Plan is an acknowledgment that the existing housing stock on the Estates is largely sub-standard and that regeneration is the most viable option for delivering housing to Decent Homes Standards.

#### **Case for regeneration at the Eastfields Estate**

4.9 The Eastfields Estate was constructed in the early to mid 1970s using Wimpey No Fines concrete and clad in Escol steel panels. This was a form of pre-fabricated construction replacing the traditional brick or block walls and were then clad by pebble dash render. The life span of much of the existing building stock on the Eastfields Estate is limited. Continual repair and upgrade work is required to meet habitable standards of living. Specific housing stock issues include the following:

- 4.9.1 The principle areas of concern highlighted in an structural engineers report from October 2010 (Ellis and Moore Consulting Engineers Ltd) are the longevity of the windows and the corrosion and poorly sealed joints of the cladding system of the properties. Condition surveys also highlighted issues including internal water damage from roof areas and heat loss through thermal bridging at various points around the buildings.
- 4.9.2 Baily Garner LLP conducted internal surveys in December 2014 which further identified that 20% of kitchens and 38% of bathrooms were deemed old and in poor condition. 46% of electrical installations were both old and inadequate and a further 54% of boilers contained within units were deemed old and at the end of their life.
- 4.9.3 Baily Garner stated that from their experience of similar building types, it is likely that the infill between the steel cladding and the structure may have been filled and insulated with asbestos containing board material. Defective areas of asphalt to balconies and poor condition rear garden boundaries were also issues highlighted. Upgrade works, including new kitchens and bathrooms, and potentially boilers, are required for these buildings to meet Decent Home standards.

4.9.4 A 2015 Housing Needs Survey noted that the affordable accommodation is notably smaller on average than the market housing within Eastfields Estate: while 71.2% of the market properties are 3 bedrooms in size, 75.8% of the affordable accommodation is 1 bedroom in size.

4.10 The urban design of the Eastfields Estate is also a key issue. A 2015 urban design review study into the urban structure of the area found that the Estate is considered to be somewhat separated from its surroundings. While this accessibility is improved by the opening of Mitcham Eastfields Station in 2008, the railway line, the school grounds to the north and the extensive cemetery to the south and east act as barriers to movement to and from the existing Estate in a number of directions (notwithstanding the bus routes mentioned above). This increases the likelihood of more trips to be taken by car.

4.11 This separation is exacerbated by the distinct perimeter building layout of the Estate. The survey also reveals a clear separation between public space of the street outside the Estate, and the more private internal space despite numerous routes through the centre of the Estate. An intervisibility analysis also highlights that a large number of journeys through the area are made through areas where people are likely to feel unsafe, particularly the alleys into the areas which are not well overlooked. This is compounded by the fact that there are no non-residential land uses on the site at present to meet the needs of the residents of the Estate.

### **Alternatives Considered**

4.12 In deciding on a full regeneration of the Eastfields Estate, two alternative options were considered:

4.12.1 Option 1 - Refurbishment to Decent Homes (Merton Standard) which would comprise predominantly internal works, such as new kitchens, bathrooms, plumbing, electrics and insulation to improve the quality of the existing accommodation;

4.12.2 Option 2 - Refurbishment an Enhanced Standard which would comprise the refurbishment of all existing properties owned and managed by Clarion to a standard above Decent Homes. This would involve a programme of works including both internal improvements (such as new kitchens and bathrooms) and external works (such as new building cladding and roofs to improve thermal performance).

4.13 No consideration was given to a "do nothing" approach.

4.14 The decision was also made not to consider an option for the partial regeneration of Eastfields Estate for a number of site specific factors:

4.14.1 The existing stock was built at the same time and is all broadly of the same condition and so no part of the existing Estate would require less investment to keep as refurbished properties; and

4.14.2 The layout and urban design of the Estate is considered as being poor and so retaining any of the existing properties would not offer the best opportunity to deliver a high quality residential development which optimises the use of the land within the Estate.

4.15 Neither Option 1 nor 2 were considered to offer a reasonable alternative because:

4.15.1 They would not deliver significant increases in the quality and quantity of residential accommodation, or diversification of the housing mix, type and size of dwelling, or improvements to the general environment of the Eastfields Estate in accordance with key policy objectives at national, regional and local levels;

4.15.2 The jobs created by refurbishment of the Estate, while having a positive impact on residents in the local area, predominantly in trades and services, would be of shorter duration than those created if the Estate is fully regenerated and so the benefits are much more significant and wide-ranging;

4.15.3 Neither option would include the creation of any new non-residential land uses such as the introduction of any community space, nor would they present any ability to alter the layout and urban design of the existing Estate - both highlighted as being major concerns;

4.15.4 Neither option allows for the integration of parking and navigation throughout the Estate or the definition of streets or the creation of stronger connections from the Estate; and

4.15.5 There is limited or no potential for increasing the sustainability of the Estate through the introduction of sustainable drainage systems, green and brown roofs and ecological enhancements. Further, while options 1 and 2 would both offer energy performance benefits, financial analysis demonstrates that the upgrades required would have significant payback periods, making these options less attractive.

- 4.16 Therefore, the positive benefits do not outweigh the potential drawbacks of both options in the long term, particularly in comparison with a full regeneration of the Estate.
- 4.17 Refurbishment was also discounted due to the significantly high cost, estimated to be over £79,828,810 as detailed in a Condition Survey Report & Life Cycle Cost Analysis Feb 2016 by Bailey Garner. Whilst refurbishment would improve the quality of the existing stock, the longevity of the improvements would be limited before the condition began to decline again (so that significant further investment would be required). Refurbishment works alone offer very limited potential to optimise the housing potential of the Eastfields Estate as a whole.
- 4.18 The Developer has decided that full regeneration is the most cost effective way of delivering longer term sustainable Decent Homes through the provision of new, well designed, energy-efficient homes that will meet the needs of residents now and in the future.
- 4.19 An assessment carried out for the Developer by Savills dated October 2016 concluded that full regeneration of the Eastfields Estate was considered to be the most appropriate in terms of delivering key planning policy objectives at national, regional and local levels as it is the only option that is able to deliver significant increases in the quality and quantity of residential accommodation as well as improvements to the general environment of the Eastfields Estate.

#### **Improvements delivered by the Eastfields Estate Regeneration**

- 4.20 The Eastfields Estate regeneration is consistent with the Estates Local Plan. The Estates Local Plan sets out that regeneration will be expected to provide a range of choices and benefits including:
- 4.20.1 high quality well designed neighbourhoods;
  - 4.20.2 wider housing mix;
  - 4.20.3 private outdoor space for all residents;
  - 4.20.4 better quality green spaces and community facilities; and
  - 4.20.5 job creation opportunities.
- 4.21 The proposed redevelopment will also be an opportunity to provide much needed new homes by making more efficient use of brownfield land, improving the quantity, quality and mix of new homes on the Eastfields Estate.

4.22 The Eastfields regeneration:

- 4.22.1 optimises the housing potential of the Eastfields Estate and ensures that this large brownfield site is used effectively, delivering a net uplift of up to 334 homes (and no net loss of affordable housing) helping to meet the increased housing need in Merton, and London as a whole;
- 4.22.2 has a high quality design, with the overall proposed scale, massing and design of the proposed development being fully supported by the Council's Urban Design team. The proposal was also presented to the 'Design Review Panel' on 3 November 2021. A summary of the review revealed that the Eastfields Estate masterplan performed well against the 'Build For Life' 12 questions, which offer a tool kit aimed at assessing residential quality for new developments;
- 4.22.3 includes improvements in terms of access that will ensure improvements to pedestrian routes across the Eastfields Estate and to nearby parks, bus and tram stops, with routes being linked into the proposed and existing street networks.
- 4.22.4 provides a good level of community space and open space; and
- 4.22.5 includes a Design Code which sets key principles and design parameters that inform and control the design for future reference in the Reserved Matters applications and the detailed design of future phases. These include; landscape and public realm, built form, architectural quality and materials and building typologies.

4.23 The Estates Local Plan also makes it clear that any regeneration proposals that come forward should include a commitment to keeping the existing community together in each neighbourhood, as well as for existing residents to have a guaranteed right to return to a new home in their regenerated neighbourhood. The Eastfields Estate regeneration provides for precisely such a commitment.

## 5 **Planning considerations**

- 5.1 In making the Order, the Council has had regard to its statutory development plan and other relevant local policy and guidance, together with other material considerations as required by Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of the 1990 Act. A comprehensive appraisal of the Scheme and all relevant planning policy is set out in the Officer's report to the Council's Planning Committee on 8 March 2018.
- 5.2 Planning permission was granted for the Scheme through three outline planning permissions references 17/P1717, 17/P1718 and 17/P1721 on 29 April 2019. Two Kickstart planning permissions were granted for the Kickstart Area at Ravensbury and the Highpath Phase 1 site on 9 May 2017 and 5 October 2017 respectively.
- 5.3 As previously mentioned, the planning application for reserved matters of Phase 1 of the Eastfields Estate was submitted on 13 December 2021.
- 5.4 In respect of Eastfields Phase 1, revised outline planning permission for this element of the Scheme was obtained on [ ] March 2022.
- 5.5 Reserved matters for Eastfields Phase 1 was submitted on 13 December 2021 to which the Order relates, for the construction of 201 new homes. A decision is expected to be made by the Council in March/April 2022.
- 5.6 All outline planning permissions for the three Estates are linked with one overarching section 106 agreement which was completed on 26 April 2019. The effect of the joint section 106 agreement is to link the regeneration of the Estates in viability terms, which in-turn helps to ensure that the re-development of all Estates can be delivered through the Scheme.
- 5.7 Section 106 agreements were also entered into separately in relation to the Kickstart Area at Ravensbury and High Path Phase 1.
- 5.8 Given that outline planning permission has been granted for the Scheme, and for the development that underpins the Order on the Order Land in particular, the following paragraphs do not address planning issues at length, but instead summarise briefly the key planning policy objectives.

### **Estates Local Plan**

- 5.9 The Estates Local Plan forms part of the Council's Local Plan and sits alongside its Core Planning Strategy, Sites and Policies Plan and the South London Waste Plan.

- 5.10 The Estates Local Plan primarily guides how new homes will be delivered via a coordinated strategy considering the social, economic and environmental opportunities and provides the framework for sustainable development of these areas. The regeneration of the Estates as a single comprehensive programme has been presented to the Council as the basis of being able to deliver regeneration.
- 5.11 The Estates Local Plan sets out the overarching vision that underpins the whole Estates regeneration:
- 5.12 The Estates Local Plan also sets out an overarching "Case for regeneration" of the Estates, which makes it clear that the existing housing stock faces a multitude of shortcomings.
- 5.13 The Estates Local Plan goes on to identify a vision for each Estate and in particular with reference to the Eastfields Estate (Policy OEP1 (b) (i) page 28) states:

*Eastfields will be a contemporary compact neighbourhood. A new neighbourhood which demonstrates innovative design, reimagining suburban development by maintaining a distinctive character through the creation of a contemporary architectural style encompassing a variety of types, sizes and heights for new homes overlooking traditional streets and the improvement of links to the surrounding areas.*

#### **National Planning Policy Framework (NPPF)**

- 5.14 The revised NPPF was published in July 2021. As national policy, the document aims for sustainable development to strengthen and support the economy, communities and the environment (paragraphs 7 and 8).
- 5.15 Paragraph 8 of the NPPF defines the three over-arching objectives of the planning system to deliver sustainable development:
- 5.15.1 Economic – helping to build a strong economy by ensuring that enough of the right type of land is available in the right places;
  - 5.15.2 Social – supporting communities by ensuring that a sufficient number and range of homes can be provided and fostering a well-designed and safe built environment; and
  - 5.15.3 Environmental – protecting and enhancing the environment by making effective use of land, helping to improve biodiversity, using natural resources prudently and minimising waste and pollution.

5.16 The Scheme is consistent with sustainable development principles of the NPPF.

### **London Plan**

5.17 The Mayor of London's new London Plan was formally adopted in 2021. The current version was published in March 2015 (consolidated with amendments since 2011). It provides a strategic spatial strategy within Greater London and forms part of the Council's development plan. The London Plan sets out a number of objectives:

5.17.1 building strong and inclusive communities;

5.17.2 making the best use of land;

5.17.3 creating a healthy city;

5.17.4 delivering the homes Londoners need;

5.17.5 growing a good economy; and

5.17.6 increasing efficiency and resilience.

5.18 The Scheme will play a key role in achieving the objectives under the London Plan.

### **Core Planning Strategy**

5.19 The Core Planning Strategy forms part of the Council's Local Plan and sets out the spatial strategy for the borough and the key elements of the planning framework.

5.20 Strategic Objective 3 of the Core Planning Strategy is:

*"To provide new homes and infrastructure within Merton's town centres and residential areas, through physical regeneration and effective use of space. This will be achieved by a range of actions including through the delivery of higher density new homes that respect and enhance the local character of the area."*

5.21 The Scheme is not only consistent with Strategic Objective 3 but it is also supported by key Core Planning Strategy policies such as CS9 (Housing Provision), CS8 (Housing Choice) and DMH2 (Housing Mix).

5.22 Also of relevance to the Scheme is the Council's draft Local Plan which was submitted to the Secretary of State on 2 December 2021. The Examination in Public will take place in 2022.



5.23 The key strategic housing policies which support the Scheme in the draft Local Plan include H11.1 (Housing Choice) and H11.2 (Housing Provision). Once adopted, these strategic policies will replace the Council's Core Planning Strategy. The draft Local Plan will not supersede any policies in the Estates Local Plan.

#### **Other Relevant Policy and Guidance**

5.24 The Mayor of London's Housing Supplementary Planning Guidance (March 2016, updated August 2017) includes the guidance relevant to estate regeneration. The guidance states the overarching objectives for any estate regeneration scheme will usually be to:

5.24.1 deliver safe and better quality homes for local people;

5.24.2 increase the overall supply of new and affordable homes; and

5.24.3 improve the quality of the local environment through a better public realm and provision of social infrastructure (e.g. schools, parks, or community centres).

5.25 The Scheme and the Eastfields Estate regeneration comply with these objectives.

#### **Conclusions**

5.26 Both the Scheme, the proposed regeneration of the Eastfields Estate, and the regeneration of the Order Land in particular benefit from strong policy support at national, regional and local level. The development plan and other relevant local policy and guidance all support the Eastfields Estate regeneration as proposed and the Council is satisfied there is no viable alternative to deliver its benefits.

6 **Explanation of the use of the enabling powers**

- 6.1 Section 226 of the 1990 Act confers power on a local authority to acquire land compulsorily for development and other planning purposes.
- 6.2 Section 226(1)(a) of the 1990 Act allows a local authority to acquire compulsorily any land within its area if the acquisition will facilitate the carrying out of development, re-development or improvement on or in relation to that land.
- 6.3 The power to acquire land compulsorily conferred by Section 226(1)(a) of the 1990 Act is subject to subsection (1A), which provides that the acquiring authority must not exercise the power unless it thinks that the proposed development, redevelopment or improvement is likely to contribute to the achievement of any one or more of the following objectives:
- 6.3.1 the promotion or improvement of the economic well-being of its area;
  - 6.3.2 the promotion or improvement of the social well-being of its area;
  - 6.3.3 the promotion or improvement of the environmental well-being of its area.
- 6.4 The CPO Guidance states that a compulsory purchase order should only be made where there is a compelling case in the public interest.
- 6.5 The CPO Guidance provides recommendations to acquiring authorities on the use of compulsory purchase powers and the Council has taken full account of this guidance in making this Order.

## 7 Justification for the use of CPO powers

7.1 The purpose of the Order is to secure the acquisition of all relevant interests in the Order Land to facilitate the vital redevelopment of the Eastfields Estate.

7.2 If the relevant interests are not able to be acquired the redevelopment of the Eastfields Phase 1 element of the Scheme would be severely compromised as all of the units to be acquired lie within the main redevelopment area of this part of the Estate. Seeking to construct new development around these few outstanding interests would not only compromise the construction process but it would also compromise the Council's aims to deliver the wider regeneration benefits of the comprehensive redevelopment of the estate. It would severely impact on the place-making benefits, the wider social benefits, the delivery of affordable housing, the delivery of higher quality homes.

7.3 The Council is convinced that there is a compelling case in the public interest for the making of the Order and that, if confirmed, the Order would strike an appropriate balance between public and private interests in that the development will make a positive contribution to the promotion or achievement of the economic, social and environmental well-being of its area. For those private interests that will be the subject of the CPO, the Council is satisfied that the Residents' Offer and the Developer's 10 Commitments adequately addresses the loss of those interests.

7.4 The overarching consideration for the Secretary of State in deciding whether an Order should be confirmed is set out in paragraph 12 of the CPO Guidance:

7.4.1 *"A compulsory purchase order should only be made where there is a compelling case in the public interest.*

7.4.2 *An acquiring authority should be sure that the purposes for which it is making a compulsory purchase order sufficiently justify interfering with the human rights of those with an interest in the land affected. Regard should be had, in particular, to the provisions of Article 1 of the First Protocol to the European Convention on Human Rights and, in the case of a dwelling, Article 8 of the Convention."*

7.5 In the context of that overarching consideration, having regard to Paragraph 106 of the CPO Guidance, the following issues should be considered:

7.5.1 whether the purpose for which the land is being acquired fits with the adopted planning framework for the area;

- 7.5.2 the extent to which the proposed redevelopment of the Eastfields Estate would contribute to the achievement of the promotion and/or improvement of the economic, and/or social, and/or environmental well-being of the Council's area;
- 7.5.3 the potential financial viability of the proposal to redevelop the Eastfields Estate, general funding intentions and the timing of available funding;
- 7.5.4 impediments to implementation of the proposed regeneration and whether that regeneration has a reasonable prospect of going ahead; and
- 7.5.5 whether the purposes for which the proposed Order Land is to be acquired could reasonably be achieved by any other means within a reasonable timeframe.

7.6 The issues summarised above are addressed below.

**Whether the purpose for which the land is being acquired fits with the adopted planning framework for the area**

7.7 The Order will help deliver the Council's vision for the regeneration of the Eastfields Estate. That regeneration is supported in a variety of policy documents, namely the London Plan, the Estates Local Plan, the Core Planning Strategy, and the National Planning Policy Framework, as well as relevant guidance documents. The planning framework is set out in more detail in Section 5 of this Statement.

7.8 Once adopted, the regeneration of the Eastfields Estate will also be supported by the Council's draft Local Plan which was submitted to the Secretary of State in December 2021.

7.9 The Council is therefore satisfied that the promotion of the Order is in accordance with the strategic objectives of the adopted planning framework.

**Contribution to the social, economic and environmental well-being of the area**

7.10 Section 226(1)(a) of the Act directs that an acquiring authority may not exercise the powers under this section unless it thinks that the proposed development, redevelopment or improvement is likely to contribute to the economic, social or environmental well-being of the area for which the Authority has administrative responsibility.

7.11 As set out in section 4, Eastfields Estate – and indeed the Estates in general – face a number of major shortcomings. As detailed above, the Council has undertaken a comprehensive investigation of the options for the repair and/or redevelopment of the

Estates and it has determined that regeneration is the most viable means to achieve the Estates Local Plan objectives. The Eastfields Estate regeneration, as part of this wider Scheme, will make a very material contribution to the economic, social and environmental well-being of the area.

### **The Scheme Generally**

7.12 Promotion or improvement of *economic well-being* will occur through the increased vitality and viability of the Estates. The main economic benefits previously identified for the Scheme as a whole will be:

- 7.12.1 A total investment of c.£1 billion in the Estates and wider Merton area;
- 7.12.2 The creation of approximately 4,584 gross temporary construction jobs (equating to 459 permanent construction jobs) with opportunities for apprenticeships for local people in respect of Eastfields;
- 7.12.3 Increased economic activity by reason of increased employment and expenditure during the construction phase of the Scheme; and
- 7.12.4 Increased economic activity by reason of increased employment and expenditure during the operational phase of the Scheme and the introduction of expanded residential uses.

7.13 Promotion or improvement of *social well-being* will be delivered by:

- 7.13.1 provision of new, well-designed, energy-efficient homes that will meet the needs of residents now and in the future;
- 7.13.2 up to 2,704 new homes across all three Estates. With 1,175 existing homes being demolished across all three Estates, this results in a net uplift of up to 1,530 new homes;
- 7.13.3 the provision of c. 29% affordable housing overall across the Estates on a habitable rooms basis which includes no net loss of affordable housing;
- 7.13.4 an improved housing mix better suited to meet the needs of existing affordable housing tenants on the estates having regard to the Housing Needs studies undertaken for each estate; and
- 7.13.5 improved pedestrian, cycle and vehicular access links to improve permeability and to foster the creation of a healthy and safe community.

7.14 Promotion or improvement of *environmental well-being* will occur through the following main environmental benefits:

- 7.14.1 redevelopment of a brownfield site;
- 7.14.2 provision of new, well-designed, energy-efficient homes that will meet the needs of residents now and in the future;
- 7.14.3 enhancement of the townscape through the replacement of outdated buildings with a contemporary and well-designed residential development. The public realm will be improved and heritage assets appropriately and respectfully treated within the Scheme;
- 7.14.4 increased housing density appropriate to the suburban locations of the Estates and to national and local planning policy;
- 7.14.5 provision of efficient layouts and high quality public open space, community and recreational facilities
- 7.14.6 Replacement of poorly insulated properties by new, energy efficient homes.

#### **Eastfields Estate and the Order Land**

7.15 In respect of the Order Land, the proposed regeneration will improve the social, economic and physical environment of the Eastfields Estate specifically by developing a new mixed tenure neighbourhood where all homes are built to a high quality with their own outside space with well-designed and maintained public open space

7.16 The Eastfields Estate regeneration will help to address the socio-economic inequalities of the area. Eastfields Estate has a distinct socio-economic profile compared to the borough as a whole and generally contrasts with the socio-economic conditions of the borough as a whole. Specifically, the following characteristics have been identified as worsening in respect of Eastfields Phase 1:

- 7.16.1 Increased unemployment and a large proportion of residents in receipt of out-of-work benefits relating to poor health;
- 7.16.2 Low quality housing and residential environments which is likely to heighten concerns over child poverty; and
- 7.16.3 Levels of youth unemployment constraining the skills and occupation profile and long-term employability of the local population.

7.17 The economic consequences of the ongoing COVID-19 pandemic have not yet been fully captured by local statistics but it is likely that this will exacerbate the existing issues faced by the local community.

7.18 Promotion or improvement of *economic well-being* will occur through:

7.18.1 The creation of 60 gross temporary construction jobs on a three year annual basis throughout the construction period of Eastfields Phase 1 which would support five net additional jobs at a local level;

7.18.2 Investment in Eastfields Phase 1 is anticipated to generate £19 million in gross value added, of which £1.7 million will be net additional to the local area and £4.7 million to the Council;

7.18.3 The anticipated uplift of an additional 230 persons within the resident population of Eastfields Phase 1 which would unlock an additional:

(a) £135,000 in additional Council Tax revenue per annum once fully occupied; and

(b) £1.1 million of additional residential expenditure is anticipated of which £400,000 is likely to be in the retail and hospitality sectors, once Eastfields Phase 1 is fully occupied;

7.18.4 There is potential for on-site training in construction which could develop local skills which in turn will benefit the local economy;

7.18.5 The development will be liable to Community Infrastructure Levy (**CIL**) payments, and these monies can be utilised by the Council to fund improvements in social infrastructure, including to education, healthcare and community facilities, leisure and open space; and

7.18.6 The New Homes Bonus will enable the Council to retain a greater proportion of the Council tax revenue to be made available to spend in borough.

7.19 Promotion or improvement of *social well-being* will be delivered by the following:

7.19.1 Of the 201 homes being constructed in Eastfields Phase 1, 143 will be affordable homes all of which form part of the Order Land.

7.19.2 The proposed housing development will reinforce the attractiveness of Eastfields Estate as a vibrant and balanced community; and

7.19.3 The proposal will increase the supply of high quality housing, creating an attractive living environment in the area and providing better quality affordable housing.

7.20 Promotion of environmental *well-being* will occur through:

7.20.1 The redevelopment of a brownfield site;

7.20.2 The provision of new, well-designed, energy-efficient homes that will meet the needs of residents now and in the future;

7.20.3 The enhancement of the townscape through the replacement of outdated buildings with a contemporary and well-designed residential development;

7.20.4 Public realm improvements;

7.20.5 Provision of an efficient layout and a high quality public open space;

7.20.6 Provision of community and recreational facilities; and

7.20.7 Replacement of poorly insulated properties by new, energy efficient homes.

7.21 These benefits should be looked upon in tandem with the benefits of the regeneration of High Path Estate Phases 2 and 3 and the Ravensbury Estate Phases 2 to 4.

7.22 For the above reasons, the Council considers that the well-being tests set out in Section 226 are fully satisfied in respect of the Order as made and submitted for confirmation.

### **Viability of the regeneration and general indication of funding intentions**

7.23 The Developer has considerable experience and resources. It manages over 125,000 homes across 176 local authorities. It is the largest housing association in the UK and is one of the country's leading housebuilders, set to build a high volume of high quality homes of all tenures during the next ten years.

7.24 The Developer has an impressive track record of working on large regeneration schemes across the UK.

7.25 To support the Scheme as a whole, which as things stand is not viable, the Council and the Developer have entered into a legally binding contract to vary the existing Stock Transfer Agreement dated 22 March 2010, in particular the Development and Disposals Clawback Agreement also dated 22 March 2010, to suspend clawback payments unless the Scheme achieves a surplus.



- 7.26 The Developer has shared with the Council details of projected costs and revenues and its financial strategy for delivery of the Eastfields Estate regeneration pursuant to the planning permissions. The Developer has confirmed they have sufficient resources to carry out the development and do not anticipate requiring external, development-specific, funding. The Developer's Board resolved on 30 September 2021 to reaffirm its commitment to delivering the Scheme even though there is anticipated still to be a deficit between the costs of the Scheme and the income generated by the sale of the private units.
- 7.27 The Council does not consider there to be any funding impediment to acquiring the Order Land and the delivery of this element of the Eastfields Estate regeneration. The Developer is fully committed to delivering this element of the Estate's regeneration, (and indeed the wider regeneration of the Estate), having expended considerable resources to date on acquiring relevant interests, negotiating to acquire further interests by agreement, and in obtaining the main planning approvals required to authorise and deliver it.
- 7.28 The Developer has entered into an indemnity agreement with the Council dated 7 February 2019 which fully indemnifies and provides protection for the Council in relation to all costs associated and arising in the preparation and making of the Order, acquisition of Order Land and the payment of compensation arising from such acquisition.
- 7.29 The Council is satisfied, having regard to the Clarion's resources, its standing as the UK's largest housing association, its reaffirmed commitment to the Scheme and the requirements of the CPO Guidance, that the 2022 CPOs are deliverable and that, having regard to national guidance, there is sufficient probability that they will proceed.

**Reasonable prospect of Scheme proceeding: Implementation of the Scheme**

- 7.30 The Council is confident that there is no impediment to the successful delivery of the regeneration of Eastfields Estate.
- 7.31 As set out above, the Council has granted of outline planning permission for the regeneration of each of the Estates. The Council envisages that the related orders can successfully be obtained.
- 7.32 The Council's investigations have revealed no other legal, financial or physical impediment and the Council is confident that there is a more than reasonable prospect of the Scheme proceeding.

**Whether the purpose for which the acquiring authority is proposing to acquire the land could be achieved by any other means.**

- 7.33 As discussed above in section 4, other options to meet the obligation to provide housing stock to Decent Homes standards were discounted as not being cost effective or delivering the significant benefits of the Scheme.
- 7.34 As regards the Eastfields Estate, in order to deliver its regeneration the Developer requires unencumbered ownership with vacant possession of all the property interests which will form part of the new development.
- 7.35 The Council and the Developer have made considerable efforts to acquire all land interests on the Eastfields Estate by agreement but the prospects of acquisition of all interests in the Order Land by agreement within a reasonable timescale are unlikely.

**Conclusions regarding the need for the Order at this time**

- 7.36 In pursuing the Order, the Council has carefully considered the balance to be struck between the effect of acquisition on individual rights and the wider public interest in the redevelopment of the Order Land. Interference with rights under the European Convention on Human Rights (as further set out in section 10 of this Statement of Reasons) is considered by the Council to be justified, in order to secure the economic regeneration and environmental and public benefits which the proposed regeneration will bring.
- 7.37 The Council is satisfied that the redevelopment of the Order Land will have a positive impact on the social, environmental and economic well-being of the area, as the redevelopment will provide an overall improvement in the quality of life for local residents. Compulsory acquisition of individuals' property situated within the Order Land is necessary to allow this comprehensive redevelopment to proceed, and for these benefits to be delivered.
- 7.38 Due to the substantial public benefit which would arise from the regeneration of the Eastfields Estate, it is considered that the use of compulsory purchase powers is both necessary and proportionate, and that there is a compelling case in the public interest for the making and confirmation of the Order. It is considered that the Order does not constitute any unlawful interference with individual property rights. The compulsory purchase process enables objections to be submitted and a Public Inquiry to be held to consider those objections. The parties directly affected by the Order will be entitled to compensation in accordance with the statutory compensation code.
- 7.39 All of the Order Land is required to deliver the comprehensive redevelopment of Phase 1 of the Estate's regeneration. There is no certainty that the necessary land and interests

can be assembled by agreement within a reasonable period and as such the Order is necessary, although efforts to acquire all interests by negotiation will continue in parallel.

## 8 Consultation and Engagement

8.1 The Council and the Developer have been firmly committed to understanding the aspirations of residents of the Estates and their views have helped shaped masterplan proposals. The Developer has engaged in a comprehensive consultation process with local residents and statutory consultees across each of the Estates, details of which are set out below:

8.1.1 The Developer started consultation with residents about the future of the Estates in the summer of 2013.

8.1.2 In 2013 feasibility studies and summer consultation events encouraged residents to join the conversation about the future of their homes and introduced the idea of replacing homes in the three neighbourhoods.

8.1.3 In winter 2013 the decision to explore regeneration was taken based on feedback from consultation events. The (then) Merton Priory Homes Board decided that regeneration would be the best way of delivering long-term improvements in the three neighbourhoods.

8.1.4 2014 - Design stage. Architects were selected to support the proposed regeneration of the three Estates.

8.1.5 In summer 2014 a series of consultation events were held including coffee mornings, drop-in events, design workshops, community events and one-to-one meetings. These events were held locally and focussed on:

- (a) Getting to know the architects and what their role would be;
- (b) Walkabouts so the architects could get a better understanding of the neighbourhood from the residents' point of view;
- (c) Visits to other regeneration schemes in London; and
- (d) Gathering and presenting feedback from residents on the design ideas.

8.1.6 Landlords, homeowners and tenants were provided with specific information about what regeneration would mean for them and the choices available to them.

- 8.1.7 September 2014 – Ten Commitments. The Council and the Developer signed up to Ten Commitments to the residents of the three neighbourhoods (discussed in detail below).
- 8.1.8 October 2014 - draft master plans were presented. Residents were shown potential layout for neighbourhoods and homes. Over 400 people attended these events to view the plans and look at the wide variety of housing types proposed. Three drop in events were held on each Estate (Saturdays and weekday evenings) and there were home visits to the elderly and vulnerable.
- 8.1.9 May 2015 - Master plans and Residents Offer. Revised master plans were presented to residents. The Residents' Offer (discussed below) was published setting out the guaranteed package of financial support that residents would be entitled to if regeneration were to go ahead. Three consultation events were held for residents of each Estate. Support was also provided by a dedicated member of staff from the Citizens Advice Bureau to provide residents with free, impartial and confidential advice.
- 8.1.10 June 2015 - Independent residents' survey. An independent survey was carried out by Membership Engagement Services. There was a 52.5% response rate achieved with the views of 634 residents collected. Overall 50.5% of respondents agreed that regeneration would be the best for their household and 58.4% agreed that the regeneration would be the best for their neighbourhood overall. The Developer's decision to retain some of the homes and replace others was a consequence of its consultation with residents.
- 8.1.11 October 2015 - decision to proceed with initial planning applications. The Developer's Management board gave its approval for the submission of initial planning applications. Leaflets and letters were issued to Eastfields' residents confirming planning applications were being prepared in October 2015.
- 8.1.12 October to December 2016 – master plan consultation. Consultation events in each Estate were held to discuss the latest master plan proposals. These included designs for the neighbourhoods, house types and phasing plans, ahead of outline planning applications being submitted. Newsletters and leaflets were issued to residents of Eastfields Estate throughout the spring and summer of 2016 with updates on next steps.

- 8.1.13 February 2017 - design training workshops took place in February 2017 to assist residents in understanding technical drawings and what makes good design and newsletters were issued in Winter 2017 to confirm that the outline planning application had been submitted to the Council along with a planning guide to the Eastfields outline planning application aimed at residents.
- 8.1.14 October 2018 – the updated residents offer was issued to residents of Eastfields Estate along with newsletter updates confirming outline planning permission was granted.
- 8.1.15 April and October 2019 – design consultations were held in respect of the detailed designs for phase 1 of the Eastfields Estate regeneration with architects available to answer residents' queries and to present options for landscaping, ball court facilities, a possible gardening project and opportunities to get more involved in the regeneration as part of a steering group.
- 8.1.16 July 2019 - a steering group was set up consisting of tenants and resident homeowners. This group monitors and reviews the progress of the project, including community engagement and community issues.
- 8.1.17 Summer 2020 – Eastfields regeneration newsletter was sent to residents to update them on Phase 1.
- 8.1.18 Autumn 2021 – Eastfields regeneration newsletter was sent to residents to update them on Phase 1.
- 8.1.19 November 2021 - a letter was issued to residents confirming that the section 73 application for Eastfields Estate was submitted to the Council and provided information about how to comment on the application.
- 8.1.20 January 2022 – a letter was issued to residents to explain the reasoning behind section 16 notices and the section 16 notices themselves were issued to residents.
- 8.1.21 January 2022 – a letter was issued to residents confirming that the reserved matters application for Eastfields Phase 1 was submitted to the Council and provided information about how to comment on the application.

8.1.22 January 2022 - webinars for residents were held on 18 and 25 January 2022, giving residents a chance to raise questions regarding the compulsory purchase process; and

8.1.23 January 2022 – notices served under section 16 of the Local Government (Miscellaneous Provisions) Act 1976 with online sessions held for residents.

8.1.24 In addition, statutory consultation has been carried out as part of the Estates Local Plan process and each outline and reserved matters planning application in accordance with the legislative requirements.

8.2 In addition, the Developer has broadened its level of community engagement by sending a quarterly newsletter to all existing residents, informing residents of the latest updates on regeneration proposal

8.3 The Developer has also been in consultation the Council as local planning authority throughout the planning application process as well as with statutory consultees. Feedback from this consultation has informed the planning applications.

8.4 Throughout the consultation exercise, all responses received have been thoroughly reviewed and considered and amendments to the proposals have been incorporated on an iterative basis. The result of this detailed exercise was the submission of three significant outline planning applications together with two Kickstart planning applications that ensured residents would only need to move once. All applications received very significant support and were the subject of positive recommendations by the Council to grant planning permission. All three Estates now have outline planning permission granted with reserved matters applications having been granted for the Ravensbury Estate Phases 2-4 and High Path Phase 2. The reserved matters application for Eastfields Estate Phase 1 was submitted on 13 December 2021.

### **Eastfields Estate**

8.5 Public consultation events have been held from July 2013 to January 2022 and will continue to be held. The design team consulted with existing residents, the local community and key stakeholders including the following groups:

8.5.1 Existing residents of Eastfields Estate;

8.5.2 Counsellors for Merton Council and Figges Marsh and Siobhain McDonagh MP (MP for Mitcham & Morden);

8.5.3 Neighbouring residents and businesses; and

8.5.4 Local amenity groups, including: Lonesome Primary School, St Mark's Church of England Academy, Figges Marsh Safer Neighbourhood Team, Mitcham Community Forum, Acacia Centre, St. Mark's Centre, BMX Track, Streatham Park Cemetery, Streatham Jewish Cemetery, L&Q Housing Trust, YMCA – London South West, Tamworth House Medical Centre, Streatham Vale Baptist Church, The Church of St. Olave, Pollards Hill Baptist Church, Figges Marsh Surgery.



9 **Efforts to acquire by agreement and residents' offer**

9.1 The Council is exercising its powers under section 226(1)(a) and section 226(3)(a) because it has not been possible for the Developer to acquire by agreement all interests that are required to deliver Phase 1 of the Eastfields Estate regeneration, and it is not certain that the Developer will be able to acquire the remaining land by agreement. Although the owners of the interests have been approached on a number of occasions by the Developer with a view to purchasing their interests, agreement for purchase has not been reached because the owners have either not yet decided which of the options available to them they wish to exercise or they are waiting for as long as possible before selling their interests to the Developer.

9.2 Single ownership and control of the Order Land is necessary to enable the Eastfields Estate regeneration to proceed. It is possible that the Developer will be able to acquire all the necessary interests by agreement within a reasonable period. The Council is therefore satisfied that the use of compulsory purchase powers is necessary and justifiable in the public interest.

9.3 As of the end of February 2022, Clarion has acquired 229 freeholds and long leases across the Scheme area through voluntary sales under the terms of the 2015 residents offer. Of these 130 are at the High Path Estate, 88 at the Eastfields Estate and 11 at the Ravensbury Estate.

9.4 In order for the 2022 CPOs to be delivered, as at the end of February 2022 the following interests will need to be acquired:

9.4.1 Within Eastfields Phase 1, 33 freeholds and 14 long leases will need to be acquired;

9.4.2 Within High Path Phases 2 and 3, 18 freeholds and 29 long leases have yet to be acquired;

9.4.3 Within Ravensbury Phases 2 to 4, 3 freeholds and 1 long leases have yet to be acquired.

9.5 In total across Eastfields Estate there are 94 freehold and 39 long lease interests yet to be acquired.

9.6 The Council considers that the use of its CPO powers to acquire both the outstanding interests in the Order Land and the new rights is necessary, since the Developer has not been able to achieve this by agreement and it is unlikely that it would be able to do so within an acceptable timescale without the Order. The Eastfields Estate regeneration

cannot proceed unless these interests are acquired. The Council is satisfied that the acquisition of these interests will facilitate the proposed regeneration, which will lead to the redevelopment and will contribute to economic, social and environmental improvements to the area.

- 9.7 In making its assessment of the justification for the Order, the Council has taken into account the rights of third parties protected by the European Convention on Human Rights which may be affected by the Order (as referred to in section 10 of this Statement). In addition, the Council has had full regard to its public sector equality duty under section 149 of the Equality Act 2010 (as referred to in section 11 of this Statement).

### **Commitments to Residents and Residents Offer**

- 9.8 The Council acknowledges that when proposing large scale regeneration, there are considerable uncertainties and challenges for residents. The Council and Developer have undertaken significant consultation with residents. The consultations undertaken are detailed fully in section 8 of this Statement. To support the Scheme and to ensure fairness for residents, the Council and Developer agreed a series of promises to residents, known as the Ten Commitments (Appendix 2) which are:

- 9.8.1 the Developer will consult with residents, consider their interests at all times, and address concerns fairly.
- 9.8.2 Current homeowners will be entitled to at least the market value of their home should they wish to take the option to sell their home to the Developer.
- 9.8.3 Existing tenants will keep all their rights, including tenancy conditions and the associated rent level, in the new neighbourhood as they do now.
- 9.8.4 Current tenants will be entitled to be rehoused in a new home of appropriate size considering the number of people in their household.
- 9.8.5 All new properties will be more energy efficient and easier to heat than existing properties, helping to keep down residents' fuel bills.
- 9.8.6 the Developer will keep disruption to a minimum, and will do all it can to ensure residents only move once if it is necessary to house them temporarily while their new home is being built
- 9.8.7 the Developer will offer extra help and support for older people and / or disabled residents throughout the regeneration works.

- 9.8.8 the Developer will continue to maintain the homes of residents across the three neighbourhoods throughout the planning process until regeneration starts, including ensuring a high quality responsive repairs service.
- 9.8.9 Any growth in the number of homes will be consistent with the Council's Development Plan so that it is considered, responsible and suitable for the area.
- 9.8.10 As a not for profit organisation, the Developer will not profit from any regeneration and will use any surplus to provide more housing or improve existing neighbourhoods.
- 9.9 The Developer has made a detailed Residents' Offer (Appendix 3). They have also made a series of commitments on repairs and maintenance. These service elements, while not directly relevant to the Scheme, are of considerable importance to residents.
- 9.10 The Residents' Offer details the Replacement Home Option which is offered to those resident homeowners who were living on one of the three Estates on the 27 May 2015 (when the Residents' Offer was published). The Replacement Home Option confirms:
- 9.10.1 If you are currently a freeholder you will be offered a freehold on your new property.
- 9.10.2 If you are a leaseholder you will be offered a new long lease on your new property.
- 9.10.3 The Replacement Home will be at least as large as the home it replaces, unless you choose to move to a smaller home.
- 9.10.4 Every Replacement Home will have private outdoor space (i.e. a garden, balcony or roof terrace) irrespective of whether the original home had this or not.
- 9.10.5 If you live in a house you will be offered a house, if a flat a new flat and a maisonette a new maisonette.
- 9.10.6 The new home will have the same number of bedrooms as the existing home had when it was first built.
- 9.10.7 There will be a Replacement Home for every resident homeowner who chooses to stay.
- 9.10.8 They will be entitled to a £3,000 disturbance allowance.

- 9.11 The Developer has committed, where possible, to moving resident homeowners straight into their new Replacement Home, i.e. without the need to be temporarily housed. The phasing plans for all three Estates' regenerations have been designed to accommodate this approach. For a small number of existing resident homeowners on the Eastfields Estate this may not be possible, as unlike both the Ravensbury Estate and the High Path Estate, it does not have a kick-start site to enable new homes to be built before the need to demolish the existing homes. The Developer may be able to offer a temporary home in their Estate or another part of Merton.
- 9.12 A disturbance payment of £3,000 will be available. Resident homeowners won't be charged rent in their temporary home as long as they agree to the terms set out in the Residents Offer regarding accepting the market value plus 10 per cent for their existing home, the value of the new home and the licence agreement for the temporary home.
- 9.13 The Council is satisfied that a strong Residents' Offer has been made that treats residents fairly and ensures communities within the Estates can remain consistent and cohesive after the regenerations.

10 **Human rights considerations**

10.1 Section 6 of the Human Rights Act 1998 prohibits a public authority from acting in a way which is incompatible with the rights and fundamental freedoms set out in specified provisions of the European Convention on Human Rights (the **Human Rights**).

10.2 The Human Rights likely to be engaged in the process of considering, making, confirming and implementing a compulsory purchase order include those under Article 6 (right to a fair and public hearing to determine a person's civil rights), Article 1 of the First Protocol (right to peaceful enjoyment of possessions) and Article 8 (right to respect for private and family life including a person's home).

10.3 Any interference with a Human Right must be necessary and proportionate. Compulsory purchase and overriding private rights must be justified by sufficiently compelling reasons in the public interest and must be a proportionate means of achieving the objectives of the Order. Similarly, any interference with rights under Article 8 (right to home life) must be "necessary in a democratic society" and proportionate. The requirements under the Convention are reflected in paragraphs 17 and 18 of the CPO Guidance:

*"17. A compulsory purchase order should only be made where there is a compelling case in the public interest. An acquiring authority should be sure that the purposes for which it is making a compulsory purchase order sufficiently justify interfering with the human rights of those with an interest in the land affected. Regard should be had, in particular, to the provisions of Article 1 of the First Protocol to the European Convention on Human Rights and, in the case of a dwelling, Article 8 of the Convention.*

*18. The confirming Minister has to be able to take a balanced view between the intentions of the acquiring authority and the concerns of those whose interest in land it is proposed to acquire compulsorily. The more comprehensive the justification which the acquiring authority can present, the stronger its case is likely to be. But each case has to be considered on its own merits and the advice in this Part is not intended to imply that the confirming Minister will require any particular degree of justification for any specific order. Nor will a confirming Minister make any general presumption that, in order to show that there is a compelling case in the public interest, an acquiring authority must be able to demonstrate that the land is required immediately in order to secure the purpose for which it is to be acquired."*

10.4 If a compelling case in the public interest can be demonstrated as the Council considers here, then this will meet the requirements of the Convention. In making this Order, the Council has carefully considered the balance to be struck between individual rights and the wider public interest. Having regard to the matters set out above a compelling case in

the public interest exists for the making and confirmation of the Order. Interference with Human Rights, to the extent that there is any, is considered to be justified in order to secure the economic, social and environmental benefits which the Scheme will bring, namely the creation of new, well designed, high quality neighbourhoods aimed at fundamentally improving the quality of life for existing and future generations living in the area. This coupled with the significant level of public consultation, and a robust, fair offer to residents in the Estates means the Scheme minimises the interference with the rights of those affected.

- 10.5 Appropriate compensation will be available to those entitled to claim it under the relevant statutory provisions.
- 10.6 In relation to the requirements of Article 6 (right to a fair and public hearing), these are satisfied by the statutory procedures which include rights to object and to be heard at any public inquiry and by the right to statutory challenge under the Acquisition of Land Act 1981.

## 11 Public Sector Equality Duty

- 11.1 In discharging its functions, the Council has a statutory duty under Section 149 of the Equality Act 2010 to have due regard to the need to;
- 11.1.1 eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
  - 11.1.2 advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
  - 11.1.3 foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 11.2 The "relevant protected characteristics" are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.
- 11.3 A full Equality Impact Assessment (**EqIA**) was undertaken as part of the Estates Local Plan. EqIAs (dated March 2022) have also been undertaken to re-examine the equalities impacts of the Scheme as a whole, with specific assessments carried out for each Estate.
- 11.4 The EqIAs have considered the impact upon protected groups whose lives may be affected by the acquisition of land and rights, by the construction of the Scheme and/or by the completed Scheme. The categories that could potentially be affected are: age, disability and race/belief.
- 11.5 However the EqIA concludes broadly that the impacts of the Scheme will be positive through:
- 11.5.1 opportunity to reduce overcrowding amongst its tenanted households. Overcrowding is proportionately more likely to affect households from the BAME community and so the regeneration provides an opportunity to address inequality in this area. Significant amenity and size improvements will be provided for residents, with all new homes built to current space standards with private outdoor space.
  - 11.5.2 the regeneration is an opportunity to provide new lifetime homes for all tenants, this will enable older tenants (and homeowners) to remain independent in their own homes for longer. New homes can be adapted to meet the specific needs of disabled residents, 10% of all new homes will be fully accessible and adaptable for wheelchair users.

- 11.6 Steps are being taken to ensure that the acquisition and relocation processes are applied in a fair and non-discriminatory way. However, it is acknowledged that the process of redeveloping the Estates itself is likely to have a negative impact on older, disabled and vulnerable residents, due to the requirements to move house, potentially more than once, if temporary accommodation is necessary during the construction period. The greatest impact on equalities will be the mechanics of the Estates' regeneration including: the residents' offer; moving existing residents into new homes; addressing overcrowding; and minimising disruption during this extensive process.
- 11.7 The Developer has committed to designing the construction phases to minimise the need to "double decant" and where at all possible older, vulnerable or disabled tenants will only be asked to move once, straight into a new home. Help will be provided to assist with such moves.
- 11.8 In promoting the Order and delivering Phase 1 of the Eastfields Estate Scheme the Council and the Developer will seek to keep the existing community together with existing residents having a guaranteed right to return to a new home in their regeneration neighbourhood. The Ten Commitments and Residents Offer (discussed in section 9 above) provide a strong mechanism to achieve this.
- 11.9 The EqlA will continue to be monitored and reviewed throughout the progression of the proposals in order to ensure that any future impact can be measured and mitigated against as necessary.
- 11.10 To conclude, steps are being taken to ensure that the acquisition and relocation processes are applied in a fair and non-discriminatory manner. Steps will also be taken to minimise the adverse effects on protected groups during construction and any such effects suffered by surrounding ethnic minority businesses. The proposals will bring a range of benefits to disabled and other protected groups including in relation to enhanced access, housing provision, lifetime homes.



## 12 **Related Orders and Applications**

### **Road Closure Orders**

12.1 The Council envisages that Stopping Up Orders will be required to successfully deliver Phase 1 of the Eastfields Estate regeneration.

12.2 It is anticipated that Stopping Up orders will also be required in Phases 2 and 3 of the redevelopment of the Eastfields Estate. All of these areas are shown on the Stopping Up plan at Appendix 5 to this Statement.

### **Further Information**

12.3 Those parties affected by the Order who wish to discuss matters with a representative of the Council should contact:

[REDACTED]

### **Inspection of the Order and Order Documents**

12.4 A copy of the Order, the Order Map and other documents may be viewed at:

London Borough of Merton  
Civic Centre  
London Road  
Morden  
SM4 5DX

**Definitions used in this Statement of Reasons**

**1976 Act:** Local Government (Miscellaneous Provisions) Act 1976;

**1990 Act:** Town & Country Planning Act 1990 (as amended);

**2022 CPOs** means the Order, the High Path Order and the Ravensbury Order;

**Council:** the London Borough of Merton;

**CPO Guidance:** Guidance on Compulsory Purchase and the Crichel Down Rules for the Disposal of Land acquired by, or under the threat of, Compulsion published in July 2019 by the Ministry for Housing Communities and Local Government;

**Developer:** Clarion Housing Group, formerly Circle Merton Priory Homes and Merton Priory Homes;

**Eastfields Estate:** the Eastfields Estate, Mitcham as shown outlined in red on the Estates' Plan;

**Estates:** the Eastfields Estate, the High Path Estate and the Ravensbury Estate;

**Estates' Plan:** the plan showing all three Estates at Appendix 6;

**High Path Estate:** the High Path Estate, South Wimbledon as shown outlined in red on the Estates' Plan;

**High Path Order:** the London Borough of Merton (High Path No.1) Compulsory Purchase Order 2022;

**NPPF:** the National Planning Policy Framework, July 2021;

**Order:** The London Borough of Merton (Eastfields No 1) Compulsory Purchase Order 2022;

**Order Land:** the land included within the Order and is shown on the plan appended to this Statement at Appendix 1;

**Phase 1** means the first construction phase of the Eastfields Estate shown outlined in [ ] on the Phasing Plan;

**Phase 2** means the second construction phase of the Eastfields Estate shown outlined in [ ] on the Phasing Plan which includes the Order Land;

**Phase 3** means the third construction phase of the Eastfields Estate shown outlined in [ ] on the Phasing Plan;

**Ravensbury Estate:** the Ravensbury Estate, Morden as shown outlined in red on the Estates' Plan;

**Ravensbury Order:** the London Borough of Merton (Ravensbury No.1) Compulsory Purchase Order 2022;

**Scheme:** the Developer's proposals for regeneration of the Estates.

14      **Appendices**

Appendix 1 – Schedule and Order Map;

Appendix 2 - 10 Commitments in September 2014;

Appendix 3 - Developer's Residents' Offer published in May 2015;

Appendix 4 - Phasing Plan in respect of the Eastfields Estate;

Appendix 5 - Stopping Up plan(s); and

Appendix 6 – Estates' Location Plan.

**London Borough of Merton**  
**(High Path No 1)**  
**Compulsory Purchase Order 2022**

**STATEMENT OF REASONS**

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## THE LONDON BOROUGH OF MERTON

### (HIGH PATH NO. 1) COMPULSORY PURCHASE ORDER 2022

#### STATEMENT OF REASONS FOR THE MAKING OF THE ORDER

#### 1 Introduction and Background

- 1.1 This document is the Statement of Reasons prepared by the London Borough of Merton (the **Council**) which sets out the background to, and reasons for, the making of the London Borough of Merton (High Path No.1) Compulsory Purchase Order 2022 (the **Order**) which is to be submitted to the Secretary of State for Housing, Communities and Local Government for confirmation.
- 1.2 The Council has made the Order pursuant to Section 226 (1)(a) of the Town and Country Planning Act 1990 (the **1990 Act**) and the Acquisition of Land Act 1981 and section 203 of the Housing Planning Act 2016. This Statement of Reasons is provided in compliance with paragraph 186 of the Department for Levelling Up, Housing and Communities "Guidance on Compulsory Purchase Process and The Crichel Down Rules" July 2019 (the **CPO Guidance**).
- 1.3 The Council's purpose in making the Order, and seeking its confirmation by the Secretary of State for Communities and Local Government, is to enable the Council to acquire compulsorily the land and the new rights over land included in the Order (the **Order Land**) to facilitate the regeneration- and construction of the High Path Estate Phases 2 and 3.
- 1.4 The High Path Estate regeneration forms part of the wider Estates Regeneration Programme (the **Scheme**) proposed by the Council in the borough. The Scheme seeks to deliver the regeneration of three residential housing estates in the London Borough of Merton, those being the Ravensbury Estate, the High Path Estate and the Eastfields Estate (together to be known as **the Estates** for the purpose of this document).
- 1.5 In order to secure the delivery of the Scheme, the Council intends to make a number of Compulsory Purchase Orders (**CPOs**) for the acquisition of third party property and rights on the Estates. The CPOs will be phased to reflect the Developer's proposed construction programme for the Scheme from 2022– 2034.
- 1.6 In conjunction with this Order, the Council is also bringing forward the London Borough of Merton (Ravensbury No.1) Compulsory Purchase Order 2022 (the **Ravensbury Order**) and The London Borough of Merton (Eastfields No.1) Compulsory Purchase Order 2022 (the **Eastfields Order**) (together with this Order, the **2022 CPOs**) as part of the next phase of redevelopment across the three Estates.

## **The Developer**

- 1.7 The Scheme will be delivered and financed by Clarion Housing Group (the **Developer**). Although the term 'Developer' is used at all times in this Statement of Reasons, many of the actions attributed to Clarion/the Developer will in practice have been undertaken by former manifestations of the organisation which is now known as Clarion, in particular Merton Priory Homes or Circle Housing Merton Priory.
- 1.8 Merton Priory Homes (also known as Circle Housing Merton Priory) was formed in 2010 as a result of the transfer of the Council's social housing stock to Merton Priory Homes, which became a subsidiary within the Circle Housing Group. In November 2016, the Circle Housing Group (the parent company of Merton Priory Homes) merged with the Affinity Sutton Group to form a new parent company, Clarion Housing Group Ltd (this is a charitable housing association). Clarion Housing Group is comprised of various companies, which together form the largest housing group in the country, holding over 125,000 homes.

## **Evolution of the Scheme**

- 1.9 Pursuant to an agreement dated 22 March 2010, the Council's social housing stock was transferred to the Developer (the **Stock Transfer Agreement**). The Stock Transfer Agreement between the Council and the Developer included a legal obligation requiring the Developer to undertake a programme of property improvements known as Decent Homes; these are well underway across the transferred housing stock.
- 1.10 Whilst considering the programme of improvement that needed to be undertaken, stock condition surveys undertaken on behalf of the Developer gave rise to concerns as to whether refurbishment was actually a viable option or whether, in some circumstances it might be more beneficial and sustainable to replace homes in the poorest condition with new properties. In 2013 the Developer began exploring regeneration-based alternatives for the housing stock on the Estates.
- 1.11 Since 2014, the Council has been exploring the regeneration of the Estates in consultation with residents, the Mayor of London's office, Transport for London and other interested parties as well as with the Developer. The Developer has also been actively consulting and engaging with residents and homeowners on the Estates about the possibility of regeneration. As well as active engagement, the Council have analysed the evidence provided by the Developer to support the case for regeneration. The Council and the Developer signed the 10 Commitments in September 2014 (Appendix 2) which have provided the backbone of the project to ensure that residents remain at the heart of decision-making.



1.12 In order to take the Scheme forward, the Council took the in-principle decision to explore the production of an 'Estates Local Plan'. In January 2016, the Council resolved to consult on the draft Estates Local Plan and also resolved to finalise a revised delivery timetable for the implementation of the Decent Homes Programme on the Estates with the Developer. The Council then undertook to prepare and consult on the Estates Local Plan to guide and support the regeneration of the Estates. The Estates Local Plan was formally adopted by the Council as part of the Development Plan in February 2018.

### **The Scheme**

1.13 The Scheme is an ambitious regeneration project that is supported by the Council. It represents a significant long-term investment which sees the existing residents being at the heart of the regeneration project. The Scheme will provide sustainable communities through the creation of new, well designed high quality neighbourhoods aimed at fundamentally improving the quality of life and life-chances for existing and future generations living in the Estates. The Council believes that the Scheme will provide significant social, economic and environmental improvements for existing residents.

1.14 The Scheme envisages the provision of up to 2,704 new homes. The breakdown of these new homes is as follows:

- High Path Phase 1 (Kickstart): 134 homes;
- High Path Phases 2 –7: up to 1,570 homes;
- Ravensbury Phase 1 (Kickstart) 21 homes;
- Ravensbury Phases 2-4: up to 179 homes; and
- Eastfields Phases 1-4 up to 800 homes.

1.15 Phase 1 of Ravensbury has already been carried out, and no compulsory purchase order was required. Reserved matters for Ravensbury Phases 2-4 and the current detailed design plans for 179 new homes in Phases 2-4 were approved on 9 December 2019. Phase 2 is already being carried out and so far as Phase 2 itself is concerned, the Ravensbury Order is only required in respect of a parcel of unregistered land. Phases 2-4 are the subject of the Ravensbury Order being progressed in tandem.

1.16 Reserved matters were also approved on 03 October 2019 for the majority of High Path Phase 2, to which the Order relates, for the construction of 113 new homes. Reserved matters for the Nelson Grove Road Garages, which will form part of a separate construction Phase 2A and therefore does not form part of the Order as no CPO is required to deliver this sub-Phase, have been submitted and were validated on 16 February 2022 (ref: 22/P0085).

- 1.17 In respect of High Path Phase 3, revised outline planning permission for this element of the Scheme was obtained on 21 January 2022 and reserved matters are due to be submitted in the Summer of 2022.
- 1.18 Reserved matters for Eastfields Phase 1 was submitted on 14 December 2021 to which the Order relates, for the construction of 201 new homes. A decision is expected in March/April 2022.
- 1.19 Throughout the Scheme there will be no loss of social/affordable housing, indeed, the number of social/affordable bed-spaces provided will increase as the Developer addresses historic overcrowding in the three Estates, when rehousing the existing social/affordable tenants.
- 1.20 All of the Developer's existing social/affordable tenure tenants and resident homeowners have been given the opportunity to stay in new homes in the newly regenerated Estates. This is the case on all three Estates. This 'offer' is consistent with the Developer's Residents' Offer published in May 2015 and updated in 2018, a copy of which is attached at Appendix 3.
- 1.21 The Council supports the Scheme and is convinced that it will contribute significantly to improving the economic, social and environmental well-being of the area.
- 1.22 The Developer is in discussions with residents and the Council about amending the Scheme in respect of Phases 4-7 of High Path. However, the Developer has confirmed its commitment to delivering redevelopment pursuant to the 2022 CPOs and delivery of such is not contingent on any new or revised planning permission being granted for Phases 4-7.

### **The Order**

- 1.23 The Order forms parts of the first CPOs brought forward in respect of the Scheme, in conjunction with the Ravensbury Order and Eastfields Order, and relates to land comprising part of the High Path Estate (the **Order Land**). As noted above, the Order Land comprises Phase 2 and 3 of the High Path Estate - see the Phasing Plan at Appendix 4. The Order Land includes all of the new homes being proposed as part of Phase 2 and 3, together with the replacement ball-court and recreational facility agreement required pursuant to the section 106 agreement entered into in respect of the outline planning permissions.
- 1.24 In addition to the land interests that need to be acquired within the relevant phases, there are properties within the wider High Path Estate and around the perimeter of High Path which may have rights over the Order Land which may need to be acquired and/or over which new rights are required to undertake the development

- 1.25 The Council supports the Order; the acquisition of the Order Land will facilitate delivery of new and significantly improved housing for existing tenants and homeowners on part of the High Path Estate, and will also allow enable regeneration of other parts of the High Path Estate to come forward, since the homes provided on the Order Land will enable the relocation of existing residents in subsequent phases of the High Path Estate regeneration.
- 1.26 Phase 1 (the Kickstart Site) did not require a CPO and has already commenced, see later in this Statement of Reasons.
- 1.27 Phase 2 of which the Order Land forms part, will facilitate delivery of 113 new homes on the High Path Estate of which 95 (84%) new homes will be affordable rented/social rented and 18 new homes will be private homes to replace existing private homes for resident homeowners. All of these homes are part of the Order Land.
- 1.28 Phase 3 of which the Order Land also forms part, will facilitate delivery of 369 new market homes on the High Path Estate, the proceeds from which shall be used to help support the financial viability of Phase 2 of High Path and also Eastfields Phase 1 and Ravensbury Phases 2 to 4 which shall be delivered as part of the next phase of redevelopment across all three estates.
- 1.29 The overall break down of Phases in the High Path Estate (based on the consented Scheme) is:
- Phase 1: 134 Homes
  - Phase 2: 113 Homes;
  - Phase 3 369 Homes;
  - Phase 4 to 7 to be determined
- 1.30 There are currently two ball courts existing on the High Path Estate; one is located within Phase 3 and the other within Phase 5. The section 106 agreement for the outline planning permission, requires the provision of new permanent or temporary facilities prior to closure of these facilities. As noted above, Phase 3 shall also comprise the replacement ball court and a recreational facility pursuant to the section 106 agreement on land to the west of Pincott Road.
- 1.31 On 15 January 2018, the Council's Cabinet resolved 'in-principle' for the Council to use its compulsory purchase powers, if necessary, to bring forward the Scheme. This resolution was ratified by full council on 7 February 2018, although full Council subsequently acknowledged on 2 February 2022, that their further ratification was not required in order to make future orders to carry out the Scheme in line with the statutory framework governing

the making of CPOs under S.226 of the Town and Country Planning Act 1990 and the Council's constitution. The Cabinet then passed a resolution on [21 March 2022] for the Council to make the Order as described in this Statement in respect of the Order Land specifically.

## 2 High Path Estate – Existing and Proposed Regeneration

### The Estate – Existing

- 2.1 The High Path Estate covers a total area of 6.91 hectares and is located in the Abbey ward. The perimeter of the High Path Estate is bound by Merton High Street (A238) to the north, Abbey Road to the east, High Path to the South and Morden Road (A219) to the west. The High Path Estate is in close proximity to the A24 Merantun Way, which forms part of the Transport for London Road Network (TLRN) and is a 'Red Route'. Access to/from the site via Merantun Way is via High Path to the south.
- 2.2 The Estate is located within an area characterised by a mix of uses, with Merton High Street predominantly formed of commercial/retail ground floor uses with residential above to the north, and terraced housing to the north and east.
- 2.3 To the south of the Estate on the opposite side of High Path is Merton Abbey Primary School and Harris Academy Wimbledon; further south is Merton Industrial Park with warehouse and industrial building's predominantly two storeys in height and to the east of the site is a Sainsbury's superstore and retail park.
- 2.4 No part of the High Path Estate comprises a Conservation Area although it falls within an Archaeological Priority Zone and the Wandle Valley Regional Park 400m Buffer. There are no statutory or locally listed buildings falling within the High Path Estate, although there are listed buildings within the vicinity.
- 2.5 Prior to Kick Start Phase 1, the High Path Estate, as a whole, consisted of 608 residential units. with a mix of tenures including approximately 93 private ownership units and 343 social rented units. The High Path Estate was constructed between 1950s and 1980s with no defined urban strategy and using different construction methods. The High Path Estate is in residential use with the exception of a local convenience store on the corner of Pincott Road and Nelson Grove Road, the St John's the Divine Church Hall along High Path, an accountancy office and space used by the South Wimbledon Community Association.
- 2.6 The typologies of housing are varied with a mix of tower blocks (up to 12 storeys in height), maisonettes, terraced houses and other blocks of flats predominantly all constructed of brick and concrete. No significant structural alterations have been carried since the original construction of the properties on the Estate. Decorative and maintenance works have been carried out. All properties owned by the Developer have double glazed windows and some have had replacement kitchens and bathrooms. Maintenance works have also been carried out to ensure that properties on the Estate meet fire and health and safety regulations, such works have included replacement of central heating systems, replacement of communal fire doors and front doors to individual properties.

- 2.7 There are nine vehicular access points to the High Path Estate from all surrounding roads on the perimeter of the Estate (one on Merton High Street, one on Morden Road (A219), five on High Path and two on Abbey Road) and more pedestrian access routes from these roads. There are also a number of existing internal roads including Hayward Close and Pincott Road which run in parallel to one another from Merton High Street to the north and High Path to the South (although there is no vehicular access on the junction of Haward Close and Merton High Street).
- 2.8 The High Path Estate is located adjacent to South Wimbledon London Underground station, a 650m walk from Colliers Wood London Underground Station and a 1.4km walk from Wimbledon station. These stations are served by the Northern and District Line respectively. The nearest mainline rail station to the site is Haydons Road, which is located approximately a 1.4km walk north of the High Path Estate. The Public Transport Accessibility Level (PTAL) rating varies across the Estate between “4” and “6a” indicating between a ‘Good’ and ‘Excellent’ level of public transport accessibility.

### **Proposed Regeneration**

- 2.9 Redevelopment of the High Path Estate has already commenced pursuant a planning permission granted on 5 October 2017 (ref: 16/P3738) which provides for delivery of Phase 1 of the High Path Estate regeneration programme (the **High Path Kickstart Phase**).
- 2.10 The High Path Kickstart Phase involves the demolition of Old Lamp Works, 74 garages and a play area on land to the north and east of Marsh Court, Pincott Road, Nelson Grove Road and Rodney Place (together the **Kickstart Area**). The redevelopment of the Kickstart Area will provide 134 new residential units (80 affordable) with associated vehicular access, parking, cycle and refuse storage and landscaping. The objective of the High Path Kickstart Phase is to provide housing for residents from the existing High Path Estate as later phases of the Estate’s redevelopment take place ensuring that, so far as possible, no resident has to move twice. The High Path Kick Start Phase has been commenced and is due to be completed in April 2022.
- 2.11 The remaining Phases (2-7) of the High Path Estate were granted outline planning permission on 29 April 2019 (ref: 17/P1721) varied on 21 January 2022 (ref: 21/P2806), along with the remaining Phases of the Ravensbury Estate (ref: 17/P1718) and the whole of the Eastfields Estate (ref 17/P1717) [varied on [ ] (ref: 21/P2802)]. The planning position is set out in more detail at section 5 to this Statement.
- 2.12 All of the 608 dwellings existing prior to the commencement of the Scheme on the High Path Estate are proposed to be demolished, with 78 units demolished as part of Phase 2 and 88 units as part of Phase 3.

2.13 The core elements of the High Path Estate's regeneration are as follows:

- 2.13.1 Demolition of all buildings within the red line boundary of the outline planning application site, which equates to the demolition of 608 existing homes. Homes to be demolished as part of the remainder of the outline proposal yet to be implemented include 343 affordable and 93 private homes;
- 2.13.2 Construction of 134 new homes in Phase 1 (the Kickstart Site) 80 of which are required by the relevant section 106 agreement to be affordable;
- 2.13.3 Construction of a 5 to 10 storey building with 187 sqm of commercial floorspace (use classes A1, A2, A3, B1 or D1) with 105 residential dwellings and construction of 8 three storey houses in Phases 2 all of which will be on the Order Land; 95 of the dwellings will be delivered as affordable housing pursuant to the relevant reserved matters consent;
- 2.13.4 In addition to High Path Kickstart Phase and Phase 2, a minimum of 184 affordable units are to be delivered in phases 3-7 as required by the S106 agreement related to the Outline Planning Permission;
- 2.13.5 A new neighbourhood park will be provided along with other amenity space and a children's play area;
- 2.13.6 Provision of up to 9,900 sqm of commercial and community floorspace (including replacement and new floorspace);
- 2.13.7 The creation of new public open space and communal amenity spaces including children's play space and replacement of existing recreational facilities;
- 2.13.8 The creation of new public realm space along with landscaping works and lighting;
- 2.13.9 Car parking spaces including within ground level podiums;
- 2.13.10 Cycle parking spaces for all land uses, including visitor cycle parking; and
- 2.13.11 Associated highways and utilities works.

2.14 The redevelopment of the High Path Estate will come forward in seven phases. The Phases have been designed to ensure minimum disruption to existing residents. The phasing proposed pursuant to the existing permission is:

- 2.14.1 Phase 1 134 Units 2018-2021/2022
- 2.14.2 Phase 2 113 Units 2023 - 2024

2.14.3 Phase 3 369 Units –2023-2025

2.14.4 Phases 4-7 2024 – 2036.

2.15 A Phasing Plan in respect of the High Path Estate is appended at Appendix [4] to this Statement.



### 3 **Order Land and Rights to be acquired**

3.1 The interests identified below remain outstanding and need to be acquired by the Council to facilitate the delivery of Phase 2 and Phase 3 of the High Path Estate regeneration. The Developer has successfully negotiated the purchase of all other interests in the Order Land to facilitate the delivery of Phase 2 and Phase 3. Full details of the owners and their outstanding interests, together with the new rights that need to be acquired, are contained in the Schedule to the Order and shown on the Order Map.

#### **Order Land**

3.2 The land proposed to be acquired is shown coloured pink on the Order Map. The Order Land is required to deliver Phases 2 and 3 of the High Path Estate regeneration. Details of those interests that have not been acquired by private treaty negotiations are contained in Table 1 of the Schedule to the Order attached at Appendix 1.

3.3 The Order Land includes small areas of unregistered land. The Council has been unable to trace the owners despite making diligent enquiries. None of the unregistered land is occupied by any residents or businesses.

#### **Rights of Light and new Rights**

3.4 The land over which new rights are sought as part of the regeneration of the High Path Estate are shown coloured blue on the Order Map (the **Blue Land**). Details of the interests in the Blue Land to be compulsory acquired and those properties that may benefit from rights of light over the Order Land that will need to be acquired are contained in Table 2 of the Schedule to the Order attached at Appendix 1.

3.5 The rights in respect of the Blue Land are proposed to be acquired to allow cranes to over sail that land during the construction process. The affected in respect of any new rights or rights to light will not be redeveloped pursuant to the Order and there is no need to acquire the physical land itself. As with the property acquisitions, negotiations to secure these rights by private treaty agreement are ongoing and will continue in parallel with the formal CPO process.

#### **The Order Map**

3.6 The Order Map identifies the Order Land and the Blue Land. Individual plot boundaries and numbers on the CPO Map correspond with the Schedule. In addition, the Schedule lists other parties who may have a qualifying interest in the Order Land where known after reasonable enquiry. The Schedule has been based on information gathered through site inspections and enquiries, responses to notices issued under section 16 of the 1976 Act

and inspection of Land Registry documents. There has been an extensive enquiry to identify land interests, but it is recognised that currently unknown interests may emerge in the course of proceeding with the compulsory purchase process.

## 4 The Need for Development and Regeneration

4.1 There is a real and present need for new housing, both in London generally and also specifically in the London Borough of Merton. Indeed, the Estates Local Plan expressly recognises the position in the following terms (at Paragraph 1.20):

*'There is a **substantial demand** for new homes in London and the south east. Increasing the supply of new homes to meet housing needs is a longstanding and well documented policy driver for successive governments'* (emphasis added).

4.2 It is against this backdrop that the Council has resolved to pursue the Scheme, with the intention being that the Estates Local Plan 'will help deliver new homes for existing and future residents, helping Merton to meet its share of London's new homes of all types, sizes and tenures' (Paragraph 1.20).

4.3 In this regard the London Plan identifies a level of housing need of 52,300 new homes per annum across London, with a need of 918 homes per annum within Merton.

4.4 As such, it is evident that the need for more and better housing in Merton is pressing.

4.5 Both the Scheme more generally, and the regeneration of the High Path Estate specifically, will increase housing provision and so materially contribute towards meeting this housing need.

### Condition of Estates

4.6 As already noted earlier in this Statement, when the Developer acquired responsibility for all of the Council's housing stock, they committed to improve the accommodation as well as the quality of life for residents. However, as explained, in working towards this goal, stock condition surveys undertaken identified that significant refurbishment and maintenance was required. The Developer therefore began a comprehensive review across all the various housing estates for which it was responsible which included the three Estates, to determine whether refurbishment was viable or whether it might be more beneficial and sustainable to replace homes in the poorest condition with new properties.

4.7 The Developer has undertaken technical surveys and financial planning work, which concluded that not only significant refurbishment, but also significant ongoing maintenance work and financial investment would be needed to raise – and keep – the housing stock to the required standard. Whilst incremental refurbishment works would improve the internal housing quality in the short to medium term, comprehensive regeneration and redevelopment was determined to be the most effective way of delivering long term sustainable Decent Homes.

4.8 As already noted, on 7 February 2018, the Council adopted ELP, which now forms part of the Council's Local Plan alongside its Core Planning Strategy and Sites and Policies Plan. The Estates Local Plan was adopted with the intention that it would guide redevelopment proposals for the Estates that come forward in the next 10-15 years, in order to ensure that development proposals create well designed, high quality neighbourhoods aimed at fundamentally improving the quality of life for existing and future generations living in the area. At the heart of the Estates Local Plan is an acknowledgment that the existing housing stock on the Estates is largely sub-standard and that regeneration is the most viable option for delivering housing to Decent Homes Standards.

#### **Case for regeneration at the High Path Estate**

4.9 As already noted, the High Path Estate was constructed between 1950s and 1980s and comprised 608 residential dwellings prior to the commencement of the Scheme. The life span of much of the existing building stock on the High Path Estate is limited. Continual repair and upgrade work is required to meet habitable standards of living. Specific housing stock issues include the following:

4.9.1 A report prepared by Ellis and Moore Consulting Engineers Ltd (November 2010) stated that whilst the majority of properties were in reasonable structural condition, there were still defects which required remedying, including: repairs to the concrete upstanding and render on tower blocks (including March Court); repairs on mansion blocks (including Gilbert and Becket Closes) to repair cracking and concrete edge beams and deck access slabs; repairs to concrete edge beams and lintels on blocks constructed in the 1960s; repairs and replacement of brickwork, including repointing and repair and replacements of beams, slabs and finishes of the blocks constructed in the 1970s; repointing of brickworks on blocks constructed in the 1980s; and, internally, the survey highlighted problems in a number of properties relating to damp, condensation, and rust;

4.9.2 Baily Garner LLP conducted internal dwelling conditions surveys in 2015 which identified that: 18% of kitchens and 29% of bathrooms were deemed old and in poor condition; 6% of heating installations and 23% of electrical installations were also identified as old and in poor condition. The general observations found damp and mould issues were present across many blocks, which indicates that units are potentially affected by inherent 'cold bridging' issues related to the fabric of the buildings. Residents also noted issues relating to the sound performance of the buildings, both from external sources and transfer between properties.

4.9.3 It also identified:

- (a) Roofs - The asphalt flat roof on Marsh Court is approaching the end of its life and will require replacement in the short to medium term. The thermal performance of this roof is considered to be low. The majority of the pitched roofs, based on typical lifespans, will need to be replaced in the medium term.
- (b) External doors and windows - Whilst the majority of properties on the Estate appear to have received major project works to replace windows at some point in the last 10 years, it is likely that they will require a major overhaul / replacement in the next 15 to 20 years. UPVC doors and screens are likely to need replacement in the next 10 to 15 years.
- (c) Internal common areas - Regular redecoration is required on a circa 5 to 7 year cycle.
- (d) Kitchens - Significant variation across the Estate.
- (e) Bathrooms - Again, quality and condition of bathrooms and their associated fixtures and fittings varies significantly across the Estate.

4.9.4 A 2015 Housing Needs Study found that 357 household within the High Path Estate lived within unsuitable housing, primarily because of overcrowding. There are a number of overcrowded households in Phases 2 and 3 at High Path. In Phase 2 thirteen households are overcrowded and need one additional bedroom, two further households need two additional bedrooms. These housing needs have been taken into account in planning the replacement homes and those households will move into a new home that is the right size for them. In Phase 3 six households will move into a new home that has one more bedroom. There are four households who will be rehoused in phase three who will be rehoused in two separate new homes thus allowing the Developer to deal with 'hidden households' and rehouse adult non-dependants separately;

4.9.5 The affordable housing mix and tenures on the Estate also do not meet housing needs, with 1 and 2 bed units comprising 78.3% of the affordable dwellings and there being no intermediate tenures;

- 4.9.6 Property Performance Services reported within their Dwelling Condition Assessment (November 2014) that, from their experience of similar buildings, it is likely that some asbestos bearing products may have been used in the construction of the some of the properties;
- 4.9.7 An accessibility audit and appraisal in October 2014, evaluated how well the existing properties on the Estate performed in terms of access and ease of use by a wide range of potential users, in particular but not limited to disabled people. Whilst parking provision was generally considered adequate, the design of the car parking and approaches did not meet the required level, with uneven access and a lack of basic features such as handrails and tactile paving. Many main entrances to blocks have heavy doors that lack assistance for opening and closing. Level access is only available on the tower blocks and to one single bungalow. In addition, only three of the tall tower blocks have lifts, and the low rise brick buildings have very small kitchens and bathrooms, poor circulation spaces and are not accessible to those with mobility problems – meaning they cannot achieve lifetime homes standards;
- 4.9.8 the majority of existing dwellings are below the Nationally Described Space Standards for new dwellings; and
- 4.9.9 Existing amenity space also falls short of policy. High Path has a large amount of green space but little of it is used or useable by residents. It consists largely of fenced grassed areas, mowing strips and some poor quality shrub beds adjacent to the blocks. Much of the open space is used as hardstanding and parking space.

4.10 A 2015 urban design review study noted issues relating to the layout of the High Path Estate. The study found that the geometry of the layout was prejudicial to pedestrian movement with maze-like routes with few good connections to the wider strategic network. The existing layout of the Estate was also found to lack consistency and does not exhibit a similar form to surrounding development. Whilst the Estate contains relatively high levels of open space, the lack of distinction between public and private space is unclear resulting in an inefficient use of land. The vast majority of properties on the Estate also have passive or dead frontages, which has a negative impact on safety and the social environment of the Estate and the quality of the external environment.

## Alternatives Considered

4.11 In deciding on a full regeneration of the High Path Estate, two alternative options were considered:

4.11.1 Option 1 – Refurbishment to Decent Homes (Merton Standard) which would comprise predominantly internal works, such as new kitchens, bathrooms, plumbing, electrics and insulation to improve the quality of the existing accommodation; and

4.11.2 Option 2 – Refurbishment to an Enhanced Standard which would comprise the refurbishment of all existing properties owned and managed by CHMP to a standard above Decent Homes. This would involve a programme of works both internal improvements (such as new kitchens and bathrooms) and external works (such as new building cladding and roofs to improve thermal performance).

4.12 No consideration was given to a "do nothing" approach.

4.13 Partial regeneration was not considered to be a reasonable alternative because:

4.13.1 as a result of construction of the estate over four decades, the arrangement of buildings makes any partial regeneration scheme proposing demolition of selected blocks very challenging logistically and would cause significant disruption to residents living elsewhere on the Estate from being in close proximity to noise, dust and the general disturbance of demolition and construction works;

4.13.2 the poor layout and urban design of the existing High Path Estate as identified could not be addressed through partial regeneration, which could not deliver a comprehensive well thought through high quality residential development that optimises the potential of the land within the Estate; and

4.13.3 partial regeneration would create a fragmentation of the Estate in terms of design and would not realise the significant place making potential that exists with a comprehensive redevelopment of this significant site within the local area.

4.14 Neither Option 1 nor 2 were considered to be a reasonable alternative:

4.14.1 They would not deliver significant increases in the quality and quantity of residential accommodation, or diversification of the housing mix, type and

size of dwelling, or improvements to the general environment of the High Path Estate in accordance with key policy objectives at national, regional and local levels;

- 4.14.2 The jobs created by refurbishment of the High Path Estate, while having a positive impact on residents in the local area, predominantly in trades and services, would be of shorter duration than those created if the Estate is fully regenerated and so the benefits are much more significant and wide-ranging;
- 4.14.3 Neither option would include the creation of any new non-residential land uses such as the introduction of any community space, nor would they present any ability to alter the layout and urban design;
- 4.14.4 Neither option offers significant opportunities to improve the integration and connectivity of pedestrian routes to the wider area through good redesign of the internal spatial structure and the creation of stronger connections from the Estate; and
- 4.14.5 There is limited or no potential for increasing the sustainability of the Estate through the introduction of sustainable drainage systems, green and brown roofs and ecological enhancements. Further, while options 1 and 2 would both offer energy performance benefits, financial analysis demonstrates that the upgrades required would have significant payback periods, making these options less attractive.

4.15 Therefore, the positive benefits do not outweigh the potential drawbacks of both options in the long term, particularly in comparison with a full regeneration of the High Path Estate.

4.16 Refurbishment was also discounted due to the significantly high cost, estimated to be over £99,662,006 as detailed in a Condition Survey Report & Life Cycle Cost Analysis Jan 2016 by Bailey Garner. Whilst refurbishment would improve the quality of the existing stock, the longevity of the improvements would be limited before the condition began to decline again (so that significant further investment would be required). Refurbishment works alone offer very limited potential to optimise the housing potential of the High Path Estate as a whole.

4.17 The Developer has decided that full regeneration is the most cost effective way of delivering longer term sustainable Decent Homes through the provision of new, well designed, energy-efficient homes that will meet the needs of residents now and in the future.

4.18 An assessment carried out for the Developer by Savills dated October 2016 concluded that full regeneration of the High Path Estate was considered to be the most appropriate in terms



of delivering key planning policy objectives at national, regional and local levels as it is the only option that is able to deliver significant increases in the quality and quantity of residential accommodation, as well as improvements to the general environment of the High Path Estate.

### **Improvements delivered by the High Path Estate Regeneration**

4.19 The High Path Estate regeneration is consistent with the Estates Local Plan. The Estates Local Plan sets out that regeneration will be expected to provide a range of choices and benefits including:

- 4.19.1 high quality well designed neighbourhoods;
- 4.19.2 wider housing mix;
- 4.19.3 private outdoor space for all residents;
- 4.19.4 better quality green spaces and community facilities; and
- 4.19.5 job creation opportunities.

4.20 The proposed redevelopment will also be an opportunity to provide much needed new homes by making more efficient use of brownfield land, improving the quantity, quality and mix of new homes on the High Path Estate.

4.21 The High Path regeneration:

- 4.21.1 optimises the housing potential of the High Path Estate and ensures that this large brownfield site is used effectively, delivering a net uplift of up to 764 homes (and no net loss of affordable housing), helping to meet the increased housing need in Merton, and London as a whole;
- 4.21.2 has a high quality design, with the overall proposed scale, massing and design of the proposed development being fully supported by the Council's Urban Design team. The proposal was also presented to the 'Design Review Panel' on in July 2016 and July 2017. A summary of the review revealed that the High Path Estate masterplan performed well against the 'Build For Life' 12 questions, which offers a tool kit aimed at assessing residential quality for new developments;
- 4.21.3 includes improvements in terms of access that will ensure improvements to pedestrian routes across the High Path Estate and to nearby parks, bus and tram stops, with routes being linked into the proposed and existing street networks;

4.21.4 provides a good level of community space and open space; and

4.21.5 includes a Design Code which sets key principles and design parameters that inform and control the design for future reference in the Reserved Matters applications and the detailed design of future phases. These include; landscape and public realm, built form, architectural quality and materials and building typologies.

4.22 The Estates Local Plan also makes it clear that any regeneration proposals that come forward should include a commitment to keeping the existing community together in each neighbourhood, as well as for existing residents to have a guaranteed right to return to a new home in their regenerated neighbourhood. The High Path Estate regeneration provides for precisely such a commitment.

## 5 **Planning considerations**

- 5.1 In making the Order, the Council has had regard to its statutory development plan and other relevant local policy and guidance, together with other material considerations as required by Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of the 1990 Act. A comprehensive appraisal of the Scheme and all relevant planning policy is set out in the Officer's report to the Council's Planning Committee on 8 March 2018.
- 5.2 Planning permission was granted for the MERP through three outline planning permissions References 17/P1717, 17/P1718 and 17/P1721 on 29 April 2019. Two Kickstart planning permissions were granted for the Kickstart Area at Ravensbury and the High Path Phase 1 site on 9 May 2017 and 5 October 2017 respectively
- 5.3 Furthermore, reserved matters in respect of outline consent 17/P1721 relating to High Path Phase 2, which relates to part of the Order Land, were approved on 03 October 2019 with Reference 19/P1852. Phase 2 therefore benefits from detailed planning consent.
- 5.4 In respect of High Path Phase 3, revised outline planning permission for this element of the Scheme was obtained on 21 January 2022 and reserved matters are due to be submitted in the summer of 2022.
- 5.5 All outline planning permissions for the three Estates are linked with one overarching Section 106 agreement which was completed on 26 April 2019. The effect of the joint Section 106 Agreement is to link the regeneration of the Estates in viability terms, which in turn helps to ensure that the redevelopment of all three Estates can be delivered through the Scheme.
- 5.6 Section 106 agreements were also entered into separately in relation to the Kickstart Area at Ravensbury and the High Path Phase 1.
- 5.7 Given that outline planning permission has been granted for the Scheme, and that reserved matters have also been approved for the development that underpins the Order on the Order Land in particular, the following paragraphs do not address planning issues at length, but instead summarise briefly the key planning policy objectives.

### **Estates Local Plan**

- 5.8 The Estates Local Plan forms part of the Council's Local Plan and sits alongside its Core Planning Strategy, Sites and Policies Plan and the South London Waste Plan.
- 5.9 The Estates Local Plan primarily guides how new homes will be delivered via a coordinated strategy considering the social, economic and environmental opportunities and provides the

framework for sustainable development of these areas. The regeneration of the Estates as a single comprehensive programme has been presented to the Council as the basis of being able to deliver regeneration.

5.10 The Estates Local Plan sets out the overarching vision that underpins the whole Estates regeneration:

5.11 The Estates Local Plan also sets out an overarching "Case for regeneration" of the Estates, which makes it clear that the existing housing stock faces a multitude of shortcomings.

5.12 The Estates Local Plan goes on to identify a vision for each Estate and in particular with reference to the High Path Estate (Policy OEP1 (b) (ii) page 28) states:

*High Path will be a New London Vernacular The creation of a new neighbourhood with traditional streets and improved links to its surroundings, that supports the existing local economy while drawing on the surrounding area's diverse heritage and strong sense of community. Buildings will be of a high quality internally and externally, have a consistency in design with a strongly urban form and character, optimising the most efficient use of land that makes the most of the excellent public transport services, and has access to quality amenity space.*

#### **National Planning Policy Framework (NPPF)**

5.13 The revised NPPF was published in July 2021. As national policy, the document aims for sustainable development to strengthen and support the economy, communities and the environment (paragraphs 7 and 8).

5.14 Paragraph 8 of the NPPF defines the three over-arching objectives of the planning system to deliver sustainable development:

5.14.1 Economic – helping to build a strong economy by ensuring that enough of the right type of land is available in the right places;

5.14.2 Social – supporting communities by ensuring that a sufficient number and range of homes can be provided and fostering a well-designed and safe built environment; and

5.14.3 Environmental – protecting and enhancing the environment by making effective use of land, helping to improve biodiversity, using natural resources prudently and minimising waste and pollution.

5.15 The Scheme is consistent with sustainable development principles of the NPPF.

## **London Plan**

5.16 The Mayor of London's new London Plan was formally adopted in March 2021. It provides a strategic spatial strategy within Greater London and forms part of the Council's development plan. The London Plan sets out a number of objectives:

5.16.1 building strong and inclusive communities;

5.16.2 making the best use of land;

5.16.3 creating a healthy city;

5.16.4 delivering the homes Londoners need;

5.16.5 growing a good economy; and

5.16.6 increasing efficiency and resilience.

5.17 The Scheme will play a key role in achieving the objectives under new London Plan.

## **Core Planning Strategy**

5.18 The Core Planning Strategy forms part of the Council's Local Plan and sets out the spatial strategy for the borough and the key elements of the planning framework.

5.19 Strategic Objective 3 of the Core Planning Strategy is:

*"To provide new homes and infrastructure within Merton's town centres and residential areas, through physical regeneration and effective use of space. This will be achieved by a range of actions including through the delivery of higher density new homes that respect and enhance the local character of the area."*

5.20 The Scheme is not only consistent with Strategic Objective 3 but it is also supported by key Core Planning Strategy policies such as CS9 (Housing Provision), CS8 (Housing Choice) and DMH2 (Housing Mix).

5.21 Also of relevance to the Scheme is the Council's draft Local Plan which was submitted to the Secretary of State on 2 December 2021. The Examination in Public will take place in 2022.

5.22 The key strategic housing policies which support the Scheme in the draft Local Plan include H11.1 (Housing Choice) and H11.2 (Housing Provision). Once adopted, these strategic policies will replace the Council's Core Planning Strategy. The draft Local Plan will not supersede any policies in the Estates Local Plan.

## **Other Relevant Policy and Guidance**

5.23 The Mayor of London's Housing Supplementary Planning Guidance (March 2016, updated August 2017) includes the guidance relevant to estate regeneration. The guidance states the overarching objectives for any estate regeneration scheme will usually be to:

5.23.1 deliver safe and better quality homes for local people;

5.23.2 increase the overall supply of new and affordable homes; and

5.23.3 improve the quality of the local environment through a better public realm and provision of social infrastructure (e.g. schools, parks, or community centres).

5.24 The Scheme and the High Path Estate regeneration comply with these objectives.

## **Conclusions**

5.25 Both the Scheme, the proposed regeneration of the High Path Estate, and the regeneration of the Order Land (part of Phase 2 and Phase 3 of the High Path Estate) in particular benefit from strong policy support at national, regional and local level. The development plan and other relevant local policy and guidance all support the High Path Estate regeneration as proposed and the Council is satisfied there is no viable alternative to deliver its benefits.

6 **Explanation of the use of the enabling powers**

- 6.1 Section 226 of the 1990 Act confers power on a local authority to acquire land compulsorily for development and other planning purposes.
- 6.2 Section 226(1)(a) of the 1990 Act allows a local authority to acquire compulsorily any land within its area if the acquisition will facilitate the carrying out of development, re-development or improvement on or in relation to that land.
- 6.3 The power to acquire land compulsorily conferred by Section 226(1)(a) of the 1990 Act is subject to subsection (1A), which provides that the acquiring authority must not exercise the power unless it thinks that the proposed development, redevelopment or improvement is likely to contribute to the achievement of any one or more of the following objectives:
- 6.3.1 the promotion or improvement of the economic well-being of its area;
  - 6.3.2 the promotion or improvement of the social well-being of its area;
  - 6.3.3 the promotion or improvement of the environmental well-being of its area.
- 6.4 The CPO Guidance states that a compulsory purchase order should only be made where there is a compelling case in the public interest.
- 6.5 The CPO Guidance provides recommendations to acquiring authorities on the use of compulsory purchase powers and the Council has taken full account of this guidance in making this Order.

## 7 Justification for the use of CPO powers

7.1 The purpose of the Order is to secure the acquisition of all relevant interests in the Order Land to facilitate the vital redevelopment of the High Path Estate.

7.2 If the relevant interests are not able to be acquired the redevelopment of the Phase 2 element of the Scheme would be severely compromised as all of the units to be acquired lie within the main redevelopment area of this part of the Estate. Seeking to construct new development around these few outstanding interests would not only compromise the construction process but it would also compromise the Council's aims to deliver the wider regeneration benefits of the comprehensive redevelopment of the estate. It would severely impact on the place-making benefits, the wider social benefits, the delivery of affordable housing, the delivery of higher quality homes.

7.3 The Council is convinced that there is a compelling case in the public interest for the making of the Order and that, if confirmed, the Order would strike an appropriate balance between public and private interests in that the development will make a positive contribution to the promotion or achievement of the economic, social and environmental well-being of its area. For those private interests that will be the subject of the CPO, the Council is satisfied that the Residents' Offer and the Developer's 10 Commitments (Appendix 2) adequately addresses the loss of those interests.

7.4 The overarching consideration for the Secretary of State in deciding whether an Order should be confirmed is set out in paragraph 12 of the CPO Guidance:

7.4.1 *"A compulsory purchase order should only be made where there is a compelling case in the public interest."*

7.4.2 *"An acquiring authority should be sure that the purposes for which it is making a compulsory purchase order sufficiently justify interfering with the human rights of those with an interest in the land affected. Regard should be had, in particular, to the provisions of Article 1 of the First Protocol to the European Convention on Human Rights and, in the case of a dwelling, Article 8 of the Convention."*

7.5 In the context of that overarching consideration, having regard to Paragraph 106 of the CPO Guidance, the following issues should be considered:

7.5.1 whether the purpose for which the land is being acquired fits with the adopted planning framework for the area;



- 7.5.2 the extent to which the proposed redevelopment of the High Path Estate would contribute to the achievement of the promotion and/or improvement of the economic, and/or social, and/or environmental well-being of the Council's area;
- 7.5.3 the potential financial viability of the proposal to redevelop the High Path Estate, general funding intentions and the timing of available funding;
- 7.5.4 impediments to implementation of the proposed regeneration and whether that regeneration has a reasonable prospect of going ahead; and
- 7.5.5 whether the purposes for which the proposed Order Land is to be acquired could reasonably be achieved by any other means within a reasonable timeframe.

7.6 The issues summarised above are addressed below.

**Whether the purpose for which the land is being acquired fits with the adopted planning framework for the area**

7.7 The Order will help deliver the Council's vision for the regeneration of the High Path Estate. That regeneration is supported in a variety of policy documents, namely the London Plan, the Estates Local Plan, the Core Planning Strategy, and the National Planning Policy Framework, as well as relevant guidance documents. The planning framework is set out in more detail in Section 5 of this Statement.

7.8 Once adopted, the regeneration of the Eastfields Estate will also be supported by the Council's draft Local Plan which was submitted to the Secretary of State in December 2021.

7.9 The Council is therefore satisfied that the promotion of the Order is in accordance with the strategic objectives of the adopted planning framework.

**Contribution to the social, economic and environmental well-being of the area**

7.10 Section 226(1)(a) of the Act directs that an acquiring authority may not exercise the powers under this section unless it thinks that the proposed development, redevelopment or improvement is likely to contribute to the economic, social or environmental well-being of the area for which the Authority has administrative responsibility.

7.11 As set out in section 4, High Path Estate – and indeed the Estates in general – face a number of major shortcomings. As detailed above, the Council has undertaken a comprehensive investigation of the options for the repair and/or redevelopment of the Estates and it has determined that regeneration is the most viable means to achieve the

Estates Local Plan objectives. The High Path Estate regeneration, as part of this wider Scheme, will make a very material contribution to the economic, social and environmental well-being of the area.

### **The Scheme Generally**

7.12 Promotion or improvement of *economic well-being* will occur through the increased vitality and viability of the Estates. The main economic benefits previously identified for the MERP as a whole will be:

- 7.12.1 A total investment of c.£1 billion in the Estates and wider Merton area;
- 7.12.2 The creation of approximately 4,584 gross temporary construction jobs (equating to 459 permanent construction jobs);
- 7.12.3 Increased economic activity by reason of increased employment and expenditure during each Phase of the Scheme; and
- 7.12.4 Increased economic activity by reason of increased employment and expenditure during the operational phase of the Scheme and the introduction of expanded residential uses.

7.13 Promotion or improvement of *social well-being* will be delivered by:

- 7.13.1 provision of new, well-designed, energy-efficient homes that will meet the needs of residents now and in the future;
- 7.13.2 up to 2,704 new homes across all three Estates. With 1,175 existing homes being demolished across all three Estates, this results in a net uplift of up to 1,530 new homes;
- 7.13.3 the provision of c. 29% affordable housing overall across the Estates on a habitable rooms basis which includes no net loss of affordable housing;
- 7.13.4 an improved housing mix better suited to meet the needs of existing affordable housing tenants on the estates having regard to the Housing Needs studies undertaken for each estate; and
- 7.13.5 improved pedestrian, cycle and vehicular access links to improve permeability and to foster the creation of a healthy and safe community.

7.14 Promotion or improvement of *environmental well-being* will occur through the following main environmental benefits:

- 7.14.1 redevelopment of a brownfield site;
- 7.14.2 provision of new, well-designed, energy-efficient homes that will meet the needs of residents now and in the future;
- 7.14.3 enhancement of the townscape through the replacement of outdated buildings with a contemporary and well-designed residential development. The public realm will be improved and heritage assets appropriately and respectfully treated within the Scheme;
- 7.14.4 increased housing density appropriate to the suburban locations of the Estates and to national and local planning policy;
- 7.14.5 provision of efficient layouts and high quality public open space, community and recreational facilities
- 7.14.6 Replacement of poorly insulated properties by new, energy efficient homes.

#### **High Path Estate and the Order Land**

- 7.15 In respect of the Order Land, the proposed regeneration will improve the social, economic and physical environment of the High Path Estate specifically by developing a new mixed tenure neighbourhood where all homes are built to a high quality with their own outside space with well-designed and maintained public open space
- 7.16 The High Path Estate regeneration will help to address the socio-economic inequalities of the area. High Path has a distinct socio-economic profile compared to the borough as a whole and generally contrasts with the socio-economic conditions of the borough as a whole. Specifically, the following characteristics have been identified as worsening in respect of High Path Phases 2 and 3 without redevelopment:
  - (a) The projected increase in the child population, alongside low levels of income and high unemployment in the area will heighten concerns over child poverty;
  - (b) High levels of youth unemployment constrain the skills and occupational profile of the local population which will impede access to higher value employment opportunities. This constrains the spending power of residents, contributes to further inequalities in skills in the Borough and local area, reducing residents' economic prosperity and social well-being; and

- (c) The poor quality living environment, limited housing opportunities and affordability issues will also adversely affect economic and social prospects contributing to poor levels of health; higher levels of deprivation; further health risks associated with overcrowded dwellings; an unattractive living environment; and reduce social cohesion.

7.17 The economic consequences of the ongoing COVID-19 pandemic have not yet been fully captured by local statistics but it is likely that this will exacerbate the existing issues faced by the local community.

7.18 Promotion or improvement of *economic well-being* will occur in respect of High Path Phases 2 and 3 through:

7.18.1 The creation of 130 construction jobs annually over a three-year construction period;

7.18.2 The construction will provide a one off boost the economy of £42.5 million gross added value, £10.2 million of which is likely to be retained in the local area;

7.18.3 Once operational, it is estimated that the mixed use elements of Phase 3 will support 115 jobs, generating £5.3 million in gross value every year, of which £800,000 is likely to be retained in the local area;

7.18.4 The estimated increase of 805 people living within High Path Phases 2 and 3, which would unlock an additional:

(a) £880,000 in additional council tax revenue per annum once fully occupied; and

(b) An estimated net expenditure increase in the local area of £7.5 million annually;

7.18.5 There is potential for on-site training in construction which could develop local skills which in turn will benefit the local economy;

7.18.6 The development will be liable to Community Infrastructure Levy (CIL) payments, and these monies can be utilised by the Council to fund improvements in social infrastructure, including to education, healthcare and community facilities, leisure and open space; and

7.18.7 The New Homes Bonus will enable the Council to retain a greater proportion of the Council tax revenue to be made available to spend in borough.

7.19 Promotion or improvement of *social well-being* will be delivered by:

7.19.1 477 new homes, with a net uplift of 311 homes;

- 7.19.2 The redevelopment of Phases 2-3 of the High Path Estate will provide 93 affordable homes (all within Phase 2). This is in addition to the 80 affordable homes delivered in Kick Start Phase 1;
- 7.19.3 The proposed housing development will reinforce the attractiveness of High Path as a vibrant and balanced community; and
- 7.19.4 The proposal will increase the supply of high quality housing, creating an attractive living environment in the area and providing better quality affordable housing.

7.20 Promotion of environmental *well-being* will occur through:

- 7.20.1 The redevelopment of a brownfield site;
- 7.20.2 The provision of new, well-designed, energy-efficient homes that will meet the needs of residents now and in the future;
- 7.20.3 The enhancement of the townscape through the replacement of outdated buildings with a contemporary and well-designed residential development;
- 7.20.4 Public realm improvements;
- 7.20.5 Provision of an efficient layout and a high quality public open space;
- 7.20.6 Provision of community, recreational and gym facilities; and
- 7.20.7 Replacement of poorly insulated properties by new, energy efficient homes.

7.21 These benefits should be looked upon in tandem with the benefits of the regeneration of Eastfields Phase 1 and Ravensbury Phase 2 to 4.

7.22 For the above reasons, the Council considers that the well-being tests set out in Section 226 are fully satisfied in respect of the Order as made and submitted for confirmation.

### **Viability of the regeneration and general indication of funding intentions**

7.23 The Developer has considerable experience and resources. It manages over 125,000 homes across 176 local authorities. It is the largest housing association in the UK and is one of the country's leading housebuilders, set to build a high volume of high quality homes of all tenures during the next ten years.

7.24 The Developer has an impressive track record of working on large regeneration schemes across the UK.

- 7.25 [To support the MERP as a whole, which as things stand is not viable, the Council and the Developer have entered into a legally binding contract to vary the existing Stock Transfer Agreement dated 22 March 2010, in particular the Development and Disposals Clawback Agreement also dated 22 March 2010, to suspend clawback payments unless the MERP achieves a surplus.]
- 7.26 The Developer has shared with the Council details of projected costs and revenues and its financial strategy for delivery of the High Path Estate regeneration pursuant to the planning permissions. The Developer has confirmed they have sufficient resources to carry out the development and do not anticipate requiring external, development-specific, funding. The Developer's Board resolved on 30 September 2021 to reaffirm its commitment to delivering the Scheme even though there is anticipated still to be a deficit between the costs of the Scheme and the income generated by the sale of the private units.
- 7.27 The Council does not consider there to be any funding impediment to acquiring the Order Land and the delivery of this element of the High Path Estate regeneration. The Developer is fully committed to delivering this element of the Estate's regeneration, (and indeed the wider regeneration of the Estate), having expended considerable resources to date on acquiring relevant interests, negotiating to acquire further interests by agreement, and in obtaining the main planning approvals required to authorise and deliver it.
- 7.28 The Developer has entered into an indemnity agreement with the Council dated 7 February 2019 which fully indemnifies and provides protection for the Council in relation to all costs associated and arising in the preparation and making of the Order, acquisition of Order Land and the payment of compensation arising from such acquisition.
- 7.29 The Council is satisfied, having regard to the Clarion's resources, its standing as the UK's largest housing association, its reaffirmed commitment to the Scheme and the requirements of the CPO Guidance, that the 2022 CPOs are deliverable and that, having regard to national guidance, there is sufficient probability that that they will proceed.

**Reasonable prospect of Scheme proceeding: Implementation of the Scheme**

- 7.30 The Council is confident that there is no impediment to the successful delivery of the regeneration of High Path Estate.
- 7.31 As set out above, the Council has granted of outline planning permission for the regeneration of each of the Estates. The Council envisages that the related orders can successfully be obtained.

7.32 Stopping Up orders will be required in respect of later Phases 4, 5 and 6 of the redevelopment of the High Path Estate. All of these areas are shown on the Stopping Up plan at Appendix 5 to this Statement.

7.33 The Council's investigations have revealed no other legal, financial or physical impediment and the Council is confident that there is a more than reasonable prospect of the Scheme proceeding.

**Whether the purpose for which the acquiring authority is proposing to acquire the land could be achieved by any other means.**

7.34 As discussed above in section 4, other options to meet the obligation to provide housing stock to Decent Homes standards were discounted as not being cost effective or delivering the significant benefits of the Scheme.

7.35 As regards the High Path Estate, in order to deliver its regeneration the Developer requires unencumbered ownership with vacant possession of all the property interests which will form part of the new development.

7.36 The Council and the Developer have made considerable efforts to acquire all land interests on the High Path Estate by agreement but the prospects of acquisition of all interests in the Order Land by agreement within a reasonable timescale are unlikely.

**Conclusions regarding the need for the Order at this time**

7.37 In pursuing the Order, the Council has carefully considered the balance to be struck between the effect of acquisition on individual rights and the wider public interest in the redevelopment of the Order Land. Interference with rights under the European Convention on Human Rights (as further set out in section 10 of this Statement of Reasons) is considered by the Council to be justified, in order to secure the economic regeneration and environmental and public benefits which the proposed regeneration will bring.

7.38 The Council is satisfied that the redevelopment of the Order Land will have a positive impact on the social, environmental and economic well-being of the area, as the redevelopment will provide an overall improvement in the quality of life for local residents. Compulsory acquisition of individuals' property situated within the Order Land is necessary to allow this comprehensive redevelopment to proceed, and for these benefits to be delivered.

7.39 Due to the substantial public benefit which would arise from the regeneration of the High Path Estate, it is considered that the use of compulsory purchase powers is both necessary and proportionate, and that there is a compelling case in the public interest for the making and confirmation of the Order. It is considered that the Order does not constitute any

unlawful interference with individual property rights. The compulsory purchase process enables objections to be submitted and a Public Inquiry to be held to consider those objections. The parties directly affected by the Order will be entitled to compensation in accordance with the statutory compensation code.

7.40 All of the Order Land is required to deliver the comprehensive redevelopment of Phases 2 and 3 of the Estate's regeneration. There is no certainty that the necessary land and interests can be assembled by agreement within a reasonable period and as such the Order is necessary, although efforts to acquire all interests by negotiation will continue in parallel.



## 8 Consultation and Engagement

8.1 The Council and the Developer have been firmly committed to understanding the aspirations of residents of the Estates and their views have helped shaped masterplan proposals. The Developer has engaged in a comprehensive consultation process with local residents and statutory consultees across each of the Estates, details of which are set out below:

8.1.1 The Developer started consultation with residents about the future of the Estates in the summer of 2013.

8.1.2 In 2013 feasibility studies and summer consultation events encouraged residents to join the conversation about the future of their homes and introduced the idea of replacing homes in the three neighbourhoods.

8.1.3 In winter 2013 the decision to explore regeneration was taken based on feedback from consultation events. The (then) Merton Priory Homes Board decided that regeneration would be the best way of delivering long-term improvements in the three neighbourhoods.

8.1.4 2014 - Design stage. Architects were selected to support the proposed regeneration of the three Estates.

8.1.5 In summer 2014 a series of consultation events were held including coffee mornings, drop-in events, design workshops, community events and one-to-one meetings. These events were held locally and focussed on:

- (a) Getting to know the architects and what their role would be;
- (b) Walkabouts so the architects could get a better understanding of the neighbourhood from the residents' point of view;
- (c) Visits to other regeneration schemes in London; and
- (d) Gathering and presenting feedback from residents on the design ideas.

8.1.6 Landlords, homeowners and tenants were provided with specific information about what regeneration would mean for them and the choices available to them.

8.1.7 September 2014 – Ten Commitments. The Council and the Developer signed up to Ten Commitments to the residents of the three neighbourhoods (discussed in detail below).

- 8.1.8 October 2014 - draft master plans were presented. Residents were shown potential layout for neighbourhoods and homes. Over 400 people attended these events to view the plans and look at the wide variety of housing types proposed. Three drop in events were held on each Estate (Saturdays and weekday evenings) and there were home visits to the elderly and vulnerable.
- 8.1.9 May 2015 - Master plans and Residents Offer. Revised master plans were presented to residents. The Residents' Offer (discussed below) was published setting out the guaranteed package of financial support that residents would be entitled to if regeneration were to go ahead. Three consultation events were held for residents of each Estate. Support was also provided by a dedicated member of staff from the Citizens Advice Bureau to provide residents with free, impartial and confidential advice.
- 8.1.10 June 2015 - Independent residents' survey. An independent survey was carried out by Membership Engagement Services. There was a 52.5% response rate achieved with the views of 634 residents collected. Overall 50.5% of respondents agreed that regeneration would be the best for their household and 58.4% agreed that the regeneration would be the best for their neighbourhood overall. The Developer's decision to retain some of the homes and replace others was a consequence of its consultation with residents.
- 8.1.11 October 2015 - decision to proceed with initial planning applications. The Developer's Management board gave its approval for the submission of initial planning applications.
- 8.1.12 January 2016 - consultation on draft designs for first new homes. Residents of High Path and Ravensbury were invited to a series of events throughout January to view proposals for the first new homes on their neighbourhoods.
- 8.1.13 May 2016 – consultation on revised designs for first new homes. Residents of High Path were invited to a series of consultation events to view revised proposals for the first new homes.
- 8.1.14 July/August 2016 – scaled models of some of the proposed typologies as well as exhibition boards and 1:1 model of a 1 bedroom flat were displayed at a series of events.
- 8.1.15 October to December 2016 – master plan consultation. Consultation events in each Estate were held to discuss the latest master plan proposals. These

included designs for the neighbourhoods, house types and phasing plans, ahead of outline planning applications being submitted.

- 8.1.16 October 2017- revised indicative phasing consultation was undertaken on High Path.
- 8.1.17 October 2018 – consultation event on High Path Phase 2 proposals.
- 8.1.18 February 2019 – further consultation event on detailed design High Path Phase 2 proposals.
- 8.1.19 June 2019 – consultation events held on the design and layout of High Path Phase 2.
- 8.1.20 Summer 2020 – High Path regeneration newsletter was sent to residents to update them on Kickstart Phase and Phase 2.
- 8.1.21 January 2022 - Notices served under section 16 of the Local Government (Miscellaneous Provisions) Act 1976 with online sessions held for residents.
- 8.1.22 In addition, statutory consultation has been carried out as part of the Estates Local Plan process and each outline and reserved matters planning application in accordance with the legislative requirements.

8.2 In addition, the Developer has broadened its level of community engagement by sending a quarterly newsletter to all existing residents, informing residents of the latest updates on regeneration proposal

8.3 The Developer has also been in consultation with the Council as local planning authority throughout the planning application process as well as with statutory consultees. Feedback from this consultation has informed the planning applications.

8.4 Throughout the consultation exercise, all responses received have been thoroughly reviewed and considered and amendments to the proposals have been incorporated on an iterative basis. The result of this detailed exercise was the submission of three significant outline planning applications together with two Kickstart planning applications that ensured residents would only need to move once. All applications received very significant support and were the subject of a positive recommendations by the Council to grant planning permission. All three Estates now have outline planning permission granted with reserved matters applications having been granted for the Ravensbury Estate Phases 2-4 and High Path Phase 2.

### **High Path Estate**

8.5 Public consultation events were held between July 2013 and November 2016. The design team consulted with existing residents, the local community and key stakeholders including the following groups:

8.5.1 Existing residents of High Path;

8.5.2 Neighbouring residents and businesses;

8.5.3 Local amenity groups, including: Merton Abbey Primary School; Battles Area Housing Association; South Wimbledon Community Association; Wimbledon Society; Uptown Youth Club; Merton Abbey Primary School; High Path Community Association; The Parish of St John the Divine & Merton Evangelical Baptist Church; and Polka Theatre; and

8.5.4 The local MP and local councillors.

9 **Efforts to acquire by agreement and residents' offer**

- 9.1 The Council is exercising its powers under section 226(1)(a) and section 226(3)(a) because it has not been possible for the Developer to acquire by agreement all interests that are required to deliver Phase 2 and Phase 3 of the High Path Estate regeneration, and it is not certain that the Developer will be able to acquire the remaining land by agreement. Although the owners of the interests have been approached on a number of occasions by the Developer with a view to purchasing their interests, agreement for purchase has not been reached because the owners have either not yet decided which of the options available to them they wish to exercise or they are waiting for as long as possible before selling their interests to the Developer.
- 9.2 Single ownership and control of the Order Land is necessary to enable the High Path Estate regeneration to proceed. It is possible that the Developer will be able to acquire all the necessary interests by agreement within a reasonable period. The Council is therefore satisfied that the use of compulsory purchase powers is necessary and justifiable in the public interest.
- 9.3 As of the end of February 2022, the Developer has acquired 229 freeholds and long leases across the MERP area through voluntary sales under the terms of the 2015 residents offer. Of these 130 freehold and leasehold interests are at High Path, 88 at Eastfields and 11 at Ravensbury.
- 9.4 In order for the 2022 Scheme to be delivered, as at the end of February 2022 the following interests will need to be acquired:
- 9.4.1 Within Eastfields Phase 1 33 freeholds and 14 long leases will need to be acquired;
  - 9.4.2 Within High Path Phases 2 and 3, 18 freeholds and 29 long leases have yet to be acquired;
  - 9.4.3 Within Ravensbury Phases 2 to 4, 3 freeholds and 1 long leases have yet to be acquired.
- 9.5 The Council considers that the use of its CPO powers to acquire both the outstanding interests in the Order Land and the new rights is necessary, since the Developer has not been able to achieve this by agreement and it is unlikely that it would be able to do so within an acceptable timescale without the Order. The High Path Estate regeneration cannot proceed unless these interests are acquired. The Council is satisfied that the acquisition of these interests will facilitate the proposed regeneration, which will lead to the redevelopment and will contribute to economic, social and environmental improvements to the area.

9.6 In making its assessment of the justification for the Order, the Council has taken into account the rights of third parties protected by the European Convention on Human Rights which may be affected by the Order (as referred to in section 10 of this Statement). In addition, the Council has had full regard to its public sector equality duty under section 149 of the Equality Act 2010 (as referred to in section 11 of this Statement).

### **Commitments to Residents and Residents Offer**

9.7 The Council acknowledges that when proposing large scale regeneration, there are considerable uncertainties and challenges for residents. The Council and Developer have undertaken significant consultation with residents. The consultations undertaken are detailed fully in section 8 of this Statement. To support the Scheme and to ensure fairness for residents, the Council and Developer agreed a series of promises to residents, known as the Ten Commitments (Appendix 2) which are:

- 9.7.1 the Developer will consult with residents, consider their interests at all times, and address concerns fairly.
- 9.7.2 Current homeowners will be entitled to at least the market value of their home should they wish to take the option to sell their home to the Developer.
- 9.7.3 Existing tenants will keep all their rights, including tenancy conditions and the associated rent level, in the new neighbourhood as they do now.
- 9.7.4 Current tenants will be entitled to be rehoused in a new home of appropriate size considering the number of people in their household.
- 9.7.5 All new properties will be more energy efficient and easier to heat than existing properties, helping to keep down residents' fuel bills.
- 9.7.6 the Developer will keep disruption to a minimum, and will do all it can to ensure residents only move once if it is necessary to house them temporarily while their new home is being built
- 9.7.7 the Developer will offer extra help and support for older people and / or disabled residents throughout the regeneration works.
- 9.7.8 the Developer will continue to maintain the homes of residents across the three neighbourhoods throughout the planning process until regeneration starts, including ensuring a high quality responsive repairs service.

- 9.7.9 Any growth in the number of homes will be consistent with the Council's Development Plan so that it is considered, responsible and suitable for the area.
- 9.7.10 As a not for profit organisation, the Developer will not profit from any regeneration and will use any surplus to provide more housing or improve existing neighbourhoods.
- 9.8 The Developer has made a detailed Residents' Offer (Appendix 3). They have also made a series of commitments on repairs and maintenance. These service elements, while not directly relevant to the Scheme, are of considerable importance to residents.
- 9.9 The Residents Offer details the Replacement Home Option which is offered to those resident homeowners who were living on one of the three Estates on the 27 May 2015 (when the Residents Offer was published). The Replacement Home Option confirms:
- 9.9.1 If you are currently a freeholder you will be offered a freehold on your new property.
- 9.9.2 If you are a leaseholder you will be offered a new long lease on your new property.
- 9.9.3 The Replacement Home will be at least as large as the home it replaces, unless you choose to move to a smaller home.
- 9.9.4 Every Replacement Home will have private outdoor space (i.e. a garden, balcony or roof terrace) irrespective of whether the original home had this or not.
- 9.9.5 If you live in a house you will be offered a house, if a flat a new flat and a maisonette a new maisonette.
- 9.9.6 The new home will have the same number of bedrooms as the existing home had when it was first built.
- 9.9.7 There will be a Replacement Home for every resident homeowner who chooses to stay.
- 9.9.8 They will be entitled to a £3,000 disturbance allowance.
- 9.10 The Developer has committed, where possible, to moving resident homeowners straight into their new Replacement Home, i.e. without the need to be temporarily housed. The phasing plans for all three Estates' regenerations have been designed to accommodate this

approach. For a small number of existing resident homeowners this may not be possible, for example as a consequence of their choice of location and its position in the phasing plan. The Developer may be able to offer a temporary home in their Estate or another part of Merton.

- 9.11 A disturbance payment of £3,000 will be available. Resident homeowners won't be charged rent in their temporary home as long as they agree to the terms set out in the Residents Offer regarding accepting the market value plus 10 per cent for their existing home, the value of the new home and the licence agreement for the temporary home.
- 9.12 The Council is satisfied that a strong Residents' Offer has been made that treats residents fairly and ensures communities within the Estates can remain consistent and cohesive after the regenerations.



10 **Human rights considerations**

10.1 Section 6 of the Human Rights Act 1998 prohibits a public authority from acting in a way which is incompatible with the rights and fundamental freedoms set out in specified provisions of the European Convention on Human Rights (the **Human Rights**).

10.2 The Human Rights likely to be engaged in the process of considering, making, confirming and implementing a compulsory purchase order include those under Article 6 (right to a fair and public hearing to determine a person's civil rights), Article 1 of the First Protocol (right to peaceful enjoyment of possessions) and Article 8 (right to respect for private and family life including a person's home).

10.3 Any interference with a Human Right must be necessary and proportionate. Compulsory purchase and overriding private rights must be justified by sufficiently compelling reasons in the public interest and must be a proportionate means of achieving the objectives of the Order. Similarly, any interference with rights under Article 8 (right to home life) must be "necessary in a democratic society" and proportionate. The requirements under the Convention are reflected in paragraphs 17 and 18 of the CPO Guidance:

*"17. A compulsory purchase order should only be made where there is a compelling case in the public interest. An acquiring authority should be sure that the purposes for which it is making a compulsory purchase order sufficiently justify interfering with the human rights of those with an interest in the land affected. Regard should be had, in particular, to the provisions of Article 1 of the First Protocol to the European Convention on Human Rights and, in the case of a dwelling, Article 8 of the Convention.*

*18. The confirming Minister has to be able to take a balanced view between the intentions of the acquiring authority and the concerns of those whose interest in land it is proposed to acquire compulsorily. The more comprehensive the justification which the acquiring authority can present, the stronger its case is likely to be. But each case has to be considered on its own merits and the advice in this Part is not intended to imply that the confirming Minister will require any particular degree of justification for any specific order. Nor will a confirming Minister make any general presumption that, in order to show that there is a compelling case in the public interest, an acquiring authority must be able to demonstrate that the land is required immediately in order to secure the purpose for which it is to be acquired."*

10.4 If a compelling case in the public interest can be demonstrated as the Council considers here, then this will meet the requirements of the Convention. In making this Order, the Council has carefully considered the balance to be struck between individual rights and the wider public interest. Having regard to the matters set out above a compelling case in the

public interest exists for the making and confirmation of the Order. Interference with Human Rights, to the extent that there is any, is considered to be justified in order to secure the economic, social and environmental benefits which the Scheme will bring, namely the creation of new, well designed, high quality neighbourhoods aimed at fundamentally improving the quality of life for existing and future generations living in the area. This coupled with the significant level of public consultation, and a robust, fair offer to residents in the Estates means the Scheme minimises the interference with the rights of those affected.

- 10.5 Appropriate compensation will be available to those entitled to claim it under the relevant statutory provisions.
- 10.6 In relation to the requirements of Article 6 (right to a fair and public hearing), these are satisfied by the statutory procedures which include rights to object and to be heard at any public inquiry and by the right to statutory challenge under the Acquisition of Land Act 1981.

## 11 Public Sector Equality Duty

- 11.1 In discharging its functions, the Council has a statutory duty under Section 149 of the Equality Act 2010 to have due regard to the need to;
- 11.1.1 eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
  - 11.1.2 advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
  - 11.1.3 foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 11.2 The "relevant protected characteristics" are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.
- 11.3 A full Equality Impact Assessment (**EqIA**) was undertaken as part of the Estates Local Plan. EqIAs (dated March 2022) have also been undertaken to re-examine the equalities impacts of the Scheme as a whole, with specific assessments carried out for each Estate.
- 11.4 The EqIAs have considered the impact upon protected groups whose lives may be affected by the acquisition of land and rights, by the construction of the Scheme and/or by the completed Scheme. The categories that could potentially be affected are: age, disability and race/belief.
- 11.5 However the EqIA concludes broadly that the impacts of the Scheme will be positive through:
- 11.5.1 opportunity to reduce overcrowding amongst its tenanted households. Overcrowding is proportionately more likely to affect households from the BAME community and so the regeneration provides an opportunity to address inequality in this area. Significant amenity and size improvements will be provided for residents, with all new homes built to current space standards with private outdoor space.
  - 11.5.2 the regeneration is an opportunity to provide new lifetime homes for all tenants, this will enable older tenants (and homeowners) to remain independent in their own homes for longer. New homes can be adapted to meet the specific needs of disabled residents, 10% of all new homes will be fully accessible and adaptable for wheelchair users.

- 11.6 Steps are being taken to ensure that the acquisition and relocation processes are applied in a fair and non-discriminatory way. However, it is acknowledged that the process of redeveloping the Estates itself is likely to have a negative impact on older, disabled and vulnerable residents, due to the requirements to move house, potentially more than once, if temporary accommodation is necessary during the construction period. The greatest impact on equalities will be the mechanics of the Estates' regeneration including: the residents' offer; moving existing residents into new homes; addressing overcrowding; and minimising disruption during this extensive process.
- 11.7 The Developer has committed to designing the Phases to minimise the need to "double decant" and where at all possible older, vulnerable or disabled tenants will only be asked to move once, straight in to a new home. Help will be provided to assist with such moves.
- 11.8 In promoting the Order and delivering Phase 2 and Phase 3 of the High Path Estate Scheme the Council and the Developer will seek to keep the existing community together with existing residents having a guaranteed right to return to a new home in their regeneration neighbourhood. The Ten Commitments and Residents Offer (discussed in section 9 above) provide a strong mechanism to achieve this.
- 11.9 The EqlA will continue to be monitored and reviewed throughout the progression of the proposals in order to ensure that any future impact can be measured and mitigated against as necessary.
- 11.10 To conclude, steps are being taken to ensure that the acquisition and relocation processes are applied in a fair and non-discriminatory manner. Steps will also be taken to minimise the adverse effects on protected groups during construction and any such effects suffered by surrounding ethnic minority businesses. The proposals will bring a range of benefits to disabled and other protected groups including in relation to enhanced access, housing provision, lifetime homes.

## 12 **Related Orders and Applications**

### **Road Closure Orders**

12.1 The Council envisages Stopping Up Orders will be required to successfully deliver Phases 2 and 3 of the High Path Estate regeneration.

12.2 Stopping Up orders will also be required in respect of later Phases 4, 5 and 6 of the redevelopment of the High Path Estate. All of these areas are shown on the Stopping Up plan at Appendix 5 to this Statement.

### **Further Information**

12.3 Those parties affected by the Order who wish to discuss matters with a representative of the Council should contact:

[REDACTED]

### **Inspection of the Order and Order Documents**

12.4 A copy of the Order, the Order Map and other documents may be viewed at:

London Borough of Merton

Civic Centre

London Road

Morden

SM4 5DX

**Definitions used in this Statement of Reasons**

**1976 Act:** Local Government (Miscellaneous Provisions) Act 1976;

**1990 Act:** Town & Country Planning Act 1990 (as amended);

**2022 CPOs** means the Order, the Eastfields Order and the Ravensbury Order;

**CPO Guidance:** Guidance on Compulsory Purchase and the Crichel Down Rules for the Disposal of Land acquired by, or under the threat of, Compulsion published in July 2019 by the Department for Levelling Up, Housing and Communities;

**Council:** the London Borough of Merton;

**Developer:** Clarion Housing Group, formerly Circle Merton Priory Homes and Merton Priory Homes;

**Eastfields Estate:** the Eastfields Estate, Mitcham as shown outlined in [ ] on the Estates' Plan;

**Eastfields Order:** the London Borough of Merton, Merton Estates' Regeneration, (Eastfields No.1) Compulsory Purchase Order 2022;

**Estates:** the Eastfields Estate, the High Path Estate and the Ravensbury Estate;

**Estates' Plan:** the plan showing all three Estates at Appendix [ ];

**High Path Estate:** the High Path Estate, South Wimbledon as shown outlined in [ ] on the Estates' Plan;

**NPPF:** the National Planning Policy Framework, July 2021;

**Order:** the London Borough of Merton (High Path No 1) Compulsory Purchase Order 2022;

**Order Land:** the land included within the Order and is shown on the plans appended to this Statement at Appendix 1;

**Phase 1** means the first Phase of the High Path Estate shown outlined in [ ] on the Phasing Plan;

**Phase 2** means the second Phase of the High Path Estate shown outlined in [ ] on the Phasing Plan which includes the Order Land;

**Phase 3** means the third Phase of the High Path Estate shown outlined in [ ] on the Phasing Plan;

**Phase 4** means the fourth Phase of the High Path Estate shown outlined in [ ] on the Phasing Plan;

**Phase 5** means the fourth Phase of the High Path Estate shown outlined in [ ] on the Phasing Plan;

**Phase 6** means the fourth Phase of the High Path Estate shown outlined in [ ] on the Phasing Plan;

**Phase 7** means the fourth Phase of the High Path Estate shown outlined in [ ] on the Phasing Plan;

**Ravensbury Estate:** the Ravensbury Estate, Morden as shown outlined in [ ] on the Estates' Plan;

**Ravensbury Order:** the London Borough of Merton, Merton Estates' Regeneration, (Ravensbury No.1) Compulsory Purchase Order 2022; and

**Scheme:** the Developer's proposals for regeneration of the Estates.

14      **Appendices**

Appendix 1 – Schedule and Order Map;

Appendix 2 - 10 Commitments in September 2014;

Appendix 3 - Developer's Residents' Offer published in May 2015;

Appendix 4 - Phasing Plan in respect of the High Path Estate;

Appendix 5 - Stopping Up plan; and

Appendix 6 – Estates' location plan.



**London Borough of Merton**  
**(Ravensbury No 1)**  
**Compulsory Purchase Order 2022**

**STATEMENT OF REASONS**

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## THE LONDON BOROUGH OF MERTON

### (RAVENSBURY NO. 1) COMPULSORY PURCHASE ORDER 2022

#### STATEMENT OF REASONS FOR THE MAKING OF THE ORDER

#### 1 Introduction and Background

- 1.1 This document is the Statement of Reasons prepared by the London Borough of Merton (the **Council**) which sets out the background to, and reasons for, the making of the London Borough of Merton (Ravensbury No.1) Compulsory Purchase Order 2022 (the **Order**) which is to be submitted to the Secretary of State for Housing Communities and Local Government for confirmation.
- 1.2 The Council has made the Order pursuant to Section 226 (1)(a) of the Town and Country Planning Act 1990 (the **1990 Act**) Section 13 of the Local Government (Miscellaneous Provisions) Act 1976 (the **1976 Act**) and the Acquisition of Land Act 1981. This Statement of Reasons is provided in compliance with paragraph 186 of the Department for Levelling Up, Housing and Communities "Guidance on Compulsory Purchase Process and The Crichton Down Rules" July 2019 (the **CPO Guidance**).
- 1.3 The Council's purpose in making the Order, and seeking its confirmation by the Secretary of State for Housing, Communities and Local Government, is to enable the Council to acquire compulsorily the land and the new rights over land included in the Order (the **Order Land**) to facilitate the regeneration of the Ravensbury Estate.
- 1.4 The Ravensbury Estate regeneration forms part of the wider Estates Regeneration Programme (the **Scheme**) proposed by the Clarion Housing Group (the **Developer**) in the borough. The Scheme seeks to deliver the regeneration of three residential housing estates in the London Borough of Merton, those being the Ravensbury Estate, the High Path Estate and the Eastfields Estate (together to be known as **the Estates** for the purpose of this document).
- 1.5 In order to secure the delivery of the Scheme, the Council intends to make a number of Compulsory Purchase Orders (**CPOs**) for the acquisition of third party property and rights on the Estates. The CPOs will be phased to reflect the Developer's proposed construction programme for the Scheme from 2022 – 2034.
- 1.6 In conjunction with this Order, the Council is also bringing forward the London Borough of Merton (Ravensbury No.1) Compulsory Purchase Order 2022 (the Ravensbury Order) and The London Borough of Merton (Eastfields No.1) Compulsory Purchase Order 2022 (the

Eastfields Order) (together with this Order, the 2022 CPOs) as part of the next phase of redevelopment across the three Estates.

### **The Developer**

- 1.7 The Scheme will be delivered and financed by the Developer. Although the term 'Developer' is used at all times in this Statement of Reasons, many of the actions attributed to Clarion/the Developer will in practice have been undertaken by former manifestations of the organisation which is now known as Clarion, in particular Merton Priory Homes or Circle Housing Merton Priory.
- 1.8 Merton Priory Homes (also known as Circle Housing Merton Priory) was formed in 2010 as a result of the transfer of the Council's social housing stock to Merton Priory Homes, which became a subsidiary within the Circle Housing Group. In November 2016, the Circle Housing Group (the parent company of Merton Priory Homes) merged with the Affinity Sutton Group to form a new parent company, Clarion Housing Group Ltd (this is a charitable housing association). Clarion Housing Group is comprised of various companies, which together form the largest housing group in the country, holding over 125,000 homes.

### **Evolution of the Scheme**

- 1.9 Pursuant to an agreement dated 22 March 2010, the Council's social housing stock was transferred to the Developer (the **Stock Transfer Agreement**). The Stock Transfer Agreement between the Council and the Developer included a legal obligation requiring the Developer to undertake a programme of property improvements known as Decent Homes; these are well underway across the transferred housing stock.
- 1.10 Whilst considering the programme of improvement that needed to be undertaken, stock condition surveys undertaken on behalf of the Developer gave rise to concerns as to whether refurbishment was actually a viable option or whether, in some circumstances it might be more beneficial and sustainable to replace homes in the poorest condition with new properties. In 2013 the Developer began exploring regeneration-based alternatives for the housing stock on the Estates.
- 1.11 Since 2014, the Council has been exploring the regeneration of the Estates in consultation with residents, the Mayor of London's office, Transport for London and other interested parties as well as with the Developer. The Developer has also been actively consulting and engaging with residents and homeowners on the Estates about the possibility of regeneration. As well as active engagement, the Council have analysed the evidence provided by the Developer to support the case for regeneration. The Council and the Developer signed the 10 Commitments in September 2014 (Appendix 2) which have

provided the backbone of the project to ensure that residents remain at the heart of decision-making.

1.12 In order to take the Scheme forward, the Council took the in-principle decision to explore the production of an 'Estates Local Plan'. In January 2016, the Council resolved to consult on the draft Estates Local Plan. The Council then undertook to prepare and consult on the Estates Local Plan to guide and support the regeneration of the Estates. The Estates Local Plan was formally adopted by the Council as part of the Development Plan in February 2018.

### **The Scheme**

1.13 The Scheme is an ambitious regeneration project that is supported by the Council. It represents a significant long-term investment which sees the existing residents being at the heart of the regeneration project. The Scheme will provide sustainable communities through the creation of new, well designed high quality neighbourhoods aimed at fundamentally improving the quality of life and life-chances for existing and future generations living in the Estates. The Council believes that the Scheme will provide significant social, economic and environmental improvements for existing residents.

1.14 The Scheme envisages the provision of up to 2,704 new homes. The breakdown of these new homes is as follows:

- High Path Phase 1 (Kickstart): 134 homes;
- High Path Phases 2 –7: up to 1570 homes;
- Ravensbury Phase 1 (Kickstart) 21 homes;
- Ravensbury Phases 2-4: 179 homes; and
- Eastfields: up to 800 homes.

1.15 Phase 1 of Ravensbury Estate has already been carried out and no compulsory purchase order was required. Reserved matters for Ravensbury Phases 2-4 and the current detailed design plans for 179 new homes in Phases 2-4 were approved on 9 December 2019. Ravensbury Phase 2 has commenced but a further small parcel of unregistered land is required (for access purposes) to be acquired in connection with that Phase. As such, Ravensbury Estate Phase 2 is therefore the subject of the Order, together with Phases 3 and 4. However when the Council refers to benefits of the Order in this Statement of Reasons, such reference is to Ravensbury Phases 3 and 4 only, as there is no impediment to the delivery of housing on Ravensbury Phase 2.

- 1.16 In respect of Eastfields Phase 1, a revised outline planning permission for this element of the Scheme was obtained on [ ] March 2022. Reserved matters for Eastfields Estate Phase 1 was submitted on 14 December 2021 to which the Order relates, for the construction of 201 new homes. A decision is expected in March/April 2022.
- 1.17 Reserved matters were also approved on 3 October 2019 for the majority of High Path Phase 2 for the construction of 113 new homes. Reserved matters for the Nelson Grove Road Garages, which form part of construction Phase 2 and is referred to a Phase 2A, have been submitted and were validated on 16 February 2022 (ref: 22/P0085).
- 1.18 In respect of High Path Phase 3, revised outline planning permission for this element of the Scheme was obtained on 21 January 2022 and reserved matters for High Path Phase 3 are due to be submitted in Summer 2022.
- 1.19 Throughout the Scheme there will be no loss of social/affordable housing, indeed, the number of social/affordable bed-spaces provided will increase as the Developer addresses historic overcrowding in the three Estates, when rehousing the existing social/affordable tenants.
- 1.20 All of the Developer's existing social/affordable tenure tenants and resident homeowners have been given the opportunity to stay in new homes in the newly regenerated Estates. This is the case on all three Estates. This 'offer' is consistent with the Developer's Residents' Offer published in May 2015 a copy of which is attached at Appendix 3.
- 1.21 The Council supports the Scheme and is convinced that it will contribute significantly to improving the economic, social and environmental well-being of the area.
- 1.22 The Developer is in discussions with residents and the Council about amended the Scheme in respect of Phases 4-7 of High Path. However, the Developer has confirmed its commitment to delivering redevelopment pursuant to the 2022 CPOs and delivery of such is not contingent on any new or revised planning permission being granted for Phases 4-7.

### **The Order**

- 1.23 The Order forms parts of the first CPOs brought forward in respect of the Scheme, in conjunction with the Eastfields Order and the High Path Order and relates to land comprising part of the Ravensbury Estate (the **Order Land**). The Order Land comprises part of Phases 2 to 4 of the Ravensbury Estate - see the Phasing Plan at Appendix 4. The Order Land includes all of the new homes being proposed as part of Phases 3 and 4.
- 1.24 The Council supports the Order; the acquisition of the Order Land will facilitate delivery of new and significantly improved housing for existing tenants and homeowners on part of

the Ravensbury Estate and will also allow enable regeneration of other parts of the Ravensbury Estate to come forward, since the homes provided on the Order Land will enable the relocation of existing residents in subsequent phases of the Ravensbury Estate regeneration.

1.25 Phases 2 to 4 of which the Order Land forms part, will facilitate delivery of 179 new homes on the Ravensbury Estate and on Phases 3 and 4 which are yet to commence, 51 new homes will be affordable rented/social rented and 74 new homes will be private homes. All of these homes are part of the Order Land. Phase 1 (the Kickstart Site).

1.26 The overall break down of Phases in the Ravensbury Estate is:

- Phase 1: 21 homes
- Phase 2: 54 Homes;
- Phase 3: 51 Homes; and
- Phase 4: 74 Homes

1.27 On 15 January 2018, the Council's Cabinet resolved 'in-principle' for the Council to use its compulsory purchase powers, if necessary, to bring forward the Scheme. This resolution was ratified by full Council on 7 February 2018, although full Council subsequently acknowledged on 2 February 2022, that their further ratification was not required in order to make futures orders to carry out the Scheme in line with the statutory framework governing the making of CPOs under section 226 of the Town and Country Planning Act 1990 and the Council's constitution. The Cabinet then passed a resolution on [21 March 2022] for the Council to make the Order as described in this Statement in respect of the Order Land specifically.

## 2 Ravensbury Estate – Existing and Proposed Regeneration

### The Estate – Existing

- 2.1 The Ravensbury Estate covers a total area of 4.58 hectares and is located in the Ravensbury ward. The perimeter of the Ravensbury Estate is bound by the curved alignment of the busy Morden Road to the north and west. Part of Ravensbury Park abuts the estate to the South and Morden Road Industrial Estate is located to the east. The Ravensbury Estate sits just to the north of the River Wandle and the Estate is a quiet residential area with no through road. The Ravensbury Estate is on a predominantly level site, with private gardens to houses and green spaces surrounding the flatted blocks. It is almost entirely enveloped by a skyline of large mature trees.
- 2.2 A small parcel of land within the Ravensbury Estate (along the northern and western part of the site) is identified as being within the Wandle Valley Conservation Area; and it is adjacent to Ravensbury Park, which also falls within the Wandle Valley Conservation Area. No existing buildings within the Ravensbury Estate are located on the small parcel of land that lies within the Wandle Valley Conservation Area, and therefore no buildings will be demolished within the Conservation Area boundary. Furthermore, no new buildings will be erected within the Conservation Area boundary. There are no statutory or locally listed buildings falling within the Ravensbury Estate, although there are listed buildings within the vicinity.
- 2.3 The Ravensbury Estate, as a whole, originally consisted of 192 existing residential units which were a mixture of two storey semi-detached and terraced family sized houses, two storey flats and Ravensbury Court a four storey block of flats and maisonettes. The flat blocks and terraced houses have a brick construction. The semi-detached houses are of Orlit construction. Orlit is a prefabricated reinforced concrete method of construction that was common after the Second World War. Approximately 85% of the properties within the area of the Ravensbury Estate that is being redeveloped are tenanted and the rest privately owned.
- 2.4 There is an existing community room on the Ravensbury Estate situated at ground floor level, along Ravensbury Grove (western side). The community room provides approximately 84.5 sqm of floor space. Surrounding the residential properties are areas of amenity grassland, informal planting beds, scattered semi-mature trees and hard standing consisting of pavements, roads and car parking.
- 2.5 Vehicular access to the Ravensbury Estate is from Ravensbury Grove, which runs north to south through the Ravensbury Estate. Ravensbury Grove is an internal road, which is connected at the north to Morden Road which is one of the main vehicular access roads



within the area. The Ravensbury Estate is accessible on foot either from along Morden Road or from the pedestrian footpath along the edge of the River Wandle. There is also an existing pedestrian bridge connecting the Ravensbury Estate to the footpath along the edge of the River Wandle.

- 2.6 The Ravensbury Estate was constructed quickly in two phases during the 1950s, using prefabricated building methods as a response to the Post-War housing shortage. The second phase of flats and houses reverted to a more traditional construction method. Cavity wall insulation and new UPVC windows were added in the 1980s and early 1990s but otherwise there have been no additions or changes to the buildings on the Ravensbury Estate since those original constructions.

### **Proposed Regeneration**

- 2.7 Redevelopment of the Ravensbury Estate has already commenced pursuant a planning permission granted on 9 May 2017 (ref: 16/P1968) which provides for delivery of Phase 1 of the Ravensbury Estate regeneration programme (the **Ravensbury Kickstart Phase**).
- 2.8 The Ravensbury Kickstart Phase involves the demolition of garages on Ravensbury Grove and the demolition of existing flats at 64-70 Ravensbury Grove (together the **Kickstart Area**). The redevelopment of the Kickstart Area provides 21 new residential units with associated vehicular access, parking, cycle and refuse storage and landscaping. The objective of the Ravensbury Kickstart Phase is to provide housing for residents from the existing Ravensbury Estate as later phases of the Estate's redevelopment take place ensuring that, so far as possible, no resident has to move twice.
- 2.9 The remaining Phases (2-4) of the Ravensbury Estate were granted outline planning permission on 29 April 2019 (ref: 17/P1718), along with the remaining phases of the High Path Estate (ref 17/P1721) and the whole of the Eastfields Estate (ref 17/P1717). The planning position is set out in more detail at section 5 to this Statement.
- 2.10 Of the 192 original dwellings on the Ravensbury Estate, 101 are proposed to be demolished and the land upon which they are situated will be redeveloped. 97 of these existing dwellings will be demolished as part of Phases 2-4 of the Ravensbury Estate regeneration. The remaining 4 properties have also been demolished as part of Phase 1 of the regeneration of Ravensbury Estate.
- 2.11 91 properties on the Ravensbury Estate will be retained. These comprise a three and four storey 'walk up' maisonette flat / block (known as Ravensbury Court) (59 properties), which lies on the eastern side of Ravensbury Grove, 22 properties on Hengelo Gardens and 10 properties Ravensbury Grove. All of these properties are built using brick and

traditional methods of construction and they are all in sufficiently good condition that redevelopment is not required.

2.12 The core elements of the Ravensbury Estate's regeneration are as follows:

- 2.12.1 Demolition of all buildings within the red line boundary of the outline planning application site, which equates to the demolition of 97 existing homes and the existing community room. Homes to be demolished as part of the outline proposal include 86 affordable and 11 private homes. It is anticipated that the community room will be demolished as part of Phase 4. An additional 4 homes have also been demolished as part of Phase 1 (resulting in the demolition of 101 existing homes across all Phases in total).
- 2.12.2 Homes along Hengelo Gardens, and 1-11 (odd) and 56-62 (even) Ravensbury Grove are to be retained, (91 homes in total). Homes to be retained include 42 affordable and 49 private homes.
- 2.12.3 Provision of 179 new homes in a mix of houses and flats in Phases 2-4 of which there will be 125 new homes in Phases 3 and 4 all of which will be on the Order Land.
- 2.12.4 Provision of 21 new homes in Phase 1 (the **Kickstart Site**).
- 2.12.5 A total of 92 of the 179 additional residential units in Phases 2-4 are required by the S106 agreement related to the Outline Planning Permission to be affordable units. However, the Developer will be providing 100 of these 179 new homes as affordable housing units which comprises 55.9% on a unit basis or 57.3% on a habitable room basis;
- 2.12.6 A community room will be constructed and will provide up to 159 sqm of D1 community floor space, almost double the size of the existing facility; and
- 2.12.7 A total of 22,681.2 sqm of public open space, private amenity space and semi-private amenity space will be provided.

2.13 The redevelopment of the Ravensbury Estate will come forward in four phases. The phases have been designed to ensure minimum disruption to existing residents. The phasing proposed is:

- 2.13.1 Phase 1            21 Units    2018-2020 (already completed)

2.13.2 Phase 2 54 Units 2020 – 2022 (underway)

2.13.3 Phase 3 51 Units 2022 - 2024

2.13.4 Phase 4 74 Units 2023 - 2025:

2.14 A Phasing Plan in respect of the Ravensbury Estate is appended at Appendix 4 to this Statement.

### 3 **Order Land and Rights to be acquired**

3.1 Full details of the owners and their outstanding interests to be acquired by the Council to facilitate the delivery of Phases 2 to 4 of the Ravensbury Estate regeneration, together with the new rights that need to be acquired, are contained in the Schedule to the Order and shown on the Order Map. The Developer has successfully negotiated the purchase of all other interests in the Order Land to facilitate the delivery of Phases 2 to 4.

#### **Order Land**

3.2 The land proposed to be acquired is shown coloured pink on the Order Map. The Order Land is required to deliver Phases 2 to 4 of the Ravensbury Estate regeneration. Details of those interests that have not been acquired by private treaty negotiations are contained in Table 1 of the Schedule to the Order attached at Appendix 1.

3.3 The Order Land includes small areas of unregistered land. The Council has been unable to trace the owners despite making diligent enquiries. None of the unregistered land is occupied by any residents or businesses.

#### **Rights of Light and new Rights**

3.4 The land over which new rights are sought as part of the regeneration of the Ravensbury Estate are shown coloured blue on the Order Map (the **Blue Land**). Details of the interests in the Blue Land to be compulsory acquired and those properties that may benefit from rights of light over the Order Land that will need to be acquired are contained in Table 2 of the Schedule to the Order attached at Appendix 1.

3.5 The rights in respect of the Blue Land are proposed to be acquired to allow cranes to over sail that land during the construction process. The affected in respect of any new rights or rights to light will not be redeveloped pursuant to the Order and there is no need to acquire the physical land itself. As with the property acquisitions, negotiations to secure these rights by private treaty agreement are ongoing and will continue in parallel with the formal CPO process.

#### **The Order Map**

3.6 The Order Map identifies the Order Land and the Blue Land. Individual plot boundaries and numbers on the Order Map correspond with the Schedule. In addition, the Schedule lists other parties who may have a qualifying interest in the Order Land where known after reasonable enquiry. The Schedule has been based on information gathered through site inspections and enquiries, responses to notices issued under section 16 of the 1976 Act and inspection of Land Registry documents. There has been an extensive enquiry to

identify land interests, but it is recognised that currently unknown interests may emerge in the course of proceeding with the compulsory purchase process.

## 4 The Need for Development and Regeneration

4.1 There is a real and present need for new housing, both in London generally and also specifically in the London Borough of Merton. Indeed, the Estates Local Plan expressly recognises the position in the following terms (at Paragraph 1.20):

*'There is a **substantial demand** for new homes in London and the south east. Increasing the supply of new homes to meet housing needs is a longstanding and well documented policy driver for successive governments'* (emphasis added).

4.2 It is against this backdrop that the Council has resolved to pursue the Scheme, with the intention being that the Estates Local Plan 'will help deliver new homes for existing and future residents, helping Merton to meet its share of London's new homes of all types, sizes and tenures' (Paragraph 1.20).

4.3 In this regard the London Plan identifies a level of housing need of 52,300 new homes per annum across London, with a need of 918 homes per annum within Merton.

4.4 As such, it is evident that the need for more and better housing in Merton is pressing.

4.5 Both the Scheme more generally, and the regeneration of the Ravensbury Estate specifically, will increase housing provision and so materially contribute towards meeting this housing need.

### **Condition of Estates**

4.6 As already noted earlier in this Statement, when the Developer acquired responsibility for all of the Council's housing stock, they committed to improve the accommodation as well as the quality of life for residents. However, as explained, in working towards this goal, stock condition surveys undertaken identified that significant refurbishment and maintenance was required. The Developer therefore began a comprehensive review across all the various housing estates for which it was responsible which included the three Estates, to determine whether refurbishment was viable or whether it might be more beneficial and sustainable to replace homes in the poorest condition with new properties.

4.7 The Developer has undertaken technical surveys and financial planning work, which concluded that not only significant refurbishment, but also significant ongoing maintenance work and financial investment would be needed to raise – and keep – the housing stock to the required standard. Whilst incremental refurbishment works would improve the internal housing quality in the short to medium term, comprehensive regeneration and redevelopment was determined to be the most effective way of delivering long term sustainable Decent Homes.

4.8 As already noted, on 7 February 2018, the Council adopted Estates Local Plan, which now forms part of the Council's Local Plan alongside its Core Planning Strategy and Sites and Policies Plan. The Estates Local Plan was adopted with the intention that it would guide redevelopment proposals for the Estates that come forward in the next 10-15 years, in order to ensure that development proposals create well designed, high quality neighbourhoods aimed at fundamentally improving the quality of life for existing and future generations living in the area. At the heart of the Estates Local Plan is an acknowledgment that the existing housing stock on the Estates is largely sub-standard and that regeneration is the most viable option for delivering housing to Decent Homes Standards.

#### **Case for regeneration at the Ravensbury Estate**

4.9 As already noted, the Ravensbury Estate was constructed in two phases in 1950s, and the life span of much of the existing building stock on the Ravensbury Estate is limited. Continual repair and upgrade work is required to meet habitable standards of living. Specific housing stock issues include the following:

- 4.9.1 There are a high number of Orlit homes on the western half of the Ravensbury Estate. Orlit is a prefabricated reinforced concrete method of construction that was common after the Second World War. Under the Housing Defects Act 1984, Orlit homes are classed as defective. This means that mortgage lenders will not offer security against them, similarly the developer face difficulties in obtaining securitisation on such properties. Orlit homes are no longer fit for meeting housing needs in the medium to long term.
- 4.9.2 Condition surveys completed identified a number of hazards within the units including damp, mould, excess cold, crowding, entry by intruders, provision of amenities, sanitation, falls on level surfaces and stairs. Defects were also noted to wall finishes, windows, boilers and external doors.
- 4.9.3 Baily Garner LLP conducted internal surveys in 2015 which identified that 16% of kitchens and 33% of bathrooms were deemed old and in poor condition. 66% of boilers were also deemed old and at the end of their life.
- 4.9.4 A 2015 Housing Needs Survey concluded that 85 existing households lived in "unsuitable" housing; overcrowding was cited as the principal cause, emphasising the need not only to improve, but also increase the amount of available housing stock.

- 4.10 Access at the Ravensbury Estate is also a fundamental issue. There are no direct pedestrian links between the Ravensbury Estate and Morden Road other than a narrow alley from Rutter Gardens or the much longer route via Ravensbury Grove. Access to Wandle Road, where the frequent 118 bus route can be accessed, requires a circuitous route through the park or using the back alley. The route from Morden Hall Park through or past the Ravensbury Estate to Ravensbury Park is also poorly defined, with the entrance to Ravensbury Park being narrow and unclear. Within the Ravensbury Estate it is not clear that there are pedestrian routes through it, connecting it with its surroundings.
- 4.11 As a result of the initial work conducted by the Developer to identify which Estates within their Merton portfolio were most in need of work, the Ravensbury Estate was determined to be of the utmost priority.

### **Alternatives Considered**

- 4.12 In deciding on a partial regeneration of the Ravensbury Estate, two alternative options were considered:
- 4.12.1 Full regeneration; and
  - 4.12.2 Refurbishment (to either decent Homes Standard or an 'enhanced standard').
- 4.13 No consideration was given to a "do nothing" approach.
- 4.14 Full regeneration was not considered to be a reasonable alternative because:
- 4.14.1 There are 72 Orlit houses on the Ravensbury Estate which are all located on the western portion of the Estate (to the west of Ravensbury Grove). The homes located on the eastern portion (to the east of Ravensbury Grove), which contains Ravensbury Court and Henglo Gardens, are not of Orlit construction, and are in good repair so that they do not need to be replaced. These form their own block with good separation distances between it and the other properties on the Ravensbury Estate. As such, the demolition and redevelopment of that part of the Estate which requires regeneration can take place, whilst leaving Ravensbury Court and Henglo Gardens unaffected from a structural and physical point of view.
  - 4.14.2 The western portion of the Ravensbury Estate comprises predominantly tenanted properties in the Developer's ownership. At the time of the original analysis there were only 11 leaseholders or freeholders. This



significantly reduces the number of third party interests that need to be acquired, helping to reduce associated site assembly costs.

4.14.3 Given specific housing needs requirements associated with re-providing homes to the leaseholders and freeholders that would be subject to acquisition, there are limitations on the quantum of residential accommodation that can be appropriately provided on the Ravensbury Estate. The results of this analysis indicated that a full regeneration would not be able to generate a significant further uplift in residential floorspace. The inability to deliver a significant increase in the number of homes means the site assembly costs associated with acquiring properties in Ravensbury Court and Hengelo Gardens become comparatively expensive. This, combined with the significantly higher costs of undertaking a full redevelopment, would mean that a full regeneration would not be viable, justified or effective.

4.15 Refurbishment was discounted due to the significantly high cost, over £36,000,000. Whilst refurbishment would improve the quality of the existing stock, the longevity of the improvements would be limited before the condition began to decline again (so that significant further investment would be required). Refurbishment works alone offer very limited potential to optimise the housing potential of the Ravensbury Estate as a whole.

4.16 The Developer has decided that partial regeneration is the most cost effective way of delivering longer term sustainable Decent Homes through the provision of new, well designed, energy-efficient homes that will meet the needs of residents now and in the future.

4.17 An assessment carried out for the Developer by Savills dated October 2016 concluded partial regeneration was considered to be the most appropriate in terms of delivering key planning policy objectives at national, regional and local levels as it is the only option that is able to deliver significant increases in the quality and quantity of residential accommodation, as well as improvements to the general environment of the Ravensbury Estate.

#### **Improvements delivered by the Ravensbury Estate Regeneration**

4.18 The Ravensbury Estate regeneration is consistent with the Estates Local Plan. The Estates Local Plan sets out that regeneration will be expected to provide a range of choices and benefits including:

4.18.1 high quality well designed neighbourhoods;

- 4.18.2 wider housing mix;
- 4.18.3 private outdoor space for all residents;
- 4.18.4 better quality green spaces and community facilities; and
- 4.18.5 job creation opportunities.

4.19 The proposed redevelopment will also be an opportunity to provide much needed new homes by making more efficient use of brownfield land, improving the quantity, quality and mix of new homes on the Ravensbury Estate.

4.20 The Ravensbury regeneration:

- 4.20.1 optimises the housing potential of the Ravensbury Estate and ensures that this large brownfield site is used effectively, delivering a net uplift of up to 100 homes (and no net loss of affordable housing) helping to meet the increased housing need in Merton, and London as a whole;
- 4.20.2 has a high quality design, with the overall proposed scale, massing and design of the proposed development being fully supported by the Council's Urban Design team. The proposal was also presented to the 'Design Review Panel' on September 2016. A summary of the review revealed that the Ravensbury Estate masterplan performed well against the 'Build For Life' 12 questions, which offer a tool kit aimed at assessing residential quality for new developments;
- 4.20.3 includes improvements in terms of access that will ensure improvements to pedestrian routes across the Ravensbury Estate and to nearby parks, bus and tram stops, with routes being linked into the proposed and existing street networks. The entrance into the Ravensbury Park has also been sensitively planned into the wider scheme to provide a positive contribution in terms of legibility and provide enhanced amenity, safety and overall biodiversity the surrounding open space;
- 4.20.4 provides a good level of community space and open space;
- 4.20.5 includes a Design Code which sets key principles and design parameters that inform and control the design for future reference in the Reserved Matters applications and the detailed design of future phases. These include; landscape and public realm, built form, architectural quality and materials and building typologies.

4.21 The Estates Local Plan also makes it clear that any regeneration proposals that come forward should include a commitment to keeping the existing community together in each neighbourhood, as well as for existing residents to have a guaranteed right to return to a new home in their regenerated neighbourhood. The Ravensbury Estate regeneration provides for precisely such a commitment.

## 5 **Planning considerations**

- 5.1 In making the Order, the Council has had regard to its statutory development plan and other relevant local policy and guidance, together with other material considerations as required by Section 38(6) of the Planning and Compulsory Purchase Act 2004 and Section 70(2) of the 1990 Act. A comprehensive appraisal of the Scheme and all relevant planning policy is set out in the Officer's report to the Council's Planning Committee on 8 March 2018.
- 5.2 Planning permission was granted for the Scheme through three outline planning permissions: references 17/P1717, 17/P1718 and 17/P1721 on 29 April 2019. Two Kickstart planning permissions were granted for the Kickstart Area at Ravensbury and the High Path Phase 1 site on 9 May 2017 and 5 October 2017 respectively.
- 5.3 All planning permissions are linked with one overarching Section 106 agreement which was completed on 26 April 2019.
- 5.4 Given that outline planning permission has been granted for the Scheme, and for the development that underpins the Order on the Order Land in particular, the following paragraphs do not address planning issues at length, but instead summarise briefly the key planning policy objectives.

### **Estates Local Plan**

- 5.5 The Estates Local Plan forms part of the Council's Local Plan and sits alongside its Core Planning Strategy, Sites and Policies Plan and the South London Waste Plan.
- 5.6 The Estates Local Plan primarily guides how new homes will be delivered via a coordinated strategy considering the social, economic and environmental opportunities and provides the framework for sustainable development of these areas. The regeneration of the Estates as a single comprehensive programme has been presented to the Council as the basis of being able to deliver regeneration.
- 5.7 The Estates Local Plan sets out the overarching vision that underpins the whole Estates regeneration:
- 5.8 The Estates Local Plan also sets out an overarching "Case for regeneration" of the Estates, which makes it clear that the existing housing stock faces a multitude of shortcomings.
- 5.9 The Estates Local Plan goes on to identify a vision for each Estate and in particular with reference to the Ravensbury Estate (Policy OEP1 (b) (iii) page 28) states:

*Ravensbury will be a Suburban Parkland Setting. The creation of a new neighbourhood that relates well to the wider parkland and which protects and enhances local heritage, landscape quality and biodiversity. Characterised by buildings arranged as traditional streets and spaces that improve links to the surrounding area, allow for the landscape to penetrate the site whilst simultaneously improving flood mitigation and increasing the number of homes whilst retaining the character of its suburban parkland setting.*

### **National Planning Policy Framework**

- 5.10 The revised NPPF was published in July 2021. As national policy, the document aims for sustainable development to strengthen and support the economy, communities and the environment (paragraphs 7 and 8).
- 5.11 Paragraph 8 of the NPPF defines the three over-arching objectives of the planning system to deliver sustainable development:
- 5.11.1 Economic – helping to build a strong economy by ensuring that enough of the right type of land is available in the right places;
  - 5.11.2 Social – supporting communities by ensuring that a sufficient number and range of homes can be provided and fostering a well-designed and safe built environment; and
  - 5.11.3 Environmental – protecting and enhancing the environment by making effective use of land, helping to improve biodiversity, using natural resources prudently and minimising waste and pollution.
- 5.12 The Scheme is consistent with sustainable development principles of the NPPF.

### **London Plan**

- 5.13 The Mayor of London's new London Plan was formally adopted in 2021. The current version was published in March 2015 (consolidated with amendments since 2011). It provides a strategic spatial strategy within Greater London and forms part of the Council's development plan. The London Plan sets out a number of objectives:
- 5.13.1 building strong and inclusive communities;
  - 5.13.2 making the best use of land;
  - 5.13.3 creating a healthy city;

5.13.4 delivering the homes Londoners need;

5.13.5 growing a good economy; and

5.13.6 increasing efficiency and resilience.

5.14 The Scheme will play a key role in achieving the objectives under both the London Plan.

### **Core Planning Strategy**

5.15 The Core Planning Strategy forms part of the Council's Local Plan and sets out the spatial strategy for the borough and the key elements of the planning framework.

5.16 Strategic Objective 3 of the Core Planning Strategy is:

*"To provide new homes and infrastructure within Merton's town centres and residential areas, through physical regeneration and effective use of space. This will be achieved by a range of actions including through the delivery of higher density new homes that respect and enhance the local character of the area."*

5.17 The Scheme is not only consistent with Strategic Objective 3 but it is also supported by key Core Planning Strategy policies such as CS9 (Housing Provision), CS8 (Housing Choice) and DMH2 (Housing Mix).

5.18 Also of relevance to the Scheme is the Council's draft Local Plan which was submitted to the Secretary of State on 2 December 2021. The Examination in Public will take place in 2022.

5.19 The key strategic housing policies which support the Scheme in the draft Local Plan include H11.1 (Housing Choice) and H11.2 (Housing Provision). Once adopted, these strategic policies will replace the Council's Core Planning Strategy. The draft Local Plan will not supersede any policies in the Estates Local Plan.

### **Other Relevant Policy and Guidance**

5.20 The Mayor of London's Housing Supplementary Planning Guidance (March 2016, updated August 2017) includes the guidance relevant to estate regeneration. The guidance states the overarching objectives for any estate regeneration scheme will usually be to:

5.20.1 deliver safe and better quality homes for local people;

5.20.2 increase the overall supply of new and affordable homes; and

5.20.3 improve the quality of the local environment through a better public realm and provision of social infrastructure (e.g. schools, parks, or community centres).

5.21 The Scheme and the Ravensbury Estate regeneration comply with these objectives.

**Conclusions**

5.22 Both the Scheme, the proposed regeneration of the Ravensbury Estate, and the regeneration of the Order Land () in particular benefit from strong policy support at national, regional and local level. The development plan and other relevant local policy and guidance all support the Ravensbury Estate regeneration as proposed and the Council is satisfied there is no viable alternative to deliver its benefits.

6 **Explanation of the use of the enabling powers**

- 6.1 Section 226 of the 1990 Act confers power on a local authority to acquire land compulsorily for development and other planning purposes.
- 6.2 Section 226(1)(a) of the 1990 Act allows a local authority to acquire compulsorily any land within its area if the acquisition will facilitate the carrying out of development, re-development or improvement on or in relation to that land.
- 6.3 The power to acquire land compulsorily conferred by Section 226(1)(a) of the 1990 Act is subject to subsection (1A), which provides that the acquiring authority must not exercise the power unless it thinks that the proposed development, redevelopment or improvement is likely to contribute to the achievement of any one or more of the following objectives:
- 6.3.1 the promotion or improvement of the economic well-being of its area;
  - 6.3.2 the promotion or improvement of the social well-being of its area;
  - 6.3.3 the promotion or improvement of the environmental well-being of its area.
- 6.4 The CPO Guidance states that a compulsory purchase order should only be made where there is a compelling case in the public interest.
- 6.5 The CPO Guidance provides recommendations to acquiring authorities on the use of compulsory purchase powers and the Council has taken full account of this guidance in making this Order.



## 7 Justification for the use of CPO powers

7.1 The purpose of the Order is to secure the acquisition of all relevant interests in the Order Land to facilitate the vital redevelopment of the Ravensbury Estate.

7.2 If the relevant interests are not able to be acquired the redevelopment of the Phases 2 to 4 element of the Scheme would be severely compromised as the units to be acquired lie within the main redevelopment area of these parts of the Estate. Seeking to construct new development around these few outstanding interests would not only compromise the construction process but it would also compromise the Council's aims to deliver the wider regeneration benefits of the comprehensive redevelopment of the estate. It would severely impact on the place-making benefits, the wider social benefits, the delivery of affordable housing, the delivery of higher quality homes - the existing units are of Orlit construction and will remain unsuitable accommodation so the wider benefits for tenants would be lost.

7.3 The Council is convinced that there is a compelling case in the public interest for the making of the Order and that, if confirmed, the Order would strike an appropriate balance between public and private interests in that the development will make a positive contribution to the promotion or achievement of the economic, social and environmental well-being of its area. For those private interests that will be the subject of the CPO, the Council is satisfied that the Residents' Offer and the Developer's 10 Commitments adequately addresses the loss of those interests.

7.4 The overarching consideration for the Secretary of State in deciding whether an Order should be confirmed is set out in paragraph 12 of the CPO Guidance:

7.4.1 *"A compulsory purchase order should only be made where there is a compelling case in the public interest.*

7.4.2 *An acquiring authority should be sure that the purposes for which it is making a compulsory purchase order sufficiently justify interfering with the human rights of those with an interest in the land affected. Regard should be had, in particular, to the provisions of Article 1 of the First Protocol to the European Convention on Human Rights and, in the case of a dwelling, Article 8 of the Convention."*

7.5 In the context of that overarching consideration, having regard to Paragraph 106 of the CPO Guidance, the following issues should be considered:

7.5.1 whether the purpose for which the land is being acquired fits with the adopted planning framework for the area;

- 7.5.2 the extent to which the proposed redevelopment of the Ravensbury Estate would contribute to the achievement of the promotion and/or improvement of the economic, and/or social, and/or environmental well-being of the Council's area;
- 7.5.3 the potential financial viability of the proposal to redevelop the Ravensbury Estate, general funding intentions and the timing of available funding;
- 7.5.4 impediments to implementation of the proposed regeneration and whether that regeneration has a reasonable prospect of going ahead; and
- 7.5.5 whether the purposes for which the proposed Order Land is to be acquired could reasonably be achieved by any other means within a reasonable timeframe.

7.6 The issues summarised above are addressed below.

**Whether the purpose for which the land is being acquired fits with the adopted planning framework for the area**

7.7 The Order will help deliver the Council's vision for the regeneration of the Ravensbury Estate. That regeneration is supported in a variety of policy documents, namely the London Plan, the Estates Local Plan, the Core Planning Strategy, and the National Planning Policy Framework, as well as relevant guidance documents. The planning framework is set out in more detail in Section 5 of this Statement.

7.8 Once adopted, the regeneration of the Eastfields Estate will also be supported by the Council's draft Local Plan which was submitted to the Secretary of State in December 2021.

7.9 The Council is therefore satisfied that the promotion of the Order is in accordance with the strategic objectives of the adopted planning framework.

**Contribution to the social, economic and environmental well-being of the area**

7.10 Section 226(1)(a) of the Act directs that an acquiring authority may not exercise the powers under this section unless it thinks that the proposed development, redevelopment or improvement is likely to contribute to the economic, social or environmental well-being of the area for which the Authority has administrative responsibility.

7.11 As set out in section 4, Ravensbury Estate – and indeed the Estates in general – face a number of major shortcomings. As detailed above, the Developer has undertaken a comprehensive investigation of the options for the repair and/or redevelopment of the

Estates and supported by the Developer's evidence the Council has determined that regeneration is the most viable means to achieve the Estates Local Plan objectives. The Ravensbury Estate regeneration, as part of this wider Scheme, will make a very material contribution to the economic, social and environmental well-being of the area.

### **The Scheme Generally**

7.12 Promotion or improvement of *economic well-being* will occur through the increased vitality and viability of the Estates. The main economic benefits previously identified for the Scheme as a whole will be:

- 7.12.1 A total investment of c.£1 billion in the Estates and wider Merton area;
- 7.12.2 The creation of approximately 554 gross temporary construction jobs (equating to 55 permanent construction jobs) with opportunities for apprenticeships for local people in respect of the Ravensbury Estate;
- 7.12.3 Increased economic activity by reason of increased employment and expenditure during the construction phase of the Scheme; and
- 7.12.4 Increased economic activity by reason of increased employment and expenditure during the operational phase of the Scheme and the introduction of expanded residential uses.

7.13 Promotion or improvement of *social well-being* will be delivered by:

- 7.13.1 provision of new, well-designed, energy-efficient homes that will meet the needs of residents now and in the future;
- 7.13.2 up to 2,704 new homes across all three Estates. With 1,175 existing homes being demolished across all three Estates, this results in a net uplift of up to 1,530 new homes;
- 7.13.3 the provision of c. 29% affordable housing overall across the Estates on a habitable rooms basis which includes no net loss of affordable housing;
- 7.13.4 an improved housing mix better suited to meet the needs of existing affordable housing tenants on the estates having regard to the Housing Needs studies undertaken for each estate; and
- 7.13.5 improved pedestrian, cycle and vehicular access links to improve permeability and to foster the creation of a healthy and safe community.

7.14 Promotion or improvement of *environmental well-being* will occur through the following main environmental benefits:

- 7.14.1 redevelopment of a brownfield site;
- 7.14.2 provision of new, well-designed, energy-efficient homes that will meet the needs of residents now and in the future;
- 7.14.3 enhancement of the townscape through the replacement of outdated buildings with a contemporary and well-designed residential development. The public realm will be improved and heritage assets appropriately and respectfully treated within the Scheme;
- 7.14.4 increased housing density appropriate to the suburban locations of the Estates and to national and local planning policy;
- 7.14.5 provision of efficient layouts and high quality public open space, community and recreational facilities
- 7.14.6 Replacement of poorly insulated properties by new, energy efficient homes.

#### **Ravensbury Estate and the Order Land**

7.15 In respect of the Order Land, the proposed regeneration will improve the social, economic and physical environment of the Ravensbury Estate specifically by developing a new mixed tenure neighbourhood where all homes are built to a high quality with their own outside space with well-designed and maintained public open space.

7.16 The Ravensbury Estate regeneration will help to address the socio-economic inequalities of the area. It has been recognised that the immediate area of Ravensbury Estate has a distinct socio-economic profile compared to the borough as a whole and generally contrasts with the socio-economic conditions of the borough as a whole. Specifically, the following characteristics have been identified:

- 7.16.1 relatively low rates of economic activity;
- 7.16.2 a high rate of child poverty, particularly in families with no adult in employment; and
- 7.16.3 a lack of affordable housing opportunities.

- 7.17 The economic consequences of the ongoing COVID-19 pandemic have not yet been fully captured by local statistics but it is likely that this will exacerbate the existing issues faced by the local community.
- 7.18 Promotion or improvement of *economic well-being* will occur through:
- 7.18.1 The creation of 60 temporary constructions jobs on a two year annual basis throughout the construction period of Ravensbury Phases 3 and 4;
  - 7.18.2 Investment in Ravensbury Phases 3 and 4 is anticipated to generate £12.4 million in gross value added, of which £1.1 million will be net additional to the local area and £3 million to the Council;
  - 7.18.3 The addition of £1.1 million of gross value invested into the local area;
  - 7.18.4 There is potential for on-site training in construction which could develop local skills which in turn will benefit the local economy;
  - 7.18.5 The anticipated uplift of an additional 155 persons within the residential population which would unlock an additional:
    - (a) £175,000 additional Council Tax revenue per annum once Ravensbury Phases 3 and 4 are fully occupied; and
    - (b) £1.5 million of additional residential expenditure of which £900,000 is likely to be in the retail and hospitality sectors once Ravensbury Estate Phases 3 and 4 are fully occupied;
  - 7.18.6 The development will be liable to Community Infrastructure Levy (CIL) payments, and these monies can be utilised by the Council to fund improvements in social infrastructure, including to education, healthcare and community facilities, leisure and open space; and
  - 7.18.7 The New Homes Bonus will enable the Council to retain a greater proportion of the Council tax revenue to be made available to spend in borough.
- 7.19 These benefits should be viewed in tandem with the benefits of the regeneration of Phase 1 of the Eastfields Estate and Phases 2 and 3 of the High Path Estate.
- 7.20 Promotion or improvement of *social well-being* will be delivered by:

- 7.20.1 The redevelopment of Phases 3 and 4 of the Ravensbury Estate will provide 51 affordable homes out of the 125 being constructed in these Phases.
- 7.20.2 The proposed housing development will reinforce the attractiveness of Ravensbury Estate as a vibrant and balanced community;
- 7.20.3 A new replacement community room facility is proposed which will be larger than the existing facility; new residents associated will bring an increase in disposable income of £4.4 million; and
- 7.20.4 The proposal will increase the supply of high quality housing, creating an attractive living environment in the area and providing better quality affordable housing.

7.21 Promotion of environmental *well-being* will occur through:

- 7.21.1 The redevelopment of a brownfield site;
- 7.21.2 The provision of new, well-designed, energy-efficient homes that will meet the needs of residents now and in the future;
- 7.21.3 The enhancement of the townscape through the replacement of outdated buildings with a contemporary and well-designed residential development;
- 7.21.4 Public realm improvements;
- 7.21.5 Provision of an efficient layout and a high quality public open space;
- 7.21.6 Provision of community and recreational facilities; and
- 7.21.7 Replacement of poorly insulated properties by new, energy efficient homes.

7.22 These benefits should be looked upon in tandem with the benefits of the regeneration of Eastfields Phase 1 and High Path Phases 2 and 3.

7.23 For the above reasons, the Council considers that the well-being tests set out in Section 226 are fully satisfied in respect of the Order as made and submitted for confirmation.

**Viability of the regeneration and general indication of funding intentions**

7.24 The Developer has considerable experience and resources. It manages over 125,000 homes across 176 local authorities. It is the largest housing association in the UK and is

one of the country's leading housebuilders, set to build a high volume of high quality homes of all tenures during the next ten years.

- 7.25 The Developer has an impressive track record of working on large regeneration schemes across the UK.
- 7.26 To support the Scheme as a whole, which as things stand is not viable, the Council and the Developer have entered into a legally binding contract to vary the existing Stock Transfer Agreement dated 22 March 2010, in particular the Development and Disposals Clawback Agreement also dated 22 March 2010, to suspend clawback payments unless the Scheme achieves a surplus.
- 7.27 The Developer has shared with the Council details of projected costs and revenues and its financial strategy for delivery of the Ravensbury Estate regeneration pursuant to the planning permissions. The Developer has confirmed they have sufficient resources to carry out the development and do not anticipate requiring external, development-specific, funding. The Developer's Board resolved on 30 September 2021 to reaffirm its commitment to delivering the Scheme even though there is anticipated still to be a deficit between the costs of the Scheme and the income generated by the sale of the private units.
- 7.28 The Council does not consider there to be any funding impediment to acquiring the Order Land and the delivery of this element of the Ravensbury Estate regeneration. The Developer is fully committed to delivering this element of the Estate's regeneration, (and indeed the wider regeneration of the Estate), having expended considerable resources to date on acquiring relevant interests, negotiating to acquire further interests by agreement, and in obtaining the main planning approvals required to authorise and deliver it.
- 7.29 The Developer has entered into an indemnity agreement with the Council dated 7 February 2019 which fully indemnifies and provides protection for the Council in relation to all costs associated and arising in the preparation and making of the Order, acquisition of Order Land and the payment of compensation arising from such acquisition.
- 7.30 The Council is satisfied, having regard to the Clarion's resources, its standing as the UK's largest housing association, its reaffirmed commitment to the Scheme and the requirements of the CPO Guidance, that the 2022 CPOs are deliverable and that, having regard to national guidance, there is sufficient probability that they will proceed.

**Reasonable prospect of Scheme proceeding: Implementation of the Scheme**

- 7.31 The Council is confident that there is no impediment to the successful delivery of the regeneration of Ravensbury Estate.

- 7.32 As set out above, the Council has granted of outline planning permission for the regeneration of each of the Estates. The Council envisages that the related orders can successfully be obtained.
- 7.33 Stopping Up orders will be required in Phases 2 to 4 of the redevelopment of the Ravensbury Estate. These will be along Hatfield Close and a small section of Ravensbury Grove. These areas are shown on the Stopping Up plan at Appendix 5 to this Statement.
- 7.34 The Council's investigations have revealed no other legal, financial or physical impediment and the Council is confident that there is a more than reasonable prospect of the Scheme proceeding.

**Whether the purpose for which the acquiring authority is proposing to acquire the land could be achieved by any other means.**

- 7.35 As discussed above in section 4, other options to meet the obligation to provide housing stock to Decent Homes standards were discounted as not being cost effective or delivering the significant benefits of the Scheme.
- 7.36 As regards the Ravensbury Estate, in order to deliver its regeneration the Developer requires unencumbered ownership with vacant possession of all the property interests which will form part of the new development.
- 7.37 The Council and the Developer have made considerable efforts to acquire all land interests on the Ravensbury Estate by agreement but the prospects of acquisition of all interests in the Order Land by agreement within a reasonable timescale are unlikely.

**Conclusions regarding the need for the Order at this time**

- 7.38 In pursuing the Order, the Council has carefully considered the balance to be struck between the effect of acquisition on individual rights and the wider public interest in the redevelopment of the Order Land. Interference with rights under the European Convention on Human Rights (as further set out in section 10 of this Statement of Reasons) is considered by the Council to be justified, in order to secure the economic regeneration and environmental and public benefits which the proposed regeneration will bring.
- 7.39 The Council is satisfied that the redevelopment of the Order Land will have a positive impact on the social, environmental and economic well-being of the area, as the redevelopment will provide an overall improvement in the quality of life for local residents. Compulsory acquisition of individuals' property situated within the Order Land is necessary to allow this comprehensive redevelopment to proceed, and for these benefits to be delivered.



- 7.40 Due to the substantial public benefit which would arise from the regeneration of the Ravensbury Estate, it is considered that the use of compulsory purchase powers is both necessary and proportionate, and that there is a compelling case in the public interest for the making and confirmation of the Order. It is considered that the Order does not constitute any unlawful interference with individual property rights. The compulsory purchase process enables objections to be submitted and a Public Inquiry to be held to consider those objections. The parties directly affected by the Order will be entitled to compensation in accordance with the statutory compensation code.
- 7.41 All of the Order Land is required to deliver the comprehensive redevelopment of Phases 2 to 4 of the Estate's regeneration. There is no certainty that the necessary land and interests can be assembled by agreement within a reasonable period and as such the Order is necessary, although efforts to acquire all interests by negotiation will continue in parallel.

## 8 Consultation and Engagement

8.1 The Council and the Developer have been firmly committed to understanding the aspirations of residents of the Estates and their views have helped shaped masterplan proposals. The Developer has engaged in a comprehensive consultation process with local residents and statutory consultees across each of the Estates, details of which are set out below:

8.1.1 The Developer started consultation with residents about the future of the Estates in the summer of 2013.

8.1.2 In 2013 feasibility studies and summer consultation events encouraged residents to join the conversation about the future of their homes and introduced the idea of replacing homes in the three neighbourhoods.

8.1.3 In winter 2013 the decision to explore regeneration was taken based on feedback from consultation events. The (then) Merton Priory Homes Board decided that regeneration would be the best way of delivering long-term improvements in the three neighbourhoods.

8.1.4 2014 - Design stage. Architects were selected to support the proposed regeneration of the three Estates.

8.1.5 In summer 2014 a series of consultation events were held including coffee mornings, drop-in events, design workshops, community events and one-to-one meetings. These events were held locally and focussed on:

- (a) Getting to know the architects and what their role would be;
- (b) Walkabouts so the architects could get a better understanding of the neighbourhood from the residents' point of view;
- (c) Visits to other regeneration schemes in London; and
- (d) Gathering and presenting feedback from residents on the design ideas.

8.1.6 Landlords, homeowners and tenants were provided with specific information about what regeneration would mean for them and the choices available to them.

- 8.1.7 September 2014 – Ten Commitments. The Council and the Developer signed up to Ten Commitments to the residents of the three neighbourhoods (discussed in detail below).
- 8.1.8 October 2014 - draft master plans were presented. Residents were shown potential layout for neighbourhoods and homes. Over 400 people attended these events to view the plans and look at the wide variety of housing types proposed. Three drop in events were held on each Estate (Saturdays and weekday evenings) and there were home visits to the elderly and vulnerable.
- 8.1.9 May 2015 - Master plans and Residents Offer. Revised master plans were presented to residents. The Residents' Offer (discussed below) was published setting out the guaranteed package of financial support that residents would be entitled to if regeneration were to go ahead. Three consultation events were held for residents of each Estate. Support was also provided by a dedicated member of staff from the Citizens Advice Bureau to provide residents with free, impartial and confidential advice.
- 8.1.10 June 2015 - Independent residents' survey. An independent survey was carried out by Membership Engagement Services. There was a 52.5% response rate achieved with the views of 634 residents collected. Overall 50.5% of respondents agreed that regeneration would be the best for their household and 58.4% agreed that the regeneration would be the best for their neighbourhood overall. The Developer's decision to retain some of the homes and replace others was a consequence of its consultation with residents.
- 8.1.11 October 2015 - decision to proceed with initial planning applications. The Developer's Management board gave its approval for the submission of initial planning applications.
- 8.1.12 January 2016 - consultation on draft designs for first new homes. Residents of High Path and Ravensbury were invited to a series of events throughout January to view proposals for the first new homes on their neighbourhoods.
- 8.1.13 April/May 2016 – consultation on revised designs for first new homes. Residents of High Path and Ravensbury were invited to a series of consultation events to view revised proposals for the first new homes.

- 8.1.14 October to December 2016 – master plan consultation. Consultation events in each Estate were held to discuss the latest master plan proposals. These included designs for the neighbourhoods, house types and phasing plans, ahead of outline planning applications being submitted.
- 8.1.15 In addition, statutory consultation has been carried out as part of the Estates Local Plan process and each outline planning application in accordance with the legislative requirements.
- 8.1.16 In 2017, numerous letters were issued to residents concerning various topics such as: design workshops which were held across several evenings during the period from January to March, updates regarding the planning position of Ravensbury Estate and seeking residents views on their re-housing requirements/preferences, and a general newsletter was issued in Summer 2017 providing an updating on the regeneration.
- 8.1.17 In 2018, pre-demolition work began for the first 21 new homes and letters/newsletters were issued to keep residents informed of the same, an 'inside your home' workshop was held in September, and in Autumn a further newsletter was issued providing an update on the regeneration and setting out timescales for all four construction phases.
- 8.1.18 In Spring 2019, a newsletter was issued to residents confirming the first new homes were being constructed. In July, letters were issued to residents to confirm where possible residents had been matched to replacement homes in Phase 1.
- 8.1.19 In 2020, newsletters were issued to provide an update on the regeneration to residents in Summer and Winter.
- 8.1.20 In 2021, several newsletters were issued to residents with updates and timescales of the regeneration of all three estates. Clarion also offered a series of drop-ins to discuss resident queries, one to one discussions and website updates were undertaken.
- 8.1.21 In January 2022, an event was held to enable residents to meet the contractor for Phase 2 of the regeneration, Henry Construction. Residents were issued letters to inform them of this.
- 8.1.22 Also in January 2022, notices were served under section 16 of the Local Government (Miscellaneous Provisions) Act 1976 with online sessions held for residents.

- 8.2 In addition, the Developer has broadened its level of community engagement by sending a quarterly newsletter to all existing residents, informing residents of the latest updates on regeneration proposal
- 8.3 The Developer has also been in consultation with the Council as local planning authority throughout the planning application process as well as with statutory consultees. Feedback from this consultation has informed the planning applications.
- 8.4 Throughout the consultation exercise, all responses received have been thoroughly reviewed and considered and amendments to the proposals have been incorporated on an iterative basis. The result of this detailed exercise was the submission of three significant outline planning applications together with two Kickstart planning applications that ensured residents would only need to move once. All applications received very significant support and were the subject of a positive recommendations by the Council to grant planning permission. All three Estates now have outline planning permission granted with reserved matters applications having been granted for the Ravensbury Estate Phase 2 – 4 and High Path Estate Phase 2.

#### **Ravensbury Estate**

- 8.5 Thirteen public consultation events were held between July 2013 and November 2016. The design team consulted with existing residents, the local community and key stakeholders including the following groups:
- 8.5.1 Existing residents of Ravensbury;
  - 8.5.2 Neighbouring residents and businesses; and
  - 8.5.3 Local amenity groups, including: Friends of Ravensbury Park, Morden Hall Park, Wandle Trust and Living Wandle, National Trust, London Wildlife Trust, Architectural Liaison Officer.

9 **Efforts to acquire by agreement and residents' offer**

- 9.1 The Council is exercising its powers under section 226(1)(a) and section 226(3)(a) because it has not been possible for the Developer to acquire by agreement all interests that are required to deliver Phases 2 to 4 of the Ravensbury Estate regeneration, and it is not certain that the Developer will be able to acquire the remaining land by agreement. Although the owners of the interests have been approached on a number of occasions by the Developer with a view to purchasing their interests, agreement for purchase has not been reached because the owners have either not yet decided which of the options available to them they wish to exercise or they are waiting for as long as possible before selling their interests to the Developer.
- 9.2 Single ownership and control of the Order Land is necessary to enable the Ravensbury Estate regeneration to proceed. It is possible that the Developer will be able to acquire all the necessary interests by agreement within a reasonable period. The Council is therefore satisfied that the use of compulsory purchase powers is necessary and justifiable in the public interest.
- 9.3 As of the end of February 2022, the Developer has acquired 229 freeholds and long leases across the MERP area through voluntary sales under the terms of the 2015 residents offer. Of these 130 freehold and leasehold interests are at High Path, 88 at Eastfields and 11 at Ravensbury.
- 9.4 In order for the 2022 Scheme to be delivered, as at the end of February 2022 the following interests will need to be acquired:
- 9.4.1 Within Eastfields Phase 1 33 freeholds and 14 long leases will need to be acquired;
  - 9.4.2 Within High Path Phases 2 and 3, 18 freeholds and 29 long leases have yet to be acquired;
  - 9.4.3 Within Ravensbury Phases 2 to 4, 3 freeholds and 1 long leases have yet to be acquired.
- 9.5 In total across Ravensbury Estate there are three freehold interests and one long lease interest yet to be acquired.
- 9.6 The Council considers that the use of its CPO powers to acquire both the outstanding interests in the Order Land and the new rights is necessary, since the Developer has not been able to achieve this by agreement and it is unlikely that it would be able to do so within an acceptable timescale without the Order. The Ravensbury Estate regeneration

cannot proceed unless these interests are acquired. The Council is satisfied that the acquisition of these interests will facilitate the proposed regeneration, which will lead to the redevelopment and will contribute to economic, social and environmental improvements to the area.

- 9.7 In making its assessment of the justification for the Order, the Council has taken into account the rights of third parties protected by the European Convention on Human Rights which may be affected by the Order (as referred to in section 10 of this Statement). In addition, the Council has had full regard to its public sector equality duty under section 149 of the Equality Act 2010 (as referred to in section 11 of this Statement).

### **Commitments to Residents and Residents Offer**

- 9.8 The Council acknowledges that when proposing large scale regeneration, there are considerable uncertainties and challenges for residents. The Council and Developer have undertaken significant consultation with residents. The consultations undertaken are detailed fully in section 8 of this Statement. To support the Scheme and to ensure fairness for residents, the Council and Developer agreed a series of promises to residents, known as the Ten Commitments which are:

- 9.8.1 the Developer will consult with residents, consider their interests at all times, and address concerns fairly.
- 9.8.2 Current homeowners will be entitled to at least the market value of their home should they wish to take the option to sell their home to the Developer.
- 9.8.3 Existing tenants will keep all their rights, including tenancy conditions and the associated rent level, in the new neighbourhood as they do now.
- 9.8.4 Current tenants will be entitled to be rehoused in a new home of appropriate size considering the number of people in their household.
- 9.8.5 All new properties will be more energy efficient and easier to heat than existing properties, helping to keep down residents' fuel bills.
- 9.8.6 the Developer will keep disruption to a minimum, and will do all it can to ensure residents only move once if it is necessary to house them temporarily while their new home is being built
- 9.8.7 the Developer will offer extra help and support for older people and / or disabled residents throughout the regeneration works.

- 9.8.8 the Developer will continue to maintain the homes of residents across the three neighbourhoods throughout the planning process until regeneration starts, including ensuring a high quality responsive repairs service.
- 9.8.9 Any growth in the number of homes will be consistent with the Council's Development Plan so that it is considered, responsible and suitable for the area.
- 9.8.10 As a not for profit organisation, the Developer will not profit from any regeneration and will use any surplus to provide more housing or improve existing neighbourhoods.
- 9.9 The Developer has made a detailed Residents' Offer. They have also made a series of commitments on repairs and maintenance. These service elements, while not directly relevant to the Scheme, are of considerable importance to residents.
- 9.10 The Residents Offer details the Replacement Home Option which is offered to those resident homeowners who were living on one of the three Estates on the 27 May 2015 (when the Residents Offer was published). The Replacement Home Option confirms:
- 9.10.1 If you are currently a freeholder you will be offered a freehold on your new property.
- 9.10.2 If you are a leaseholder you will be offered a new long lease on your new property.
- 9.10.3 The Replacement Home will be at least as large as the home it replaces, unless you choose to move to a smaller home.
- 9.10.4 Every Replacement Home will have private outdoor space (i.e. a garden, balcony or roof terrace) irrespective of whether the original home had this or not.
- 9.10.5 If you live in a house you will be offered a house, if a flat a new flat and a maisonette a new maisonette.
- 9.10.6 The new home will have the same number of bedrooms as the existing home had when it was first built.
- 9.10.7 There will be a Replacement Home for every resident homeowner who chooses to stay.
- 9.10.8 They will be entitled to a £3,000 disturbance allowance.



- 9.11 The Developer has committed, where possible, to moving resident homeowners straight into their new Replacement Home, i.e. without the need to be temporarily housed. The phasing plans for all three Estates' regenerations have been designed to accommodate this approach. For a small number of existing resident homeowners this may not be possible, for example as a consequence of their choice of location and its position in the phasing plan. The Developer may be able to offer a temporary home in their Estate or another part of Merton.
- 9.12 A disturbance payment of £3,000 will be available. Resident homeowners won't be charged rent in their temporary home as long as they agree to the terms set out in the Residents Offer regarding accepting the market value plus 10 per cent for their existing home, the value of the new home and the licence agreement for the temporary home.
- 9.13 The Council is satisfied that a strong Residents' Offer has been made that treats residents fairly and ensures communities within the Estates can remain consistent and cohesive after the regenerations.

10 **Human rights considerations**

10.1 Section 6 of the Human Rights Act 1998 prohibits a public authority from acting in a way which is incompatible with the rights and fundamental freedoms set out in specified provisions of the European Convention on Human Rights (the **Human Rights**).

10.2 The Human Rights likely to be engaged in the process of considering, making, confirming and implementing a compulsory purchase order include those under Article 6 (right to a fair and public hearing to determine a person's civil rights), Article 1 of the First Protocol (right to peaceful enjoyment of possessions) and Article 8 (right to respect for private and family life including a person's home).

10.3 Any interference with a Human Right must be necessary and proportionate. Compulsory purchase and overriding private rights must be justified by sufficiently compelling reasons in the public interest and must be a proportionate means of achieving the objectives of the Order. Similarly, any interference with rights under Article 8 (right to home life) must be "necessary in a democratic society" and proportionate. The requirements under the Convention are reflected in paragraphs 17 and 18 of the CPO Guidance:

*"17. A compulsory purchase order should only be made where there is a compelling case in the public interest. An acquiring authority should be sure that the purposes for which it is making a compulsory purchase order sufficiently justify interfering with the human rights of those with an interest in the land affected. Regard should be had, in particular, to the provisions of Article 1 of the First Protocol to the European Convention on Human Rights and, in the case of a dwelling, Article 8 of the Convention.*

*18. The confirming Minister has to be able to take a balanced view between the intentions of the acquiring authority and the concerns of those whose interest in land it is proposed to acquire compulsorily. The more comprehensive the justification which the acquiring authority can present, the stronger its case is likely to be. But each case has to be considered on its own merits and the advice in this Part is not intended to imply that the confirming Minister will require any particular degree of justification for any specific order. Nor will a confirming Minister make any general presumption that, in order to show that there is a compelling case in the public interest, an acquiring authority must be able to demonstrate that the land is required immediately in order to secure the purpose for which it is to be acquired."*

10.4 If a compelling case in the public interest can be demonstrated as the Council considers here, then this will meet the requirements of the Convention. In making this Order, the Council has carefully considered the balance to be struck between individual rights and the wider public interest. Having regard to the matters set out above a compelling case in

the public interest exists for the making and confirmation of the Order. Interference with Human Rights, to the extent that there is any, is considered to be justified in order to secure the economic, social and environmental benefits which the Scheme will bring, namely the creation of new, well designed, high quality neighbourhoods aimed at fundamentally improving the quality of life for existing and future generations living in the area. This coupled with the significant level of public consultation, and a robust, fair offer to residents in the Estates means the Scheme minimises the interference with the rights of those affected.

- 10.5 Appropriate compensation will be available to those entitled to claim it under the relevant statutory provisions.
- 10.6 In relation to the requirements of Article 6 (right to a fair and public hearing), these are satisfied by the statutory procedures which include rights to object and to be heard at any public inquiry and by the right to statutory challenge under the Acquisition of Land Act 1981.

## 11 Public Sector Equality Duty

- 11.1 In discharging its functions, the Council has a statutory duty under Section 149 of the Equality Act 2010 to have due regard to the need to;
- 11.1.1 eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Act;
  - 11.1.2 advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; and
  - 11.1.3 foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 11.2 The "relevant protected characteristics" are age; disability; gender reassignment; pregnancy and maternity; race; religion or belief; sex; and sexual orientation.
- 11.3 A full Equality Impact Assessment (**EqlA**) was undertaken as part of the Estates Local Plan. EqlAs (dated March 2022) have also been undertaken to re-examine the equalities impacts of the Scheme as a whole, with specific assessments carried out for each Estate.
- 11.4 The EqlAs have considered the impact upon protected groups whose lives may be affected by the acquisition of land and rights, by the construction of the Scheme and/or by the completed Scheme. The categories that could potentially be affected are: age, disability and race/belief.
- 11.5 However the EqlA concludes broadly that the impacts of the Scheme will be positive through:
- 11.5.1 opportunity to reduce overcrowding amongst its tenanted households. Overcrowding is proportionately more likely to affect households from the BAME community and so the regeneration provides an opportunity to address inequality in this area. Significant amenity and size improvements will be provided for residents, with all new homes built to current space standards with private outdoor space.
  - 11.5.2 the regeneration is an opportunity to provide new lifetime homes for all tenants, this will enable older tenants (and homeowners) to remain independent in their own homes for longer. New homes can be adapted to meet the specific needs of disabled residents, 10% of all new homes will be fully accessible and adaptable for wheelchair users.

- 11.6 Steps are being taken to ensure that the acquisition and relocation processes are applied in a fair and non-discriminatory way. However, it is acknowledged that the process of redeveloping the Estates itself is likely to have a negative impact on older, disabled and vulnerable residents, due to the requirements to move house, potentially more than once, if temporary accommodation is necessary during the construction period. The greatest impact on equalities will be the mechanics of the Estates' regeneration including: the residents' offer; moving existing residents into new homes; addressing overcrowding; and minimising disruption during this extensive process.
- 11.7 The Developer has committed to designing the phases to minimise the need to "double decant" and where at all possible older, vulnerable or disabled tenants will only be asked to move once, straight in to a new home. Help will be provided to assist with such moves.
- 11.8 In promoting the Order and delivering Phases 2 to 4 of the Ravensbury Estate Scheme the Council and the Developer will seek to keep the existing community together with existing residents having a guaranteed right to return to a new home in their regeneration neighbourhood. The Ten Commitments and Residents Offer (discussed in section 9 above) provide a strong mechanism to achieve this.
- 11.9 The EqlA will continue to be monitored and reviewed throughout the progression of the proposals in order to ensure that any future impact can be measured and mitigated against as necessary.
- 11.10 To conclude, steps are being taken to ensure that the acquisition and relocation processes are applied in a fair and non-discriminatory manner. Steps will also be taken to minimise the adverse effects on protected groups during construction and any such effects suffered by surrounding ethnic minority businesses. The proposals will bring a range of benefits to disabled and other protected groups including in relation to enhanced access, housing provision, lifetime homes.

12 **Related Orders and Applications**

**Road Closure Orders**

12.1 The Council envisages that Stopping Up Orders will be required to successfully deliver Phases 2 to 4 of the Ravensbury Estate regeneration.

12.2 All of these areas are shown on the Stopping Up plan at Appendix 5 to this Statement.

**Further Information**

12.3 Those parties affected by the Order who wish to discuss matters with a representative of the Council should contact:

[REDACTED]

**Inspection of the Order and Order Documents**

12.4 A copy of the Order, the Order Map and other documents may be viewed at:

London Borough of Merton  
Civic Centre  
London Road  
Morden  
SM4 5DX

**Definitions used in this Statement of Reasons**

**1976 Act:** Local Government (Miscellaneous Provisions) Act 1976;

**1990 Act:** Town & Country Planning Act 1990 (as amended);

**2022 CPOs** means the Order, the Eastfields Order and the High Path Order;

**Council:** the Mayor and Burgesses of the London Borough of Merton;

**CPO Guidance:** Guidance on Compulsory Purchase and the Crichel Down Rules for the Disposal of Land acquired by, or under the threat of, Compulsion published in July 2019 by the Ministry for Housing Communities and Local Government;

**Developer:** Clarion Housing Group, formerly Circle Merton Priory Homes and Merton Priory Homes;

**Eastfields Estate:** the Eastfields Estate, Mitcham as shown edged red on the Estates' Plan titled 'Eastfields Estate';

**Eastfields Order:** the London Borough of Merton (Eastfields No.1) Compulsory Purchase Order 2022;

**Estates:** the Eastfields Estate, the High Path Estate and the Ravensbury Estate;

**Estates' Plan:** the plans showing all three Estates at Appendix 6;

**High Path Estate:** the High Path Estate, South Wimbledon as shown edged red on the Estates' Plan titled 'High Path Estate';

**High Path Order:** the London Borough of Merton (High Path No.1) Compulsory Purchase Order 2022;

**NPPF:** the National Planning Policy Framework, June 2019;

**Order:** the London Borough of Merton (Ravensbury No 1) Compulsory Purchase Order 2022;

**Order Land:** the land included within the Order and is shown on the Order Map;

**Order Map:** the plan appended to this Statement at Appendix 1;

**Phase 1** means the first construction phase of the Ravensbury Estate shown outside of the redline area on the Phasing Plan and marked 'Phase 1';

**Phase 2** means the second construction phase of the Ravensbury Estate shown hatched purple on the Phasing Plan;

**Phase 3** means the third construction phase of the Ravensbury Estate shown hatched blue on the Phasing Plan which includes the Order Land;

**Phase 4** means the fourth construction phase of the Ravensbury Estate shown hatched green on the Phasing Plan which includes the Order Land;

**Ravensbury Estate:** the Ravensbury Estate, Morden as shown edged red on the Estates' Plan titled 'Ravensbury Estate'; and

**Scheme:** the Developer's proposals for regeneration of the Estates.



14      **Appendices**

Appendix 1 – Schedule and Order Map;

Appendix 2 - 10 Commitments in September 2014;

Appendix 3 - Developer's Residents' Offer published in May 2015;

Appendix 4 - Phasing Plan in respect of the Ravensbury Estate;

Appendix 5 - Stopping Up plan;

Appendix 6 – Estates' Location Plan.

## **Appendix 3 - Merton Cabinet 21<sup>st</sup> March 2022**

### **Equalities Impact Assessments**

- Overarching
- Eastfields
- High Path
- Ravensbury

**EASTFIELDS**

**HIGH PATH**

**RAVENSBURY**

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**jam**

# Merton Estates Regeneration

## EQUALITIES IMPACT ASSESSMENT (EqIA)

on behalf of  
Clarion Housing Group and the London Borough of Merton  
March 2022



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# EXECUTIVE SUMMARY

**ES.1** This document has been prepared by **Jam Consult Ltd** on behalf of **Clarion Housing Group**. Clarion Housing Group (Clarion) is part of the wider Circle Housing Group – one of the largest housing associations in the UK.

**ES.2** This report provides an overarching Equalities Impact Assessment (EqIA) for the Merton Estates Regeneration Programme. The regeneration programme includes the Eastfields, High Path and Ravensbury Estates.

**ES.3** The EqIA report considers the equalities impacts for the programme as a whole to identify the strategic issues common across the estates, as well as the specific issues for individual estates to aid the equality analysis within each site. Separate detailed EqIA reports, relating to the specific proposals of each Estate have also been prepared to support each of the Compulsory Purchase Orders (CPOs), in accordance with the Equalities Regulations.

**ES.4** The report provides an update to the initial Equalities Impact Analysis work undertaken between 2015-17 in relation to the outline planning applications for the estates and the London Borough of Merton's Estates Local Plan. The equalities impact work previously undertaken included:

- ❑ Clarion Equalities Analysis for the Estates, 2015
- ❑ Jam Consult Ltd's EqIA prepared as part of the Sustainability Appraisal of the Merton Estates Local Plan, 2016/17.

## REGULATIONS

**ES.5** The Equality Act 2010 (the Act) provides the framework to protect the rights of individuals against unlawful discrimination to advance equality opportunities for all. The Act replaced previous anti-discrimination laws with a single Act, making the law easier to understand and strengthening protection by setting out the different ways in which it is unlawful to treat someone.

**ES.6** At the decision making stage local authorities are required to assess how changes to policies and service delivery will affect different people. In 2011, the Act extended protection against discrimination to nine 'Protected Characteristics', which includes the following:

- ❑ Age
- ❑ Disability
- ❑ Gender Reassignment
- ❑ Marriage and Civil Partnership
- ❑ Pregnancy and Maternity
- ❑ Ethnicity
- ❑ Religion or belief
- ❑ Sex/Gender
- ❑ Sexual Orientation.

# EXECUTIVE SUMMARY

- ES.7 Section 149 of the Equality Act 2010 also introduced the Public Sector Equality Duty (PSED), which requires local authorities to have due regard to the need to:
- ❑ Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act
  - ❑ Advance equality of opportunity between people who share a protected characteristic and those who do not
  - ❑ Foster good relations between people who share a protected characteristic and those who do not.
- ES.8 The above requirements are sometimes referred to as the three aims or arms of the PSED. The Act explains that having due regard for advancing equality involves:
- ❑ Removing or minimising disadvantages suffered by people due to their protected characteristics
  - ❑ Taking steps to meet the needs of people from protected groups where these are different from the needs of other people and
  - ❑ Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

- ES.9 In addition the Act sets out that:
- ❑ Meeting different needs involves taking steps to take account of disabled people's disabilities
  - ❑ Fostering good relations includes tackling prejudice and promoting understanding between people from different groups
  - ❑ Compliance with the duty may involve treating some people more favourably than others.
- ES.10 In addition to the above requirements, the EqIA also references additional factors, which may be having an impact on the area such as Brexit and the Coronavirus, where data is available, as well as the potential cumulative impacts of the regeneration programme within Merton.

## REGENERATION PROPOSALS

- ES.11 Clarion acquired the ownership and management of the Estates in 2010 as part of a Housing Stock Transfer Agreement (HSTA) containing all the Council housing stock within Merton, totalling circa 9,500 units. Clarion is the majority landowner of the estates, owning about 60% of the three estates.
- ES.12 Clarion will deliver any regeneration proposals as part of their requirement to achieve better housing standards on the three estates, known as Decent Homes.

- ES.13 As a result of initial stock condition surveys and financial planning work, Clarion discovered that significant refurbishment and maintenance work, as well as financial investment, was required to achieve the necessary improvements in standards. This was as a consequence of a history of reactive repairs rather than proactive or comprehensive refurbishment.
- ES.14 Clarion therefore began a comprehensive review exercise across all their estates within the Borough to determine whether it might be more beneficial and sustainable to replace homes in the poorest condition with new properties. Consideration was given to the condition of the properties over a 50 year period, which was based on the length of Clarion's financial modelling.
- ES.15 The review clearly identified Eastfields, High Path and Ravensbury as the three estates within Clarion's ownership with the most viable regeneration potential, offering the opportunity for Clarion to explore the potential for creating new, high quality and sustainable affordable housing for the people of Merton.

# 1 INTRODUCTION

1.1 This document has been prepared by Jam Consult Ltd on behalf of Clarion Housing Group and provides an overarching Equalities Impact Assessment (EqIA) to the Merton Estates Regeneration programme. The regeneration programme includes the Eastfields, High Path and Ravensbury Estates.

1.2 The EqIA report considers the equalities impacts for the programme as a whole to identify the strategic issues common across the estates, as well as the specific issues for individual estates to aid the equality analysis within each site. Separate detailed EqIA reports, relating to the specific proposals of each Estate have also been prepared to support each of the Compulsory Purchase Orders (CPOs), in accordance with the Equalities Regulations.

1.3 The report provides an update to the initial Equalities Impact Analysis work undertaken between 2015-17 in relation to the outline planning applications for the estates and the London Borough of Merton's Estates Local Plan. The equalities impact work previously undertaken included:

- Clarion Equalities Analysis for the Estates, 2015
- Jam Consult Ltd's EqIA prepared as part of the Sustainability Appraisal of the Merton Estates Local Plan, 2016/17.



# 2 REGULATIONS

## 2.1 EQUALITY ACT 2010

2.1.1 The Equality Act 2010 (the Act) is a major piece of UK legislation, which provides the framework to protect the rights of individuals against unlawful discrimination to advance equality opportunities for all. The Act replaced previous anti-discrimination laws with a single Act, making the law easier to understand and strengthening protection by setting out the different ways in which it is unlawful to treat someone.

2.1.2 At the decision making stage local authorities are required to assess how changes to policies and service delivery will affect different people. In 2011, the Act extended protection against discrimination to nine 'Protected Characteristics', which includes the following:

- ❑ Age
- ❑ Disability
- ❑ Gender Reassignment
- ❑ Marriage and Civil Partnership
- ❑ Pregnancy and Maternity
- ❑ Ethnicity
- ❑ Religion or belief
- ❑ Sex/Gender
- ❑ Sexual Orientation.

## 2.2 PUBLIC SECTOR EQUALITY DUTY

2.2.1 Section 149 of the Equality Act 2011 introduced the Public Sector Equality Duty (PSED), which requires local authorities to have due regard to the need to:

- ❑ Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act
- ❑ Advance equality of opportunity between people who share a protected characteristic and those who do not
- ❑ Foster good relations between people who share a protected characteristic and those who do not.

2.2.2 The above objectives are sometimes referred to as the three aims or arms of the PSED. The Act explains that having due regard for advancing equality involves:

- ❑ Removing or minimising disadvantages suffered by people due to their protected characteristics
- ❑ Taking steps to meet the needs of people from protected groups where these are different from the needs of other people

- ❑ Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

2.2.3 In addition the Act sets out that:

- ❑ Meeting different needs involves taking steps to take account of disabled people's disabilities
- ❑ Fostering good relations includes tackling prejudice and promoting understanding between people from different groups
- ❑ Compliance with the duty may involve treating some people more favourably than others.

2.2.4 The Duty does not require the need to avoid all harmful effects but to recognise them, eliminate them wherever possible (and always with regard to unlawful discrimination or harassment) and mitigate any remaining consequences.

# 2 REGULATIONS

## 2.3 LOCALISM ACT 2011

- 2.3.1 The Localism Act contains a wide range of measure to devolve more powers to Councils and neighbourhoods and give local communities greater control over local decisions such as housing and planning. The measures include:
- ❑ New freedoms and flexibilities for local government
  - ❑ New rights and powers for communities and individuals
  - ❑ Reform to make the planning system more democratic and more effective
  - ❑ Reform to ensure that decisions about housing are taken locally.
- 2.3.2 Changes to a local authority's homelessness duty were brought in through this Act. Section 148 and 149 of the 2011 Act amended Part 7 of the Housing Act 1996, where the duty to secure accommodation can be brought to an end with an offer of suitable accommodation in the private rented sector of a minimum of 12 months' Assured Short-hold Tenancy, without the applicant's consent.

## 2.4 HOUSING REGULATIONS

### HOMELESSNESS ORDER 2012

- 2.4.1 The Homelessness (Suitability of Accommodation) (England) Order came into force in November 2012 and deals with the suitability of location of all accommodation secured under Part 7 of the 1996 Act, including temporary accommodation. The order sets out circumstances in which accommodation is not to be regarded as suitable for a person for the purposes of a private rented sector offer under section 194(7F) of the Housing Act 1996.

### STATUTORY SAFEGUARDING DUTY 2014

- 2.4.2 Under the Care Act 2014, local authorities and other organisations now have statutory safeguarding duties towards adults with care and support needs, and are required to promote their well-being in their safeguarding arrangements. It is also a legal requirement for all public care agencies, including local authorities, the Police, NHS Clinical Commissioning Groups (CCGs), the Care Quality Commission (CQC), housing, service providers etc., to co-operate and work in partnership, with local authorities leading on a Safeguarding Adults Board (SAB), to take proportionate steps where there are signs of abuse or neglect.

### HOUSING AND PLANNING ACT 2016

- 2.4.3 The Housing and Planning Act, which received Royal Assent on 12 May 2016, contains a wide range of measures to expand home ownership, reform housing management and the planning process, and increase housing supply to tackle the housing crisis. Key measures in the Act which have implications for housing provision in general include:
- ❑ Extending the Right to Buy to housing association tenants
  - ❑ Legislating for the sale of 'higher value' vacant council homes to fund the extension of the Right to Buy
  - ❑ Introducing mandatory rent increases for 'high income' tenants in council housing under the 'Pay to Stay Policy'
  - ❑ Phasing out secure tenancies for life for local authority tenants
  - ❑ Reforming the planning system and placing a general duty on local authorities to promote the supply of Starter Homes, which will be counted as 'affordable housing' on new build developments.

# 2 REGULATIONS

- ❑ Empowering local authorities to tackle rogue landlords and letting agencies in the Private Rented Sector by giving them powers to identify, ban and find repeat offenders as well as seize or control their property
- ❑ Introducing mandatory electrical safety checks to protect tenants, and introducing measures to protect client's monies in private renting
- ❑ Introducing measures to deregulate housing associations to give them greater powers and freedoms.

## THE IMMIGRATION ACT 2016

- 2.4.4 The Act prevents illegal immigrants in the UK from accessing housing, extending a Right to Rent scheme introduced through the Immigration Act 2014 in some parts of the West Midlands, to the rest of the UK from 1 February 2016. Private landlords, letting agents and homeowners who let properties are required to undertake document checks to ascertain prospective tenants' right to be in the country. This also applies to landlords who sub-let or take in lodgers. Failure to do so will result in a penalty of up to £3,000.

## HOMELESSNESS REDUCTION ACT 2017

- 2.4.5 The Homelessness Reduction Act (HRA) 2017 aims to refocus English local authorities on efforts to prevent homelessness. The Act amends Part 7 of the Housing Act 1996, which includes the following measures:
- ❑ An extension of the period during which an authority should treat someone as threatened with homelessness from 28 to 56 days
  - ❑ Clarification of the action an authority should take when someone applies for assistance having been served with a section 8 or section 21 notice of intention to seek possession for an assured short-hold tenancy
  - ❑ A new duty to prevent homelessness for all eligible homeless applicants
  - ❑ A new duty on public services to notify a local authority if it encounters someone it considers may be homeless or at risk of becoming homeless.
- 2.4.6 The HRA requires the Council to take reasonable steps to prevent homelessness, for example helping households to secure accommodation by considering the provision of a rent deposit. All households, whether they are single, couples or families should receive appropriate advice and assistance regarding their housing circumstances.
- 2.4.7 The Government has also announced a raft of new measures through the Rough Sleeping Strategy published in August 2018, with the aim of halving rough sleeping in England by 2022 and end it altogether by 2027.
- 2.4.8 A Duty to Refer also came into force in October 2018, which stipulates that certain public authorities (such as the NHS) must notify a local housing authority if they believe that one of their services users may be homeless or at risk of homelessness and agrees to the referral.

# 2 REGULATIONS

## 2.5 COMPULSORY PURCHASE ORDER (CPO) REQUIREMENTS

2.5.1 Compulsory Purchase powers are provided to enable acquiring authorities to compulsorily purchase land to carry out a function, which Parliament has decided is in the public interest. Anyone who has land acquired is generally entitled to compensation. Local authorities have CPO powers under the Acquisition of Land Act 1981, the Town and Country Planning Act 1990 and other specific Acts of Parliament in order to promote development regeneration.

2.5.2 The CPO process comprises a number of stages, including Resolution, Inquiry, Decision and Compensation stages. The acquiring authority does not have the powers to compulsorily acquire land until the appropriate Government Minister confirms the CPO. However, the authority can acquire by agreement at any time and should attempt to do so before acquiring by compulsion.

2.5.3 Section 237 of The Town and Country Planning Act 1990 also includes a process for the local authority and the developer to enter into a Section 237 scheme to override private rights, including the right to light, where the land to be acquired by the Authority is actually required for development, which will promote or improve the economic, social or environmental well-being of the area or contributes to the purpose which it is necessary to achieve for the proper planning of the area.

# 3 EQUALITIES IMPACT ASSESSMENT (EQIA)

## 3.1 PURPOSE OF THE EQIA

The report provides an update to the initial Equalities Impact Analysis work undertaken between 2015-17 in relation to the outline planning applications for the Estates and the London Borough of Merton's Estates Local Plan. The equalities impact work previously undertaken included:

- ❑ Clarion Equalities Analysis for the Estates, 2015
- ❑ Jam Consult Ltd's EqIA prepared as part of the Sustainability Appraisal of the Merton Estates Local Plan, 2016/17

## 3.2 EQIA OBJECTIVES

The specific objectives of the EQIA are to:

- 1. Identify any potential equality effects that might arise from the planned development**
- 2. Identify potential positive equality effects**
- 3. Assess whether any negative equality effects would give risk to unlawful discrimination for an identified group**
- 4. Identify further measures to reduce any negative equality effects that may arise.**

## 3.3 COMPULSORY PURCHASE ORDERS

The EqIA also considers how the Compulsory Purchase Order (CPO) process would contribute to the realisation of equality effects associated with the planned development, and any specific equality effects of the CPO process itself.

Separate EqIA reports have been prepared for the properties affected by the CPO process, which should be considered alongside this report.

**SEE SECTION 9 FOR FURTHER INFORMATION.**

# 4 POLICIES + GUIDANCE

## 4.1 NATIONAL PLANNING POLICY FRAMEWORK (NPPF)

4.1.1 The National Planning Policy Framework July 2021 (NPPF), sets out the Government's planning policies for England and how these are expected to be applied. The NPPF is a material consideration in planning decisions and includes a presumption in favour of sustainable development, which the NPPF identifies as having three overarching objectives namely economic, social and environmental.

4.1.2 In terms of housing supply, Paragraph 60 states:

**“To support the Government’s objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay”.**

4.1.3 Paragraph 121 of the NPPF states that Local Planning Authorities should take a proactive role in identifying and helping to bring forward land that may be suitable for meeting development, using the full range of powers available to them. This should include identifying opportunities to facilitate land assembly, supported where necessary by compulsory purchase powers, where this can help to bring forward more land for meeting development needs and/or secure better development outcomes.

## NPPF OBJECTIVES

### ECONOMIC OBJECTIVES:

The NPPF supports the building of a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places at the right time to support growth, innovation and improve productivity; and by identifying and coordinating the provision of infrastructure.

### SOCIAL OBJECTIVES:

The NPPF supports strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being.

### ENVIRONMENTAL OBJECTIVES:

The NPPF supports the protection and enhancement of the natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution and mitigating and adapting to climate change, including moving to a low carbon economy.

# 4 POLICIES + GUIDANCE

## 4.2 PLANNING PRACTICE GUIDANCE (PPG)

4.2.1 The Government has also published Planning Practice Guidance (PPG), which should be considered alongside the NPPF. The PPG sets out the following guidance:

- ❑ **HOUSING NEEDS OF DIFFERENT GROUPS:**  
Advice on planning for the housing needs of different groups.
- ❑ **HOUSING FOR OLDER AND DISABLED PEOPLE:**  
Guides Councils in preparing planning policies on housing for older and disabled people.
- ❑ **HOUSING (OPTIONAL TECHNICAL STANDARDS):**  
Guidance on how planning authorities can gather evidence to set optional requirements and the nationally described space standards.
- ❑ **AFFORDABLE HOUSING:**  
All households whose needs are not met by the market and which are eligible for one or more of the types of affordable housing set out in the definition of affordable housing in Annex 2 of the NPPF are considered to be in affordable housing need. The PPG provides guidance on how affordable housing need can be calculated.

- ❑ **ACHIEVING HEALTHY AND INCLUSIVE COMMUNITIES:**  
Guidance on planning and health in terms of creating environments that support and encourage healthy lifestyles, and in terms of identifying and securing the facilities needed for primary, secondary and tertiary care, and the wider health and care system (taking into account the changing needs of the population).
- ❑ **PROMOTING THE BENEFITS OF ESTATE REGENERATION:**  
Plan making can play a crucial role in estate regeneration by setting a strategic vision and framework and establishing the principles to inform development early in the process. It is particularly important that planning policies consider the need for estate regeneration and involve communities in their production, to help build a shared understanding of the issues and opportunities in each place.

- ❑ **EFFECTIVE COMMUNITY ENGAGEMENT ON DESIGN:**  
It is important that local planning authorities or applicants demonstrate how all views are listened to and considered. The PPG provides guidance on how local communities can be effectively engaged in the design of schemes as well as a range of tools that can be used in the design process.
- ❑ **OPEN SPACE, SPORTS AND RECREATION FACILITIES:**  
Guidance on how open space should be taken into account in planning for new development and considering proposals that may affect existing open space.

# 4 POLICIES + GUIDANCE

## 4.3 MAYOR OF LONDON'S POLICIES

4.3.1 The new London Plan was adopted and came into force on 2 March 2021. The Plan sets the overarching framework for how London will develop over the next 20-25 years. A number of policies outlined in the Plan are relevant to the proposed regeneration, including tackling deprivation, promoting equality and enabling different groups to share in the benefits of development, including:

- ❑ **GG1: BUILDING STRONG AND INCLUSIVE COMMUNITIES**
- ❑ **CG3: CREATING A HEALTHY CITY**
- ❑ **CG5: GROWING A GOOD ECONOMY**
- ❑ **D5: INCLUSIVE DESIGN**
- ❑ **D7: ACCESSIBLE HOUSING**
- ❑ **H4: DELIVERING AFFORDABLE HOUSING**
- ❑ **H8: LOSS OF EXISTING HOUSING AND ESTATE REDEVELOPMENT**
- ❑ **T2: HEALTHY STREETS**

A full list of relevant policies is set out in Appendix A8.

4.3.2 The Mayor's London Plan is further supported by various Supplementary Guidance documents:

- ❑ Affordable Housing + Viability (2017)
- ❑ Housing (2016)
- ❑ Social Infrastructure (2015)
- ❑ Accessible London
- ❑ Play and Informal Recreation (September 2012)
- ❑ Planning for Equality and Diversity in London (October 2007).

4.3.3 The Mayor's Equality Strategy (2018) for equality, diversity and inclusion sets out ways to create a fairer, more equal, integrated city where all people feel welcome and able to fulfil their potential. Some of the Mayor's aims require dedicated, targeted action to help specific people, while others can be achieved through wider policy initiatives. Many of London's most significant challenges – such as the lack of decent, affordable homes – disproportionately affect certain groups, so wider efforts to improve London can help to reduce inequality.

## 4.4 BEST PRACTICE GUIDANCE

4.4.1 In addition to the policy set out above, the following best practice guidance was reviewed to ensure any new guidance has been incorporated and all appropriate issues are addressed within the EqlAs, including but not limited to:

- ❑ Technical guidance on the public sector equality duty, Equality and Human Rights Commission (2014)
- ❑ Estate Regeneration National Strategy, Department for Communities and Local Government (2016)
- ❑ National Design Guide (2021), Ministry of Housing Communities & Local Government
- ❑ Better Homes for Local People: the Mayor's Good Practice Guide to Estate Regeneration (2018)
- ❑ Making the Case for Place, Future of London (2017)
- ❑ Meeting the challenge of urban renewal: The g15s contribution to regenerating London's Estates (2016)
- ❑ Altered Estates: How to reconcile competing interests in estate regeneration. HTA, Levitt Bernstein, Pollard Thomas Edwards and PRP (2016).



# 5 MERTON'S POLICIES

## 5.1 MERTON'S PLANNING POLICIES

### CORE STRATEGY 2011

- 5.1.1 The Core Strategy was adopted in 2011 and sets out the Spatial Strategy and planning framework for the Borough over 15 years.
- 5.1.2 The Core Strategy has earmarked the local areas in need of revitalisation, particularly with regards to the quality of housing in South Wimbledon. The planned and consented developments will contribute to a renewal of the area with additions to the housing stock, retail facilities and commercial activities. These developments will broaden the mix of tenures of housing in South Wimbledon and bring about improvements in the public realm.
- 5.1.3 The Core Strategy is currently being reviewed and updated through the emerging Local Plan Process.

### SITES AND POLICIES PLAN, 2014

- 5.1.4 The LB Merton Sites and Policies Plan was adopted in July 2014, also forms part of the Local Development Plan. This sets out detailed planning policies to help assess planning applications in Merton and site allocations for development between 2014 and 2024.

### EMERGING LOCAL PLAN 2021

- 5.1.5 The emerging Local Plan sets out the Council's statutory planning policy framework for the Borough. The plan sets out the level of growth which needs to be planned for in Merton and identifies where that growth should be located and how it should be delivered. The policies set out in the plan will be used to determine planning applications in the Borough.
- 5.1.6 The latest draft of the emerging Local Plan (submission version) was consulted on between July and September 2021. The plan was submitted to the Planning Inspectorate at the end of 2021.

### ESTATES LOCAL PLAN (ELP) 2017

- 5.1.7 The Estates Local Plan was adopted in 2017 and contains site specific policies covering land use, townscape, street networks, movement and access, environmental protection, landscape and building heights for the regeneration of the Estates. A number of options were considered in the preparation of the ELP, with regard to the regeneration of the Estates.

The options considered included:

- **Issues and Options Sept 2014** options for the redevelopment or refurbishment of the estates, including the type of housing and facilities that were required for each estate.
- **The Case for Regeneration (CfR) Savills, Sept 2015 (updated October 2016)** set out the different issues and options considered for the estates
- **Draft Estates Local Plan, Feb 2016** The proposed policies for the plan.

5.1.8 The options were subject to public consultation through the Issues and Options and Sustainability Appraisal (SA), the Draft Estates Local Plan and SA and further consultation carried out by Clarion.

5.1.9 The following Options were considered in the Case for Regeneration prepared by Savills, September 2015 (updated October 2016), which were then assessed in the Sustainability Appraisal (SA).

- ❑ **OPTION 1:** Refurbishment to Decent Homes (Merton Standard)  
Refurbish all existing properties owned and managed by Clarion to Decent Homes (Merton Standard) as defined within the terms of the Housing Stock Transfer Agreement. This would involve (predominantly internal) works, such as new kitchens, bathrooms, plumbing, electrics and insulation) to improve the quality of the existing accommodation.

# 5 MERTON'S POLICIES

- ❑ **OPTION 2:**  
Refurbishment to an Enhanced Standard  
Refurbish all existing properties owned and managed by Clarion to a standard above Decent Homes. This would involve a programme of works both internal improvements (such as new kitchens and bathrooms) and external works (such as new building cladding and roofs to improve thermal performance).
- ❑ **OPTION 3:**  
Full Redevelopment (Eastfields and High Path) / Partial Redevelopment (Ravensbury).  
Demolition of all existing properties on the Eastfields and High Path Estates and redevelopment of the sites to deliver new modern, energy efficient and high quality homes (up to 700 on Eastfields and 1,400 on High Path), alongside a new community space, open space, landscaping and car parking. Partial Redevelopment of the Ravensbury Estate including the refurbishment of existing properties owned and managed by Clarion within Ravensbury Court and Hengelo Gardens to an enhanced standard, and redevelopment of the remainder of the Estate to deliver up to 230 new modern, energy efficient and high quality homes, alongside a new community space, open space, landscaping and car parking.

5.1.10 As a result of the consultation on the Plan and the SA the following options were rejected going forward:

- ❑ **DO NOTHING**  
The option was not considered a realistic alternative as Clarion is legally bound to refurbish the condition of the stock under the provision of the Stock Transfer Agreement with the Council.
- ❑ **PARTIAL DEVELOPMENT OF EASTFIELDS AND HIGH PATH ESTATES**  
The option would not offer the best opportunity to deliver a high quality residential development that optimises the use of the land to deliver a high quality residential development.
- ❑ **FULL REDEVELOPMENT OF RAVENSBURY ESTATE**  
Full regeneration of the estate would not generate a significant uplift in residential floorspace, which would mean that the combination of high site assembly costs and high costs of full regeneration would not make the option viable or deliverable.

5.1.11 **OPTION 3** was selected as the preferred option for the following reasons:

“The redevelopment of the **EASTFIELDS AND HIGH PATH ESTATES** enables the use of the land to be optimised to provide an increase in the quantity and quality of accommodation to be realised and meet the needs for the Borough in terms of current housing needs and projected changes in population growth. The redevelopment offers the opportunity to provide new modern, energy efficient, high quality homes that meet current decent home and space standards and improve the urban design, landscape, accessibility and safety of the site with the provision of appropriate services and facilities.”

“The partial redevelopment of the **RAVENSBURY ESTATE** enables the use of the land to be optimised to provide an increase in the quantity and quality of accommodation to be realised and meet the needs for the Borough in terms of current housing needs and projected changes in population growth. The redevelopment would make more efficient use of the land, as well as offering the replacement of the Orlit Homes, which are of a defective type of construction. The partial redevelopment offers the opportunity to provide new modern, energy efficient, high quality homes that meet current decent home and space standards and improve the urban design, landscape, accessibility and safety of the site with the provision of appropriate services and facilities.”

### ECONOMIC DEVELOPMENT STRATEGY REFRESH 2012

- 5.1.12 The Economic Development Strategy was first published in 2009 and was refreshed in 2012. The Strategy notes the importance of taking a proactive approach to ensuring growth within LB Merton and identifies six key aspects to achieving this, namely:
- ❑ Retaining existing companies
  - ❑ Support business growth and start-ups
  - ❑ Inward investment
  - ❑ Town centre initiatives including BIDs
  - ❑ Providing support to identified sectors
  - ❑ Supporting unemployed residents into work.
- 5.1.13 Importantly, the strategy recognises distinct differences between parts of the Borough, particularly in terms of employment and skills. An identified issue is that there is not a coordinated 'skills programme' (as of 2012). As a central part of achieving growth, the objective to "support residents to access employment, skills and training" was added to the 20-year economic strategy in the A New Future (2010) document.

### EMPLOYMENT AND SKILLS ACTION PLAN, 2013

- 5.1.14 This framework was produced to address growing inequalities, a high proportion of low-wage employment and builds off existing programmes including Youth Employment Support, careers advice and counselling, adult skills training, local employment support projects, apprenticeships, and workforce development. Key actions included in the document include:
- ❑ Reducing Youth Unemployment / NEETs
  - ❑ Reducing long-term Unemployment and supporting those transitioning from Incapacity Benefit and
  - ❑ Addressing Inactivity, Low Wages and Under-Employment.

## 5.2 EQUALITY POLICIES

### EQUALITY + COMMUNITY COHESION STRATEGY 2017-21

- 5.2.1 Merton's Equality Strategy sets out the Council's equality objectives and outlines how the Council embed equalities considerations into day-to-day business. The aim of the Equality and Community Cohesion Strategy is to address key issues such as:
- ❑ Raising educational attainment for all children and young people and reducing attainment gaps for target groups including children with special education needs or disabilities.
  - ❑ Tackling rising unemployment particularly among young ethnic minority communities and disabled residents and supporting those who are long term unemployed back into work.
  - ❑ Reducing health inequalities particularly the issues affecting some ethnic minority communities, disabled and older residents.
  - ❑ Supporting residents who may be affected by mental illness or dementia.
  - ❑ Increasing education and economic opportunity in the east of the borough.

# 5 MERTON'S POLICIES

5.2.2 A new Equalities Strategy for the Borough will be published after April 2022 and will incorporate issues highlighted by:

- ❑ Black Lives Matter
- ❑ Learning from the pandemic
- ❑ Findings from the research commissioned by the Health and Well-being Board looking at the disproportionate impact of Covid-19 on protected groups, in particular ethnicity, age and disability.
- ❑ The findings from the Your Merton engagement that will provide analysis of residents' experience of life in Merton, their experience of the pandemic and their aspirations for the future.
- ❑ The work of the Transforming How We Work With Communities project to increase community resilience and delay/prevent demand for acute services.

## DRAFT HOMELESSNESS & ROUGH SLEEPING STRATEGY TO 2025

5.2.3 There is a statutory requirement for local housing authorities to publish a homelessness strategy. A homelessness strategy also provides a framework for the council to fulfil the Public Sector Equality Duty set out in the Equality Act 2010 towards homeless households. Certain households with protected characteristics, such as ethnic minority households, are more likely to experience homelessness, therefore public bodies need to ensure that services and policies are accessible to all and meet different people's needs.

## JOINT STRATEGIC NEEDS ASSESSMENT (JSNA) 2019

5.2.4 The Joint strategic Needs Assessment (JSNA) is a statutory assessment of population health and well-being needs for the Health and Well-being Board. The JSNA aims to describe the risk and resilience factors that influence health and well-being, and the distribution of diseases, both current and future trends. The purpose is to provide common evidence for all relevant partners and decision makers to help inform policy, strategy, commissioning and service delivery.

5.2.5 The key themes identified in the assessment are:

- ❑ Inequalities and health divide
- ❑ Healthy lifestyle and emotional well-being
- ❑ Child and family resilience and vulnerability
- ❑ Increasing complex needs and multi-morbidity
- ❑ Hidden harms and emerging issues.

### MERTON HEALTH AND WELL-BEING STRATEGY 2019-24

- 5.2.6 The Health and Well-being Strategy focuses on making Merton a healthy place, by creating the social and physical conditions in which people can thrive.
- 5.2.7 The main health challenges identified in the strategy are as follows:
- ❑ Significant social inequalities between the East and West of the borough that drive a health divide including a persistent gap in life expectancy and ill-health
  - ❑ Large numbers of people with unhealthy lifestyles (smoking, poor diet, sedentary behaviour and alcohol misuse underpinned by poor emotional/mental well-being)
  - ❑ Children and family vulnerability and resilience i.e. increase in self-harm
  - ❑ Childhood obesity
  - ❑ Increasing numbers of people with complex needs and multi-morbidity including physical and mental illness, disability, frailty and dementia
  - ❑ Hidden harms and emerging issues such as air pollution, loneliness, violence and exploitation.

### HOUSING DELIVERY STRATEGY 2021

- 5.2.8 The Draft Housing Delivery Strategy was issued for consultation in June 2021. The strategy considers the need for new homes in Merton and the mechanisms through which they might be delivered, with an emphasis on the need for new affordable housing. It is an overarching strategy with a focus on securing housing growth, and is intended to complement a wider group of policies and strategies, in particular the Local Plan and the Homelessness and Rough Sleeping Strategy.
- 5.2.9 Merton is unusual among London boroughs in no longer owning or managing any social housing. Clarion is working on the regeneration of the Council's former estates following transfer of the stock. The Regeneration is expected to play a key role in addressing the significant disparities in income, health and well-being between the east and west of the borough.
- 5.2.10 The proportion of social rented stock is the fifth lowest in London at 14.1% compared to the regional average of 24.1%. The private rented sector has grown, standing at 24.8%, just below the London average of 25.1%. Owner occupation, outright or with a mortgage, is the dominant tenure. Over 60% of the overall stock, including the private rented sector, comprises houses and 37% flats.
- 5.2.11 The Local Plan currently allows for 13,770 homes in the period 2021-36 and aims to:
- ❑ Require good design and create socially mixed, inclusive and sustainable neighbourhoods
  - ❑ Seek a type and size mix to meet need across all tenures including family and smaller homes, affordable and special needs housing
  - ❑ Require all new homes to minimise energy use and to be net-zero carbon
  - ❑ 90% of all new homes to be accessible and adaptable, with 10% wheelchair accessible.
- 5.2.12 Emerging policy in the Local Plan expects 50% of new homes to be affordable and the current 60:40 ratio of affordable rent to intermediate changes to 70:30, recognising the particular need for genuinely affordable rented products in the context of the need profile. It is expected that sites of 10 or more homes should deliver 50% affordable homes on public land and 35% elsewhere, in line with the London Plan and the London Housing Strategy. For smaller sites of 2-9 homes, a 20% financial contribution is sought.
- A full list of relevant policies is provided at Appendix 8.**

# ESTATES REGENERATION



EASTFIELDS

HIGH PATH

RAVENSBRURY

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Source: Clarion Housing Group

## 6.1 OVERVIEW OF REGENERATION PROGRAMME

- 6.1.1 Clarion Housing Group (Clarion) is part of the wider Circle Housing Group – one of the largest housing associations in the UK. Clarion acquired the ownership and management of the Estates in 2010 as part of a Housing Stock Transfer Agreement (HSTA) containing all the Council housing stock within Merton, totalling circa 9,500 units. Clarion is the majority landowner of the estates, owning about 60% of the three estates. Clarion will deliver any regeneration proposals as part of their requirement to achieve better housing standards on the three estates, known as Decent Homes.
- 6.1.2 As a result of initial stock condition surveys and financial planning work, Clarion discovered that significant refurbishment and maintenance work, as well as financial investment, was required to achieve the necessary improvements in standards. This was as a consequence of a history of reactive repairs rather than proactive or comprehensive refurbishment.

6.1.3 Clarion therefore began a comprehensive review exercise across all their estates within the Borough to determine whether it might be more beneficial and sustainable to replace homes in the poorest condition with new properties. Consideration was given to the condition of the properties over a 50 year period, which was based on the length of Clarion's financial modelling.

6.1.4 All the Clarion Estates in Merton were assessed to determine the impact of upgrading homes to the Decent Homes Merton Standard. This included consideration of:

- ❑ Capacity of existing stock to meet current and future housing needs e.g. overcrowding, older people, demand for adapted properties, etc.
- ❑ Condition of the existing stock and historic / projected maintenance issues and costs
- ❑ Community safety and reported crime
- ❑ Indices of deprivation, including super output area level identification of areas in decline.

6.1.5 The above work was augmented by further reviews based on the deliverability of potential regeneration programmes on each of the estates.

This review included:

- ❑ Scope for increasing the number of homes on site
- ❑ Access and site constraint issues
- ❑ Income generation potential and future sales values and demand
- ❑ Contribution to future housing supply
- ❑ Proximity to public transport and other infrastructure.

6.1.6 These two work streams were combined and clearly identified Eastfields, High Path and Ravensbury as the three estates within Clarion's ownership with the most viable regeneration potential. The regeneration of the estates offers the opportunity for Clarion to explore the potential for creating new, high quality and sustainable affordable housing for the people of Merton. As a result, the lives of the residents on the Estate could be significantly enhanced, by overcoming inequalities faced by those living within the existing poor quality housing. The delivery of wider regeneration benefits to the surrounding area could also be realised.

- 6.1.7 In September 2014, near the start of the project, the Council jointly signed up to 10 commitments with Clarion to ensure residents get the best out of any regeneration proposals for the three estates.

### TEN COMMITMENTS

1. **Clarion will consult with residents, consider their interests at all times, and address concerns fairly.**
2. **Current homeowners will be entitled to at least the market value of their home should they wish to take the option to sell their home to Clarion.**
3. **Current tenants will be entitled to be rehoused in a new home of appropriate size considering the number of people in the household.**
4. **Existing Clarion tenants will keep all their rights and have the same tenancy agreement, including rent levels, in the new neighbourhood as they do now.**
5. **All new properties will be more energy efficient and easier to heat than existing properties, helping to keep down residents' fuel bills.**
6. **Clarion will keep disruption to a minimum, and will do all it can to ensure residents only move once if it is necessary to house them temporarily while their new home is being built.**
7. **Clarion will offer extra help and support for older people and/or disabled residents throughout the regeneration works.**
8. **Clarion will continue to maintain the homes of residents across the three neighbourhoods throughout the planning process until regeneration starts, including ensuring a high quality responsive repairs service.**
9. **Any growth in the number of homes will be in accordance with the Council's Development Plan so that it is considered, responsible and suitable for the area.**
10. **As a not for profit organisation, Clarion will not profit from any regeneration and will use any surplus to provide more housing or improve existing neighbourhoods.**



# 6

# ESTATES REGENERATION

6.1.8 In 2017 Clarion submitted outline planning applications to the London Borough of Merton (LBM) for the redevelopment of:

- The Eastfields Estate, Mitcham
- High Path Estate, South Wimbledon
- Ravensbury Estate, Morden.

Outline planning permission was granted in 2019 for Eastfields and permission was also granted for High path and Ravensbury (subject to reserved matters).

6.1.9 Reserved matters have been approved for High Path Phase 2 and Ravensbury Phases 3 and 4. Reserved matters for Eastfields Phase 1 was submitted on 13 December 2021. A revised outline permission for High Path Phase 3 was obtained on 21 January 2022 (subject to receipt of a revised decision notice) and reserved matters are due to be submitted in the Summer of 2022.

6.1.10 In addition full 'kickstart' consents for High Path and Ravensbury Estates has been granted to allow the decant of residents. The kickstart Phase 1 for High Path has commenced and is due to be completed in early 2022. The kickstart Phase 1 for Ravensbury was completed in summer 2020. Ravensbury Phase 2 is currently underway and is due to be completed in Q3 2023.

## Planning Application Overview

ESTATE	TOTAL NO. OF PHASES	PLANNING APPLICATION / PHASE		
		Full Permission	Outline	Reserved Matters
Eastfields	4	-	Phases 1-4	Phase 1
High Path	7	Phase 1	Phase 2	Phase 2
Ravensbury	4	Phase 1	Phases 2-4	Phases 2-4

EASTFIELDS			
APPLICATION TYPE	LPA REFERENCE	DATE REGISTERED	DECISION
Outline Planning Permission	<a href="#">17/P1717</a>	16/11/2017	Grant Permission 29/04/2019
Revised Outline PP	<a href="#">21/P4078</a>	2/12/21	PENDING
Reserved Matters	<a href="#">21/P4430</a>	13/12/21	PENDING

HIGH PATH			
APPLICATION TYPE	LPA REFERENCE	DATE REGISTERED	DECISION
Full Planning Permission	<a href="#">16/P3738</a>	03/10/2016	Grant Permission 05/10/2017
Outline Planning Permission	<a href="#">17/P1721</a>	16/11/2017	Grant Permission 29/04/2019
Full Planning Permission	<a href="#">18/P1921</a>	04/07/2018	Grant Permission 17/01/2019
Reserved Matters	<a href="#">19/P1852</a>	04/06/2019	Approve 03/10/2019
Variation of Conditions	<a href="#">21/P2806</a>	22/08/2021	Grant Variation 21/01/2022

RAVENSBRURY			
APPLICATION TYPE	LPA REFERENCE	DATE REGISTERED	DECISION
Full Planning Permission	<a href="#">16/P1968</a>	27/05/2016	Grant Permission 09/05/2017
Outline Planning Permission	<a href="#">17/P1718</a>	16/11/2017	Grant Permission 29/04/2019
Reserved Matters	<a href="#">19/P1845</a>	04/06/2019	Grant Permission 09/12/2019

# EASTFIELDS



Source: [Levitt Bernstein Associates](#)

# EASTFIELDS

## 6.2 EASTFIELDS ESTATE

- 6.2.1 The Eastfields Estate is located towards the east of the London Borough of Merton (LBM), within the Figges Marsh ward. Broadly rectangular in shape, the Estate sits to the north west of Streatham Park Cemetery and is bounded by Acacia Road / Mulholland Close to the north west and Clay Avenue to the east, south and west. Mitcham Eastfields Railway Station is around 5 minutes walk to the west of the Estate.
- 6.2.2 The estate area totals approximately 6.87 hectares. Originally constructed in the late 1960s to early 1970s, the estate currently comprises 466 dwellings, comprising a mix of three storey town houses and flatted blocks. The site is laid out with residential blocks on the perimeter of the rectangular site and communal amenity space to the centre. The properties include a mix of tenures including private ownership (as a result of right to buy) and social rent.

- 6.2.3 The estate is in a predominantly residential area, where the scale of built development surrounding the site varies considerably. The exceptions to this are the two storey St Marks Academy and playing areas, located to the north of the site, and the Cemetery to the south. The built development to the west of the site is predominantly terraced and detached houses of two to three storeys. There are no non-residential land uses on the site at present.



# EASTFIELDS



Source: [Levitt Bernstein Associates](#)

## REGENERATION PROPOSALS

6.2.4 The redevelopment in Eastfields will create 800 new homes in addition to new retail, leisure, office and community spaces:

- ❑ 800 new flats, maisonettes and terrace houses
- ❑ Central green space with tree-lined streets and areas
- ❑ Improved access to surrounding areas and facilities.

An Outline Planning Application [Ref: [17/P1717](#)] was submitted to Merton Council on 16 November 2017 for the regeneration of the estate.

Permission was granted on 29 April 2019 subject to S.106 Obligations.

6.2.5 The regeneration proposals for the Eastfields Estate (as set out in the Planning Statement 2017, Savills) comprise the demolition of all existing buildings and the construction of up to 800 units (both flats and houses), up to 275 sqm of flexible non-residential floorspace, associated landscaping, highways and public realm works.

6.2.6 The proposed development comprises the demolition of all existing buildings on site, comprising 466 residential units (219 private and 247 affordable units).

**“Outline planning application (with all matters reserved, except in relation to parameter plans) for the comprehensive regeneration of the Eastfields Estate comprising:**

- ❑ **the demolition of all existing buildings and structures**
- ❑ **erection of new buildings ranging from 1 to a maximum of 9 storeys providing up to 800 residential units (C3 Use Class)**
- ❑ **provision of up to 275 sqm of non-residential floorspace (flexible use class A1 and/or A2 and or A3 and/or A4 and/or B1 and/or D1 and/or D2) provision of new public open space and communal amenity spaces including children’s place space**
- ❑ **new public realm, landscaping works and new lighting**
- ❑ **cycle parking space (including new visitor cycle parking) and car parking spaces (including within ground level podiums), together with associated highways and utilities works.”**

## HOUSING

6.2.7 The proposals will deliver up to 800 new homes in a mix of houses and flats. Two illustrative accommodation schedules have been provided to demonstrate how the development of the estate might come forward.

6.2.8 Based on the illustrative schemes, the proposal could provide for approximately 33% to 34% affordable housing (calculated on a unit basis). This could increase to up to 50% affordable housing on the Eastfields Estate if the viability of the Merton Estates Project improves. All of the existing affordable housing, which comprises rented housing will be re-provided, with no net loss of affordable habitable rooms or floorspace.

6.2.9 All homes are to be designed so that they meet the Mayor’s minimum space standards, the National Technical Standards, and the relevant Building Regulations standards as set out in the London Plan.

6.2.10 The regeneration is an opportunity to provide new lifetime homes for all tenants, this will enable older tenants (and homeowners) to remain independent in their own homes for longer. New homes can be adapted to meet the specific needs of disabled residents, 10% of all new homes will be fully accessible and adaptable for wheelchair users.)

# EASTFIELDS

## Housing Mix Proposal

Dwelling Size	% of Private Tenure	Affordable Homes	
		% of Rent Tenure	Intermediate Tenure
Studio	0-10	0-10	Housing mix to be considered at Reserved Matters Stage if provision of intermediate housing is triggered by the viability review.
1 bed	25-45	30-50	
2 bed	25-45	30-50	
3 bed +	15-35	10-30	

## Illustrative Scheme (773 unit scheme)

Tenure	Studio	1 bed	2 bed	3+ bed	Total Units	Total Hab Rooms	% Affordable and Private Homes on a Unit Basis	% Affordable and Private Homes on a Habitable Room Basis
Affordable (Rent)	0	107	111	44	262	742	34	32
Private (sale or rent)	0	194	178	139	511	1606	66	68
<b>Total</b>	0	301	289	183	<b>773</b>	<b>2348</b>	-	-
<b>% of Unit Size</b>	0	39	37	24	-	-	-	-

## Indicative Maximum Accommodation Mix

Tenure	Studio	1 bed	2 bed	3+ bed	Total Units	Total Hab Rooms	% Affordable and Private Homes on a Unit Basis	% Affordable and Private Homes on a Habitable Room Basis
Affordable (Rent)	0	107	111	44	262	742	33	31
Private (sale or rent)	0	208	208	122	538	1649	67	69
<b>Total</b>	0	315	319	166	<b>800</b>	<b>2391</b>	-	-
<b>% of Unit Size</b>	0	39	10	21	-	-	-	-

## NON-RESIDENTIAL USES

6.2.11 Non-residential floorspace, extending up to 275 sqm is to be located on the Mulholland Road frontage. This will provide flexible floorspace within use classes A1 (Shops) and/or A2 (Financial and Professional Services) and/or A3 (Restaurant & Cafes) and/or A4 (Drinking Establishments) and/or B1 (Business) and/or D1 (Non-residential Institutions) and/or D2 (Assembly and Leisure).

## PUBLIC OPEN SPACE AND AMENITY SPACE

6.2.12 The proposals provide for 1.71 ha of public open space which includes a central linear park (approximately 8,830sqm) running east to west through the site. All units will be provided with private amenity space in the form of balconies, terraces and gardens to meet the London Housing SPG standards. Semi-private communal amenity space will also be provided in the form of podium and courtyard gardens.

# EASTFIELDS

## ACCESS, PARKING + SERVICING

- 6.2.13 Six pedestrian, cyclist and vehicular accesses will be provided into the site from Acacia Road and Mulholland Close, which link into a network of streets within the development. Cycle parking is to be provided in line with the London Plan requirements for the new homes (1 space for 1 bed units, and 2 spaces for units with 2 bedrooms or more). Visitor cycle parking spaces will also be provided, together with spaces for the non-residential uses in accordance with the London Plan standards. Up to 360 car parking spaces will be provided as integral garages, within undercroft podiums, within parking courts and as on-street bays.
- 6.2.14 Appropriate refuse and recycling storage and collection provision will be made on site. Both Underground Refuse Systems (URS) and conventional methods could be utilised subject to further investigation.

## ENERGY + SUSTAINABILITY

- 6.2.15 Clarion's aspiration is that by 2025, all new homes will be delivered to at least a net zero carbon compatible standard. This means that any home not built to net zero carbon standards will be capable of becoming so in the future.
- 6.2.16 To start this journey, Clarion will be excluding fossil fuel heating from all new designs, making use of the rapid de-carbonisation of the UK electricity grid. On Eastfields, the site-wide energy strategy is currently being developed, however it is proposed that air source heat pumps powered by electricity will be used to provide heat and hot water to the future new homes.
- 6.2.17 Good practice environmental design will be incorporated into the proposals, including the use of:
- ❑ water efficient sanitary ware
  - ❑ maximisation of recycling
  - ❑ provision of safe and secure cycle storage
  - ❑ electric vehicle charging points
  - ❑ promotion of sustainable travel behaviour through a travel plan
  - ❑ incorporation of sustainable urban drainage measures
  - ❑ ecological enhancements
  - ❑ sustainable construction site management.

## REVISED APPLICATION

- 6.2.18 In respect of Eastfields Phase 1, a revised outline planning application for this element of the development was submitted on 2 December 2021. Reserved matters for Eastfields Phase 1 was submitted on 13 December 2021, for the construction of 201 new homes.



Source: [Levitt Bernstein Associates](#)

## EXISTING CONDITIONS

6.2.19 In the summer of 2021 there were a number of press and media stories about the condition of the Eastfields estate where residents were living in very poor quality homes, which were not being maintained. Clarion undertook an internal review and found the following:

- ❑ The buildings on the Eastfields estate were poorly designed and nearing the end of their life
- ❑ Clarion's focus on the regeneration programme meant that they got the balance wrong in terms of investing in existing properties. The regeneration has taken significantly longer than expected and in recent years Clarion has taken a responsive, rather than a proactive, approach
- ❑ Clarion hadn't engaged with residents sufficiently over recent months
- ❑ Problems with pests and vermin were exacerbated by waste collection moving to a fortnightly rather than a weekly cycle.

## Eastfields: Lessons Learned

Clarion has a major £1.3bn regeneration programme underway, which is set to transform the estate into the high quality and sustainable housing that their residents need and deserve. Clarion is committed to making sufficient investment in the estate while the regeneration progresses. This investment includes assessing the need through a programme of stock condition surveys and developing a medium-term investment plan from the findings. Residents will be kept informed of all developments that affect them.

Clarion has attempted to speak to every household on the estate with 72% of households spoken to in June 2021 and asked for details of any outstanding or unreported repairs. In the weeks since, more than 400 repairs have been completed - including 145 raised by residents during the door-knocking exercise. Clarion now has full-time staff and a dedicated office on the estate, so that residents can report any repairs or problems in person.

A programme of regular checks will be made on homes on the estate to pick up on any problems at an earlier stage. A pest control company has also been brought in to deal with problems across the estate.

To ensure that the situation at Eastfields does not occur elsewhere, Clarion will take a number of actions across the Group to learn and improve from recent events. Measures include:

- ❑ Building more opportunities for residents to share their views before decisions are taken
- ❑ Completing an ongoing programme of Housing Association service reviews including the repairs customer journey - residents are involved in the process
- ❑ Ensuring the regeneration projects have medium-term investment plans so that Clarion continues to maintain homes effectively
- ❑ Communicating with customers to ensure that they understand how to report repairs and raise complaints, whilst exploring the reasons for under reporting issues
- ❑ Reviewing the scope and presentation of reporting and management information
- ❑ Reviewing leadership responsibilities ensuring there are separate executive leads for the Asset Strategy and the Customer Strategy
- ❑ Reviewing the approach taken to tackle damp, mould and pest problems
- ❑ Reviewing wider asset investment requirements and revising budgets accordingly.



# EASTFIELDS

## PHASING PLAN

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### Key

- Site boundary
- Maximum development zone
- Phase 1a
- Phase 1b
- Phase 2
- Phase 3
- Phase 4

# HIGH PATH



Source: PRP Architects LLP

# HIGH PATH

## 6.3 HIGH PATH ESTATE

- 6.3.1 High Path Estate is located towards the centre of the London Borough of Merton (LBM), within the Abbey ward, to the south and east of South Wimbledon Tube Station. Much of the existing Estate was built between the 1950s and 1980s and is the largest of the estates within this portfolio.
- 6.3.2 The Estate area totals approximately 7.2 hectares and currently comprises 608 residential dwellings in a mixture of tower blocks, flats, maisonettes and terraced houses. Accommodation forms a mix of tenures including private ownership (as a result of right to buy) and social rent. The number of storeys across the site ranges from 1 to 12. Parking on the estate is provided by surface parking courts and garages.

- 6.3.3 Merton High Street establishes the northern boundary of the site, comprising various commercial and retail units. There are two storey residential dwellings to the east of the site, and adjacent to the south-eastern boundary of the site are part single and part-two storey industrial / commercial buildings (The Old Lamp Works). South of the site, on the opposite side of High Path, is a community resource centre and east of this is a two-storey church. Merton Abbey Primary School and a church are also located to the south of the site adjacent to High Path road. To the west are two to four storey houses, with South Wimbledon station located at the north-western corner.



# HIGH PATH



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Source: [PRP Architects LLP](#)

jam consult ltd

## REGENERATION PROPOSALS

- 6.3.4 The High Path regeneration will create a green neighbourhood that provides a wide range of new homes as well as a new park and community facilities.
- ❑ 1,704 new homes each with private outdoor space
  - ❑ New neighbourhood park with a play trail for children
  - ❑ New community centre with facilities for everyone.
- 6.3.5 An Outline Planning Application [Ref: [17/P1721](#)] was submitted to Merton Council on 16 November 2017 for the comprehensive regeneration of the estate, which was subsequently varied on 21 January 2021 [Ref: [21/P2806](#)].
- 6.3.6 Permission was granted on 29 April 2019 subject to reserved matters. All matters were reserved including layout, access, scale, appearance and landscape.
- 6.3.7 Reserved matters for the development of Phase 2 of the High Path Estate were granted on 3 October 2019 [Ref: [19/P1852](#)]. Reserved matters for Phase 3 are expected to be submitted to the Council for approval in the Summer of 2022.

**“Outline planning application (with all matters reserved, except in relation to parameter plans) for the comprehensive phased regeneration of the High Path Estate comprising:**

- ❑ **the demolition of all existing buildings and structures**
- ❑ **erection of new buildings ranging from 1 to a maximum of 10 storeys providing up to 1570 residential units (C3 Use Class)**
- ❑ **provision of up to 9,900 sqm of commercial and community floorspace (including replacement and new floorspace, comprising:**
  - » **up to 2,700 sqm of Use Class A1 and/or A2, and/or A3 and/or A4 floorspace,**
  - » **up to 4,100 sqm of Use Class B1 (Office) floorspace,**
  - » **up to 1,250 sqm of flexible work units (Use Class B1)**
  - » **up to 1,250 sqm of Use Class D1 (community) floorspace**
  - » **up to 600 sqm of Use Class D2 (Gym) floorspace)**
- ❑ **provision of new neighbourhood park and other communal amenity spaces, including:**
  - » **children’s play space**
  - » **new public realm, landscaping works and new lighting**
  - » **cycle parking spaces (including visitor cycle parking) and car parking spaces (including within ground level podiums), together with associated highways and utilities works.”**

- 6.3.8 The overall regeneration of High Path will be delivered in seven phases. Phase 1 of the development was subject to a separate planning application [Ref: [16/P3738](#)], which was granted in October 2017.

- 6.3.9 The Phase 1 application included:
- “Demolition of existing structures associated with the old lamp works, all garages (74 in total) and marsh court play area to provide residential accommodation (134 units - class c3) in buildings of three - nine storeys, provision of car parking (31 spaces including 5 disabled spaces), cycle parking (249 spaces), landscaping and public realm works together with associated utilities and infrastructure.”**

Work commenced in 2020 and is due to be completed in early 2022.

## DEMOLITION

6.3.10 The outline planning application proposes the demolition of all buildings and structures within the red line boundary, comprising 608 residential dwellings and approximately 148 garages. A schedule of the existing homes to be demolished is provided in the table below. The existing convenience store will also be demolished. The outline planning application also allows for the demolition of the St John Divine Church Hall. Demolition will be phased.

## HOUSING

6.3.11 All homes are to be designed so that they meet the Mayor's minimum space standards, the National Technical Standards, and the relevant Building Regulation standards as set out within the Minor Alterations to the London Plan. 10% of the homes will be designed to be wheelchair homes. The building layout parameters ensure that the new homes can be designed having regard to these standards and the Mayors Housing SPG.

## Housing Mix Proposal

Dwelling Size	% of Private Tenure	Affordable Homes	
		% of Rent Tenure	Intermediate Tenure
Studio	0-15	0-10	Housing mix to be considered at Reserved Matters Stage if provision of intermediate housing is triggered by the viability review.
1 bed	25-45	30-50	
2 bed	30-50	30-50	
3 bed +	5-20	10-30	

## Illustrative Scheme

Tenure	Studio	1 bed	2 bed	3 bed	4 bed	Total Units	Total Hab Rooms	% Affordable and Private Homes on a Unit Basis	% Affordable and Private Homes on a Habitable Room Basis
Affordable (Rent)	0	100	123	49	5	277	790	18	20
Private	159	437	543	107	4	1250	3110	82	80
<b>Total</b>	159	537	666	156	9	<b>1527</b>	<b>3900</b>	-	-
% of Unit Size	10	35	44	10	1	-	-	-	-

## Indicative Maximum Accommodation Mix

Tenure	Studio	1 bed	2 bed	3 bed	4 bed	Total Units	Total Hab Rooms	% Affordable and Private Homes on a Unit Basis	% Affordable and Private Homes on a Habitable Room Basis
Affordable (Rent)	0	100	123	49	5	277	790	18	20
Private	163	452	563	111	4	1293	3220	82	80
<b>Total</b>	163	552	686	160	9	<b>1570</b>	<b>4010</b>	-	-
% of Unit Size	10	35	44	10	1	-	-	-	-

# HIGH PATH

## PHASING PLAN



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# HIGH PATH

## NON-RESIDENTIAL USES

- 6.3.12 The outline proposal will deliver up to 9,900 sqm of flexible use class commercial and community floorspace (including replacement and new floorspace). This includes replacement floorspace for the existing convenience store and Church Hall. Non-residential floorspace will be located primarily along Merton High Street and Morden Road, with additional potential along the Neighbourhood Park.

## LANDSCAPE, PUBLIC OPEN SPACE + AMENITY SPACE

- 6.3.13 As part of the masterplan it is proposed to provide a new Neighbourhood Park centrally linking High Path to Merton High Street. This will provide approximately 7,500 sqm of publicly accessible open space. Communal amenity spaces are proposed within the perimeter blocks providing semi-private amenity for residents. In addition, private amenity space will be provided to all new homes in the form of balconies, terraces or gardens. Children's play space will be incorporated within the new park and in the communal courtyards. A new landscaped public realm will also be provided throughout the masterplan areas, including along Merton High Street where the existing London Plane trees are to be retained.



Source: PRP Architects LLP



# HIGH PATH

## ACCESS, PARKING + SERVICING

- 6.3.14 The proposals seek to re-connect the Estate with the wider street network, prioritising pedestrian and cyclist movements. Pedestrian routes and cycle routes are to be improved across the site with high quality new and retained streets and shared surface areas. The routes created will provide north to south and east to west routes through the neighbourhood improving permeability. The proposals will provide numerous access points from High Path, Merton High Street, Morden Road and Abbey Road for pedestrians and cyclists, with direct and legible routes created, in contrast to the poor connectivity on the existing estates.
- 6.3.15 It is proposed to retain existing vehicular access points into the site along High Path, Merton High Street and Abbey Road. The environment around the existing and new streets will be improved by the passive surveillance provided by the new development, which will front onto these streets and provide ground level activity with non-residential uses, front doors to the residential units, and residential core entrances.

- 6.3.16 269 car parking spaces are proposed to be provided on-street, within podium parking areas or on-plot. 20% of these spaces will be provided with electric vehicle charging points, and 20% will have passive provision so that charging points can be provided in the future. The parking provision will include disabled car parking bays. Cycle parking is to be provided in line with policy requirements.
- 6.3.17 It is intended to provide Underground Refuse Systems (URS) throughout the masterplan for the use of residents' general waste and recycling. Some houses on the site where a URS cannot be implemented will instead have a standard collection. The proposed non-residential uses are likely to have their general waste and recycling collected by standard refuse vehicles via LBM or a separate private contractor.



Source: PRP Architects LLP

# HIGH PATH

## ENERGY + SUSTAINABILITY

6.3.18 A number of initiatives are proposed to ensure that a sustainable development is delivered:

- ❑ The incorporation of passive design and energy efficiency measures, a single energy centre comprising a Combined Heat and Power (CHP), and roof mounted solar photovoltaic cells (PV). These measures will ensure that a CO<sub>2</sub> reduction of 35% can be achieved against Building Regulations 2013.
- ❑ Use of materials with low environmental impact
- ❑ Sustainable transport measures including provision of cycle parking, car club bays, electric vehicles charging points
- ❑ Reduced water consumption of 105 litres per person per day
- ❑ Provision of adequate waste and recycling storage
- ❑ Provision of brown/green roofs
- ❑ Ecological enhancements
- ❑ Comprehensive landscape strategy to enhance biodiversity and ecology value of the site.



Source: PRP Architects LLP

## RESERVED MATTERS

6.3.19 Reserved matters applications have been made in relation to Phase 2 for the following:

### DEMOLITION

Demolition of all buildings on the Phase Two site (Marsh Court and Lovell House). 78 existing homes to be demolished in this phase of works.

### LANDSCAPE

Tree planting will respond to the different environmental conditions within the courtyard and streetscape. The amenity courtyard will provide 211 sqm of play space for under-5 children with informal play installations such as stepping logs and stone seating. This forms part of a comprehensive overarching play strategy, which will be implemented as each phase of the masterplan proposals is completed.

### ACCESS

All ground floor dwellings facing the street have individual entrances accessed directly from Pincott Road, High Path and the Mews. These homes have been assigned to vulnerable, elderly residents who require easy access to their homes. More than 10% of the dwellings (12 no.) are designed to meet Building Regulations M4(3) standards.

# HIGH PATH

## HOUSING

The proposals will provide new homes for existing residents. 105 dwellings will be provided in the apartment Blocks A and B at the corner of High Path and Pincott Road. 8 dwellings will be provided in the houses on Abbey Road.

All homes are provided with private amenity space in the form of balconies, terraces or gardens providing at least 5 sqm for two person dwellings, and an additional 1 sqm per additional permission in accordance with the Mayor's minimum space standards. The Abbey Road houses have gardens approximately 70 sqm in size. The residents of the apartment blocks will also have access to the communal amenity gardens providing 211 sqm in Phase Two and this will link into Phase One to complete a larger courtyard of 691 sqm.

## SUSTAINABILITY + ENERGY

Clarion's aspiration is that by 2025, all new homes will be delivered to at least a net zero carbon compatible standard. This means that any home not built to net zero carbon standards will be capable of becoming so in the future.

## Housing Mix Proposal

	1 bed flat	2 bed flat	2 bed maisonette	3 bed flat	3 bed duplex	3 bed house	4 bed flat	4 bed maisonette	Total Units	Total Hab Rooms
<b>Affordable</b>	51	27	2	7	2	2	1	1	93 (82.3%)	243 (80.5%)
<b>Market</b>	7	7	0	0	0	6	0	0	20 (17.7%)	59 (19.5%)
<b>Total</b>	58	34	2	7	2	8	1	1	113	302

To start this journey, Clarion will be excluding fossil fuel heating from all new designs, making use of the rapid de-carbonisation of the UK electricity grid.

On High Path, the site-wide energy strategy is currently being developed for the phases 3-7, however it is proposed that air source heat pumps powered by electricity will be used to provide heat and hot water to the future new homes.

6.3.20 A separate application [Ref [18/P1921](#)] was also granted on 07/01/19 for the following:

**“Erection of a five storey building to provide a school, with sixth form facilities, associated parking, play area and landscaping, following demolition of existing community and commercial buildings on site.”**

# RAVENSBURY



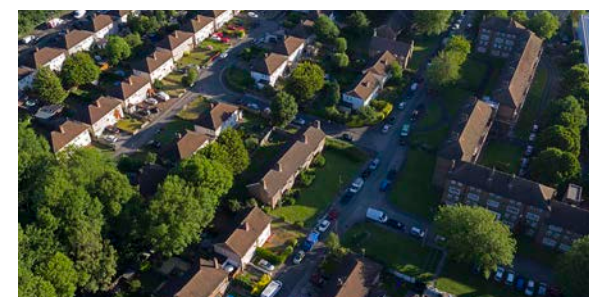
Source: HTA Design LLP

# RAVENSBURY

## 6.4 RAVENSBURY ESTATE

- 6.4.1 The Ravensbury Estate is located towards the south of the borough, within the Ravensbury ward, to the south-east of Morden town centre. The estate sits alongside the River Wandle, between Morden Hall Park and Ravensbury Park with Morden Road wrapping around its western and northern perimeters. The estate was originally constructed between the late 1940s and mid 1950s as part of the post-World War II housing boom.
- 6.4.2 The Estate area totals approximately 4.42 hectares. The Estate currently comprises 192 dwellings, including houses and flats across a mix of tenures including private ownership (as a result of right to buy) and social rent, containing a mixture of semi-detached and terraced houses, flats and maisonettes.

- 6.4.3 Surrounding the residential properties are areas of amenity grassland, informal planting beds, scattered semi-mature trees and hard standing consisting of pavements, roads and car parking. There is also a small community facility of approximately 140 sqm. In addition, at the southern corner of the site there are a number of garages that are in disrepair and are not in use, these are currently under the ownership of LBM.



# RAVENSBURY

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Source: HTA Design LLP

## REGENERATION PROPOSALS

- 6.4.4 The Ravensbury regeneration will provide:
- ❑ Over 200 new homes
  - ❑ New tree planting, play areas and green spaces
  - ❑ A spacious new community centre.

An Outline Planning Application was submitted to Merton Council on 16 November 2017 for the comprehensive regeneration of the estate. Permission was granted on 29 April 2019 [Ref. 17/P1718] subject to S.106 Obligations.

- 6.4.5 Reserved matters have been made in relation to Appearance and Landscaping.

## DEMOLITION

- 6.4.6 The outline planning application proposes the demolition of all buildings within the red line boundary, comprising 97 existing homes and the community room. Homes to be demolished as part of the outline proposals include 86 affordable and 11 private homes. It is anticipated that the community room will be demolished in Phase 4. An additional 4 homes will be demolished in part of Phase 1 (101 homes demolished across all phases in total).

**“Outline planning application (with layout, scale and access for approval) for the regeneration of the Ravensbury Estate (on land to the west of Ravensbury Grove) comprising:**

- ❑ the demolition of all existing buildings and structures
- ❑ erection of new buildings ranging from 2 to 4 storeys providing up to 180 residential units (C3 Use Class)
- ❑ provision of replacement community centre (up to 160 sqm of Use Class D1 floorspace)
- ❑ provision of new public realm, landscaping works and new lighting; cycle parking spaces (including new visitor cycle parking) and car parking spaces, together with associated highways and utilities works.
- ❑ Landscaping works are also proposed to the east of Ravensbury Grove and along Hengelo Gardens.”

## RETAINED HOUSING

- 6.4.7 91 existing homes (42 affordable and 49 private homes) are being retained on the Estate. These are not included within the application boundary.

## NEW COMMUNITY ROOM

- 6.4.8 As part of the proposals, a community room will be constructed and will provide up to 160 sqm of D1 community floorspace. The community room will be located in the heart of the site and will be accessible to all residents. It is anticipated that this will be constructed in Phase 3 prior to the demolition of the existing community room.

## NEW HOUSING

6.4.9 The outline application seeks permission for up to 180 new homes in a mix of houses and flats.

6.4.10 All homes are to be designed so that they are capable of meeting the Mayor's minimum space standards and the National Technical Standards. The majority of homes are to be designed so that they meet the relevant Building Regulation standards as set out within the London Plan, with 10% of the homes designed to be wheelchair accessible or adaptable. The proposal layout ensures that the new homes can be designed having regard to the Mayor's Housing SPG.

6.4.11 All new homes will be provided with private amenity space in the form of private gardens, terraces or balconies. Some of the flatted blocks will also be provided with communal garden spaces to the rear. In total, approximately 622 sqm of communal amenity space is proposed.

6.4.12 Lifts are to be provided for blocks with more than 15 units per core. Most flat blocks will therefore be provided with a lift. Where there is no lift provided, the upper floor flats will be served by an AD Part M compliant stair and would have sufficient space for a future lift to be installed if one is required.

Dwelling Size	% of Private Tenure	Affordable Homes	
		% of Rent Tenure	Intermediate Tenure
Studio	0-10	0-10	No Intermediate Housing is proposed at Ravensbury.
1 bed	20-40	20-40	
2 bed	20-40	10-30	
3 bed +	30-50	40-60	

Tenure	1 bed	2 bed	3 bed	4 bed	Total Units	Total Hab Rooms	% Affordable and Private Homes on a Unit Basis	% Affordable and Private Homes on a Habitable Room Basis
Affordable (Rent)	25	16	35	13	89	355	51	54
Private	21	27	32	4	84	307	49	46
<b>Total</b>	46	43	67	17	<b>173</b>	<b>662</b>	-	-
% of Unit Size	27	25	39	10	-	-	-	-

Tenure	1 bed	2 bed	3 bed	4 bed	Total Units	Total Hab Rooms	% Affordable and Private Homes on a Unit Basis	% Affordable and Private Homes on a Habitable Room Basis
Affordable (Rent)	34	10	35	13	92	355	51	54
Private	33	19	32	4	88	307	49	46
<b>Total</b>	67	29	67	17	<b>180</b>	<b>662</b>	-	-
% of Unit Size	37	16	37	9	-	-	-	-



# RAVENSBURY

## DESIGN + LANDSCAPE

6.4.13 The new landscape strategy includes proposals for:

- ❑ A carefully devised tree and planting strategy
- ❑ A co-ordinated materials palette
- ❑ Attractive tree lined streets
- ❑ Shared surfaces
- ❑ A central landscaped swale
- ❑ A community rose garden
- ❑ Multi-functional communal courtyards.



Source: HTA Design LLP



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# RAVENSBURY

## ACCESS, PARKING + SERVICING

- 6.4.14 Pedestrian routes and informal cycle routes are to be improved across the site with high quality new and retained streets and shared surface areas. 176 car parking spaces are proposed in the outline planning application area, with approximately 50% of these on street and the remaining provided on the house plots. 20% of these spaces will be provided with electric vehicle charging points, and 20% will have passive provision so that charging points can be provided in the future. 10% of the parking spaces will be provided as disabled spaces. Cycle parking is to be provided in line with London Plan requirements.

## SUSTAINABILITY + ENERGY

- 6.4.15 A number of initiatives are proposed to ensure that a sustainable development is delivered:
- ❑ The incorporation of passive design (fabric first approach) and energy efficiency measures, and the installation of photovoltaic panels. These measures will ensure that a minimum carbon dioxide emissions reduction of 35% can be achieved on site
  - ❑ Low environmental impact materials
  - ❑ Sustainable transport measures including provision of cycle parking, electric vehicle charging points and car club bays
  - ❑ Water consumption reduced to below 105 litres per person per day
  - ❑ Provision of adequate waste and recycling storage
  - ❑ Provision of green roofs
  - ❑ Ecological enhancements
  - ❑ Comprehensive landscape strategy to enhance the biodiversity and ecology value of the site
  - ❑ A Site Waste Management Plan will be implemented.



## RESERVED MATTERS

- 6.4.16 Reserved matters for the development of Phases 3 to 4 of the Ravensbury Estate (as well as Phase 2 which is not subject to any compulsory purchase proposals) were granted on 9 December 2019 [Ref: [19/P1845](#)]. The reserved matters proposals involve the redevelopment of part of the estate to provide a residential scheme. The matters of Layout, Access and Scale (with parameters for height) were approved as part of the Outline Planning Permission. This application therefore seeks approval of Appearance and Landscaping only.

## DEMOLITION

- 6.4.17 As approved, all buildings and structures within the red line boundary, comprising 97 existing homes and the community room will be demolished.

## RETAINED HOMES

- 6.4.18 Ravensbury Court, homes along Hengelo Gardens, and 1-11 (odd) and 56-62 (even) Ravensbury Grove are to be retained (91 homes in total are being retained on the estate). Other than landscaping works to the front of these retained properties in public and semi-public areas and some additional lighting which has been proposed on Hengelo Gardens, no works are proposed to these existing homes.

## NEW HOUSING

- 6.4.19 The reserved matters proposal will deliver 179 new homes, in a mixture of houses and flats.
- 6.4.20 The regeneration of the Ravensbury Estate (including phase1) will deliver an uplift in affordable housing so there will be no net loss of affordable housing. All homes have been designed to meet the Mayor's minimum space standards and the National Technical Standards. The majority of homes (124 units) have been designed to meet Building Regulation Part M4(2) standards as set out within the Minor Alternations to the London Plan, with 10% of homes (18 units) designed to be wheelchair accessible or adaptable (Part M4(3)), with 18 accessible parking spaces provided for these homes. The new homes have been designed having regard to the Mayors Housing SPG.

- 6.4.21 A lift has been provided in block F. Where there is no lift provided, the upper floor flats will be served by an AD Part M compliant stair and would have sufficient space for a future stair lift to be installed if one were required.

## NEW COMMUNITY CENTRE

- 6.4.22 A new community centre (D1 Use Class) measuring 159 sqm is proposed at the heart of the site, on a prominent corner (at ground floor level within block M) visible from the junction of Ravensbury Grove and Morden Road. The community centre will be accessible to all residents. The design and operation of the community space has been developed with reference to resident feedback and liaison with Clarion Futures. The community centre will be constructed in Phase 3 prior to the demolition of the existing community room, ensuring that community facilities are available throughout the construction period.

## Housing Mix Proposal

Unit Type	1 bed	2 bed	3 bed	4 bed	Total Units	% by Tenure	Total Habitable Rooms	% by Tenure
Affordable / Social Rent	25	25	37	13	100	56%	379	58%
Private	22	25	18	14	79	44%	275	42%
<b>Total</b>	<b>47</b>	<b>50</b>	<b>55</b>	<b>27</b>	<b>179</b>	<b>-</b>	<b>654</b>	<b>-</b>

## LANDSCAPE

- 6.4.23 The provision of a coherent landscape across the site will include the following elements:
- ❑ A carefully designed tree and planting strategy
  - ❑ A co-ordinated materials palette
  - ❑ An inspiring and playable landscape throughout the neighbourhood
  - ❑ Attractive tree lined streets
  - ❑ Shared surfaces
  - ❑ A central landscaped swale, and the incorporation of other sustainable urban drainage features such as permeable paving and rain gardens
  - ❑ A community rose garden
  - ❑ Multi-functional communal courtyards
  - ❑ New lighting
  - ❑ A landscape-led approach to boundary treatments
  - ❑ Indicative proposals for the interface with the River Wandle.

## AMENITY SPACE + PLAY SPACE

- 6.4.24 All homes are to be provided with private amenity space in the form of balconies, terraces or gardens providing at least 5 sqm for two person dwellings, and an additional 1 sqm per additional person in accordance with the Mayor's minimum standards. The proposed play strategy is based upon the Mayor for London's Supplementary Planning Guidance 'Providing for Children and Young People's Play and Informal Recreation' (2012).

## ACCESS + SERVICING

The proposals will deliver:

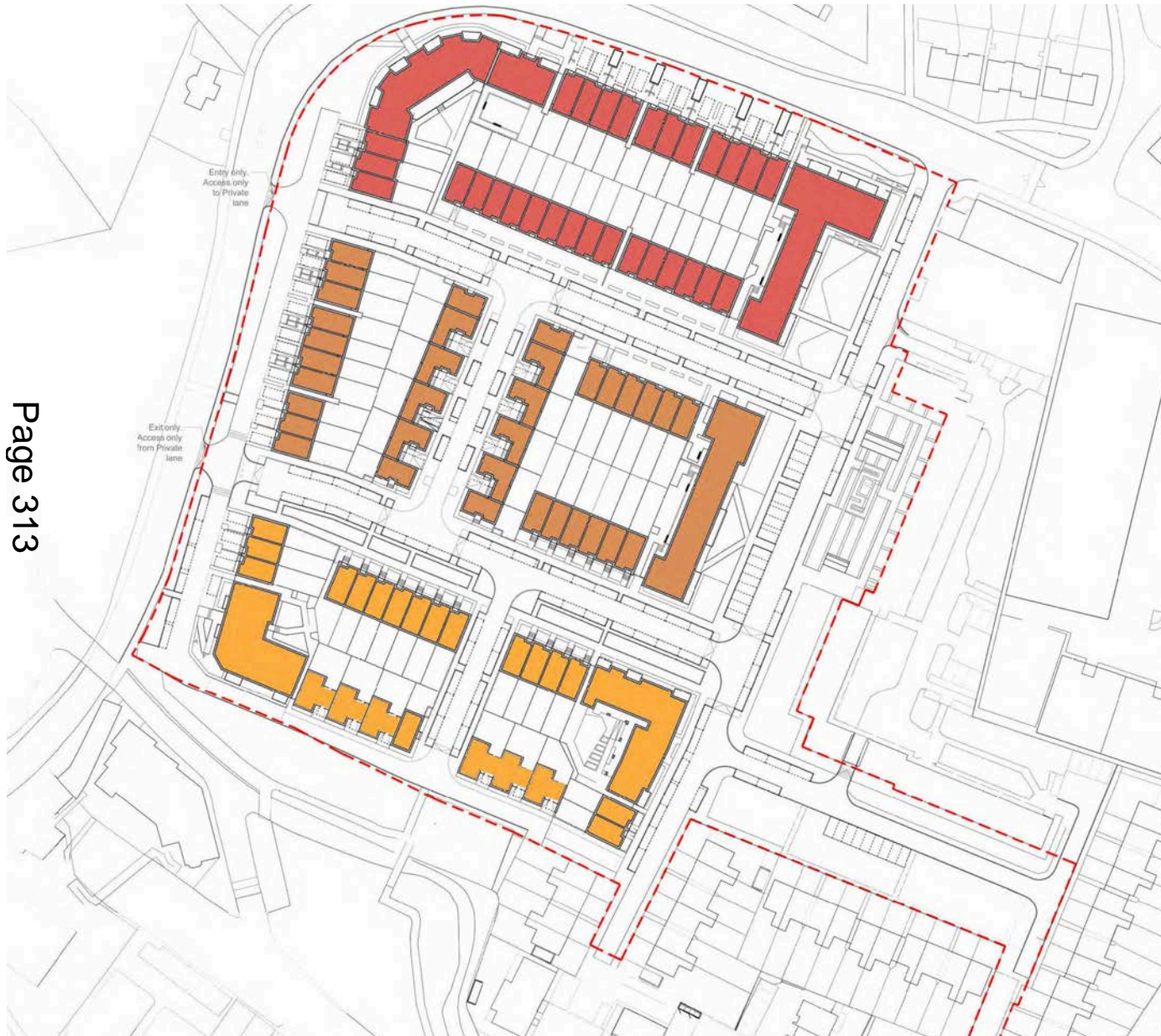
- ❑ 161 car parking spaces, including 18 disabled parking bays
- ❑ An additional 15 car parking spaces retained for existing residents
- ❑ 1 car club bay, subject to a future Car Club Assessment
- ❑ 311 cycle parking spaces for residents, and 8 spaces for visitors/ community centre users.
- ❑ 20% active electric vehicle charging points, and 80% passive charging points
- ❑ New and enhanced pedestrian and cycle routes throughout the scheme.

## SUSTAINABILITY + ENERGY

- 6.4.25 A number of initiatives are proposed to ensure that a sustainable development is delivered:
- ❑ The new buildings will be built to a high specification prioritising a passive design (fabric first approach) energy efficiency measures including photovoltaic panels, to achieve a reduction of 40.7% in carbon dioxide emissions on-site.
  - ❑ The materials will have a low environmental impact as described in the BRE Green Guide
  - ❑ Water consumption will be reduced to below 105 litres per person per day through water efficient fixtures + fittings
  - ❑ Provision of adequate and easily accessible waste and recycling storage for flats and houses
  - ❑ Provision of green roofs and other measures to support a sustainable urban drainage system
  - ❑ Ecological enhancements including the installation of artificial habitats for birds and bats
  - ❑ A comprehensive landscape strategy, which incorporates planting with native species and trees, with opportunities to enhance the biodiversity and ecology value of the site.

# RAVENSBURY

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-  Phase 2
-  Phase 3
-  Phase 4

# 7 SECTION 106 AGREEMENTS

## 7.1 S106 AGREEMENTS

7.1.1 A deed of agreement under Section 106 of the Town and Country Planning Act 1990 was agreed on the 26 April 2019 in relation to the developments at the three estates. The agreement sets out general provisions for:

- Affordable housing
- Highway works
- Bus stop Improvement works
- Parking Management
- Estate Roads (Delivery and Management, Maintenance and Access)
- Parking Controls
- Delivery and Service Management Plan
- Car Club
- Utility Diversions
- Carbon Offsets
- Noise and Air Quality during construction
- Open Space (Delivery and Management, Maintenance and Access)
- Lifts.

7.1.2 Specific obligations are also detailed for each of the estates, including:

### EASTFIELDS

- Residential Travel Plan
- Refuse Strategy
- Replacement of Eastfields Ball Court / provision of Eastfields Recreational facility
- Traffic Calming Measures
- District Heating Network.

### HIGH PATH

- Waiting and Loading Bays
- High Path Bus Stop Relocation
- Bus Capacity Improvements
- High Path Pedestrian and Cycle Routes Improvements
- Primary Care Needs Assessment
- Re-provision of High Path Community Centre
- Replacement of High Path Ball Court / provision of High Path Recreational Facility
- Refuse Strategy
- District Heating Network
- Transport Impact Assessment
- Residential and Workplace Travel Plan
- Electric Vehicle Charging Points.

### RAVENSBURY

- Traffic Calming Measures
- Ravensbury Pedestrian and Cycle Routes Improvements
- Re-provision of Ravensbury Community Centre
- Access to Ravensbury Park
- River Wandle Footbridge.

7.1.3 Provision is also made for:

- Scheme Linking** - No more than 607 new market units are to be occupied until at least 100 units have been constructed an area available for occupation on the Ravensbury Estate and 131 on the Eastfields Estate
- Build to Rent** - Details of the build to rent for each phase of the development for High Path shall be submitted with each phase
- Flood Plain Mitigation Strategy (Ravensbury)** - Ensure that all works are carried out in accordance with the flood mitigation strategy.

# 8 RESIDENTS' OFFER

## 8.1 DETAILS OF OFFERS FOR TENANTS/LEASEHOLDERS

8.1.1 Since 2013, the masterplanning process has involved extensive consultation with the Estate residents, local community, stakeholder engagement, and discussion with LBM Officers. The Residents' Offer was published on 27 May 2015 to the existing homeowners and affordable housing tenants, followed up by an independent survey to gauge residents' responses to the Offer and the plans for the regeneration of the area (See Planning Statements for details of 2015 offer).

8.1.2 During the Estate Local Plan consultations and throughout 2015 and 2016, homeowners raised concerns with the Council about the Residents' Offer and in particular what 'like for like' actually meant. Whilst this was set out in the 2015 Residents' Offer, the Council exercised its due diligence to residents in seeking clarification from Clarion on this important matter. Clarion provided clarification as follows:

### DO RESIDENT HOMEOWNERS GET LIKE FOR LIKE?

The Residents' Offer details the Replacement Home Option, which is offered to those resident homeowners who were living on one of the three neighbourhoods on the 27th May 2015 (when the Residents' Offer was published). The Replacement Home Option confirms:

- If you are currently a freeholder you will be offered a freehold on your new property
- If you are a leaseholder you will be offered a new 125-year lease on your new property
- The new home will be at least as large as the home it replaces
- Every Replacement Home will have private outdoor space
- If you live in a house you will be offered a house, if a flat a new flat and a maisonette a new maisonette
- The new home will have the same number of bedrooms as the existing home had when it was first built
- There will be a Replacement Home for every resident homeowner who chooses to stay
- They will be entitled to a £3,000 disturbance allowance.
- 

### IF YOU ARE A FREEHOLDER NOW, WILL YOU BE A LEASEHOLDER (AND THEREFORE LIABLE FOR SERVICE CHARGES) IN THE NEW DEVELOPMENT?

- If you are a resident homeowner and a freeholder we will offer you a new freehold property.
- If you are a resident homeowner and a leaseholder we will be offering you a new 125 year leasehold at no cost and irrespective of how long you have to run on your current lease.

### WHAT CIRCUMSTANCES WILL SHARED OWNERSHIP OR SHARED EQUITY PRODUCTS BE OFFERED TO RESIDENT HOMEOWNERS?

### WHAT CIRCUMSTANCES ARE ENVISAGED WHERE THESE PRODUCTS WILL BE OFFERED TO RESIDENT FREEHOLDERS?

- ❑ There is no shared ownership option (which involves paying rent on the part of the home owned by the Housing Association) in the Residents' Offer.
- ❑ Clarion includes a shared equity option (where no rent is payable) as a "safety net". This is to ensure that those residents who have a mortgage and for some reason are unable to transfer it to their new Replacement Home (perhaps because their circumstances have changed) will still be able to take up the offer of a new home and stay in their neighbourhood. In those circumstances Clarion will meet the financing gap using shared equity, which helps fulfil the commitment to provide a Replacement Home for any resident homeowner who chooses to stay and at no cost to them.

- ❑ Where one of Clarion's tenants exercises their Right to Buy after the 27 May 2015 (when the Residents' Offer was published) Clarion will offer them a new home of the same size and typology on a shared equity basis.
- ❑ These are the only circumstances where shared equity is applied in the Residents' Offer.

### WHERE WILL ALL RESIDENT HOMEOWNERS LIVE DURING THE REDEVELOPMENT PROCESS AND WHO WILL PAY FOR THIS?

- ❑ Clarion will always try to move resident homeowners straight into their new Replacement Home, i.e. without the need to be temporarily housed. The phasing plans for all three neighbourhoods have been designed to accommodate this approach.
- ❑ For a small number of existing resident homeowners this may not be possible, for example as a consequence of their choice of location and its position in the phasing plan. Clarion may be able to offer a temporary Circle Housing home in their neighbourhood or another part of Merton, though this would need to be agreed with the London Borough of Merton who retain nomination rights as part of the 2010 Transfer Agreement.

- ❑ A disturbance payment of £3,000 will be available. Resident homeowners won't be charged rent as long as they agree to the terms set out in the Residents' Offer regarding accepting the market value plus 10 per cent for their existing home, the value of the new home and the licence agreement for the temporary home.
- ❑ Anyone living in a temporary home for longer than one year will be entitled to an additional £3,000 disturbance payment.

### IS "LIKE FOR LIKE" TENURE; NUMBER OF BEDROOMS; HABITABLE ROOMS OR HOUSE / FLAT?

- ❑ The Replacement Home option means that if you live in a house which was originally built as a three bedroomed house, then the Replacement Home will be a three bedroomed house. The owner of a two bedroomed flat will be offered a new two bedroomed flat, etc. Every Replacement Home will be at least as large as the home it replaces. Every Replacement Home will have private outdoor space (i.e. a garden, balcony or roof terrace) irrespective of whether the original home had this or not.



# 8

# RESIDENTS' OFFER

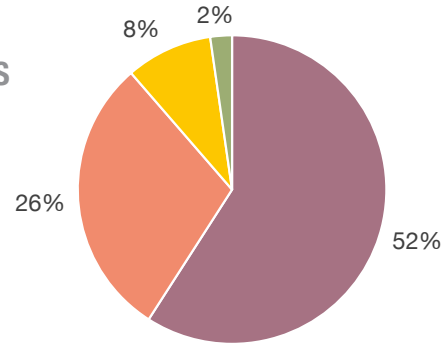
## 8.2 CONSULTATION FEEDBACK

8.2.1 During the consultation, residents from each estate were asked to consider the following in relation to the Residents' Offer:

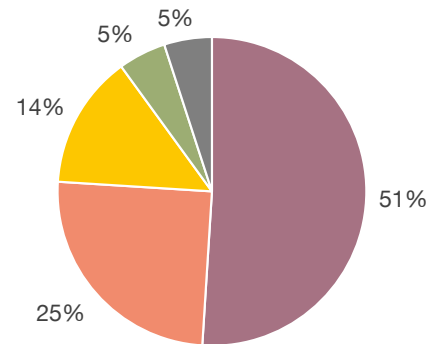
- Has the Residents' Offer been clearly explained to you?
- What do you think of the Residents' Offer?

HAS THE RESIDENTS' OFFER BEEN CLEARLY EXPLAINED TO YOU?

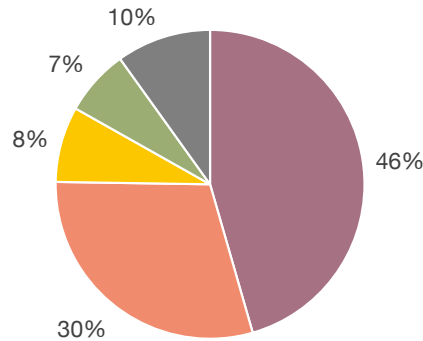
EASTFIELDS



HIGH PATH

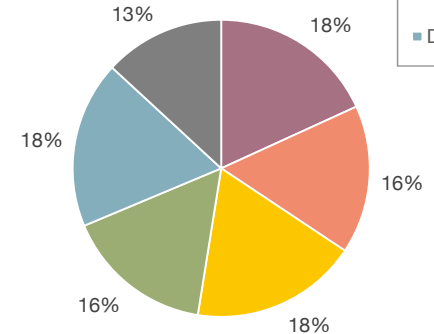
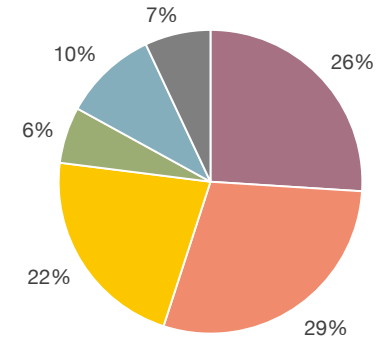
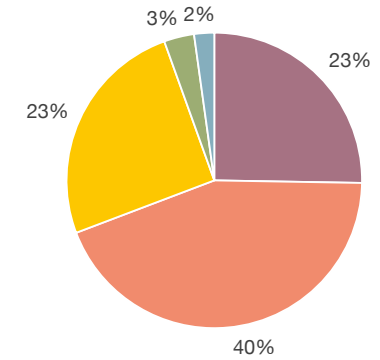


RAVENSBURY



■ Yes ■ Mostly ■ Not really ■ No

WHAT DO YOU THINK OF THE RESIDENTS' OFFER?



■ Like very much  
 ■ Like  
 ■ Neither like or dislike  
 ■ Dislike  
 ■ Dislike very much

# 9 COMPULSORY PURCHASE ORDERS

## 9.1 COMPULSORY PURCHASE ORDERS

9.1.1 Compulsory purchase is a legal mechanism by which certain bodies (known as ‘acquiring authorities’) can acquire land without the consent of the owner. Compulsory purchase powers are an important tool to use as a means of assembling the land needed to help deliver social, environmental and economic change.

9.1.2 The use of compulsory purchase powers to acquire the land at each of the estates is necessary to support the delivery of the Merton Estates Regeneration Programme and the objectives of the Estates Local Plan. The case for the use of CPO powers has been strengthened with: the granting of outline planning permission for each of the Estates; adoption of the Estates Local Plan, which robustly supports the Scheme (including the use of CPO powers to deliver the Scheme); and the signing of a CPO indemnity agreement between Clarion and the London Borough of Merton (LBM).

9.1.3 There are no impediments to proceeding with the 2022 Scheme and the Council is satisfied Clarion has the ability and financial resources, not only to pay for compensation arising out of a CPO, but also to successfully deliver the 2022 Scheme underlying the CPO.

9.1.4 To date Clarion has acquired 229 freeholds and long leases across the Merton Estates Regeneration Programme areas through voluntary sales under the terms of the 2015 Residents’ Offer. These consisted of 81 freehold and 148 long leases: 130 are at High Path, 88 at Eastfields and 11 at Ravensbury. There are a number of residents and non-resident homeowners who do not wish to sell voluntarily and will only sell their property once a CPO is in place.

9.1.5 The table below shows the number of tenants (leasehold and freehold) impacted by the CPOs. A small number of residents have protected characteristics of Gender and Marriage/Civil Partnership. The analysis in this report has identified that there is no significant impacts on residents with these protected characteristics.

PROTECTED CHARACTERISTICS	EASTFIELDS		HIGH PATH		RAVENSBURY	
	LH	FH	LH	FH	LH	FH
Age	1	0	1	2	0	0
Disability	1	0	0	0	0	0
Ethnicity	2	6	11	5	0	3
Gender Reassignment	0	0	0	0	0	0
Marriage + Civil Partnership	0	0	4	1	0	0
Pregnancy + Maternity	0	0	0	0	0	0
Religion + Belief	0	0	0	0	0	0
Gender	0	0	6	0	0	0
Multiple protected characteristics	0	4	7	4	0	0
No known protected characteristics	10	23	1	6	1	1
<b>TOTAL NUMBER OF RESIDENTS:</b>	<b>14</b>	<b>33</b>	<b>30</b>	<b>18</b>	<b>1</b>	<b>4</b>

LH: Leasehold, FH: Freehold

# 10 COMMUNITY ENGAGEMENT

## 10.1 OVERVIEW

10.1.1 This section provides a summary of the consultation undertaken to date with local stakeholders and the wider community. Clarion and their project team has undertaken a series of consultation events in order to understand the aspirations of the Estate residents. A range of topics have been explored with the residents and this engagement process has been ongoing throughout the design of the masterplan.

### INCLUSIVE CONSULTATION

10.1.2 The need for inclusive consultation was an overarching consideration to ensure that the whole community was reached. The following strategies were adopted:

- ❑ A wide circulation of invitations
- ❑ The venues for the consultation events had to have level access and wide enough doors and corridors for ease of access
- ❑ Accessible WC available
- ❑ Activities offered for children at events
- ❑ For all events, a register was taken, so that an accurate record could be kept of who attended and the total attendance figures, so that any obvious omissions might be identified for targeting later
- ❑ Reports were drawn up for each event, highlighting key feedback.



# 10 COMMUNITY ENGAGEMENT

## ❑ COMMUNITY EVENT – 14TH JUNE 2014

The first public event provided residents with the opportunity to provide feedback on what they liked and disliked about the Estate, as well as make suggestions on the possibilities for refurbishment and regeneration.

## ❑ WORKSHOP ON TYPES OF HOMES – 26TH JUNE 2014

This workshop, attended by 52 people, gave residents the opportunity to provide feedback on the types of homes that they would like to see on the estate if it were to be regenerated.

Some of the key comments raised indicated preferences for:

- » At least the same size or larger properties
- » A more traditional design, potentially constructed from brick
- » More private amenity space.

## ❑ COMMUNITY EVENTS AND WORKSHOP – OPEN SPACES, STREETS AND HOMES – 12TH JULY 2014 AND 23RD JULY 2014

The purpose of these events was again to gain feedback from residents focussed around three key themes: open space, streets and homes.

Some of the key comments drawing out of this event indicated:

- » Support for the central green space and landscape
- » Concerns around safety of public spaces and play areas
- » A dislike for wood and metal panelling as a cladding material.

## ❑ WORKSHOPS ON HOUSE LAYOUTS – 2ND AUGUST 2014 AND 9TH SEPTEMBER 2014

The purpose of these events was to gain an understanding of what the current residents wanted to see from the internal layouts of new properties and to provide comments on some initial layout options.



# 10 COMMUNITY ENGAGEMENT

Clearly, the diverse range of housing needs as well as individual preference meant that there was unlikely to be consensus on such an issue, however, some of the key points included:

- » Many residents supported a variety of house types to provide choice within the Estate
  - » A number of residents also expressed interest in the flexibility of 'multi-generation homes' to have separate annex for children or elderly relatives within the home
  - » Mixed views towards open plan living
  - » Strong support for more storage
  - » Support for private amenity space to be separated and away from public spaces
  - » Support for adequate parking levels and appropriate controls to make sure non-residents do not use it.
- ❑ **DRAFT MASTERPLAN LAUNCH – 18TH, 20TH, 21ST AND 22ND OCTOBER 2014**  
This series of four workshops tabled the emerging masterplan vision for the full regeneration of the Estate. A total of 123 people attended the event with 30 feedback forms completed in detail.



- ❑ **OTHER WORKSHOPS**  
Further sessions were held to provide an opportunity for the communities to be involved in the scheme development, including a workshop to discuss options for landscape and parking (5th March 2015), with a subsequent workshop to discuss options for house types and layouts (26th March 2015).
- ❑ **OTHER CONSULTATION**  
A Residents' Offer was issued in late May 2015 and further public consultation was undertaken as part of this process to give residents the opportunity to discuss the contents of the Offer. These sessions were held on the 4th, 6th and 9th June 2015.
- In addition in 2016 there were three events including:
- » Previous and current masterplans (1 & 3 November)
  - » Your Homes and Open Spaces (15 & 19 November)
  - » Final Proposals Exhibition (6 & 8 December).
- Clarion is committed to continuing this process of community engagement through the Reserved Matters and construction stages.
- ❑ **NEWSLETTERS**  
Quarterly newsletters are sent to all existing residents to ensure that the existing residents are kept up to date and informed about the progress of the regeneration proposals.

# 10 COMMUNITY ENGAGEMENT

## 10.3 HIGH PATH – OUTLINE

The Applicant has undertaken a series of public events since 2013 including a series of public consultation events:

- ❑ 'Have Your Say Day' – Public Exhibition – 2 & 8 August 2013
- ❑ Public Exhibition – June 2014
- ❑ Residents' Site Visit to Haggerston and Orchard Village – Site Visit – July 2014
- ❑ Residents' Workshop – August 2014; Homes & Park Workshop – Public Workshop – 18 March 2015
- ❑ Residents' Offer Event – Public Exhibition – 30 May, 4 & 10 June 2015
- ❑ Kickstart Workshop – Workshop – July 2016
- ❑ Have Your Say Day – Public Exhibition – 5 & 7 November 2016
- ❑ Final Exhibition – 7 & 9 December 2016.

Newsletters have also been used to keep residents up to date. The feedback received from these events was considered and fed back into the design process. Additional analysis and design testing was undertaken, where required, which influenced the design evolution. Where feasible, amendments were made to the scheme, allowing for the proposals to evolve iteratively taking account of the matters raised.



## HIGH PATH – RESERVED MATTERS PHASE 2

High Path Phase 2 was presented to residents and the local community in October 2018 and February 2019.

- ❑ **COMMUNITY ENGAGEMENT EVENTS**  
The first set of engagement events were held on 17th and 20th October 2018. Elevation proposals, block arrangements, internal home layouts and landscape proposals were presented to High Path residents as well as the wider community, asking for their views on the designs.

Residents welcomed the playful and original designs and felt that it represented the character of their local area. The key feedback for improvement was focused on internal layouts, parking and materials.

The second round of engagement events were held on 13th, 16th and 18th of February 2019. Updated design proposals were presented to the community, showing how their feedback has influenced the design.

# 10 COMMUNITY ENGAGEMENT

## ❑ OTHER ENGAGEMENT

In addition to residents' engagement events Clarion also consulted with local stakeholders. In February 2019 an event was held for non-High Path resident stakeholders. This was aimed specifically at residents from neighbouring communities and interest groups.

Groups invited included:

- » The Wimbledon Civic Society
- » Battle Road Residents Association
- » Local churches.

Clarion ran 'Regeneration Week' from 5th – 7th March 2018 with Abbey Meadows Primary School, which included debate, discussion and feedback from young people on the plans for High Path. This was the fourth Regeneration Week at Abbey Primary School.



# 10 COMMUNITY ENGAGEMENT

## 10.4 RAVENSBURY – OUTLINE

As part of the consultation process, the design team consulted with existing residents, the local community and key stakeholders including the following groups:

- ❑ Existing residents of Ravensbury
- ❑ Neighbouring residents and businesses
- ❑ Local amenity groups, including Friends of Ravensbury Park, Morden Hall Park, Wandle Trust and Living Wandle, National Trust, London Wildlife Trust, Architectural Liaison Officer.

Consultation was carried out at regular points throughout the design development process and took the form of formal meetings and individual briefings to key local stakeholders. Public consultation events were held throughout the process, which invited residents and neighbours to comment on the emerging proposals.

The feedback received from these events was considered and where required additional analysis and design testing was undertaken. Where possible, revisions were made to the emerging proposal to address the matters raised.



Thirteen public consultation events were held between July 2013 and November 2016. A number of comments were raised by residents during these events including issues surrounding car parking levels, building heights, timing and phasing of the development, upgrades to communal and public spaces and protection of existing trees. These issues were all discussed in detail with attendees and addressed where possible as the emerging scheme developed.

## RAVENSBURY – RESERVED MATTERS

Three public consultation events were held on the proposals at the existing Ravensbury Community Room between July 2018 and January 2019.

- ❑ **CONSULTATION EVENT 1-4TH JULY 2018**  
The first event presented the emerging proposals and asked what the community would like to see happen with the community space.



# 10 COMMUNITY ENGAGEMENT

## ❑ CONSULTATION EVENT 2 – 18TH SEPTEMBER 2018

The second consultation event provided the opportunity to discuss housing need matters and also the design of the potential new homes with future residents. The general themes emerging from this second consultation event were as follows:

- » Concerns regarding safety and lighting particularly to front doors
- » Residents were pleased with the size of the proposed gardens and more spacious homes as well as the provision of level access for ground floor flats
- » Residents expressed the opinion that internally, the windows positions within the flats could be improved for the purposes of aligning furniture
- » Residents suggested that larger homes would benefit from an additional shower room or en-suite and the wet rooms within the elderly persons housing were well received.
- » Concerns were raised regarding allocating parking for those residents without on-plot parking.



## ❑ FINAL PROPOSALS EVENT 3-22ND AND 23RD JANUARY 2019

The final event was an opportunity to present the developed design in advance of the submission of the Reserved Matters application. The key issues raised by residents at this event were as follows:

- » The design of the boundary to Ravensbury Park and how this should work appropriately with the scheme
- » A number of residents expressed a desire to use the attic space as storage
- » Residents suggested that the current street names should be used in the new layout
- » The issue of further temporary parking arrangements being required during construction was raised
- » Residents expressed that they would like a shed for garden storage and asked who would be responsible for maintaining the rose garden.

## ❑ OTHER CONSULTATION

There has also been engagement with both the National Trust and Friends of Ravensbury Park throughout the outline and reserved matters design evolution process.

# EQUALITIES DATA + ASSESSMENT

# 11 EQUALITIES DATA 2015

## 11.1 OUTLINE OF PREVIOUS WORK

11.1.1 The Equalities Analysis undertaken by Clarion in 2015 identified that the 'protected characteristics' of: Age, Disability and Ethnicity were particularly relevant to the regeneration proposals and there was the potential for these groups to be negatively affected. The assessment therefore focussed on these issues.

11.1.2 Clarion has advised that residents of Eastfields, High Path and Ravensbury have provided information about the problems with their homes and outside spaces, which included:

- homes that are expensive to heat
- leaking roofs
- poor noise insulation
- condensation and damp
- issues with refuse collection
- unsafe pathways.

11.1.3 Some of these issues were also raised in both Council consultations in 2014 and 2016, particularly concerns around unsafe pathways, damp and poor internal conditions. As set out in the policies in the Council's Estates Local Plan, regeneration will be expected to provide a range of choices and benefits including:

- high quality well designed neighbourhoods
- wider housing mix
- more private space for residents
- better quality green spaces and community facilities
- job creation opportunities.

11.1.4 The regeneration will also be an opportunity to provide much needed new homes by making more efficient use of brownfield land, improving the quantity, quality and mix of new homes on each of the three estates. A key expectation of any regeneration proposals that come forward will be a commitment to keeping the existing community together in each neighbourhood, and for existing residents to have a guaranteed right to return to a new home in their regenerated neighbourhood.

11.1.5 The Equalities Analysis undertaken in 2015 identified that the greatest impact on equalities would be the mechanics of the delivery of the regeneration programme including:

- the Residents' Offer
- moving existing residents into new homes
- addressing overcrowding
- minimising disruption during this extensive process.

# 11 EQUALITIES DATA 2015

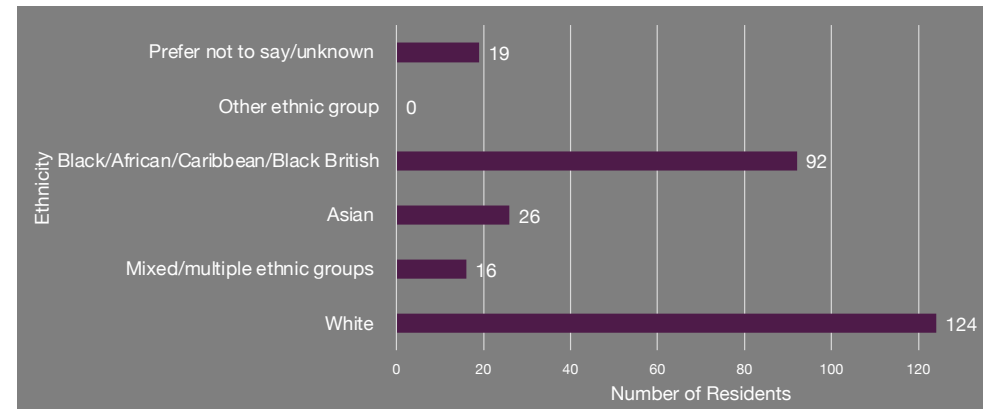
## 11.2 EQUALITIES IMPACT ASSESSMENT, 2015

11.2.1 Clarion undertook an Equalities Impact Assessment to determine the potential impacts of the delivery of the Estates Regeneration against those residents with protected characteristics, as set out below.

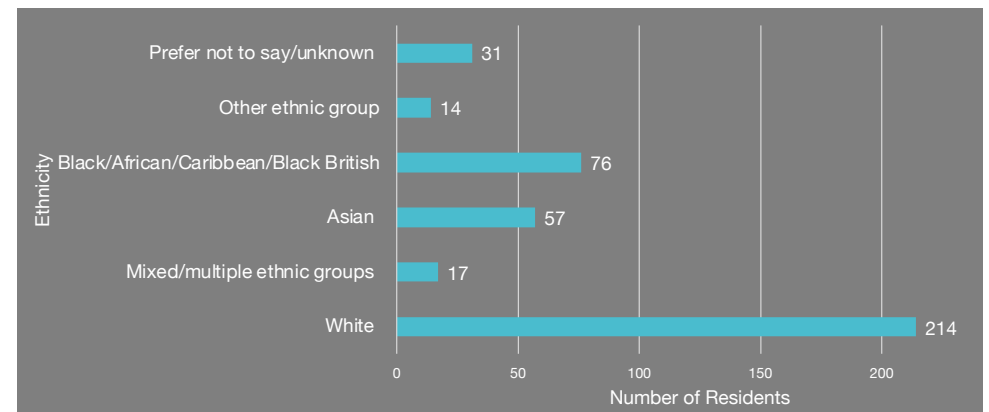
11.2.2 To aid comparison of data with the ONS, the ethnicity categories have been grouped into five categories:

- Black/African/Caribbean/Black British
- Asian
- Mixed/multiple ethnic groups
- White
- Other.

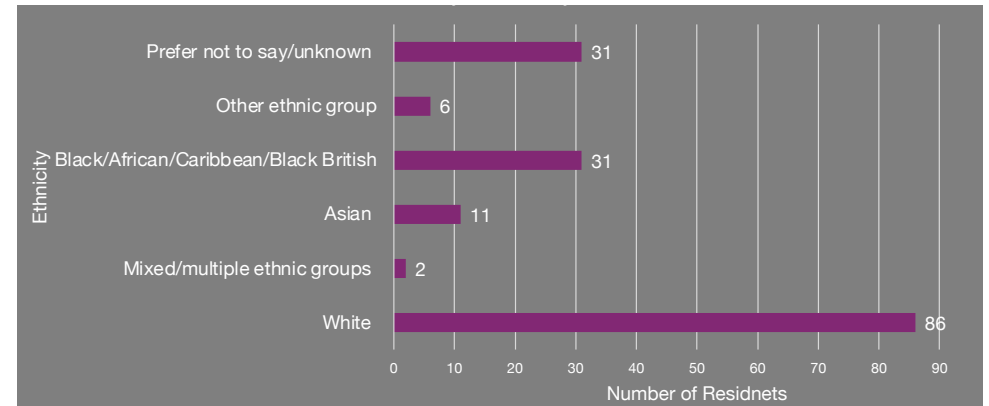
### EASTFIELDS



### HIGH PATH



### RAVENSBURY



# 11 EQUALITIES DATA 2015

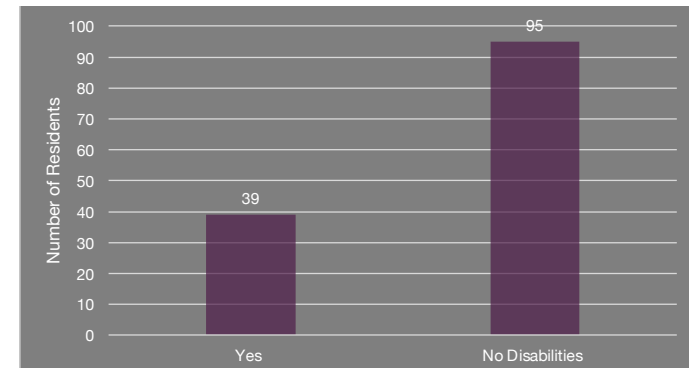
Protected Characteristic	Positive	Negative
Race	<p>Consultation with all households on the three estates has helped to understand the current and future housing needs of the entire population of the estates. There is evidence that households from ethnic minorities on the three estates where regeneration is being considered are more likely to be overcrowded than all households on the estates.</p> <p>Regeneration deals with overcrowding within Circle’s tenanted properties on the estates by rehousing each household in the right size property for them.</p> <p>Regeneration allows the opportunity to address issues of under and over occupation and this has been taken into account when formulating the proposed residents’ offer.</p> <p>The regeneration proposals provide an opportunity to provide new good quality homes across a range of tenures (social affordable, leasehold, freehold and private rented sector). Good quality shared and public spaces are designed to feel safe and to encourage community cohesion. New homes will be safe, warm and economical to run.</p> <p>All existing Clarion tenants and resident homeowners will have the option to stay in their neighbourhoods if they wish to, this will promote community cohesion and build on the strength of the existing very diverse communities in the existing neighbourhoods.</p>	<p>Language barriers could limit the ability of some residents who are members of ethnic minority communities to participate in ongoing consultation regarding their housing needs or their rights under the Residents’ Offer.</p>

# 11 EQUALITIES DATA 2015

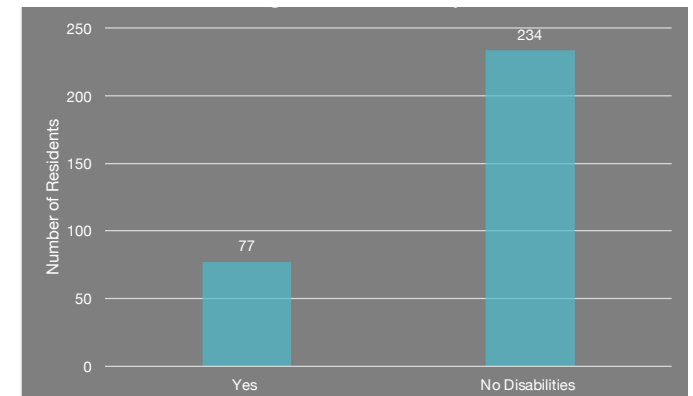
Page 330

Protected Characteristic	Positive	Negative
<b>Religion/Belief</b>	<p>Engagement with residents has been with a diverse range of religions and beliefs and has helped to understand and take account of their specific needs.</p> <p>For example, religious and cultural requirements for specific washing facilities and separate kitchens and living areas have become apparent and have been fed into the detail regarding the design of new homes.</p>	<p>It is not considered that there will be a differential negative impact on persons of particular (or no) religion or belief as a result of the regeneration proposals.</p>
<b>Disability</b>	<p>Consultation and other data demonstrated that all three estates have residents with disabilities. Individual discussions with residents about their future housing needs would, once a decision to proceed is in place, allow Clarion to plan for the provision of lifetime homes and adapted properties for residents of household members with specific needs.</p> <p>A proportion of any new homes would be designed and built specifically to meet the needs of disabled residents. A better environment is also conducive to better mental health and well-being.</p> <p>Each of the three neighbourhoods has a number of households where one or more members of the household has a disability.</p> <p>There are few homes on each of the estates that were built specifically with the needs of people with disability in mind.</p> <p>Regeneration will allow Clarion to build all new homes to lifetime homes standards and 10% of homes will be adaptable to be fully wheelchair accessible. Clarion will be able to adapt new homes to the specific needs of individuals with disabilities and future housing will be much better tailored to the needs of disabled residents</p>	<p>There is the potential for residents with disabilities to find it more challenging to move home than residents without a disability due to the nature of their disability.</p>

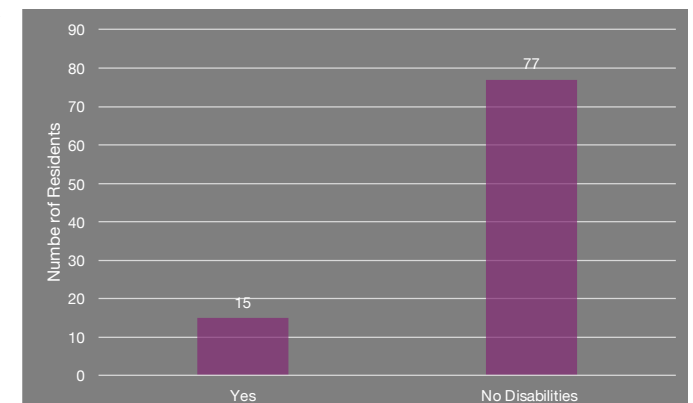
## EASTFIELDS



## HIGH PATH

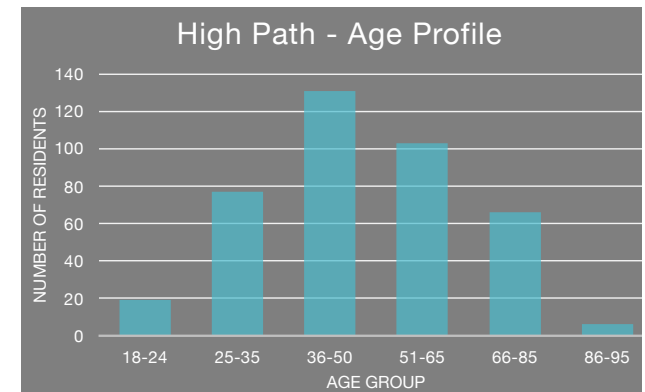
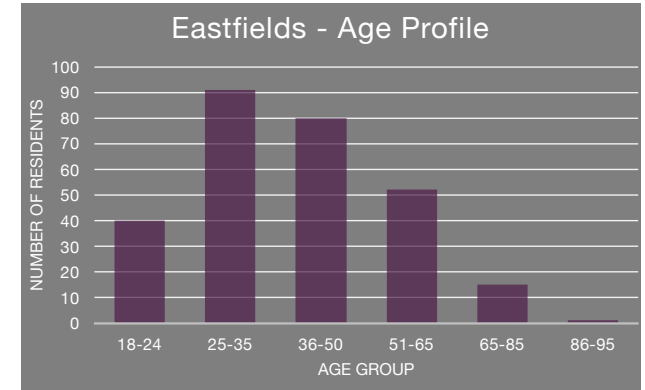


## RAVENSBURY



# 11 EQUALITIES DATA 2015

Protected Characteristic	Positive	Negative
Age	<p>Clarion has consulted with all residents about their ambitions for future housing on their estates. There is the opportunity to provide the right type of housing for different households of all age groups.</p> <p>Engagement with older and younger residents will allow Clarion to take account of current and future housing needs when designing any future housing and to consider how to encourage understanding between generations.</p> <p>Coffee mornings have been held to allow older residents to discuss the proposals in a relaxed and informal environment.</p> <p>Abbey Primary school, which serves High Path estate held the first of a proposed series of annual regeneration weeks, which focussed on the children's ambitions for the potential new neighbourhood, energy efficiency and environmental issues.</p> <p>The regeneration plans are for households to be housed according to their needs. The evidence is that families with dependent children on the three estates are more likely to live in overcrowded conditions than other families in the surrounding area.</p> <p>Each of the proposed regeneration estates has a proportion of older residents who are Clarion tenants and resident homeowners. Older residents have participated in the consultation and their views have been taken into account in the design of the masterplans and the homes. A number of older residents have expressed concerns about moving home when it is their turn to move to their new home.</p> <p>The Residents' Offer sets out the help that will be provided to older residents, supporting them through their move by providing a named contact person to support them through their move, a removal, packing and unpacking service and a handy-persons service to help with small jobs once they move into their new home.</p>	<p>There is the potential for both older and vulnerable residents to be worried about change and the impact on them, or to find it more challenging to move home. There is also the potential for older residents not to participate or to refuse to or worry about giving candid feedback.</p>



### Ravensbury - Age Profile

The 2015 data for Ravensbury was not included in the previous report in error. Clarion does not store historic data and has changed its IT systems since the 2015 report was written. The data in the current report is considered complete and up to date.

# 11 EQUALITIES DATA 2015

Protected Characteristic	Positive	Negative
<b>Pregnancy and Maternity</b>	Residents affected by pregnancy and maternity will have the same opportunities to be consulted and to be provided with housing as other residents.	It is not considered that there will be a differential negative impact on pregnant women as a result of the regeneration proposals.
<b>Marriage/Civil Partnership</b>	<p>It is considered that there are no differential positive impacts.</p> <p>Married and residents in a civil partnership will have the same opportunities to be consulted and provided</p>	It is not considered that there will be a differential negative impact. Married and residents in a civil partnership will have the same opportunities to be consulted and provided with housing as other residents.
<b>Sexual Orientation</b>	<p>It is considered that there will be no differential positive impacts.</p> <p>Residents with a particular sexual orientation will have the same opportunities to be consulted and provided with housing as residents with other sexual orientation.</p>	LGBT residents may feel uncomfortable speaking about their household composition or future housing needs, which may lead to them not being suitably housed in the regenerated estates.



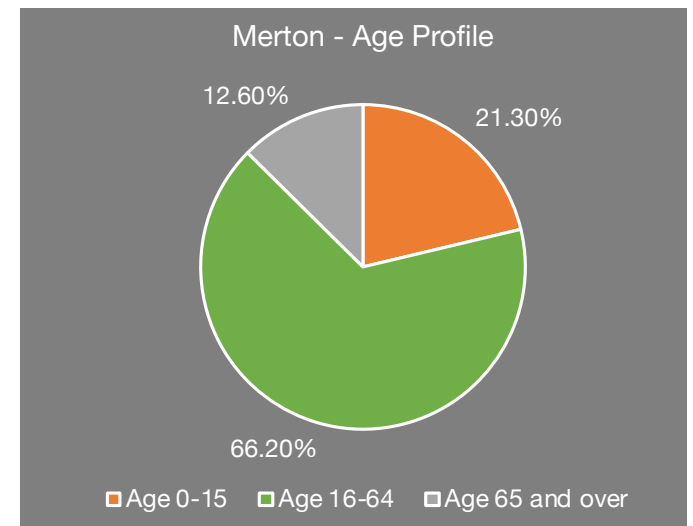
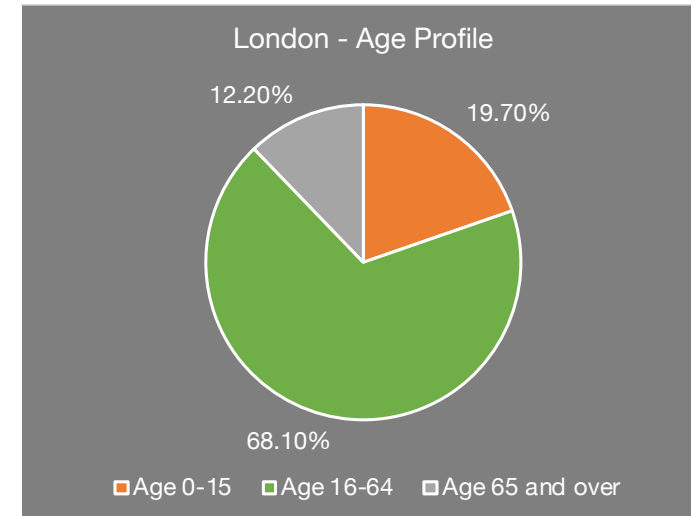
# 12 EQUALITIES DATA 2018-21

## 12.1 OVERVIEW OF DATA

- 12.1.1 Data has been drawn from the following sources:
- Clarion Estate Profiling, 2021
  - GLA Data, 2020
- 12.1.2 The Equality Analysis has identified that the 'protected characteristics' of: Age, Disability and Ethnicity are particularly relevant to the regeneration proposals and there is the potential for these groups to be negatively affected. The assessment has therefore focussed on these issues.

## 12.2 AGE

- 12.2.1 Under section 5 of the Equality Act 2010, persons must not be discriminated against because:
- ❑ They are (or are not) a certain age or in a certain age group.
  - ❑ Someone thinks they are (or are not) a specific age or age group, this is known as discrimination by perception.
  - ❑ They are connected to someone of a specific age or age group, this is known as discrimination by association.
- 12.2.2 There is not a specific definition of age groups in the 2010 Act. The definition could be narrow, (ages 18-20) or wide (under 40s or over 18) or any attempt to describe an age group as having characteristics specific to that group.
- 12.2.3 The graphs adjacent show the population by age group of London and Merton. In general, the Merton age profile is in line with the profile for London as a whole.
- 12.2.4 The approach taken to data storage, and the data cleaning exercise when Clarion moved to a new customer services system, means that it is not possible to undertake a direct comparison between the 2015 and 2021 data.

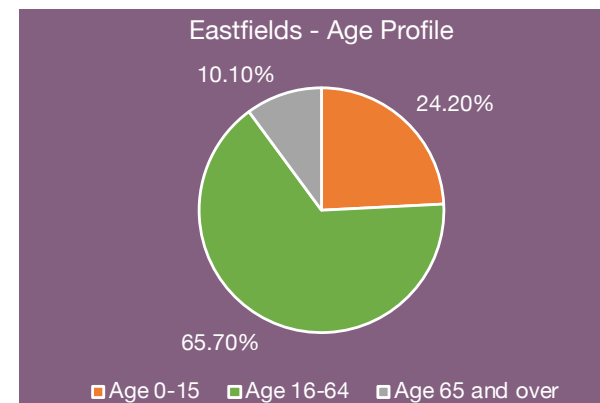
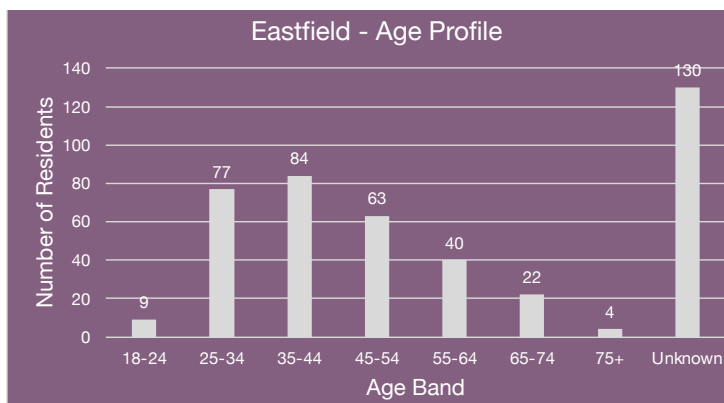


# 12 EQUALITIES DATA 2018-21

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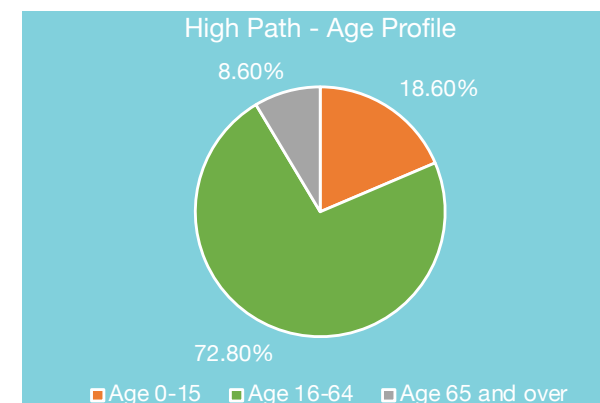
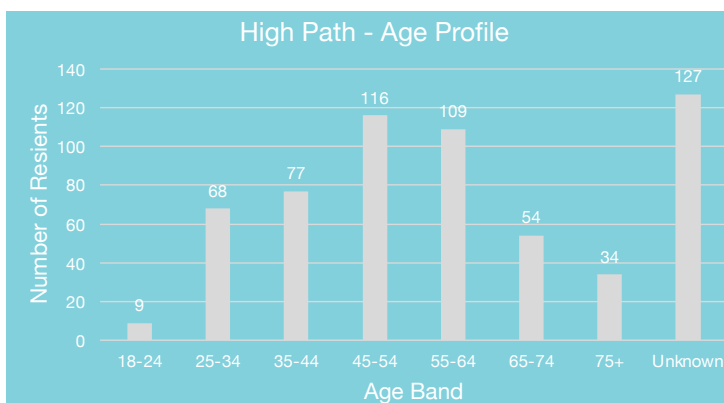
## EASTFIELDS

12.2.5 The existing population in and around the Eastfields Estate area is characterised by a slightly younger population/age profile compared to the rest of the Borough, particularly in the 0-15 age bracket.



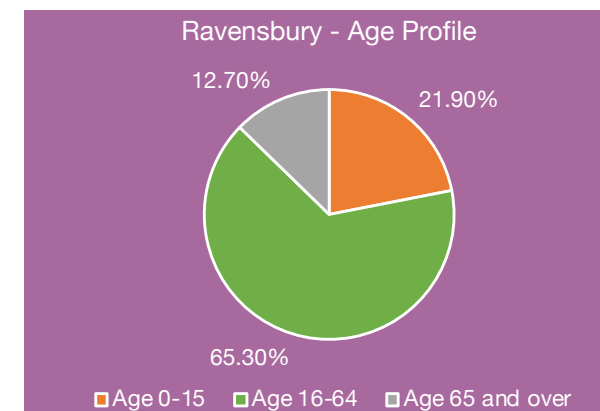
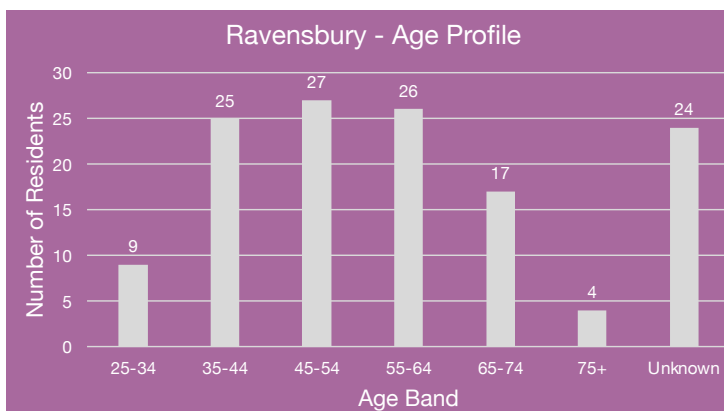
## HIGH PATH

12.2.6 The data indicates that, in general, High Path has a slightly younger population profile in comparison with Merton and London. It is notable that there is also a slightly lower proportion of residents aged 0-15 which suggests that, although the area may be popular with young and middle-aged adults, it is less popular among those with young families.



## RAVENSBURY

12.2.7 The existing population in and around Ravensbury is comparable to the age profile in Merton as a whole



# 12 EQUALITIES DATA 18-21

## 12.3 DISABILITY

12.3.1 According to section 6 (10(a) and (b)) of the Equality Act 2010, a person has a disability if they have a physical or mental impairment which has a substantial, long-term adverse effect on their ability to carry out normal day-to-day activities.

12.3.2 A person must not be discriminated against because:

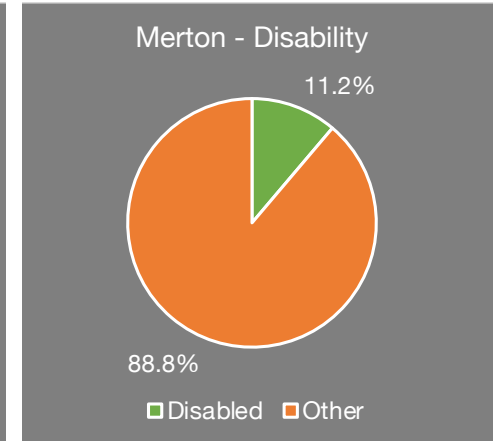
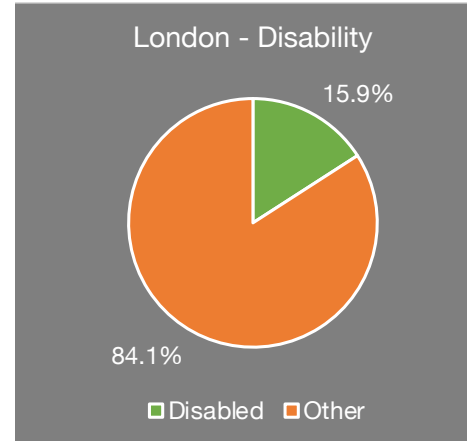
- They have a disability
- Someone thinks they have a disability (discrimination by perception)
- They are connected to someone with a disability (discrimination by association).

12.3.3 This sections draws on the following sources of data:

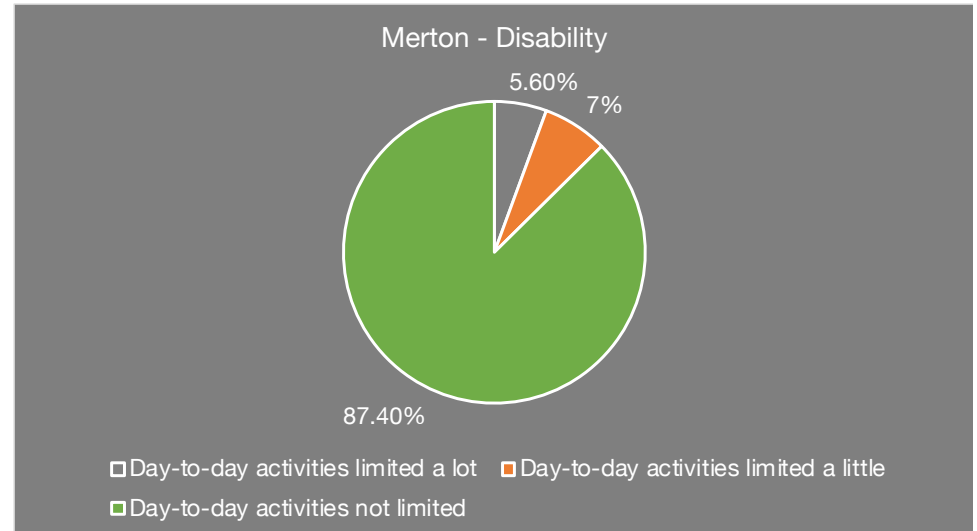
- Merton Disability (Clarion Estate Profiling 2021)
- % of 16-64 year olds who are EA core limiting disabled (2018)
- ONS Census Data (2011) + 2018 update.

12.3.4 The figures below reflect the number existing residents in London, Merton and the three estates who identify as living with a disability. It is estimated that 12.6% of Merton's population have a disability which limits their day-to-day activities which is slightly lower than London (14.1%).

2018



2021

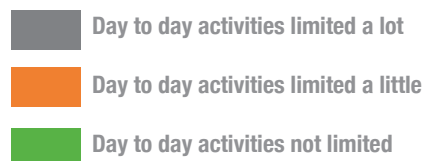


# 12 EQUALITIES DATA 18-21

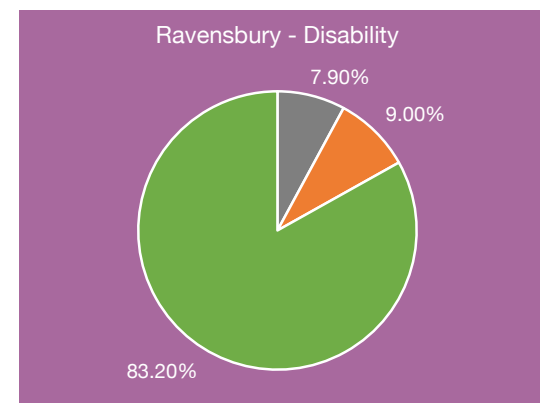
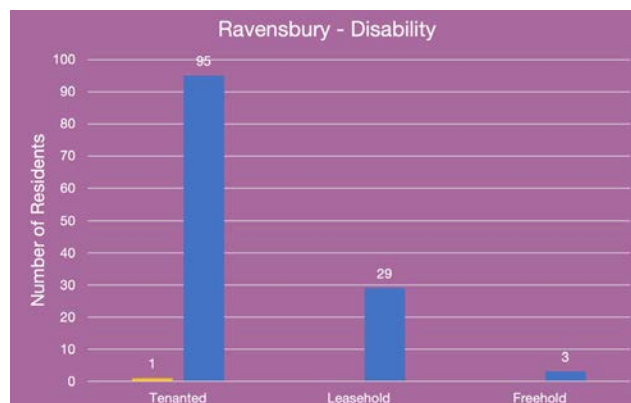
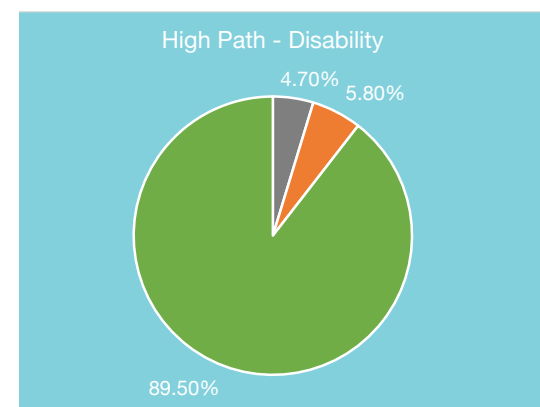
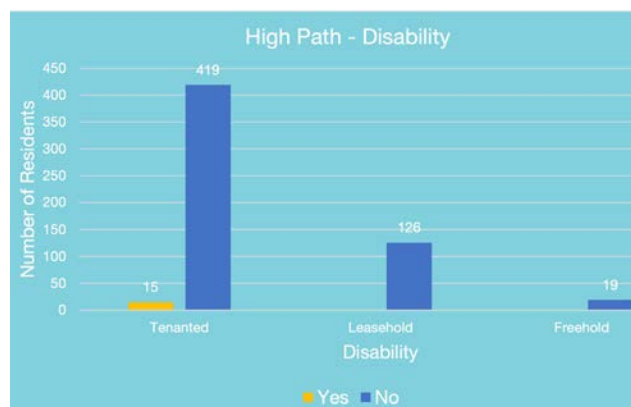
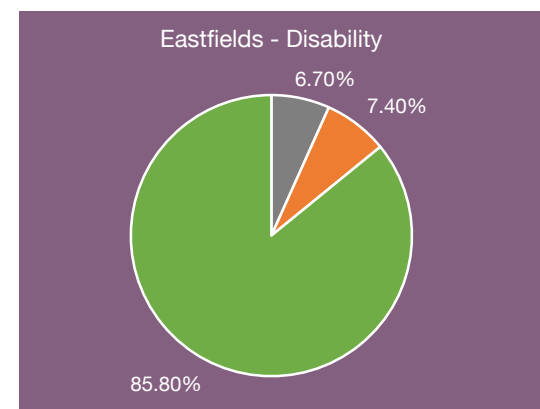
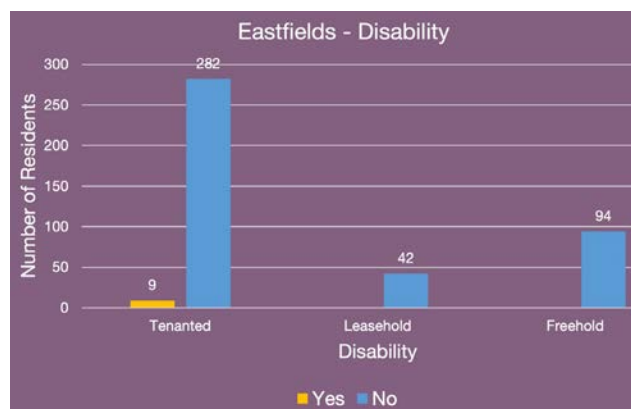
12.3.5 14.1% of people in Eastfields, 10.5% of people in High Path and 16.9% of people in Ravensbury state that they have a long-term disability or health problem that limits their day-to-day activity either 'a lot' or 'a little'. These figures are broadly in line with the London average of 14.1%. In Merton the proportion is 12.6%.

12.3.6 The number of residents that took part in the surveys differs between 2015 and 2021 and therefore the figures have been converted into percentages to enable a direct comparison between both sets of data.

12.3.7 The proportion of residents with a disability living in all three estates appears to have reduced considerably between 2015 and 2021. This is due to a change in the way data was collected by Clarion. The approach taken to data storage, and the data cleaning exercise when Clarion moved to a new customer services system, means that it is not possible to undertake a direct comparison between the 2015 and 2021 data.



Source: Clarion Estate Profiling 2021



# 12 EQUALITIES DATA 2018-21

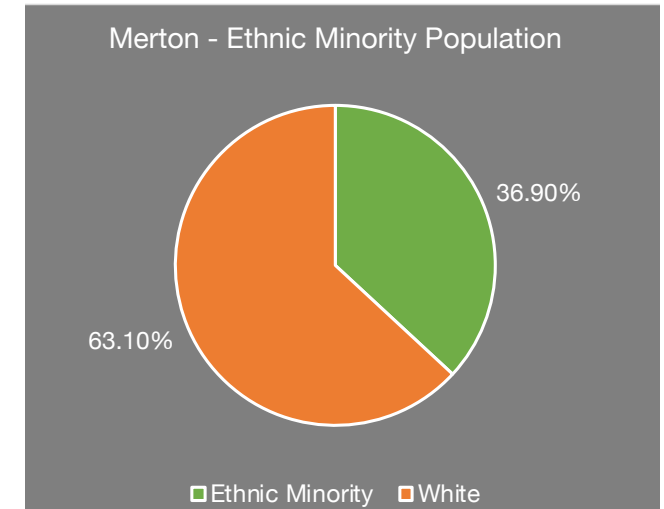
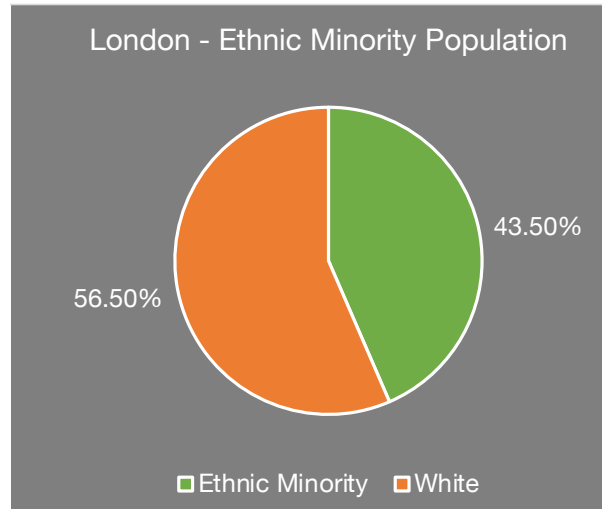
## 12.4 ETHNICITY

12.4.1 Section 9 of the Equality Act 2010 is clear in its definition of ethnicity. Ethnicity means being part of a group of people who are identified by their nationality, citizenship, colour, national or ethnic origins. If anyone belongs to any one of these groups and they experience discrimination on account of their ethnicity, it would be counted as ethnic discrimination.

12.4.2 This section draws on data from the GLA (2020). Merton has a rich mix of ethnicities, cultures and languages. GLA data at 2020 puts Merton's ethnic minority population at 78,390, meaning ethnic minority groups make up just under 37% of the population, which is over 7% lower than London as a whole.

12.4.3 The number of residents that took part in the surveys differs between 2015 and 2021 and therefore the figures have been converted to percentages to enable a direct comparison between both sets of data.

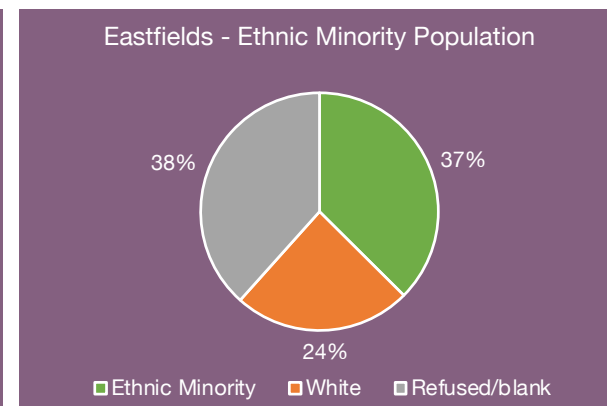
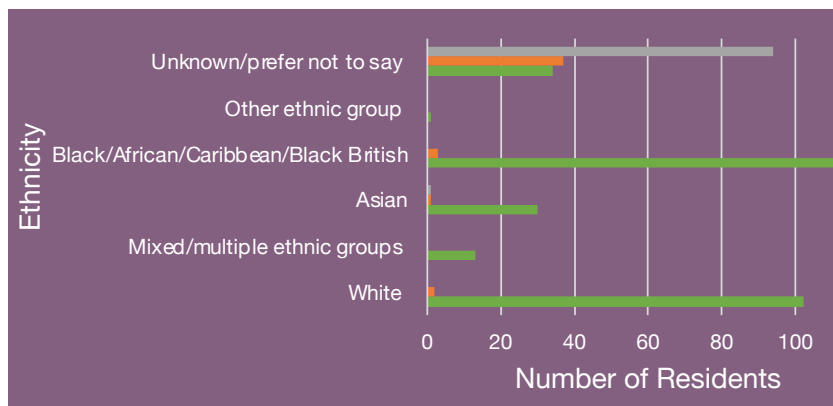
12.4.4 The data highlights that the number or residents which would prefer not to state their ethnicity has increased substantially between 2015 and 2021.



# 12 EQUALITIES DATA 18-21

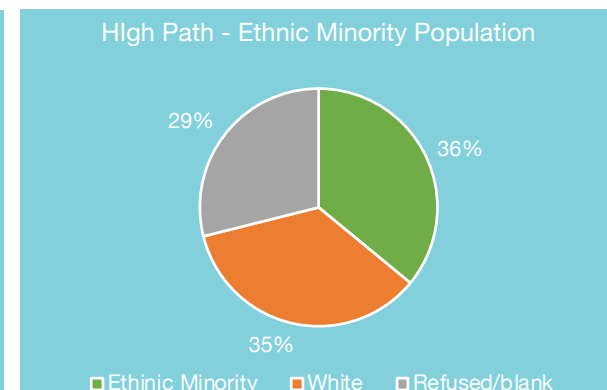
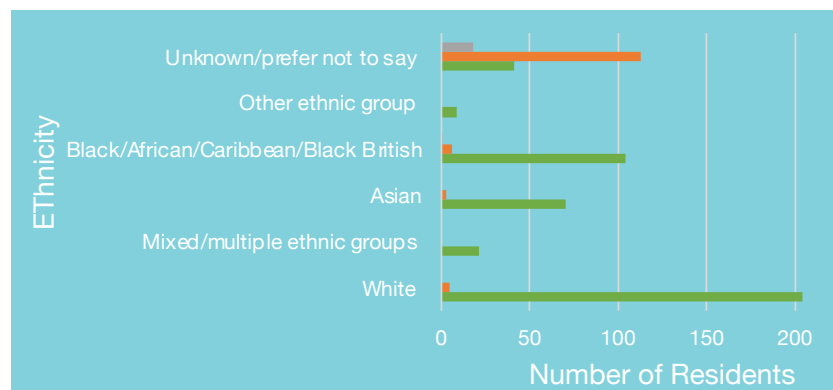
## EASTFIELDS

12.4.5 24% of residents in Eastfields are White British, which is less than the proportion of people form an ethnic minority group (37%).



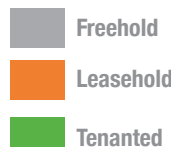
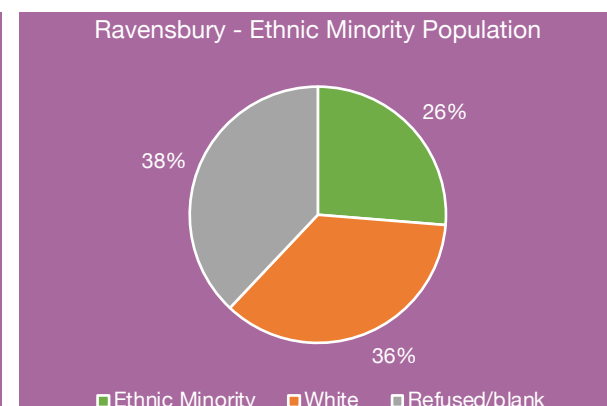
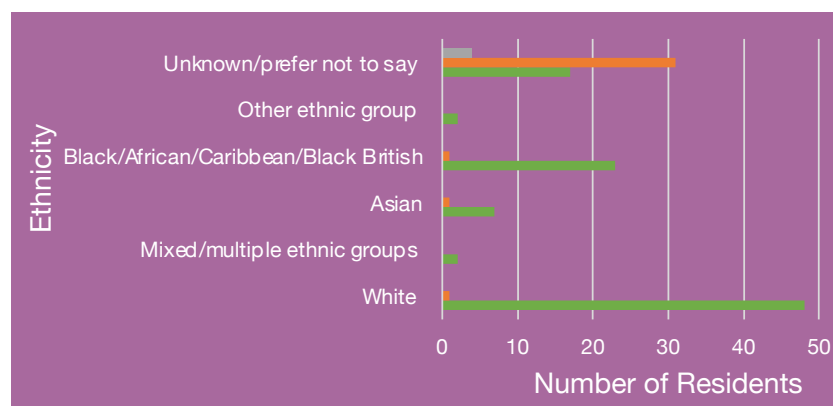
## HIGH PATH

12.4.6 A higher proportion of residents in High Path are White British (35%) compared to Eastfields (24%). The proportion of ethnic minority residents is around the same at 36%.



## RAVENSBURY

12.4.7 The proportion of White residents on the Ravensbury estate is similar to the proportion on the High Path Estate (36%).



# 12 EQUALITIES DATA 2018-21

## 12.5 OTHER CHARACTERISTICS

12.5.1 Deprivation is not a protected characteristic. However, people possessing certain protected characteristics (e.g. disabled people and ethnic minority children) are at greater risk than other people of experiencing deprivation or of living in areas of high deprivation. An understanding of where deprivation is focused can, therefore, help to identify where people who possess protected characteristics may be at greater risk of inequality.

12.5.2 When considering multiple deprivation at the local authority level, Merton is one of the least deprived Boroughs in London and among the top third ranking local authorities nationally. The Borough ranks at 214 out of the 326 Local Authorities in England measured by the Index of Multiple Deprivation (IMD). In London it is within the top ten least deprived Boroughs, yet this masks inequality multiple deprivation within the LB Merton area.

12.5.3 The image below shows the IMD rank of individual LSOAs within the local authority area. The immediate areas of High Path, Eastfields and Ravensbury rank among the most deprived parts of the borough with relatively high levels of deprivation against income, employment and housing.

12.5.4 The baseline analysis identifies the following socio-economic characteristics for the three estates:

### EASTFIELDS, FIGGE'S MARSH

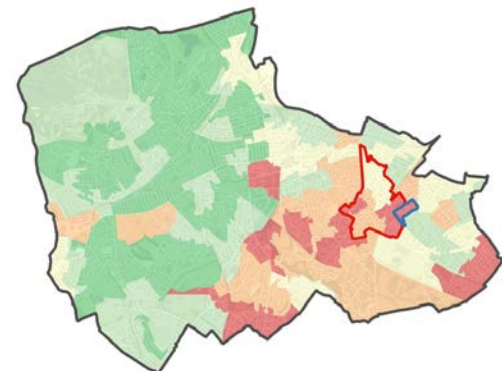
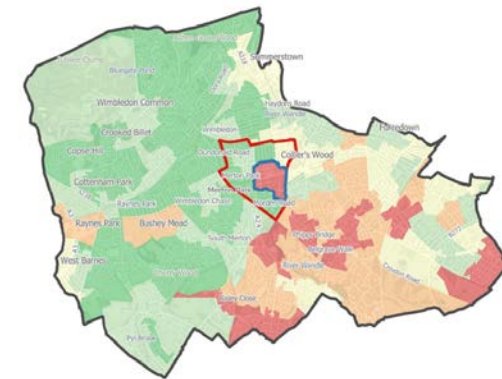
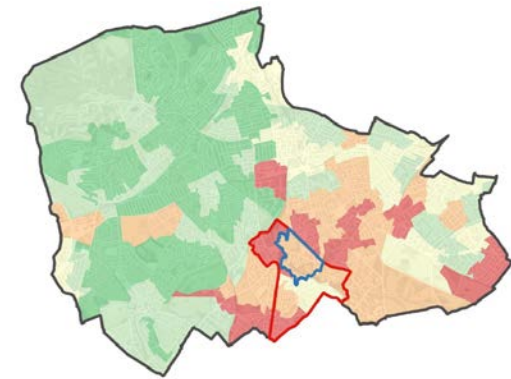
- A slightly younger population/age profile
- Low levels of educational attainment and income
- High unemployment and a large proportion of residents in receipt of out-of-work benefits relating to poor health
- Low quality housing and residential environments.

### HIGH PATH, ABBEY WARD

- A younger population/age profile
- Relatively low levels of income
- High levels of youth unemployment
- A relatively low quality living environment with limited housing opportunities and
- A high reliance on public transport.

### RAVENSBURY, RAVENSBURY WARD

- Relatively low rates of economic activity
- A low qualifications and skills profile
- A high rate of child poverty, particularly in families with no adult in employment
- A lack of affordable housing opportunities
- High levels of deprivation in the living environment and concerns of child obesity.



# 13 EQUALITIES ASSESSMENT

## 13.1 EQUALITIES ASSESSMENT METHODOLOGY

### REVIEW OF 2016/17 EQIA

13.1.1 A review was undertaken of the 2016/17 EQIA which was prepared as part of the Estates Local Plan Sustainability Appraisal process. This involved reviewing and updating relevant policy and baseline information and comparing the findings against new data provided by Clarion. An appraisal of equality effects was then undertaken to make a judgment on how the Estates Regeneration will affect people with protected characteristics.

The approach taken to data collection has changed between 2015 and 2021, which makes it difficult to directly compare the data. For instance, the categories for age have changed slightly to include a broader age range within each group. For disability and ethnicity, the proportion of residents that would prefer not to disclose whether they have a disability or share their ethnicity has increased.

## APPRAISAL OF EFFECTS

13.1.2 Regeneration and change, particularly in the physical environment of the areas that people live, is likely to have impacts that are both positive and negative for different groups. In any process of change, some people or groups are likely to gain more benefits than others. To this end, all regeneration programmes need to be managed to ensure that the positive impacts of the regeneration are maximised and correspondingly to ensure that the negative impacts are minimised. The assessment sets out a number of recommendations to strengthen, secure or enhance positive equality impacts and to mitigate for potential negative equality impacts.

13.1.3 Amongst the occupants of affected households, those that may be particularly sensitive to the impact of the CPO are:

- Households that include older people who may be more vulnerable to disruption and other adverse impacts associated with the requirement to move away from their current home. The implications of the regeneration on older and younger people on the estate may also be significant in terms of health and access to amenities.

- Households that include disabled residents may also be more vulnerable to the immediate impact of the regeneration particularly with respect to the noise and disruption caused. This disruption would be temporary and there will be potential for disabled residents to obtain better and more suitable accommodation because of the regeneration.
- Households that include ethnic minority residents may lose important social and community ties if they need to move away from the area. It is considered likely that suitable alternative affordable accommodation will be available on the regenerated estate.
- The regeneration could have both a positive and negative impact for the pregnancy and maternity group: negatively in terms of upheaval during a very sensitive period of childbearing/rearing, but potentially positively if new accommodation is better suited to their needs.



# 13 EQUALITIES ASSESSMENT

## 13.2 ASSESSMENT OF POTENTIAL EQUALITY EFFECTS

13.2.1 The Equalities Impacts Assessment is structured under the following objectives:

1. Identify any potential equality effects that might arise from the planned development
2. Identify potential positive equality effects
3. Assess whether any negative equality effects would give risk to unlawful discrimination for an identified group
4. Identify further measures to reduce any negative equality effects that may arise.

13.2.2 The EqIA has taken each of the nine protected characteristics in turn, as well as other characteristics that can be affected by discrimination, and considered them against each of the objectives to determine the likely effects.

PROTECTED CHARACTERISTICS	POSITIVE EFFECTS	
	Direct	Indirect
Age	<ul style="list-style-type: none"> <li>» Providing the right type of housing for different households of all age groups including older residents and families with young children.</li> <li>» Any necessary accessibility adaptations can be fitted in the replacement home from the outset.</li> </ul>	<ul style="list-style-type: none"> <li>» A decanting matrix tool was used to help place residents within the proposed development based on their needs.</li> <li>» All new homes will have a private outdoor space. This may be of particular benefit to older residents and families with children who may not have outdoor space now.</li> </ul>
Disability	<ul style="list-style-type: none"> <li>» Provision of lifetime homes and adapted properties for resident and household members with specific needs.</li> </ul>	<ul style="list-style-type: none"> <li>» 10% of homes adaptable to be fully wheelchair accessible.</li> <li>» Improved external environment will create more accessible and usable open spaces.</li> <li>» Disabled parking bays that comply with the minimum disability standards will be provided.</li> <li>» Inclusive play spaces will be provided that are accessible and welcoming to disabled and non-disabled children.</li> </ul>
Pregnancy and maternity	<ul style="list-style-type: none"> <li>» Clarion will rehouse tenants in suitable sized accommodation to reduce overcrowding where possible.</li> <li>» This includes rehousing some 'hidden households' and non-dependant adult children separately to alleviate overcrowding.</li> </ul>	<ul style="list-style-type: none"> <li>» New development designed to accommodate pushchairs and play facilities.</li> <li>» All new homes will have private outdoor space.</li> </ul>

# 13 EQUALITIES ASSESSMENT

PROTECTED CHARACTERISTICS	NEGATIVE EFFECTS	
	Indirect	Direct
Age	<ul style="list-style-type: none"> <li>» Clarion recognises that older residents or households that have older members may find moving to a new home more challenging. Residents with younger children in the household may also need additional help and support.</li> <li>» Disturbance particularly if on their own, frail and vulnerable. Age related ill health or frailty may make the prospect of moving more difficult for older homeowners.</li> <li>» Older homeowners may not raise mortgage on new properties/ Older residents may find it difficult to access funding or credit.</li> <li>» Families with children of pre-school and school age could be disrupted if they have to move temporarily potential increased journey times to school or childcare</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified.</li> </ul>
Disability	<ul style="list-style-type: none"> <li>» Potential for residents with disabilities to find it more challenging to move home than residents without a disability due to the nature of their disability.</li> <li>» Disturbance of moving and quality of life, particularly if disability associated with breathing conditions.</li> <li>» Sensory impairment and nervous system conditions – particularly construction machinery noise.</li> <li>» New physical layout will be challenging to those with visual impairment</li> <li>» People with learning difficulties may need separate forms of communication and engagement to enable their understanding of the reality of their situation.</li> <li>» Potential negative impact on individuals with mental health issues.</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified.</li> </ul>
Pregnancy and maternity	<ul style="list-style-type: none"> <li>» Disruption during construction period may negatively impact on pregnant mothers or families with new born children e.g. noise, dust, access issues.</li> <li>» Disruption during decanting/moving home.</li> <li>» Allocated home may no longer be suitable for needs - double decanting.</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified.</li> </ul>

# 13 EQUALITIES ASSESSMENT

PROTECTED	POSITIVE EFFECTS	
CHARACTERISTICS	Direct	Indirect
Ethnicity	» No direct positive impacts identified.	<ul style="list-style-type: none"> <li>» There is evidence that households from the ethnic minority community on the three estates where regeneration is being considered are more likely to be overcrowded than all households on the estates. Regeneration deals with overcrowding within Clarion’s tenanted properties on the estates by rehousing each household in the right size property for them.</li> <li>» All existing Clarion tenants and resident homeowners will have the option to stay in their neighbourhoods if they wish to, this will promote community cohesion and build on the strength of the existing very diverse communities in the existing neighbourhoods.</li> </ul>
Marriage and Civil Partnership	» No direct positive impacts identified.	<ul style="list-style-type: none"> <li>» It is considered that there are no differential positive impacts.</li> <li>» Homeowners who are married or in a civil partnership will be affected in exactly the same way and will have the same compensation and housing options as everyone else.</li> </ul>
Gender reassignment	» No direct positive impacts identified.	» There is no evidence that homeowners undergoing or who have undergone gender reassignment will be disproportionately affected. Everyone will be treated in exactly the same way and will have the same compensation and housing options as everyone else.

# 13 EQUALITIES ASSESSMENT

PROTECTED CHARACTERISTICS	NEGATIVE EFFECTS	
	Indirect	Direct
Ethnicity	<ul style="list-style-type: none"> <li>» Language barriers could limit the ability of some residents who are members of ethnic minority communities to participate in ongoing consultation regarding their housing needs or their rights under the Residents' Offer.</li> <li>» Lack of written and oral English may have affected some residents' awareness of the proposals and capability to negotiate outcomes for tenants and leaseholders.</li> <li>» Negative impacts of other protected characteristics will be experienced by ethnic minority groups given the estate's diversity.</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified</li> </ul>
Marriage and Civil Partnership	<ul style="list-style-type: none"> <li>» No indirect negative impacts identified.</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified.</li> </ul>
Gender reassignment	<ul style="list-style-type: none"> <li>» No indirect negative impacts identified.</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified.</li> </ul>

# 13 EQUALITIES ASSESSMENT

PROTECTED	POSITIVE EFFECTS	
CHARACTERISTICS	Direct	Indirect
Religion or Belief	» No direct positive impacts identified.	<ul style="list-style-type: none"> <li>» No aspects that prevent residents from practicing their religion/faith</li> <li>» The rehousing team will ask people about their use of places of worship to see the extent to which disruption to their lives can be minimised</li> <li>» Religious and cultural requirements for specific washing facilities and separate kitchens and living areas have become apparent</li> <li>» Homeowners of any religion and belief will be affected in exactly the same way and as everyone else will have the same compensation and housing options.</li> </ul>
Sex/Gender	» No direct positive impacts identified.	» There is no evidence that homeowners of any gender will be disproportionately affected by the proposal. Everyone will be treated in exactly the same way and will have the same compensation and housing options as everyone else.
Sexual Orientation	» No direct positive impacts identified.	» No indirect positive impacts identified.

# 13 EQUALITIES ASSESSMENT

PROTECTED CHARACTERISTICS	NEGATIVE EFFECTS	
	Indirect	Direct
Religion or Belief	» No indirect negative impacts identified.	» No direct negative impacts identified.
Sex/Gender	» No indirect negative impacts identified.	» No direct negative impacts identified.
Sexual Orientation	» No indirect negative impacts identified.	» No direct negative impacts identified.

# 13 EQUALITIES ASSESSMENT

## 13.3 OTHER CHARACTERISTICS

### DEPRIVATION

13.3.1 Deprivation is not a protected characteristic. However, people possessing certain protected characteristics (e.g. disabled people and ethnic minority children) are at greater risk than other people of experiencing deprivation or of living in areas of high deprivation. An understanding of where deprivation is focused can, therefore, help to identify where people who possess protected characteristics may be at greater risk of inequality.

### EMPLOYMENT AND ECONOMIC ACTIVITY

13.3.2 Employment and economic activity data for Merton and the three Estates is included at **APPENDIX 6** of this report. LB Merton mirrors the relatively high level of key out-of-work benefit claimants across London, at 7% and 8% of the working age population respectively, compared to just 6.4% nationally. The percentage of economically active residents on all three estates is lower than the ward average.

### THE ECONOMIC CONSEQUENCES OF COVID-19

13.3.3 Across a range of measures the pandemic has impacted renters, both social and private disproportionately compared to those who own their own home. According to research conducted by the Clarion Housing Group and RSA (2022), the COVID-19 pandemic placed four in 10 in a position of insecurity, just about managing to get by (40%), compared to 33 percent of private renters and 13 percent of owner occupiers.

13.3.4 The economic consequences of the ongoing COVID-19 pandemic have not yet been fully captured by local statistics but it is likely that this will exacerbate the existing issues faced by the local community.

## 13.4 IMPACTS ON MULTIPLE CHARACTERISTICS OR GROUPS

13.4.1 A small number of residents on the Eastfields and High Path estates have multiple protected characteristics. While some characteristics will be intrinsically linked (such as age and disability) others have no bearing on one another (e.g. age + ethnicity).

Estate	FH/LH	Protected Characteristics
Eastfields [4 residents]	FH	Age + Possible Mental Health
	FH	Age + Ethnicity
	FH	Age + Limited English
	FH	Age + Ethnicity
High Path [11 residents]	FH	Age + Disability
	FH	Age + Disability
	FH	Age + Disability
	LH	Age + Disability
	LH	Age + Disability
	LH	Ethnicity + Disability
	LH	Ethnicity + Gender
	LH	Ethnicity + Gender
	LH	Age + Marriage
LH	Sexual Orientation/Civil Partnership	
LH	Age + Gender	

# 14 PROPOSED MITIGATION

## 14.1 PROPOSED MITIGATION AND POTENTIAL BARRIERS

14.1.1 Barriers to mitigation in terms of implementation and realisation of benefits include:

- ❑ Affordability barriers which may make it harder for certain groups, including low-income ethnic minority households, children living in low-income households and mainly female-headed single-parent households, from sharing the benefits of the regeneration.
- ❑ Delays in the project programme, particularly for Eastfields residents.

14.1.2 The adjacent table outlines key mitigation measures identified in the Residents' Offer and Planning Applications. A more detailed description of the proposed mitigation measures is included at **APPENDIX 7**.

Protected Characteristics	KEY MITIGATION MEASURES	
	RESIDENTS' OFFER	MEASURES IMPLEMENTED
<b>AGE</b>	<p><b>Children + Young People</b></p> <ul style="list-style-type: none"> <li>» Provision of secure amenity space both during and after the regeneration programme</li> <li>» Engage young people in the design of future amenity space within the new estate</li> </ul> <p><b>Older People</b></p> <ul style="list-style-type: none"> <li>» Older residents supported through their move by providing a named contact person to help them. Removal, packing/unpacking services and a handy-person service will help with small jobs once they move into their new home.</li> </ul>	<ul style="list-style-type: none"> <li>» Support for older residents and those residents with younger children in the household will include commissioning occupation therapy reports to ensure that accessibility needs are properly considered and provided for, providing a packing and unpacking service and a handyman service when residents move into their new homes.</li> <li>» New homes are Lifetime Homes. Homeowners are less likely to have to move as their needs change.</li> <li>» Ensure that tenants, particularly those who are older, only move once into their new homes.</li> </ul>
<b>DISABILITY</b>	<ul style="list-style-type: none"> <li>» Recruitment of dedicated regeneration based occupational therapist/social support worker to assess the disability needs of residents. If leaseholders are seeking to leave the estate, referrals to other social care services should be made to mitigate any possible negative impact that disabled people may experience.</li> <li>» Disability grants reviewed and accessed or residents in specific need, to support the funding of adaptations.</li> <li>» Highlight residents with a complex disability and/or health needs and provide services accordingly</li> <li>» Commission handyman service to support additional fixtures and fittings.</li> </ul>	<ul style="list-style-type: none"> <li>» Clarion will work with individuals and their families to support them through the moving process. This will include commissioning occupation therapy reports to ensure that accessibility needs are properly considered and provided for, a packing and unpacking service and a handyman service when residents move into their new homes.</li> <li>» All of the new homes are designed to the Lifetime Homes Standard with wide doors and circulation spaces. In the houses the ground floor WC is designed so that it can be adapted to include an accessible shower.</li> <li>» All homes will have level access either at ground level or at entry level, with lift access where it is above the ground floor.</li> </ul>
<b>ETHNICITY</b>	<ul style="list-style-type: none"> <li>» Compulsory purchase will apply equally to homeowners whatever their race and ethnicity.</li> <li>» Offer of translation for all residents who do not speak English as their main language.</li> </ul>	<ul style="list-style-type: none"> <li>» Clarion holds information on the ethnicity of resident homeowners. Clarion officers know each of the resident homeowners, their family circumstances and whether written information needs to be provided in languages other than English. Clarion provides written information in different languages for both residents and absentee homeowners. The communication methods use a standard translation request section.</li> </ul>



# 14 PROPOSED MITIGATION

Protected Characteristics	KEY MITIGATION MEASURES	
	RESIDENTS' OFFER	MEASURES IMPLEMENTED
<b>GENDER REASSIGNMENT</b>	» Residents' offer applies equally to all resident and non-resident homeowners. There are not considered to be any adverse impacts on transgender residents.	» No mitigation required.
<b>MARRIAGE/ CIVIL PARTNERSHIP</b>	» The residents' offer applies equally to all resident and non-resident homeowners. There are not considered to be any adverse impacts on homeowners because of marriage and civil partnership.	» No mitigation required.
<b>PREGNANCY + MATERNITY</b>	» Efforts to address disruption will be universal to the whole population of the estates. The residents' offer applies equally to all resident and non-resident homeowners.	» Where it is known that a baby is expected Clarion will work with the homeowner to ensure that this is taken into account when considering the allocation of a replacement home subject to a suitable home being available. » If Clarion is aware that a homeowner from whom they are buying a property is pregnant or has a very young child they will offer assistance with moving. This might include a packing and unpacking service and help with putting up curtains/fitting light bulbs.
<b>RELIGION/ BELIEF</b>	» The decanting strategy for the scheme will seek to protect communities from harm, limiting the number of moves residents have to make and allowing people to remain or move back to the estate, to maintain community links. » The residents' offer applies equally to all resident and non-resident homeowners. There are not considered to be any adverse impacts on homeowners because of their religion and belief.	» No mitigation required.
<b>SEX</b>	» The residents' offer applies equally to all resident and non-resident homeowners. There are not considered to be any adverse impacts on homeowners because of their gender.	» Whilst there is no evidence that homeowners of any gender will be disproportionately affected by the proposals, there is a greater proportion of single person households at Eastfields, High Path and Ravensbury than in the London Borough of Merton. The single person is more likely to be female than male and more likely to be older than the average tenant or homeowner. For homeowners Clarion will work with individuals to make sure that replacement homes meet the needs of single person households as closely as possible.
<b>SEXUAL ORIENTATION</b>	» The residents' offer applies equally to all resident and non-resident homeowners. There are not considered to be any adverse impacts on homeowners because of their sexual orientation.	» No mitigation required.

# 15 PHASING AND DELIVERY

## 15.1 PHASING STRATEGY

15.1.1 A Phasing Strategy has been prepared for each estate, taking account of decanting needs and construction logistics. The strategy seeks to enable existing residents to be moved straight into their new home without having to be temporarily housed, wherever possible. The phases have been designed to ensure minimum disruption to existing residents.

### EASTFIELDS

15.1.2 The redevelopment of the Eastfields Estate will come forward in three phases. The phasing proposed is:

- ❑ Phase 1 201 Units
- ❑ Phase 2 125 Units
- ❑ Phase 3 474 Units

### HIGH PATH

15.1.3 The redevelopment of the High Path Estate will come forward in 7 phases and deliver a total of 1,704 homes. The proposed phasing is as follows:

- ❑ Phase 1: 134 units (kickstart)
- ❑ Phase 2: 113 units
- ❑ Phase 3: 378 units
- ❑ Phases 4-7: 1,079 units

15.1.4 Clarion is in discussions with residents and the Council about amending the regeneration in respect of Phases 4-7 of High Path. However, Clarion has confirmed its commitment to delivering redevelopment pursuant to the 2022 CPOs and delivery of such is not contingent on any new or revised planning permission being granted for Phases 4-7.

### RAVENSBURY

15.1.5 Under the first phase of works at Ravensbury, 21 new homes were handed over to existing residents in summer 2020, providing better quality homes and alleviating overcrowding. 179 homes are proposed in Phases 2-4.

# 15 PHASING AND DELIVERY

## 15.2 PHASING PLAN

15.2.1 The proposed Phasing Plan for all of the Merton Estates Regeneration Programme is set out in the adjacent tables as well as the separate phases for the individual estates.

TOTAL PROJECT		
Phase	Start on Site	Practical Completion
RP1	2019	2020 Q4
HPP1	2019	2022 Q1
RP2	2022	2023 Q3
RP3	2023	2025 Q3
HPP2	2024	2026 Q3
EP1	2023	2026 Q4
RP4	2025	2027 Q2
HPP3*	2024	2027 Q3
EP2	2026	2028 Q3
HPP4**	2027	2029 Q3
EP3	2028	2031 Q3
HPP5	2027	2031 Q4
EP4	2031	2033 Q2
HPP6	2032	2035 Q1
HPP7	2035	2038 Q1

EASTFIELDS		
Phase	Start on Site	Practical Completion
EP1	2023	2026 Q4
EP2	2026	2028 Q3
EP3	2028	2031 Q3
EP4	2031	2033 Q2

HIGH PATH		
Phase	Start on Site	Practical Completion
HPP1	2019	2022 Q1
HPP2	2024	2026 Q3
HPP3	2024	2027 Q3
HPP4	2027	2029 Q3
HPP5	2027	2031 Q4
HPP6	2032	2035 Q1
HPP7	2035	2038 Q1

RAVENSBURY		
Phase	Start on Site	Practical Completion
RP1	2019	2020 Q4
RP2	2022	2023 Q3
RP3	2023	2025 Q3
RP4	2025	2027 Q2

# 15 PHASING AND DELIVERY

## 15.3 DECANTING STRATEGY

- 15.3.1 Moving house can be difficult so the Merton Estates Regeneration Programme is predicated on keeping the number of household moves that residents have to make to a minimum. The regeneration of the three estates has been planned so that all Clarion tenants and leaseholders and freeholders who want to stay in the neighbourhood will be able to.
- 15.3.2 Wherever possible residents will move straight into their new permanent replacement home regardless of whether they are tenants, leaseholders or freeholders. The first phases of regeneration on High Path, Eastfields and Ravensbury will all be replacement homes for existing residents.
- 15.3.3 High Path, Eastfields and Ravensbury will all be delivered as phased regeneration schemes to enable homes on parts of the estates to be emptied, then demolished and rebuilt over time.
- 15.3.4 At High Path and Ravensbury, Clarion has built a 'kick start' phase before any homes are emptied and demolished, to reduce the number of residents that have to move elsewhere until their new home is ready. Clarion has not built a 'kick start' phase at Eastfields.

- 15.3.5 The early phases of regeneration are all replacement homes for existing residents, the first two phases at High Path, Eastfields and Ravensbury will all be replacement homes for existing Clarion tenants and resident homeowners. The only phase planned for sale is phase 3 at High Path, which is being used to improve the overall viability of the Merton regeneration business plan.
- 15.3.6 It is recognised that social housing is a scarce resource. Clarion has the largest social housing stock in Merton but will, wherever possible, use the decant capacity within the regeneration estates themselves to minimise disruption to residents and minimise the impact of regeneration on the supply of social housing in the London Borough of Merton.
- 15.3.7 Clarion will therefore use properties that it has bought back from private owners in later phases on the three estates to rehouse those who need to move temporarily rather than housing them in Clarion housing stock that would otherwise have been available to the local authority for nomination.

## CREATING DECANT CAPACITY

- 15.3.8 Since the launch of the Residents' Offer in 2015 Clarion has acquired over 220 homes from homeowners by negotiation. Some of these homes have been used by the London Borough of Merton as temporary housing for households in housing need. Clarion proposes to use bought back homes in later phases to rehouse residents who will have to move from early phases to allow vacant possession and demolition of the next phases of development.
- 15.3.9 On High Path and Ravensbury, Clarion has used land in their ownership, which did not have housing on it, and have bought adjacent sites to build the first replacement homes for residents: 134 replacement homes in the first phase at High Path; and 21 replacement homes at Ravensbury.
- 15.3.10 Where residents need to move off site into another Clarion property in Merton, before they move to their permanent home to which LB Merton has nomination rights, it will be with the informed consent of LB Merton.

# 15 PHASING AND DELIVERY

## INCREASE IN SOCIAL /AFFORDABLE HOUSING CAPACITY

- 15.3.11 The Merton regeneration programme will replace all of the social/affordable housing currently provided. Clarion has committed in their Residents' Offer that no household will be moved into an overcrowded home, even if they were overcrowded in their old home. As a consequence, some of the new homes built will be larger than the ones that they replace, where the residents are currently overcrowded.
- 15.3.12 Some of the replacement homes will have more bedrooms than the homes which they replace. In some cases grown up children will be rehoused as separate households. There will be an overall increase in the number of social/affordable homes and an increase in the number of bed spaces where larger homes have been built to address overcrowding.
- 15.3.13 In line with the viability agreement with LB Merton, more social/affordable homes for rent will be provided in the later phases at High Path.

## REPLACEMENT HOMES AND CLARION'S RESIDENTS' OFFER

- 15.3.14 Clarion's Residents' Offer commits to replacing resident homeowners' homes with a property of the same type (house / flat/ maisonette) with a new home of the same type and size as their old home.

## 15.4 DECANTING IMPACTS

### EASTFIELDS

- 15.4.1 Clarion has not been able to build a kick start phase to provide a supply of new replacement homes at the start of the regeneration of the Eastfields Estate because there is no land available. The first phase can therefore only be built once residents move out temporarily, whilst the first homes are built. This is now underway.
- 15.4.2 Wherever possible those who have to move temporarily will move into homes in the later phases. The temporary accommodation will be mostly homes that have been acquired from homeowners who sold their homes and moved away. These homes will be brought up to a lettable standard and used until the permanent replacement homes are completed. The first of these new homes will be ready in 2026.
- 15.4.3 By using homes that have been acquired, rather than those that LB Merton has nomination rights to under the terms of the stock transfer agreement, Clarion can minimise the impact on the supply of social/affordable housing whilst regeneration is underway. It also means that residents can stay in their neighbourhood and maintain their family, work, school, social and services links and networks.
- 15.4.5 The decant strategy at Eastfields means that some of the acquired homes that are being used as temporary housing now will have to be taken back by Clarion. Where possible and with the agreement of LB Merton the households that have been housed in temporary accommodation will be moved to other homes in the regeneration area that are available because their former occupants have now moved to their permanent replacement homes. These residents are housed on the basis of Short-hold Assured Tenancies (AST's). These AST's are offered by the London borough of Merton. Any decision to relocate these residents will need to be confirmed with the London borough of Merton.
- 15.4.6 At Eastfields one resident who uses a wheelchair lives in phase 1 and will move temporarily to a home that has been adapted to meet her needs. She has moved already and Clarion supported her through the move. All of the existing residents at Eastfields will have moved to their permanent replacement home once Phase 2 is complete in Q3 of 2028.

# 15 PHASING AND DELIVERY

## HIGH PATH

- 15.4.7 Clarion is committed to alleviating overcrowding on the regeneration estates. At High Path there is capacity within the housing stock inside the estate boundary so most residents will move straight into their new home. Some households who are overcrowded have chosen to move to a larger property on High Path temporarily until their new home is ready.

### PHASE 1

- 15.4.8 At High Path, Clarion has completed the first phase of 134 replacement homes for existing residents. The 134 Phase 1 homes will provide sufficient decant capacity for most of the existing residents of Phases two and three to move straight into their new homes and allow the phase two and three sites to be demolished for the new housing to be delivered.
- 15.4.9 All of the homes are replacement homes for existing Clarion tenants and homeowners, mainly those from phases 2 and 3. Phase 1 was achieved through the development of a garage site and an adjacent industrial site that Clarion bought on the open market.

### PHASE 2

- 15.4.10 Phase 2 will provide replacement homes for High Path residents. Some of the first homes to be delivered in Phase 2 will be replacement houses built to replace the remaining Phase 3 residents who currently live in houses. This approach is in line with the Residents' Offer to provide a home of the same size and type as the old home.

### PHASE 3

- 15.4.11 Phase 3 will be built as housing for sale to offset some of the cost of replacing all of the social/ affordable housing on the three estates and contribute towards the overall viability of the regeneration programme. Clarion anticipates that all existing residents will be rehoused by the time Phase 4 is complete in Q3 2029.

- 15.4.12 As residents move into their new homes Clarion plans to use the old homes as temporary housing whether as decant capacity for residents or for temporary housing for Council nominees to assist the London Borough of Merton in meeting their statutory housing obligations. Where demolition is imminent other meanwhile uses may be found including providing temporary housing for property guardians.
- 15.4.13 At High Path all of the existing residents will have moved to their new homes by the end of Phase 5. The majority of tenants will move from their existing homes into new homes when they are completed. There will only be 3 residents, possibly 4 in phase 2 who will need to be moved into temporary accommodation. None of these residents have protected characteristics.

# 15 PHASING AND DELIVERY

## RAVENSBURY

- 15.4.14 The first phase of the Ravensbury Estate, 21 flats and houses were built on the former Ravensbury garage site that Clarion acquired from LB Merton, these homes were completed and occupied at the end of 2020.
- 15.4.15 Phase 2 of the estate has now been emptied, 21 residents moved into Phase 1 and the remainder have been rehoused either temporarily or permanently in Clarion stock either in Merton or elsewhere, if that was their preference.
- 15.4.16 Ravensbury Phase 2 is the only phase of the three Merton regeneration schemes where residents have had to move out of their permanent homes to facilitate regeneration. As a result, households have moved to a new home elsewhere until their new home on Ravensbury has been built.
- 15.4.17 The existing homes in Phase 2 of the estate will be demolished and construction of the new homes will start early in 2022. The majority of residents currently in Phases 3 and 4 will move directly into their new homes in Phase 2 when it is completed at the end of 2023.

AFFECTED HOUSEHOLDS*	MITIGATION
<ul style="list-style-type: none"> <li>11 households have moved temporarily and will return when their new Home at Ravensbury is ready.</li> </ul>	<ul style="list-style-type: none"> <li>The temporary homes are of the right size and meet the needs of the households that have moved there temporarily.</li> </ul>
<ul style="list-style-type: none"> <li>Households have moved out of the old homes in phase 2 so that phase 2 can be demolished.</li> </ul>	<ul style="list-style-type: none"> <li>Households will move into a new home on Ravensbury of the right size and that meets their needs once it is ready.</li> </ul>
<ul style="list-style-type: none"> <li>2 of the households that moved into temporary accommodation had young children.</li> </ul>	<ul style="list-style-type: none"> <li>Both of these households were supported through their moves and allocated homes that were convenient for schools and other services and of the right size for the family.</li> </ul>
<ul style="list-style-type: none"> <li>2 of the households had members with serious health conditions.</li> </ul>	<ul style="list-style-type: none"> <li>Both households were rehoused in properties on the ground floor and in one case the property was adapted for the specific needs of a wheelchair user.</li> </ul>
<ul style="list-style-type: none"> <li>1 of the households consisted of a single older person.</li> </ul>	<ul style="list-style-type: none"> <li>The single person was rehoused in a block next door to the part of the estate that is being regenerated so that she could maintain her social networks with minimal disruption.</li> </ul>
<ul style="list-style-type: none"> <li>3 of the households were from minority ethnic communities.</li> </ul>	<ul style="list-style-type: none"> <li>All three households have been rehoused in homes of the right size and will be able to move into a new home when it is ready. The moves to the temporary home were organised by Clarion, the move back to the new permanent home will be managed in the same way.</li> </ul>
<ul style="list-style-type: none"> <li>7 of the households have moved away permanently and have chosen to stay in the home Clarion found for them, which is the right size and meets their needs. These households will not be returning to a new home on Ravensbury. Of those 7 households 1 is an older person and 2 households are from minority communities.</li> </ul>	<ul style="list-style-type: none"> <li>The older person had help with moving to their new home and a series of minor works were undertaken to help her settle in.</li> <li>Clarion worked with both of the households from minority communities to support them through the moving process.</li> </ul>
<ul style="list-style-type: none"> <li>1 household has moved away temporarily and has not yet decided whether to stay there or move to a new home on Ravensbury once it is ready. They have the right to move to a new home on Ravensbury once it is ready.</li> </ul>	<ul style="list-style-type: none"> <li>The household has protected characteristics and will receive the necessary assistance in moving back to Ravensbury, if required.</li> </ul>

\*All affected households are tenants and not leaseholders or freeholders.

# 16 IMPACTS OF REGENERATION

## 16.1 EFFECTS OF REGENERATION

16.1.1 The regeneration will deliver a range of benefits including:

- A significant proportion of affordable housing, including re-provision of the existing affordable accommodation with significantly higher quality housing;
- An increase in the mix of dwelling types to cater for a broader range of family sizes and address overcrowding, having specific regard to the needs of estate residents;
- Provision of new market units to encourage greater social interaction in order to create a more diverse community;
- High standard of accommodation, including residential units built to exceed Building Regulation minimum standards;
- Significant improvements to the quality of the public realm with improved links to surrounding open space;
- Improvement to existing community facilities such as new place spaces.
- High quality urban design and architecture.

BENEFIT	EASTFIELDS	HIGH PATH	RAVENSBURY	TOTAL
<b>Construction impacts</b>				
Creation of temporary construction jobs per annum	130	60	60	250
Construction Gross Value Added	£42.5 million	£12.4 million	£19 million	£73.9 million
Construction Net Value added to Merton	£10.2 million	£3 million	£4.7 million	£17.9 million
<b>Economic impact of housing</b>				
Net expenditure increase per annum	£7.5 million	£1.5 million	£1.1 million	£10.1 million
Additional Council Tax Revenue per annum	£880,000	£175,000	£135,000	£1.190,000
<b>Economic impacts of commercial development</b>				
Job Creation	115	n/a	n/a	115
Estimated gross added value per annum	£5.3m	n/a	n/a	£5.3m



# 17 CONCLUSION

- 17.1 This report provides an overarching Equalities Impact Assessment (EqIA) for the Merton Estates Regeneration Programme. The regeneration programme includes the Eastfields, High Path and Ravensbury Estates. The Eastfields and High Path estates will be completely redeveloped following the demolition of all existing properties. The Ravensbury Estate will only be partially redeveloped with 91 existing homes retained. A total of 200 new homes will be provided.
- 17.2 The report provides an update to the initial Equalities Impact Analysis work undertaken between 2015-17 in relation to the outline planning applications for the estates and the London Borough of Merton's Estates Local Plan.

- 17.3 The Equalities Analysis undertaken by Clarion in 2015 identified that the 'protected characteristics' of: Age, Disability and Ethnicity were particularly relevant to the regeneration proposals and there was the potential for these groups to be negatively affected. The assessment has therefore focussed on these issues.
- 17.4 The Equalities Analysis undertaken in 2015 also identified that the greatest impact on equalities would be the mechanics of the delivery of the regeneration programme including:
- The Residents' Offer
  - Moving Existing residents into New Homes
  - Addressing Overcrowding
  - Minimising Disruption during the Regeneration Process.

## THE RESIDENTS' OFFER

- 17.5 The Residents' Offer was published on 27 May 2015 to the existing homeowners and affordable housing tenants, followed up by an independent survey to gauge residents' responses to the Offer and the plans for the regeneration of the area. The Residents' Offer details the Replacement Home Option, which is offered to those resident homeowners who were living on one of the three neighbourhoods at the time.
- 17.6 During the Estate Local Plan consultations and throughout 2015 and 2016, homeowners raised concerns with the Council about the Residents' Offer and in particular what 'like for like' actually meant. Whilst this was set out in the 2015 Residents' Offer, the Council exercised its due diligence to residents in seeking clarification from Clarion on this important matter. Clarion provided clarification and an updated Offer in 2018.
- 17.7 Clarion has carried out extensive consultation in developing the proposals for the estates and obtaining planning permission for the redevelopment of the Estates. The feedback received from these events was considered and where required additional analysis and design testing was undertaken. Where possible, revisions were made to the emerging proposal to address the matters raised.

# 17 CONCLUSION

## MOVING EXISTING RESIDENTS INTO NEW HOMES

17.8 Wherever possible residents will move straight into their new permanent replacement home regardless of whether they are tenants, leaseholders or freeholders. The first phases of regeneration on High Path, Eastfields and Ravensbury will all be replacement homes for existing residents. High Path, Eastfields and Ravensbury will all be delivered as phased regeneration schemes to enable homes on parts of the estates to be emptied, then demolished and rebuilt over time.

## ADDRESSING OVERCROWDING

17.9 Clarion is committed to alleviating overcrowding on the regeneration estates. The Merton regeneration programme will replace all of the social/affordable housing currently provided. Clarion has committed in their Residents' Offer that no household will be moved into an overcrowded home, even if they were overcrowded in their old home. As a consequence, some of the new homes built will be larger than the ones that they replace, where the residents are currently overcrowded. Some households who are overcrowded have chosen to move to a larger property temporarily until their new home is ready.

## MINIMISING DISRUPTION DURING THE REGENERATION PROCESS.

17.10 At High Path and Ravensbury, Clarion has built a 'kick start' phase before any homes are emptied and demolished, to reduce the number of residents that have to move elsewhere until their new home is ready. Clarion has not built a 'kick start' phase at Eastfields. The first two phases at High Path, Eastfields and Ravensbury will all be replacement homes for existing Clarion tenants and resident homeowners.

## EQUALITIES ANALYSIS

17.11 The Equalities Analysis has identified that the 'protected characteristics' of: Age, Disability and Ethnicity are particularly relevant to the regeneration proposals and there is the potential for these groups to be negatively affected. The assessment has therefore focussed on these issues.

17.12 The assessment has identified a total of 100 residents with protected characteristics in the current Phases, within the three estates. The assessment sets out a number of recommendations to strengthen, secure or enhance positive equality impacts and to mitigate for potential negative equality impacts.

17.13 A small number of residents on the Eastfields and High Path estates have multiple protected characteristics. Whilst some characteristics will be intrinsically linked (such as age and disability) others have no bearing on one another (e.g. age + ethnicity).

17.14 Overall, the impacts of the regeneration will be positive. The Merton Estates Regeneration Programme will provide an opportunity to reduce overcrowding amongst its tenanted households. Overcrowding is proportionately more likely to affect households from the BAME community and so the regeneration provides an opportunity to address inequality in this area. Significant amenity and size improvements will be provided for residents, with all new homes built to current space standards with private outdoor space.

17.15 The regeneration is also an opportunity to provide new lifetime homes for all tenants, this will enable older tenants (and homeowners) to remain independent in their own homes for longer. New homes can be adapted to meet the specific needs of disabled residents, 10% of all new homes will be fully accessible and adaptable for wheelchair users.

# 17 CONCLUSION

- 17.16 Steps are being taken to ensure that the acquisition and relocation process are applied in a fair and non-discriminatory manner. However, it is acknowledged that the process of redeveloping the Estates itself may have a negative impact on older, disabled and vulnerable residents, due to the requirements to move house, potentially more than once, if temporary accommodation is necessary during the construction period. The EqlA will be monitored and reviewed throughout the progression of the proposals in order to ensure that any future impact can be measured and mitigated against as necessary
- 17.17 In delivering Phase 2 and 3 of the High Path Estate, Phase 3 and 4 of the Ravensbury Estate and Phase 1 of the Eastfields Estate redevelopment, Clarion will seek to keep the existing community together with existing residents having a guaranteed right to return to a new home in their regeneration neighbourhood.

# APPENDICES

**APPENDIX 1:  
GENDER + SEXUAL ORIENTATION** A2

**APPENDIX 2:  
MARRIAGE + CIVIL PARTNERSHIP** A4

**APPENDIX 3:  
RELIGION OR BELIEF** A6

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**APPENDIX 7:  
IMPACT ANALYSIS + MITIGATION**

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REGULATIONS + POLICIES**

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COMMUNITY ENGAGEMENT**

**APPENDIX 10:  
DATA SOURCES**

# APPENDIX 1: Gender + Sexual Orientation

## Gender

### GENDER

- ❑ The 2010 Equality Act protects both men and women from discrimination on grounds of gender.
- ❑ A person must not be discriminated against because:
  - They are (or are not) a particular gender.
  - Someone thinks a person is of a particular gender (this is known as discrimination by perception).
  - They are connected to someone of a particular gender (this is known as discrimination by association).

Section 11 of the 2010 Act

### LONDON + MERTON

- ❑ The population of Merton recorded in the 2020 ONS population estimates is 206,500, of which 49.4% are male and 50.6% female.
- ❑ In London as a whole, approx. 50.1% of the population are male and 49.9% are female.

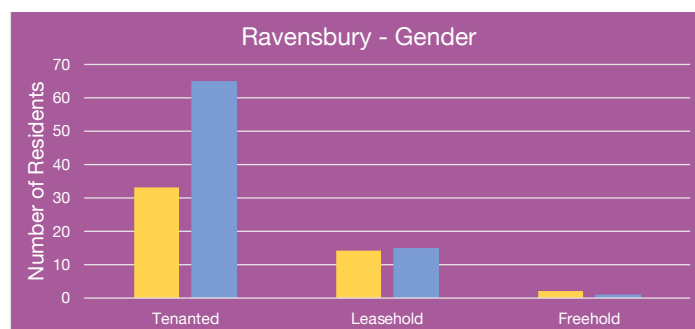
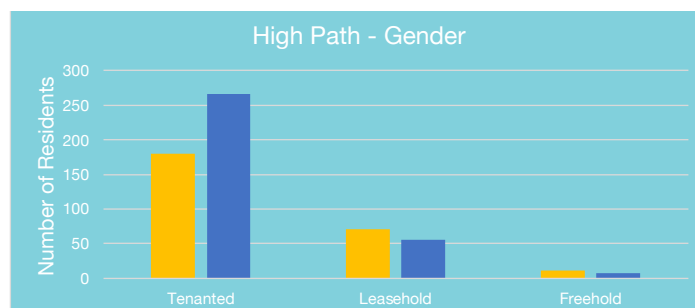
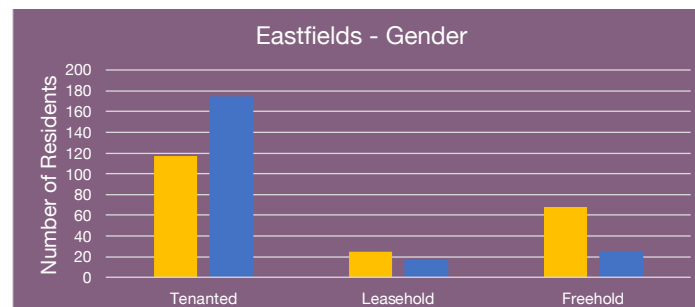
	MALE	FEMALE
LONDON	4,514,400	4,488,100
MERTON	102,000	104,500

ONS POPULATION ESTIMATES 2020

### ESTATES

- ❑ On all three of the Estates, there is a notably higher proportion of tenanted residents who are female.
- ❑ There is also a slightly higher proportion of leaseholders and freeholders which are male on the Eastfields and High Path Estates. On the Ravensbury Estate the ratio of male to female leaseholders and freeholders is equal.

### CLARION ESTATE PROFILING 2021



■ Male ■ Female

# APPENDIX 1: Gender + Sexual Orientation

## Sexual Orientation

### SEXUAL ORIENTATION

- ❑ Sexual orientation covers a person's orientation towards people of the same sex, the opposite sex or persons of the same and opposite sex.
- ❑ A person must not be discriminated against because:
  - They are heterosexual, gay, lesbian or bisexual
  - Someone thinks they have a particular sexual orientation (this is known as discrimination by perception)
  - They are connected to someone who has a particular sexual orientation (this is known as discrimination by association).

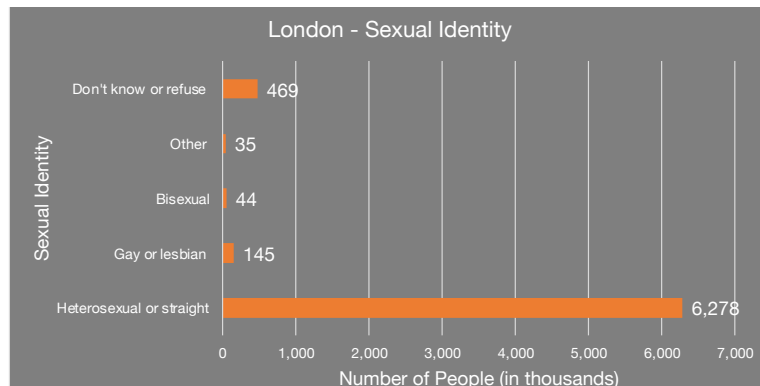
Section 12 of the 2010 Act

### LONDON

According to the ONS Annual Population Survey (2016), the majority of people in London are heterosexual or straight (6,278,000).

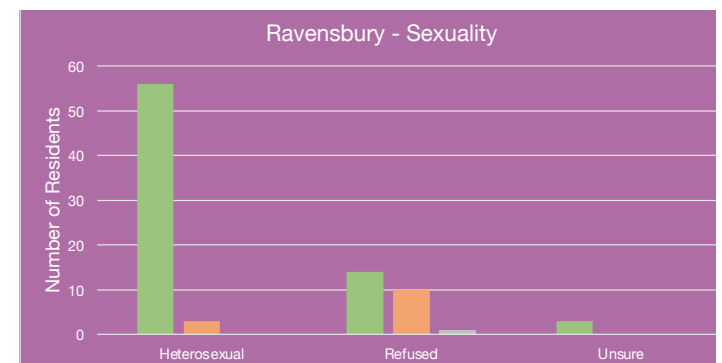
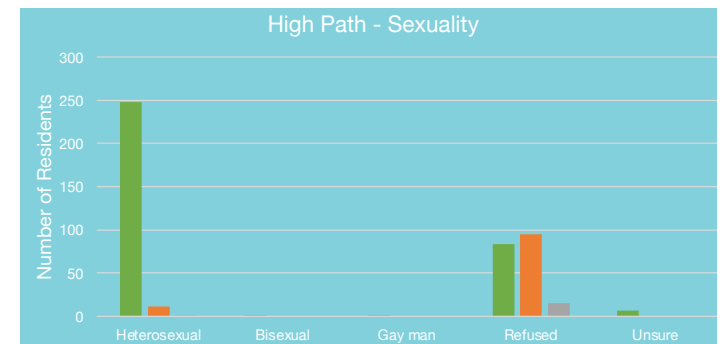
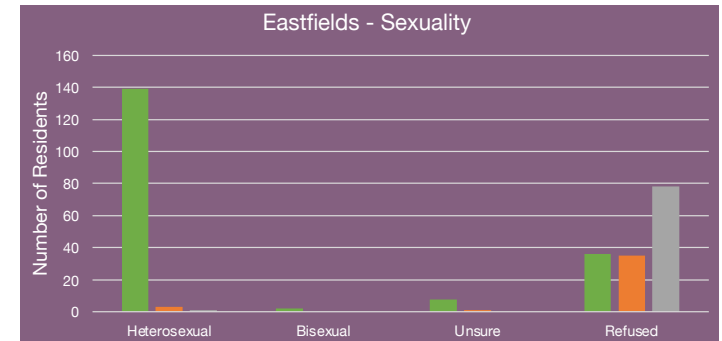
### ESTATES

In line with the London average, the majority of residents on all three estates are heterosexual.



ONS ANNUAL POPULATION SURVEY 2016

### CLARION ESTATE PROFILING 2021



■ Tenanted ■ Leasehold ■ Freehold

# APPENDIX 2: Marriage & Civil Partnership

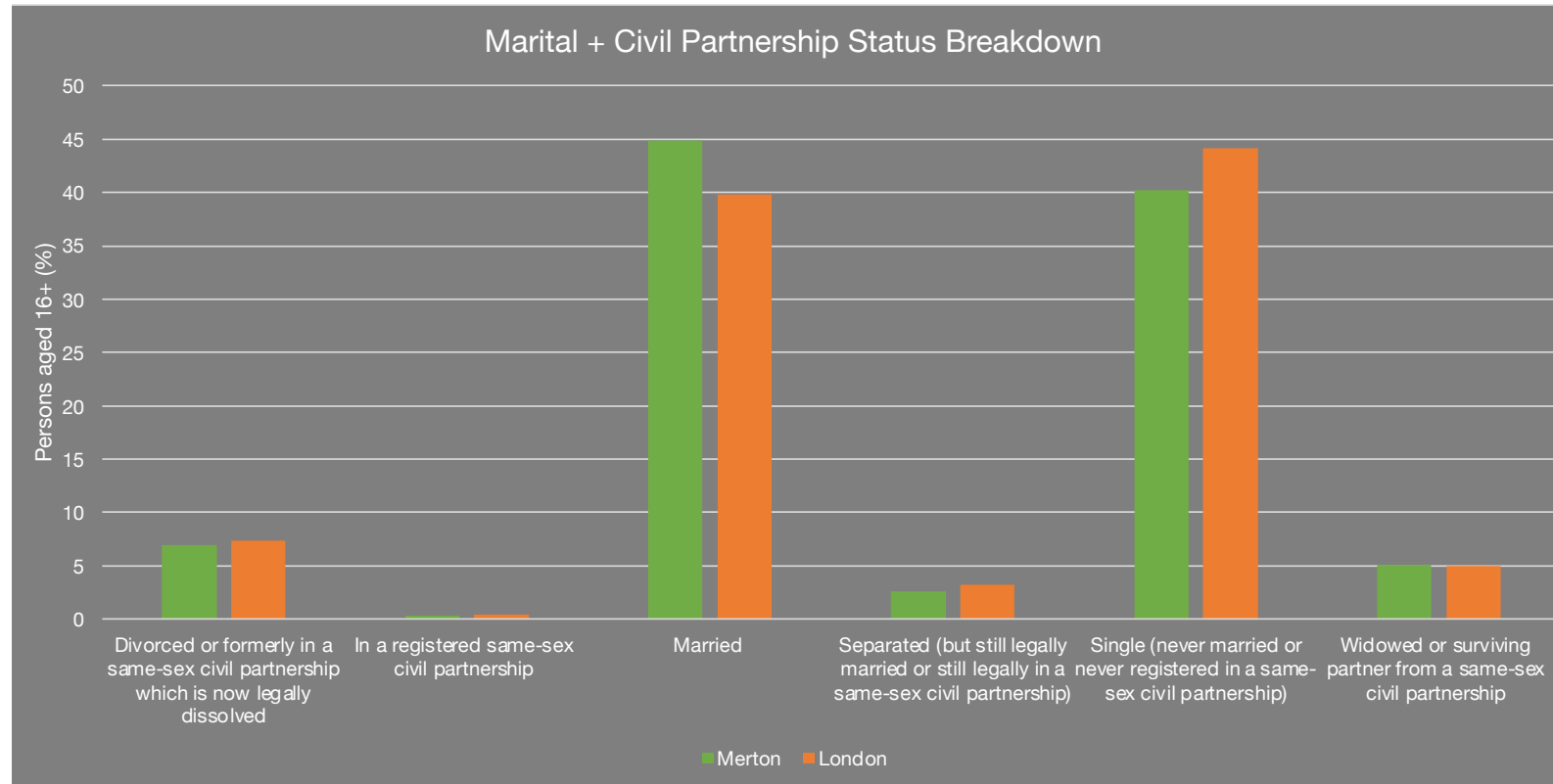
## Marriage + Civil Partnership

### SEXUAL ORIENTATION

Marriage and Civil Partnership is a protected characteristic referring to a heterosexual couple who are legally married and same-sex couples who have entered into a civil partnership or a civil marriage.

Section 8 of the 2010 Act

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2011

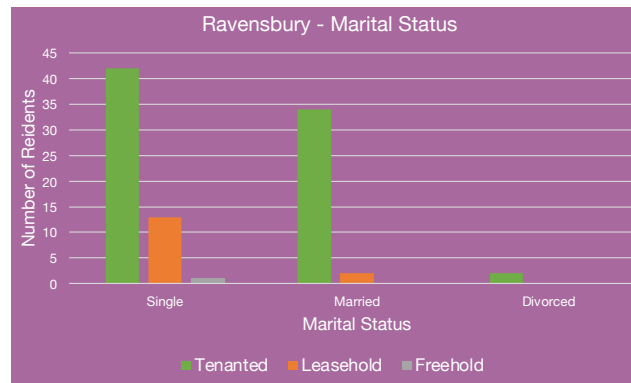
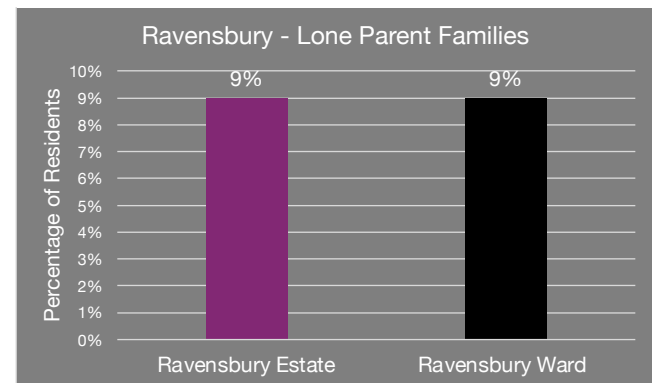
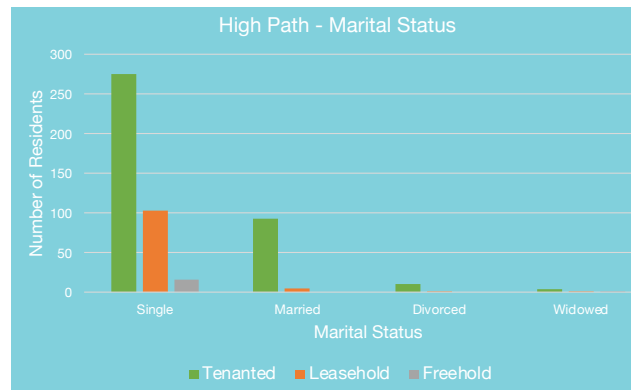
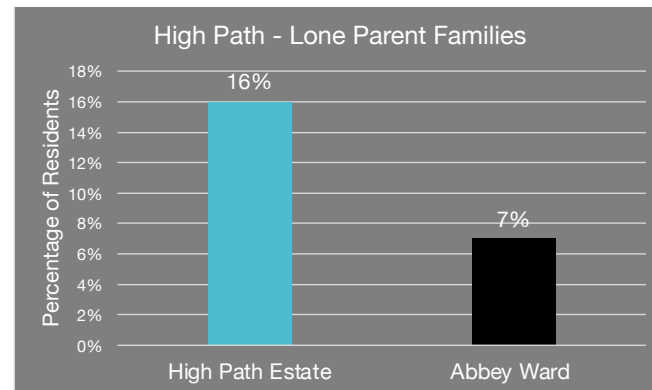
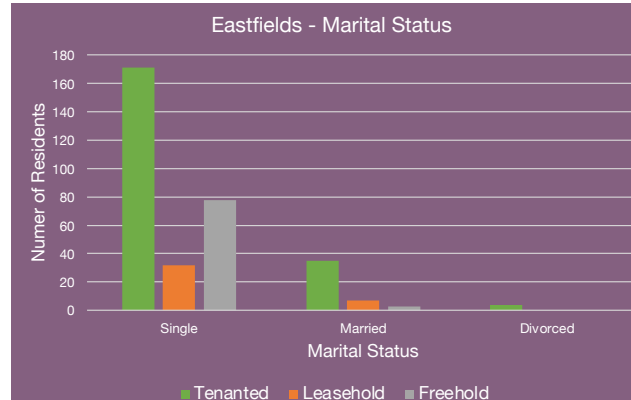
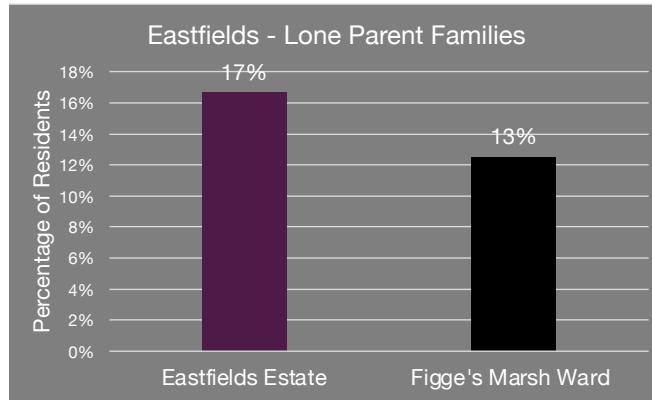
### LONDON + MERTON

- A slightly higher proportion of residents in Merton are married in comparison to the population of London as a whole.
- In contrast, there are fewer single residents in Merton when compared to London.

# APPENDIX 2: Marriage & Civil Partnership

2015

2021



## ESTATES

- The percentage of lone parent families on the Eastfields and High Path Estate is higher than the percentage for the Figges Marsh and Abbey wards overall. On the Ravensbury estate the percentage of lone parent families is the same as it is for the Ravensbury ward.
- There is a greater proportion of single person households at High Path, Eastfields and Ravensbury than in the London Borough of Merton. The single person is more likely to be female than male and more likely to be older than the average tenant or homeowner. Single people are more likely to be nominated to a tenancy if they have a vulnerability that may be related to a protected characteristic. The mitigations to avoid adverse impacts on people with protected characteristics are set out in detail elsewhere in this document.
- Some households may be single person households where household members have died or moved away over time.



# APPENDIX 3: Religion or Belief

## Religion or Belief

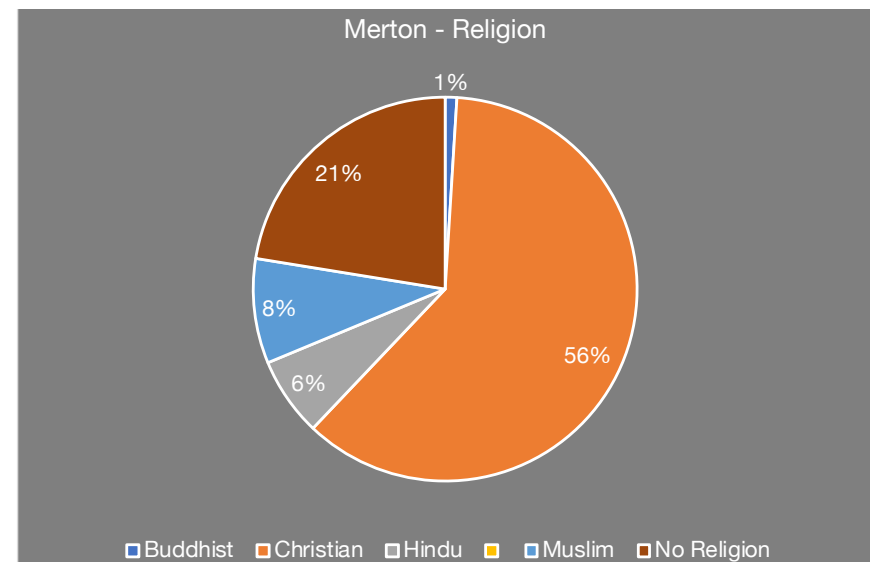
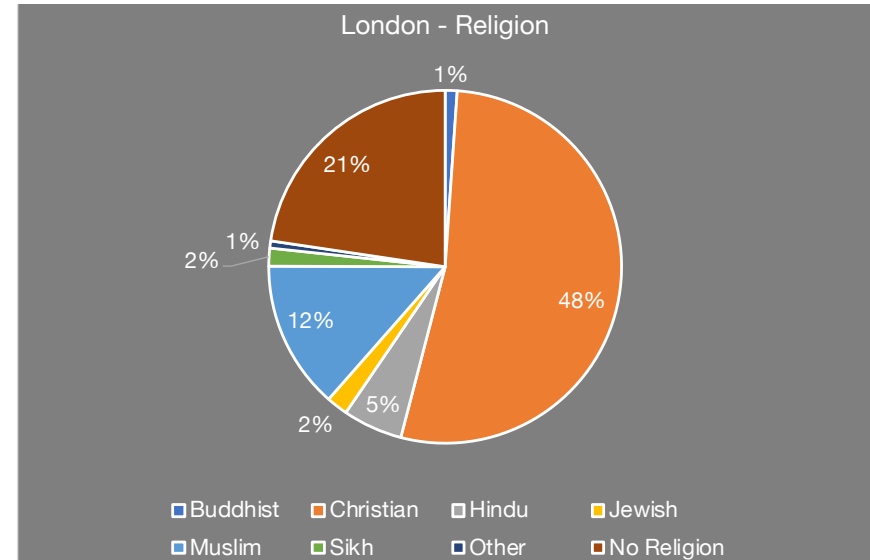
### RELIGION OR BELIEF

- ❑ In the 2010 Act, religion or belief can mean any religion or philosophical belief such as humanism and pacifism and encompasses discrimination based on the lack of religion or belief.
- ❑ A religion must have a clear structure and belief system.

Section 10 of the 2010 Act

### LONDON + MERTON

- ❑ Just under half (48%) of London is Christian. The next largest category is “no religion” of which 21% of the London population identify with, followed by Muslim which accounts for 12% of the population.
- ❑ Merton follows a similar trend, with 56% of residents identifying as Christian, 21% with “no religion” and 8% Muslim.



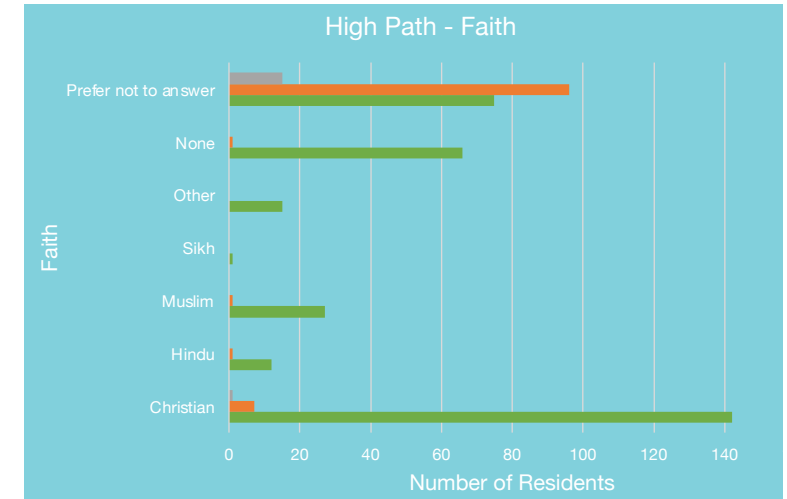
ONS DATA, 2011, VIA  
MERTON WEBSITE

# APPENDIX 3: Religion or Belief

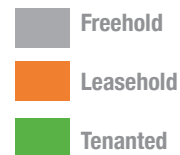
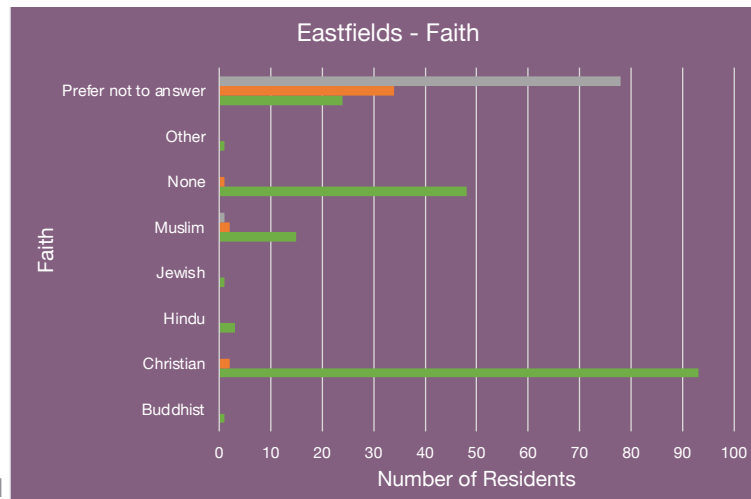
## ESTATES

- As with the London and Merton profile, the majority of residents on all three estates are Christian.
- A large proportion of residents have no religion or would prefer not to answer.
- The second most common faith on all three estates is Muslim which is in line with the data for Merton and London.

## HIGH PATH

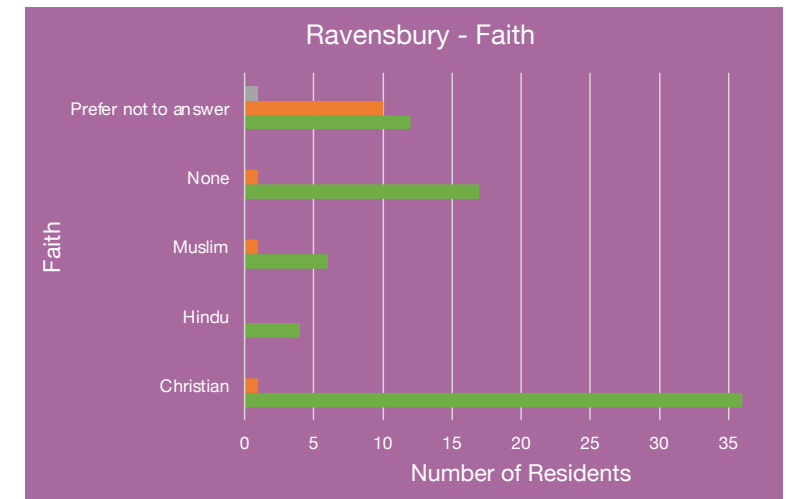


## EASTFIELDS



Source: Clarion Estate Profiling 2021

## RAVENSBURY



# APPENDIX 4: Language + Nationality

## OTHER CHARACTERISTICS

Appendix 4-6 includes statistics on other characteristics which are not “protected characteristics” as defined in the 2010 Equality Act:

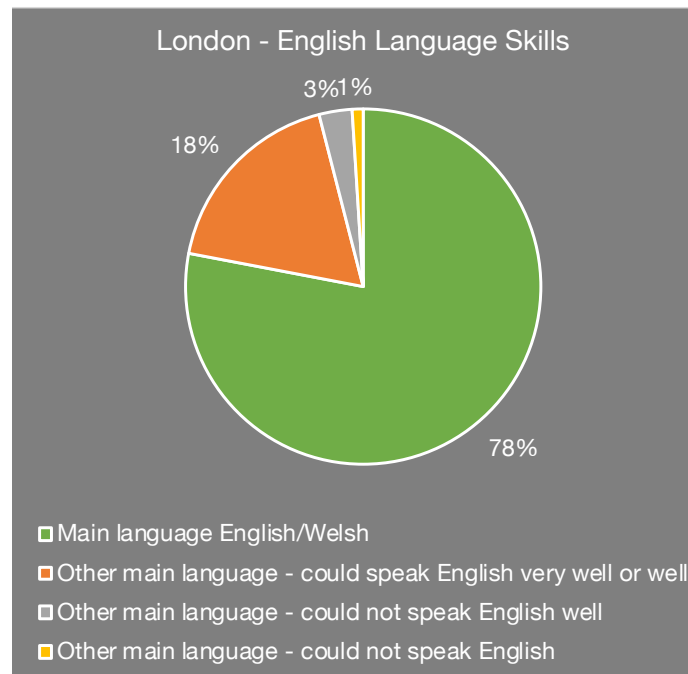
- ❑ A4 - Language + Nationality
- ❑ A5 - Health
- ❑ A6 - Socio-Economics

## ESTATES

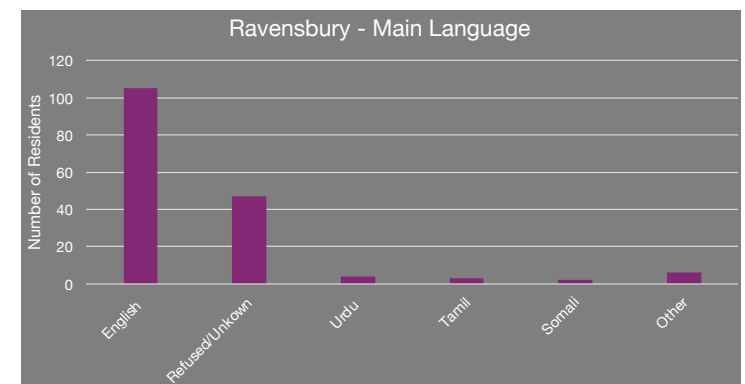
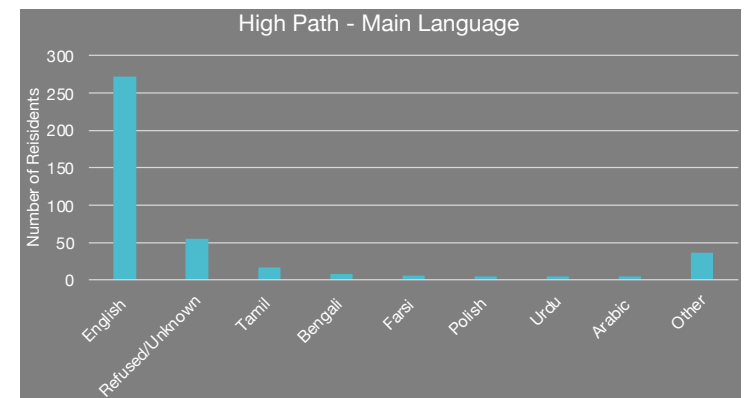
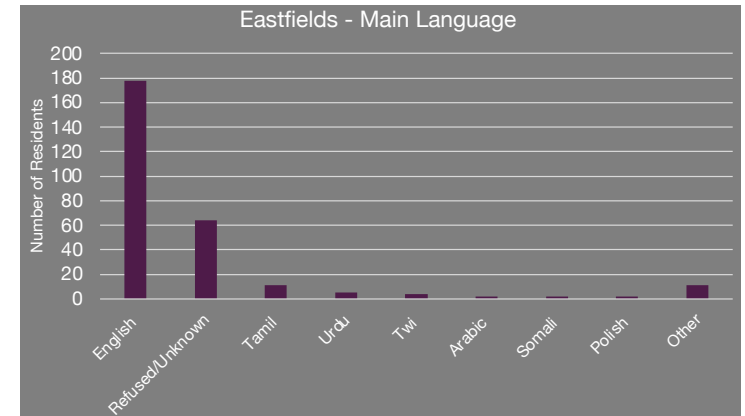
- ❑ In 2015, the majority of residents on all three estates spoke English as their main language.
- ❑ The estate profiling for 2021 also indicates that the majority of residents speak English on the estates.
- ❑ Other languages spoken on the estates included Tamil, Urdu, Somali, Bengali, Farsi, Polish, Arabic and Twi.

## LONDON

- ❑ The majority of London’s population (78%) speak English as their main language.
- ❑ 18% of the population could speak English very well/well.
- ❑ 4% of residents living in London could not speak English well or at all.



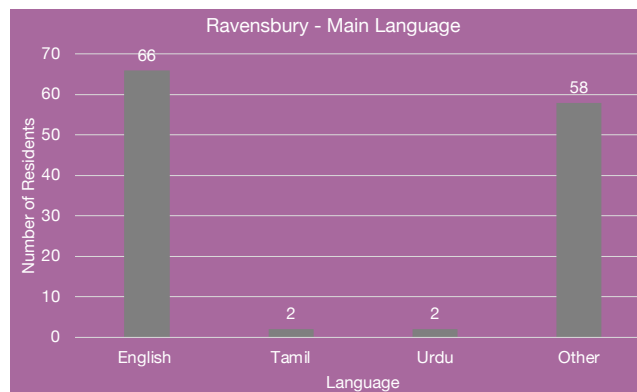
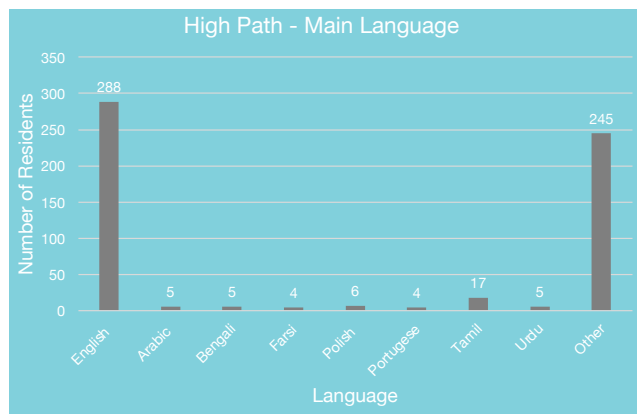
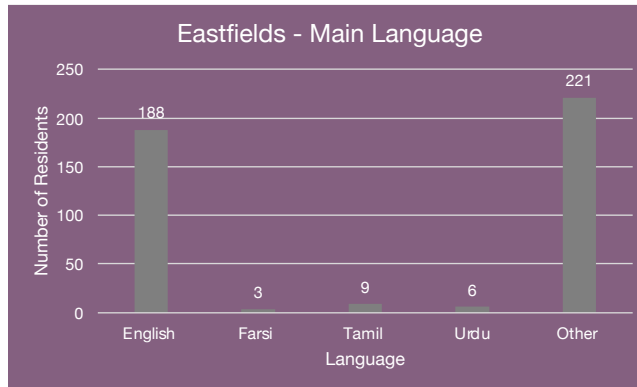
ONS CENSUS DATA (2011)



Merton Estates Overarching EqlA | March 2022

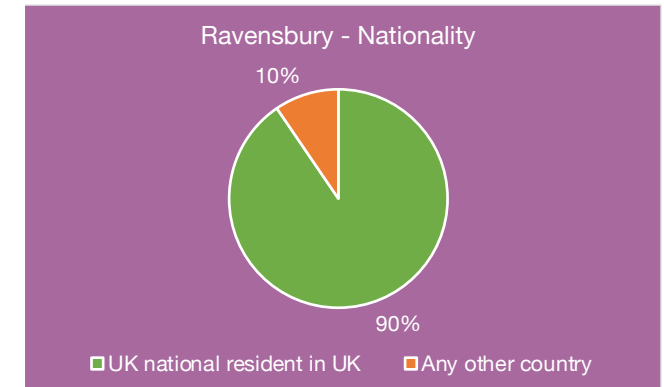
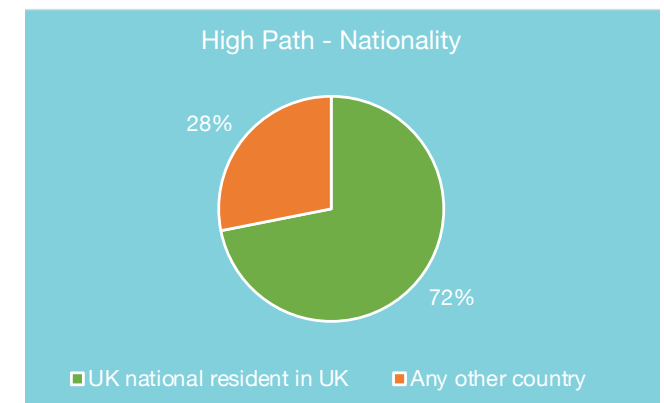
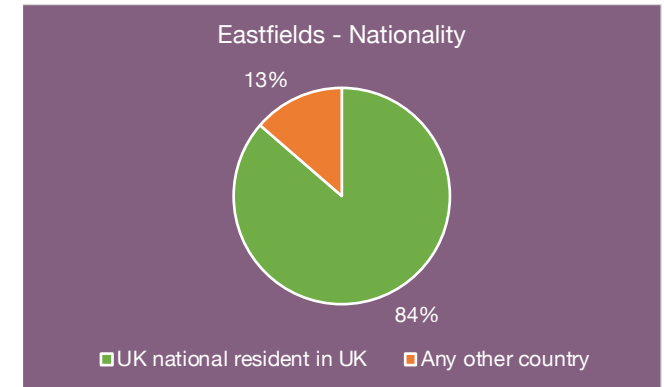
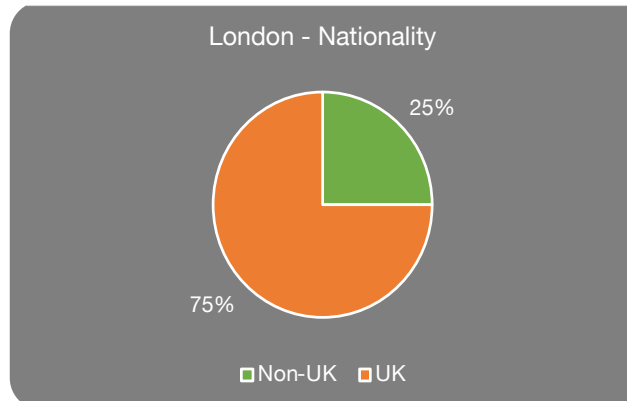
# APPENDIX 4: Language + Nationality

## CLARION ESTATE PROFILING 2021



### LONDON

- 3/4 of all residents in London are of UK nationality.



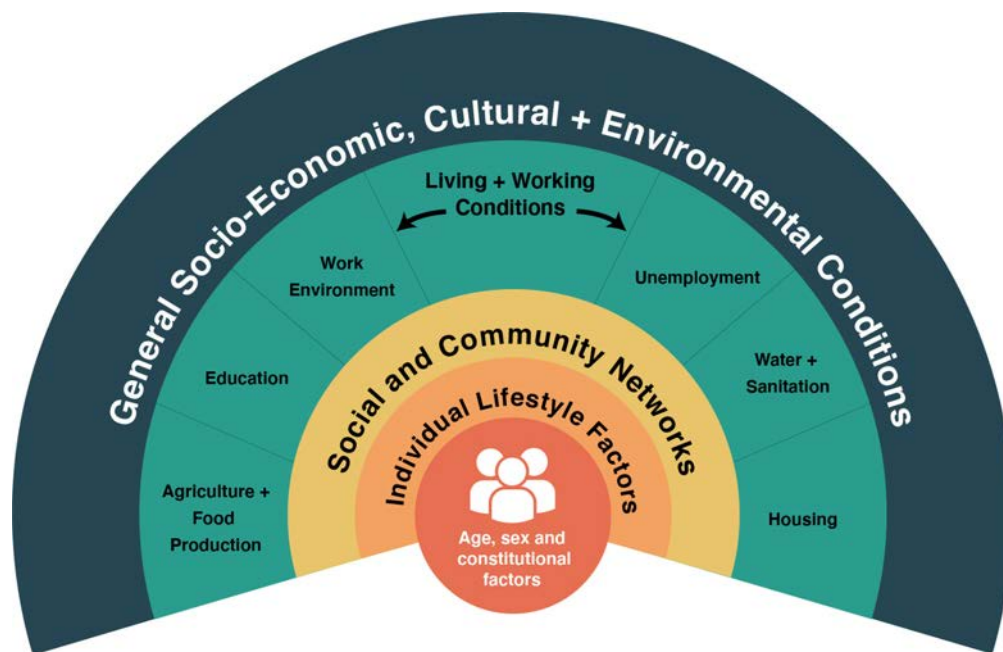
### ESTATES

- High Path has the highest percentage (28%) of non-UK residents of the three estates.
- Eastfields and Ravensbury have a similar percentage of non-UK residents - 13% and 10% respectively.

# APPENDIX 5: Health

## The Dahlgren + Whitehead Rainbow

- The broad social and economic circumstances that together determine the quality of health of the population are known as the 'social determinants of health'.
  - Personal characteristics occupy the core of the model and include sex, age, ethnic group and hereditary factors.
  - Individual 'lifestyle' factors include behaviours such as smoking, alcohol use and physical activity.
- This shows:
  - Social and community networks include family and wider social circles.
  - Living and working conditions include access and opportunities in relation to jobs, housing, education and welfare services.
  - General socioeconomic, cultural and environmental conditions include factors such as disposable income, taxation, and availability of work.



WIDER DETERMINANTS OF HEALTH (DAHLGREN + WHITEHEAD, 1991)

## NUMBERS IN MERTON - HEALTH + WELLBEING STRATEGY 2019-24

### HEALTHY LIFESTYLES + EMOTIONAL WELL-BEING



**EXERCISE:** 31,000 = number of adults doing less than 30 minutes of moderate intensity physical activity per week



**HEALTHY EATING:** 68,200 = number of adults not meeting the recommended '5-a-day' on a 'usual day'



**ALCOHOL:** 40,700 = number of adults drinking above the recommended limit of alcohol a week.



**SMOKING:** 17,600 = number of adults who smoke



**MENTAL WELLBEING:** 19,000 = number of adults with depression and anxiety recorded by GPs.

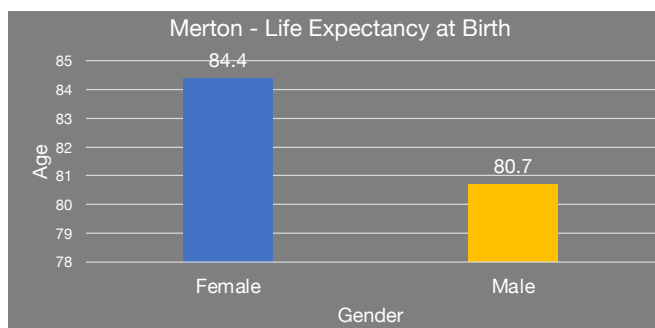
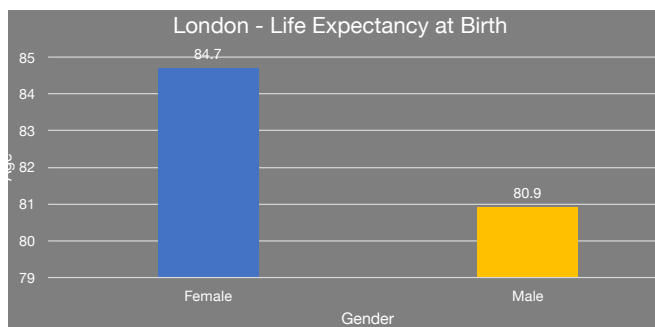
# APPENDIX 5: Health

## Life Expectancy

- ❑ Life Expectancy measures the average number of years an individual in a population can expect to live.
- ❑ Life expectancy in Merton is better than in 75% of other local authorities in England.
- ❑ However, the gap in life expectancy at birth between the 30% most and 30% least deprived wards is 3.8 years for men and 2.4 years for women. For healthy life expectancy it is larger, 9.4 and 9.3 years respectively.
- ❑ Economic activity, housing conditions, fuel poverty and crime are some of the broader determinants of health, which are more challenging in the east than in the west.
- ❑ Someone living in a deprived ward in the east of the borough will on average spend at least 9 more years in poor health than someone in a more affluent part of the borough.

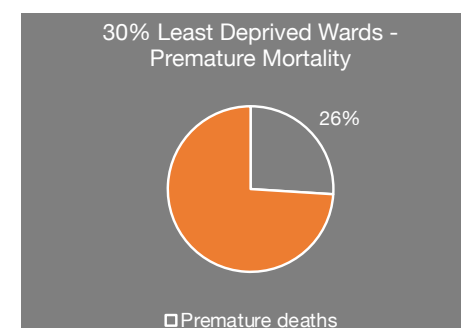
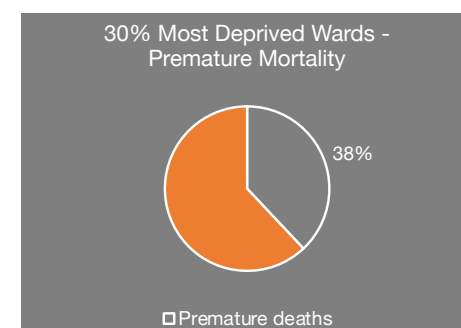
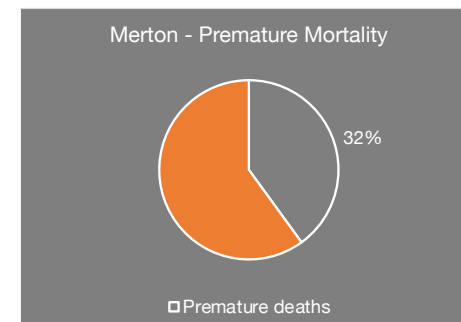
Public Health Outcomes Framework (PHOF)

LIFE EXPECTANCY AT BIRTH - PUBLIC HEALTH OUTCOMES FRAMEWORK PHOF (2017-19)



AREA	LIFE EXPECTANCY AT BIRTH (YEARS)		HEALTHY LIFE EXPECTANCY AT BIRTH (YEARS)	
	MALE	FEMALE	MALE	FEMALE
<b>MERTON</b>	80.7	84.4	64.1	65.3

PREMATURE MORTALITY - MERTON HEALTH STRATEGY (2019)



# APPENDIX 5: Health

## Mental Health

- ❑ 26,000 people (15.5%) in Merton are estimated to suffer from a common mental disorder such as anxiety or depression. This compares with London at 19.3% and England at 16.9%.
- ❑ In 2017/18 (0.9%) 248 people in Merton were recorded by their GP to have severe mental illness. This is lower than London (1.1%) and similar to England (0.9%). People with severe mental illness have a higher likelihood of poorer physical health. For example, compared to the general population, people under 75 years of age in contact with mental health services in England have death rates that are 5 times higher for liver disease.

Public Health England

	Common Mental Health Disorder	Severe Mental Illness
<b>England</b>	16.9%	0.9%
<b>London</b>	19.3%	1.1%
<b>Merton</b>	15.5%	0.9%

# APPENDIX 6: Socio-Economics

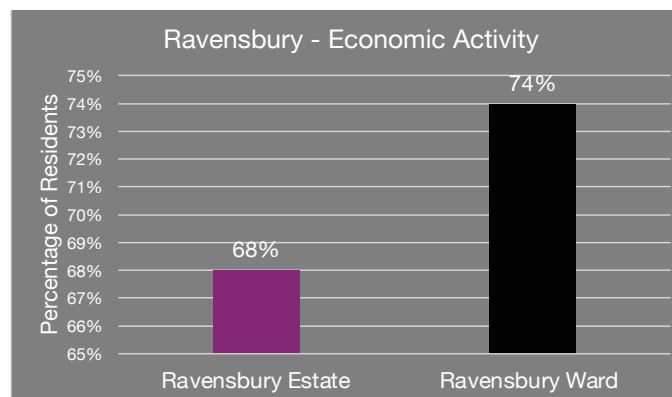
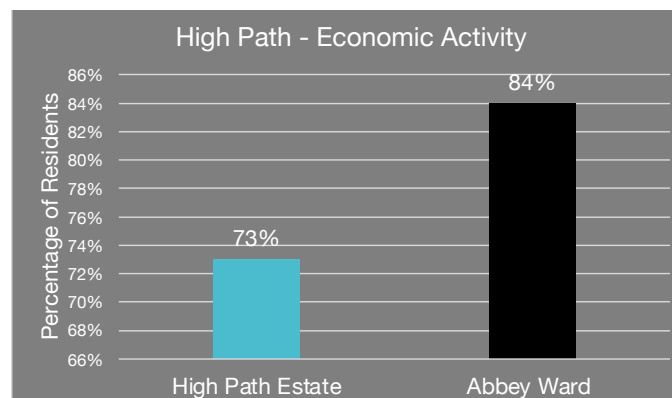
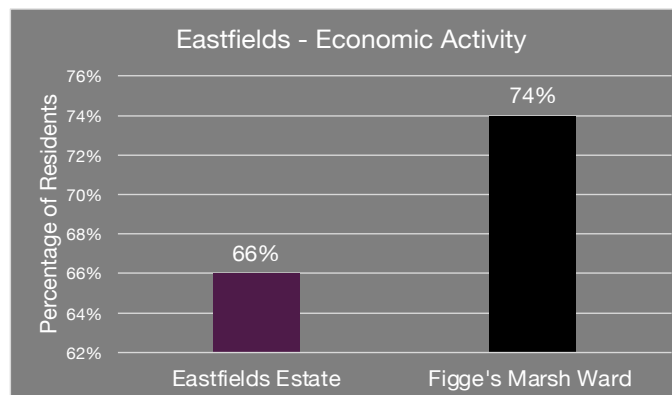
% ECONOMICALLY ACTIVE - ONS ANNUAL POPULATION SURVEY 2020

	% ECONOMICALLY ACTIVE
<b>LONDON</b>	80.1%
<b>MERTON</b>	84.4%

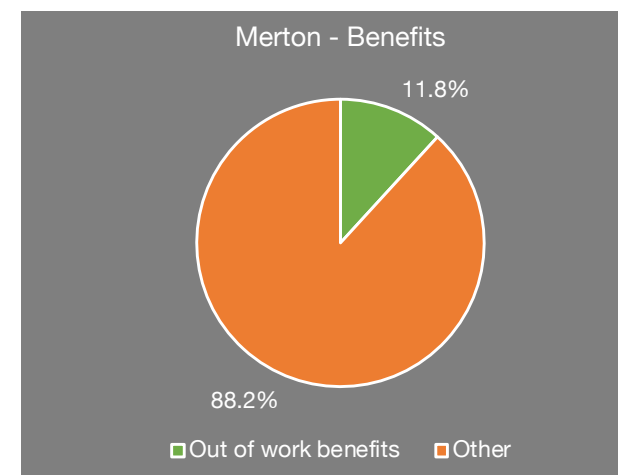
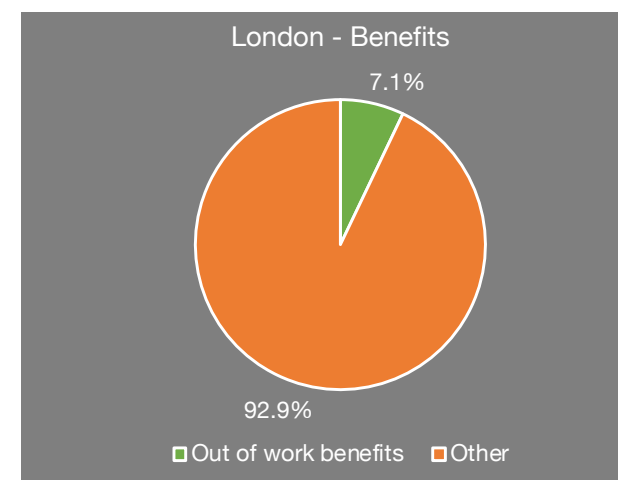
## Long-term Unemployed

- ❑ LB Merton mirrors the relatively high level of key out-of-work benefit claimants across London, at 7% and 8% of the working age population respectively, compared to just 6.4% nationally.
- ❑ This relationship is also reflected in the unemployment rate. LB Merton (6.2%) is re consistent with the Greater London average (6%) which is higher than the national rate (4.8%).
- ❑ The percentage of economically active residents on all three estates is lower than the ward average. Eastfields has the lowest percentage of economically active residents (66%) followed by Ravensbury (68%) and High Path (73%).

2015 - SOCIO-ECONOMIC REPORT PETER BRETT



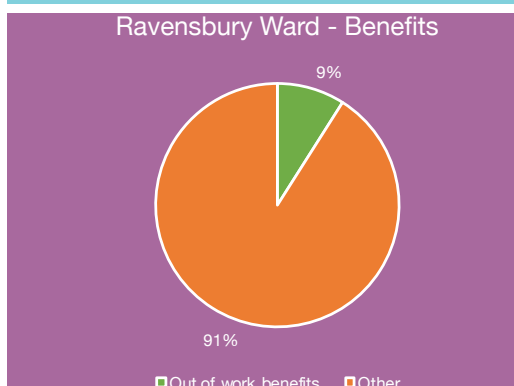
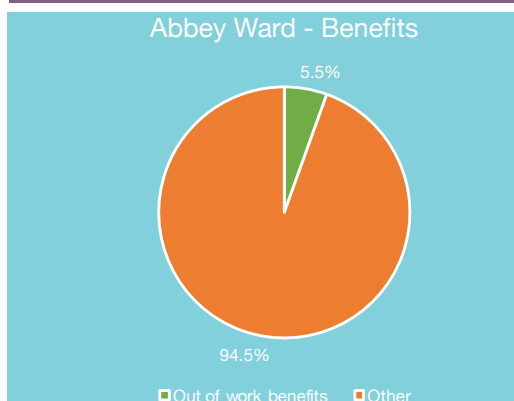
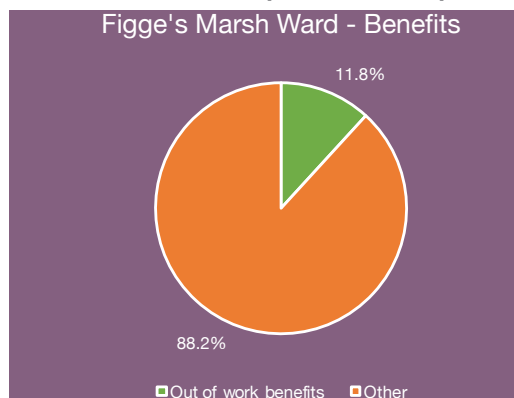
2021 - ONS CENSUS UPDATE





# APPENDIX 6: Socio-Economics

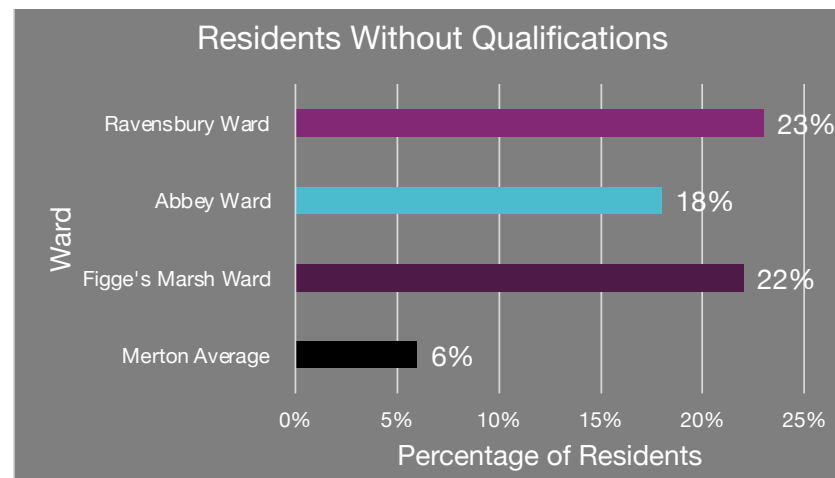
## OUT OF WORK BENEFIT CLAIMANTS ONS CENSUS (2021 UPDATE)



### Out of Work Benefits

- ❑ The percentage of out of work benefit claimants in Figges Marsh ward (11.8%) is in line with the Merton average (11.8%).
- ❑ The Abbey and Ravensbury ward have a smaller percentage of residents claiming out of work benefits, 5.5% and 9% respectively. This is more similar to the London average of 7.1%.

## QUALIFICATIONS - STANTEC SOCIO-ECONOMIC REPORT (2021)



### Qualifications

- ❑ LB Merton is characterised by a relatively low proportion of working age residents with no qualifications, comprising 4.4% of the population which is below the London and national average (5.1% and 6.4%).
- ❑ This is reflected in the higher end of qualifications too. A higher proportion of working age residents hold degree level qualifications in Merton (60%) than the London average (58.5%) and the UK as a whole (43.1%).

ONS Annual Population Survey (2021)

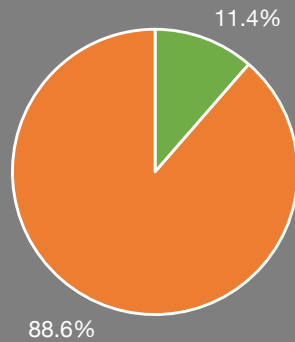
# APPENDIX 6: Socio-Economics

FUEL POVERTY - BEIS (2018)

HOMELESSNESS - MHCLG (2017-18)

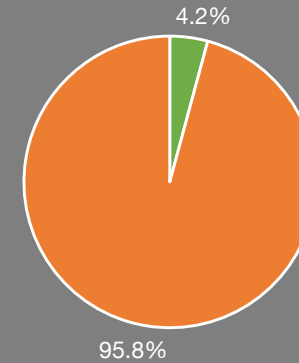
Page 374

London - Fuel Poverty



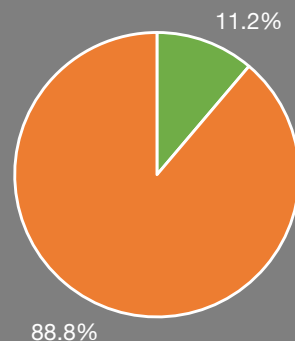
Households in fuel poverty ■ Households that do not experience fuel poverty ■

London - Homelessness



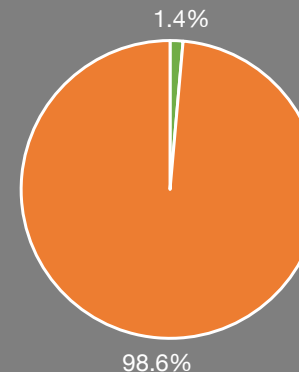
Homeless & in priority need ■ Other ■

Merton - Fuel Poverty



Households in fuel poverty ■ Households that do not experience fuel poverty ■

Merton - Homelessness



Homeless & in priority need ■ Other ■

## Homelessness in Merton

- The termination of Assured Shorthold Tenancies by landlords is the biggest cause of homelessness in Merton.
- Although Merton has the lowest number of homelessness acceptances amongst all London boroughs, homelessness in the borough has been on the increase.
- The number of people rough sleeping in Merton has also seen a substantial increase, increasing from 5 to 23 in 2018 on a typical night.

# APPENDIX 7: Impacts + Mitigation

PROTECTED CHARACTERISTICS	IMPACT ANALYSIS		MITIGATION
	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	
<b>Ethnicity</b>	<ul style="list-style-type: none"> <li>There is evidence that households from the ethnic minority community on the three estates where regeneration is being considered are more likely to be overcrowded than other households on the estate. Regeneration deals with overcrowding within Clarion's tenanted properties on the estate by rehousing each household in the right size property for them.</li> <li>All existing Clarion tenants and resident homeowners will have the option to stay in their neighbourhoods if they wish to, this will promote community cohesion and build on the strength of the existing very diverse communities in the existing neighbourhoods.</li> </ul>	<ul style="list-style-type: none"> <li>Language barriers could limit the ability of some residents who are members of ethnic minority communities to participate in ongoing consultation regarding their housing needs or their rights under the Residents' Offer.</li> <li>Lack of written and oral English may have affected some residents' awareness of the proposals and capability to negotiate outcomes for tenants and leaseholders.</li> <li>Negative impacts of other protected characteristics will be experienced by ethnic minority groups given the estate's diversity.</li> </ul>	<ul style="list-style-type: none"> <li>Clarion has put in place measures to ensure that no homeowners of any ethnicity will be disproportionately affected by the proposals. Everyone will be treated in the same way and will have the same compensation and housing options as everyone else.</li> <li>Clarion holds information on the ethnicity of resident homeowners. Clarion officers know each of the resident homeowners, their family circumstances and whether written information needs to be provided in languages other than English. Clarion provide written information in different languages for both residents and absentee homeowners. Their communications use a standard translation request section.</li> <li>Clarion does not hold information on the ethnicity of absentee owners (landlords), except where absentee owners (landlords) have requested that written information is provided in languages other than English.</li> <li>Clarion has recorded each contact and interaction with every homeowner since the regeneration was first proposed.</li> <li>Clarion has undertaken face to face consultation and meetings with homeowners throughout the regeneration preparation including formal consultation events and informal meetings with individual homeowners. Where requested Clarion has used translators or third parties for face to face or telephone meetings with homeowners who require that service.</li> <li>Clarion understand that there will be residents and homeowners who have more than one protected characteristic. The mitigation measures set out under the specific protected characteristics will be applied to residents who may have multiple protected characteristics across different categories.</li> </ul>

# APPENDIX 7: Impacts + Mitigation

IMPACT ANALYSIS			MITIGATION
PROTECTED CHARACTERISTICS	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	
Gender	There is no evidence that homeowners of any gender will be disproportionately affected by the proposal. Everyone will be treated in exactly the same way and will have the same compensation and housing options as everyone else.	There is no evidence that homeowners of any gender will be disproportionately affected by the proposal. Everyone will be treated in exactly the same way and will have the same compensation and housing options as everyone else.	<ul style="list-style-type: none"> <li>Whilst there is no evidence that homeowners of any gender will be disproportionately affected by the proposals, there is a greater proportion of single person households at Eastfields, High Path and Ravensbury than in the London Borough of Merton. The single person is more likely to be female than male and more likely to be older than the average tenant or homeowner. Some households may be single person households where household members have died or moved away over time.</li> <li>Clarion recognise the importance of providing appropriate replacement homes for single person households. For tenants the residents offer recognises that downsizing to a smaller home might be a challenge and have agreed that the 'needs plus 1' offer means that no one will have to move from a larger home to a one bedroom flat.</li> <li>For homeowners Clarion will work with individuals to make sure that replacement homes meet the needs of single person households as closely as possible.</li> <li>Where any household needs help to move to their new home Clarion will provide help and assistance to make the move as smooth as possible.</li> </ul>
Gender Reassignment	No positive impacts identified	No negative impacts identified.	There is no evidence that homeowners undergoing or who have undergone gender reassignment will be disproportionately affected. Everyone will be treated in exactly the same way and will have the same compensation and housing options as everyone else.

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# APPENDIX 7: Impacts + Mitigation

PROTECTED CHARACTERISTICS	IMPACT ANALYSIS		MITIGATION
	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	
<b>Disability</b>	<ul style="list-style-type: none"> <li>Provision of lifetime homes and adapted properties for residents and household members with specific needs.</li> <li>Proportion of homes designed and built specifically to meet the needs of disabled residents.</li> <li>10% of homes adaptable to be fully wheelchair accessible.</li> <li>A better living environment is conducive to better health and well-being.</li> <li>Improved external environment will create more accessible and usable open spaces.</li> <li>Disabled parking bays that comply with the minimum disability standards will be provided.</li> <li>Inclusive play spaces will be provided that are accessible and welcoming to disabled and non-disabled children.</li> <li>There will be seating provided to assist disabled parents/carers to supervise play in the spaces provided.</li> </ul>	<ul style="list-style-type: none"> <li>Potential for residents with disabilities to find it more challenging to move home than residents without a disability due to the nature of their disability.</li> <li>Disturbance of moving and quality of life, particularly if disability associated with breathing conditions.</li> <li>Sensory impairment and nervous system conditions – particularly construction machinery noise.</li> <li>New physical layout will be challenging to those with visual impairment</li> <li>People with learning difficulties may need separate forms of communication and engagement to enable their understanding of the reality of their situation.</li> <li>Potential negative impact on individuals with mental health issues.</li> </ul>	<ul style="list-style-type: none"> <li>Homeowners with disabilities will have the same compensation and housing entitlement under Clarion's residents' offer as everyone else.</li> <li>Clarion recognises that the replacement homes offered will have to meet the specific requirements of homeowners with disability or impairments (or members of their households with disability or impairments) and this has been accounted for in the design of the new homes.</li> <li>All of the of the new homes are designed to the Lifetime Homes Standard with wide doors and circulation spaces. In the houses the ground floor WC is designed so that it can be adapted to include an accessible shower.</li> <li>Clarion recognise that moving home may be particularly challenging for residents with impairments, or where household members have an impairment, and we will work with individuals and their families to support them through the moving process. This will include commissioning occupation therapy reports to ensure that accessibility needs are properly considered and provided for, a packing and unpacking service and a handyman service when residents move into their new homes.</li> <li>Where a resident suffers sensory impairment and nervous system conditions and may be particularly adversely affected by construction machinery noise during construction, Clarion will work with the residents to find the best available solution to minimise the impact on them whether this is moving to a new home away from subsequent construction work or a temporary move away until work is complete.</li> <li>Regeneration construction is phased and any constructor will work within pre-agreed set hours and will be expected to mitigate any negative impacts of their activities. This is expected to include minimising disruptive noise, dust and vehicle movements as far as is possible.</li> <li>Clarion is aware that there may be residents with mental ill health or capacity issues. Clarion will continue to work with the resident, any family members or professional support services to understand the specific support that an individual may require. This will include consideration of how best to communicate with the individual to ensure they understand what is happening when.</li> <li>Ensure that tenants only move once into their new homes.</li> </ul>

# APPENDIX 7: Impacts + Mitigation

IMPACT ANALYSIS		MITIGATION	
PROTECTED CHARACTERISTICS	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	
<p><b>Age</b></p> <p>Page 378</p>	<ul style="list-style-type: none"> <li>• Providing the right type of housing for different households of all age groups including older residents and families with young children.</li> <li>• Any necessary accessibility adaptations such as grab rails or accessible electrical outlets can be fitted in the replacement home from the outset.</li> <li>• All new homes will have private outdoor space; a garden, terrace or balcony this may be of particular benefit to older residents and families with children who may not have outdoor space now.</li> <li>• Good access and views will be provided to green and ecologically valuable spaces, which will help to improve and support health and well-being of occupants, in particular of elderly house bound occupants.</li> <li>• A decanting matrix tool was used to help place residents within the proposed development based on their needs. The tool captured the needs of residents such as preference for a ground floor flat, or wet room, which enabled placing of residents.</li> <li>• Walking routes will account for the needs of the whole community, for example those with vision impairment and those with mental disabilities (including dementia).</li> </ul>	<ul style="list-style-type: none"> <li>• Clarion recognises that older residents or households that have older members may find moving to a new home more challenging. Residents with younger children in the household may also need additional help and support.</li> <li>• Older people are more settled and require support when moving.</li> <li>• Disturbance particularly if on their own, frail and vulnerable. Age related ill health or frailty may make the prospect of moving more difficult for older homeowners.</li> <li>• Older homeowners may not raise mortgage on new properties/ Older residents may find it difficult to access funding or credit.</li> <li>• Age related ill health or frailty may make the prospect of moving more difficult for older homeowners.</li> <li>• There is the potential for both older and vulnerable residents to be worried about change and the impact on them. There is also the potential for older residents not to participate or to refuse to or worry about giving candid feedback.</li> <li>• Families with children of pre-school and school age could be disrupted if they have to move temporarily potential increased journey times to school or childcare.</li> </ul>	<ul style="list-style-type: none"> <li>• Homeowners of any age will have the same compensation and housing options as everyone else.</li> <li>• Support for older residents and those residents with younger children in the household will include commissioning occupation therapy reports to ensure that accessibility needs are properly considered and provided for, providing a packing and unpacking service and a handyman service when residents move into their new homes.</li> <li>• If families with young children need to move temporarily until their new home is ready Clarion will arrange for moves to be within a reasonable distance of school and childcare to minimise disruption to these families.</li> <li>• Older residents may find it difficult to access funding or credit. Clarion's Residents' Offer mitigates the need to access additional credit for homeowners as they are able to transfer the equity in their existing home into a new replacement home at no additional cost.</li> <li>• New homes are Lifetime Homes. Homeowners are less likely to have to move as their needs change due to age, increasing frailty or age related impairment.</li> <li>• Ensure that tenants, particularly those who are older, only move once into their new homes.</li> </ul>

# APPENDIX 7: Impacts + Mitigation

PROTECTED CHARACTERISTICS	IMPACT ANALYSIS		MITIGATION
	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	
<b>Sexual Orientation</b>	No positive impacts identified	No negative impacts identified.	Homeowners of any sexual orientation will have the same compensation and housing options as everyone else.
<b>Religion and belief</b>	<ul style="list-style-type: none"> <li>No aspects that prevent residents from practicing their religion/faith</li> <li>The rehousing team will ask people about their use of places of worship to see the extent to which disruption to their lives can be minimised.</li> <li>All facilities will be available to people of all cultures and faiths.</li> </ul>	No negative impacts identified.	Homeowners of any religion and belief will have the same compensation and housing options and everyone else.
<b>Pregnancy and Maternity</b>	<ul style="list-style-type: none"> <li>Clarion will rehouse tenants in suitable sized accommodation to reduce overcrowding where possible. This includes rehousing some 'hidden households' and non-dependant adult children separately to alleviate overcrowding.</li> <li>New development designed to accommodate pushchairs and play facilities.</li> <li>All new homes will have private outdoor space.</li> </ul>	<ul style="list-style-type: none"> <li>Disruption during construction period may negatively impact on pregnant mothers or families with new born children e.g. noise, dust, access issues.</li> <li>Disruption during decanting/moving home.</li> <li>Allocated home may no longer be suitable for needs - double decanting.</li> </ul>	<ul style="list-style-type: none"> <li>Homeowners who are pregnant or who have very young children will have the same compensation and housing options as everyone else.</li> <li>Where it is known that a baby is expected Clarion will work with the homeowner to ensure that this is taken into account when considering the allocation of a replacement home subject to a suitable home being available.</li> <li>If Clarion is aware that a homeowner from whom they are buying a property is pregnant or has a very young child they will offer assistance with moving. This might include a packing and unpacking service and help with putting up curtains/fitting light bulbs.</li> <li>All new homes will have private outdoor space for children to play</li> <li>Each of the new neighbourhoods will have high quality play space for children of different ages.</li> </ul>
<b>Marriage and Civil Partnership</b>	No positive impacts identified	No negative impacts identified.	<ul style="list-style-type: none"> <li>Homeowners who are married or in a civil partnership will be affected in exactly the same way and will have the same compensation and housing options as everyone else.</li> </ul>

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# APPENDIX 8: Planning Policies

REGIONAL POLICIES + PLANS		
TOPIC	POLICY / PLAN	SUMMARY OF OBJECTIVES + TARGETS
Air Quality	<b>The control of dust an emissions during construction and demolition SPG (July 2014)</b>	The aim of this SPG is to reduce emissions of dust, PM10 and PM2.5 from construction and demolition activities in London. It also aims to control nitrogen (NOx) from these same activities by introducing an Ultra Low Emissions Zone (ULEZ) for non-road mobile machinery.
	<b>Pre-consultation draft – Air Quality Positive LPG (March 2021)</b>	The Air Quality Positive LPG explains how to apply the air quality positive approach to large scale developments, required by Policy S11 (part C) of the London Plan. This approach aims to ensure that new developments are designed and built, as far as is possible, to improve local air quality and reduce the extent to which the public are exposed to poor air quality.
Accessibility + Equity	<b>Planning for Equality and Diversity in London SPG (October 2007)</b>	<ul style="list-style-type: none"> <li>The Planning for Equality and Diversity in London SPG gives guidance on planning for equality and diversity in the capital.</li> <li>The SPG sets out some of the overarching principles that should guide planning for equality in London. It also explores how key spatial planning issues can impact upon equality and diversity.</li> </ul>
	<b>Accessible London: Achieving an Inclusive Environment SPG (October 2014)</b>	<ul style="list-style-type: none"> <li>One of the Mayor’s aims for London is that everyone, whether resident, visitor or worker, is able to participate and enjoy all that the city has to offer. To help achieve this aim, the London Plan includes a number of policies which promote the development of an inclusive environment.</li> <li>The Supplementary Planning Guidance (SPG) on Accessible London provides advice on implementing inclusive design principles effectively, and on creating an accessible environment in London. This SPG has particular emphasis on the access needs of the capital’s disabled and older people.</li> </ul>
	<b>Consultation draft - Public London Charter (October 2020)</b>	The Public London Charter sets out principles for the management and maintenance of public spaces to help ensure new public spaces are inclusive places, offering the highest level of public access, and ensuring any rules or restrictions are only those that are essential for the safe management of the space.
Culture	<b>Mayor of London’s Culture Strategy (December 2018)</b>	This strategy sets out programmes and policies to safeguard and promote culture in London. This strategy takes a broad view of culture, from arts institutions, creative industries, the historic environment and museums, to community festivals, pubs and nightclubs, busking pitches, skate parks and street art.
Economy	<b>The Mayor’s Economic Development Strategy for London (December 2018)</b>	<p>This Strategy sets out plans to create a fairer, more inclusive economy that works for all Londoners and businesses. The strategy has three main goals:</p> <ul style="list-style-type: none"> <li>Opening up opportunities</li> <li>Growth – ensuring London’s economy continues to thrive and is open to business</li> <li>Innovation – make London a world leader in innovation, technology and a hub of new ideas and creativity.</li> </ul>



# APPENDIX 8: Planning Policies

REGIONAL POLICIES + PLANS		
TOPIC	POLICY / PLAN	SUMMARY OF OBJECTIVES + TARGETS
Environment	<b>London Environment Strategy (May 2018)</b>	<ul style="list-style-type: none"> <li>This strategy brings together approaches to every aspect of London's environment, integrating the following areas:                             <ul style="list-style-type: none"> <li>- Air quality</li> <li>- Green infrastructure</li> <li>- Climate change mitigation and energy</li> <li>- Waste</li> <li>- Adapting to climate change</li> <li>- Ambient noise</li> <li>- Low carbon circular economy</li> </ul> </li> <li>The London Environment Strategy sets out how the Mayor will work with others to make sure London's biodiversity is enhanced and more Londoners can experience nature.</li> </ul>
Health	<b>The London Health Inequalities Strategy (September 2018)</b>	<ul style="list-style-type: none"> <li>The Mayor's Health Inequalities Strategy sets out plans to tackle unfair differences in health to make London a healthier, fairer city.</li> <li>A Health Inequalities Strategy progress report was published in 2021 to provide an overview of the progress made in implementing the London Health Inequalities Strategy since it was published in 2018.</li> </ul>
	<b>NHS Vision for London (2019)</b>	This document sets out key areas of focus where partnership action is needed at a pan London level between the GLA, Public Health England, London Councils and the NHS. This includes issues such as air quality, mental health and child obesity.

# APPENDIX 8: Planning Policies

REGIONAL POLICIES + PLANS		
TOPIC	POLICY / PLAN	SUMMARY OF OBJECTIVES + TARGETS
Housing	<b>Consultation draft - Good Quality Homes for all Londoners (October 2020)</b>	The draft Good Quality Homes for All Londoners guidance is a suite of documents that provide guidance on ensuring land is used in the best way to deliver the right quantity of new housing, at the right quality, in the right place, embedding high-quality design at the centre of housing delivery.
	<b>Pre-consultation draft – Fire Safety LPG (March 2021)</b>	<ul style="list-style-type: none"> <li>In the London Plan 2021, the Mayor introduced the first London Plan Policy to address fire safety at the planning application stage. This committed to addressing fire safety from the outset rather than waiting until the application of Building Regulations once many details of the building’s design have already been determined. This can result in sub-optimal fire safety solutions and access by fire fighters and vehicles, and may also result in late-stage design changes that compromise other design features and functioning.</li> <li>It is also important for everyone to understand the different roles and responsibilities for ensuring fire safety, and what professional competencies are needed to agree fire safety solutions as suitable for proposed developments.</li> </ul>
	<b>GLA Practice note on First Homes (July 2021)</b>	<ul style="list-style-type: none"> <li>First Homes are a type of discounted market sale housing introduced by national planning policy as an affordable housing product that meets the definition set out in the NPPF (2019).</li> <li>To qualify as First Homes, homes must have a minimum discount of 30% to market value, secure in perpetuity through legal agreement. First Homes are to be sold to first time buyers with an annual gross household income no greater than £90,000 (in London) and a minimum of 50% of the purchase price must be met through obtaining a mortgage.</li> <li>First Homes is a national policy requirement, like others set out in the NPPF or introduced through Written Ministerial Statements. This means that the First Homes requirement is a material consideration for decision makers to take into account alongside policies of the Development Plan and any other relevant material considerations.</li> </ul>
Infrastructure	<b>Social Infrastructure SPG (May 2015)</b>	<ul style="list-style-type: none"> <li>Social infrastructure includes a wide range of services and facilities, including: health, education, community, culture, play, recreation + sports facilities, faith and emergency facilities.</li> <li>The guidance emphasises the need for planning across services to ensure social infrastructure meets the broader built environment aims of the London Plan.</li> </ul>
	<b>Consultation - London Infrastructure Plan 2050 (July 2014) + 2015 update report</b>	The London Infrastructure Plan 2050 attempts to identify, prioritise and cost London’s future infrastructure to 2050, given London’s growth.

# APPENDIX 8: Planning Policies

REGIONAL POLICIES + PLANS		
TOPIC	POLICY / PLAN	SUMMARY OF OBJECTIVES + TARGETS
London Plan	<b>The London Plan 2021</b>	<ul style="list-style-type: none"> <li>The London Plan 2021 is the Spatial Development Strategy for Greater London. It sets out a framework for how London will develop over the next 20-25 years and the Mayor's vision for Good Growth.</li> <li>The Plan is part of the statutory development plan for London, meaning that the policies in the Plan should inform decisions on planning applications across the capital.</li> <li>This document brings together the geographical and locational aspects of the Mayor's other strategies, to ensure consistency with those strategies, including those dealing with transport, environment, economic development, housing culture, health and health inequalities.</li> </ul>
Open Space	<b>Play and Informal Recreation SPG (September 2012)</b>	The SPG can be used by those involved in planning local neighbourhoods to engage with young Londoners and deliver real improvements in the quality of play spaces.
	<b>Draft guidance - Urban Greening Factor LPG (September 2021)</b>	<ul style="list-style-type: none"> <li>London Plan Policy G5 requires all major developments to include urban greening as a fundamental element of site and building design. The policy introduces the use of an Urban Greening Factor (UGF) to evaluate the quantity and quality of urban greening provided by a development proposal.</li> <li>The guidance helps support boroughs and applicants in meeting the requirements of policy G5. It provides guidance to boroughs to inform the local application of the policy and information to help applicants to apply the UGF to proposed developments.</li> </ul>
Sustainability	<b>Sustainable design and Construction SPG (April 2011)</b>	<ul style="list-style-type: none"> <li>To support the policies in the London Plan the Sustainable Design and Construction SPG includes guidance on:               <ul style="list-style-type: none"> <li>Energy efficient design</li> <li>Meeting the carbon dioxide reduction targets</li> <li>Decentralised energy</li> <li>How to offset carbon dioxide where the targets set out in the London Plan are not met</li> <li>Retro-fitting measures</li> <li>Support for monitoring energy use during occupation</li> <li>An introduction to resilience and demand side response</li> <li>Air quality neutral</li> <li>Resilience to flooding</li> <li>Urban greening</li> <li>Pollution control</li> <li>Basement policy and developments</li> <li>Local food growing</li> </ul> </li> </ul>

# APPENDIX 8: Planning Policies

REGIONAL POLICIES + PLANS		
TOPIC	POLICY / PLAN	SUMMARY OF OBJECTIVES + TARGETS
Transport	<b>Mayor's Transport Strategy (March 2018)</b>	The Mayor's Transport Strategy has now been published. The document sets out the Mayor's policies and proposals to reshape transport in London over the next two decades.
	<b>Draft guidance - Sustainable Transport Walking and Cycling LPG (September 2021)</b>	<ul style="list-style-type: none"> <li>London Plan Policy T3 Transport capacity, connectivity and safeguarding requires Development Plans and development proposals to protect existing land for transport and support the enhancement of public transport, walking and cycling networks to enable London's growth.</li> <li>This guidance has been prepared by Transport for London (TfL) and the Greater London Authority (GLA).</li> </ul>

# APPENDIX 8: Planning Policies

LOCAL POLICIES + PLANS		
TOPIC	POLICY / PLAN	SUMMARY OF OBJECTIVES + TARGETS
Climate Change	<b>Climate Strategy and Action Plan (2020)</b>	This document sets out Merton's strategic approach to reducing carbon emissions that arise from activities occurring in the borough, and identifies a set of high level actions that are required to become a carbon neutral Council by 2030 and borough by 2050.
	<b>Level 1 Strategic Flood Risk Assessment (2020)</b>	The Level 1 SFRA has collated and analysed the most up to date available flood risk data for all sources of flooding to provide an overview of flood risk across the study area.
	<b>Level 2 Strategic Flood Risk Assessment (2020)</b>	The Level 2 SFRA provides a flood risk screening assessment of each allocated site within the borough. It provides specific recommendations on managing floor risk including the suitability of SuDS. This report will be used to inform development management decisions.
Community	<b>Community Plan (2020-26)</b>	The Merton Community Plan sets out the Merton Partnership's long-term ambitions for the borough and the overall direction and priorities that the Partnership will focus on. The Community Plan sets out the key priorities that the members of the Merton Partnership want to work on together.
	<b>Equality and Community Cohesion Strategy (2017-21)</b>	The Equality Strategy sets out the council's equality objectives in one document and outlines how the Council will embed equalities considerations into their day-to-day business.
Economy	<b>Employment and Economic Land Study (2010)</b>	This study provides an update of the 2005 Merton Employment Land Study. It forms part of the evidence base for the Core Strategy.
	<b>Employment and Skills Action Plan (2013-14)</b>	The Employment and Skills Action Plan provides a framework for the council and its partners on the Merton Economic Wellbeing Group (EWG) to address the worklessness and skills challenges in the borough. The EWG is a group of agencies from across the borough with an interest in worklessness and skills within Merton who have agreed to plan and co-ordinate interventions to reduce unemployment and increase economic wellbeing. It includes the council, Merton Chambers of Commerce, Registered Housing Providers, Job centre plus.

# APPENDIX 8: Planning Policies

LOCAL POLICIES + PLANS		
TOPIC	POLICY / PLAN	SUMMARY OF OBJECTIVES + TARGETS
Health + Well-being	<b>Health and Well-being Strategy (2019-24)</b>	The Health and Well-being Strategy is a tool to support the Health and Well-being Board focus on the key outcomes they want to achieve for people in Merton considering the key attributes of a Healthy Place.
	<b>Joint Strategic Needs Assessment - The Merton Story (2019)</b>	The Merton Story is a snapshot of the local needs which have been identified through the JSNA process, which is developed to inform commissioning intentions in the borough. This work is complimented by health needs assessment and JSNA profiles to provide a rich picture of health and well-being within Merton.
	<b>Autism Strategy (2018-2023)</b>	This strategy takes a whole life course approach, encompassing children, young people and adults with autism and taking into consideration the needs of families and carers.
	<b>Child Health Weight Action Plan (2019-2024)</b>	This strategy has been produced to reduce childhood obesity in Merton. It has been produced through a process of engaging partners to develop a plan for future action through the Child Healthy Weight Steering Group, engagement with wider partners and reviewing the evidence of what works nationally and regionally.
	<b>Child and Adolescent Mental Health and Emotional Well-being Strategy (2015-2018)</b>	This strategy provides a vision for every child in Merton to enjoy good mental health and well-being.
	<b>Suicide Prevention Framework (2018-2023)</b>	This document provides a working framework for Merton's suicide prevention plans for 2018-2023. The Framework is based around five key priorities including reducing risk in high-risk groups, reducing access to means, good mental health and support for at risk groups, suicide awareness and good mental health for all and support for those bereaved by suicide.
	<b>Indoor Sports Facility Study (2020)</b>	This study provides an audit and assessment of indoor sports facilities throughout the borough, providing evidence of supply, demand and quality of facilities. The study has been prepared as supportive evidence for the new Merton Local Plan, providing an assessment of future need for indoor sports facilities. It sets out the supply, quality and location of current facilities and considers how the projected changes in Merton's population up to 2035 is likely to influence the projected need for indoor sports facilities throughout the borough.
	<b>Housing Market Assessment for the Estates Regeneration Areas (2017)</b>	The purpose of the Housing Market Assessment for Merton's Estates Local Plan is to develop a clearer understanding of local housing needs in the context of the three estates in Merton's Estates Local Plan: Eastfield, High Path and Ravensbury.
	<b>Viability for the Estates Regeneration Areas (2017)</b>	The purpose of this document is to carry out high level financial viability modelling in relation to the regeneration of Eastfields, High Path and Ravensbury
	<b>Carers Strategy (2021-2026)</b>	This strategy sets out the vision for Merton's offer to adult carers and the actions the borough will take over the next five years in order to achieve this.

# APPENDIX 8: Planning Policies

LOCAL POLICIES + PLANS		
TOPIC	POLICY / PLAN	SUMMARY OF OBJECTIVES + TARGETS
Health + Well-being	<b>Children and Young People's Plan (2019-23)</b>	<ul style="list-style-type: none"> <li>This four year plan sets out the strategic priorities for securing improvements to the well-being of children and young people, which will be delivered by Children's Trust partners.</li> <li>The plan commits to priorities under six outcome areas – Being Healthy, Staying Safe, Enjoying and Achieving, Getting Involved, Having a Say; Becoming Independent and Connection with family friends and the community.</li> </ul>
	<b>Looked After Children and Care Leavers Sufficiency Strategy (2020-21)</b>	This Strategy was produced to improve outcomes and close gaps, particularly for vulnerable children and young people.
	<b>Safer Merton Hate Crime Strategy (2017-21)</b>	This Strategy sets out Merton's commitment to tackle perpetrators of hate crime and identifies how victims will be supported.
	<b>Special Educational Needs and Disability Strategy (2020-23)</b>	Merton's 'Strategy for meeting the needs of children and young people with special educational needs and/or disabilities aged 0-25 (Merton's SEND Strategy)' is for all children and young people with SEND. The strategy sets out a vision that Merton is a place where children and young people with special educational needs and/or disabilities are valued, included, enjoy equality of opportunity, feel safe and supported and are happy and fulfilled in all areas of their lives – at home, in the community, at school and beyond.
	<b>Violence Against Women and Girls Strategy (2016-20)</b>	Merton's violence against women and girls strategic aims seek to engender an integrated, evidence based and outcomes-focused approach to tackling violence against women and girls and domestic abuse in the borough.
Housing	<b>Housing Delivery Study (2021)</b>	<p>This study explores how housing deliver could be increased. The study's core objectives are as follows:</p> <ul style="list-style-type: none"> <li>Identify housing delivery trends in Merton and in its different neighbourhoods, profiling the types of housing which have been delivered.</li> <li>Appraise the delivery timescales for different forms of development</li> <li>Understand views of the local communities within Merton regarding the types of housing they want to see in Merton and their concerns regarding development.</li> <li>Advising on opportunities to accelerate or increase housing delivery in Merton in the short, medium and longer-term.</li> </ul>
	<b>Housing Viability Study (2020)</b>	This report tests the ability of developments in the London Borough of Merton to accommodate emerging affordable housing policies in the emerging Local Plan, alongside other plan policies in the London Plan and prevailing rates of Community Infrastructure Levy ('CIL') in the Council's adopted Charging Schedule.
	<b>Strategic Housing Market Assessment (2019)</b>	<ul style="list-style-type: none"> <li>The purpose of the SHMA is to assess future development needs for housing (both market and affordable) across the Borough.</li> <li>The SHMA considers housing need over the 2017-2035 period in order to inform the emerging Local Plan.</li> <li>The study also considers the need for different types of housing; and the housing needs of different groups within the Borough. The SHMA forms part of the evidence base, which the London Borough of Merton will use in developing their Local Plan.</li> </ul>

# APPENDIX 8: Planning Policies

LOCAL POLICIES + PLANS		
TOPIC	POLICY / PLAN	SUMMARY OF OBJECTIVES + TARGETS
Housing	<b>Homelessness Strategy (2008-2013)</b>	The Homelessness Strategy sets out what the Borough needed to achieve over the five year period to tackle homelessness in Merton. The Council are now consulting on their Draft Homelessness Strategy and Rough Sleeping Strategy 2020-2025.
Infrastructure	<b>Infrastructure Delivery Plan (2021)</b>	<ul style="list-style-type: none"> <li>The Infrastructure Delivery Plan has been prepared as part of the evidence base to inform the development of the new Local Plan.</li> <li>The IDP identifies the anticipated strategic requirements for the provision of a range of different infrastructure types across the borough. These include transport, health, education, green and blue infrastructure, sports and leisure, community, utilities, climate change, economic development and emergency services.</li> </ul>
Open Space + Biodiversity	<b>Green Infrastructure Study (2020)</b>	This study assesses quantity, accessibility quality and value of open spaces throughout the borough.
	<b>Playing Pitch Strategy (2019)</b>	The Playing Pitch Strategy is a strategic assessment that provides an up to date analysis of supply and demand for playing pitches (grass and artificial) in local authority areas.
Planning	<b>Core Planning Strategy (2011-2026)</b>	The Core Planning Strategy is a plan for the future of the borough - it provides a 15-year vision on regeneration and development in Merton until 2026.
	<b>Sites and Policies Plan (2014)</b>	The Sites and Policies Plan contains policies which help the Council assess planning applications. It also includes sites for redevelopment. The Policies Map shows where developments can or can't take place, for example town centre boundaries and open spaces.
	<b>Estates Local Plan (2018)</b>	The Estates Local Plan is a legal document prepared by the Council to help guide what could be built and assess planning applications for three estates in Merton. Eastfields (Mitcham), High Path (South Wimbledon) and Ravensbury (Mitcham/Morden).
Pollution	<b>Air Quality Action Plan (2018-2023)</b>	This Air Quality Action Plan outlines the actions that the borough will take to improve air quality in Merton between 2018 and 2023. It has been produced as part of Merton's duty under the London Local Air Quality Management statutory process and in recognition of the legal requirement on the local authority to work towards air quality objectives under Part IV of the Environment Act 1995.
Transport	<b>Third Local Improvement Plan (LIP3) (2019)</b>	<ul style="list-style-type: none"> <li>All London boroughs are required to develop a Local Implementation Plan setting out how they are going to deliver the Mayor's Transport Strategy, its priorities and objectives at a local level.</li> <li>Merton's Third Local Implementation Plan (LIP3) is the council's main transport strategy and sits alongside the council's Local Plan and other future strategies.</li> <li>The LIP3 contains an overview of the challenges and opportunities in delivering the Mayors' Transport Strategy within Merton; a set of borough transport objectives; a short and longer term delivery plan and a series of targets set by Transport for London.</li> </ul>



# APPENDIX 9: Community Engagement

## EASTFIELDS

### RESIDENT ENGAGEMENT

Year	Event	Date	Venue/Arrangements
2014	Design Workshop - House Types	26th June	Acacia Centre, wheelchair accessible
	Site Visit: Horsted Park, Kent and Kidbrook Village, Greenwich	5th July	Coach and lunch provided
	Community Event	12th July	Venue: Central green area on back green; wheelchair accessible
	Design Workshop - Open Spaces	23rd July	Acacia Centre, wheelchair accessible
	Design Workshop - Houses	2nd August	Venue: Central Green area on back green; wheelchair accessible
	Older and Vulnerable Residents Focus Group	15th August	Acacia Centre, wheelchair accessible
	Parents and Carers Focus Group	20th August	Acacia Centre, wheelchair accessible
	Site Visit: Great Knighton in Cambridge and Newhall in Essex	30th August	Coach and lunch provided
	Design workshop - Flats	9th September	St Marks Academy; wheelchair accessible
	Draft Masterplan Launch Event	18th October	St Marks Academy; wheelchair accessible
	Draft Masterplan Launch Event	20th October	St Marks Academy; wheelchair accessible
	Draft Masterplan Launch Event	21st October	St Marks Academy; wheelchair accessible
	Draft Masterplan Launch Event	22nd October	St Marks Academy; wheelchair accessible
	Resident Offer Workshop	19th November	Acacia Centre, wheelchair accessible
	Resident Offer Workshop	26th November	Acacia Centre, wheelchair accessible
2015	Design Workshop - Landscaping & Parking	5th March	Acacia Centre, wheelchair accessible
	Design Workshop - House & Flat options	26th March	Acacia Centre, wheelchair accessible
	Resident Offer & Masterplan Events	2nd June	St Marks Academy; wheelchair accessible
	Resident Offer & Masterplan Events	6th June	St Marks Academy; wheelchair accessible
	Residents Offer & Masterplan Events	9th June	St Marks Academy; wheelchair accessible
	Tamil Residents Focus Group - facilitated by Newman Francis	21st July	Acacia Centre, wheelchair accessible

# APPENDIX 9: Community Engagement

EASTFIELDS			
RESIDENT ENGAGEMENT			
Year	Event	Date	Venue/Arrangements
2016	Previous and current master plan	1st & 3rd November	St Mark's Academy - wheelchair accessible
	Your Homes and Open Space	15th & 19th November	““
	Final Proposals	6th & 8th December	““
2017	Workshop for Hammond Avenue residents	4th February	““
2019	Residents Consultation	April	““
	2nd Residents Consultation	October	““
	Final Residents Consultation	Autumn/Winter	““
STAKEHOLDER ENGAGEMENT			
2014	St Marks Academy - Head Teacher	15th July	St Mark's Academy - wheelchair accessible
	Salvation Army - Emma Scott	15th July	Acacia Centre, wheelchair accessible
	Streatham Park Cemetery - Manager	23rd July	Streatham Park Cemetery
	St Marks Academy - Head Teacher	14th October	St Mark's Academy - wheelchair accessible
2015	Lonesome Primary School - Parent Teacher Worker	20th April	Lonesome Primary School
OTHER ENGAGEMENT METHODS			
	Vulnerable/elderly residents	-	i) Copies of all correspondence sent to named relatives - ongoing ii) Door knock/phone call to this group to ensure they are aware of upcoming events or new information, home visits arranged where required - ongoing.
	English as second language residents	-	All letters and newsletters are translated currently translating to Tamil, Polish and French
	Local Community	-	Copies of all newsletters sent to local stakeholders, and nearby residents
	Home owners	-	Copies of all correspondence sent to home owners who do not live in the property either by post or email.
	L & Q Residents	-	i) Joint meeting with L&Q Service Manager to meet with L&Q residents in March 2014 to discuss proposals. ii) All newsletters/generic letters sent to residents updating them of proposals.

# APPENDIX 9: Community Engagement

HIGH PATH			
RESIDENT ENGAGEMENT			
Year	Event	Date	Venue/Arrangements
2014	Informal Drop in	11th June	Venue: Elim Pentecostal ground floor level access for wheel chair users
	Coffee Meeting for Elderly residents	19th June	Venue: High Path Resource Centre, ground floor level access for wheelchair users
	Community Event (Outdoors)	28th June	Venue: Corners of Nelson Grove and Pincott Road & Hayward Close and Rowland Way. Ground floor level access area for wheelchair users
	Informal drop in (Outdoors)	10th July	Venue: Behind Hudson Court. Ground floor level access area for wheelchair users
	Resident Site Visits to Haggerston and Orchard Village	26th July	Minibus with wheelchair access for those physically less able and coach for more able residents. Lunch provided.
	Design Workshop	29th July	Venue: High Path Resource Centre. Ground floor level access for wheelchair users.
	Design Workshop	12th August	Venue: High Path Resources Centre. Ground floor level access for wheelchair users.
	Resident site Visit to Sheltered Scheme at Gresham House for elderly residents	21st August	Minibus with wheelchair access. Also collected residents from home at Deburgh House to take her to pick up point and also for return journey.
	Design Workshop	26th August	Venue: High Path Resource Centre. Ground floor level access for wheelchair users.
	Resident site Visits to Myatts Fields and Clapham Park Estates	20th September	Transport by coach & lunch provided.
	Drop in Surgery	30th September	Venue: High Path Resources Centre. Ground floor level access for wheelchair users.
	Drop in Surgery	14th October	Venue: High Path Resources Centre. Ground floor level access for wheelchair users.
	Draft Masterplan Event	25th October	St John's Church Hall. Ground floor level access for wheelchair users
	Drop in Event	27th October	Venue: High Path Resources Centre. Ground floor level access for wheelchair users.
	Drop in Event	28th October	Venue: High Path Resources Centre. Ground floor level access for wheelchair users.
	Drop in Event	29th October	Venue: High Path Resources Centre. Ground floor level access for wheelchair users.
	Residents offer Workshop for homeowners and tenants	18th November	Venue: High Path Resources Centre. Ground floor level access for wheelchair users.
Residents offer Workshop for homeowners and tenants	3rd December	Venue: High Path Resources Centre. Ground floor level access for wheelchair users.	
2015	Resident Tenants Meeting	15th January	Venue: Elim Pentecostal ground
	Resident Tenants Meeting	19th January	St John's Church for wheelchair users h Hall. Ground floor level access.

# APPENDIX 9: Community Engagement

HIGH PATH			
RESIDENT ENGAGEMENT			
Year	Event	Date	Venue/Arrangements
2015	Workshop	18th March	Venue: Elim Pentecostal ground floor level access for wheelchair users.
	Residents offer and Masterplan Events	30th May	St John's Church Hall. Ground floor level access for wheelchair users.
	Residents offer and Masterplan Events	4th June	Venue: Elim Pentecostal ground floor level access for wheelchair users.
	Residents offer and Masterplan Events	10th June	Venue: Elim Pentecostal ground floor level access for wheelchair users.
2016	Phase One Public Exhibition 1	9th, 13th & 30th January	Venue: Elim Pentecostal ground floor level access for wheelchair users.
	Self-build play workshop	January	Abbey Primary School - wheelchair accessible
	Phase One Public Exhibition 2	18th, 21st & 25th May	Venue: Elim Pentecostal ground floor level access for wheelchair users.
	Kickstart Workshop	July	Venue: Elim Pentecostal ground floor level access for wheelchair users.
	Self-build Play Workshop	July	Abbey Primary School - wheelchair accessible
	Phase One Public Exhibition 3	11th & 13th July	Venue: Elim Pentecostal ground floor level access for wheelchair users.
	Phase One Final Exhibition	19th & 21st September	Venue: Elim Pentecostal ground floor level access for wheelchair users.
	Have Your Say Day - Public Exhibition	5th & 7th November	Venue: Elim Pentecostal ground floor level access for wheelchair users.
	High Path Masterplan	7th & 9th November	Venue: Elim Pentecostal ground floor level access for wheelchair users.
2017	Revised outline phasing event	30th September	Venue: Elim Pentecostal ground floor level access for wheelchair users.
	Revised outline phasing event	2nd & 4th October	Venue: Elim Pentecostal ground floor level access for wheelchair users.
2018	Workshop/Exhibition	October	Venue: Elim Pentecostal ground floor level access for wheelchair users.

# APPENDIX 9: Community Engagement

HIGH PATH			
RESIDENT ENGAGEMENT			
Year	Event	Date	Venue/Arrangements
2019	Workshop/Exhibition	February	Elim Pentecostal Church - wheelchair accessible
	Community Consultation 1	June	Elim Pentecostal Church - wheelchair accessible
	Heritage Workshop	August	South Wimbledon Community Association
	Community Consultation 2	September	South Wimbledon Community Association
2020	Final Community Exhibition	January	Online only - Covid-19 restrictions in place
SPECIALIST GROUP ENGAGEMENT			
Page 33 2014 2015	Mums and Tots Group - Working alongside PRP during play session with Mums and Tots group	6th November	Venue: St John's Church Hall. Ground floor level access.
	Young Parents Group - Speaking to young parents about regeneration and its impacts	19th February	Sure Start Centre High Path. Ground floor level access.
	Regen week event for the pupils of Merton Abbey Primary School	24th - 26th February	Venue: Merton Abbey Primary School
	Visit to Rainham to view wheelchair accessible property for Mr Denton	13th March	Wheelchair accessible transport and accompanied by another member of staff.
	Tamil group meeting facilitated by Newman Francis	11th June	Supported Newman Francis with contact details of High Path Tamil residents.
Youth facilitated by Uptown Youth Club - Youths given the opportunity to think about potential designs for High Path through art.	July	High Path Resources Centre. Ground floor level access.	

# APPENDIX 9: Community Engagement

HIGH PATH			
STAKEHOLDER ENGAGEMENT			
Year	Event	Date	Venue/Arrangements
2014	Meetings held with Merton Abbey School, Children Sure Start Centre, Uptown Youth Club & High Path Community Resource Centre	4th June	Meetings held at Stakeholders' premises
	Arrange Walkabout High Path Estate with Caretakers/Wardens	6th June	Arrange with PRP/Wardens and Caretakers to walk around High Path
	Meeting held with Girach & Co Accountancy	9th July	Meeting held at accountancy office
	Meeting held with Elim Pentecostal Church	1st October	Meeting held at church premises
	Meeting held with St John's the Divine Church	20th October	Meeting held at church premises
	Meeting held with local business - Loco Shop	24th November	Meeting held at the Grange
CORRESPONDENCE			
	Where English is not a first language for residents	Ongoing	Documents translated into seven languages
	Visually impaired residents	Ongoing	Large print
	Vulnerable residents - visually impaired/ learning difficulties/mental health	Ongoing	Copies of information sent to NOK/family members/support services
	Keeping the community updated	Ongoing	Letters/newsletters sent to residents, stakeholders, nearby residents and local businesses as deemed appropriate.
OTHER ENGAGEMENT METHODS			
	Door to door visits/office visits/responding to enquiries by telephone, email and face to face	Ongoing	Venue and type of communication agreed.

# APPENDIX 9: Community Engagement

## RAVENSBURY

### CONSULTATION

Year	Event	Date	Venue/Arrangements
2014	Consultation Event	10th June	Ravensbury Community Room - wheelchair accessible
	Consultation Event	21st June	Hengelo Gardens Green - Location fully accessible to wheelchair users
	Design Workshop	25th June	Ravensbury Community Room - wheelchair accessible
	Site Tour	5th July	Arrange mini-bus/coach to collect residents for Ravensbury and return to Ravensbury
	Design Workshop - Coffee Morning	16th July	-
	Design Workshop - Refurb	20th July	-
	Consultation Event - Design Options Fun Day	9th August	Ravensbury Community Room - Location is fully accessible to wheelchair users
	Site visit	4th October	Arranged mini-bus/coach to collect residents from Ravensbury and return to Ravensbury
2015	Landscaping and parking workshop	5th March	Ravensbury Community Centre - wheelchair accessible
	Masterplan - Event 10 Community Workshop on phasing, planting and parking for the masterplan	12th March	Ravensbury Community Centre - wheelchair accessible
	Residents offer consultation	4th, 6th & 9th June	Ravensbury Community Centre - wheelchair accessible
	Masterplan - Event 12 Draft Masterplan and Residents Offer Community Event	3rd, 11th & 13th June	Ravensbury Community Centre - wheelchair accessible
2016	Masterplan - Event 13 Draft Masterplan and Residents Offer Community Event	22nd & 24th November	Ravensbury Community Centre - wheelchair accessible
	Masterplan Exhibition	December	Ravensbury Community Centre - wheelchair accessible
2019	Residents Consultation	April	Ravensbury Community Centre - wheelchair accessible
	2nd Residents Consultation	October	Ravensbury Community Centre - wheelchair accessible
	Final Residents Consultation	Autumn/Winter	Ravensbury Community Centre - wheelchair accessible

# APPENDIX 9: Community Engagement

RAVENSBURY			
STAKEHOLDER ENGAGEMENT			
Year	Event	Date	Venue/Arrangements
2014	Local Stakeholder Partnership Meeting	30th September	-
2015	Local Stakeholder Partnership Meeting	23rd July	-
DRAFT MASTERPLAN			
2014	Draft Masterplan Event 1	3rd November	-
	Draft Masterplan Event 2	5th November	Personally collected elderly tenant by car to bring to the event
2015	Landscape Workshop	12th March	Venue fully accessible
	Refurb Options Workshop	24th March	Venue fully accessible
MASTERPLAN & RESIDENTS OFFER			
2014	MP & RO Launch 1	3rd November	Ravensbury Community Room - Venue fully accessible
2015	MP & RO Launch 2	11th July	Ravensbury Community Room - Venue fully accessible
	MP & RO Launch 3	13th July	Ravensbury Community Room - Venue fully accessible
OTHER ENGAGEMENT METHODS			
	Arranged mini-bus to collect residents from Ravensbury to the Grange to attend held events held in the evening during winter months.	-	-
	All communication needs regularly reviewed and updated	-	-
	All communication tailored to needs - large print and translated into first language where required. Details of tenant advocates recorded.	-	-
	Ongoing door-knocking carried out following events. Dates documented.	-	-
	Ongoing home visits arranged with vulnerable people to capture their views and feedback	-	-



# APPENDIX 9: Community Engagement

## RAVENSBURY

### OTHER ENGAGEMENT METHODS

Reduced the heights of consultation boards for wheelchair users	-	-
Targeted door knocking and phone calls to residents who haven't attended events to ensure all views are captured.	-	-
All communication posted absentee landlord correspondence addressed and emails sent where possible to ensure communication is received without delay.	-	-
Arrange mini-bus to collect residents from Ravensbury to the Grange to attend events held in the evening during the winter months.	-	-
All communication needs regularly reviewed and updated.	-	-

# APPENDIX 10: Data Sources

SECTION	PAGE REF.	SOURCE
9 Residents' Offer	53	Clarion Residents' Feedback Reports (2015)
12 Equalities Data 2015	62	Clarion Equalities Analysis (2015)
13 Equalities Data 2018-21	68	<ul style="list-style-type: none"> <li>Clarion Estate Profiling (2021)</li> <li><a href="#">LSOA Data for Index of Multiple Deprivation (2021)</a></li> <li><a href="#">GLA Data (2020)</a></li> <li><a href="#">ONS Census Data (2011) and 2018 update</a></li> </ul>
Appendix 1: Gender and Sexual Orientation	A2	<ul style="list-style-type: none"> <li>Clarion Estate Profiling (2021)</li> <li><a href="#">ONS Population Estimates (2020)</a></li> <li><a href="#">ONS Annual Population Survey (2016)</a></li> </ul>
Appendix 2: Marriage and Civil Partnership	A4	<ul style="list-style-type: none"> <li>Clarion Estate Profiling (2021)</li> <li>ONS Data (2011) via <a href="#">London Borough of Merton website</a></li> </ul>
Appendix 3: Religion or Belief	A6	<ul style="list-style-type: none"> <li>Clarion Estate Profiling (2021)</li> <li>ONS Data (2011) via <a href="#">London Borough of Merton website</a></li> </ul>
Appendix 4: Language and Nationality	A8	<ul style="list-style-type: none"> <li>Clarion Estate Profiling (2021)</li> <li>Merton Equality Analysis (2015)</li> <li>ONS Data (2011) via <a href="#">London Borough of Merton website</a></li> </ul>
Appendix 5: Health	A10	<ul style="list-style-type: none"> <li><a href="#">Public Health England</a></li> <li><a href="#">Merton Health and Well-being Strategy (2019-24)</a></li> <li><a href="#">Public Health Outcomes Framework PHOF (2017-19)</a></li> </ul>
Appendix 6: Socio-Economics	A13	<ul style="list-style-type: none"> <li><a href="#">ONS Census Update (2021)</a></li> <li>Stantec Socio-Economic Report (2021)</li> <li><a href="#">ONS Annual Population Survey (2020)</a></li> <li><a href="#">BEIS - Department for Business, Energy &amp; Industrial Strategy (2018)</a></li> <li><a href="#">MHCLG - now Department for Levelling Up, Housing and Communities (2017-18)</a></li> <li>Peter Brett Socio-Economic Report (2015)</li> </ul>

# Merton Estates Regeneration

**EQUALITIES IMPACT ASSESSMENT (EqIA)**

**EASTFIELDS ESTATE**

**Compulsory Purchase Order (CPO)**

on behalf of  
Clarion Housing Group and the London Borough of Merton

March 2022



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# EXECUTIVE SUMMARY

- ES.1** This document has been prepared by **Jam Consult Ltd** on behalf of **Clarion Housing Group**. Clarion Housing Group (Clarion) is part of the wider Circle Housing Group – one of the largest housing associations in the UK.
- ES.2** This report provides an Equalities Impact Assessment (EqIA) for the Eastfields Estate. The overall regeneration programme includes the Eastfields, High Path and Ravensbury Estates.
- ES.3** The EqIA report considers the equalities impacts for the Eastfields Estate proposals to support the Compulsory Purchase Order (CPO), in accordance with the Equalities Regulations.

## REGULATIONS

- ES.4** The Equality Act 2010 (the Act) provides the framework to protect the rights of individuals against unlawful discrimination to advance equality opportunities for all. The Act replaced previous anti-discrimination laws with a single Act, making the law easier to understand and strengthening protection by setting out the different ways in which it is unlawful to treat someone.
- ES.5** At the decision making stage local authorities are required to assess how changes to policies and service delivery will affect different people. In 2011, the Act extended protection against discrimination to nine 'Protected Characteristics', which includes the following:
- Age
  - Disability
  - Gender Reassignment
  - Marriage and Civil Partnership
  - Pregnancy and Maternity
  - Ethnicity
  - Religion or belief
  - Sex/Gender
  - Sexual Orientation.
- ES.6** Section 149 of the Equality Act 2010 also introduced the Public Sector Equality Duty (PSED), which requires local authorities to have due regard to the need to:
- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act
  - Advance equality of opportunity between people who share a protected characteristic and those who do not
  - Foster good relations between people who share a protected characteristic and those who do not.

# EXECUTIVE SUMMARY

- ES.7 The above requirements are sometimes referred to as the three aims or arms of the PSED. The Act explains that having due regard for advancing equality involves:
- ❑ Removing or minimising disadvantages suffered by people due to their protected characteristics
  - ❑ Taking steps to meet the needs of people from protected groups where these are different from the needs of other people
  - ❑ Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.
- ES.8 In addition the Act sets out that:
- ❑ Meeting different needs involves taking steps to take account of disabled people's disabilities
  - ❑ Fostering good relations includes tackling prejudice and promoting understanding between people from different groups
  - ❑ Compliance with the duty may involve treating some people more favourably than others.

ES.9 In addition to the above requirements, the EqIA also references additional factors, which may be having an impact on the area such as Brexit and the Coronavirus, where data is available, as well as the potential cumulative impacts of the regeneration programme within Merton.

## REGENERATION PROPOSALS

- ES.10 Clarion acquired the ownership and management of the Estates in 2010 as part of a Housing Stock Transfer Agreement (HSTA) containing all the Council housing stock within Merton, totalling circa 9,500 units. Clarion is the majority landowner of the estates, owning about 60% of the three estates.
- ES.11 Clarion will deliver any regeneration proposals as part of their requirement to achieve better housing standards on the three estates, known as Decent Homes.
- ES.12 As a result of initial stock condition surveys and financial planning work, Clarion discovered that significant refurbishment and maintenance work, as well as financial investment, was required to achieve the necessary improvements in standards. This was as a consequence of a history of reactive repairs rather than proactive or comprehensive refurbishment.

- ES.13 Clarion therefore began a comprehensive review exercise across all their estates within the Borough to determine whether it might be more beneficial and sustainable to replace homes in the poorest condition with new properties. Consideration was given to the condition of the properties over a 50 year period, which was based on the length of Clarion's financial modelling.
- ES.14 The review clearly identified Eastfields, High Path and Ravensbury as the three estates within Clarion's ownership with the most viable regeneration potential, offering the opportunity for Clarion to explore the potential for creating new, high quality and sustainable affordable housing for the people of Merton.

# 1 INTRODUCTION

- 1.1 This document has been prepared by Jam Consult Ltd on behalf of Clarion Housing Group and provides an Equalities Impact Assessment (EqIA) of the Eastfields Estate Regeneration programme.
- 1.2 The EqIA report considers proposals for the Eastfields Estate to support the Compulsory Purchase Order (CPO), in accordance with the Equalities Regulations.
- 1.3 A separate overarching EqIA has been prepared for the Merton Estates Regeneration programme as a whole, which includes the Eastfields, High Path and Ravensbury Estates. This document should be read alongside this report.

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Source: [Levitt Bernstein Associates](#)



# 2 REGULATIONS

## 2.1 EQUALITY ACT 2010

2.1.1 The Equality Act 2010 (the Act) is a major piece of UK legislation, which provides the framework to protect the rights of individuals against unlawful discrimination to advance equality opportunities for all. The Act replaced previous anti-discrimination laws with a single Act, making the law easier to understand and strengthening protection by setting out the different ways in which it is unlawful to treat someone.

2.1.2 At the decision making stage local authorities are required to assess how changes to policies and service delivery will affect different people. In 2011, the Act extended protection against discrimination to nine 'Protected Characteristics', which includes the following:

- Age
- Disability
- Gender Reassignment
- Marriage and Civil Partnership
- Pregnancy and Maternity
- Ethnicity
- Religion or belief
- Sex/Gender
- Sexual Orientation.

## 2.2 PUBLIC SECTOR EQUALITY DUTY

2.1.3 Section 149 of the Equality Act 2011 introduced the Public Sector Equality Duty (PSED), which requires local authorities to have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act
- Advance equality of opportunity between people who share a protected characteristic and those who do not
- Foster good relations between people who share a protected characteristic and those who do not.

2.1.4 The above objectives are sometimes referred to as the three aims or arms of the PSED. The Act explains that having due regard for advancing equality involves:

- Removing or minimising disadvantages suffered by people due to their protected characteristics
- Taking steps to meet the needs of people from protected groups where these are different from the needs of other people

- Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

2.1.5 In addition the Act sets out that:

- Meeting different needs involves taking steps to take account of disabled people's disabilities.
- Fostering good relations includes tackling prejudice and promoting understanding between people from different groups
- Compliance with the duty may involve treating some people more favourably than others.

2.1.6 The Duty does not require the need to avoid all harmful effects but to recognise them, eliminate them wherever possible (and always with regard to unlawful discrimination or harassment) and mitigate any remaining consequences.

# 2 REGULATIONS

## 2.3 COMPULSORY PURCHASE ORDER (CPO) REQUIREMENTS

2.3.1 Compulsory Purchase powers are provided to enable acquiring authorities to compulsorily purchase land to carry out a function, which Parliament has decided is in the public interest. Anyone who has land acquired is generally entitled to compensation. Local authorities have CPO powers under the Acquisition of Land Act 1981, the Town and Country Planning Act 1990 and other specific Acts of Parliament in order to promote development regeneration.

2.3.2 The CPO process comprises a number of stages, including Resolution, Inquiry, Decision and Compensation stages. The acquiring authority does not have the powers to compulsorily acquire land until the appropriate Government Minister confirms the CPO. However, the authority can acquire by agreement at any time and should attempt to do so before acquiring by compulsion.

2.3.3 Section 237 of The Town and Country Planning Act 1990 also includes a process for the local authority and the developer to enter into a Section 237 scheme to override private rights, including the right to light, where the land to be acquired by the Authority is actually required for development which will promote or improve the economic, social or environmental well-being of the area or contributes to the purpose which it is necessary to achieve for the proper planning of the area.

**Further information on other relevant regulations and planning policies is set out in the Overarching EqIA Report for the Merton Estates Regeneration Programme.**

# 3 EQUALITIES IMPACT ASSESSMENT (EQIA)

## 3.1 EQIA OBJECTIVES

The specific objectives of the EQIA are to:

- 1. Identify any potential equality effects that might arise from the planned development**
- 2. Identify potential positive equality effects**
- 3. Assess whether any negative equality effects would give risk to unlawful discrimination for an identified group**
- 4. Identify further measures to reduce any negative equality effects that may arise.**

## 3.2 COMPULSORY PURCHASE ORDERS

3.2.1 The EqIA considers how the Compulsory Purchase Order (CPO) process would contribute to the realisation of equality effects associated with the planned development, and any specific equality effects of the CPO process itself.

3.2.2 Separate EqIA reports have been prepared for the properties affected by the CPO process on the High Path and Ravensbury Estates, as well as an overarching EqIA for the regeneration programme as a whole.

See **SECTION 6** for details.

# 4 ESTATES REGENERATION



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EASTFIELDS  
HIGH PATH  
RAVENSBUURY

Source: PRP Architects LLP (High Path)

## 4.1 OVERVIEW OF REGENERATION PROGRAMME

4.1.1 Clarion Housing Group (Clarion) is part of the wider Circle Housing Group – one of the largest housing associations in the UK. Clarion acquired the ownership and management of the Estates in 2010 as part of a Housing Stock Transfer Agreement (HSTA) containing all the Council housing stock within Merton, totalling circa 9,500 units. Clarion is the majority landowner of the estates, owning about 60% of the three estates. Clarion will deliver any regeneration proposals as part of their requirement to achieve better housing standards on the three estates, known as Decent Homes.

4.1.2 As a result of initial stock condition surveys and financial planning work, Clarion discovered that significant refurbishment and maintenance work, as well as financial investment, was required to achieve the necessary improvements in standards. This was as a consequence of a history of reactive repairs rather than proactive or comprehensive refurbishment.

4.1.3 Clarion therefore began a comprehensive review exercise across all their estates within the Borough to determine whether it might be more beneficial and sustainable to replace homes in the poorest condition with new properties. Consideration was given to the condition of the properties over a 50 year period, which was based on the length of Clarion's financial modelling.

4.1.4 All the Clarion Estates in Merton were assessed to determine the impact of upgrading homes to the Decent Homes Merton Standard. This included consideration of:

- ❑ Capacity of existing stock to meet current and future housing needs e.g. overcrowding, older people, demand for adapted properties, etc.
- ❑ Condition of the existing stock and historic / projected maintenance issues and costs
- ❑ Community safety and reported crime
- ❑ Indices of deprivation, including super output area level identification of areas in decline.

4.1.5 The above work was augmented by further reviews based on the deliverability of potential regeneration programmes on each of the estates.

This review included:

- ❑ Scope for increasing the number of homes on site
- ❑ Access and site constraint issues
- ❑ Income generation potential and future sales values and demand
- ❑ Contribution to future housing supply
- ❑ Proximity to public transport and other infrastructure.

4.1.6 These two work streams were combined and clearly identified Eastfields, High Path and Ravensbury as the three estates within Clarion's ownership with the most viable regeneration potential. The regeneration of the estates offers the opportunity for Clarion to explore the potential for creating new, high quality and sustainable affordable housing for the people of Merton. As a result, the lives of the residents on the Estate could be significantly enhanced, by overcoming inequalities faced by those living within the existing poor quality housing. The delivery of wider regeneration benefits to the surrounding area could also be realised.

# 4 ESTATES REGENERATION

## MERTON ESTATES LOCAL PLAN (ELP) 2017

4.1.7 The Merton Estates Local Plan was adopted in 2017 and contains site specific policies covering land use, townscape, street networks, movement and access, environmental protection, landscape and building heights for the regeneration of the Estates. A number of options were considered in the preparation of the ELP, with regard to the regeneration of the Estates.

The options considered included:

- **Issues and Options Sept 2014**  
options for the redevelopment or refurbishment of the estates, including the type of housing and facilities that were required for each estate.
- **The Case for Regeneration (CfR) Savills, Sept 2015 (updated October 2016)** set out the different issues and options considered for the estates
- **Draft Estates Local Plan, Feb 2016**  
The proposed policies for the plan.

4.1.8 The options were subject to public consultation through the Issues and Options and Sustainability Appraisal (SA), the Draft Estates Local Plan and SA and further consultation carried out by Clarion.

4.1.9 The following Options were considered in the Case for Regeneration prepared by Savills, September 2015 (updated October 2016), which were then assessed in the Sustainability Appraisal (SA).

- ❑ **OPTION 1:**  
Refurbishment to Decent Homes (Merton Standard)  
Refurbish all existing properties owned and managed by Clarion to Decent Homes (Merton Standard) as defined within the terms of the Housing Stock Transfer Agreement. This would involve (predominantly internal) works, such as new kitchens, bathrooms, plumbing, electrics and insulation) to improve the quality of the existing accommodation.
- ❑ **OPTION 2:**  
Refurbishment to an Enhanced Standard  
Refurbish all existing properties owned and managed by Clarion to a standard above Decent Homes. This would involve a programme of works both internal improvements (such as new kitchens and bathrooms) and external works (such as new building cladding and roofs to improve thermal performance).
- ❑ **OPTION 3:**  
Full Redevelopment of Eastfields Estate.  
Demolition of all existing properties on the Eastfields Estate and redevelopment of the sites to deliver new modern, energy efficient and high quality homes (up to 700), alongside a new community space, open space, landscaping and car parking.

4.1.10 As a result of the consultation on the Plan and the SA the following options were rejected going forward:

- ❑ **DO NOTHING**  
The option was not considered a realistic alternative as Clarion is legally bound to refurbish the condition of the stock under the provision of the Stock Transfer Agreement with the Council.

- ❑ **PARTIAL DEVELOPMENT OF EASTFIELDS ESTATE**

The option would not offer the best opportunity to deliver a high quality residential development that optimises the use of the land to deliver a high quality residential development.

4.1.11 **OPTION 3** was selected as the preferred option for the Eastfields Estate for the following reasons:

“The redevelopment of the **EASTFIELDS ESTATE** enables the use of the land to be optimised to provide an increase in the quantity and quality of accommodation to be realised and meet the needs for the Borough in terms of current housing needs and projected changes in population growth. The redevelopment offers the opportunity to provide new modern, energy efficient, high quality homes that meet current decent home and space standards and improve the urban design, landscape, accessibility and safety of the site with the provision of appropriate services and facilities.”

# 4 ESTATES REGENERATION

4.1.12 In 2017 Clarion submitted outline planning applications to the London Borough of Merton (LBM) for the redevelopment of:

- The Eastfields Estate, Mitcham
- High Path Estate, South Wimbledon
- Ravensbury Estate, Morden

Outline planning permission was granted in 2019 for Eastfields and permission was also granted for High path and Ravensbury (subject to reserved matters).

In respect of Eastfields Phase 1, a revised outline planning application for this element of the development was submitted on 2 December 2021. Reserved matters for Eastfields Phase 1 was submitted on 13 December 2021, for the construction of 201 new homes.

Under the first phase of works at Ravensbury, 21 new homes were handed over to existing residents in summer 2020, providing better quality homes and alleviating overcrowding. Construction is also underway for 134 new homes at High Path with completion of these anticipated in 2022.

## Planning Application Overview

ESTATE	TOTAL NO. OF PHASES	PLANNING APPLICATION / PHASE		
		Full Permission	Outline	Reserved Matters
Eastfields	4	-	Phases 1-4	Phase 1
High Path	7	Phase 1	Phase 2	Phase 2
Ravensbury	4	Phase 1	Phases 2-4	Phases 2-4

EASTFIELDS			
APPLICATION TYPE	LPA REFERENCE	DATE REGISTERED	DECISION
Outline Planning Permission	<a href="#">17/P1717</a>	16/11/2017	Grant Permission 29/04/2019
Revised Outline PP	<a href="#">21/P4078</a>	2/12/21	PENDING
Reserved Matters	<a href="#">21/P4430</a>	13/12/21	PENDING

HIGH PATH			
APPLICATION TYPE	LPA REFERENCE	DATE REGISTERED	DECISION
Full Planning Permission	<a href="#">16/P3738</a>	03/10/2016	Grant Permission 05/10/2017
Outline Planning Permission	<a href="#">17/P1721</a>	16/11/2017	Grant Permission 29/04/2019
Full Planning Permission	<a href="#">18/P1921</a>	04/07/2018	Grant Permission 17/01/2019
Reserved Matters	<a href="#">19/P1852</a>	04/06/2019	Approve 03/10/2019
Variation of Conditions	<a href="#">21/P2806</a>	22/08/2021	Grant Variation 21/01/2022

RAVENSBURY			
APPLICATION TYPE	LPA REFERENCE	DATE REGISTERED	DECISION
Full Planning Permission	<a href="#">16/P1968</a>	27/05/2016	Grant Permission 09/05/2017
Outline Planning Permission	<a href="#">17/P1718</a>	16/11/2017	Grant Permission 29/04/2019
Reserved Matters	<a href="#">19/P1845</a>	04/06/2019	Grant Permission 09/12/2019

# EASTFIELDS





# EASTFIELDS

## 4.2 EASTFIELDS ESTATE

- 4.2.1 The Eastfields Estate is located towards the east of the London Borough of Merton (LBM), within the Figges Marsh ward. Broadly rectangular in shape, the Estate sits to the north west of Streatham Park Cemetery and is bounded by Acacia Road / Mulholland Close to the north west and Clay Avenue to the east, south and west. Mitcham Eastfields Railway Station is around 5 minutes walk to the west of the Estate.
- 4.2.2 The estate area totals approximately 6.87 hectares. Originally constructed in the late 1960s to early 1970s, the estate currently comprises 466 dwellings, comprising a mix of three storey town houses and flatted blocks. The site is laid out with residential blocks on the perimeter of the rectangular site and communal amenity space to the centre. The properties include a mix of tenures including private ownership (as a result of right to buy) and social rent.

- 4.2.3 The estate is in a predominantly residential area, where the scale of built development surrounding the site varies considerably. The exceptions to this are the two storey St Marks Academy and playing areas, located to the north of the site, and the Cemetery to the south. The built development to the west of the site is predominantly terraced and detached houses of two to three storeys. There are no non-residential land uses on the site at present.



# EASTFIELDS

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Source: [Levitt Bernstein Associates](#)

# EASTFIELDS

## REGENERATION PROPOSALS

4.2.4 The redevelopment in Eastfields will create 800 new homes in addition to new retail, leisure, office and community spaces:

- ❑ 800 new flats, maisonettes and terrace houses
- ❑ Central green space with tree-lined streets and areas
- ❑ Improved access to surrounding areas and facilities.

An Outline Planning Application [Ref: [17/P1717](#)] was submitted to Merton Council on 16 November 2017 for the regeneration of the estate. Permission was granted on 29 April 2019 subject to S.106 Obligations.

4.2.5 The regeneration proposals for the Eastfields Estate (as set out in the Planning Statement 2017, Savills) comprise the demolition of all existing buildings and the construction of up to 800 units including both flats and houses, up to 275 sqm of flexible non-residential floorspace, associated landscaping, highways and public realm works.

4.2.6 The proposed development comprises the demolition of all existing building on site, comprising 466 residential units (219 private and 247 affordable units).

**“Outline planning application (with all matters reserved, except in relation to parameter plans) for the comprehensive regeneration of the Eastfields Estate comprising:**

- ❑ **the demolition of all existing buildings and structures**
- ❑ **erection of new buildings ranging from 1 to a maximum of 9 storeys providing up to 800 residential units (C3 Use Class)**
- ❑ **provision of up to 275 sqm of non-residential floorspace (flexible use class A1 and/or A2 and or A3 and/or A4 and/or B1 and/or D1 and/or D2) provision of new public open space and communal amenity spaces including children’s place space**
- ❑ **new public realm, landscaping works and new lighting**
- ❑ **cycle parking space (including new visitor cycle parking) and car parking spaces (including within ground level podiums), together with associated highways and utilities works.”**

## HOUSING

4.2.7 The proposals will deliver up to 800 new homes in a mix of houses and flats. Two illustrative accommodation schedules have been provided to demonstrate how the development of the estate might come forward.

4.2.8 Based on the illustrative schemes, the proposal could provide for approximately 33% to 34% affordable housing (calculated on a unit basis). This could increase to up to 50% affordable housing on the Eastfields Estate if the viability of the Merton Estates Project improves. All of the existing affordable housing, which comprises rented housing will be re-provided, with no net loss of affordable habitable rooms or floorspace.

4.2.9 All homes are to be designed so that they meet the Mayor’s minimum space standards, the National Technical Standards, and the relevant Building Regulations standards as set out in the London Plan.

4.2.10 The regeneration is an opportunity to provide new lifetime homes for all tenants, this will enable older tenants (and homeowners) to remain independent in their own homes for longer. New homes can be adapted to meet the specific needs of disabled residents, 10% of all new homes will be fully accessible and adaptable for wheelchair users.)

# EASTFIELDS

## Housing Mix Proposal

Dwelling Size	% of Private Tenure	Affordable Homes	
		% of Rent Tenure	Intermediate Tenure
Studio	0-10	0-10	Housing mix to be considered at Reserved Matters Stage if provision of intermediate housing is triggered by the viability review.
1 bed	25-45	30-50	
2 bed	25-45	30-50	
3 bed +	15-35	10-30	

## Illustrative Scheme (773 unit scheme)

Tenure	Studio	1 bed	2 bed	3+ bed	Total Units	Total Hab Rooms	% Affordable and Private Homes on a Unit Basis	% Affordable and Private Homes on a Habitable Room Basis
Affordable (Rent)	0	107	111	44	262	742	34	32
Private (sale or rent)	0	194	178	139	511	1606	66	68
<b>Total</b>	0	301	289	183	<b>773</b>	<b>2348</b>	-	-
% of Unit Size	0	39	37	24	-	-	-	-

## Indicative Maximum Accommodation Mix

Tenure	Studio	1 bed	2 bed	3+ bed	Total Units	Total Hab Rooms	% Affordable and Private Homes on a Unit Basis	% Affordable and Private Homes on a Habitable Room Basis
Affordable (Rent)	0	107	111	44	262	742	33	31
Private (sale or rent)	0	208	208	122	538	1649	67	69
<b>Total</b>	0	315	319	166	<b>800</b>	<b>2391</b>	-	-
% of Unit Size	0	39	10	21	-	-	-	-

## NON-RESIDENTIAL USES

4.2.11 Non-residential floorspace, extending up to 275 sqm is to be located on the Mulholland Road frontage. This will provide flexible floorspace within use classes A1 (Shops) and/or A2 (Financial and Professional Services) and/or A3 (Restaurant & Cafes) and/or A4 (Drinking Establishments) and/or B1 (Business) and/or D1 (Non-residential Institutions) and/or D2 (Assembly and Leisure).

## PUBLIC OPEN SPACE AND AMENITY SPACE

4.2.12 The proposals provide for 1.71ha of public open space, which includes a central linear park (approximately 8,830sqm) running east to west through the site. All units will be provided with private amenity space in the form of balconies, terraces and gardens to meet the London Housing SPG standards. Semi-private communal amenity space will also be provided in the form of podium and courtyard gardens.

## ACCESS, PARKING + SERVICING

- 4.2.13 Six pedestrian, cyclist and vehicular accesses will be provided into the site from Acacia Road and Mulholland Close, which link into a network of streets within the development. Cycle parking is to be provided in line with the London Plan requirements for the new homes (1 space for 1 bed units, and 2 spaces for units with 2 bedrooms or more). Visitor cycle parking spaces will also be provided, together with spaces for the non-residential uses in accordance with the London Plan standards. Up to 360 car parking spaces will be provided as integral garages, within undercroft podiums, within parking courts and as on-street bays.
- 4.2.14 Appropriate refuse and recycling storage and collection provision will be made on site. Both Underground Refuse Systems (URS) and conventional methods could be utilised subject to further investigation.

## ENERGY + SUSTAINABILITY

- 4.2.15 Clarion's aspiration is that by 2025, all new homes will be delivered to at least a net zero carbon compatible standard. This means that any home not built to net zero carbon standards will be capable of becoming so in the future.
- 4.2.16 To start this journey, Clarion will be excluding fossil fuel heating from all new designs, making use of the rapid de-carbonisation of the UK electricity grid. On Eastfields, the site-wide energy strategy is currently being developed, however it is proposed that air source heat pumps powered by electricity will be used to provide heat and hot water to the future new homes.
- 4.2.17 Good practice environmental design will be incorporated into the proposals, including the use of:
- ❑ water efficient sanitary ware
  - ❑ maximisation of recycling
  - ❑ provision of safe and secure cycle storage
  - ❑ electric vehicle charging points
  - ❑ promotion of sustainable travel behaviour through a travel plan
  - ❑ incorporation of sustainable urban drainage measures
  - ❑ ecological enhancements
  - ❑ sustainable construction site management.

## REVISED APPLICATION

- 4.2.18 In respect of Eastfields Phase 1, a revised outline planning application for this element of the development was submitted on 2 December 2021. Reserved matters for Eastfields Phase 1 was submitted on 13 December 2021, for the construction of 201 new homes.

## EXISTING CONDITIONS

4.2.19 In the summer of 2021 there were a number of press and media stories about the condition of the Eastfields estate where residents were living in very poor quality homes, which were not being maintained. Clarion undertook an internal review and found the following:

- ❑ The buildings on the Eastfields estate were poorly designed and nearing the end of their life.
- ❑ Clarion's focus on the regeneration programme meant that they got the balance wrong in terms of investing in existing properties. The regeneration has taken significantly longer than expected and in recent years Clarion has taken a responsive, rather than a proactive, approach.
- ❑ Clarion had not engaged with residents sufficiently over recent months.
- ❑ Problems with pests and vermin were exacerbated by waste collection moving to a fortnightly rather than a weekly cycle.

## Eastfields: Lessons Learned

Clarion has a major £1.3bn regeneration programme underway, which is set to transform the estate into the high quality and sustainable housing that their residents need and deserve. Clarion is committed to making sufficient investment in the estate while the regeneration progresses. This investment includes assessing the need through a programme of stock condition surveys and developing a medium-term investment plan from the findings. Residents will be kept informed of all developments that affect them.

Clarion has attempted to speak to every household on the estate with 72% of households spoken to in June 2021 and asked for details of any outstanding or unreported repairs. In the weeks since, more than 400 repairs have been completed - including 145 raised by residents during the door-knocking exercise. Clarion now has full-time staff and a dedicated office on the estate, so that residents can report any repairs or problems in person.

A programme of regular checks will be made on homes on the estate to pick up on any problems at an earlier stage. A pest control company has also been brought in to deal with problems across the estate.

To ensure that the situation at Eastfields does not occur elsewhere, Clarion will take a number of actions across the Group to learn and improve from recent events. Measures include:

- ❑ Building more opportunities for residents to share their views before decisions are taken.
- ❑ Completing an ongoing programme of Housing Association service reviews including the repairs customer journey - residents are involved in the process.
- ❑ Ensuring the regeneration projects have medium-term investment plans so that Clarion continues to maintain homes effectively.
- ❑ Communicating with customers to ensure that they understand how to report repairs and raise complaints, whilst exploring the reasons for under reporting issues.
- ❑ Reviewing the scope and presentation of reporting and management information.
- ❑ Reviewing leadership responsibilities ensuring there are separate executive leads for the Asset Strategy and the Customer Strategy.
- ❑ Reviewing the approach taken to tackle damp, mould and pest problems.
- ❑ Reviewing wider asset investment requirements and revising budgets accordingly.

# 5 SECTION 106 AGREEMENTS

## 5.1 S106 AGREEMENTS

5.1.1 A deed of agreement under Section 106 of the Town and Country Planning Act 1990 was agreed on the 26 April 2019 in relation to the developments at the three estates. The agreement sets out general provisions for:

- Affordable housing
- Highway works
- Bus stop Improvement works
- Parking Management
- Estate Roads (Delivery and Management, Maintenance and Access)
- Parking Controls
- Delivery and Service Management Plan
- Car Club
- Utility Diversions
- Carbon Offsets
- Noise and Air Quality during construction
- Open Space (Delivery and Management, Maintenance and Access)
- Lifts.

5.1.2 Specific obligations are also detailed for the Eastfields Estate, including:

### EASTFIELDS

- Residential Travel Plan
- Refuse Strategy
- Replacement of Eastfields Ball Court / provision of Eastfields Recreational facility
- Traffic Calming Measures
- District Heating Network.

5.1.3 Provision is also made for:

- Scheme Linking** - No more than 607 new market units are to be occupied until at least 100 units have been constructed an area available for occupation on the Ravensbury Estate and 131 on the Eastfields Estate.
- Build to Rent** - Details of the build to rent for each phase of the development for High Path shall be submitted with each phase.
- Flood Plain Mitigation Strategy (Ravensbury)** - Ensure that all works are carried out in accordance with the flood mitigation strategy.

# 6 COMPULSORY PURCHASE ORDERS

## 6.1 COMPULSORY PURCHASE ORDERS

- 6.1.1 Compulsory purchase is a legal mechanism by which certain bodies (known as ‘acquiring authorities’) can acquire land without the consent of the owner.
- 6.1.2 Compulsory purchase powers are an important tool to use as a means of assembling the land needed to help deliver social, environmental and economic change.
- 6.1.3 A Residents’ Offer was made by Clarion in 2015 to the existing homeowners and affordable housing tenants, which was updated in 2018. The majority of the residents were in favour of the offer but a small minority (around 5%) did not like the proposal.
- 6.1.4 All of Clarion’s existing social/affordable tenure tenants and resident homeowners will be given the opportunity to stay in new homes in the newly regenerated Estate. This is the case on all three Estates. This ‘offer’ is consistent with the Residents’ Offer published in May 2015 and updated in 2018.

## 6.2 SUMMARY OF PROPOSED CPOS

- 6.2.1 On 15 January 2018, the Council’s Cabinet resolved ‘in-principle’ for the Council to use its compulsory purchase powers, if necessary, to bring forward the Scheme. This resolution was ratified by full Council on 7 February 2018.
- 6.2.2 The Council’s purpose in making the Compulsory Purchase Order (CPO) is to enable the Council to acquire compulsorily the land and the new rights over land included in the Order to facilitate the regeneration and construction of Eastfields Estate Phase 1 (Eastfields Phase 1).
- 6.2.3 The Eastfields Estate regeneration forms part of the wider Merton Estates Regeneration Programme. The development seeks to deliver, which includes the Ravensbury and High Path Estates.
- 6.2.4 In order to secure the delivery of the development the Council intends to make a number of CPOs for the acquisition of third party property and rights on the Estates. The CPOs will be phased to reflect the Developer’s proposed construction programme of the estates from 2022 – 2034.
- 6.2.5 The Council is also bringing forward the London Borough of Merton (Ravensbury No.1) Compulsory Purchase Order 2022 (the Ravensbury Order) and The London Borough of Merton (High Path No. 1) Compulsory Purchase Order 2022 (the High Path Order) (together with this Order, the 2022 CPOs) as part of the next phase of redevelopment across the three Estates.
- 6.2.6 Redevelopment of the Eastfields Estate has not yet commenced. Unlike both Ravensbury Estate and High Path Estate, there is no kick-start element to the proposed regeneration of the Estate.
- 6.2.7 Eastfields Phase 1 will facilitate the delivery of 201 new homes on the Eastfields Estate of which 143 (71 %) new homes will be affordable rented/ social rented and 58 new homes will be private homes to replace existing private homes for resident homeowners. All 201 homes being provided as part of Phase 1 are 100% replacement homes. None of these new homes will be for sale.

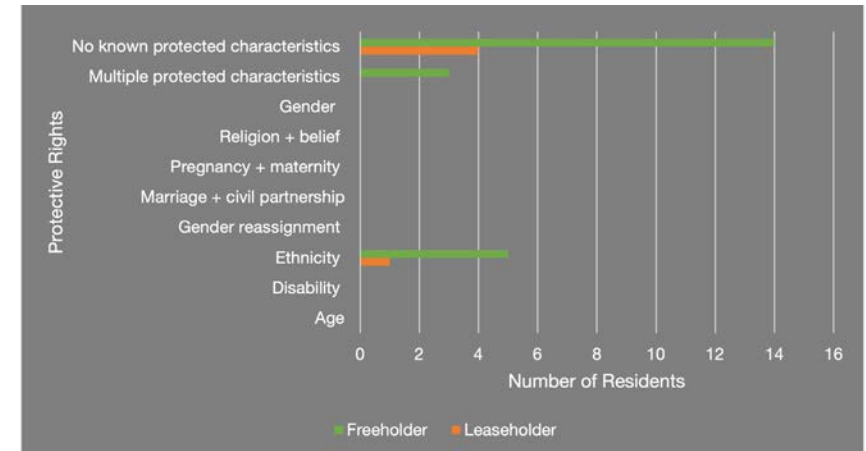


# 6 COMPULSORY PURCHASE ORDERS

6.2.8 If the relevant interests are not able to be acquired the redevelopment of the Eastfields Phase 1 element of the Scheme would be severely compromised as all of the units to be acquired lie within the main redevelopment area of this part of the Estate. Seeking to construct new development around these few outstanding interests would not only compromise the construction process but it would also compromise the Council's aims to deliver the wider regeneration benefits of the comprehensive redevelopment of the estate. It would severely impact on the place-making benefits, the wider social benefits, the delivery of affordable housing, the delivery of higher quality homes.

6.2.9 As of February 2022, Clarion has acquired 229 freeholds and long leases across the regeneration area through voluntary sales under the terms of the 2015 Residents' Offer. Of these 130 are at the High Path Estate, 88 at the Eastfields Estate and 11 at the Ravensbury Estate. In order for the development to be delivered, Clarion will need to acquire a further 133 freeholds and long leases at Eastfields Estate.

Eastfields CPO - Phase 1A



Eastfields CPO - Phase 1B



# 7 VIABILITY

## 7.1 VIABILITY STATEMENT

- 7.1.1 Clarion has considerable experience and resources and manages over 125,000 homes across 176 local authorities. As the largest housing association in the UK and one of the country's leading housebuilders, Clarion is set to build a high volume of high quality homes of all tenures during the next ten years.
- 7.1.2 Clarion has shared with the Council details of projected costs and revenues and its financial strategy for delivery of the 2022 Scheme as well as the Merton Estates Regeneration Programme as a whole pursuant to the planning permissions.
- 7.1.3 To support the Merton Estates Regeneration Programme as a whole, which as things stand is not viable, the Council and Clarion have entered into a legally binding contract to vary the existing Stock Transfer Agreement dated 22 March 2010, in particular the Development and Disposals Clawback Agreement also dated 22 March 2010, to suspend clawback payments unless the Merton Estates Regeneration Programme achieves a surplus.

- 7.1.4 Clarion has provided a resolution of its board committing to the delivery of the 2022 Scheme irrespective of the viability position. The Council, having taken independent professional advice, is satisfied that the strategy is based on realistic and reasonable assumptions and that therefore the 2022 Scheme is deliverable having regard to the Clarion's resources by reference to the CPO Guidance. The Council is also satisfied that there are sufficient resources to both acquire the necessary Order Land and to implement the 2022 Scheme, and that Clarion has the necessary track record to undertake the development.
- 7.1.5 Officers are satisfied Clarion has the resources and commitment to effectively deliver Phase 1 of Eastfields Estate, Phase 2 and 3 of the High Path Estate, and Phases 3 and 4 of the Ravensbury Estate, as well as future phases of the Merton Estates Regeneration Programme.

- 7.1.6 Clarion has entered into an indemnity agreement with the Council dated 7 February 2019, which fully indemnifies and provides protection for the Council in relation to all costs associated and arising in the preparation and making of the Order, acquisition of Order Land and the payment of compensation arising from such acquisition.

# 8 COMMUNITY ENGAGEMENT

## 8.1 OVERVIEW

8.1.1 This section provides a summary of the consultation undertaken to date with local stakeholders and the wider community. Clarion and their project team have undertaken a series of consultation events in order to understand the aspirations of the Estate residents. A range of topics have been explored with the residents and this engagement process has been ongoing throughout the design of the masterplan.

### INCLUSIVE CONSULTATION

8.1.2 The need for inclusive consultation was an overarching consideration to ensure that the whole community was reached. The following strategies were adopted:

- ❑ A wide circulation of invitations
- ❑ The venues for the consultation events had to have level access and wide enough doors and corridors for ease of access
- ❑ Accessible WC available
- ❑ Activities offered for children at events
- ❑ For all events, a register was taken, so that an accurate record could be kept of who attended and the total attendance figures, so that any obvious omissions might be identified for targeting later
- ❑ Reports were drawn up for each event, highlighting key feedback.



# 8 COMMUNITY ENGAGEMENT

## 8.2 EASTFIELDS – OUTLINE

### ❑ COMMUNITY EVENT – 14TH JUNE 2014

The first public event provided residents with the opportunity to provide feedback on what they liked and disliked about the Estate, as well as make suggestions on the possibilities for refurbishment and regeneration.

### ❑ WORKSHOP ON TYPES OF HOMES – 26TH JUNE 2014

This workshop, attended by 52 people, gave residents the opportunity to provide feedback on the types of homes that they would like to see on the estate if it were to be regenerated.

Some of the key comments raised indicated preferences for:

- » At least the same size or larger properties
- » A more traditional design, potentially constructed from brick
- » More private amenity space.

### ❑ COMMUNITY EVENTS AND WORKSHOP – OPEN SPACES, STREETS AND HOMES – 12TH JULY 2014 AND 23RD JULY 2014

The purpose of these events was again to gain feedback from residents focussed around three key themes: open space, streets and homes.

Some of the key comments drawing out of this event indicated:

- » Support for the central green space and landscape
- » Concerns around safety of public spaces and play areas
- » A dislike for wood and metal panelling as a cladding material.

### ❑ WORKSHOPS ON HOUSE LAYOUTS – 2ND AUGUST 2014 AND 9TH SEPTEMBER 2014

The purpose of these events was to gain an understanding of what the current residents wanted to see from the internal layouts of new properties and to provide comments on some initial layout options.



# 8 COMMUNITY ENGAGEMENT

Clearly, the diverse range of housing needs as well as individual preference meant that there was unlikely to be consensus on such an issue, however, some of the key points included:

- » Many residents supported a variety of house types to provide choice within the Estate
  - » A number of residents also expressed interest in the flexibility of 'multi-generation homes' to have separate annex for children or elderly relatives within the home
  - » Mixed views towards open plan living
  - » Strong support for more storage
  - » Support for private amenity space to be separated and away from public spaces
  - » Support for adequate parking levels and appropriate controls to make sure non-residents do not use it.
- ❑ **DRAFT MASTERPLAN LAUNCH – 18TH, 20TH, 21ST AND 22ND OCTOBER 2014**  
This series of four workshops tabled the emerging masterplan vision for the full regeneration of the Estate. A total of 123 people attended the event with 30 feedback forms completed in detail.



## ❑ OTHER WORKSHOPS

Further sessions were held to provide an opportunity for the communities to be involved in the scheme development, including a workshop to discuss options for landscape and parking (5th March 2015), with a subsequent workshop to discuss options for house types and layouts (26th March 2015).

## ❑ OTHER CONSULTATION

A Residents' Offer was issued in late May 2015 and further public consultation was undertaken as part of this process to give residents the opportunity to discuss the contents of the Offer. These sessions were held on the 4th, 6th and 9th June 2015.

In addition in 2016 there were three events including:

- » Previous and current masterplans (1 & 3 November)
- » Your Homes and Open Spaces (15 & 19 November)
- » Final Proposals Exhibition (6 & 8 December).

Clarion is committed to continuing this process of community engagement through the Reserved Matters and construction stages.

## ❑ NEWSLETTERS

Quarterly newsletters are sent to all existing residents to ensure that the existing residents are kept up to date and informed about the progress of the regeneration proposals.

# 9 EQUALITIES DATA

## 9.1 EQUALITIES DATA

9.1.1 The Equalities Analysis undertaken by Clarion in 2015 identified that the 'protected characteristics' of: Age, Disability and Ethnicity were particularly relevant to the regeneration proposals and there was the potential for these groups to be negatively affected. The assessment therefore focussed on these issues.

9.1.2 Clarion has advised that residents of Eastfields, High Path and Ravensbury have provided information about the problems with their homes and outside spaces, which included:

- homes that are expensive to heat
- leaking roofs
- poor noise insulation
- condensation and damp
- issues with refuse collection
- unsafe pathways.

9.1.3 Some of these issues were also raised in both Council consultations in 2014 and 2016, particularly concerns around unsafe pathways, damp and poor internal conditions. As set out in the policies in the Council's Estates Local Plan, regeneration will be expected to provide a range of choices and benefits including:

- high quality well designed neighbourhoods
- wider housing mix
- more private space for residents
- better quality green spaces and community facilities
- job creation opportunities.

9.1.4 The regeneration will also be an opportunity to provide much needed new homes by making more efficient use of brownfield land, improving the quantity, quality and mix of new homes on each of the three estates. A key expectation of any regeneration proposals that come forward will be a commitment to keeping the existing community together in each neighbourhood, and for existing residents to have a guaranteed right to return to a new home in their regenerated neighbourhood.

9.1.5 The Equalities Analysis undertaken in 2015 identified that the greatest impact on equalities would be the mechanics of the delivery of the regeneration programme including:

- the Residents' Offer
- moving existing residents into new homes
- addressing overcrowding
- minimising disruption during this extensive process.

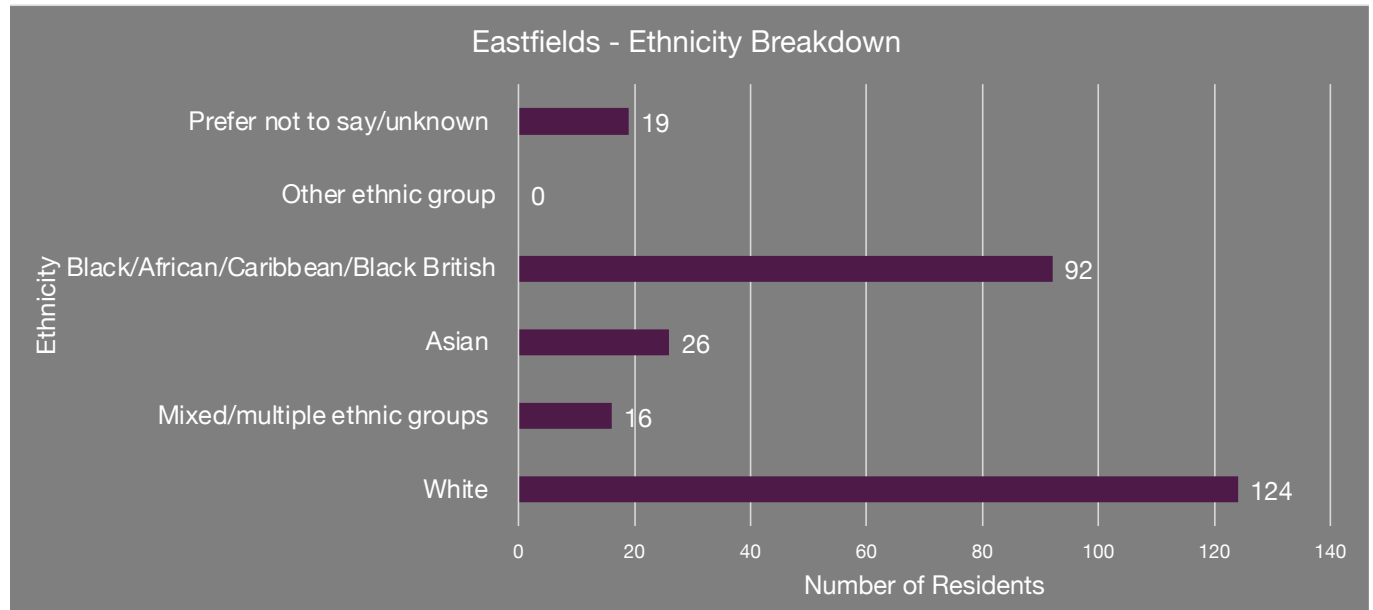
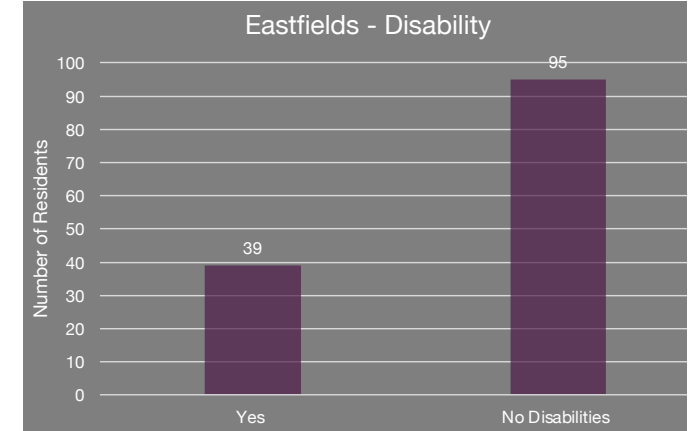
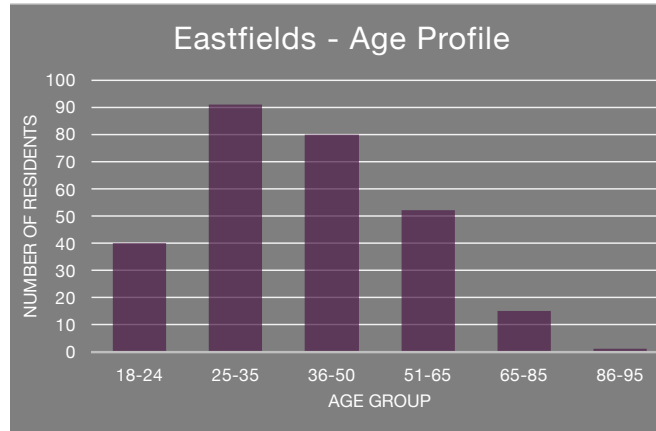
# 9 EQUALITIES DATA

## 9.2 EQIA DATA 2015

9.2.1 Clarion undertook an Equalities Impact Assessment to determine the potential impacts of the deliver of the Estates Regeneration against those residents with protected characteristics, as set out below.

9.2.2 To aid comparison of data with the ONS, the ethnicity categories have been grouped into five categories:

- Black/African/Caribbean/Black British
- Asian
- Mixed/multiple ethnic groups
- White
- Other.



# 9 EQUALITIES DATA

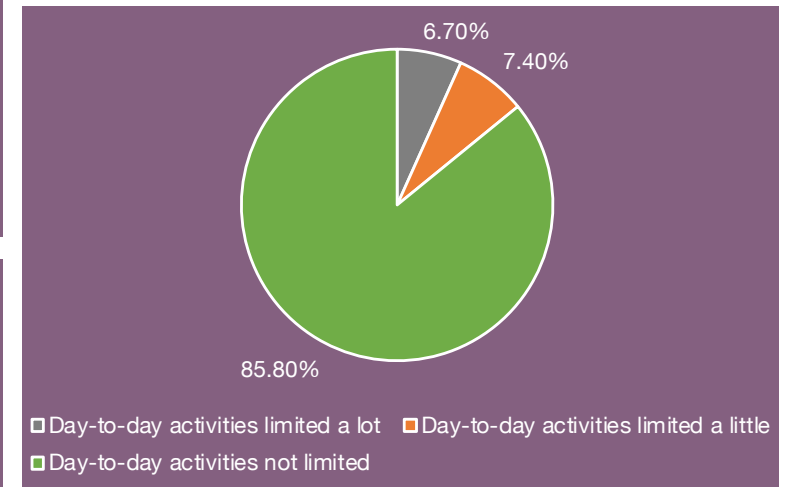
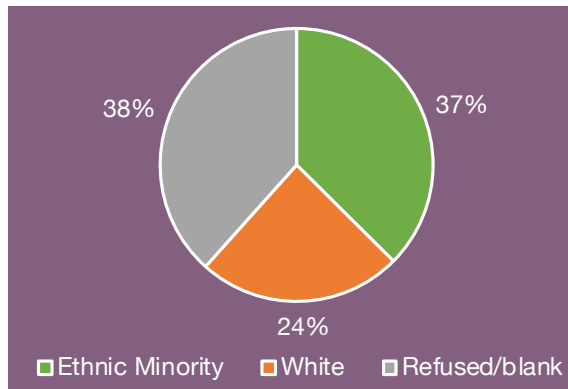
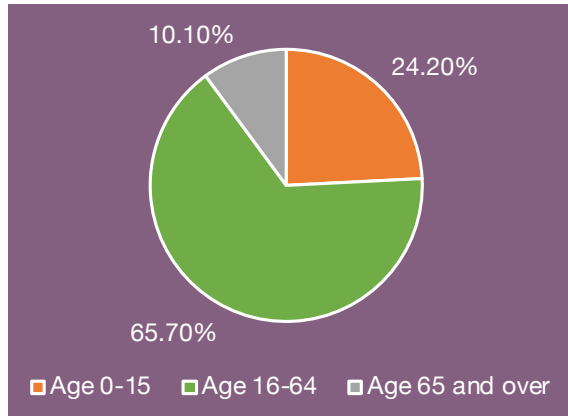
## 9.3 EQIA DATA 2020/21

9.3.1 Data has been drawn from the following sources:

- Clarion Estate Profiling, 2021
- GLA Data, 2020

9.3.2 The Equality Analysis has identified that the 'protected characteristics' of: Age, Disability and Race are particularly relevant to the regeneration proposals and there is the potential for these groups to be negatively affected. The assessment has therefore focussed on these issues.

## CORE CHARACTERISTICS OVERVIEW

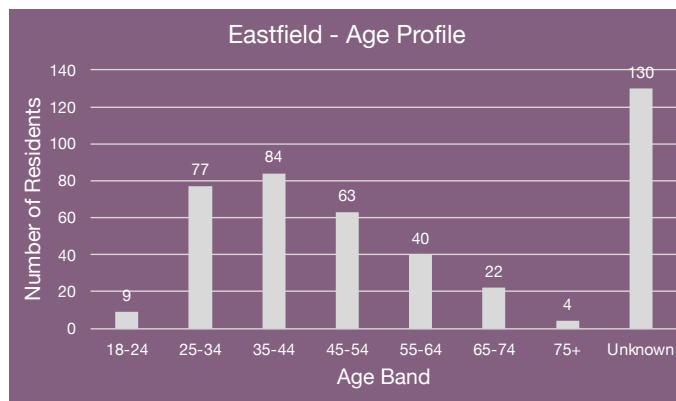




# 9 EQUALITIES DATA

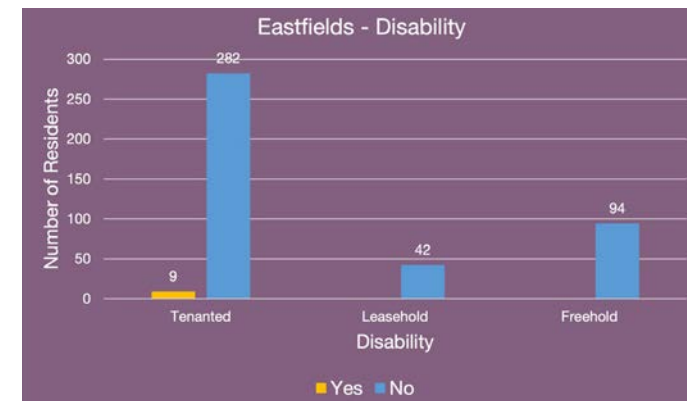
## AGE

9.3.3 The existing population in and around the Eastfields Estate area is characterised by a slightly younger population/age profile compared to the rest of the Borough, particularly in the 0-15 age bracket.

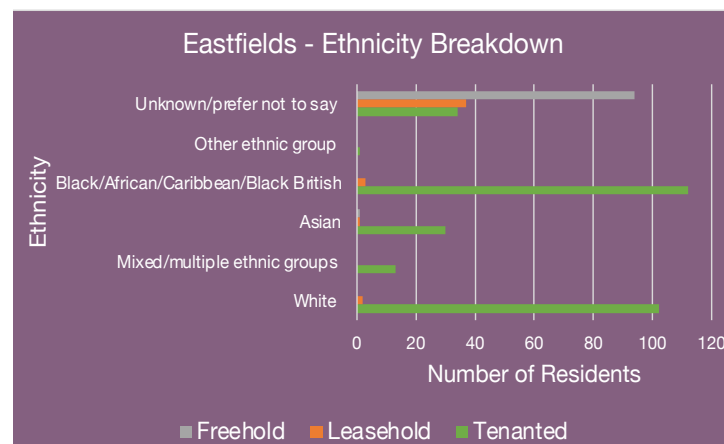


## DISABILITY

9.3.4 Disability can be defined as a physical or mental impairment that has a substantial and long-term negative effect on the ability to do normal daily activities.



9.3.5 14.1% of people in Eastfields state that they have a long-term disability or health problem that limits their day-to-day activity either 'a lot' or 'a little'. These figures are broadly in line with the London average of 14.1%. In Merton the proportion is 12.6%.



## ETHNICITY

9.3.6 24% of residents in Eastfields are White British which is less than the proportion of people from an ethnic minority group (37%).

# 9 EQUALITIES DATA

## 9.4 CURRENT HOUSING OFFER

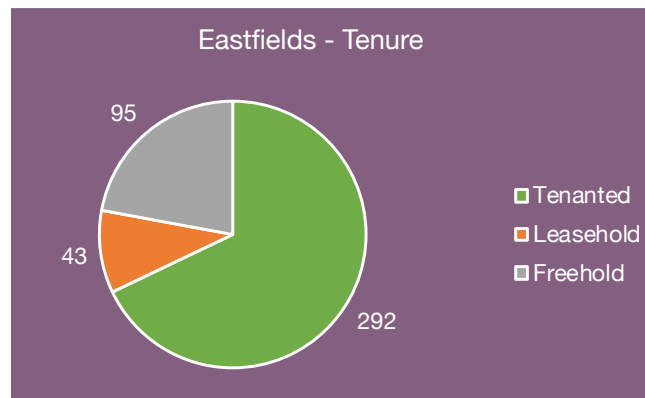
### TENURE

9.4.1 Eastfields Estate has the highest proportion of freeholders of the three estates (22%). Freeholders own both the land and the building that it sits on.

### OVERCROWDING

9.4.2 Population density is a measure of the average outdoor space per resident. All else being equal, higher population density will mean more overcrowding. A household is considered overcrowded when there are at least 1 bedroom too few as defined by the ONS.

9.4.3 There is considerable overcrowding in all three neighbourhoods but particularly Eastfields and High Path.



## 9.5 MERTON REGENERATION

9.5.1 Clarion has committed to re-provide homes so that existing residents can enjoy the same tenancy rights that they have now.

9.5.2 Clarion has also committed to ensuring no family returns to overcrowded conditions. Every home will be at least as large as the home it replaces and in reality most will be larger.

# 10 EQUALITIES ASSESSMENT

## 10.1 EQUALITIES ASSESSMENT METHODOLOGY

### REVIEW OF 2016/17 EQIA

10.1.1 A review was undertaken of the 2016/17 EQIA which was prepared as part of the Estates Local Plan Sustainability Appraisal process. This involved reviewing and updating relevant policy and baseline information and comparing the findings against new data provided by Clarion. An appraisal of equality effects was then undertaken to make a judgment on how the Estates Regeneration will affect people with protected characteristics.

The approach taken to data collection has changed between 2015 and 2021 which makes it difficult to directly compare the data. For instance, the categories for age have changed slightly to include a broader age range within each group. For disability and ethnicity, the proportion of residents that would prefer not to disclose whether they have a disability or share their ethnicity has increased.

### APPRAISAL OF EFFECTS

10.1.2 Regeneration and change, particularly in the physical environment of the areas that people live, is likely to have impacts that are both positive and negative for different groups. In any process of change, some people or groups are likely to gain more benefits than others. To this end, all regeneration programmes need to be managed to ensure that the positive impacts of the regeneration are maximised and correspondingly to ensure that the negative impacts are minimised. The assessment sets out a number of recommendations to strengthen, secure or enhance positive equality impacts and to mitigate for potential negative equality impacts.

10.1.3 The Council intends to make a number of CPO's to facilitate the regeneration of the estates. In some cases residents will be required to relocate against their will. Amongst the occupants of affected households, those that may be particularly sensitive to the impact of the CPO are:

- ❑ Households that include older people who may be more vulnerable to disruption and other adverse impacts associated with the requirement to move away from their current home. The implications of the regeneration on older and younger people on the estate may also be significant

in terms of health and access to amenities.

- ❑ Households that include disabled residents may also be more vulnerable to the immediate impact of the regeneration particularly with respect to the noise and disruption caused. This disruption would be temporary and there will be potential for disabled residents to obtain better and more suitable accommodation because of the regeneration.
- ❑ Households that include ethnic minority residents may lose important social and community ties if they need to move away from the area. It is considered likely that suitable alternative affordable accommodation will be available on the regenerated estate.
- ❑ The regeneration could have both a positive and negative impact for the pregnancy and maternity group: negatively in terms of upheaval during a very sensitive period of childbearing/rearing, but potentially positively if new accommodation is better suited to their needs.

# 10 EQUALITIES ASSESSMENT

## 10.2 ASSESSMENT OF POTENTIAL EQUALITY EFFECTS

10.2.1 The Equalities Impacts Assessment is structured under the following objectives:

1. Identify any potential equality effects that might arise from the planned development
2. Identify potential positive equality effects.
3. Assess whether any negative equality effects would give risk to unlawful discrimination for an identified group
4. Identify further measures to reduce any negative equality effects that may arise.

10.2.2 The EqIA has taken each of the nine protected characteristics in turn, as well as other characteristics that can be affected by discrimination, and considered them against each of the objectives to determine the likely effects.

PROTECTED CHARACTERISTICS	POSITIVE EFFECTS	
	Direct	Indirect
Age	<ul style="list-style-type: none"> <li>» Providing the right type of housing for different households of all age groups including older residents and families with young children.</li> <li>» Any necessary accessibility adaptations can be fitted in the replacement home from the outset.</li> </ul>	<ul style="list-style-type: none"> <li>» A decanting matrix tool was used to help place residents within the proposed development based on their needs.</li> <li>» All new homes will have a private outdoor space. This may be of particular benefit to older residents and families with children who may not have outdoor space now.</li> </ul>
Disability	<ul style="list-style-type: none"> <li>» Provision of lifetime homes and adapted properties for resident and household members with specific needs.</li> </ul>	<ul style="list-style-type: none"> <li>» 10% of homes adaptable to be fully wheelchair accessible.</li> <li>» Improved external environment will create more accessible and usable open spaces.</li> <li>» Disabled parking bays that comply with the minimum disability standards will be provided.</li> <li>» Inclusive play spaces will be provided that are accessible and welcoming to disabled and non-disabled children.</li> </ul>
Pregnancy and maternity	<ul style="list-style-type: none"> <li>» Clarion will rehouse tenants in suitable sized accommodation to reduce overcrowding where possible.</li> <li>» This includes rehousing some 'hidden households' and non-dependant adult children separately to alleviate overcrowding.</li> </ul>	<ul style="list-style-type: none"> <li>» New development designed to accommodate pushchairs and play facilities.</li> <li>» All new homes will have private outdoor space.</li> </ul>

# 10 EQUALITIES ASSESSMENT

PROTECTED CHARACTERISTICS	NEGATIVE EFFECTS	
	Indirect	Direct
Age	<ul style="list-style-type: none"> <li>» Clarion recognises that older residents or households that have older members may find moving to a new home more challenging. Residents with younger children in the household may also need additional help and support.</li> <li>» Disturbance particularly if on their own, frail and vulnerable. Age related ill health or frailty may make the prospect of moving more difficult for older homeowners.</li> <li>» Older homeowners may not raise mortgage on new properties/ Older residents may find it difficult to access funding or credit.</li> <li>» Families with children of pre-school and school age could be disrupted if they have to move temporarily potential increased journey times to school or childcare</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified.</li> </ul>
Disability	<ul style="list-style-type: none"> <li>» Potential for residents with disabilities to find it more challenging to move home than residents without a disability due to the nature of their disability.</li> <li>» Disturbance of moving and quality of life, particularly if disability associated with breathing conditions.</li> <li>» Sensory impairment and nervous system conditions – particularly construction machinery noise.</li> <li>» New physical layout will be challenging to those with visual impairment</li> <li>» People with learning difficulties may need separate forms of communication and engagement to enable their understanding of the reality of their situation.</li> <li>» Potential negative impact on individuals with mental health issues.</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified.</li> </ul>
Pregnancy and maternity	<ul style="list-style-type: none"> <li>» Disruption during construction period may negatively impact on pregnant mothers or families with new born children e.g. noise, dust, access issues.</li> <li>» Disruption during decanting/moving home.</li> <li>» Allocated home may no longer be suitable for needs - double decanting.</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified.</li> </ul>

# 10 EQUALITIES ASSESSMENT

PROTECTED	POSITIVE EFFECTS	
CHARACTERISTICS	Direct	Indirect
Ethnicity	» No direct positive impacts identified.	» There is evidence that households from the ethnic minority community on the three estates where regeneration is being considered are more likely to be overcrowded than all households on the estates. Regeneration deals with overcrowding within Circle's tenanted properties on the estates by rehousing each household in the right size property for them. » All existing Clarion tenants and resident homeowners will have the option to stay in their neighbourhoods if they wish to, this will promote community cohesion and build on the strength of the existing very diverse communities in the existing neighbourhoods.
Marriage and Civil Partnership	» No direct positive impacts identified.	» No indirect positive impacts identified.
Gender reassignment	» No direct positive impacts identified.	» No indirect positive impacts identified.

# 10 EQUALITIES ASSESSMENT

PROTECTED CHARACTERISTICS	NEGATIVE EFFECTS	
	Indirect	Direct
Ethnicity	<ul style="list-style-type: none"> <li>» Language barriers could limit the ability of some residents who are members of ethnic minority communities to participate in ongoing consultation regarding their housing needs or their rights under the Residents' Offer.</li> <li>» Lack of written and oral English may have affected some residents' awareness of the proposals and capability to negotiate outcomes for tenants and leaseholders.</li> <li>» Negative impacts of other protected characteristics will be experienced by ethnic minority groups given the estate's diversity.</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified</li> </ul>
Marriage and Civil Partnership	<ul style="list-style-type: none"> <li>» No indirect negative impacts identified.</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified.</li> </ul>
Gender reassignment	<ul style="list-style-type: none"> <li>» No indirect negative impacts identified.</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified.</li> </ul>

# 10 EQUALITIES ASSESSMENT

PROTECTED	POSITIVE EFFECTS	
CHARACTERISTICS	Direct	Indirect
Religion or Belief	» No direct positive impacts identified.	<ul style="list-style-type: none"> <li>» No aspects that prevent residents from practicing their religion/faith</li> <li>» The rehousing team will ask people about their use of places of worship to see the extent to which disruption to their lives can be minimised</li> <li>» Religious and cultural requirements for specific washing facilities and separate kitchens and living areas have become apparent</li> <li>» Homeowners of any religion and belief will be affected in exactly the same way and as everyone else will have the same compensation and housing options.</li> </ul>
Sex/Gender	» No direct positive impacts identified.	» No indirect positive impacts identified.
Sexual Orientation	» No direct positive impacts identified.	» No indirect positive impacts identified.



# 10 EQUALITIES ASSESSMENT

PROTECTED CHARACTERISTICS	NEGATIVE EFFECTS	
	Indirect	Direct
Religion or Belief	» No indirect negative impacts identified.	» No direct negative impacts identified.
Sex/Gender	» No indirect negative impacts identified.	» No direct negative impacts identified.
Sexual Orientation	» No indirect negative impacts identified.	» No direct negative impacts identified.

# 10 EQUALITIES ASSESSMENT

## 10.3 OTHER CHARACTERISTICS

### DEPRIVATION

10.3.1 Deprivation is not a protected characteristic. However, people possessing certain protected characteristics (e.g. disabled people and ethnic minority children) are at greater risk than other people of experiencing deprivation or of living in areas of high deprivation. An understanding of where deprivation is focused can, therefore, help to identify where people who possess protected characteristics may be at greater risk of inequality.

### EMPLOYMENT AND ECONOMIC ACTIVITY

10.3.2 Employment and economic activity data for Merton and the three Estates is included at **APPENDIX 6** of this report. LB Merton mirrors the relatively high level of key out-of-work benefit claimants across London, at 7% and 8% of the working age population respectively, compared to just 6.4% nationally. The percentage of economically active residents on all three estates is lower than the ward average.

10.3.3 The Eastfields Estate regeneration will help to address the socio-economic inequalities of the area. Eastfields Estate has a distinct socio-economic profile compared to the borough as a whole and generally contrasts with the socio-economic conditions of the borough as a whole. Specifically, the following characteristics have been identified as worsening in respect of Eastfields Phase 1 without development:

- ❑ Increased unemployment and a large proportion of residents in receipt of out-of-work benefits relating to poor health
- ❑ Low quality housing and residential environments which is likely to heighten concerns over child poverty
- ❑ Levels of youth unemployment constraining the skills and occupation profile and long-term employability of the local population.

The economic consequences of the ongoing Covid-19 pandemic have not yet been fully captured by local statistics but it is likely that this will exacerbate the existing issues faced by the local community.

## 10.4 IMPACTS ON MULTIPLE CHARACTERISTICS OR GROUPS

10.4.1 A small number of residents on the Eastfields estate have multiple protected characteristics. While some characteristics will be intrinsically linked (such as age and disability) others have no bearing on one another (e.g. age + ethnicity).

Estate	FH/LH	Protected Characteristics
Eastfields [4 residents]	FH	Age + Possible Mental Health
	FH	Age + Ethnicity
	FH	Age + Limited English
	FH	Age + Ethnicity

# 11 PHASING AND DELIVERY

## 11.1 PHASING AND DELIVERY

11.1.1 The redevelopment of the Eastfields Estate will come forward in three phases. The phases have been designed to ensure minimum disruption to existing residents. The phasing proposed is:

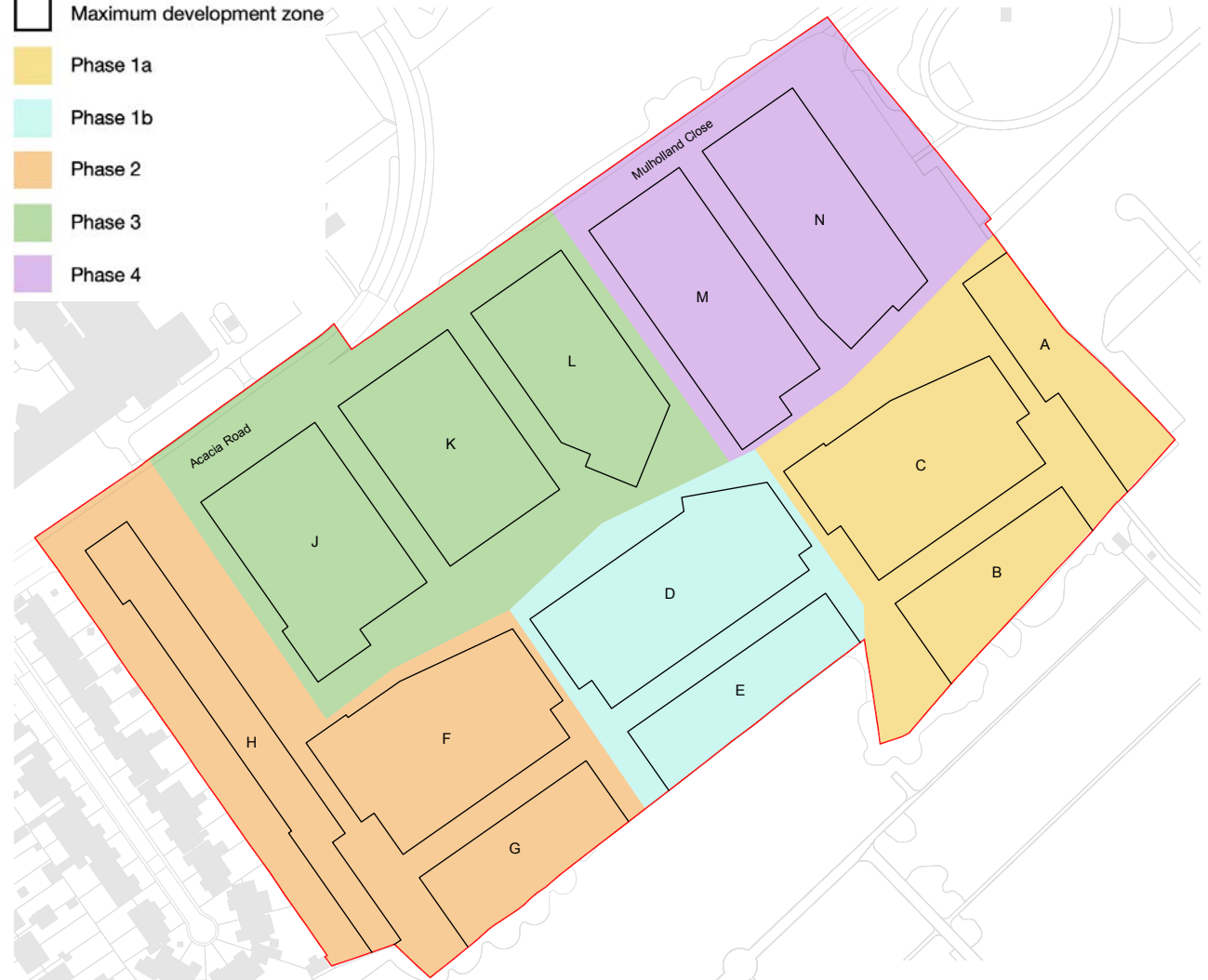
- Phase 1      201 Units
- Phase 2      125 Units
- Phase 3      474 Units

In total, Eastfields Phases 1-3 will provide up to 800 homes. Redevelopment of the Eastfields Estate has not yet commenced. Unlike both Ravensbury Estate and High Path Estate, there is no kick-start element to the proposed regeneration. The proposed Phasing Plan for Eastfields is set out in the table below.

EASTFIELDS		
Phase	Start on Site	Practical Completion
EP1	2023	2026 Q4
EP2	2026	2028 Q3
EP3	2028	2031 Q3
EP4	2031	2033 Q2

### Key

-  Site boundary
-  Maximum development zone
-  Phase 1a
-  Phase 1b
-  Phase 2
-  Phase 3
-  Phase 4



# 11 PHASING AND DELIVERY

## 11.2 DECANTING STRATEGY

- 11.2.1 Moving house can be difficult so the Merton Estates Regeneration Programme is predicated on keeping the number of household moves that residents have to make to a minimum. The regeneration of the three estates has been planned so that all Clarion tenants and leaseholders and freeholders who want to stay in the neighbourhood will be able to.
- 11.2.2 Wherever possible residents will move straight into their new permanent replacement home regardless of whether they are tenants, leaseholders or freeholders. The first phase of regeneration on Eastfields will be replacement homes for existing residents. Eastfields will be delivered as phased regeneration schemes to enable homes on parts of the estates to be emptied, then demolished and rebuilt over time.
- 11.2.3 It is recognised that social housing is a scarce resource. Clarion has the largest social housing stock in Merton but will, wherever possible, use the decant capacity within the regeneration estates themselves to minimise disruption to residents and minimise the impact of regeneration on the supply of social housing in the London Borough of Merton.

- 11.2.4 Clarion will therefore use properties that it has bought back from private owners in later phases on the three estates to rehouse those who need to move temporarily rather than housing them in Clarion housing stock that would otherwise have been available to the local authority for nomination.

### CREATING DECANT CAPACITY

- 11.2.5 Since the launch of the Residents' Offer in 2015 Clarion has acquired over 220 homes from homeowners by negotiation. Some of these homes have been used by the London Borough of Merton as temporary housing for households in housing need. Clarion proposes to use bought back homes in later phases to rehouse residents who will have to move from early phases to allow vacant possession and demolition of the next phases of development.
- 11.2.6 Where residents need to move off site into another Clarion property in Merton, before they move to their permanent home to which LB Merton has nomination rights, it will be with the informed consent of LB Merton.

### INCREASE IN SOCIAL /AFFORDABLE HOUSING CAPACITY

- 11.2.7 The Merton regeneration programme will replace all of the social/affordable housing currently provided. Clarion has committed in their Residents' Offer that no household will be moved into an overcrowded home, even if they were overcrowded in their old home. As a consequence, some of the new homes built will be larger than the ones that they replace, where the residents are currently overcrowded.
- 11.2.8 Some of the replacement homes will have more bedrooms than the homes which they replace. In some cases grown up children will be rehoused as separate households. There will be an overall increase in the number of social/affordable homes and an increase in the number of bed spaces where larger homes have been built to address overcrowding.
- 11.2.9 In line with the viability agreement with LB Merton, more social/affordable homes for rent will be provided in the later phases at High Path.

### REPLACEMENT HOMES AND CLARION'S RESIDENTS' OFFER

- 11.2.10 Clarion's Residents' Offer commits to replacing resident homeowners' homes with a property of the same type (house /flat/ maisonette) with a new home of the same type and size as their old home.

# 11 PHASING AND DELIVERY

## 11.3 DECANTING IMPACTS

### EASTFIELDS

- 11.3.1 Clarion has not been able to build a kick start phase to provide a supply of new replacement homes at the start of the regeneration of the Eastfields Estate because there is no land available. The first phase can therefore only be built once residents move out temporarily whilst the first homes are built. This is now underway.
- 11.3.2 Wherever possible those who have to move temporarily will move into homes in the later phases. The temporary accommodation will be mostly homes that have been acquired from homeowners who sold their homes and moved away. These homes will be brought up to a lettable standard and used until the permanent replacement homes are completed. The first of these new homes will be ready in 2026.

- 11.3.3 By using homes that have been acquired, rather than those that LB Merton has nomination rights to under the terms of the stock transfer agreement, Clarion can minimise the impact on the supply of social/affordable housing whilst regeneration is underway. It also means that residents can stay in their neighbourhood and maintain their family, work, school, social and services links and networks.
- 11.3.4 The decant strategy at Eastfields means that some of the acquired homes that are being used as temporary housing now will have to be taken back by Clarion. Where possible and with the agreement of LB Merton the households that have been housed in temporary accommodation will be moved to other homes in the regeneration area that are available because their former occupants have now moved to their permanent replacement homes. These residents are housed on the basis of Shorthold Assured Tenancies (AST's). These AST's are offered by the London borough of Merton. Any decision to relocate these residents will need to be confirmed with the London borough of Merton.

- 11.3.5 At Eastfields one resident who uses a wheelchair lives in phase 1 and will move temporarily to a home that has been adapted to meet her needs. She has moved already and Clarion supported her through the move. All of the existing residents at Eastfields will have moved to their permanent replacement home once Phase 2 is complete.

# 12 EFFECTS OF REGENERATION

## 12.1 EFFECTS OF REGENERATION

12.1.1 The regeneration will deliver a range of benefits including:

- A significant proportion of affordable housing, including re-provision of the existing affordable accommodation with significantly higher quality housing
- An increase in the mix of dwelling types to cater for a broader range of family sizes and address overcrowding, having specific regard to the needs of estate residents
- Provision of new market units to encourage greater social interaction in order to create a more diverse community
- High standard of accommodation, including residential units built to exceed Building Regulation minimum standards
- Significant improvements to the quality of the public realm with improved links to surrounding open space
- Improvement to existing community facilities such as new place spaces
- High quality urban design and architecture.

BENEFIT	EASTFIELDS
<b>Construction impacts</b>	
Creation of temporary construction jobs per annum	130
Construction Gross Value Added	£42.5 million
Construction Net Value added to Merton	£10.2 million
<b>Economic impact of housing</b>	
Net expenditure increase per annum	£7.5 million
Additional Council Tax Revenue per annum	£880,000
<b>Economic impacts of commercial development</b>	
Job Creation	115
Estimated gross added value per annum	£5.3m

# 13 CONCLUSIONS

- 13.1 The report provides an update to the initial Equalities Impact Analysis work undertaken between 2015-17 in relation to the regeneration of the Eastfields Estate.
- 13.2 The Equalities Analysis undertaken by Clarion in 2015 identified that the ‘protected characteristics’ of: Age, Disability and Ethnicity were particularly relevant to the regeneration proposals and there was the potential for these groups to be negatively affected. The assessment has therefore focussed on these issues.
- 13.3 The Equalities Analysis undertaken in 2015 also identified that the greatest impact on equalities would be the mechanics of the delivery of the regeneration programme including:
  - The Residents’ Offer
  - Moving Existing residents into New Homes
  - Addressing Overcrowding
  - Minimising Disruption during the Regeneration Process.

## THE RESIDENTS’ OFFER

- 13.4 The Residents’ Offer was published on 27 May 2015 to the existing homeowners and affordable housing tenants, followed up by an independent survey to gauge residents’ responses to the Offer and the plans for the regeneration of the area. The Residents’ Offer details the Replacement Home Option, which is offered to those resident homeowners who were living on one of the three neighbourhoods at the time.
- 13.5 During the Estate Local Plan consultations and throughout 2015 and 2016, homeowners raised concerns with the Council about the Residents’ Offer and in particular what ‘like for like’ actually meant. Whilst this was set out in the 2015 Residents’ Offer, the Council exercised its due diligence to residents in seeking clarification from Clarion on this important matter. Clarion provided clarification and an updated Offer in 2018.
- 13.6 Clarion has carried out extensive consultation in developing the proposals for the estates and obtaining planning permission for the redevelopment of the Estates. The feedback received from these events was considered and where required additional analysis and design testing was undertaken. Where possible, revisions were made to the emerging proposal to address the matters raised.

## MOVING EXISTING RESIDENTS INTO NEW HOMES

- 13.7 Wherever possible residents will move straight into their new permanent replacement home regardless of whether they are tenants, leaseholders or freeholders. The first phases of regeneration on Eastfields will all be replacement homes for existing residents. The regeneration will be delivered in phases to enable homes to be emptied, then demolished and rebuilt over time.

## ADDRESSING OVERCROWDING

- 13.8 Clarion is committed to alleviating overcrowding on the regeneration estates. The Merton regeneration programme will replace all of the social/affordable housing currently provided. Clarion has committed in their Residents’ Offer that no household will be moved into an overcrowded home, even if they were overcrowded in their old home. As a consequence, some of the new homes built will be larger than the ones that they replace, where the residents are currently overcrowded. Some households who are overcrowded have chosen to move to a larger property temporarily until their new home is ready.

# 13 CONCLUSIONS

## MINIMISING DISRUPTION DURING THE REGENERATION PROCESS.

13.9 Clarion has not built a 'kick start' phase at Eastfields as there was no land available. The early phases of regeneration will all be replacement homes for existing Clarion tenants and resident homeowners.

## EQUALITIES ANALYSIS

13.10 The Equalities Analysis has identified that the 'protected characteristics' of: Age, Disability and Ethnicity are particularly relevant to the regeneration proposals and there is the potential for these groups to be negatively affected. The assessment has therefore focussed on these issues.

13.11 The assessment has identified a total of 100 residents with protected characteristics in the current Phases, within the three estates. The assessment sets out a number of recommendations to strengthen, secure or enhance positive equality impacts and to mitigate for potential negative equality impacts.

13.12 A small number of residents on the Eastfields estate have multiple protected characteristics. Whilst some characteristics will be intrinsically linked (such as age and disability) others have no bearing on one another (e.g. age + ethnicity).

13.13 Overall, the impacts of the regeneration will be positive. The Merton Estates Regeneration Programme will provide an opportunity to reduce overcrowding amongst its tenanted households. Overcrowding is proportionately more likely to affect households from the BAME community and so the regeneration provides an opportunity to address inequality in this area. Significant amenity and size improvements will be provided for residents, with all new homes built to current space standards with private outdoor space.

13.14 The regeneration is also an opportunity to provide new lifetime homes for all tenants, this will enable older tenants (and homeowners) to remain independent in their own homes for longer. New homes can be adapted to meet the specific needs of disabled residents, 10% of all new homes will be fully accessible and adaptable for wheelchair users.

13.15 Steps are being taken to ensure that the acquisition and relocation process are applied in a fair and non-discriminatory manner. However, it is acknowledged that the process of redeveloping the Estates itself may have a negative impact on older, disabled and vulnerable residents, due to the requirements to move house, potentially more than once, if temporary accommodation is necessary during the construction period. The EqIA will be monitored and reviewed throughout the progression of the proposals in order to ensure that any future impact can be measured and mitigated against as necessary

13.16 In delivering Phase 1 of the Eastfields Estate redevelopment, Clarion will seek to keep the existing community together with existing residents having a guaranteed right to return to a new home in their regeneration neighbourhood.



# APPENDICES

**APPENDIX 1:  
IMPACT ANALYSIS +  
MITIGATION**      **A2**

**APPENDIX 2:  
DATA SOURCES**      **A8**

# APPENDIX 1: Impacts + Mitigation

PROTECTED CHARACTERISTICS	IMPACT ANALYSIS		MITIGATION
	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	
<b>Ethnicity</b>  Page 446	<ul style="list-style-type: none"> <li>There is evidence that households from the ethnic minority community on the three estates where regeneration is being considered are more likely to be overcrowded than other households on the estate. Regeneration deals with overcrowding within Clarion's tenanted properties on the estate by rehousing each household in the right size property for them.</li> <li>All existing Clarion tenants and resident homeowners will have the option to stay in their neighbourhoods if they wish to, this will promote community cohesion and build on the strength of the existing very diverse communities in the existing neighbourhoods.</li> </ul>	<ul style="list-style-type: none"> <li>Language barriers could limit the ability of some residents who are members of ethnic minority communities to participate in ongoing consultation regarding their housing needs or their rights under the Residents' Offer.</li> <li>Lack of written and oral English may have affected some residents' awareness of the proposals and capability to negotiate outcomes for tenants and leaseholders.</li> <li>Negative impacts of other protected characteristics will be experienced by ethnic minority groups given the estate's diversity.</li> </ul>	<ul style="list-style-type: none"> <li>Clarion has put in place measures to ensure that no homeowners of any ethnicity will be disproportionately affected by the proposals. Everyone will be treated in the same way and will have the same compensation and housing options as everyone else.</li> <li>Clarion holds information on the ethnicity of resident homeowners. Clarion officers know each of the resident homeowners, their family circumstances and whether written information needs to be provided in languages other than English. Clarion provide written information in different languages for both residents and absentee homeowners. Their communications use a standard translation request section.</li> <li>Clarion does not hold information on the ethnicity of absentee owners (landlords), except where absentee owners (landlords) have requested that written information is provided in languages other than English.</li> <li>Clarion has recorded each contact and interaction with every homeowner since the regeneration was first proposed.</li> <li>Clarion has undertaken face to face consultation and meetings with homeowners throughout the regeneration preparation including formal consultation events and informal meetings with individual homeowners. Where requested Clarion has used translators or third parties for face to face or telephone meetings with homeowners who require that service.</li> <li>Clarion understand that there will be residents and homeowners who have more than one protected characteristic. The mitigation measures set out under the specific protected characteristics will be applied to residents who may have multiple protected characteristics across different categories.</li> </ul>

# APPENDIX 1: Impacts + Mitigation

IMPACT ANALYSIS			MITIGATION
PROTECTED CHARACTERISTICS	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	
Gender	There is no evidence that homeowners of any gender will be disproportionately affected by the proposal. Everyone will be treated in exactly the same way and will have the same compensation and housing options as everyone else.	There is no evidence that homeowners of any gender will be disproportionately affected by the proposal. Everyone will be treated in exactly the same way and will have the same compensation and housing options as everyone else.	<ul style="list-style-type: none"> <li>Whilst there is no evidence that homeowners of any gender will be disproportionately affected by the proposals, there is a greater proportion of single person households at Eastfields than in the London Borough of Merton. The single person is more likely to be female than male and more likely to be older than the average tenant or homeowner. Some households may be single person households where household members have died or moved away over time.</li> <li>Clarion recognise the importance of providing appropriate replacement homes for single person households. For tenants the residents offer recognises that downsizing to a smaller home might be a challenge and have agreed that the 'needs plus 1' offer means that no one will have to move from a larger home to a one bedroom flat.</li> <li>For homeowners Clarion will work with individuals to make sure that replacement homes meet the needs of single person households as closely as possible, for example at Eastfields there will be both two and three storey houses and some homeowners may choose to move to a flat with level access rather than a house.</li> <li>Where any household needs help to move to their new home Clarion will provide help and assistance to make the move as smooth as possible.</li> </ul>
Gender Reassignment			There is no evidence that homeowners undergoing or who have undergone gender reassignment will be disproportionately affected. Everyone will be treated in exactly the same way and will have the same compensation and housing options as everyone else.

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# APPENDIX 1: Impacts + Mitigation

PROTECTED CHARACTERISTICS	IMPACT ANALYSIS		MITIGATION
	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	
<b>Disability</b>	<ul style="list-style-type: none"> <li>Provision of lifetime homes and adapted properties for residents and household members with specific needs.</li> <li>Proportion of homes designed and built specifically to meet the needs of disabled residents.</li> <li>10% of homes adaptable to be fully wheelchair accessible.</li> <li>A better living environment is conducive to better health and well-being.</li> <li>Improved external environment will create more accessible and usable open spaces.</li> <li>Disabled parking bays that comply with the minimum disability standards will be provided.</li> <li>Inclusive play spaces will be provided that are accessible and welcoming to disabled and non-disabled children.</li> <li>There will be seating provided to assist disabled parents/carers to supervise play in the spaces provided.</li> </ul>	<ul style="list-style-type: none"> <li>Potential for residents with disabilities to find it more challenging to move home than residents without a disability due to the nature of their disability.</li> <li>Disturbance of moving and quality of life, particularly if disability associated with breathing conditions.</li> <li>Sensory impairment and nervous system conditions – particularly construction machinery noise.</li> <li>New physical layout will be challenging to those with visual impairment</li> <li>People with learning difficulties may need separate forms of communication and engagement to enable their understanding of the reality of their situation.</li> <li>Potential negative impact on individuals with mental health issues.</li> </ul>	<ul style="list-style-type: none"> <li>Homeowners with disabilities will have the same compensation and housing entitlement under Clarion's residents' offer as everyone else.</li> <li>Clarion recognises that the replacement homes offered will have to meet the specific requirements of homeowners with disability or impairments (or members of their households with disability or impairments) and this has been accounted for in the design of the new homes at Eastfields. All of the homes in the first phase of development will be replacement homes for existing residents.</li> <li>All of the of the new homes are designed to the Lifetime Homes Standard with wide doors and circulation spaces. In the houses the ground floor WC is designed so that it can be adapted to include an accessible shower.</li> <li>All homes will have level access either at ground level or at entry level, with lift access where it is above the ground floor. The only exception to this at the first phase on Eastfields are three upper maisonettes where access is via stairs to the entrance at the second floor level.</li> <li>10% of the homes in the new Eastfields development will be fully wheelchair adaptable, a far greater proportion than currently provided (3 homes).</li> <li>There are only three wheelchair accessible homes on Eastfields now and Clarion want to move those residents into their new homes at the earliest opportunity. Those 3 are 3 of the 10 that will be built in phase 1.</li> <li>There are 10 wheelchair accessible homes in Phase 1. At present only a small number of ground floor flats have been adapted to be accessible with a wheelchair.</li> <li>A number of the homes in the first phase at Eastfields will be adapted to meet the needs of current residents with a range of disabilities and impairments. Clarion will work with those residents and professional advisors to ensure that the necessary adaptations are made as the homes are fitted out. Three of the existing residents who use a wheelchair will have homes designed specifically to meet their needs.</li> <li>Clarion recognise that moving home may be particularly challenging for residents with impairments, or where household members have an impairment, and we will work with individuals and their families to support them through the moving process. This will include commissioning occupation therapy reports to ensure that accessibility needs are properly considered and provided for, a packing and unpacking service and a handyman service when residents move into their new homes.</li> </ul>

# APPENDIX 1: Impacts + Mitigation

IMPACT ANALYSIS			MITIGATION
PROTECTED CHARACTERISTICS	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	
<b>Disability</b>  Page 449	Cont.	Cont.	<ul style="list-style-type: none"> <li>Where a resident suffers sensory impairment and nervous system conditions and may be particularly adversely affected by construction machinery noise during construction, Clarion will work with the residents to find the best available solution to minimise the impact on them whether this is moving to a new home away from subsequent construction work or a temporary move away until work is complete.</li> <li>Regeneration construction is phased and any constructor will work within pre-agreed set hours and will be expected to mitigate any negative impacts of their activities. This is expected to include minimising disruptive noise, dust and vehicle movements as far as is possible.</li> <li>Clarion is aware that there may be residents with mental ill health or capacity issues. Clarion will continue to work with the resident, any family members or professional support services to understand the specific support that an individual may require. This will include consideration of how best to communicate with the individual to ensure they understand what is happening when.</li> <li>Ensure that tenants only move once into their new homes. One resident who uses a wheelchair lives in phase 1 and will move temporarily to a home that has been adapted to meet her needs. She has moved already and Clarion supported her through the move.</li> </ul>

# APPENDIX 1: Impacts + Mitigation

IMPACT ANALYSIS		MITIGATION	
PROTECTED CHARACTERISTICS	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS		POTENTIAL NEGATIVE IMPACTS
<p><b>Age</b></p> <p>Page 450</p>	<ul style="list-style-type: none"> <li>Providing the right type of housing for different households of all age groups including older residents and families with young children.</li> <li>Shared outdoor leisure space for all ages and play spaces specifically for younger and older children have been designed into the new Eastfields.</li> <li>Any necessary accessibility adaptations such as grab rails or accessible electrical outlets can be fitted in the replacement home from the outset.</li> <li>All new homes will have private outdoor space; a garden, terrace or balcony this may be of particular benefit to older residents and families with children who may not have outdoor space now.</li> <li>Good access and views will be provided to green and ecologically valuable spaces, which will help to improve and support health and well-being of occupants, in particular of elderly house bound occupants.</li> <li>A decanting matrix tool was used to help place residents within the proposed development based on their needs. The tool captured the needs of residents such as preference for a ground floor flat, or wet room, which enabled placing of residents.</li> <li>Walking routes will account for the needs of the whole community, for example those with vision impairment and those with mental disabilities (including dementia).</li> </ul>	<ul style="list-style-type: none"> <li>Clarion recognises that older residents or households that have older members may find moving to a new home more challenging. Residents with younger children in the household may also need additional help and support.</li> <li>Older people are more settled and require support when moving.</li> <li>Disturbance particularly if on their own, frail and vulnerable. Age related ill health or frailty may make the prospect of moving more difficult for older homeowners.</li> <li>Older homeowners may not raise mortgage on new properties/ Older residents may find it difficult to access funding or credit.</li> <li>Age related ill health or frailty may make the prospect of moving more difficult for older homeowners.</li> <li>There is the potential for both older and vulnerable residents to be worried about change and the impact on them. There is also the potential for older residents not to participate or to refuse to or worry about giving candid feedback.</li> <li>Families with children of pre-school and school age could be disrupted if they have to move temporarily potential increased journey times to school or childcare.</li> </ul>	<ul style="list-style-type: none"> <li>Homeowners of any age will have the same compensation and housing options as everyone else.</li> <li>Support for older residents and those residents with younger children in the household will include commissioning occupation therapy reports to ensure that accessibility needs are properly considered and provided for, providing a packing and unpacking service and a handyman service when residents move into their new homes.</li> <li>If families with young children need to move temporarily until their new home is ready Clarion will arrange for moves to be within a reasonable distance of school and childcare to minimise disruption to these families.</li> <li>Older residents may find it difficult to access funding or credit. Clarion's Residents' Offer mitigates the need to access additional credit for homeowners as they are able to transfer the equity in their existing home into a new replacement home at no additional cost.</li> <li>New homes are Lifetime Homes. Homeowners are less likely to have to move as their needs change due to age, increasing frailty or age related impairment.</li> <li>Ensure that tenants, particularly those who are older, only move once into their new homes.</li> </ul>

# APPENDIX 1: Impacts + Mitigation

PROTECTED CHARACTERISTICS	IMPACT ANALYSIS		MITIGATION
	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	
<b>Sexual Orientation</b>			Homeowners of any sexual orientation will have the same compensation and housing options as everyone else.
<b>Religion and belief</b>			<ul style="list-style-type: none"> <li>Homeowners of any religion and belief will have the same compensation and housing options as everyone else.</li> <li>No aspects that prevent residents from practicing their religion/faith</li> <li>The rehousing team will ask people about their use of places of worship to see the extent to which disruption to their lives can be minimised.</li> <li>All facilities will be available to people of all cultures and faiths.</li> </ul>
<b>Pregnancy and Maternity</b>	<ul style="list-style-type: none"> <li>Clarion will rehouse tenants in suitable sized accommodation to reduce overcrowding where possible. This includes rehousing some 'hidden households' and non-dependant adult children separately to alleviate overcrowding.</li> <li>New development designed to accommodate pushchairs and play facilities.</li> <li>All new homes will have private outdoor space.</li> </ul>	<ul style="list-style-type: none"> <li>Disruption during construction period may negatively impact on pregnant mothers or families with new born children e.g. noise, dust, access issues.</li> <li>Disruption during decanting/moving home.</li> <li>Allocated home may no longer be suitable for needs - double decanting.</li> </ul>	<ul style="list-style-type: none"> <li>Homeowners who are pregnant or who have very young children will have the same compensation and housing options as everyone else.</li> <li>Where it is known that a baby is expected Clarion will work with the homeowner to ensure that this is taken into account when considering the allocation of a replacement home subject to a suitable home being available.</li> <li>If Clarion is aware that a homeowner from whom they are buying a property is pregnant or has a very young child they will offer assistance with moving. This might include a packing and unpacking service and help with putting up curtains/fitting light bulbs.</li> <li>All new homes will have private outdoor space for children to play</li> <li>Each of the new neighbourhoods will have high quality play space for children of different ages.</li> </ul>
<b>Marriage and Civil Partnership</b>			<ul style="list-style-type: none"> <li>Homeowners who are married or in a civil partnership will be affected in exactly the same way and will have the same compensation and housing options as everyone else.</li> </ul>

# APPENDIX 2: Data Sources

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9 Equalities Data	28	<ul style="list-style-type: none"><li>• Clarion Equalities Analysis (2015)</li><li>• Clarion Estate Profiling (2021)</li><li>• <a href="#">LSOA Data for Index of Multiple Deprivation (2021)</a></li><li>• <a href="#">GLA Data (2020)</a></li><li>• <a href="#">ONS Census Data (2011) and 2018 update</a></li></ul>





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# Merton Estates Regeneration

**EQUALITIES IMPACT ASSESSMENT (EqIA)**

**HIGH PATH ESTATE**

**Compulsory Purchase Order (CPO)**

on behalf of  
**Clarion Housing Group and the London Borough of Merton**  
March 2022



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# EXECUTIVE SUMMARY

- ES.1** This document has been prepared by **Jam Consult Ltd** on behalf of **Clarion Housing Group**. Clarion Housing Group (Clarion) is part of the wider Circle Housing Group – one of the largest housing associations in the UK.
- ES.2** This report provides an Equalities Impact Assessment (EqIA) for the High Path Estate. The overall regeneration programme includes the Eastfields, High Path and Ravensbury Estates.
- ES.3** The EqIA report considers the equalities impacts for the High Path Estate proposals to support the Compulsory Purchase Order (CPO), in accordance with the Equalities Regulations.

## REGULATIONS

- ES.4** The Equality Act 2010 (the Act) provides the framework to protect the rights of individuals against unlawful discrimination to advance equality opportunities for all. The Act replaced previous anti-discrimination laws with a single Act, making the law easier to understand and strengthening protection by setting out the different ways in which it is unlawful to treat someone.
- ES.5** At the decision making stage local authorities are required to assess how changes to policies and service delivery will affect different people. In 2011, the Act extended protection against discrimination to nine 'Protected Characteristics', which includes the following:
- Age
  - Disability
  - Gender Reassignment
  - Marriage and Civil Partnership
  - Pregnancy and Maternity
  - Ethnicity
  - Religion or belief
  - Sex/Gender
  - Sexual Orientation.
- ES.6** Section 149 of the Equality Act 2010 also introduced the Public Sector Equality Duty (PSED), which requires local authorities to have due regard to the need to:
- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act
  - Advance equality of opportunity between people who share a protected characteristic and those who do not
  - Foster good relations between people who share a protected characteristic and those who do not.

# EXECUTIVE SUMMARY

- ES.7 The above requirements are sometimes referred to as the three aims or arms of the PSED. The Act explains that having due regard for advancing equality involves:
- ❑ Removing or minimising disadvantages suffered by people due to their protected characteristics
  - ❑ Taking steps to meet the needs of people from protected groups where these are different from the needs of other people
  - ❑ Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.
- ES.8 In addition the Act sets out that:
- ❑ Meeting different needs involves taking steps to take account of disabled people's disabilities
  - ❑ Fostering good relations includes tackling prejudice and promoting understanding between people from different groups
  - ❑ Compliance with the duty may involve treating some people more favourably than others.

ES.9 In addition to the above requirements, the EqIA also references additional factors, which may be having an impact on the area such as Brexit and the Coronavirus, where data is available, as well as the potential cumulative impacts of the regeneration programme within Merton.

## REGENERATION PROPOSALS

- ES.10 Clarion acquired the ownership and management of the Estates in 2010 as part of a Housing Stock Transfer Agreement (HSTA) containing all the Council housing stock within Merton, totalling circa 9,500 units. Clarion is the majority landowner of the estates, owning about 60% of the three estates.
- ES.11 Clarion will deliver any regeneration proposals as part of their requirement to achieve better housing standards on the three estates, known as Decent Homes.
- ES.12 As a result of initial stock condition surveys and financial planning work, Clarion discovered that significant refurbishment and maintenance work, as well as financial investment, was required to achieve the necessary improvements in standards. This was as a consequence of a history of reactive repairs rather than proactive or comprehensive refurbishment.

- ES.13 Clarion therefore began a comprehensive review exercise across all their estates within the Borough to determine whether it might be more beneficial and sustainable to replace homes in the poorest condition with new properties. Consideration was given to the condition of the properties over a 50 year period, which was based on the length of Clarion's financial modelling.
- ES.14 The review clearly identified Eastfields, High Path and Ravensbury as the three estates within Clarion's ownership with the most viable regeneration potential, offering the opportunity for Clarion to explore the potential for creating new, high quality and sustainable affordable housing for the people of Merton.

# 1 INTRODUCTION

- 1.1 This document has been prepared by Jam Consult Ltd on behalf of Clarion Housing Group and provides an Equalities Impact Assessment (EqIA) of the High Path Estate Regeneration programme.
- 1.2 The EqIA report considers proposals for the High Path Estate to support the Compulsory Purchase Order (CPO), in accordance with the Equalities Regulations.
- 1.3 A separate overarching EqIA has been prepared for the Merton Estates Regeneration programme as a whole, which includes the Eastfields, High Path and Ravensbury Estates. This document should be read alongside this report.

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Source: PRP Architects LLP



# 2 REGULATIONS

## 2.1 EQUALITY ACT 2010

2.1.1 The Equality Act 2010 (the Act) is a major piece of UK legislation, which provides the framework to protect the rights of individuals against unlawful discrimination to advance equality opportunities for all. The Act replaced previous anti-discrimination laws with a single Act, making the law easier to understand and strengthening protection by setting out the different ways in which it is unlawful to treat someone.

2.1.2 At the decision making stage local authorities are required to assess how changes to policies and service delivery will affect different people. In 2011, the Act extended protection against discrimination to nine 'Protected Characteristics', which includes the following:

- Age
- Disability
- Gender Reassignment
- Marriage and Civil Partnership
- Pregnancy and Maternity
- Ethnicity
- Religion or belief
- Sex/Gender
- Sexual Orientation.

## 2.2 PUBLIC SECTOR EQUALITY DUTY

2.2.1 Section 149 of the Equality Act 2011 introduced the Public Sector Equality Duty (PSED), which requires local authorities to have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act
- Advance equality of opportunity between people who share a protected characteristic and those who do not
- Foster good relations between people who share a protected characteristic and those who do not.

2.2.2 The above objectives are sometimes referred to as the three aims or arms of the PSED. The Act explains that having due regard for advancing equality involves:

- Removing or minimising disadvantages suffered by people due to their protected characteristics
- Taking steps to meet the needs of people from protected groups where these are different from the needs of other people

- Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

2.2.3 In addition the Act sets out that:

- Meeting different needs involves taking steps to take account of disabled people's disabilities.
- Fostering good relations includes tackling prejudice and promoting understanding between people from different groups
- Compliance with the duty may involve treating some people more favourably than others.

2.2.4 The Duty does not require the need to avoid all harmful effects but to recognise them, eliminate them wherever possible (and always with regard to unlawful discrimination or harassment) and mitigate any remaining consequences.

# 2 REGULATIONS

## 2.3 COMPULSORY PURCHASE ORDER (CPO) REQUIREMENTS

2.3.1 Compulsory Purchase powers are provided to enable acquiring authorities to compulsorily purchase land to carry out a function, which Parliament has decided is in the public interest. Anyone who has land acquired is generally entitled to compensation. Local authorities have CPO powers under the Acquisition of Land Act 1981, the Town and Country Planning Act 1990 and other specific Acts of Parliament in order to promote development regeneration.

2.3.2 The CPO process comprises a number of stages, including Resolution, Inquiry, Decision and Compensation stages. The acquiring authority does not have the powers to compulsorily acquire land until the appropriate Government Minister confirms the CPO. However, the authority can acquire by agreement at any time and should attempt to do so before acquiring by compulsion.

2.3.3 Section 237 of The Town and Country Planning Act 1990 also includes a process for the local authority and the developer to enter into a Section 237 scheme to override private rights, including the right to light, where the land to be acquired by the Authority is actually required for development, which will promote or improve the economic, social or environmental well-being of the area or contributes to the purpose which it is necessary to achieve for the proper planning of the area.

**Further information on other relevant regulations and planning policies is set out in the Overarching EqIA Report for the Merton Estates Regeneration Programme.**

# 3 EQUALITIES IMPACT ASSESSMENT (EQIA)

## 3.1 EQIA OBJECTIVES

The specific objectives of the EQIA are to:

- 1. Identify any potential equality effects that might arise from the planned development**
- 2. Identify potential positive equality effects.**
- 3. Assess whether any negative equality effects would give risk to unlawful discrimination for an identified group**
- 4. Identify further measures to reduce any negative equality effects that may arise**

## 3.2 COMPULSORY PURCHASE ORDERS

3.2.1 The EqIA considers how the Compulsory Purchase Order (CPO) process would contribute to the realisation of equality effects associated with the planned development, and any specific equality effects of the CPO process itself.

3.2.2 Separate EqIA reports have been prepared for the properties affected by the CPO process, on the Eastfields and Ravensbury Estates as well as an overarching EqIA for the regeneration programme as a whole.

See **SECTION 6** for further information.

# 4 ESTATES REGENERATION



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EASTFIELDS

HIGH PATH

RAVENSBURY

## 4.1 OVERVIEW OF REGENERATION PROGRAMME

4.1.1 Clarion Housing Group (Clarion) is part of the wider Circle Housing Group – one of the largest housing associations in the UK. Clarion acquired the ownership and management of the Estates in 2010 as part of a Housing Stock Transfer Agreement (HSTA) containing all the Council housing stock within Merton, totalling circa 9,500 units. Clarion is the majority landowner of the estates, owning about 60% of the three estates. Clarion will deliver any regeneration proposals as part of their requirement to achieve better housing standards on the three estates, known as Decent Homes.

4.1.2 As a result of initial stock condition surveys and financial planning work, Clarion discovered that significant refurbishment and maintenance work, as well as financial investment, was required to achieve the necessary improvements in standards. This was as a consequence of a history of reactive repairs rather than proactive or comprehensive refurbishment.

4.1.3 Clarion therefore began a comprehensive review exercise across all their estates within the Borough to determine whether it might be more beneficial and sustainable to replace homes in the poorest condition with new properties. Consideration was given to the condition of the properties over a 50 year period, which was based on the length of Clarion's financial modelling.

4.1.4 All the Clarion Estates in Merton were assessed to determine the impact of upgrading homes to the Decent Homes Merton Standard. This included consideration of:

- ❑ Capacity of existing stock to meet current and future housing needs e.g. overcrowding, older people, demand for adapted properties, etc.
- ❑ Condition of the existing stock and historic / projected maintenance issues and costs
- ❑ Community safety and reported crime
- ❑ Indices of deprivation, including super output area level identification of areas in decline.

4.1.5 The above work was augmented by further reviews based on the deliverability of potential regeneration programmes on each of the estates.

This review included:

- ❑ Scope for increasing the number of homes on site
- ❑ Access and site constraint issues
- ❑ Income generation potential and future sales values and demand
- ❑ Contribution to future housing supply
- ❑ Proximity to public transport and other infrastructure.

4.1.6 These two work streams were combined and clearly identified Eastfields, High Path and Ravensbury as the three estates within Clarion's ownership with the most viable regeneration potential. The regeneration of the estates offers the opportunity for Clarion to explore the potential for creating new, high quality and sustainable affordable housing for the people of Merton. As a result, the lives of the residents on the Estate could be significantly enhanced, by overcoming inequalities faced by those living within the existing poor quality housing. The delivery of wider regeneration benefits to the surrounding area could also be realised.

# 4 ESTATES REGENERATION

## MERTON ESTATES LOCAL PLAN (ELP) 2017

4.1.7 The Merton Estates Local Plan was adopted in 2017 and contains site specific policies covering land use, townscape, street networks, movement and access, environmental protection, landscape and building heights for the regeneration of the Estates. A number of options were considered in the preparation of the ELP, with regard to the regeneration of the Estates.

The options considered included:

- » **Issues and Options Sept 2014**  
options for the redevelopment or refurbishment of the estates, including the type of housing and facilities that were required for each estate.
- » **The Case for Regeneration (CfR) Savills, Sept 2015 (updated October 2016)** set out the different issues and options considered for the estates
- » **Draft Estates Local Plan, Feb 2016**  
The proposed policies for the plan.

4.1.8 The options were subject to public consultation through the Issues and Options and Sustainability Appraisal (SA), the Draft Estates Local Plan and SA and further consultation carried out by Clarion.

4.1.9 The following Options were considered in the Case for Regeneration prepared by Savills, September 2015 (updated October 2016), which were then assessed in the Sustainability Appraisal (SA).

- ❑ **OPTION 1:**  
Refurbishment to Decent Homes (Merton Standard)  
Refurbish all existing properties owned and managed by Clarion to Decent Homes (Merton Standard) as defined within the terms of the Housing Stock Transfer Agreement. This would involve (predominantly internal) works, such as new kitchens, bathrooms, plumbing, electrics and insulation) to improve the quality of the existing accommodation.
- ❑ **OPTION 2:**  
Refurbishment to an Enhanced Standard  
Refurbish all existing properties owned and managed by Clarion to a standard above Decent Homes. This would involve a programme of works both internal improvements (such as new kitchens and bathrooms) and external works (such as new building cladding and roofs to improve thermal performance).
- ❑ **OPTION 3:**  
Full Redevelopment of the High Path Estate  
Demolition of all existing properties on the High Path Estate and redevelopment of the site to deliver up to 1,400 modern, energy efficient and high quality homes, alongside a new community space, open space, landscaping and car parking.

4.1.10 As a result of the consultation on the Plan and the SA the following options were rejected going forward:

- ❑ **DO NOTHING**  
The option was not considered a realistic alternative as Clarion is legally bound to refurbish the condition of the stock under the provision of the Stock Transfer Agreement with the Council.

- ❑ **PARTIAL DEVELOPMENT OF HIGH PATH ESTATE**  
The option would not offer the best opportunity to deliver a high quality residential development that optimises the use of the land to deliver a high quality residential development.

4.1.11 **OPTION 3** was selected as the preferred option for the High Path Estate for the following reasons:

“The redevelopment of the **HIGH PATH ESTATE** enables the use of the land to be optimised to provide an increase in the quantity and quality of accommodation to be realised and meet the needs for the Borough in terms of current housing needs and projected changes in population growth. The redevelopment offers the opportunity to provide new modern, energy efficient, high quality homes that meet current decent home and space standards and improve the urban design, landscape, accessibility and safety of the site with the provision of appropriate services and facilities.”

# 4 ESTATES REGENERATION

4.1.12 In 2017 Clarion submitted an outline planning application to the London Borough of Merton (LBM) for the redevelopment of:

- The Eastfields Estate, Mitcham
- High Path Estate, South Wimbledon
- Ravensbury Estate, Morden

Outline planning permission was granted in 2019 for High Path subject to reserved matters. Reserved matters were approved on 03 October 2019 for High Path Phase 2, to which the Order relates, for the construction of 113 new homes.

In respect of High Path Phase 3, a revised outline planning permission for this element of the Scheme was obtained on 21 January 2022 (subject to receipt of a revised decision notice) and reserved matters are due to be submitted in the Summer of 2022.

Under the first phase of works construction is underway for 134 new homes at High Path with completion of these anticipated in early 2022, providing better quality homes and alleviating overcrowding.

Details for each estate are provided below.

## Planning Application Overview

ESTATE	TOTAL NO. OF PHASES	PLANNING APPLICATION / PHASE		
		Full Permission	Outline	Reserved Matters
Eastfields	4	-	Phases 1-4	Phase 1
High Path	7	Phase 1	Phase 2	Phase 2
Ravensbury	4	Phase 1	Phases 2-4	Phases 2-4

EASTFIELDS			
APPLICATION TYPE	LPA REFERENCE	DATE REGISTERED	DECISION
Outline Planning Permission	<a href="#">17/P1717</a>	16/11/2017	Grant Permission 29/04/2019
Revised Outline PP	<a href="#">21/P4078</a>	02/12/2021	PENDING
Reserved Matters	<a href="#">21/P4430</a>	13/12/2021	PENDING

HIGH PATH			
APPLICATION TYPE	LPA REFERENCE	DATE REGISTERED	DECISION
Full Planning Permission	<a href="#">16/P3738</a>	03/10/2016	Grant Permission 05/10/2017
Outline Planning Permission	<a href="#">17/P1721</a>	16/11/2017	Grant Permission 29/04/2019
Full Planning Permission	<a href="#">18/P1921</a>	04/07/2018	Grant Permission 17/01/2019
Reserved Matters	<a href="#">19/P1852</a>	04/06/2019	Approve 03/10/2019
Variation of Conditions	<a href="#">21/P2806</a>	22/08/2021	Grant Variation 21/01/2022

RAVENSBURY			
APPLICATION TYPE	LPA REFERENCE	DATE REGISTERED	DECISION
Full Planning Permission	<a href="#">16/P1968</a>	27/05/2016	Grant Permission 09/05/2017
Outline Planning Permission	<a href="#">17/P1718</a>	16/11/2017	Grant Permission 29/04/2019
Reserved Matters	<a href="#">19/P1845</a>	04/06/2019	Grant Permission 09/12/2019

# HIGH PATH





# HIGH PATH

## 4.2 HIGH PATH ESTATE

- 4.2.1 High Path Estate is located towards the centre of the London Borough of Merton (LBM), within the Abbey ward, to the south and east of South Wimbledon Tube Station. Much of the existing Estate was built between the 1950s and 1980s and is the largest of the estates within this portfolio.
- 4.2.2 The Estate area totals approximately 7.2 hectares and currently comprises 608 residential dwellings in a mixture of tower blocks, flats, maisonettes and terraced houses. Accommodation forms a mix of tenures including private ownership (as a result of right to buy) and social rent. The number of storeys across the site ranges from 1 to 12. Parking on the estate is provided by surface parking courts and garages.

- 4.2.3 Merton High Street establishes the northern boundary of the site, comprising various commercial and retail units. There are two storey residential dwellings to the east of the site, and adjacent to the south-eastern boundary of the site are part single and part-two storey industrial / commercial buildings (The Old Lamp Works). South of the site, on the opposite side of High Path, is a community resource centre and east of this is a two-storey church. Merton Abbey Primary School and a church are also located to the south of the site adjacent to High Path road. To the west are two to four storey houses, with South Wimbledon station located at the north-western corner.



## REGENERATION PROPOSALS

- 4.2.4 The High Path regeneration will create a green neighbourhood that provides a wide range of new homes as well as a new park and community facilities.
- ❑ 1,704 new homes each with private outdoor space
  - ❑ New neighbourhood park with a play trail for children
  - ❑ New community centre with facilities for everyone.
- 4.2.5 An Outline Planning Application [Ref: [17/P1721](#)] was submitted to Merton Council on 16 November 2017 for the comprehensive regeneration of the estate.
- 4.2.6 Permission was granted on 29 April 2019 subject to reserved matters. All matters were reserved including layout, access, scale, appearance and landscape.
- 4.2.7 Reserved matters for the development of Phase 2 of the High Path Estate were granted on 3 October 2019 [Ref: [19/P1852](#)]. Reserved matters for Phase 3 are expected to be submitted to the Council for approval in the Summer of 2022.

### **“Outline planning application (with all matters reserved, except in relation to parameter plans) for the comprehensive phased regeneration of the High Path Estate comprising:**

- ❑ **the demolition of all existing buildings and structures**
- ❑ **erection of new buildings ranging from 1 to a maximum of 10 storeys providing up to 1570 residential units (C3 Use Class)**
- ❑ **provision of up to 9,900 sqm of commercial and community floorspace (including replacement and new floorspace, comprising:**
  - » **up to 2,700 sqm of Use Class A1 and/or A2, and/or A3 and/or A4 floorspace,**
  - » **up to 4,100 sqm of Use Class B1 (Office) floorspace,**
  - » **up to 1,250 sqm of flexible work units (Use Class B1)**
  - » **up to 1,250 sqm of Use Class D1 (community) floorspace**
  - » **up to 600 sqm of Use Class D2 (Gym) floorspace)**
- ❑ **provision of new neighbourhood park and other communal amenity spaces, including:**
  - » **children’s play space**
  - » **new public realm, landscaping works and new lighting**
  - » **cycle parking spaces (including visitor cycle parking) and car parking spaces (including within ground level podiums), together with associated highways and utilities works.”**

- 4.2.8 The overall regeneration of High Path will be delivered in seven phases. Phase 1 of the development was subject to a separate planning application [Ref: [16/P3738](#)], which was granted in October 2017.

- 4.2.9 The Phase 1 application included:
- “Demolition of existing structures associated with the old lamp works, all garages (74 in total) and marsh court play area to provide residential accommodation (134 units - class c3) in buildings of three - nine storeys, provision of car parking (31 spaces including 5 disabled spaces), cycle parking (249 spaces), landscaping and public realm works together with associated utilities and infrastructure.”**

Work commenced in 2020 and is due to be completed in early 2022.

## DEMOLITION

4.2.10 The outline planning application proposes the demolition of all buildings and structures within the red line boundary, comprising 608 residential dwellings and approximately 148 garages. A schedule of the existing homes to be demolished is provided in the table below. The existing convenience store will also be demolished. The outline planning application also allows for the demolition of the St John Divine Church Hall. Demolition will be phased.

## HOUSING

4.2.11 All homes are to be designed so that they meet the Mayor's minimum space standards, the National Technical Standards, and the relevant Building Regulation standards as set out within the Minor Alterations to the London Plan. 10% of the homes will be designed to be wheelchair homes. The building layout parameters ensure that the new homes can be designed having regard to these standards and the Mayors Housing SPG.

## Housing Mix Proposal

Dwelling Size	% of Private Tenure	Affordable Homes	
		% of Rent Tenure	Intermediate Tenure
Studio	0-15	0-10	Housing mix to be considered at Reserved Matters Stage if provision of intermediate housing is triggered by the viability review.
1 bed	25-45	30-50	
2 bed	30-50	30-50	
3 bed +	5-20	10-30	

## Illustrative Scheme

Tenure	Studio	1 bed	2 bed	3 bed	4 bed	Total Units	Total Hab Rooms	% Affordable and Private Homes on a Unit Basis	% Affordable and Private Homes on a Habitable Room Basis
Affordable (Rent)	0	100	123	49	5	277	790	18	20
Private	159	437	543	107	4	1250	3110	82	80
<b>Total</b>	159	537	666	156	9	<b>1527</b>	<b>3900</b>	-	-
% of Unit Size	10	35	44	10	1	-	-	-	-

## Indicative Maximum Accommodation Mix

Tenure	Studio	1 bed	2 bed	3 bed	4 bed	Total Units	Total Hab Rooms	% Affordable and Private Homes on a Unit Basis	% Affordable and Private Homes on a Habitable Room Basis
Affordable (Rent)	0	100	123	49	5	277	790	18	20
Private	163	452	563	111	4	1293	3220	82	80
<b>Total</b>	163	552	686	160	9	<b>1570</b>	<b>4010</b>	-	-
% of Unit Size	10	35	44	10	1	-	-	-	-

# HIGH PATH

## NON-RESIDENTIAL USES

4.2.12 The outline proposal will deliver up to 9,900 sqm of flexible use class commercial and community floorspace (including replacement and new floorspace). This includes replacement floorspace for the existing convenience store and Church Hall. Non-residential floorspace will be located primarily along Merton High Street and Morden Road, with additional potential along the Neighbourhood Park.

## LANDSCAPE, PUBLIC OPEN SPACE + AMENITY SPACE

4.2.13 As part of the masterplan it is proposed to provide a new Neighbourhood Park centrally linking High Path to Merton High Street. This will provide approximately 7,500 sqm of publically accessible open space. Communal amenity spaces are proposed within the perimeter blocks providing semi-private amenity for residents. In addition, private amenity space will be provided to all new homes in the form of balconies, terraces or gardens. Children's play space will be incorporated within the new park and in the communal courtyards. A new landscaped public realm will also be provided throughout the masterplan areas, including along Merton High Street where the existing London Plane trees are to be retained.



Source: [PRP Architects LLP](#)

## ACCESS, PARKING + SERVICING

- 4.2.14 The proposals seek to re-connect the Estate with the wider street network, prioritising pedestrian and cyclist movements. Pedestrian routes and cycle routes are to be improved across the site with high quality new and retained streets and shared surface areas. The routes created will provide north to south and east to west routes through the neighbourhood improving permeability. The proposals will provide numerous access points from High Path, Merton High Street, Morden Road and Abbey Road for pedestrians and cyclists, with direct and legible routes created, in contrast to the poor connectivity on the existing estates.
- 4.2.15 It is proposed to retain existing vehicular access points into the site along High Path, Merton High Street and Abbey Road. The environment around the existing and new streets will be improved by the passive surveillance provided by the new development, which will front onto these streets and provide ground level activity with non-residential uses, front doors to the residential units, and residential core entrances.

- 4.2.16 269 car parking spaces are proposed to be provided on-street, within podium parking areas or on-plot. 20% of these spaces will be provided with electric vehicle charging points, and 20% will have passive provision so that charging points can be provided in the future. The parking provision will include disabled car parking bays. Cycle parking is to be provided in line with policy requirements.
- 4.2.17 It is intended to provide Underground Refuse Systems (URS) throughout the masterplan for the use of resident's general waste and recycling. Some houses on the site where a URS cannot be implemented will instead have a standard collection. The proposed non-residential uses are likely to have their general waste and recycling collected by standard refuse vehicles via LBM or a separate private contractor.

## ENERGY + SUSTAINABILITY

- 4.2.18 A number of initiatives are proposed to ensure that a sustainable development is delivered:
- ❑ The incorporation of passive design and energy efficiency measures, a single energy centre comprising a Combined Heat and Power (CHP), and roof mounted solar photovoltaic cells

(PV). These measures will ensure that a CO<sub>2</sub> reduction of 35% can be achieved against Building Regulations 2013.

- ❑ Use of materials with low environmental impact
- ❑ Sustainable transport measures including provision of cycle parking, car club bays, electric vehicles charging points
- ❑ Reduced water consumption of 105 litres per person per day
- ❑ Provision of adequate waste and recycling storage
- ❑ Provision of brown/green roofs
- ❑ Ecological enhancements
- ❑ Comprehensive landscape strategy to enhance biodiversity and ecology value of the site.

## RESERVED MATTERS

- 4.2.19 Reserved matters applications have been made in relation to Phase 2 for the following:

### DEMOLITION

Demolition of all buildings on the Phase Two site (Marsh Court and Lovell House). 78 existing homes to be demolished in this phase of works.

# HIGH PATH

## HOUSING

The proposals will provide new homes for existing residents. 105 dwellings will be provided in the apartment Blocks A and B at the corner of High Path and Pincott Road. 8 dwellings will be provided in the houses on Abbey Road.

All homes are provided with private amenity space in the form of balconies, terraces or gardens providing at least 5 sqm for two person dwellings, and an additional 1 sqm per additional permission in accordance with the Mayors minimum space standards. The Abbey Road houses have gardens approximately 70 sqm in size. The residents of the apartment blocks will also have access to the communal amenity gardens providing 211 sqm in Phase Two and this will link into Phase One to complete a larger courtyard of 691 sqm.

## LANDSCAPE

Tree planting will respond to the different environmental conditions within the courtyard and streetscape. The amenity courtyard will provide 211 sqm of play space for under-5 children with informal play installations such as stepping logs and stone seating. This forms part of a comprehensive overarching play strategy which will be implemented as each phase of the masterplan proposals is completed.

## Housing Mix Proposal

	1 bed flat	2 bed flat	2 bed maisonette	3 bed flat	3 bed duplex	3 bed house	4 bed flat	4 bed maisonette	Total Units	Total Hab Rooms
<b>Affordable</b>	51	27	2	7	2	2	1	1	93 (82.3%)	243 (80.5%)
<b>Market</b>	7	7	0	0	0	6	0	0	20 (17.7%)	59 (19.5%)
<b>Total</b>	58	34	2	7	2	8	1	1	113	302

## ACCESS

All ground floor dwellings facing the street have individual entrances accessed directly from Pincott Road, High Path and the Mews. These homes have been assigned to vulnerable, elderly residents who require easy access to their homes. More than 10% of the dwellings (12 no.) are designed to meet Building Regulations M4(3) standards.

## SUSTAINABILITY + ENERGY

Clarion's aspiration is that by 2025, all new homes will be delivered to at least a net zero carbon compatible standard. This means that any home not built to net zero carbon standards will be capable of becoming so in the future

To start this journey, Clarion will be excluding fossil fuel heating from all new designs, making use of the rapid de-carbonisation of the UK electricity grid.

On High Path, the site-wide energy strategy is currently being developed for the phases 3-7, however it is proposed that air source heat pumps powered by electricity will be used to provide heat and hot water to the future new homes.

- 4.2.20 A revised outline planning application has been submitted for Phase 3 and reserved matters are expected to be made in Summer 2022.
- 4.2.21 A separate application [Ref. [18/P1921](#)] was also granted on 07/01/19 for the following:

**“Erection of a five storey building to provide a school, with sixth form facilities, associated parking, play area and landscaping, following demolition of existing community and commercial buildings on site.”**

# 5 SECTION 106 AGREEMENTS

## 5.1 S106 AGREEMENTS

5.1.1 A deed of agreement under Section 106 of the Town and Country Planning Act 1990 was agreed on the 26 April 2019 in relation to the developments at the three estates. The agreement sets out general provisions for:

- Affordable housing
- Highway works
- Bus stop Improvement works
- Parking Management
- Estate Roads (Delivery and Management, Maintenance and Access)
- Parking Controls
- Delivery and Service Management Plan
- Car Club
- Utility Diversions
- Carbon Offsets
- Noise and Air Quality during construction
- Open Space (Delivery and Management, Maintenance and Access)
- Lifts.

5.1.2 Specific obligations are also detailed for the High Path Estate, including:

### HIGH PATH

- Waiting and Loading Bays
- High Path Bus Stop Relocation
- Bus Capacity Improvements
- High Path Pedestrian and Cycle Routes Improvements
- Primary Care Needs Assessment
- Re provision of high Path Community Centre
- Replacement of High Path Ball Court / provision of High Path Recreational Facility
- Refuse Strategy
- District Heating Network
- Transport Impact Assessment
- Residential and Workplace Travel Plan
- Electric Vehicle Charging Points.

5.1.3 Provision is also made for:

- Scheme Linking** - No more than 607 new market units are to be occupied until at least 100 units have been constructed an area available for occupation on the Ravensbury Estate and 131 on the Eastfields Estate.
- Build to Rent** - Details of the build to rent for each phase of the development for High Path shall be submitted with each phase.
- Flood Plain Mitigation Strategy (Ravensbury)** - Ensure that all works are carried out in accordance with the flood mitigation strategy.

# 6 COMPULSORY PURCHASE ORDERS

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## 6.1 COMPULSORY PURCHASE ORDERS

- 6.1.1 Compulsory purchase is a legal mechanism by which certain bodies (known as ‘acquiring authorities’) can acquire land without the consent of the owner.
- 6.1.2 Compulsory purchase powers are an important tool to use as a means of assembling the land needed to help deliver social, environmental and economic change.
- 6.1.3 A Residents’ Offer was made by Clarion in 2015 to the existing homeowners and affordable housing tenants, which was updated in 2018. The majority the residents were in favour of the offer but a small minority (around 5%) did not like the proposal.
- 6.1.4 All of Clarion’s existing social/affordable tenure tenants and resident homeowners will be given the opportunity to stay in new homes in the newly regenerated Estate. This is the case on all three Estates. This ‘offer’ is consistent with the Residents’ Offer published in May 2015 and updated in 2018.

## 6.2 SUMMARY OF PROPOSED COMPULSORY PURCHASE ORDERS

- 6.2.1 On 15 January 2018, the Council’s Cabinet resolved ‘in-principle’ for the Council to use its compulsory purchase powers, if necessary, to bring forward the Estates Regeneration Programme. This resolution was ratified by full Council on 7 February 2018.
- 6.2.2 The Council’s purpose in making the Compulsory Purchase Order (CPO) is to enable the Council to acquire compulsorily the land and the new rights over land included in the Order to facilitate the regeneration and construction of the High Path Estate Phases 2 + 3 (High Path Phases 2+3).
- 6.2.3 The High Path Estate regeneration forms part of the wider Merton Estates Regeneration Programme. The development seeks to deliver the redevelopment of the estates, which includes the Eastfields and Ravensbury Estates.
- 6.2.4 The Council is exercising its compulsory purchase powers because it has not been possible for Clarion to acquire by agreement all interests that are required to deliver Phase 2 and Phase 3 of the High Path Estate regeneration, and it is not certain that Clarion will be able to acquire the remaining land by agreement.
- 6.2.5 Although the owners of the interests have been approached on a number of occasions by Clarion with a view to purchasing their interests, agreement for purchase has not been reached because the owners have either not yet decided which of the options available to them they wish to exercise or they are waiting for as long as possible before selling their interests to Clarion.
- 6.2.6 In order to secure the delivery of the development the Council intends to make a number of CPOs for the acquisition of third party property and rights on the Estates. The CPOs will be phased to reflect the Developer’s proposed construction programme of the estates from 2022 – 2034.
- 6.2.7 The Council is also bringing forward the London Borough of Merton (Ravensbury No.1) Compulsory Purchase Order 2022 (the Ravensbury Order) and The London Borough of Merton (Eastfields No. 1) Compulsory Purchase Order 2022 (the Eastfields Order) (together with this Order, the 2022 CPOs) as part of the next phase of redevelopment across the three Estates.



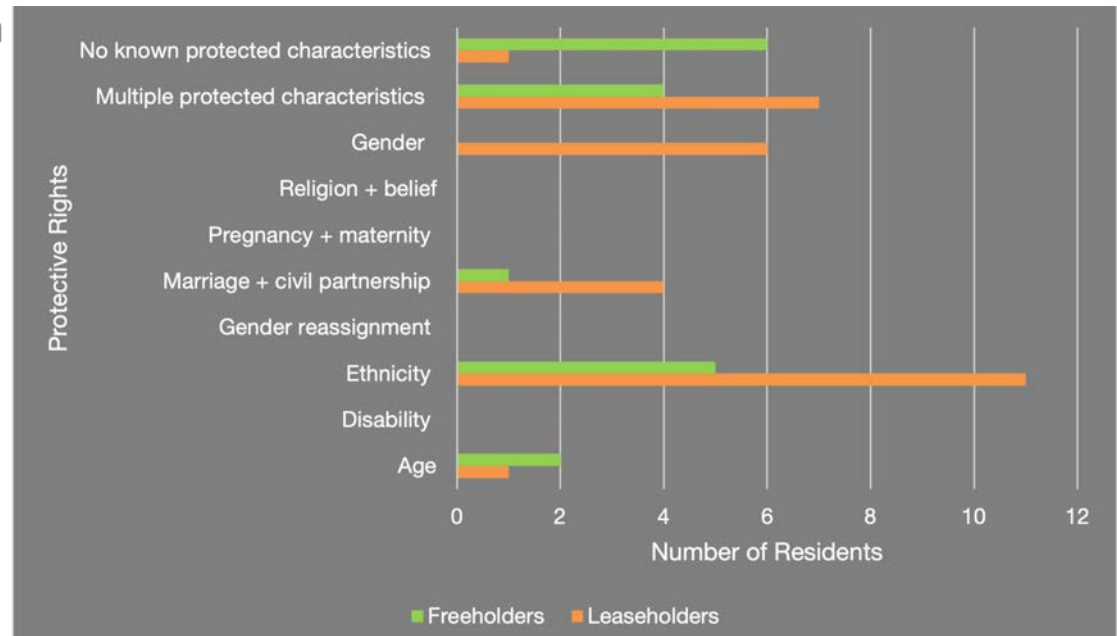
# 6 COMPULSORY PURCHASE ORDERS

6.2.8 The High Path Order forms parts of the first CPOs brought forward in respect of the development, in conjunction with the Ravensbury Order and Eastfields Order. The Order relates to Phase 2 and 3 of the High Path Estate and includes all of the new homes being proposed as part of Phase 2 and 3, together with the replacement ball-court and recreational facility agreement required pursuant to the section 106 agreement entered into in respect of the outline planning permissions.

- ❑ Phase 1 (the Kickstart Site) did not require a CPO and has already commenced.
- ❑ Phase 2 will facilitate the delivery of 113 new homes of which 93 (82.3%) new homes will be affordable rented/social rented and 20 new homes will be private homes to replace existing private homes for resident homeowners.
- ❑ Phase 3 will facilitate delivery of [xxx] new market homes, the proceeds from which shall be used to help support the financial viability of Phase 2 of High Path; Eastfields Phase 1; and Ravensbury Phases 3 and 4, which shall be delivered as part of the next phase of redevelopment across all three estates.

6.2.9 As of February 2022, Clarion has acquired 229 freeholds and long leases across the estates regeneration area through voluntary sales under the terms of the 2015 Residents' Offer.

## High Path



Of these acquisitions, 130 are at High Path, 88 at Eastfields and 11 at Ravensbury. In order for the regeneration programme to be delivered, Clarion will need to acquire a further 135 freeholds and long leases at High Path.

6.2.10 The Council considers that the use of its CPO powers to acquire both the outstanding interests and the new rights is necessary, since Clarion has not been able to achieve this by agreement, and it is unlikely that it would be able to do so within an acceptable timescale without the Order. The High Path Estate regeneration cannot proceed unless these interests are acquired. The Council is satisfied that the acquisition

of these interests will facilitate the proposed regeneration, which will lead to the redevelopment and will contribute to economic, social and environmental improvements to the area.

6.2.11 Steps are being taken to ensure that the acquisition and relocation processes are applied in a fair and non-discriminatory manner. Steps will also be taken to minimise the adverse effects on protected groups during construction and any such effects suffered by surrounding ethnic minority businesses. The proposals will bring a range of benefits to disabled and other protected groups including in relation to enhanced access, housing provision and lifetime homes.

# 7 VIABILITY

## 7.1 VIABILITY STATEMENT

- 7.1.1 Clarion has considerable experience and resources and manages over 125,000 homes across 176 local authorities. As the largest housing association in the UK and one of the country's leading housebuilders, Clarion is set to build a high volume of high quality homes of all tenures during the next ten years.
- 7.1.2 Clarion has shared with the Council details of projected costs and revenues and its financial strategy for delivery of the 2022 Scheme as well as the Merton Estates Regeneration Programme as a whole pursuant to the planning permissions.
- 7.1.3 To support the Merton Estates Regeneration Programme as a whole, which as things stand is not viable, the Council and Clarion have entered into a legally binding contract to vary the existing Stock Transfer Agreement dated 22 March 2010, in particular the Development and Disposals Clawback Agreement also dated 22 March 2010, to suspend clawback payments unless the Merton Estates Regeneration Programme achieves a surplus.

- 7.1.4 Clarion has provided a resolution of its board committing to the delivery of the 2022 Scheme irrespective of the viability position. The Council, having taken independent professional advice, is satisfied that the strategy is based on realistic and reasonable assumptions and that therefore the 2022 Scheme is deliverable having regard to the Clarion's resources by reference to the CPO Guidance. The Council is also satisfied that there are sufficient resources to both acquire the necessary Order Land and to implement the 2022 Scheme, and that Clarion has the necessary track record to undertake the development.
- 7.1.5 Officers are satisfied Clarion has the resources and commitment to effectively deliver Phase 1 of Eastfields Estate, Phase 2 and 3 of the High Path Estate, and Phases 3 and 4 of the Ravensbury Estate, as well as future phases of the Merton Estates Regeneration Programme.

- 7.1.6 Clarion has entered into an indemnity agreement with the Council dated 7 February 2019, which fully indemnifies and provides protection for the Council in relation to all costs associated and arising in the preparation and making of the Order, acquisition of Order Land and the payment of compensation arising from such acquisition.

# 8 COMMUNITY ENGAGEMENT

## 8.1 OVERVIEW

8.1.1 This section provides a summary of the consultation undertaken to date with local stakeholders and the wider community. Clarion and their project team have undertaken a series of consultation events in order to understand the aspirations of the Estate residents. A range of topics have been explored with the residents and this engagement process has been ongoing throughout the design of the masterplan.

### INCLUSIVE CONSULTATION

8.1.2 The need for inclusive consultation was an overarching consideration to ensure that the whole community was reached. The following strategies were adopted:

- A wide circulation of invitations
- The venues for the consultation events had to have level access and wide enough doors and corridors for ease of access
- Accessible WC available
- Activities offered for children at events
- For all events, a register was taken, so that an accurate record could be kept of who attended and the total attendance figures, so that any obvious omissions might be identified for targeting later
- Reports were drawn up for each event, highlighting key feedback.



# 8 COMMUNITY ENGAGEMENT

## 8.2 HIGH PATH – OUTLINE

The Applicant has undertaken a series of public events since 2013 including a series of public consultation events:

- ❑ ‘Have Your Say Day’ – Public Exhibition – 2 & 8 August 2013
- ❑ Public Exhibition – June 2014
- ❑ Residents’ Site Visit to Haggerston and Orchard Village – Site Visit – July 2014
- ❑ Residents’ Workshop – August 2014; Homes & Park Workshop – Public Workshop – 18 March 2015
- ❑ Residents’ Offer Event – Public Exhibition – 30 May, 4 & 10 June 2015
- ❑ Kickstart Workshop – Workshop – July 2016
- ❑ Have Your Say Day – Public Exhibition – 5 & 7 November 2016
- ❑ Final Exhibition – 7 & 9 December 2016.

Newsletters have also been used to keep residents up to date.

The feedback received from these events was considered and fed back into the design process. Additional analysis and design testing was undertaken, where required, which influenced the design evolution. Where feasible, amendments were made to the scheme, allowing for the proposals to evolve iteratively taking account of the matters raised.



## HIGH PATH – RESERVED MATTERS PHASE 2

High Path Phase 2 was presented to residents and the local community in October 2018 and February 2019.

- ❑ **COMMUNITY ENGAGEMENT EVENTS**  
The first set of engagement events were held on 17th and 20th October 2018. Elevation proposals, block arrangements, internal homes’ layouts and landscape proposals were presented to High Path residents as well as the wider community, asking for their views on the designs.

Residents welcomed the playful and original designs and felt that it represented the character of their local area. The key feedback for improvement was focused on internal layouts, parking and materials.

The second round of engagement events were held on 13th, 16th and 18th of February 2019. Updated design proposals were presented to the community, showing how their feedback has influenced the design.

# 8 COMMUNITY ENGAGEMENT

## ❑ OTHER ENGAGEMENT

In addition to residents engagement events Clarion also consulted with local stakeholders. In February 2019 an event was held for non-High Path resident stakeholders. This was aimed specifically at residents from neighbouring communities and interest groups.

Groups invited included:

- » The Wimbledon Civic Society
- » Battle Road Residents Association
- » Local churches.

Clarion ran 'Regeneration Week' from 5th – 7th March 2018 with Abbey Meadows Primary School, which included debate, discussion and feedback from young people on the plans for High Path. This was the fourth Regeneration Week at Abbey Primary School.



# 9 EQUALITIES DATA

## 9.1 EQUALITIES DATA

9.1.1 The Equalities Analysis undertaken by Clarion in 2015 identified that the 'protected characteristics' of: Age, Disability and Ethnicity were particularly relevant to the regeneration proposals and there was the potential for these groups to be negatively affected. The assessment therefore focussed on these issues.

9.1.2 Clarion has advised that residents of Eastfields, High Path and Ravensbury have provided information about the problems with their homes and outside spaces, which included:

- homes that are expensive to heat
- leaking roofs
- poor noise insulation
- condensation and damp
- issues with refuse collection
- unsafe pathways.

9.1.3 Some of these issues were also raised in both Council consultations in 2014 and 2016, particularly concerns around unsafe pathways, damp and poor internal conditions. As set out in the policies in the Council's Estates Local Plan, regeneration will be expected to provide a range of choices and benefits including:

- high quality well designed neighbourhoods
- wider housing mix
- more private space for residents
- better quality green spaces and community facilities
- job creation opportunities.

9.1.4 The regeneration will also be an opportunity to provide much needed new homes by making more efficient use of brownfield land, improving the quantity, quality and mix of new homes on each of the three estates. A key expectation of any regeneration proposals that come forward will be a commitment to keeping the existing community together in each neighbourhood, and for existing residents to have a guaranteed right to return to a new home in their regenerated neighbourhood.

9.1.5 The Equalities Analysis undertaken in 2015 identified that the greatest impact on equalities would be the mechanics of the delivery of the regeneration programme including:

- the Residents' Offer
- moving existing residents into new homes
- addressing overcrowding
- minimising disruption during this extensive process.

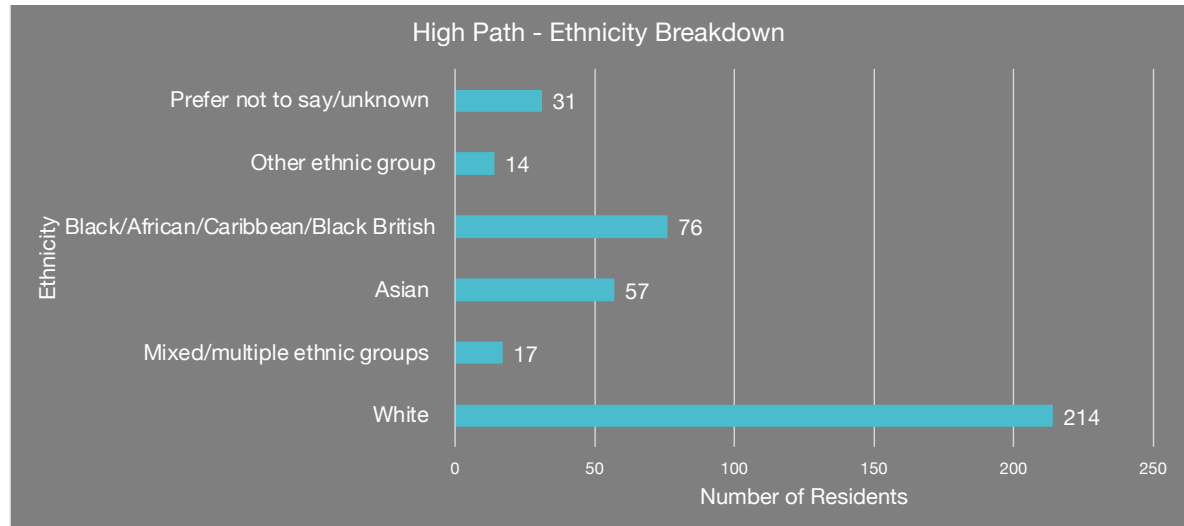
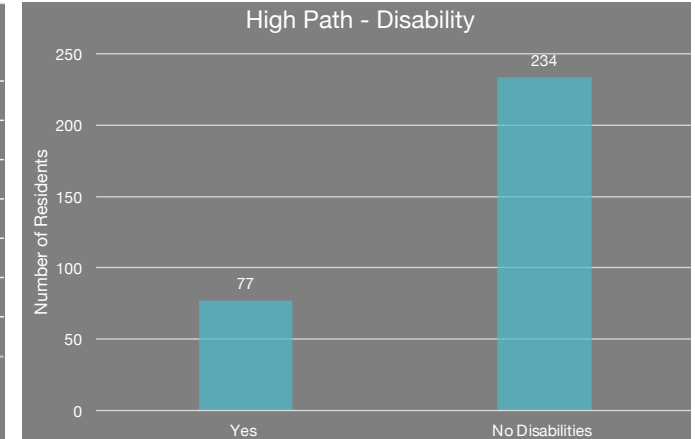
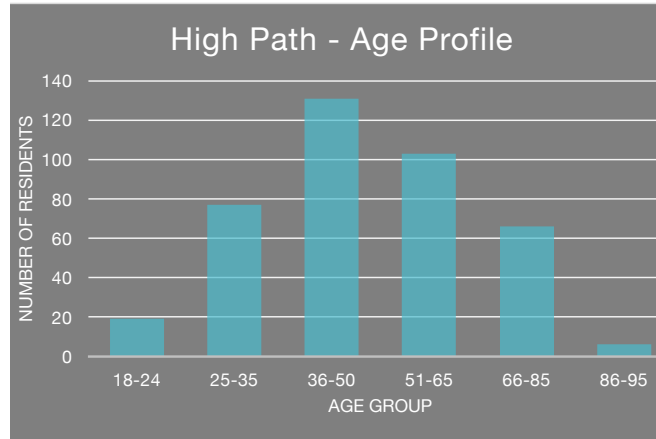
# 9 EQUALITIES DATA

## 9.2 EQIA DATA 2015

9.2.1 Clarion undertook an Equalities Impact Assessment to determine the potential impacts of the deliver of the Estates Regeneration against those residents with protected characteristics, as set out below.

9.2.2 To aid comparison of data with the ONS, the ethnicity categories have been grouped into five categories:

- Black/African/Caribbean/Black British
- Asian
- Mixed/multiple ethnic groups
- White
- Other.



# 9 EQUALITIES DATA

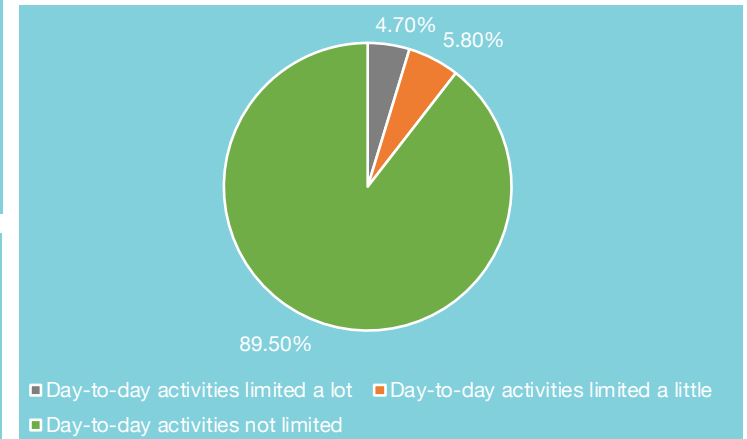
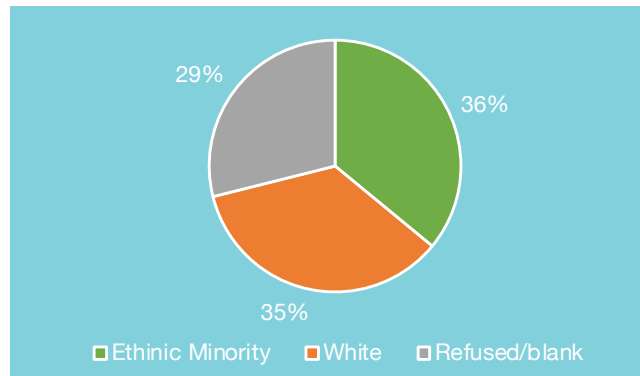
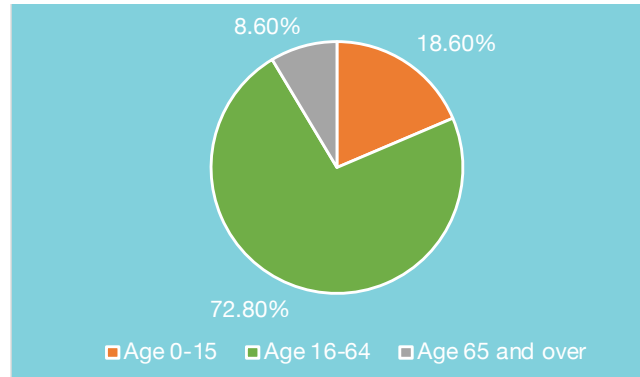
## 9.3 EQIA DATA 2020/21

9.3.1 Data has been drawn from the following sources:

- Clarion Estate Profiling, 2021
- GLA Data, 2020

9.3.2 The Equality Analysis has identified that the 'protected characteristics' of: Age, Disability and Ethnicity are particularly relevant to the regeneration proposals and there is the potential for these groups to be negatively affected. The assessment has therefore focussed on these issues.

### CORE CHARACTERISTICS OVERVIEW

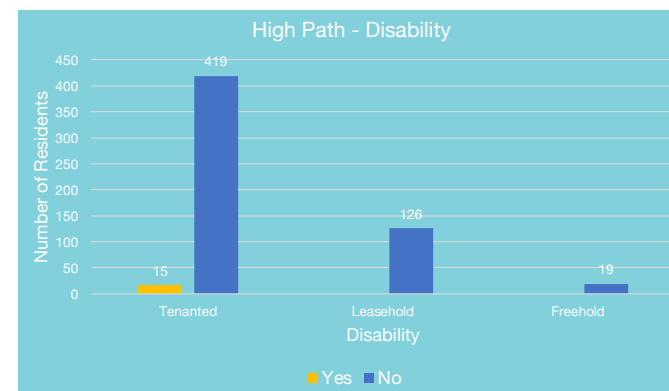
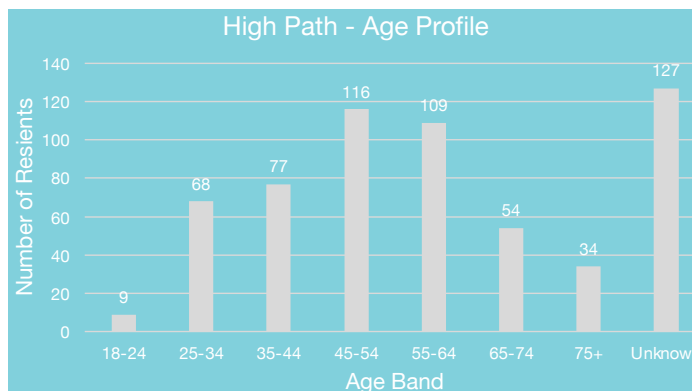




# 9 EQUALITIES DATA

## AGE

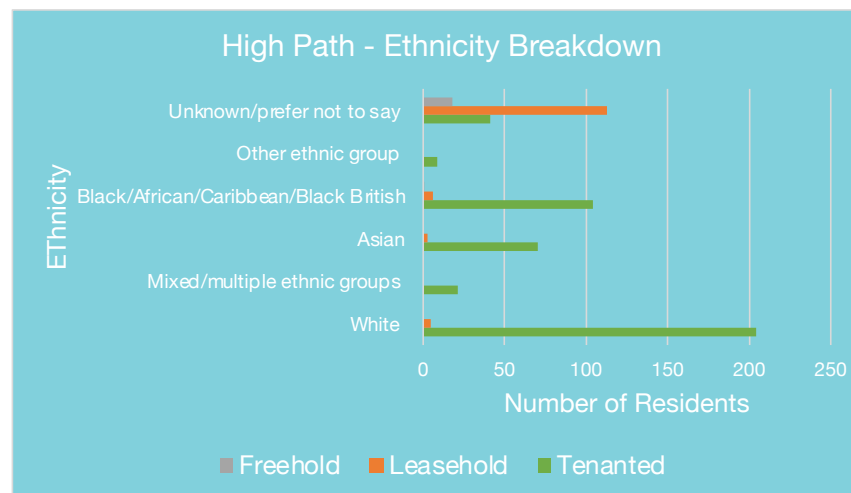
9.3.3 The data indicates that, in general, High Path has a slightly younger population profile in comparison with Merton and London. It is notable that there is also a slightly lower proportion of residents aged 0-15 which suggests that, although the area may be popular with young and middle-aged adults, it is less popular among those with young families.



## DISABILITY

9.3.4 Disability can be defined as a physical or mental impairment that has a substantial and long-term negative effect on the ability to do normal daily activities.

9.3.5 10.5% of people in High Path state that they have a long-term disability or health problem that limits their day-to-day activity either 'a lot' or 'a little'.



## ETHNICITY

9.3.6 The proportion of ethnic minority residents on the High Path estate is 36% and 35% of residents are White British. 29% of residents either refused or did not answer the question on ethnicity.

# 9 EQUALITIES DATA

## 9.4 CURRENT HOUSING OFFER

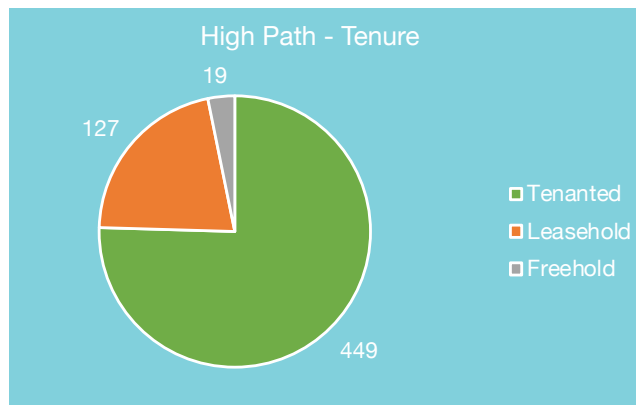
### TENURE

9.4.1 High Path Estate has the highest proportion of tenanted residents of the three estates (75%).

### OVERCROWDING

9.4.2 Population density is a measure of the average outdoor space per resident. All else being equal, higher population density will mean more overcrowding. A household is considered overcrowded when there are at least 1 bedroom too few as defined by the ONS.

9.4.3 There is considerable overcrowding in all three neighbourhoods but particularly Eastfields and High Path.



## 9.5 MERTON REGENERATION

9.5.1 Clarion has committed to re-provide homes so that existing residents can enjoy the same tenancy rights that they have now.

9.5.2 Clarion has also committed to ensuring no family returns to overcrowded conditions. Every home will be at least as large as the home it replaces and in reality most will be larger.

# 10 EQUALITIES ASSESSMENT

## 10.1 EQUALITIES ASSESSMENT METHODOLOGY

### REVIEW OF 2016/17 EQIA

10.1.1 A review was undertaken of the 2016/17 EQIA which was prepared as part of the Estates Local Plan Sustainability Appraisal process. This involved reviewing and updating relevant policy and baseline information and comparing the findings against new data provided by Clarion. An appraisal of equality effects was then undertaken to make a judgment on how the Estates Regeneration will affect people with protected characteristics.

The approach taken to data collection has changed between 2015 and 2021 which makes it difficult to directly compare the data. For instance, the categories for age have changed slightly to include a broader age range within each group. For disability and ethnicity, the proportion of residents that would prefer not to disclose whether they have a disability or share their ethnicity has increased.

### APPRAISAL OF EFFECTS

10.1.2 Regeneration and change, particularly in the physical environment of the areas that people live, is likely to have impacts that are both positive and negative for different groups. In any process of change, some people or groups are likely to gain more benefits than others. To this end, all regeneration programmes need to be managed to ensure that the positive impacts of the regeneration are maximised and correspondingly to ensure that the negative impacts are minimised. The assessment sets out a number of recommendations to strengthen, secure or enhance positive equality impacts and to mitigate for potential negative equality impacts.

10.1.3 The Council intends to make a number of CPO's to facilitate the regeneration of the estates. In some cases residents will be required to relocate against their will. Amongst the occupants of affected households, those that may be particularly sensitive to the impact of the CPO are:

- ❑ Households that include older people who may be more vulnerable to disruption and other adverse impacts associated with the requirement to move away from their current home. The implications of the regeneration on older and younger people on the estate may also be significant

in terms of health and access to amenities.

- ❑ Households that include disabled residents may also be more vulnerable to the immediate impact of the regeneration particularly with respect to the noise and disruption caused. This disruption would be temporary and there will be potential for disabled residents to obtain better and more suitable accommodation because of the regeneration.
- ❑ Households that include ethnic minority residents may lose important social and community ties if they need to move away from the area. It is considered likely that suitable alternative affordable accommodation will be available on the regenerated estate.
- ❑ The regeneration could have both a positive and negative impact for the pregnancy and maternity group: negatively in terms of upheaval during a very sensitive period of childbearing/rearing, but potentially positively if new accommodation is better suited to their needs.

# 10 EQUALITIES ASSESSMENT

## 10.2 ASSESSMENT OF POTENTIAL EQUALITY EFFECTS

10.2.1 The Equalities Impacts Assessment is structured under the following objectives:

1. Identify any potential equality effects that might arise from the planned development
2. Identify potential positive equality effects
3. Assess whether any negative equality effects would give risk to unlawful discrimination for an identified group
4. Identify further measures to reduce any negative equality effects that may arise.

10.2.2 The EqIA has taken each of the nine protected characteristics in turn, as well as other characteristics that can be affected by discrimination, and considered them against each of the objectives to determine the likely effects.

PROTECTED CHARACTERISTICS	POSITIVE EFFECTS	
	Direct	Indirect
Age	<ul style="list-style-type: none"> <li>» Providing the right type of housing for different households of all age groups including older residents and families with young children.</li> <li>» Any necessary accessibility adaptations can be fitted in the replacement home from the outset.</li> </ul>	<ul style="list-style-type: none"> <li>» A decanting matrix tool was used to help place residents within the proposed development based on their needs.</li> <li>» All new homes will have a private outdoor space. This may be of particular benefit to older residents and families with children who may not have outdoor space now.</li> </ul>
Disability	<ul style="list-style-type: none"> <li>» Provision of lifetime homes and adapted properties for resident and household members with specific needs.</li> </ul>	<ul style="list-style-type: none"> <li>» 10% of homes adaptable to be fully wheelchair accessible.</li> <li>» Improved external environment will create more accessible and usable open spaces.</li> <li>» Disabled parking bays that comply with the minimum disability standards will be provided.</li> <li>» Inclusive play spaces will be provided that are accessible and welcoming to disabled and non-disabled children.</li> </ul>
Pregnancy and maternity	<ul style="list-style-type: none"> <li>» Clarion will rehouse tenants in suitable sized accommodation to reduce overcrowding where possible.</li> <li>» This includes rehousing some 'hidden households' and non-dependant adult children separately to alleviate overcrowding.</li> </ul>	<ul style="list-style-type: none"> <li>» New development designed to accommodate pushchairs and play facilities.</li> <li>» All new homes will have private outdoor space.</li> </ul>

# 10 EQUALITIES ASSESSMENT

PROTECTED CHARACTERISTICS	NEGATIVE EFFECTS	
	Indirect	Direct
Age	<ul style="list-style-type: none"> <li>» Clarion recognises that older residents or households that have older members may find moving to a new home more challenging. Residents with younger children in the household may also need additional help and support.</li> <li>» Disturbance particularly if on their own, frail and vulnerable. Age related ill health or frailty may make the prospect of moving more difficult for older homeowners.</li> <li>» Older homeowners may not raise mortgage on new properties/ Older residents may find it difficult to access funding or credit.</li> <li>» Families with children of pre-school and school age could be disrupted if they have to move temporarily potential increased journey times to school or childcare</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified.</li> </ul>
Disability	<ul style="list-style-type: none"> <li>» Potential for residents with disabilities to find it more challenging to move home than residents without a disability due to the nature of their disability.</li> <li>» Disturbance of moving and quality of life, particularly if disability associated with breathing conditions.</li> <li>» Sensory impairment and nervous system conditions – particularly construction machinery noise.</li> <li>» New physical layout will be challenging to those with visual impairment</li> <li>» People with learning difficulties may need separate forms of communication and engagement to enable their understanding of the reality of their situation.</li> <li>» Potential negative impact on individuals with mental health issues.</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified.</li> </ul>
Pregnancy and maternity	<ul style="list-style-type: none"> <li>» Disruption during construction period may negatively impact on pregnant mothers or families with new born children e.g. noise, dust, access issues.</li> <li>» Disruption during decanting/moving home.</li> <li>» Allocated home may no longer be suitable for needs - double decanting.</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified.</li> </ul>

# 10 EQUALITIES ASSESSMENT

PROTECTED CHARACTERISTICS	POSITIVE EFFECTS	
	Direct	Indirect
Ethnicity	» No direct positive impacts identified.	<ul style="list-style-type: none"> <li>» There is evidence that households from the ethnic minority community on the three estates where regeneration is being considered are more likely to be overcrowded than all households on the estates. Regeneration deals with overcrowding within Circle's tenanted properties on the estates by rehousing each household in the right size property for them.</li> <li>» All existing Clarion tenants and resident homeowners will have the option to stay in their neighbourhoods if they wish to, this will promote community cohesion and build on the strength of the existing very diverse communities in the existing neighbourhoods.</li> </ul>
Marriage and Civil Partnership	» No direct positive impacts identified.	» No indirect positive impacts identified.
Gender reassignment	» No direct positive impacts identified.	» No indirect positive impacts identified.

# 10 EQUALITIES ASSESSMENT

PROTECTED CHARACTERISTICS	NEGATIVE EFFECTS	
	Indirect	Direct
Ethnicity	<ul style="list-style-type: none"> <li>» Language barriers could limit the ability of some residents who are members of ethnic minority communities to participate in ongoing consultation regarding their housing needs or their rights under the Residents' Offer.</li> <li>» Lack of written and oral English may have affected some residents' awareness of the proposals and capability to negotiate outcomes for tenants and leaseholders.</li> <li>» Negative impacts of other protected characteristics will be experienced by ethnic minority groups given the estate's diversity.</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified</li> </ul>
Marriage and Civil Partnership	<ul style="list-style-type: none"> <li>» No indirect negative impacts identified.</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified.</li> </ul>
Gender reassignment	<ul style="list-style-type: none"> <li>» No indirect negative impacts identified.</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified.</li> </ul>

# 10 EQUALITIES ASSESSMENT

PROTECTED	POSITIVE EFFECTS	
CHARACTERISTICS	Direct	Indirect
Religion or Belief	» No direct positive impacts identified.	<ul style="list-style-type: none"> <li>» No aspects that prevent residents from practicing their religion/faith</li> <li>» The rehousing team will ask people about their use of places of worship to see the extent to which disruption to their lives can be minimised</li> <li>» Religious and cultural requirements for specific washing facilities and separate kitchens and living areas have become apparent</li> <li>» Homeowners of any religion and belief will be affected in exactly the same way and as everyone else will have the same compensation and housing options.</li> </ul>
Sex/Gender	» No direct positive impacts identified.	» No indirect positive impacts identified.
Sexual Orientation	» No direct positive impacts identified.	» No indirect positive impacts identified.



# 10 EQUALITIES ASSESSMENT

PROTECTED CHARACTERISTICS	NEGATIVE EFFECTS	
	Indirect	Direct
Religion or Belief	» No indirect negative impacts identified.	» No direct negative impacts identified.
Sex/Gender	» No indirect negative impacts identified.	» No direct negative impacts identified.
Sexual Orientation	» No indirect negative impacts identified.	» No direct negative impacts identified.

# 10 EQUALITIES ASSESSMENT

## 10.3 OTHER CHARACTERISTICS

### DEPRIVATION

10.3.1 Deprivation is not a protected characteristic. However, people possessing certain protected characteristics (e.g. disabled people and ethnic minority children) are at greater risk than other people of experiencing deprivation or of living in areas of high deprivation. An understanding of where deprivation is focused can, therefore, help to identify where people who possess protected characteristics may be at greater risk of inequality.

### EMPLOYMENT AND ECONOMIC ACTIVITY

10.3.2 Employment and economic activity data for Merton and the three Estates is included at **APPENDIX 6** of the overarching EQIA report. LB Merton mirrors the relatively high level of key out-of-work benefit claimants across London, at 7% and 8% of the working age population respectively, compared to just 6.4% nationally. The percentage of economically active residents on all three estates is lower than the ward average. 73% of the residents on the High Path estate are economically active.

10.3.3 The High Path Estate regeneration will help to address the socio-economic inequalities of the area. High Path has a distinct socio-economic profile compared to the borough as a whole and generally contrasts with the socio-economic conditions of the borough as a whole. Specifically, the following characteristics have been identified as worsening in respect of High Path Phases 2 and 3 without development:

- ❑ The projected increase in the child population, alongside low levels of income and high unemployment in the area will heighten concerns over child poverty
- ❑ High levels of youth unemployment constrain the skills and occupational profile of the local population which will impede access to higher value employment opportunities.
- ❑ The poor quality living environment, limited housing opportunities and affordability issues will also adversely affect economic and social prospects contributing to poor levels of health; higher levels of deprivation; further health risks associated with overcrowded dwellings; an unattractive living environment; and reduce social cohesion.

The economic consequences of the ongoing COVID-19 pandemic have not yet been fully captured by local statistics but it is likely that this will exacerbate the existing issues faced by the local community.

## 10.4 IMPACTS ON MULTIPLE CHARACTERISTICS OR GROUPS

10.4.1 A small number of residents on the High Path estates have multiple protected characteristics. While some characteristics will be intrinsically linked (such as age and disability) others have no bearing on one another (e.g. age + ethnicity).

Estate	FH/LH	Protected Characteristics
High Path [11 residents]	FH	Age + Disability
	FH	Age + Disability
	FH	Age + Disability
	LH	Age + Disability
	LH	Age + Disability
	LH	Ethnicity + Disability
	LH	Ethnicity + Gender
	LH	Ethnicity + Gender
	LH	Age + Marriage
	LH	Sexual Orientation/Civil Partnership
LH	Age + Gender	

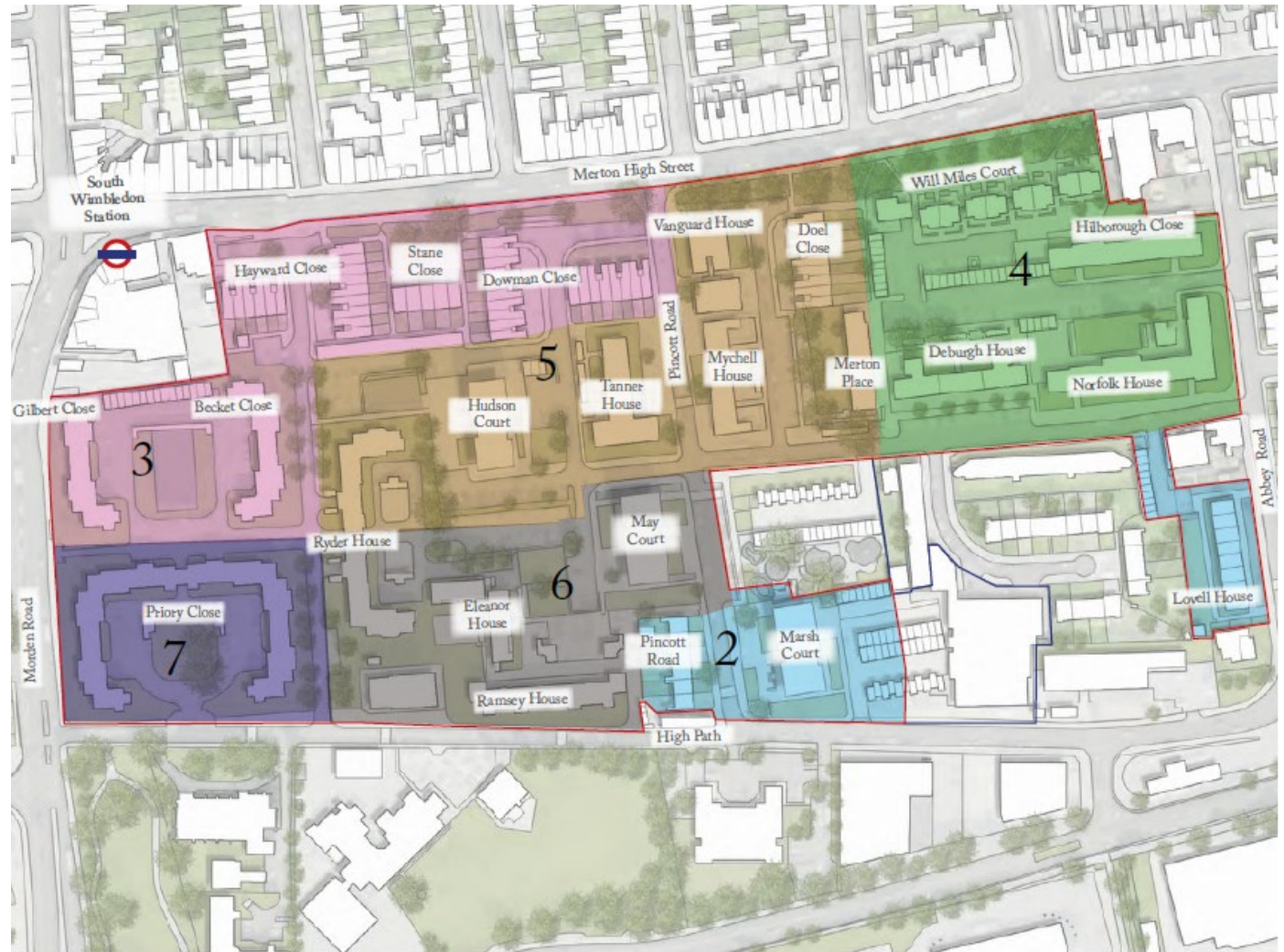
# 11 PHASING AND DELIVERY

## 11.1 PHASING AND DELIVERY

11.1.1 The redevelopment of the High Path Estate will come forward in seven phases and deliver a total of 1,704 homes. The phases have been designed to ensure minimum disruption to existing residents. The proposed phasing is as follows:

- ❑ Phase 1: 134 units (kickstart)
- ❑ Phase 2: 113 units
- ❑ Phase 3: 378 units
- ❑ Phases 4-7: 1,079 units

11.1.2 Clarion is in discussions with residents and the Council about amending the regeneration in respect of Phases 4-7 of High Path. However, Clarion has confirmed its commitment to delivering redevelopment pursuant to the 2022 CPOs and delivery of such is not contingent on any new or revised planning permission being granted for Phases 4-7.



# 11 PHASING AND DELIVERY

## 11.2 PHASING STRATEGY

### HIGH PATH

11.2.1 The proposed Phasing Plan for the High Path estate is set out in the table below.

HIGH PATH		
Phase	Start on Site	Practical Completion
HPP1	2019	2022 Q1
HPP2	2024	2026 Q3
HPP3	2024	2027 Q3
HPP4	2027	2029 Q3
HPP5	2027	2031 Q4
HPP6	2032	2035 Q1
HPP7	2035	2038 Q1

11.2.2 The 2015 Housing Needs Study found that 357 household within the High Path Estate lived within unsuitable housing, primarily because of overcrowding.

11.2.3 There are a number of overcrowded households in Phases 2 and 3 at High Path. In Phase 2 thirteen households are overcrowded and need one additional bedroom, two further households need two additional bedrooms. These housing needs have been taken into account in planning the replacement homes and those households will move into a new home that is the right size for them.

11.2.4 In Phase 3 six households will move into a new home that has one more bedroom. There are four households who will be rehoused in Phase 3 in two separate new homes thus allowing Clarion to deal with 'hidden households' and rehouse adult non-dependants separately.

11.2.5 The current affordable housing mix and tenures on the Estate also do not meet housing needs, with 1 and 2 bed units comprising 78.3% of the affordable dwellings and there being no intermediate tenures.

# 11 PHASING AND DELIVERY

## 11.3 DECANTING STRATEGY

11.3.1 Moving house can be difficult so the Merton Estates Regeneration Programme is predicated on keeping the number of household moves that residents have to make to a minimum. The regeneration of the three estates has been planned so that all Clarion tenants and leaseholders and freeholders who want to stay in the neighbourhood will be able to.

11.3.2 Wherever possible residents will move straight into their new permanent replacement home regardless of whether they are tenants, leaseholders or freeholders. The first phases of regeneration on High Path will all be replacement homes for existing residents. High Path as a phased regeneration schemes to enable homes on parts of the estates to be emptied, then demolished and rebuilt over time.

11.3.3 At High Path, Clarion has built a 'kick start' phase before any homes are emptied and demolished, to reduce the number of residents that have to move elsewhere until their new home is ready.

11.3.4 The early phases of regeneration are all replacement homes for existing residents, the first two phases at High Path, will all be replacement homes for existing Clarion tenants and resident homeowners. The only phase planned

for sale is phase 3 at High Path, which is being used to improve the overall viability of the Merton regeneration business plan.

11.3.5 It is recognised that social housing is a scarce resource. Clarion has the largest social housing stock in Merton but will, wherever possible, use the decant capacity within the regeneration estates themselves to minimise disruption to residents and minimise the impact of regeneration on the supply of social housing in the London Borough of Merton.

11.3.6 Clarion will therefore use properties that it has bought back from private owners in later phases on the three estates to rehouse those who need to move temporarily rather than housing them in Clarion housing stock that would otherwise have been available to the local authority for nomination.

### CREATING DECANT CAPACITY

11.3.7 Since the launch of the Residents' Offer in 2015 Clarion has acquired over 220 homes from homeowners by negotiation. Some of these homes have been used by the London Borough of Merton as temporary housing for households in housing need. Clarion proposes to use bought

back homes in later phases to rehouse residents who will have to move from early phases to allow vacant possession and demolition of the next phases of development.

11.3.8 On High Path, Clarion has used land in their ownership, which did not have housing on it, and have bought adjacent sites to build the first replacement homes for residents: 134 replacement homes in the first phase at High Path.

11.3.9 Where residents need to move off site into another Clarion property in Merton, before they move to their permanent home to which LB Merton has nomination rights, it will be with the informed consent of LB Merton.

### INCREASE IN SOCIAL /AFFORDABLE HOUSING CAPACITY

11.3.10 The Merton regeneration programme will replace all of the social/affordable housing currently provided. Clarion has committed in their Residents' Offer that no household will be moved into an overcrowded home, even if they were overcrowded in their old home. As a consequence, some of the new homes built will be larger than the ones that they replace, where the residents are currently overcrowded.

# 11 PHASING AND DELIVERY

11.3.11 Some of the replacement homes will have more bedrooms than the homes which they replace. In some cases grown up children will be rehoused as separate households. There will be an overall increase in the number of social/affordable homes and an increase in the number of bed spaces where larger homes have been built to address overcrowding.

11.3.12 In line with the viability agreement with LB Merton, more social/affordable homes for rent will be provided in the later phases at High Path.

## REPLACEMENT HOMES AND CLARION'S RESIDENTS' OFFER

11.3.13 Clarion's Residents' Offer commits to replacing resident homeowners' homes with a property of the same type (house /flat/ maisonette) with a new home of the same type and size as their old home.

## 11.4 DECANTING IMPACTS

11.4.1 Clarion is committed to alleviating overcrowding on the regeneration estates. At High Path there is capacity within the housing stock inside the estate boundary so most residents will move straight into their new home. Some households who are overcrowded have chosen to move to a larger property on High Path temporarily until their new home is ready.

## PHASE 1

11.4.2 At High Path, Clarion has completed the first phase of 134 replacement homes for existing residents. The 134 Phase 1 homes will provide sufficient decant capacity for most of the existing residents of Phases two and three to move straight into their new homes and allow the phase two and three sites to be demolished for the new housing to be delivered.

11.4.3 All of the homes are replacement homes for existing Clarion tenants and homeowners, mainly those from phases 2 and 3. Phase 1 was achieved through the development of a garage site and an adjacent industrial site that Clarion bought on the open market.

## PHASE 2

11.4.4 Phase 2 will provide replacement homes for High Path residents. Some of the first homes to be delivered in Phase 2 will be replacement houses built to replace the remaining Phase 3 residents who currently live in houses. This approach is in line with the Residents' Offer to provide a home of the same size and type as the old home.

## PHASE 3

11.4.5 Phase 3 will be built as housing for sale to offset some of the cost of replacing all of the social/ affordable housing on the three estates and contribute towards the overall viability of the regeneration programme. Clarion anticipates that all existing residents will be rehoused by the time Phase 4 is complete in Q3 2029.

11.4.6 As residents move into their new homes Clarion plans to use the old homes as temporary housing whether as decant capacity for residents or for temporary housing for Council nominees to assist the London Borough of Merton in meeting their statutory housing obligations. Where demolition is imminent other meanwhile uses may be found including providing temporary housing for property guardians.

# 12 EFFECTS OF REGENERATION

## 12.1 EFFECTS OF REGENERATION

12.1.1 The regeneration will deliver a range of benefits including:

- A significant proportion of affordable housing, including re-provision of the existing affordable accommodation with significantly higher quality housing.
- An increase in the mix of dwelling types to cater for a broader range of family sizes and address overcrowding, having specific regard to the needs of estate residents.
- Provision of new market units to encourage greater social interaction in order to create a more diverse community
- High standard of accommodation, including residential units built to exceed Building Regulation minimum space
- Significant improvements to the quality of the public realm with improved links to surrounding open spaces.
- High quality urban design and architecture.

BENEFIT	HIGH PATH
<b>Construction impacts</b>	
Creation of temporary construction jobs per annum	60
Construction Gross Value Added	£12.4 million
Construction Net Value added to Merton	£3 million
<b>Economic impact of housing</b>	
Net expenditure increase per annum	£1.5 million
Additional Council Tax Revenue per annum	£175,000
<b>Economic impacts of commercial development</b>	
Job Creation	n/a
Estimated gross added value per annum	n/a

# 13 CONCLUSIONS

13.1 This report provides an update to the initial Equalities Impact Analysis work undertaken between 2015-17 in relation to the regeneration of the High Path Estate.

13.2 The Equalities Analysis undertaken by Clarion in 2015 identified that the ‘protected characteristics’ of: Age, Disability and Ethnicity were particularly relevant to the regeneration proposals and there was the potential for these groups to be negatively affected. The assessment has therefore focussed on these issues.

13.3 The Equalities Analysis undertaken in 2015 also identified that the greatest impact on equalities would be the mechanics of the delivery of the regeneration programme including:

- The Residents’ Offer
- Moving Existing residents into New Homes
- Addressing Overcrowding
- Minimising Disruption during the Regeneration Process.

## THE RESIDENTS’ OFFER

13.4 The Residents’ Offer was published on 27 May 2015 to the existing homeowners and affordable housing tenants, followed up by an independent survey to gauge residents’ responses to the Offer and the plans for the regeneration of the area. The Residents’ Offer details the Replacement Home Option, which is offered to those resident homeowners who were living on one of the three neighbourhoods at the time.

13.5 During the Estate Local Plan consultations and throughout 2015 and 2016, homeowners raised concerns with the Council about the Residents’ Offer and in particular what ‘like for like’ actually meant. Whilst this was set out in the 2015 Residents’ Offer, the Council exercised its due diligence to residents in seeking clarification from Clarion on this important matter. Clarion provided clarification and an updated Offer in 2018.

13.6 Clarion has carried out extensive consultation in developing the proposals for the estates and obtaining planning permission for the redevelopment of the Estates. The feedback received from these events was considered and where required additional analysis and design testing was undertaken. Where possible, revisions were made to the emerging proposal to address the matters raised.

## MOVING EXISTING RESIDENTS INTO NEW HOMES

13.7 Wherever possible residents will move straight into their new permanent replacement home regardless of whether they are tenants, leaseholders or freeholders. The first phases of regeneration will all be delivered to enable homes on parts of the estates to be emptied, then demolished and rebuilt over time.

## ADDRESSING OVERCROWDING

13.8 Clarion is committed to alleviating overcrowding on the regeneration estates. The Merton regeneration programme will replace all of the social/affordable housing currently provided. Clarion has committed in their Residents’ Offer that no household will be moved into an overcrowded home, even if they were overcrowded in their old home. As a consequence, some of the new homes built will be larger than the ones that they replace, where the residents are currently overcrowded. Some households who are overcrowded have chosen to move to a larger property temporarily until their new home is ready.



# 13 CONCLUSIONS

## MINIMISING DISRUPTION DURING THE REGENERATION PROCESS.

13.9 At High Path a 'kick start' phase has been built before any homes are emptied and demolished, to reduce the number of residents that have to move elsewhere until their new home is ready. The first two phases at High Path will all be replacement homes for existing Clarion tenants and resident homeowners.

## EQUALITIES ANALYSIS

13.10 The Equalities Analysis has identified that the 'protected characteristics' of: Age, Disability and Ethnicity are particularly relevant to the regeneration proposals and there is the potential for these groups to be negatively affected. The assessment has therefore focussed on these issues.

13.11 The assessment has identified a total of 100 residents with protected characteristics in the current Phases, within the three estates. The assessment sets out a number of recommendations to strengthen, secure or enhance positive equality impacts and to mitigate for potential negative equality impacts.

13.12 A small number of residents on the High Path estate have multiple protected characteristics. Whilst some characteristics will be intrinsically linked (such as age and disability) others have no bearing on one another (e.g. age + ethnicity).

13.13 Overall, the impacts of the regeneration will be positive. The Merton Estates Regeneration Programme will provide an opportunity to reduce overcrowding amongst its tenanted households. Overcrowding is proportionately more likely to affect households from the BAME community and so the regeneration provides an opportunity to address inequality in this area. Significant amenity and size improvements will be provided for residents, with all new homes built to current space standards with private outdoor space.

13.14 The regeneration is also an opportunity to provide new lifetime homes for all tenants, this will enable older tenants (and homeowners) to remain independent in their own homes for longer. New homes can be adapted to meet the specific needs of disabled residents, 10% of all new homes will be fully accessible and adaptable for wheelchair users.

# APPENDICES

**APPENDIX 1:  
IMPACT ANALYSIS +  
MITIGATION**      **A2**

**APPENDIX 2:  
DATA SOURCES**      **A8**

# APPENDIX 1: Impacts + Mitigation

PROTECTED CHARACTERISTICS	IMPACT ANALYSIS		MITIGATION
	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	
<b>Ethnicity</b>  Page 503	<ul style="list-style-type: none"> <li>There is evidence that households from the ethnic minority community on the three estates where regeneration is being considered are more likely to be overcrowded than other households on the estate. Regeneration deals with overcrowding within Clarion's tenanted properties on the estate by rehousing each household in the right size property for them.</li> <li>All existing Clarion tenants and resident homeowners will have the option to stay in their neighbourhoods if they wish to, this will promote community cohesion and build on the strength of the existing very diverse communities in the existing neighbourhoods.</li> </ul>	<ul style="list-style-type: none"> <li>Language barriers could limit the ability of some residents who are members of ethnic minority communities to participate in ongoing consultation regarding their housing needs or their rights under the Residents' Offer.</li> <li>Lack of written and oral English may have affected some residents' awareness of the proposals and capability to negotiate outcomes for tenants and leaseholders.</li> <li>Negative impacts of other protected characteristics will be experienced by ethnic minority groups given the estate's diversity.</li> </ul>	<ul style="list-style-type: none"> <li>Clarion has put in place measures to ensure that no homeowners of any ethnicity will be disproportionately affected by the proposals. Everyone will be treated in the same way and will have the same compensation and housing options as everyone else.</li> <li>Clarion holds information on the ethnicity of resident homeowners. Clarion officers know each of the resident homeowners, their family circumstances and whether written information needs to be provided in languages other than English. Clarion provide written information in different languages for both residents and absentee homeowners. Their communications use a standard translation request section.</li> <li>Clarion does not hold information on the ethnicity of absentee owners (landlords), except where absentee owners (landlords) have requested that written information is provided in languages other than English.</li> <li>Clarion has recorded each contact and interaction with every homeowner since the regeneration was first proposed.</li> <li>Clarion has undertaken face to face consultation and meetings with homeowners throughout the regeneration preparation including formal consultation events and informal meetings with individual homeowners. Where requested Clarion has used translators or third parties for face to face or telephone meetings with homeowners who require that service.</li> <li>Clarion understand that there will be residents and homeowners who have more than one protected characteristic. The mitigation measures set out under the specific protected characteristics will be applied to residents who may have multiple protected characteristics across different categories.</li> </ul>

# APPENDIX 1: Impacts + Mitigation

IMPACT ANALYSIS			MITIGATION
PROTECTED CHARACTERISTICS	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	
<b>Gender</b>  Page 504	There is no evidence that homeowners of any gender will be disproportionately affected by the proposal. Everyone will be treated in exactly the same way and will have the same compensation and housing options as everyone else.	There is no evidence that homeowners of any gender will be disproportionately affected by the proposal. Everyone will be treated in exactly the same way and will have the same compensation and housing options as everyone else.	<ul style="list-style-type: none"> <li>• Whilst there is no evidence that homeowners of any gender will be disproportionately affected by the proposals, there is a greater proportion of single person households at High Path than in the London Borough of Merton. The single person is more likely to be female than male and more likely to be older than the average tenant or homeowner. Some households may be single person households where household members have died or moved away over time.</li> <li>• Clarion recognise the importance of providing appropriate replacement homes for single person households. For tenants the residents offer recognises that downsizing to a smaller home might be a challenge and have agreed that the 'needs plus 1' offer means that no one will have to move from a larger home to a one bedroom flat.</li> <li>• For homeowners Clarion will work with individuals to make sure that replacement homes meet the needs of single person households as closely as possible, for example at Eastfields there will be both two and three storey houses and some homeowners may choose to move to a flat with level access rather than a house.</li> <li>• Where any household needs help to move to their new home Clarion will provide help and assistance to make the move as smooth as possible.</li> </ul>
<b>Gender Reassignment</b>			There is no evidence that homeowners undergoing or who have undergone gender reassignment will be disproportionately affected. Everyone will be treated in exactly the same way and will have the same compensation and housing options as everyone else.

# APPENDIX 1: Impacts + Mitigation

IMPACT ANALYSIS		MITIGATION	
PROTECTED CHARACTERISTICS	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS		POTENTIAL NEGATIVE IMPACTS
<b>Disability</b>	<ul style="list-style-type: none"> <li>• Provision of lifetime homes and adapted properties for residents and household members with specific needs.</li> <li>• Proportion of homes designed and built specifically to meet the needs of disabled residents.</li> <li>• 10% of homes adaptable to be fully wheelchair accessible.</li> <li>• A better living environment is conducive to better health and well-being.</li> <li>• Improved external environment will create more accessible and usable open spaces.</li> <li>• Disabled parking bays that comply with the minimum disability standards will be provided.</li> <li>• Inclusive play spaces will be provided that are accessible and welcoming to disabled and non-disabled children.</li> <li>• There will be seating provided to assist disabled parents/carers to supervise play in the spaces provided.</li> </ul>	<ul style="list-style-type: none"> <li>• Potential for residents with disabilities to find it more challenging to move home than residents without a disability due to the nature of their disability.</li> <li>• Disturbance of moving and quality of life, particularly if disability associated with breathing conditions.</li> <li>• Sensory impairment and nervous system conditions – particularly construction machinery noise.</li> <li>• New physical layout will be challenging to those with visual impairment</li> <li>• People with learning difficulties may need separate forms of communication and engagement to enable their understanding of the reality of their situation.</li> <li>• Potential negative impact on individuals with mental health issues.</li> </ul>	<ul style="list-style-type: none"> <li>• Homeowners with disabilities will have the same compensation and housing entitlement under Clarion's residents' offer as everyone else.</li> <li>• Clarion recognises that the replacement homes offered will have to meet the specific requirements of homeowners with disability or impairments (or members of their households with disability or impairments) and this has been accounted for in the design of the new homes at High Path. All of the homes in the first phase of development will be replacement homes for existing residents.</li> <li>• All of the of the new homes are designed to the Lifetime Homes Standard with wide doors and circulation spaces. In the houses the ground floor WC is designed so that it can be adapted to include an accessible shower.</li> <li>• All homes will have level access either at ground level or at entry level, with lift access where it is above the ground floor.</li> <li>• At least 10% of the homes in the new High Path development will be fully wheelchair adaptable, a far greater proportion than currently provided.</li> <li>• There will be 12 fully wheelchair accessible homes in phase 2 and a further 45 in phase 3 at High Path. A total of 57 fully wheelchair accessible homes in the two phases.</li> <li>• Clarion have already built the first phase homes, all of the houses and ground floor flats have level access, are adaptable and built to the lifetime homes standard. Homes above the first floor have level access at entry level, with lifts where they are above the ground floor, some apartments have internal stairs. Houses have access level cloakrooms that are sized so that they can, if necessary, be converted into an accessible ground floor wet room.</li> <li>• Where necessary the homes in phases 2 and three at High Path will be adapted to meet the needs of current residents with a range of disabilities and impairments. Clarion will work with those residents and professional advisors to ensure that the necessary adaptations are made as the homes are fitted out.</li> <li>• Clarion recognise that moving home may be particularly challenging for residents with impairments, or where household members have an impairment, and we will work with individuals and their families to support them through the moving process. This will include commissioning occupation therapy reports to ensure that accessibility needs are properly considered and provided for, a packing and unpacking service and a handyman service when residents move into their new homes.</li> </ul>

# APPENDIX 1: Impacts + Mitigation

PROTECTED CHARACTERISTICS	IMPACT ANALYSIS		MITIGATION
	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	
<b>Disability</b>  Page 506	Cont.	Cont.	<ul style="list-style-type: none"> <li>Where a resident suffers sensory impairment and nervous system conditions and may be particularly adversely affected by construction machinery noise during construction, Clarion will work with the residents to find the best available solution to minimise the impact on them whether this is moving to a new home away from subsequent construction work or a temporary move away until work is complete.</li> <li>Regeneration construction is phased and any constructor will work within pre-agreed set hours and will be expected to mitigate any negative impacts of their activities. This is expected to include minimising disruptive noise, dust and vehicle movements as far as is possible.</li> <li>Clarion is aware that there may be residents with mental ill health or capacity issues. Clarion will continue to work with the resident, any family members or professional support services to understand the specific support that an individual may require. This will include consideration of how best to communicate with the individual to ensure they understand what is happening when.</li> <li>Ensure that tenants only move once into their new homes. One resident who uses a wheelchair lives in phase 1 and will move temporarily to a home that has been adapted to meet her needs. She has moved already and Clarion supported her through the move.</li> </ul>

# APPENDIX 1: Impacts + Mitigation

IMPACT ANALYSIS			MITIGATION
PROTECTED CHARACTERISTICS	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	
<p><b>Age</b></p> <p>Page 507</p>	<ul style="list-style-type: none"> <li>Providing the right type of housing for different households of all age groups including older residents and families with young children.</li> <li>Shared outdoor leisure space for all ages and play spaces specifically for younger and older children have been designed into the new High Path.</li> <li>Any necessary accessibility adaptations such as grab rails or accessible electrical outlets can be fitted in the replacement home from the outset.</li> <li>All new homes will have private outdoor space; a garden, terrace or balcony this may be of particular benefit to older residents and families with children who may not have outdoor space now.</li> <li>Good access and views will be provided to green and ecologically valuable spaces, which will help to improve and support health and well-being of occupants, in particular of elderly house bound occupants.</li> <li>A decanting matrix tool was used to help place residents within the proposed development based on their needs. The tool captured the needs of residents such as preference for a ground floor flat, or wet room, which enabled placing of residents.</li> <li>Walking routes will account for the needs of the whole community, for example those with vision impairment and those with mental disabilities (including dementia).</li> </ul>	<ul style="list-style-type: none"> <li>Clarion recognises that older residents or households that have older members may find moving to a new home more challenging. Residents with younger children in the household may also need additional help and support.</li> <li>Older people are more settled and require support when moving.</li> <li>Disturbance particularly if on their own, frail and vulnerable. Age related ill health or frailty may make the prospect of moving more difficult for older homeowners.</li> <li>Older homeowners may not raise mortgage on new properties/ Older residents may find it difficult to access funding or credit.</li> <li>Age related ill health or frailty may make the prospect of moving more difficult for older homeowners.</li> <li>There is the potential for both older and vulnerable residents to be worried about change and the impact on them. There is also the potential for older residents not to participate or to refuse to or worry about giving candid feedback.</li> <li>Families with children of pre-school and school age could be disrupted if they have to move temporarily potential increased journey times to school or childcare.</li> </ul>	<ul style="list-style-type: none"> <li>Homeowners of any age will have the same compensation and housing options as everyone else.</li> <li>Support for older residents and those residents with younger children in the household will include commissioning occupation therapy reports to ensure that accessibility needs are properly considered and provided for, providing a packing and unpacking service and a handyman service when residents move into their new homes.</li> <li>If families with young children need to move temporarily until their new home is ready Clarion will arrange for moves to be within a reasonable distance of school and childcare to minimise disruption to these families.</li> <li>Older residents may find it difficult to access funding or credit. Clarion's Residents' Offer mitigates the need to access additional credit for homeowners as they are able to transfer the equity in their existing home into a new replacement home at no additional cost.</li> <li>New homes are Lifetime Homes. Homeowners are less likely to have to move as their needs change due to age, increasing frailty or age related impairment.</li> <li>Ensure that tenants, particularly those who are older, only move once into their new homes.</li> </ul>

# APPENDIX 1: Impacts + Mitigation

PROTECTED CHARACTERISTICS	IMPACT ANALYSIS		MITIGATION
	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	
<b>Sexual Orientation</b>			Homeowners of any sexual orientation will have the same compensation and housing options as everyone else.
<b>Religion and belief</b>			<ul style="list-style-type: none"> <li>Homeowners of any religion and belief will have the same compensation and housing options and everyone else.</li> <li>No aspects that prevent residents from practicing their religion/faith</li> <li>The rehousing team will ask people about their use of places of worship to see the extent to which disruption to their lives can be minimised.</li> <li>All facilities will be available to people of all cultures and faiths.</li> </ul>
<b>Pregnancy and Maternity</b>	<ul style="list-style-type: none"> <li>Clarion will rehouse tenants in suitable sized accommodation to reduce overcrowding where possible. This includes rehousing some 'hidden households' and non-dependant adult children separately to alleviate overcrowding.</li> <li>New development designed to accommodate pushchairs and play facilities.</li> <li>All new homes will have private outdoor space.</li> </ul>	<ul style="list-style-type: none"> <li>Disruption during construction period may negatively impact on pregnant mothers or families with new born children e.g. noise, dust, access issues.</li> <li>Disruption during decanting/moving home.</li> <li>Allocated home may no longer be suitable for needs - double decanting.</li> </ul>	<ul style="list-style-type: none"> <li>Homeowners who are pregnant or who have very young children will have the same compensation and housing options as everyone else.</li> <li>Where it is known that a baby is expected Clarion will work with the homeowner to ensure that this is taken into account when considering the allocation of a replacement home subject to a suitable home being available.</li> <li>If Clarion is aware that a homeowner from whom they are buying a property is pregnant or has a very young child they will offer assistance with moving. This might include a packing and unpacking service and help with putting up curtains/fitting light bulbs.</li> <li>All new homes will have private outdoor space for children to play</li> <li>Each of the new neighbourhoods will have high quality play space for children of different ages.</li> </ul>
<b>Marriage and Civil Partnership</b>			<ul style="list-style-type: none"> <li>Homeowners who are married or in a civil partnership will be affected in exactly the same way and will have the same compensation and housing options as everyone else.</li> </ul>



# APPENDIX 2: Data Sources

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9 Equalities Data	28	<ul style="list-style-type: none"><li>• Clarion Equalities Analysis (2015)</li><li>• Clarion Estate Profiling (2021)</li><li>• <a href="#">LSOA Data for Index of Multiple Deprivation (2021)</a></li><li>• <a href="#">GLA Data (2020)</a></li><li>• <a href="#">ONS Census Data (2011) and 2018 update</a></li></ul>



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# Merton Estates Regeneration

**EQUALITIES IMPACT ASSESSMENT (EqIA)**

**RAVENSBURY ESTATE**

**Compulsory Purchase Order (CPO)**

on behalf of  
Clarion Housing Group and the London Borough of Merton  
March 2022



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# EXECUTIVE SUMMARY

- ES.1** This document has been prepared by **Jam Consult Ltd** on behalf of **Clarion Housing Group**. Clarion Housing Group (Clarion) is part of the wider Circle Housing Group – one of the largest housing associations in the UK.
- ES.2** This report provides an Equalities Impact Assessment (EqIA) for the Ravensbury Estate. The overall regeneration programme includes the Eastfields, High Path and Ravensbury Estates.
- ES.3** The EqIA report considers the equalities impacts for the Ravensbury Estate proposals to support the Compulsory Purchase Order (CPO), in accordance with the Equalities Regulations.

## REGULATIONS

- ES.4** The Equality Act 2010 (the Act) provides the framework to protect the rights of individuals against unlawful discrimination to advance equality opportunities for all. The Act replaced previous anti-discrimination laws with a single Act, making the law easier to understand and strengthening protection by setting out the different ways in which it is unlawful to treat someone.
- ES.5** At the decision making stage local authorities are required to assess how changes to policies and service delivery will affect different people. In 2011, the Act extended protection against discrimination to nine 'Protected Characteristics', which includes the following:
- Age
  - Disability
  - Gender Reassignment
  - Marriage and Civil Partnership
  - Pregnancy and Maternity
  - Ethnicity
  - Religion or belief
  - Sex/Gender
  - Sexual Orientation.
- ES.6** Section 149 of the Equality Act 2010 also introduced the Public Sector Equality Duty (PSED), which requires local authorities to have due regard to the need to:
- Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act
  - Advance equality of opportunity between people who share a protected characteristic and those who do not
  - Foster good relations between people who share a protected characteristic and those who do not.

# EXECUTIVE SUMMARY

- ES.7 The above requirements are sometimes referred to as the three aims or arms of the PSED. The Act explains that having due regard for advancing equality involves:
- ❑ Removing or minimising disadvantages suffered by people due to their protected characteristics
  - ❑ Taking steps to meet the needs of people from protected groups where these are different from the needs of other people
  - ❑ Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.
- ES.8 In addition the Act sets out that:
- ❑ Meeting different needs involves taking steps to take account of disabled people's disabilities.
  - ❑ Fostering good relations includes tackling prejudice and promoting understanding between people from different groups
  - ❑ Compliance with the duty may involve treating some people more favourably than others.

- ES.9 In addition to the above requirements, the EqIA also references additional factors, which may be having an impact on the area such as Brexit and the Coronavirus, where data is available, as well as the potential cumulative impacts of the regeneration programme within Merton.

## REGENERATION PROPOSALS

- ES.10 Clarion acquired the ownership and management of the Estates in 2010 as part of a Housing Stock Transfer Agreement (HSTA) containing all the Council housing stock within Merton, totalling circa 9,500 units. Clarion is the majority landowner of the estates, owning about 60% of the three estates.
- ES.11 Clarion will deliver any regeneration proposals as part of their requirement to achieve better housing standards on the three estates, known as Decent Homes
- ES.12 As a result of initial stock condition surveys and financial planning work, Clarion discovered that significant refurbishment and maintenance work, as well as financial investment, was required to achieve the necessary improvements in standards. This was as a consequence of a history of reactive repairs rather than proactive or comprehensive refurbishment.

- ES.13 Clarion therefore began a comprehensive review exercise across all their estates within the Borough to determine whether it might be more beneficial and sustainable to replace homes in the poorest condition with new properties. Consideration was given to the condition of the properties over a 50 year period, which was based on the length of Clarion's financial modelling.
- ES.14 The review clearly identified Eastfields, High Path and Ravensbury as the three estates within Clarion's ownership with the most viable regeneration potential offering the opportunity for Clarion to explore the potential for creating new, high quality and sustainable affordable housing for the people of Merton.

# 1 INTRODUCTION

## 1.1 INTRODUCTION

- 1.1.1 This document has been prepared by Jam Consult Ltd on behalf of Clarion Housing Group and provides an Equalities Impact Assessment (EqIA) of the Ravensbury Estate Regeneration programme.
- 1.1.2 The EqIA report considers proposals for the Ravensbury Estate to support the Compulsory Purchase Order (CPO), in accordance with the Equalities Regulations.
- 1.1.3 A separate overarching EqIA has been prepared for the Merton Estates Regeneration programme as a whole, which includes the Eastfields, High Path and Ravensbury Estates. This document should be read alongside this report.



Source: [HTA Design LLP](#)



# 2 REGULATIONS

## 2.1 EQUALITY ACT 2010

2.1.1 The Equality Act 2010 (the Act) is a major piece of UK legislation, which provides the framework to protect the rights of individuals against unlawful discrimination to advance equality opportunities for all. The Act replaced previous anti-discrimination laws with a single Act, making the law easier to understand and strengthening protection by setting out the different ways in which it is unlawful to treat someone.

2.1.2 At the decision making stage local authorities are required to assess how changes to policies and service delivery will affect different people. In 2011, the Act extended protection against discrimination to nine 'Protected Characteristics', which includes the following:

- ❑ Age
- ❑ Disability
- ❑ Gender Reassignment
- ❑ Marriage and Civil Partnership
- ❑ Pregnancy and Maternity
- ❑ Ethnicity
- ❑ Religion or belief
- ❑ Sex/Gender
- ❑ Sexual Orientation.

## 2.2 PUBLIC SECTOR EQUALITY DUTY

2.2.1 Section 149 of the Equality Act 2011 introduced the Public Sector Equality Duty (PSED), which requires local authorities to have due regard to the need to:

- ❑ Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act
- ❑ Advance equality of opportunity between people who share a protected characteristic and those who do not
- ❑ Foster good relations between people who share a protected characteristic and those who do not.

2.2.2 The above objectives are sometimes referred to as the three aims or arms of the PSED. The Act explains that having due regard for advancing equality involves:

- ❑ Removing or minimising disadvantages suffered by people due to their protected characteristics
- ❑ Taking steps to meet the needs of people from protected groups where these are different from the needs of other people

- ❑ Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low.

2.2.3 In addition the Act sets out that:

- ❑ Meeting different needs involves taking steps to take account of disabled people's disabilities.
- ❑ Fostering good relations includes tackling prejudice and promoting understanding between people from different groups
- ❑ Compliance with the duty may involve treating some people more favourably than others.

2.2.4 The Duty does not require the need to avoid all harmful effects but to recognise them, eliminate them wherever possible (and always with regard to unlawful discrimination or harassment) and mitigate any remaining consequences.

# 2 REGULATIONS

## 2.3 COMPULSORY PURCHASE ORDER (CPO) REQUIREMENTS

2.3.1 Compulsory Purchase powers are provided to enable acquiring authorities to compulsorily purchase land to carry out a function, which Parliament has decided is in the public interest. Anyone who has land acquired is generally entitled to compensation. Local authorities have CPO powers under the Acquisition of Land Act 1981, the Town and Country Planning Act 1990 and other specific Acts of Parliament in order to promote development regeneration.

2.3.2 The CPO process comprises a number of stages, including Resolution, Inquiry, Decision and Compensation stages. The acquiring authority does not have the powers to compulsorily acquire land until the appropriate Government Minister confirms the CPO. However, the authority can acquire by agreement at any time and should attempt to do so before acquiring by compulsion.

2.3.3 Section 237 of The Town and Country Planning Act 1990 also includes a process for the local authority and the developer to enter into a Section 237 scheme to override private rights, including the right to light, where the land to be acquired by the Authority is actually required for development which will promote or improve the economic, social or environmental well-being of the area or contributes to the purpose which it is necessary to achieve for the proper planning of the area.

**Further information on other relevant regulations and planning policies is set out in the Overarching EqIA Report for the Merton Estates Regeneration Programme.**

# 3 EQUALITIES IMPACT ASSESSMENT (EQIA)

## 3.1 EQIA OBJECTIVES

The specific objectives of the EQIA are to:

- 1. Identify any potential equality effects that might arise from the planned development**
- 2. Identify potential positive equality effects**
- 3. Assess whether any negative equality effects would give risk to unlawful discrimination for an identified group**
- 4. Identify further measures to reduce any negative equality effects that may arise.**

## 3.2 COMPULSORY PURCHASE ORDERS

3.2.1 The EqIA considers how the Compulsory Purchase Order (CPO) process would contribute to the realisation of equality effects associated with the planned development, and any specific equality effects of the CPO process itself.

3.2.2 Separate EqIA reports have been prepared for the properties affected by the CPO process, on the High Path and Eastfields Estates as well as an overarching EqIA for the regeneration programme as a whole.

See **SECTION 6** for details.

# 4 ESTATES REGENERATION



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EASTFIELDS

HIGH PATH

RAVENSBURY

## 4.1 OVERVIEW OF REGENERATION PROGRAMME

4.1.1 Clarion Housing Group (Clarion) is part of the wider Circle Housing Group – one of the largest housing associations in the UK. Clarion acquired the ownership and management of the Estates in 2010 as part of a Housing Stock Transfer Agreement (HSTA) containing all the Council housing stock within Merton, totalling circa 9,500 units. Clarion is the majority landowner of the estates, owning about 60% of the three estates. Clarion will deliver any regeneration proposals as part of their requirement to achieve better housing standards on the three estates, known as Decent Homes.

4.1.2 As a result of initial stock condition surveys and financial planning work, Clarion discovered that significant refurbishment and maintenance work, as well as financial investment, was required to achieve the necessary improvements in standards. This was as a consequence of a history of reactive repairs rather than proactive or comprehensive refurbishment.

4.1.3 Clarion therefore began a comprehensive review exercise across all their estates within the Borough to determine whether it might be more beneficial and sustainable to replace homes in the poorest condition with new properties. Consideration was given to the condition of the properties over a 50 year period, which was based on the length of Clarion's financial modelling.

4.1.4 All the Clarion Estates in Merton were assessed to determine the impact of upgrading homes to the Decent Homes Merton Standard. This included consideration of:

- ❑ Capacity of existing stock to meet current and future housing needs e.g. overcrowding, older people, demand for adapted properties, etc.
- ❑ Condition of the existing stock and historic / projected maintenance issues and costs
- ❑ Community safety and reported crime
- ❑ Indices of deprivation, including super output area level identification of areas in decline.

4.1.5 The above work was augmented by further reviews based on the deliverability of potential regeneration programmes on each of the estates.

This review included:

- ❑ Scope for increasing the number of homes on site
- ❑ Access and site constraint issues
- ❑ Income generation potential and future sales values and demand
- ❑ Contribution to future housing supply
- ❑ Proximity to public transport and other infrastructure.

4.1.6 These two work streams were combined and clearly identified Eastfields, High Path and Ravensbury as the three estates within Clarion's ownership with the most viable regeneration potential. The regeneration of the estates offers the opportunity for Clarion to explore the potential for creating new, high quality and sustainable affordable housing for the people of Merton. As a result, the lives of the residents on the Estate could be significantly enhanced, by overcoming inequalities faced by those living within the existing poor quality housing. The delivery of wider regeneration benefits to the surrounding area could also be realised.

### MERTON ESTATES LOCAL PLAN (ELP) 2017

- 4.1.7 The Merton Estates Local Plan was adopted in 2017 and contains site specific policies covering land use, townscape, street networks, movement and access, environmental protection, landscape and building heights for the regeneration of the Estates. A number of options were considered in the preparation of the ELP, with regard to the regeneration of the Estates.

The options considered included:

- » **Issues and Options Sept 2014** options for the redevelopment or refurbishment of the estates, including the type of housing and facilities that were required for each estate.
- » **The Case for Regeneration (CfR) Savills, Sept 2015 (updated October 2016)** set out the different issues and options considered for the estates
- » **Draft Estates Local Plan, Feb 2016** The proposed policies for the plan.

- 4.1.8 The options were subject to public consultation through the Issues and Options and Sustainability Appraisal (SA), the Draft Estates Local Plan and SA and further consultation carried out by Clarion.

- 4.1.9 The following Options were considered in the Case for Regeneration prepared by Savills, September 2015 (updated October 2016), which were then assessed in the Sustainability Appraisal (SA).

- ❑ **OPTION 1:**  
Refurbishment to Decent Homes (Merton Standard)  
Refurbish all existing properties owned and managed by Clarion to Decent Homes (Merton Standard) as defined within the terms of the Housing Stock Transfer Agreement. This would involve (predominantly internal) works, such as new kitchens, bathrooms, plumbing, electrics and insulation) to improve the quality of the existing accommodation.
- ❑ **OPTION 2:**  
Refurbishment to an Enhanced Standard  
Refurbish all existing properties owned and managed by Clarion to a standard above Decent Homes. This would involve a programme of works both internal improvements (such as new kitchens and bathrooms) and external works (such as new building cladding and roofs to improve thermal performance).
- ❑ **OPTION 3:**  
Partial Redevelopment of Ravensbury Estate  
Partial Redevelopment of the Ravensbury Estate including the refurbishment of existing properties owned and managed by Clarion within Ravensbury Court and Hengelo Gardens to an enhanced standard, as and redevelopment of the remainder of the Estate to deliver up to 230 new homes, alongside a new community space, open space, landscaping and car parking.

- 4.1.10 As a result of the consultation on the Plan and the SA the following options were rejected going forward:

- ❑ **DO NOTHING**  
The option was not considered a realistic alternative as Clarion is legally bound to refurbish the condition of the stock under the provision of the Stock Transfer Agreement with the Council.

- ❑ **FULL REDEVELOPMENT OF RAVENSBURY ESTATE**

Full regeneration of the estate would not generate a significant uplift in residential floorspace, which would mean that the combination of high site assembly costs and high costs of full regeneration would not make the option viable or deliverable.

- 4.1.11 **OPTION 3** was selected as the preferred option for the following reasons:

“The partial redevelopment of the **RAVENSBURY ESTATE** enables the use of the land to be optimised to provide an increase in the quantity and quality of accommodation to be realised and meet the needs for the Borough in terms of current housing needs and projected changes in population growth. The redevelopment would make more efficient use of the land, as well as offering the replacement of the Orlit Homes, which are of a defective type of construction.

# 4 ESTATES REGENERATION

4.1.12 In 2017 Clarion submitted an outline planning application to the London Borough of Merton (LBM) for the redevelopment of:

- The Eastfields Estate, Mitcham
- High Path Estate, South Wimbledon
- Ravensbury Estate, Morden

Outline planning permission was granted in 2019 for Ravensbury (subject to reserved matters).

Under the first phase of works at Ravensbury, 21 new homes were handed over to existing residents in summer 2020, providing better quality homes and alleviating overcrowding. 179 Homes are proposed in Phases 2-4.

Details for each estate are provided below.

## Planning Application Overview

ESTATE	TOTAL NO. OF PHASES	PLANNING APPLICATION / PHASE		
		Full Permission	Outline	Reserved Matters
Eastfields	4	-	Phases 1-4	Phase 1
High Path	7	Phase 1	Phase 2	Phase 2
Ravensbury	4	Phase 1	Phases 2-4	Phases 2-4

### EASTFIELDS

APPLICATION TYPE	LPA REFERENCE	DATE REGISTERED	DECISION
Outline Planning Permission	<a href="#">17/P1717</a>	16/11/2017	Grant Permission 29/04/2019
Revised Outline PP	<a href="#">21/P4078</a>	02/12/2021	PENDING
Reserved Matters	<a href="#">21/P4430</a>	13/12/2021	PENDING

### HIGH PATH

APPLICATION TYPE	LPA REFERENCE	DATE REGISTERED	DECISION
Full Planning Permission	<a href="#">16/P3738</a>	03/10/2016	Grant Permission 05/10/2017
Outline Planning Permission	<a href="#">17/P1721</a>	16/11/2017	Grant Permission 29/04/2019
Full Planning Permission	<a href="#">18/P1921</a>	04/07/2018	Grant Permission 17/01/2019
Reserved Matters	<a href="#">19/P1852</a>	04/06/2019	Approve 03/10/2019
Variation of Conditions	<a href="#">21/P2806</a>	22/08/2021	Grant Variation 21/01/2022

### RAVENSBURY

APPLICATION TYPE	LPA REFERENCE	DATE REGISTERED	DECISION
Full Planning Permission	<a href="#">16/P1968</a>	27/05/2016	Grant Permission 09/05/2017
Outline Planning Permission	<a href="#">17/P1718</a>	16/11/2017	Grant Permission 29/04/2019
Reserved Matters	<a href="#">19/P1845</a>	04/06/2019	Grant Permission 09/12/2019

# RAVENSBURY



Source: HTA Design LLP



# RAVENSBURY

## 4.2 RAVENSBURY ESTATE

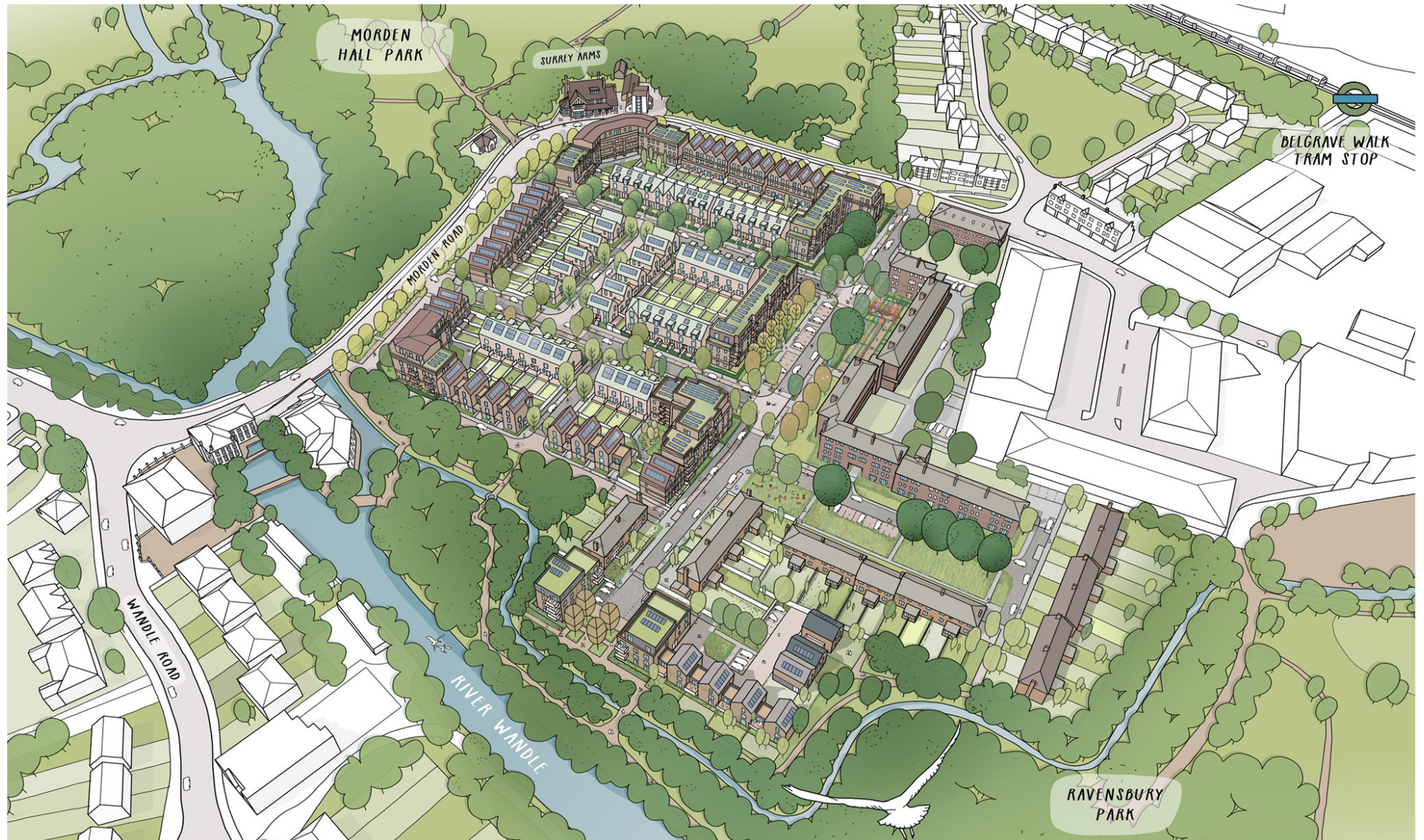
4.2.1 The Ravensbury Estate is located towards the south of the borough, within the Ravensbury ward, to the south-east of Morden town centre. The estate sits alongside the River Wandle, between Morden Hall Park and Ravensbury Park with Morden Road wrapping around its western and northern perimeters. The estate was originally constructed between the late 1940s and mid 1950s as part of the post-World War II housing boom.

4.2.2 The Estate area totals approximately 4.42 hectares. The Estate currently comprises 192 dwellings, including houses and flats across a mix of tenures including private ownership (as a result of right to buy) and social rent, including a mixture of semi-detached and terraced houses, flats and maisonettes.

4.2.3 Surrounding the residential properties are areas of amenity grassland, informal planting beds, scattered semi-mature trees and hard standing consisting of pavements, roads and car parking. There is also a small community facility of approximately 140 sqm. In addition, at the southern corner of the site there are a number of garages that are in disrepair and are not in use, these are currently under the ownership of LBM.



# RAVENSBURY



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Source: HTA Design LLP

# RAVENSBURY

## REGENERATION PROPOSALS

- 4.2.4 The Ravensbury regeneration will provide:
- ❑ Over 200 new homes
  - ❑ New tree planting, play areas and green spaces
  - ❑ A spacious new community centre.

An Outline Planning Application was submitted to Merton Council on 16 November 2017 for the comprehensive regeneration of the estate. Permission was granted on 29 April 2019 subject to S.106 Obligations.

- 4.2.5 Reserved matters have been made in relation to Appearance and Landscaping.

## DEMOLITION

- 4.2.6 The outline planning application proposes the demolition of all buildings within the red line boundary, comprising 97 existing homes and the community room. Homes to be demolished as part of the outline proposals include 86 affordable and 11 private homes. It is anticipated that the community room will be demolished in Phase 4. An additional 4 homes will be demolished in part of phase 1 (101 homes demolished across all phases in total).

**“Outline planning application (with layout, scale and access for approval) for the regeneration of the Ravensbury Estate (on land to the west of Ravensbury Grove) comprising:**

- ❑ the demolition of all existing buildings and structures
- ❑ erection of new buildings ranging from 2 to 4 storeys providing up to 180 residential units (C3 Use Class)
- ❑ provision of replacement community centre (up to 160 sqm of Use Class D1 floorspace)
- ❑ provision of new public realm, landscaping works and new lighting; cycle parking spaces (including new visitor cycle parking) and car parking spaces, together with associated highways and utilities works.
- ❑ Landscaping works are also proposed to the east of Ravensbury Grove and along Hengelo Gardens.”

## RETAINED HOUSING

- 4.2.7 91 existing homes (42 affordable and 49 private homes) are being retained on the Estate. These are not included within the application boundary.

## NEW COMMUNITY ROOM

- 4.2.8 As part of the proposals, a community room will be constructed and will provide up to 160 sqm of D1 community floorspace. The community room will be located in the heart of the site and will be accessible to all residents. It is anticipated that this will be constructed in Phase 3 prior to the demolition of the existing community room.

# RAVENSBURY

## NEW HOUSING

- 4.2.9 The outline application seeks permission for up to 180 new homes in a mix of houses and flats.
- 4.2.10 All homes are to be designed so that they are capable of meeting the Mayor's minimum space standards and the National Technical Standards. The majority of homes are to be designed so that they meet the relevant Building Regulation standards as set out within the Minor Alterations to the London Plan, with 10% of the homes designed to be wheelchair accessible or adaptable. The proposed layout ensures that the new homes can be designed having regard to the Mayor's Housing SPG.
- 4.2.11 All new homes will be provided with private amenity space in the form of private gardens, terraces or balconies. Some of the flatted blocks will also be provided with communal garden spaces to the rear. In total, approximately 622 sqm of communal amenity space is proposed.
- 4.2.12 Lifts are to be provided for blocks with more than 15 units per core. Most flat blocks will therefore be provided with a lift. Where there is no lift provided, the upper floor flats will be served by an AD Part M compliant stair and would have sufficient space for a future lift to be installed if one is required.

## Housing Mix Proposal

Dwelling Size	% of Private Tenure	Affordable Homes	
		% of Rent Tenure	Intermediate Tenure
Studio	0-10	0-10	No Intermediate Housing is proposed at Ravensbury.
1 bed	20-40	20-40	
2 bed	20-40	10-30	
3 bed +	30-50	40-60	

## Illustrative Scheme

Tenure	1 bed	2 bed	3 bed	4 bed	Total Units	Total Hab Rooms	% Affordable and Private Homes on a Unit Basis	% Affordable and Private Homes on a Habitable Room Basis
Affordable (Rent)	25	16	35	13	89	355	51	54
Private	21	27	32	4	84	307	49	46
Total	46	43	67	17	173	662	-	-
% of Unit Size	27	25	39	10	-	-	-	-

## Indicative Maximum Accommodation Mix

Tenure	1 bed	2 bed	3 bed	4 bed	Total Units	Total Hab Rooms	% Affordable and Private Homes on a Unit Basis	% Affordable and Private Homes on a Habitable Room Basis
Affordable (Rent)	34	10	35	13	92	355	51	54
Private	33	19	32	4	88	307	49	46
Total	67	29	67	17	180	662	-	-
% of Unit Size	37	16	37	9	-	-	-	-

# RAVENSBURY

## DESIGN + LANDSCAPE

4.2.13 The new landscape strategy includes proposals for:

- ❑ A carefully devised tree and planting strategy
- ❑ A co-ordinated materials palette
- ❑ Attractive tree lined streets
- ❑ Shared surfaces
- ❑ A central landscaped swale
- ❑ A community rose garden
- ❑ Multi-functional communal courtyards.



Source: HTA Design LLP



# RAVENSBURY

## ACCESS, PARKING + SERVICING

- 4.2.14 Pedestrian routes and informal cycle routes are to be improved across the site with high quality new and retained streets and shared surface areas. 176 car parking spaces are proposed in the outline planning application area, with approximately 50% of these on street and the remaining provided on the house plots. 20% of these spaces will be provided with electric vehicle charging points, and 20% will have passive provision so that charging points can be provided in the future. 10% of the parking spaces will be provided as disabled spaces. Cycle parking is to be provided in line with London Plan requirements.

## SUSTAINABILITY + ENERGY

- 4.2.15 A number of initiatives are proposed to ensure that a sustainable development is delivered:
- ❑ The incorporation of passive design (fabric first approach) and energy efficiency measures, and the installation of photovoltaic panels. These measures will ensure that a minimum carbon dioxide emissions reduction of 35% can be achieved on site
  - ❑ Low environmental impact materials
  - ❑ Sustainable transport measures including provision of cycle parking, electric vehicle charging points and car club bays
  - ❑ Water consumption reduced to below 105 litres per person per day
  - ❑ Provision of adequate waste and recycling storage
  - ❑ Provision of green roofs
  - ❑ Ecological enhancements
  - ❑ Comprehensive landscape strategy to enhance the biodiversity and ecology value of the site
  - ❑ A Site Waste Management Plan will be implemented.



# RAVENSBURY

## RESERVED MATTERS

4.2.16 The reserved matters proposals involve the redevelopment of part of the estate to provide a residential scheme. The matters of Layout, Access and Scale (with parameters for height) were approved as part of the Outline Planning Permission. This application therefore seeks approval of Appearance and Landscaping only.

## DEMOLITION

4.2.17 As approved, all buildings and structures within the red line boundary, comprising 97 existing homes and the community room will be demolished.

## RETAINED HOMES

4.2.18 Ravensbury Court, homes along Hengelo Gardens, and 1-11 (odd) and 56-62 (even) Ravensbury Grove are to be retained (91 homes in total are being retained on the estate). Other than landscaping works to the front of these retained properties in public and semi-public areas and some additional lighting which has been proposed on Hengelo Gardens, no works are proposed to these existing homes.

## NEW HOUSING

4.2.19 The reserved matters proposal will deliver 179 new homes, in a mixture of houses and flats.

4.2.20 The regeneration of the Ravensbury Estate (including Phase 1) will deliver an uplift in affordable housing so there will be no net loss of affordable housing. All homes have been designed to meet the Mayor's minimum space standards and the National Technical Standards.

4.2.21 The majority of homes (124 units) have been designed to meet Building Regulation Part M4(2) standards as set out within the Minor Alternations to the London Plan, with 10% of homes (18 units) designed to be wheelchair accessible or adaptable (Part M4(3)), with 18 accessible parking spaces provided for these homes. The new homes have been designed having regard to the Mayors Housing SPG.

4.2.22 A lift has been provided in block F. Where there is no lift provided, the upper floor flats will be served by an AD Part M compliant stair and would have sufficient space for a future stair lift to be installed if one were required.

## NEW COMMUNITY CENTRE

4.2.23 A new community centre (D1 Use Class) measuring 159 sqm is proposed at the heart of the site, on a prominent corner (at ground floor level within block M) visible from the junction of Ravensbury Grove and Morden Road. The community centre will be accessible to all residents. The design and operation of the community space has been developed with reference to resident feedback and liaison with Clarion Futures. The community centre will be constructed in Phase 3 prior to the demolition of the existing community room, ensuring that community facilities are available throughout the construction period.

## Housing Mix Proposal

Unit Type	1 bed	2 bed	3 bed	4 bed	Total Units	% by Tenure	Total Habitable Rooms	% by Tenure
Affordable / Social Rent	25	25	37	13	100	56%	379	58%
Private	22	25	18	14	79	44%	275	42%
<b>Total</b>	<b>47</b>	<b>50</b>	<b>55</b>	<b>27</b>	<b>179</b>	<b>-</b>	<b>654</b>	<b>-</b>

## LANDSCAPE

4.2.24 The provision of a coherent landscape across the site will include the following elements:

- ❑ A carefully designed tree and planting strategy
- ❑ A co-ordinated materials palette
- ❑ An inspiring and playable landscape throughout the neighbourhood
- ❑ Attractive tree lined streets
- ❑ Shared surfaces
- ❑ A central landscaped swale, and the incorporation of other sustainable urban drainage features such as permeable paving and rain gardens
- ❑ A community rose garden
- ❑ Multi-functional communal courtyards
- ❑ New lighting
- ❑ A landscape-led approach to boundary treatments
- ❑ Indicative proposals for the interface with the River Wandle.

## AMENITY SPACE + PLAY SPACE

4.2.25 All homes are to be provided with private amenity space in the form of balconies, terraces or gardens providing at least 5 sqm for two person dwellings, and an additional 1 sqm per additional person in accordance with the Mayor's minimum standards. The proposed play strategy is based upon the Mayor for London's Supplementary Planning Guidance 'Providing for Children and Young People's Play and Informal Recreation' (2012).

## ACCESS + SERVICING

The proposals will deliver:

- ❑ 161 car parking spaces, including 18 disabled parking bays
- ❑ An additional 15 car parking spaces retained for existing residents
- ❑ 1 car club bay, subject to a future Car Club Assessment
- ❑ 311 cycle parking spaces for residents, and 8 spaces for visitors/ community centre users.
- ❑ 20% active electric vehicle charging points, and 80% passive charging points
- ❑ New and enhanced pedestrian and cycle routes throughout the scheme.

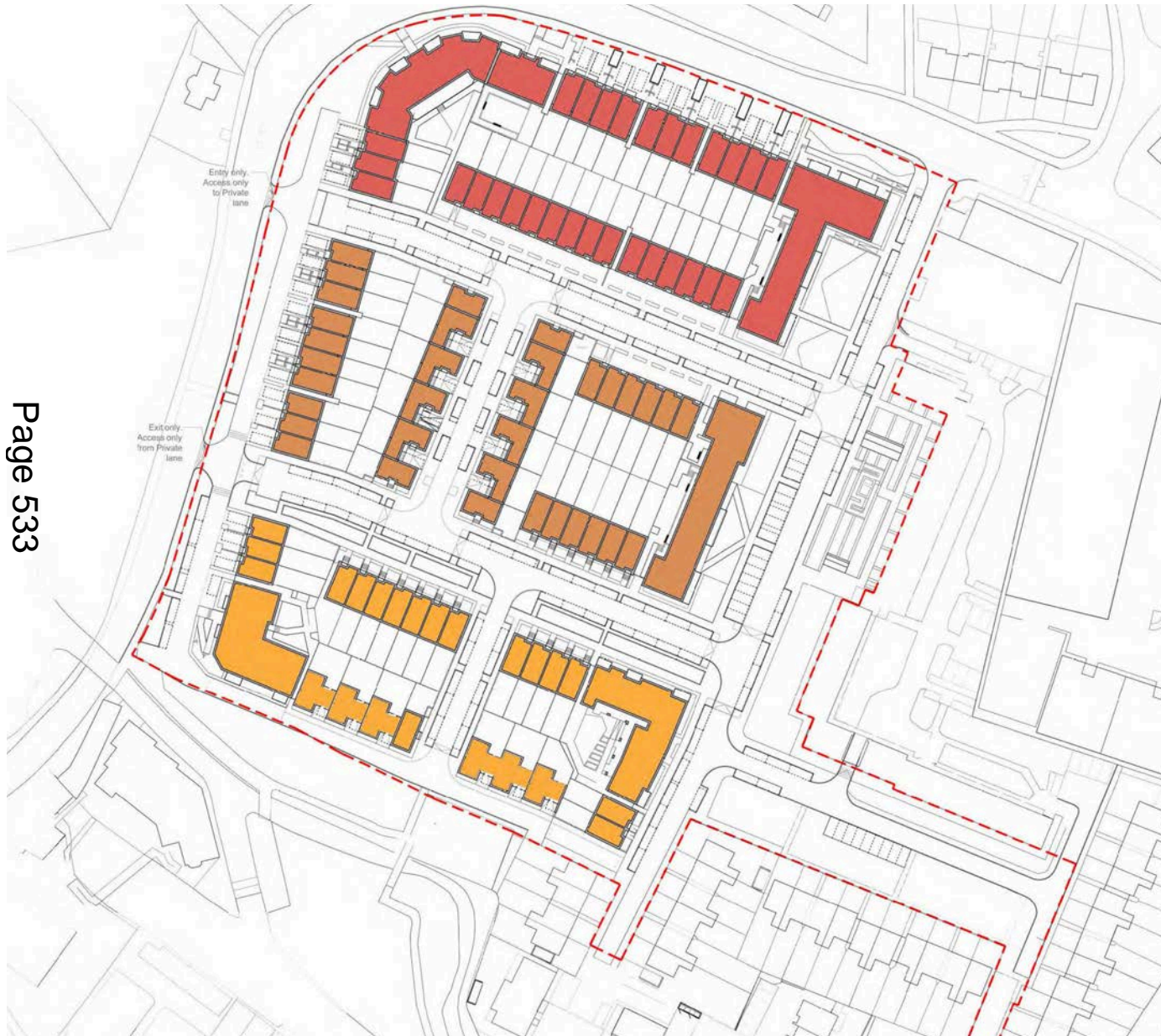
## SUSTAINABILITY + ENERGY

4.2.26 A number of initiatives are proposed to ensure that a sustainable development is delivered:

- ❑ The new buildings will be built to a high specification prioritising a passive design (fabric first approach) energy efficiency measures including photovoltaic panels, to achieve a reduction of 40.7% in carbon dioxide emissions on-site.
- ❑ The materials will have a low environmental impact as described in the BRE Green Guide
- ❑ Water consumption will be reduced to below 105 litres per person per day through water efficient fixtures + fittings
- ❑ Provision of adequate and easily accessible waste and recycling storage for flats and houses
- ❑ Provision of green roofs and other measures to support a sustainable urban drainage system
- ❑ Ecological enhancements including the installation of artificial habitats for birds and bats
- ❑ A comprehensive landscape strategy, which incorporates planting with native species and trees, with opportunities to enhance the biodiversity and ecology value of the site.



# RAVENSBURY



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-  Phase 2
-  Phase 3
-  Phase 4

# 5 SECTION 106 AGREEMENTS

## 5.1 S106 AGREEMENTS

5.1.1 A deed of agreement under Section 106 of the Town and Country Planning Act 1990 was agreed on the 26 April 2019 in relation to the developments at the three estates. The agreement sets out general provisions for:

- Affordable housing
- Highway works
- Bus stop Improvement works
- Parking Management
- Estate Roads (Delivery and Management, Maintenance and Access)
- Parking Controls
- Delivery and Service Management Plan
- Car Club
- Utility Diversions
- Carbon Offsets
- Noise and Air Quality during construction
- Open Space (Delivery and Management, Maintenance and Access)
- Lifts.

5.1.2 Specific obligations are also detailed for the Ravensbury Estate, including:

### RAVENSBURY

- Traffic Calming Measures
- Ravensbury Pedestrian and Cycle Routes Improvements
- Re provision of Ravensbury Community Centre
- Access to Ravensbury Park
- River Wandle Footbridge.

5.1.3 Provision is also made for:

- Scheme Linking** - No more than 607 new market units are to be occupied until at least 100 units have been constructed an area available for occupation on the Ravensbury Estate and 131 on the Eastfields Estate.
- Build to Rent** - Details of the build to rent for each phase of the development for High Path shall be submitted with each phase.
- Flood Plain Mitigation Strategy (Ravensbury)** - Ensure that all works are carried out in accordance with the flood mitigation strategy.

# 6 COMPULSORY PURCHASE ORDERS

## 6.1 COMPULSORY PURCHASE ORDERS

- 6.1.1 Compulsory purchase is a legal mechanism by which certain bodies (known as ‘acquiring authorities’) can acquire land without the consent of the owner.
- 6.1.2 Compulsory purchase powers are an important tool to use as a means of assembling the land needed to help deliver social, environmental and economic change.
- 6.1.3 A Residents’ Offer was made by Clarion in 2015 to the existing homeowners and affordable housing tenants, which was updated in 2018. The majority of the residents were in favour of the offer but a small minority (around 5%) did not like the proposal.
- 6.1.4 All of Clarion’s existing social/affordable tenure tenants and resident homeowners will be given the opportunity to stay in new homes in the newly regenerated Estate. This is the case on all three Estates. This ‘offer’ is consistent with the Residents’ Offer published in May 2015 and updated in 2018.

## 6.2 SUMMARY OF PROPOSED COMPULSORY PURCHASE ORDERS

- 6.2.1 On 15 January 2018, the Council’s Cabinet resolved ‘in-principle’ for the Council to use its compulsory purchase powers, if necessary, to bring forward the Estates Regeneration Programme. This resolution was ratified by full Council on 7 February 2018.
- 6.2.2 The purpose of the Order is to secure the acquisition of all relevant interests in the Order Land to facilitate the vital redevelopment of the Ravensbury Estate.
- 6.2.3 The Ravensbury Estate regeneration forms part of the wider Merton Estates Regeneration Programme. The development seeks to deliver the redevelopment of the estates, which includes the Eastfields and High Path Estates.
- 6.2.4 Although the owners of the interests have been approached on a number of occasions by Clarion with a view to purchasing their interests, agreement for purchase has not been reached because the owners have either not yet decided which of the options available to them they wish to exercise or they are waiting for as long as possible before selling their interests to Clarion.

- 6.2.5 In order to secure the delivery of the development the Council intends to make a number of CPOs for the acquisition of third party property and rights on the Estates. The CPOs will be phased to reflect the Developer’s proposed construction programme of the estates from 2022 – 2034.
- 6.2.6 If the relevant interests are not able to be acquired the redevelopment of the Phases 3 and 4 element of the Ravensbury Estate would be severely compromised as the units to be acquired lie within the main redevelopment area of these parts of the Estate.
- 6.2.7 Seeking to construct new development around these few outstanding interests would not only compromise the construction process but it would also compromise the Council’s aims to deliver the wider regeneration benefits of the comprehensive redevelopment of the estate. Such an approach would also severely impact: the place-making benefits; the wider social benefits; the delivery of affordable housing; and the delivery of higher quality homes - the existing units will remain unsuitable accommodation so the wider benefits for tenants would be lost.

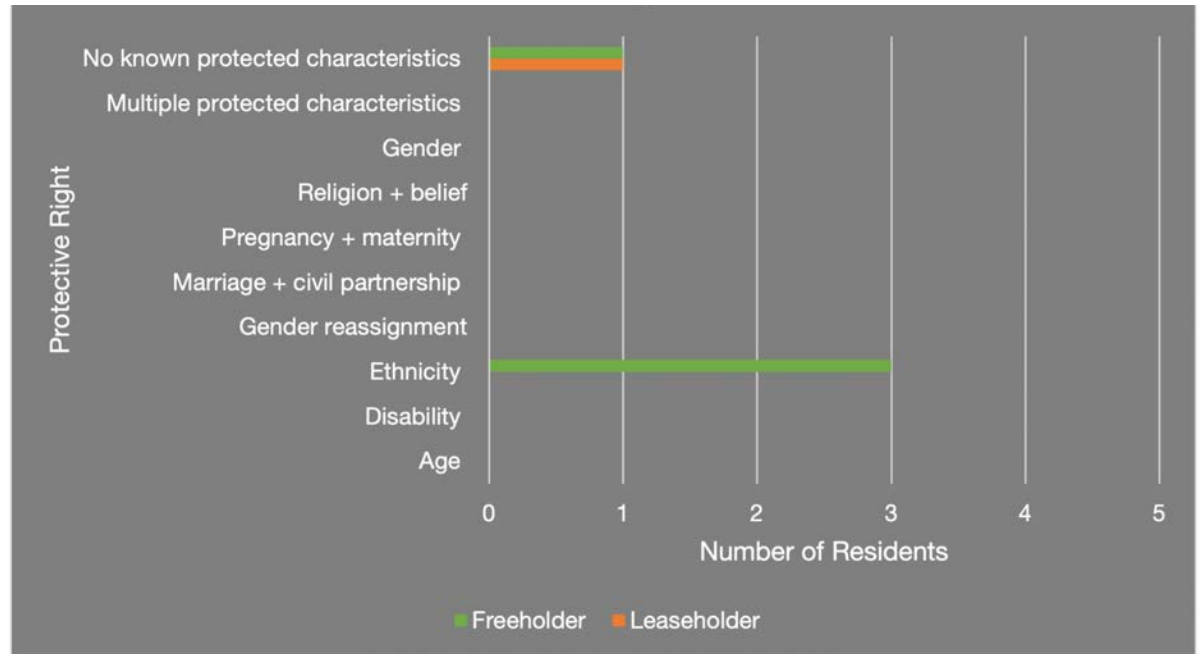
# 6 COMPULSORY PURCHASE ORDERS

6.2.8 The Council is also bringing forward the London Borough of Merton (High Path No.1) Compulsory Purchase Order 2022 (the High Path Order) and The London Borough of Merton (Eastfields No. 1) Compulsory Purchase Order 2022 (the Eastfields Order) (together with this Order, the 2022 CPOs) as part of the next phase of redevelopment across the three Estates.

6.2.9 As of February 2022, Clarion has acquired 229 freeholds and long leases across the estates regeneration area through voluntary sales under the terms of the 2015 Residents' Offer. Of these acquisitions, 130 are at High Path, 88 at Eastfields and 11 at Ravensbury. In order for the regeneration programme to be delivered, Clarion will need to acquire a further 135 freeholds and long leases at High Path.

6.2.10 The Council supports the Order, which will facilitate delivery of new and significantly improved housing for existing tenants and homeowners on part of the Ravensbury Estate, and will also allow enable regeneration of other parts of the Ravensbury Estate to come forward, since the homes provided on the Order Land will enable the relocation of existing residents in subsequent phases of the Ravensbury Estate regeneration.

## Ravensbury



The Council is satisfied that the acquisition of these interests will facilitate the proposed regeneration, which will lead to the redevelopment and will contribute to economic, social and environmental improvements to the area.

6.2.11 Steps are being taken to ensure that the acquisition and relocation processes are applied in a fair and non-discriminatory manner. Steps will also be taken to minimise the adverse effects on protected groups during construction and any such effects suffered by surrounding ethnic minority businesses. The proposals will bring a range of benefits to disabled and other protected groups including in relation to enhanced access, housing provision and lifetime homes.

# 7 VIABILITY

## 7.1 VIABILITY STATEMENT

- 7.1.1 Clarion has considerable experience and resources and manages over 125,000 homes across 176 local authorities. As the largest housing association in the UK and one of the country's leading housebuilders, Clarion is set to build a high volume of high quality homes of all tenures during the next ten years.
- 7.1.2 Clarion has shared with the Council details of projected costs and revenues and its financial strategy for delivery of the 2022 Scheme as well as the Merton Estates Regeneration Programme as a whole pursuant to the planning permissions.
- 7.1.3 To support the Merton Estates Regeneration Programme as a whole, which as things stand is not viable, the Council and Clarion have entered into a legally binding contract to vary the existing Stock Transfer Agreement dated 22 March 2010, in particular the Development and Disposals Clawback Agreement also dated 22 March 2010, to suspend clawback payments unless the Merton Estates Regeneration Programme achieves a surplus.

- 7.1.4 Clarion has provided a resolution of its board committing to the delivery of the 2022 Scheme irrespective of the viability position. The Council, having taken independent professional advice, is satisfied that the strategy is based on realistic and reasonable assumptions and that therefore the 2022 Scheme is deliverable having regard to the Clarion's resources by reference to the CPO Guidance. The Council is also satisfied that there are sufficient resources to both acquire the necessary Order Land and to implement the 2022 Scheme, and that Clarion has the necessary track record to undertake the development.
- 7.1.5 Officers are satisfied Clarion has the resources and commitment to effectively deliver Phase 1 of Eastfields Estate, Phase 2 and 3 of the High Path Estate, and Phases 3 and 4 of the Ravensbury Estate, as well as future phases of the Merton Estates Regeneration Programme.

- 7.1.6 Clarion has entered into an indemnity agreement with the Council dated 7 February 2019, which fully indemnifies and provides protection for the Council in relation to all costs associated and arising in the preparation and making of the Order, acquisition of Order Land and the payment of compensation arising from such acquisition.

# 8 COMMUNITY ENGAGEMENT

## 8.1 OVERVIEW

8.1.1 This section provides a summary of the consultation undertaken to date with local stakeholders and the wider community. Clarion and their project team have undertaken a series of consultation events in order to understand the aspirations of the Estate residents. A range of topics have been explored with the residents and this engagement process has been ongoing throughout the design of the masterplan.

### INCLUSIVE CONSULTATION

- 8.1.2 The need for inclusive consultation was an overarching consideration to ensure that the whole community was reached. The following strategies were adopted:
- A wide circulation of invitations
  - The venues for the consultation events had to have level access and wide enough doors and corridors for ease of access
  - Accessible WC available
  - Activities offered for children at events
  - For all events, a register was taken, so that an accurate record could be kept of who attended and the total attendance figures, so that any obvious omissions might be identified for targeting later
  - Reports were drawn up for each event, highlighting key feedback.



# 8 COMMUNITY ENGAGEMENT

## 8.2 RAVENSBRURY – OUTLINE

As part of the consultation process, the design team consulted with existing residents, the local community and key stakeholders including the following groups:

- ❑ Existing residents of Ravensbury
- ❑ Neighbouring residents and businesses
- ❑ Local amenity groups, including Friends of Ravensbury Park, Morden Hall Park, Wandle Trust and Living Wandle, National Trust, London Wildlife Trust, Architectural Liaison Officer.

Consultation was carried out at regular points throughout the design development process and took the form of formal meetings and individual briefings to key local stakeholders. Public consultation events were held throughout the process, which invited residents and neighbours to comment on the emerging proposals.

The feedback received from these events was considered and where required additional analysis and design testing was undertaken. Where possible, revisions were made to the emerging proposal to address the matters raised.



Thirteen public consultation events were held between July 2013 and November 2016. A number of comments were raised by residents during these events including issues surrounding car parking levels, building heights, timing and phasing of the development, upgrades to communal and public spaces and protection of existing trees. These issues were all discussed in detail with attendees and addressed where possible as the emerging scheme developed.

## 8.3 RAVENSBRURY – RESERVED MATTERS

Three public consultation events were held on the proposals at the existing Ravensbury Community Room between July 2018 and January 2019.

- ❑ **CONSULTATION EVENT 1-4TH JULY 2018**  
The first event presented the emerging proposals and asked what the community would like to see happen with the community space.

# 8 COMMUNITY ENGAGEMENT

## ❑ CONSULTATION EVENT 2 – 18TH SEPTEMBER 2018

The second consultation event provided the opportunity to discuss housing need matters and also the design of the potential new homes with future residents. The general themes emerging from this second consultation event were as follows:

- » Concerns regarding safety and lighting particularly to front doors
- » Residents were pleased with the size of the proposed gardens and more spacious homes as well as the provision of level access for ground floor flats
- » Residents expressed the opinion that internally, the windows positions within the flats could be improved for the purposes of aligning furniture
- » Residents suggested that larger homes would benefit from an additional shower room or en-suite and the wet rooms within the elderly persons housing were well received.
- » Concerns were raised regarding allocating parking for those residents without on-plot parking.



## ❑ FINAL PROPOSALS EVENT 3-22ND AND 23RD JANUARY 2019

The final event was an opportunity to present the developed design in advance of the submission of the Reserved Matters application. The key issues raised by residents at this event were as follows:

- » The design of the boundary to Ravensbury Park and how this should work appropriately with the scheme
- » A number of residents expressed a desire to use the attic space as storage
- » Residents suggested that the current street names should be used in the new layout
- » The issue of further temporary parking arrangements being required during construction was raised
- » Residents expressed that they would like a shed for garden storage and asked who would be responsible for maintaining the rose garden.

## ❑ OTHER CONSULTATION

There has also been engagement with both the National Trust and Friends of Ravensbury Park throughout the outline and reserved matters design evolution process.



# 9 EQUALITIES DATA

## 9.1 EQUALITIES DATA

9.1.1 The Equalities Analysis undertaken by Clarion in 2015 identified that the 'protected characteristics' of: Age, Disability and Ethnicity were particularly relevant to the regeneration proposals and there was the potential for these groups to be negatively affected. The assessment therefore focussed on these issues.

9.1.2 Clarion has advised that residents of Eastfields, High Path and Ravensbury have provided information about the problems with their homes and outside spaces, which included:

- homes that are expensive to heat
- leaking roofs
- poor noise insulation
- condensation and damp
- issues with refuse collection
- unsafe pathways.

9.1.3 Some of these issues were also raised in both Council consultations in 2014 and 2016, particularly concerns around unsafe pathways, damp and poor internal conditions. As set out in the policies in the Council's Estates Local Plan, regeneration will be expected to provide a range of choices and benefits including:

- high quality well designed neighbourhoods
- wider housing mix
- more private space for residents
- better quality green spaces and community facilities
- job creation opportunities.

9.1.4 The regeneration will also be an opportunity to provide much needed new homes by making more efficient use of brownfield land, improving the quantity, quality and mix of new homes on each of the three estates. A key expectation of any regeneration proposals that come forward will be a commitment to keeping the existing community together in each neighbourhood, and for existing residents to have a guaranteed right to return to a new home in their regenerated neighbourhood.

9.1.5 The Equalities Analysis undertaken in 2015 identified that the greatest impact on equalities would be the mechanics of the delivery of the regeneration programme including:

- the Residents' Offer
- moving existing residents into new homes
- addressing overcrowding
- minimising disruption during this extensive process.

# 9 EQUALITIES DATA

## 9.2 EQIA DATA 2015

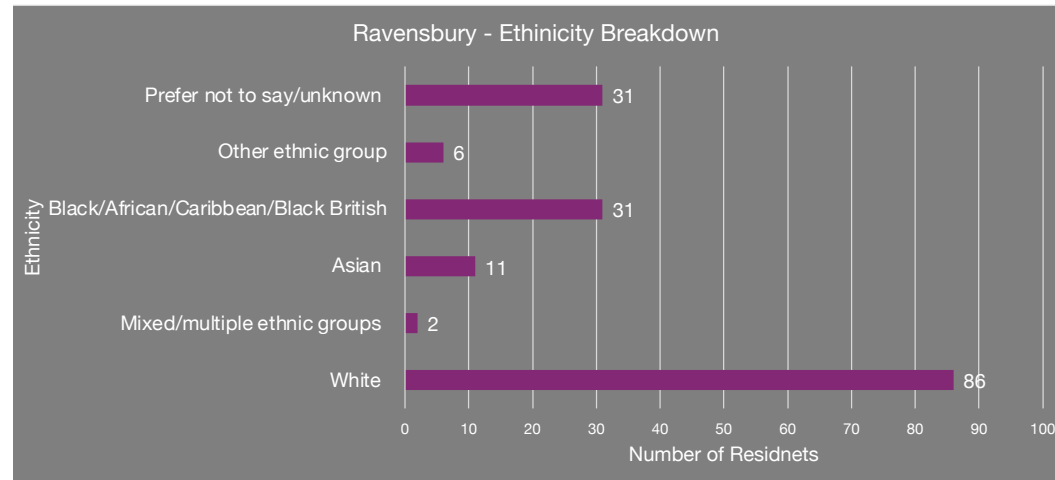
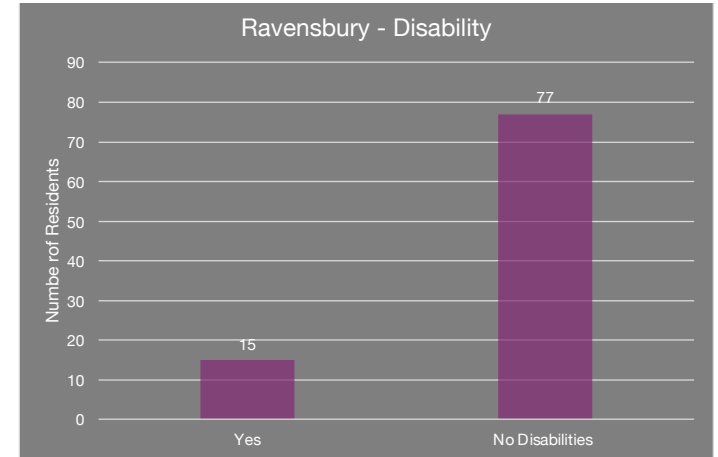
9.2.1 Clarion undertook an Equalities Impact Assessment to determine the potential impacts of the deliver of the Estates Regeneration against those residents with protected characteristics, as set out below.

9.2.2 To aid comparison of data with the ONS, the ethnicity categories have been grouped into five categories:

- Black/African/Caribbean/Black British
- Asian
- Mixed/multiple ethnic groups
- White
- Other.

### Ravensbury - Age Profile

The 2015 data for Ravensbury was not included in the previous report in error. Clarion does not store historic data and has changed its IT systems since the 2015 report was written. The data in the current report is considered complete and up to date.



# 9 EQUALITIES DATA

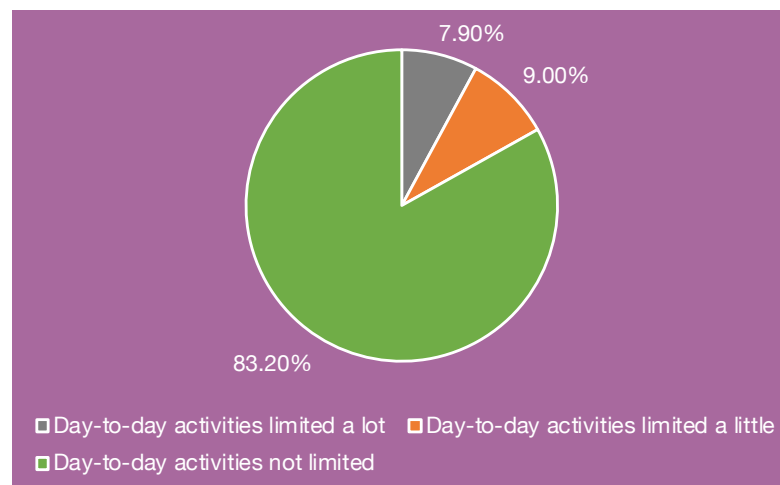
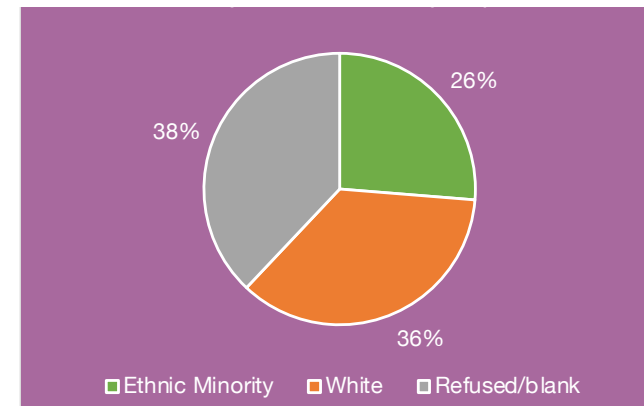
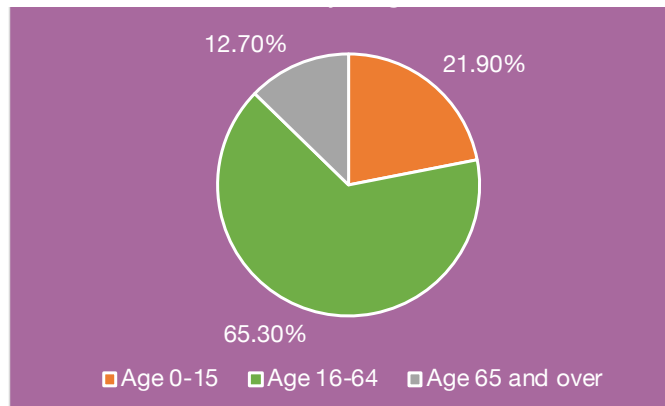
## 9.3 EQIA DATA 2020/21

9.3.1 Data has been drawn from the following sources:

- Clarion Estate Profiling, 2021
- GLA Data, 2020

9.3.2 The Equality Analysis has identified that the 'protected characteristics' of: Age, Disability and Race are particularly relevant to the regeneration proposals and there is the potential for these groups to be negatively affected. The assessment has therefore focussed on these issues.

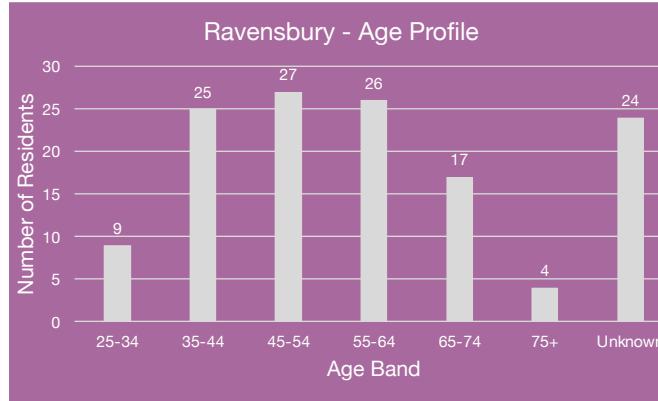
### CORE CHARACTERISTICS OVERVIEW



# 9 EQUALITIES DATA

## AGE

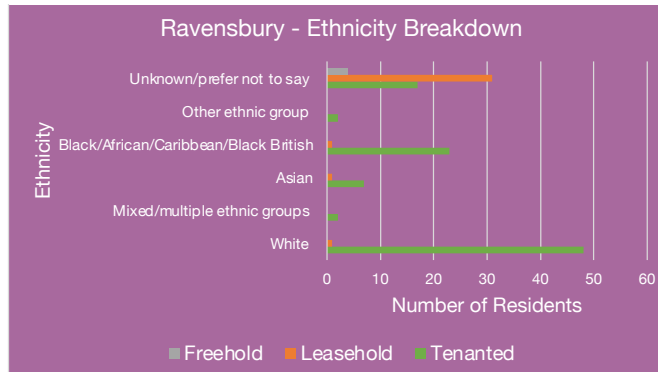
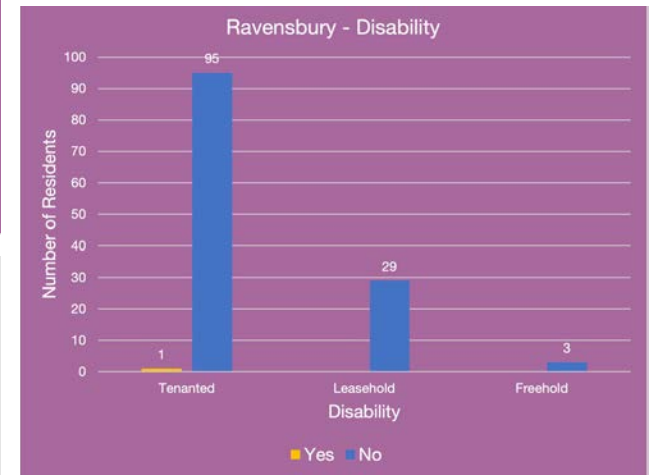
9.3.3 The existing population in and around Ravensbury is comparable to the age profile in Merton as a whole.



## DISABILITY

9.3.4 Disability can be defined as a physical or mental impairment that has a substantial and long-term negative effect on the ability to do normal daily activities.

9.3.5 16.9% of people in Ravensbury state that they have a long-term disability or health problem that limits their day-to-day activity either 'a lot' or 'a little'. These figures are broadly in line with the London average of 14.1%. In Merton the proportion is 12.6%.



## ETHNICITY

9.3.6 26% of residents on the Ravensbury estate are part of an ethnic minority group with 36% identifying as White and 38% either refusing or not stating their ethnicity.

# 9 EQUALITIES DATA

## 9.4 CURRENT HOUSING OFFER

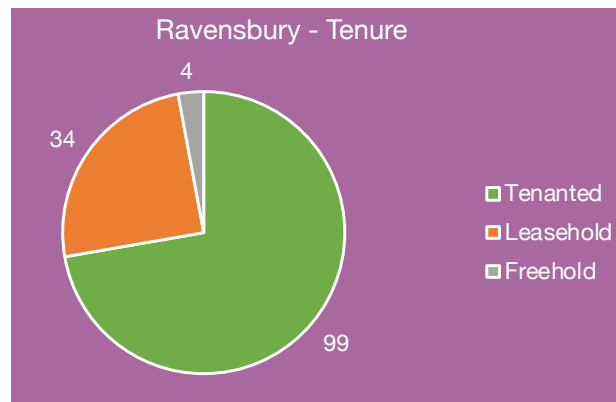
### TENURE

9.4.1 Only 2% of residents on the Ravensbury Estate are freeholders. This is the lowest proportion of all three estates.

### OVERCROWDING

9.4.2 Population density is a measure of the average outdoor space per resident. All else being equal, higher population density will mean more overcrowding. A household is considered overcrowded when there are at least 1 bedroom too few as defined by the ONS.

9.4.3 There is considerable overcrowding in all three neighbourhoods but particularly Eastfields and High Path.



## 9.5 MERTON REGENERATION

9.5.1 Clarion has committed to re-provide homes so that existing residents can enjoy the same tenancy rights that they have now.

9.5.2 Clarion has also committed to ensuring no family returns to overcrowded conditions. Every home will be at least as large as the home it replaces and in reality most will be larger.

# 10 EQUALITIES ASSESSMENT

## 10.1 EQUALITIES ASSESSMENT METHODOLOGY

### REVIEW OF 2016/17 EQIA

10.1.1 A review was undertaken of the 2016/17 EQIA which was prepared as part of the Estates Local Plan Sustainability Appraisal process. This involved reviewing and updating relevant policy and baseline information and comparing the findings against new data provided by Clarion. An appraisal of equality effects was then undertaken to make a judgment on how the Estates Regeneration will affect people with protected characteristics.

The approach taken to data collection has changed between 2015 and 2021 which makes it difficult to directly compare the data. For instance, the categories for age have changed slightly to include a broader age range within each group. For disability and ethnicity, the proportion of residents that would prefer not to disclose whether they have a disability or share their ethnicity has increased.

### APPRAISAL OF EFFECTS

10.1.2 Regeneration and change, particularly in the physical environment of the areas that people live, is likely to have impacts that are both positive and negative for different groups. In any process of change, some people or groups are likely to gain more benefits than others. To this end, all regeneration programmes need to be managed to ensure that the positive impacts of the regeneration are maximised and correspondingly to ensure that the negative impacts are minimised. The assessment sets out a number of recommendations to strengthen, secure or enhance positive equality impacts and to mitigate for potential negative equality impacts.

10.1.3 The Council intends to make a number of CPO's to facilitate the regeneration of the estates. In some cases residents will be required to relocate against their will. Amongst the occupants of affected households, those that may be particularly sensitive to the impact of the CPO are:

- ❑ Households that include older people who may be more vulnerable to disruption and other adverse impacts associated with the requirement to move away from their current home. The implications of the regeneration on older and younger people on the estate may also be significant

in terms of health and access to amenities.

- ❑ Households that include disabled residents may also be more vulnerable to the immediate impact of the regeneration particularly with respect to the noise and disruption caused. This disruption would be temporary and there will be potential for disabled residents to obtain better and more suitable accommodation because of the regeneration.
- ❑ Households that include ethnic minority residents may lose important social and community ties if they need to move away from the area. It is considered likely that suitable alternative affordable accommodation will be available on the regenerated estate.
- ❑ The regeneration could have both a positive and negative impact for the pregnancy and maternity group: negatively in terms of upheaval during a very sensitive period of childbearing/rearing, but potentially positively if new accommodation is better suited to their needs.

# 10 EQUALITIES ASSESSMENT

## 10.2 ASSESSMENT OF POTENTIAL EQUALITY EFFECTS

10.2.1 The Equalities Impacts Assessment is structured under the following objectives:

1. Identify any potential equality effects that might arise from the planned development
2. Identify potential positive equality effects
3. Assess whether any negative equality effects would give risk to unlawful discrimination for an identified group
4. Identify further measures to reduce any negative equality effects that may arise.

10.2.2 The EqIA has taken each of the nine protected characteristics in turn, as well as other characteristics that can be affected by discrimination, and considered them against each of the objectives to determine the likely effects.

PROTECTED CHARACTERISTICS	POSITIVE EFFECTS	
	Direct	Indirect
Age	<ul style="list-style-type: none"> <li>» Providing the right type of housing for different households of all age groups including older residents and families with young children.</li> <li>» Any necessary accessibility adaptations can be fitted in the replacement home from the outset.</li> </ul>	<ul style="list-style-type: none"> <li>» A decanting matrix tool was used to help place residents within the proposed development based on their needs.</li> <li>» All new homes will have a private outdoor space. This may be of particular benefit to older residents and families with children who may not have outdoor space now.</li> </ul>
Disability	<ul style="list-style-type: none"> <li>» Provision of lifetime homes and adapted properties for resident and household members with specific needs.</li> </ul>	<ul style="list-style-type: none"> <li>» 10% of homes adaptable to be fully wheelchair accessible.</li> <li>» Improved external environment will create more accessible and usable open spaces.</li> <li>» Disabled parking bays that comply with the minimum disability standards will be provided.</li> <li>» Inclusive play spaces will be provided that are accessible and welcoming to disabled and non-disabled children.</li> </ul>
Pregnancy and maternity	<ul style="list-style-type: none"> <li>» Clarion will rehouse tenants in suitable sized accommodation to reduce overcrowding where possible.</li> <li>» This includes rehousing some 'hidden households' and non-dependant adult children separately to alleviate overcrowding.</li> </ul>	<ul style="list-style-type: none"> <li>» New development designed to accommodate pushchairs and play facilities.</li> <li>» All new homes will have private outdoor space.</li> </ul>

# 10 EQUALITIES ASSESSMENT

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PROTECTED CHARACTERISTICS	NEGATIVE EFFECTS	
	Indirect	Direct
Age	<ul style="list-style-type: none"> <li>» Clarion recognises that older residents or households that have older members may find moving to a new home more challenging. Residents with younger children in the household may also need additional help and support.</li> <li>» Disturbance particularly if on their own, frail and vulnerable. Age related ill health or frailty may make the prospect of moving more difficult for older homeowners.</li> <li>» Older homeowners may not raise mortgage on new properties/ Older residents may find it difficult to access funding or credit.</li> <li>» Families with children of pre-school and school age could be disrupted if they have to move temporarily potential increased journey times to school or childcare</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified.</li> </ul>
Disability	<ul style="list-style-type: none"> <li>» Potential for residents with disabilities to find it more challenging to move home than residents without a disability due to the nature of their disability.</li> <li>» Disturbance of moving and quality of life, particularly if disability associated with breathing conditions.</li> <li>» Sensory impairment and nervous system conditions – particularly construction machinery noise.</li> <li>» New physical layout will be challenging to those with visual impairment</li> <li>» People with learning difficulties may need separate forms of communication and engagement to enable their understanding of the reality of their situation.</li> <li>» Potential negative impact on individuals with mental health issues.</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified.</li> </ul>
Pregnancy and maternity	<ul style="list-style-type: none"> <li>» Disruption during construction period may negatively impact on pregnant mothers or families with new born children e.g. noise, dust, access issues.</li> <li>» Disruption during decanting/moving home.</li> <li>» Allocated home may no longer be suitable for needs - double decanting.</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified.</li> </ul>



# 10 EQUALITIES ASSESSMENT

PROTECTED CHARACTERISTICS	POSITIVE EFFECTS	
	Direct	Indirect
Ethnicity	» No direct positive impacts identified.	» There is evidence that households from the ethnic minority community on the three estates where regeneration is being considered are more likely to be overcrowded than all households on the estates. Regeneration deals with overcrowding within Circle's tenanted properties on the estates by rehousing each household in the right size property for them. » All existing Clarion tenants and resident homeowners will have the option to stay in their neighbourhoods if they wish to, this will promote community cohesion and build on the strength of the existing very diverse communities in the existing neighbourhoods.
Marriage and Civil Partnership	» No direct positive impacts identified.	» No indirect positive impacts identified.
Gender reassignment	» No direct positive impacts identified.	» No indirect positive impacts identified.

# 10 EQUALITIES ASSESSMENT

PROTECTED CHARACTERISTICS	NEGATIVE EFFECTS	
	Indirect	Direct
Ethnicity	<ul style="list-style-type: none"> <li>» Language barriers could limit the ability of some residents who are members of ethnic minority communities to participate in ongoing consultation regarding their housing needs or their rights under the Residents' Offer.</li> <li>» Lack of written and oral English may have affected some residents' awareness of the proposals and capability to negotiate outcomes for tenants and leaseholders.</li> <li>» Negative impacts of other protected characteristics will be experienced by ethnic minority groups given the estate's diversity.</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified</li> </ul>
Marriage and Civil Partnership	<ul style="list-style-type: none"> <li>» No indirect negative impacts identified.</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified.</li> </ul>
Gender reassignment	<ul style="list-style-type: none"> <li>» No indirect negative impacts identified.</li> </ul>	<ul style="list-style-type: none"> <li>» No direct negative impacts identified.</li> </ul>

# 10 EQUALITIES ASSESSMENT

PROTECTED	POSITIVE EFFECTS	
CHARACTERISTICS	Direct	Indirect
Religion or Belief	» No direct positive impacts identified.	<ul style="list-style-type: none"> <li>» No aspects that prevent residents from practicing their religion/faith</li> <li>» The rehousing team will ask people about their use of places of worship to see the extent to which disruption to their lives can be minimised</li> <li>» Religious and cultural requirements for specific washing facilities and separate kitchens and living areas have become apparent</li> <li>» Homeowners of any religion and belief will be affected in exactly the same way and as everyone else will have the same compensation and housing options.</li> </ul>
Sex/Gender	» No direct positive impacts identified.	» No indirect positive impacts identified.
Sexual Orientation	» No direct positive impacts identified.	» No indirect positive impacts identified.

# 10 EQUALITIES ASSESSMENT

PROTECTED CHARACTERISTICS	NEGATIVE EFFECTS	
	Indirect	Direct
Religion or Belief	» No indirect negative impacts identified.	» No direct negative impacts identified.
Sex/Gender	» No indirect negative impacts identified.	» No direct negative impacts identified.
Sexual Orientation	» No indirect negative impacts identified.	» No direct negative impacts identified.

# 10 EQUALITIES ASSESSMENT

## 10.3 OTHER CHARACTERISTICS

### DEPRIVATION

10.3.1 Deprivation is not a protected characteristic. However, people possessing certain protected characteristics (e.g. disabled people and ethnic minority children) are at greater risk than other people of experiencing deprivation or of living in areas of high deprivation. An understanding of where deprivation is focused can, therefore, help to identify where people who possess protected characteristics may be at greater risk of inequality.

### EMPLOYMENT AND ECONOMIC ACTIVITY

10.3.2 Employment and economic activity data for Merton and the three Estates is included at **APPENDIX 6** of the overarching EQIA report. LB Merton mirrors the relatively high level of key out-of-work benefit claimants across London, at 7% and 8% of the working age population respectively, compared to just 6.4% nationally. The percentage of economically active residents on all three estates is lower than the ward average. 68% of residents on the Ravensbury Estate are economically active.

10.3.3 The Ravensbury Estate regeneration will help to address the socio-economic inequalities of the area. It has been recognised that the immediate area of Ravensbury Estate has a distinct socio-economic profile compared to the borough as a whole and generally contrasts with the socio-economic conditions of the borough as a whole. Specifically, the following characteristics have been identified:

- ❑ relatively low rates of economic activity
- ❑ a high rate of child poverty, particularly in families with no adult in employment
- ❑ a lack of affordable housing opportunities.

The economic consequences of the ongoing Covid-19 pandemic have not yet been fully captured by local statistics but it is likely that this will exacerbate the existing issues faced by the local community.

# 11 PHASING AND DELIVERY

## 11.1 PHASING AND DELIVERY

11.1.1 The redevelopment of the Ravensbury Estate will come forward in four phases and deliver a total of 200 homes. The phases have been designed to ensure minimum disruption to existing residents. The proposed phasing is as follows:

11.1.2 The overall break down of Phases in the Ravensbury Estate is:

- Phase 1: 21 homes
- Phase 2: 54 Homes;
- Phase 3: 51 Homes; and
- Phase 4: 74 Homes

11.1.3 Phase 1 has already been carried out, and no compulsory purchase order was required. Reserved matters for Ravensbury Phases 2-4 and the current detailed design plans for 179 new homes in Phases 2-4 were approved on 9 December 2019. Phase 2 is being carried out and once again no compulsory purchase order was required to facilitate this part of the redevelopment. Ravensbury Phases 3-4 are the subject of the Compulsory Purchase Order.

11.1.4 Phases 3 and 4 will facilitate delivery of 125 new homes on the Ravensbury Estate of which 51 new homes will be affordable rented/social rented and 74 new homes will be private homes.

RAVENSBURY		
Phase	Start on Site	Practical Completion
RP1	2019	2020 Q4
RP2	2022	2023 Q3
RP3	2023	2025 Q3
RP4	2025	2027 Q2

## 11.2 DECANTING STRATEGY

11.2.1 Moving house can be difficult so the Merton Estates Regeneration programme is predicated on keeping the number of household moves that residents have to make to a minimum. The regeneration of the three estates has been planned so that all Clarion tenants and leaseholders and freeholders who want to stay in the neighbourhood will be able to.

11.2.2 Wherever possible residents will move straight into their new permanent replacement home regardless of whether they are tenants, leaseholders or freeholders. The first phases of regeneration on Ravensbury will all be replacement homes for existing residents. Ravensbury will be delivered as a phased regeneration scheme to enable homes on parts of the estates to be emptied, then demolished and rebuilt over time.

11.2.3 At Ravensbury, Clarion has built a 'kick start' phase before any homes are emptied and demolished, to reduce the number of residents that have to move elsewhere until their new home is ready.

11.2.4 It is recognised that social housing is a scarce resource. Clarion has the largest social housing stock in Merton but will, wherever possible, use the decant capacity within the regeneration estates themselves to minimise disruption to residents and minimise the impact of regeneration of the supply of social housing in the London Borough of Merton.

11.2.5 Clarion will therefore use properties that it has bought back from private owners in later phases on the three estates to rehouse those who need to move temporarily rather than housing them in Clarion housing stock that would otherwise have been available to the local authority for nomination.

# 11 PHASING AND DELIVERY

## CREATING DECANT CAPACITY

- 11.2.6 Since the launch of the Resident's Offer in 2015 Clarion has acquired over 220 homes from homeowners by negotiation. Some of these homes have been used by the London Borough of Merton as temporary housing for households in housing need. Clarion proposes to use bought back homes in later phases to rehouse residents who will have to move from early phases to allow vacant possession and demolition of the next phases of development.
- 11.2.7 On Ravensbury, Clarion has used land in their ownership, which did not have housing on it, and have bought adjacent sites to build the first replacement homes for residents which consist of 21 replacement homes at Ravensbury.
- 11.2.8 Where residents need to move off site into another Clarion property in Merton, before they move to their permanent home to which LB Merton has nomination rights, it will be with the informed consent of LB Merton.

## INCREASE IN SOCIAL / AFFORDABLE HOUSING CAPACITY

- 11.2.9 The Merton regeneration programme will replace all of the social/affordable housing currently provided. Clarion has committed in their Residents' Offer that no household will be moved into an overcrowded home, even if they were overcrowded in their old home. As a consequence, some of the new homes built will be larger than the ones that they currently replace, where the residents are currently overcrowded.
- 11.2.10 Some of the replacement homes will have more bedrooms than the homes which they replace. In some cases grown up children will be rehoused as separate households. There will be an overall increase in the number of social/affordable homes and an increase in the number of bed spaces where larger homes have been built to address overcrowding.

## REPLACEMENT HOMES AND CLARION'S RESIDENTS' OFFER

- 11.2.11 Clarion's Residents' Offer commits to replacing resident homeowners' homes with a property of the same type (house/flat/maisonette) with a new home of the same type and size as their old home.

# 11 PHASING AND DELIVERY

## RAVENSBURY

- 11.2.12 The first phase of the Ravensbury Estate, 21 flats and houses were built on the former Ravensbury garage site that Clarion acquired from LB Merton, these homes were completed and occupied at the end of 2020.
- 11.2.13 Phase 2 of the estate has now been emptied, 21 residents moved into Phase 1 and the remainder have been rehoused either temporarily or permanently in Clarion stock either in Merton or elsewhere, if that was their preference.
- 11.2.14 Ravensbury Phase 2 is the only phase of the three Merton regeneration schemes where residents have had to move out of their permanent homes to facilitate regeneration. As a result, households have moved to a new home elsewhere until their new home on Ravensbury has been built.
- 11.2.15 The existing homes in Phase 2 of the estate will be demolished and construction of the new homes will start early in 2022. The majority of residents currently in Phases 3 and 4 will move directly into their new homes in Phase 2 when it is completed at the end of 2023.

AFFECTED HOUSEHOLDS*	MITIGATION
<ul style="list-style-type: none"> <li>11 households have moved temporarily and will return when their new Home at Ravensbury is ready.</li> </ul>	<ul style="list-style-type: none"> <li>The temporary homes are of the right size and meet the needs of the households that have moved there temporarily.</li> </ul>
<ul style="list-style-type: none"> <li>Households have moved out of the old homes in phase 2 so that phase 2 can be demolished.</li> </ul>	<ul style="list-style-type: none"> <li>Households will move into a new home on Ravensbury of the right size and that meets their needs once it is ready.</li> </ul>
<ul style="list-style-type: none"> <li>2 of the households that moved into temporary accommodation had young children.</li> </ul>	<ul style="list-style-type: none"> <li>Both of these households were supported through their moves and allocated homes that were convenient for schools and other services and of the right size for the family.</li> </ul>
<ul style="list-style-type: none"> <li>2 of the households had members with serious health conditions.</li> </ul>	<ul style="list-style-type: none"> <li>Both households were rehoused in properties on the ground floor and in one case the property was adapted for the specific needs of a wheelchair user.</li> </ul>
<ul style="list-style-type: none"> <li>1 of the households consisted of a single older person.</li> </ul>	<ul style="list-style-type: none"> <li>The single person was rehoused in a block next door to the part of the estate that is being regenerated so that she could maintain her social networks with minimal disruption.</li> </ul>
<ul style="list-style-type: none"> <li>3 of the households were from minority ethnic communities.</li> </ul>	<ul style="list-style-type: none"> <li>All three households have been rehoused in homes of the right size and will be able to move into a new home when it is ready. The moves to the temporary home were organised by Clarion, the move back to the new permanent home will be managed in the same way.</li> </ul>
<ul style="list-style-type: none"> <li>7 of the households have moved away permanently and have chosen to stay in the home Clarion found for them, which is the right size and meets their needs. These households will not be returning to a new home on Ravensbury. Of those 7 households 1 is an older person and 2 households are from minority communities.</li> </ul>	<ul style="list-style-type: none"> <li>The older person had help with moving to their new home and a series of minor works were undertaken to help her settle in.</li> <li>Clarion worked with both of the households from minority communities to support them through the moving process.</li> </ul>
<ul style="list-style-type: none"> <li>1 household has moved away temporarily and has not yet decided whether to stay there or move to a new home on Ravensbury once it is ready. They have the right to move to a new home on Ravensbury once it is ready.</li> </ul>	<ul style="list-style-type: none"> <li>The household has protected characteristics and will receive the necessary assistance in moving back to Ravensbury, if required.</li> </ul>

\*All affected households are tenants and not leaseholders or freeholders.



# 12 EFFECTS OF REGENERATION

## 12.1 EFFECTS OF REGENERATION

12.1.1 The regeneration will deliver a range of benefits including:

- A significant proportion of affordable housing, including re-provision of the existing affordable accommodation with significantly higher quality housing.
- An increase in the mix of dwelling types to cater for a broader range of family sizes and address overcrowding, having specific regard to the needs of estate residents.
- Provision of new market units to encourage greater social interaction in order to create a more diverse community
- High standard of accommodation, including residential units built to exceed Building Regulation minimum space
- Significant improvements to the quality of the public realm with improved links to surrounding open spaces.
- High quality urban design and architecture.

BENEFIT	RAVENSBURY
<b>Construction impacts</b>	
Creation of temporary construction jobs per annum	60
Construction Gross Value Added	£19 million
Construction Net Value added to Merton	£4.7 million
<b>Economic impact of housing</b>	
Net expenditure increase per annum	£1.1 million
Additional Council Tax Revenue per annum	£135,000
<b>Economic impacts of commercial development</b>	
Job Creation	n/a
Estimated gross added value per annum	n/a

# 13 CONCLUSIONS

13.1 This report provides an update to the initial Equalities Impact Analysis work undertaken between 2015-17 in relation to the regeneration of the Ravensbury Estate.

13.2 The Equalities Analysis undertaken by Clarion in 2015 identified that the 'protected characteristics' of: Age, Disability and Ethnicity were particularly relevant to the regeneration proposals and there was the potential for these groups to be negatively affected. The assessment has therefore focussed on these issues.

13.3 The Equalities Analysis undertaken in 2015 also identified that the greatest impact on equalities would be the mechanics of the delivery of the regeneration programme including:

- The Residents' Offer
- Moving Existing residents into New Homes
- Addressing Overcrowding
- Minimising Disruption during the Regeneration Process.

## 13.4 THE RESIDENTS' OFFER

13.4 The Residents' Offer was published on 27 May 2015 to the existing homeowners and affordable housing tenants, followed up by an independent survey to gauge residents' responses to the Offer and the plans for the regeneration of the area. The Residents' Offer details the Replacement Home Option, which is offered to those resident homeowners who were living on one of the three neighbourhoods at the time.

13.5 During the Estate Local Plan consultations and throughout 2015 and 2016, homeowners raised concerns with the Council about the Residents' Offer and in particular what 'like for like' actually meant. Whilst this was set out in the 2015 Residents' Offer, the Council exercised its due diligence to residents in seeking clarification from Clarion on this important matter. Clarion provided clarification and an updated Offer in 2018.

13.6 Clarion has carried out extensive consultation in developing the proposals for the estates and obtaining planning permission for the redevelopment of the Estates. The feedback received from these events was considered and where required additional analysis and design testing was undertaken. Where possible, revisions were made to the emerging proposal to address the matters raised.

## 13.7 MOVING EXISTING RESIDENTS INTO NEW HOMES

13.7 Wherever possible residents will move straight into their new permanent replacement home regardless of whether they are tenants, leaseholders or freeholders. The first phases of regeneration at Ravensbury will all be replacement homes for existing residents and will be phased to enable homes on parts of the estates to be emptied, then demolished and rebuilt over time.

## 13.8 ADDRESSING OVERCROWDING

13.8 Clarion is committed to alleviating overcrowding on the regeneration estates. The Merton regeneration programme will replace all of the social/affordable housing currently provided. Clarion has committed in their Residents' Offer that no household will be moved into an overcrowded home, even if they were overcrowded in their old home. As a consequence, some of the new homes built will be larger than the ones that they replace, where the residents are currently overcrowded. Some households who are overcrowded have chosen to move to a larger property temporarily until their new home is ready.

# 13 CONCLUSIONS

## MINIMISING DISRUPTION DURING THE REGENERATION PROCESS.

13.9 At Ravensbury, Clarion has built a 'kick start' phase before any homes are emptied and demolished, to reduce the number of residents that have to move elsewhere until their new home is ready. The early phases of regeneration at Ravensbury will all be replacement homes for existing Clarion tenants and resident homeowners.

## EQUALITIES ANALYSIS

13.10 The Equalities Analysis has identified that the 'protected characteristics' of: Age, Disability and Ethnicity are particularly relevant to the regeneration proposals and there is the potential for these groups to be negatively affected. The assessment has therefore focussed on these issues.

13.11 The assessment has identified a total of 100 residents with protected characteristics in the current Phases, within the three estates. The assessment sets out a number of recommendations to strengthen, secure or enhance positive equality impacts and to mitigate for potential negative equality impacts.

13.12 There are no residents on the Ravensbury estate with multiple protected characteristics. Whilst some characteristics will be intrinsically linked (such as age and disability) others have no bearing on one another (e.g. age + ethnicity).

13.13 Overall, the impacts of the regeneration will be positive. The Merton Estates Regeneration Programme will provide an opportunity to reduce overcrowding amongst its tenanted households. Overcrowding is proportionately more likely to affect households from the BAME community and so the regeneration provides an opportunity to address inequality in this area. Significant amenity and size improvements will be provided for residents, with all new homes built to current space standards with private outdoor space.

13.14 The regeneration is also an opportunity to provide new lifetime homes for all tenants, this will enable older tenants (and homeowners) to remain independent in their own homes for longer. New homes can be adapted to meet the specific needs of disabled residents, 10% of all new homes will be fully accessible and adaptable for wheelchair users.

# APPENDICES

**APPENDIX 1:  
IMPACT ANALYSIS +  
MITIGATION**      **A2**

**APPENDIX 2:  
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# APPENDIX 1: Impacts + Mitigation

PROTECTED CHARACTERISTICS	IMPACT ANALYSIS		MITIGATION
	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	
<b>Ethnicity</b>	<ul style="list-style-type: none"> <li>There is evidence that households from the ethnic minority community on the three estates where regeneration is being considered are more likely to be overcrowded than other households on the estate. Regeneration deals with overcrowding within Clarion's tenanted properties on the estate by rehousing each household in the right size property for them.</li> <li>All existing Clarion tenants and resident homeowners will have the option to stay in their neighbourhoods if they wish to, this will promote community cohesion and build on the strength of the existing very diverse communities in the existing neighbourhoods.</li> </ul>	<ul style="list-style-type: none"> <li>Language barriers could limit the ability of some residents who are members of ethnic minority communities to participate in ongoing consultation regarding their housing needs or their rights under the Residents' Offer.</li> <li>Lack of written and oral English may have affected some residents' awareness of the proposals and capability to negotiate outcomes for tenants and leaseholders.</li> <li>Negative impacts of other protected characteristics will be experienced by ethnic minority groups given the estate's diversity.</li> </ul>	<ul style="list-style-type: none"> <li>Clarion has put in place measures to ensure that no homeowners of any ethnicity will be disproportionately affected by the proposals. Everyone will be treated in the same way and will have the same compensation and housing options as everyone else.</li> <li>Clarion holds information on the ethnicity of resident homeowners. Clarion officers know each of the resident homeowners, their family circumstances and whether written information needs to be provided in languages other than English. Clarion provide written information in different languages for both residents and absentee homeowners. Their communications use a standard translation request section.</li> <li>Clarion does not hold information on the ethnicity of absentee owners (landlords), except where absentee owners (landlords) have requested that written information is provided in languages other than English.</li> <li>Clarion has recorded each contact and interaction with every homeowner since the regeneration was first proposed.</li> <li>Clarion has undertaken face to face consultation and meetings with homeowners throughout the regeneration preparation including formal consultation events and informal meetings with individual homeowners. Where requested Clarion has used translators or third parties for face to face or telephone meetings with homeowners who require that service.</li> <li>Clarion understand that there will be residents and homeowners who have more than one protected characteristic. The mitigation measures set out under the specific protected characteristics will be applied to residents who may have multiple protected characteristics across different categories.</li> </ul>

# APPENDIX 1: Impacts + Mitigation

IMPACT ANALYSIS			MITIGATION
PROTECTED CHARACTERISTICS	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	
Gender	There is no evidence that homeowners of any gender will be disproportionately affected by the proposal. Everyone will be treated in exactly the same way and will have the same compensation and housing options as everyone else.	There is no evidence that homeowners of any gender will be disproportionately affected by the proposal. Everyone will be treated in exactly the same way and will have the same compensation and housing options as everyone else.	<ul style="list-style-type: none"> <li>Whilst there is no evidence that homeowners of any gender will be disproportionately affected by the proposals, there is a greater proportion of single person households at Ravensbury than in the London Borough of Merton. The single person is more likely to be female than male and more likely to be older than the average tenant or homeowner. Some households may be single person households where household members have died or moved away over time.</li> <li>Clarion recognise the importance of providing appropriate replacement homes for single person households. For tenants the residents offer recognises that downsizing to a smaller home might be a challenge and have agreed that the 'needs plus 1' offer means that no one will have to move from a larger home to a one bedroom flat.</li> <li>For homeowners Clarion will work with individuals to make sure that replacement homes meet the needs of single person households as closely as possible. Where any household needs help to move to their new home Clarion will provide help and assistance to make the move as smooth as possible.</li> </ul>
Gender Reassignment			There is no evidence that homeowners undergoing or who have undergone gender reassignment will be disproportionately affected. Everyone will be treated in exactly the same way and will have the same compensation and housing options as everyone else.

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# APPENDIX 1: Impacts + Mitigation

IMPACT ANALYSIS		MITIGATION	
PROTECTED CHARACTERISTICS	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS		POTENTIAL NEGATIVE IMPACTS
Disability  Page 563	<ul style="list-style-type: none"> <li>• Provision of lifetime homes and adapted properties for residents and household members with specific needs.</li> <li>• Proportion of homes designed and built specifically to meet the needs of disabled residents.</li> <li>• 10% of homes adaptable to be fully wheelchair accessible.</li> <li>• A better living environment is conducive to better health and well-being.</li> <li>• Improved external environment will create more accessible and usable open spaces.</li> <li>• Disabled parking bays that comply with the minimum disability standards will be provided.</li> <li>• Inclusive play spaces will be provided that are accessible and welcoming to disabled and non-disabled children.</li> <li>• There will be seating provided to assist disabled parents/carers to supervise play in the spaces provided.</li> </ul>	<ul style="list-style-type: none"> <li>• Potential for residents with disabilities to find it more challenging to move home than residents without a disability due to the nature of their disability.</li> <li>• Disturbance of moving and quality of life, particularly if disability associated with breathing conditions.</li> <li>• Sensory impairment and nervous system conditions – particularly construction machinery noise.</li> <li>• New physical layout will be challenging to those with visual impairment</li> <li>• People with learning difficulties may need separate forms of communication and engagement to enable their understanding of the reality of their situation.</li> <li>• Potential negative impact on individuals with mental health issues.</li> </ul>	<ul style="list-style-type: none"> <li>• Homeowners with disabilities will have the same compensation and housing entitlement under Clarion's residents' offer as everyone else.</li> <li>• Clarion recognises that the replacement homes offered will have to meet the specific requirements of homeowners with disability or impairments (or members of their households with disability or impairments) and this has been accounted for in the design of the new homes at Ravensbury. All of the homes in the first phase of development will be replacement homes for existing residents.</li> <li>• All of the of the new homes are designed to the Lifetime Homes Standard with wide doors and circulation spaces. In the houses the ground floor WC is designed so that it can be adapted to include an accessible shower.</li> <li>• All homes will have level access either at ground level or at entry level, with lift access where it is above the ground floor.</li> <li>• 16% of the homes in the new Ravensbury development will be fully wheelchair adaptable, a far greater proportion than currently.</li> <li>• There will be 9 fully wheelchair accessible homes across phases 2 and 3 and a further 8 in phase 4 at Ravensbury. A total of 17 fully wheelchair accessible homes. There will be 102 new homes in total.</li> <li>• Clarion have already built the first phase homes, all of the houses and ground floor flats have level access, are adaptable and built to the lifetime homes standard. Houses have access level cloakrooms that are sized so that they can, if necessary, be converted into an accessible ground floor wetroom.</li> <li>• Clarion recognise that moving home may be particularly challenging for residents with impairments, or where household members have an impairment, and we will work with individuals and their families to support them through the moving process. This will include commissioning occupation therapy reports to ensure that accessibility needs are properly considered and provided for, a packing and unpacking service and a handyman service when residents move into their new homes.</li> </ul>

# APPENDIX 1: Impacts + Mitigation

PROTECTED CHARACTERISTICS	IMPACT ANALYSIS		MITIGATION
	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	
Disability	Cont.	Cont.	<ul style="list-style-type: none"> <li>Where a resident suffers sensory impairment and nervous system conditions and may be particularly adversely affected by construction machinery noise during construction, Clarion will work with the residents to find the best available solution to minimise the impact on them whether this is moving to a new home away from subsequent construction work or a temporary move away until work is complete.</li> <li>Regeneration construction is phased and any constructor will work within pre-agreed set hours and will be expected to mitigate any negative impacts of their activities. This is expected to include minimising disruptive noise, dust and vehicle movements as far as is possible.</li> <li>Clarion is aware that there may be residents with mental ill health or capacity issues. Clarion will continue to work with the resident, any family members or professional support services to understand the specific support that an individual may require. This will include consideration of how best to communicate with the individual to ensure they understand what is happening when.</li> <li>Ensure that tenants only move once into their new homes. One resident who uses a wheelchair lives in phase 1 and will move temporarily to a home that has been adapted to meet her needs. She has moved already and Clarion supported her through the move.</li> </ul>

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# APPENDIX 1: Impacts + Mitigation

IMPACT ANALYSIS		MITIGATION	
PROTECTED CHARACTERISTICS	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS		POTENTIAL NEGATIVE IMPACTS
<b>Age</b>  Page 565	<ul style="list-style-type: none"> <li>Providing the right type of housing for different households of all age groups including older residents and families with young children.</li> <li>Shared outdoor leisure space for all ages and play spaces specifically for younger and older children have been designed into the new Ravensbury.</li> <li>Any necessary accessibility adaptations such as grab rails or accessible electrical outlets can be fitted in the replacement home from the outset.</li> <li>All new homes will have private outdoor space; a garden, terrace or balcony this may be of particular benefit to older residents and families with children who may not have outdoor space now.</li> <li>Good access and views will be provided to green and ecologically valuable spaces, which will help to improve and support health and well-being of occupants, in particular of elderly house bound occupants.</li> <li>A decanting matrix tool was used to help place residents within the proposed development based on their needs. The tool captured the needs of residents such as preference for a ground floor flat, or wet room, which enabled placing of residents.</li> <li>Walking routes will account for the needs of the whole community, for example those with vision impairment and those with mental disabilities (including dementia).</li> </ul>	<ul style="list-style-type: none"> <li>Clarion recognises that older residents or households that have older members may find moving to a new home more challenging. Residents with younger children in the household may also need additional help and support.</li> <li>Older people are more settled and require support when moving.</li> <li>Disturbance particularly if on their own, frail and vulnerable. Age related ill health or frailty may make the prospect of moving more difficult for older homeowners.</li> <li>Older homeowners may not raise mortgage on new properties/ Older residents may find it difficult to access funding or credit.</li> <li>Age related ill health or frailty may make the prospect of moving more difficult for older homeowners.</li> <li>There is the potential for both older and vulnerable residents to be worried about change and the impact on them. There is also the potential for older residents not to participate or to refuse to or worry about giving candid feedback.</li> <li>Families with children of pre-school and school age could be disrupted if they have to move temporarily potential increased journey times to school or childcare.</li> </ul>	<ul style="list-style-type: none"> <li>Homeowners of any age will have the same compensation and housing options as everyone else.</li> <li>Support for older residents and those residents with younger children in the household will include commissioning occupation therapy reports to ensure that accessibility needs are properly considered and provided for, providing a packing and unpacking service and a handyman service when residents move into their new homes.</li> <li>If families with young children need to move temporarily until their new home is ready Clarion will arrange for moves to be within a reasonable distance of school and childcare to minimise disruption to these families.</li> <li>Older residents may find it difficult to access funding or credit. Clarion's Residents' Offer mitigates the need to access additional credit for homeowners as they are able to transfer the equity in their existing home into a new replacement home at no additional cost.</li> <li>New homes are Lifetime Homes. Homeowners are less likely to have to move as their needs change due to age, increasing frailty or age related impairment.</li> <li>Ensure that tenants, particularly those who are older, only move once into their new homes.</li> <li>Ravensbury phase 2 will include a block of one and two bedroom homes designed specifically for residents aged 55 and over. This block will include the new community centre as part of its ground floor footprint. These homes are popular and all of the available homes have been allocated to existing residents aged 55 and over.</li> </ul>

# APPENDIX 1: Impacts + Mitigation

IMPACT ANALYSIS			MITIGATION
PROTECTED CHARACTERISTICS	COMMENTARY		
	POTENTIAL POSITIVE IMPACTS	POTENTIAL NEGATIVE IMPACTS	
<b>Sexual Orientation</b>			Homeowners of any sexual orientation will have the same compensation and housing options as everyone else.
<b>Religion and belief</b>			<ul style="list-style-type: none"> <li>Homeowners of any religion and belief will have the same compensation and housing options and everyone else.</li> <li>No aspects that prevent residents from practicing their religion/faith</li> <li>The rehousing team will ask people about their use of places of worship to see the extent to which disruption to their lives can be minimised.</li> <li>All facilities will be available to people of all cultures and faiths</li> </ul>
<b>Pregnancy and Maternity</b>	<ul style="list-style-type: none"> <li>Clarion will rehouse tenants in suitable sized accommodation to reduce overcrowding where possible. This includes rehousing some 'hidden households' and non-dependant adult children separately to alleviate overcrowding.</li> <li>New development designed to accommodate pushchairs and play facilities.</li> <li>All new homes will have private outdoor space.</li> </ul>	<ul style="list-style-type: none"> <li>Disruption during construction period may negatively impact on pregnant mothers or families with new born children e.g. noise, dust, access issues.</li> <li>Disruption during decanting/moving home.</li> <li>Allocated home may no longer be suitable for needs - double decanting.</li> </ul>	<ul style="list-style-type: none"> <li>Homeowners who are pregnant or who have very young children will have the same compensation and housing options as everyone else.</li> <li>Where it is known that a baby is expected Clarion will work with the homeowner to ensure that this is taken into account when considering the allocation of a replacement home subject to a suitable home being available.</li> <li>If Clarion is aware that a homeowner from whom they are buying a property is pregnant or has a very young child they will offer assistance with moving. This might include a packing and unpacking service and help with putting up curtains/fitting light bulbs.</li> <li>All new homes will have private outdoor space for children to play</li> <li>Each of the new neighbourhoods will have high quality play space for children of different ages.</li> </ul>
<b>Marriage and Civil Partnership</b>			<ul style="list-style-type: none"> <li>Homeowners who are married or in a civil partnership will be affected in exactly the same way and will have the same compensation and housing options as everyone else.</li> </ul>

# APPENDIX 2: Data Sources

SECTION	PAGE REF.	SOURCE
9 Equalities Data	28	<ul style="list-style-type: none"><li>• Clarion Equalities Analysis (2015)</li><li>• Clarion Estate Profiling (2021)</li><li>• <a href="#">LSOA Data for Index of Multiple Deprivation (2021)</a></li><li>• <a href="#">GLA Data (2020)</a></li><li>• <a href="#">ONS Census Data (2011) and 2018 update</a></li></ul>



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## **Appendix 4 (Cabinet March 2022)– SQW review of the financial viability of the Merton Estate Regeneration Project provided by Clarion.**

**February 2022**

### **1. Background context**

- 1.1. A full Financial Viability Assessment was provided by Savills, on behalf of Clarion Housing Group, for all of the estates comprising the Merton Estate Regeneration Programme in addition to the overall programme in April 2020. This was reviewed by SQW, on behalf of Merton Council, who reported in June 2020 following dialogue with Savills and CHG to test and update particular assumptions and inputs. Recommendations were made regarding potential options to optimise viability and reduce the deficit position, which following this process stood at -£235m.
- 1.2. Constructive workshops and dialogue took place between Clarion and Merton Council and their respective advisers, between October 2020 and February 2021 to explore how to optimise the viability of the scheme and reduce the deficit position. Importantly, due to the number of variables being tested relating to aspects such as additional densification, tenure splits, phasing and programme, key inputs including sales values, commercial values, valuation methodology and finance rates were kept 'fixed' to simplify the variable testing process. Following this dialogue, the viability position was reduced significantly from -£238m to -£65m. The updated and significantly reduced deficit position and the 'key moves' required to achieve this – including the suspension of Clawback - were reported to Cabinet in September 2021, with subsequent scrutiny and review taking place at the Overview and Scrutiny Commission on 19 October 2021.
- 1.3. The deficit position for the Merton Estate Regeneration Programme reported in October 2021, based on February 2021 figures (including assumptions and inputs dating from before February 2021), was significantly financially unviable. However, despite the significant financial viability deficit identified CHG has made a commitment to delivering the regeneration programme. This is not justified on financial viability grounds but is a function of their wider priorities and commitments as a Registered Provider and is a commitment made at their discretion. The basis or rationale for their commitment is not commented on in this appendix.
- 1.4. Importantly, the Supplemental Deed includes a range of enhanced provisions, which are not repeated here, to allow for more transparent and accountable risk management and programme monitoring arrangements to ensure Clarion keep the council abreast of the viability position, programme risks and mitigation strategy on a rolling basis. Protections are also in place to ensure reversion to Decent Homes Standards should significant delays occur, irrespective of Clarion's delivery of the full regeneration programme.

Conversely, in the event that the financial viability position significantly improves across the life of the programme there are mechanisms already included in the S106 Agreement, and now proposed in the Supplemental Deed, relating to affordable housing and recouping of Clawback, to ensure LBM captures any 'upside'. For the avoidance of doubt, all reviews will be undertaken at a point in time, on the basis of actual evidence, incurred costs and sales receipts whereas the current baseline position is inevitably undertaken on a forward looking, growth model forecasted basis.

- 1.5. Given the scale and duration of the programme, there are clear development risks which could impact on its viability – both downside and upside – and Clarion, in committing to delivery is indicating it is willing to absorb and mitigate these risks. It is acknowledged by both Merton Council and Clarion that the financial model even in its updated form is dynamic and the viability position will shift over the course of the delivery programme, not least in response to market cycles and wider factors, for instance the wider economic inflationary context. Clarion's commitment to delivery takes this into account. This was all set out previously in the Cabinet Report (September 2021)
- 1.6. The latest reported viability position therefore represents an appraisal at a specific point in time and will be the basis for subsequent business plan viability monitoring, review and risk management – the details of which are set out in the Supplemental Deed.
- 1.7. Whilst recognising the dynamic nature of financial viability of the Merton Estate Regeneration Programme across the life of the programme, both the council and Clarion acknowledged that as a consequence of the duration of this review process inclusive of the September 2021 Cabinet Reporting and the subsequent period taken to negotiate the Supplemental Agreement, a period which included the Covid-19 pandemic and ongoing impacts of Brexit, there was a need to refresh the financial viability appraisal prior to entering into any contractual commitments to ensure the reported baseline deficit position is based on current assumptions and inputs with particular reference to costs and values.
- 1.8. Accordingly, Paragraph 2.110 of the LBM Cabinet Report (6 September 2021) made the following statement with regard to the required update of the baseline viability position:

*“There will also be attached to the deed, a revised iteration of the financial viability appraisal that is currently run and reviewed under the section 106 agreement for the three estates. That will establish a baseline position (which is currently acknowledged to be unviable).”*
- 1.9. The council therefore instructed SQW to undertake a review of the Savills, (February 2022) updated financial viability model completed on behalf of

Clarion for the Merton Estate Regeneration Programme.

1.10. The scope of this review was focused on testing the robustness of principal inputs and assumptions. The model itself was not interrogated as this had been agreed previously via provisions contained within the S106 Agreement. A significant amount of analysis had also taken place over the preceding two years so the scope of this review was focused on a comparative analysis of the principal revenue and cost side assumptions and inputs and their corresponding impact on the viability position.

## **2. Overview of approach**

2.1. Annex 4.1 includes a side-by-side analysis of the overall Merton Estate Regeneration Programme financial viability position comparing the February 2021 position (which informed the Cabinet Report, October 2021) and the updated February 2022 position, as reported by Savills on behalf of Clarion.

2.2. Savills prepared full Financial Viability Appraisals for all three estates and at programme-level for the Merton Estate Regeneration Programme, on the basis that the agreed financial model links all three estates. For the avoidance of doubt the rationale for this interlinked model has been established and agreed previously: it was a fundamental principal of the original scheme that the surplus generated by the High Path estate could cross-subsidise the significantly less financially viable Eastfields and Ravensbury estates.

2.3. The Financial Viability Appraisals prepared by Savills included evidence provided by Knight Frank and Mace to support some of the principal assumptions including residential sales values and construction costs, respectively.

2.4. SQW's review of the Financial Viability Appraisals provided by Savills is contained at Confidential Annex 4.1.

2.5. Fundamentally Savills has reported that the overall Merton Estate Regeneration Programme viability deficit positioned has worsened slightly, but not materially, from c. -£65m to c -£68.1m.

2.6. Whilst the overall deficit position has not moved significantly between the position reported in February 2021, there have been some slightly more significant movements within individual revenue and cost lines. The rationale for these movements is considered reasonable. For information, a high-level summary is provided below regarding the key areas: private sales income and private rental income which make up c. 83% of all revenue; and construction costs which make up c. 67% of all costs. A summary is provided of the latest reported position, including assumptions regarding future inflation, and SQW's view of the current stated position.

2.7. All other revenue and cost lines have been reviewed in full (see Confidential Annex 4.1) and overall the position is considered to be robust. For the avoidance of doubt it is worth acknowledging that Merton Estate Regeneration Programme relies on c. £56.4m of GLA grant to support the affordable tenure homes (c. 3.5% of income); there is a significant risk attached to this assumed level of grant based on grant funding criteria which Clarion acknowledges but has confirmed it will absorb this risk and has a strategy in place to secure the required grant.

### **3. Summary of private sales and rental income position**

3.1. The financial viability model for Merton Estate Regeneration Programme is predicated on blended sales rates for private sales on a per sq ft basis, applied to the proposed floorspace (Net Internal Area) and derived from more granular analysis of sales values for different size homes. This is an appropriate methodology for a large-scale scheme approved in outline, subject to detailed Reserved Matters applications coming forwards in due course and has been a key assumption inherent to the model since the original granting of planning permission in 2019.

3.2. The resilience of the housing market and sales values across the UK throughout the Covid-19 pandemic has been notable and this issue was raised by Members at the Overview and Scrutiny Meeting in October 2021. The sales values underpinning the model and reported to Cabinet at this point relied on sales values dated April 2020. Savills provided supplementary evidence at the time of September 2021 Cabinet and subsequent October 2021 Overview and Scrutiny meeting to substantiate this previously reported position on the basis that house price growth widely reported in the media was, in fact, highly specific to context and in practice it was important to consider factors including location, typology (i.e. flats vs house) and age of property (new build vs second hand stock). Looked at from this perspective, sales values of new build flats in the London Borough of Merton had not increased significantly during this time. In support of this updated Financial Viability Appraisal, a bespoke residential market and pricing report was undertaken by Knight Frank (November 2021) including extensive comparable analysis and market commentary. The previous and updated sales value positions on a blended rate basis are provided in SQW's Financial Viability Appraisal review. Fundamentally, the present-day blended sales value on a per sq ft basis has increased slightly at the High Path Estate and remained unchanged for the Ravensbury Estate and Eastfields Estates.

3.3. In general, Knight Frank reported that there is a relative lack of comparable evidence from large-scale, high-quality new build schemes in this area of LB Merton, particularly in proximity to the Eastfields and Ravensbury Estates. Additionally, as Savills further report, reported increases in sales values for flats in LB Merton over the last two years have been relatively modest relative to England, and even more modest for flats compared to houses (noting that



available data does not distinguish between new builds and second-hand stock).

- 3.4. SQW has reviewed the identified comparables and market analysis and undertaken their own research, including utilising a tool which collates information and comparable evidence from the Land Registry, EPC certificates and property marketing websites. Following this review – the results of which are appended to the full Financial Viability Appraisal review provided at Confidential Annex 4.1 – SQW are of the view that the sales values currently assumed within the Merton Estate Regeneration Project model for the three estates, on a present-day basis, are robust, defensible and within appropriate ranges identified.
- 3.5. It is important to note that whilst sales values have slightly increased on a February 2022 position compared with the previously reported position for the High Path Estates (although not for Eastfields or Ravensbury) overall the total income across the Merton Estate Regeneration Programme for private market sales has actually reduced by -£18.6m. This is explained, despite the proposed increase in the number of homes, by the fact that the proposed average unit sizes on a net internal area basis have actually reduced, reducing the total proposed net internal area – this has generated reduced total income and is a function of the balance between seeking to increase revenue vs construction costs.
- 3.6. Regarding proposed forecast sales inflation looking ahead beyond 2022, SQW has reviewed the assumptions presented by Savills and considered the forecast value inflation in the context of other forecasts including Savills own published research and inflation forecasts from the Office for Budget Responsibility. There is a significant amount of variation in sales value inflation forecasts and it is important to consider the specific variables of location (UK vs London vs borough) and the inevitable significant uncertainty regarding the macro-economic context which has a significant influence on house prices. The assumptions made by Savills in the financial model are not unreasonable given the review of the available evidence, but it is recommended that this should be kept under close review as part of the ongoing business plan monitoring process. This has previously been identified a key sensitivity and ‘risk factor’ of the financial model and this remains the case. This applies to the Merton Estate Regeneration Programme as it would any major, long-term regeneration programme.
- 3.7. In relation to the projected private rented sector income, the key assumptions (sales values and net investment yield) made by Savills appear broadly robust, in the opinion of SQW. Fundamentally purpose-built Build for Rent schemes typically command a premium rent, particularly relative to second hand rental stock and the rental assumptions made by Savills reflect this. There is little comparable local evidence in terms of purpose built Build to Rent schemes to benchmark this scheme against but the rental assumptions

do appear broadly sensible relative to local rents; much will depend on the nature of the proposed Build to Rent scheme and the nature of the amenity and service offer which will support this premium. Evidence will be required to substantiate this position as the detailed scheme design and Build to Rent proposals materialise in due course. The net investment yield assumed is arguably slightly conservative given wider market evidence of yields in a Zone 3-4 / Greater London location but, again, the level assumed could be justified on a current day basis in the absence of a designed scheme, operator or 'product'. Therefore the assumptions in the scheme are, in SQW's view, considered robust on a present day basis. Again, these assumptions should be refined, further evidenced and updated during the programme's development as greater certainty on the proposed Build to Rent scheme and market benchmarking takes place.

#### **4. Summary of construction cost position**

- 4.1. Construction cost inflation has been widely reported in the media, linked to a number of supply-chain inflationary pressures. Accordingly, Savills has provided, using costs provided by Mace, updated cost information to inform the February 2022 Financial Viability Appraisals, prepared on a 2022 basis.
- 4.2. Despite the wider inflationary context, Mace have reported that construction costs across the three estates – on a present day 2022 basis - have remained broadly consistent with the position reported in February 2021, albeit in the context of reported changes to the net:gross building efficiencies. Overall, a relatively minimal increase in costs is reported. This position has been tested by SQW with benchmarking against BCIS industry-standard metrics with relevant adjustments to ensure a like-for-like comparison, as far as is possible. The build costs reported by Savills, using cost information provided by Mace, are considered broadly robust and sit within a range of costs identified which could be considered reasonable.
- 4.3. With regard to forecast construction cost inflation, SQW has reviewed a range of industry-wide forecasts and publications including the industry standard BCIS forecasts along with those provided by specialist cost consultants. The construction growth assumptions adopted by Savills and Mace are, in the view of SQW, broadly consistent with industry-wide assumptions.
- 4.4. Clearly with a large-scale regeneration programme such as this, with the majority of phases yet to be designed in detail, the level of cost information will inevitably become more accurate as the programme progresses, not least as designs are developed and contracts tendered (noting that 'actual' costs for the early phases of Ravensbury and High Path have been inputted into the appraisal which provides further support to the present-day costs reported).

- 4.5. Fundamentally, it is not possible to precisely predict future construction cost inflation – as with house price inflation – which are influenced by a whole range of macro-economic factors. However, the assumptions made within the Merton Estate Regeneration Programme appraisal are, presently, considered reasonable. When considered in the round, the overall forecast increase in construction costs reported in February 2022 (on an inflationary basis) compared with February 2021 (also on an inflationary basis) is <1% which is considered reasonable.
- 4.6. As with sales values, it is recommended that construction costs should be monitored closely as part of the business plan process as the Merton Estate Regeneration Programme progresses with regular updates to be provided by Clarion and their cost consultants regarding outturn ‘actual’ costs as incurred and confirmed, along with identification of key shifts in their view regarding construction cost inflation and any mitigation strategies necessary. These provisions are already accounted for in the Supplemental Deed.

## **5. Conclusions**

- 5.1. Fundamentally, the viability position reported by Savills, on behalf of Clarion, has not significantly changed since reported to Cabinet in September 2021. The overall reported deficit position has slightly worsened from c. -£65m to c. -£68.4m. This is not considered material in the overall scale of the Merton Estate Regeneration Programme.
- 5.2. SQW has reviewed the principal revenue and cost-side assumptions and movements, as justified by Savills on behalf of Clarion, on a February 2022 basis and is of the opinion that these are robust, within an acceptable tolerance. There is, inevitably with a programme of this scale, complexity and duration, a significant element of risk associated with the assumptions made within this growth model but based on the available evidence and information the current position reported by Savills, on behalf of Clarion, is considered to be reasonable.

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## CONFIDENTIAL Annex 4.1

### Comparison between the Merton Estate Regeneration Project February 2021 financial viability position and February 2022 position

Income / Expenditure Item	Current Position	Feb 2021 Position	Variance
<b>Income</b>			
Private Sale	£1,234,634,935	£1,253,229,734	-£18,594,799
Private Rent	£122,741,541	£127,656,654	-£4,915,113
Social Rented	£125,399,977	£122,559,354	£2,840,623
London Shared Ownership	£37,393,116	£21,588,873	£15,804,243
Replacement Home Option	£8,377,274	£7,041,428	£1,335,846
Commercial Income	£26,704,422	£14,586,683	£12,117,739
Affordable Tenures Grant	£56,355,000	£51,396,000	£4,959,000
Decent Homes Savings	£25,678,457	£25,680,457	£0
Temporary Housing Income	£6,999,851	£6,999,851	£0
Existing Income	£1,200,000	£1,200,000	£0
<b>Gross Development Value</b>	<b>£1,645,484,573</b>	<b>£1,631,937,034</b>	<b>£13,547,539</b>
Purchaser costs	(£1,793,023)	(£991,894)	-£801,129
<b>Net Development Value</b>	<b>£1,643,691,550</b>	<b>£1,630,945,140</b>	<b>£12,746,410</b>
<b>Expenditure</b>			
Land Assembly	£15,755,201	£14,791,584	£963,617
Leaseholder/Freeholder Buy Back Costs	£118,548,129	£121,226,685	-£2,678,556
Tenant Occupier Loss	£8,449,000	£5,677,440	£2,771,560
Construction	£1,147,770,546	£1,139,694,467	£8,076,079
Professional Fees	£97,560,496	£96,784,030	£776,466
CIL	£67,339,102	£67,339,102	£0
Section 106	£8,943,042	£8,943,042	£0
Sales & Marketing	£41,267,055	£41,371,139	-£104,084
Clawback	£0	£0	£0
Finance	£206,394,538	£199,395,416	£6,999,122
<b>Gross Development Cost</b>	<b>£1,712,027,109</b>	<b>£1,695,222,905</b>	<b>£16,804,204</b>
<b>Profit</b>	<b>-£68,335,558</b>	<b>-£64,941,214</b>	<b>-£3,394,344</b>
<b>Profit on GDV (exc DHS, grant and temp income)</b>	<b>-4.39%</b>	<b>-4.20%</b>	<b>-0.19%</b>
<b>Profit on TDC</b>	<b>-3.99%</b>	<b>-3.83%</b>	<b>-0.16%</b>
<b>Pre-Finance IRR</b>	<b>3.78%</b>	<b>3.81%</b>	<b>-0.03%</b>

Source: Merton Estate Regeneration Programme – Financial Viability Assessment (Savills, February 2022)

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## **Committee: Cabinet**

**Date: 21<sup>st</sup> March 2022**

Wards: All Wards

**Subject: Re-purposing the High Street Task Group Report.**

Lead member: Councillor Peter Southgate, Task Group Chair.

Contact Officer: Stella Akintan; stella.akintan@merton.gov.uk; 020 8545 3390

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### **Recommendations:**

- A. That Cabinet considers the report and notes the recommendations (attached in Appendix A) arising from the scrutiny review of the Re-purposing the High Street.
  - B. That Cabinet agrees to consider implementation of an action plan to be drawn up by officers working with relevant local partner organisations and Cabinet Member(s) to be designated by Cabinet.
- 

### **1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY**

To present the scrutiny review report on “Re-purposing the High Street” for endorsement and seek approval to implement the review recommendations through an action plan being drawn up.

### **2. DETAILS**

- 2.1 In June 2020 scrutiny councillors agreed to undertake a scrutiny review of Re-purposing the High Street.
- 2.2 The findings and recommendations of the review are set out in Appendix A.

### **3. ALTERNATIVE OPTIONS**

- 3.1 The Overview and Scrutiny Commission can select topics for scrutiny review and for other scrutiny work as it sees fit, taking into account views and suggestions from officers, partner organisations and the public.
- 3.2 Cabinet is constitutionally required to receive, consider and respond to scrutiny recommendations within two months of receiving them at a meeting.
- 3.3 Cabinet is not, however, required to agree and implement recommendations from Overview and Scrutiny. Cabinet could agree to implement some, or none, of the recommendations made in the scrutiny review final report.

### **4. CONSULTATION UNDERTAKEN OR PROPOSED**

- 4.1 In carrying out its review, the task group met with senior council officer’s local businesses, residents’ associations and ward councillors affected by this issue.

### **4.2 TIMETABLE**

- 4.3 The final report was approved by the Commission on the 16<sup>th</sup> February 2022 where it was agreed to present the report to Cabinet.

**5. FINANCIAL, RESOURCE AND PROPERTY IMPLICATIONS**

5.1 None for the purposes of this covering report. It is envisaged that the recommendations in the attached report will not have any major resource implications. However, any specific resource implications will be identified and presented to Cabinet prior to agreeing an action plan for implementing the report's recommendations.

**7. LEGAL AND STATUTORY IMPLICATIONS**

7.1 None for the purposes of this report. Scrutiny work involves consideration of the legal and statutory implications of the topic being scrutinised.

**8. HUMAN RIGHTS, EQUALITIES AND COMMUNITY COHESION IMPLICATIONS**

8.1 It is a fundamental aim of the scrutiny process to ensure that there is full and equal access to the democratic process through public involvement and engaging with local partners in scrutiny reviews. Furthermore, the outcomes of reviews are intended to benefit all sections of the local community.

**9. CRIME AND DISORDER IMPLICATIONS**

9.1 None for the purposes of this report. Scrutiny work involves consideration of the crime and disorder implications of the topic being scrutinised.

**10. RISK MANAGEMENT AND HEALTH AND SAFETY IMPLICATIONS**

10.1 None for the purposes of this report.

**11. APPENDICES – THE FOLLOWING DOCUMENTS ARE TO BE PUBLISHED WITH THIS REPORT AND FORM PART OF THE REPORT**

Appendix 1 – Repurposing the High Street Task Group Report.

**12. BACKGROUND PAPERS**



# **Re-purposing the High Street**

Final report and recommendations.

### **Task group membership**

Councillor Peter Southgate, Chair  
Councillor Stephen Alambritis  
Councillor Adam Bush  
Councillor David Chung  
Councillor Ed Gretton  
Councillor Paul Kohler

### **Scrutiny support:**

Stella Akintan, Scrutiny Officer  
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### **Acknowledgments**

The task group would particularly like to thank the local businesses, residents associations and council officers who shared their views and experiences with us.

All contributors and are listed in appendix one of this report

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## ***Foreword by Councillor Peter Southgate, Task Group Chair***

Our high streets were in decline long before the pandemic struck two years ago. The advent of online shopping had led to the demise of many well-known high-street names, and the allure of shopping as a weekend leisure activity was losing its appeal.

The pandemic accelerated the decline of the high street as all but essential shops were forced to close during the first lockdown. Some were never to reopen. This forced hiatus gave us pause to rethink the purpose of our high streets, and to decide what we wanted from them when they opened up again.

After the experience of the lockdown we knew we didn't want our high streets to go back exactly as they were before. We had come to value them more as our lives became more local, and we got used to working from home.

Our research produced plenty of ideas for change and improvement. More pedestrian friendly streets and spaces for people to socialise, town centre managers to support independent retailers, work spaces that could encourage entrepreneurs to start up and stay local, pop-up arts events and festivals – and accessible toilets.

But if these requests were common to all our five high streets, how were we to preserve and enhance the special characteristics that distinguish each of them?

Before bland shop fronts became the norm, the history of each high street could be read in the varied architecture of its buildings stretching back through the decades. It is this sense of history that makes each high street unique, and is to be celebrated even as it is repurposed for its new role as a community hub – less shopping, more socialising. We plan to do this by creating trails to link historic landmarks that will connect the high street to parks and open spaces nearby.

Because of the disruption caused by the pandemic, this review has taken a long time to complete, and I would like to thank Stella Akintan and Lysanne Eddy, our scrutiny team, for their support, patience and tenacity to see it through to completion. I hope you will judge our efforts to have been worthwhile.

## Introduction

The London Borough of Merton is home to six established high streets but they have suffered over the last two years because of the pandemic, and before that the trend to online shopping; this is evident in the number of empty premises and/or high churn rates. Each one is a focal point within the local community, providing a range of retail, cultural and civic services and is a driver of local economic growth. However they will need support to achieve their full potential as they build back from the pandemic. This review will focus on Morden, Mitcham, Wimbledon, Raynes Park and South Wimbledon<sup>1</sup>.

Merton's high streets, along with many others across the nation, are facing a number of challenges resulting in a decline in footfall and an increase in vacant shops. This is a consequence of changing consumer trends such as the rise in online shopping and competition from the larger out of town shopping centres. The vitality of the high street is also impacted by the strength of local spending power to sustain a mix of desirable shops. There also needs to be sufficient funding available to improve the public realm.

The council has made some response to these challenges including; providing professional advice to local businesses, improving some shop front parades and installing some street seating to allow for *alfresco* dining. This is alongside ambitious yet to be realised or funded long term regeneration plans. However to ensure our high streets are viable in the long term we need to ensure they are adaptable and resilient.

National research highlights that local people care about their high streets and wish to see them revived<sup>2</sup>. This has also proven to be the case locally, with the recently published "Your Merton" study<sup>3</sup> confirming the importance of their high streets to Merton residents. Councillors were very keen to participate in this review on behalf of their residents. Communities view the high street as a reflection of their local identity and want it to be a source of pride with opportunities for people to eat, drink, shop and enjoy entertainment. High streets should be a vibrant community hub with a diverse mix of shopping, cultural and social experiences. Pollution, excessive traffic, litter and an uninspiring retail offer are often cited as reasons which make our high streets unattractive to residents.

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<sup>1</sup> Colliers Wood was not included in this review as it has recently been the focus of renovation

<sup>2</sup> Local Government Information Unit.

<sup>3</sup> "Your Merton" report to Cabinet 17 January 2022

## **Impact of the pandemic**

The challenges faced by high streets were exacerbated by the Covid-19 pandemic. It had a huge economic and social impact, resulting in a reduction in footfall and many businesses collapsing in the face of lockdowns and restricted opening hours. Many businesses were forced to rely on government grants in order to survive.

Research from the South London Partnership found that 32,000 jobs were lost in South West London between 2020 and 2021. The corresponding rise in online shopping only benefitted those sole traders with a website and an online delivery offer.

The pandemic has also triggered debate about the future configuration of the high street. The task group considered questions about its potential impact throughout the review. If the trend towards homeworking continues, with corresponding change in work practices, the high street will need to adapt accordingly to new ways of living and working. There could be demand for office style shared workspaces. With an increase in residents working from home and/or not commuting and/or spending more time and money within the locality.

## **Why scrutiny chose this topic**

In response to the pandemic, Merton launched a recovery plan to respond to its wide-ranging effects, look at the lessons learned and begin to rebuild. Overview and scrutiny enables non-executive councillors to lead and develop council policy, so when the future of the high street emerged as a key plank in the recovery, scrutiny councillors saw this as an opportunity to shape the vision for this policy area.

## **What did the task group do?**

The task group set out to hold meetings with representatives from each of the five high streets under review. Sessions were held with Morden, Wimbledon and Raynes Park. Attendees to the meetings included ward councillors, local business owners, residents' associations and council officers. A full list of attendees is in Appendix one

These sessions brought together key stakeholders to discuss the challenges and potential solutions to re-purpose the high street and help it to adapt in the face of changing trends and current challenges.

The output from the stakeholder meetings led to the development of a SWOT analysis for each of the high streets. This set out comprehensive insights by those who live and work in each area. It formed the basis for the recommendations and will guide future work streams in this area. The SWOT analysis is listed in Appendix two.

Task Group members met with council officers to review all the various streams of work that have taken place in the high streets over the last few years. Consideration was given to the role of partners such as the South West London Partnership.

The task group considered the findings from the "Your Merton" consultation. This engagement work is the key theme within the recovery programme. It gathers the views and experiences of residents and businesses to help to develop a long-term vision for the borough.

Task Group Members joined residents' associations for a guided walkabout through Mitcham and South Wimbledon high streets to discuss their issues, concerns and ownership of individual businesses.

### **Key findings from the task group review**

Meetings with stakeholders identified under exploited potential within all high streets. Each has strengths but much further scope to enhance the local offer. Many of the findings stated are not referenced with evidence but are anecdotal, based upon the knowledge and experience of people who have lived and worked in the area for many years.

### **Green Agenda**

Merton is fortunate to have a number of high-quality, award-winning parks. The task group heard that more could be done to link high streets to nearby green spaces. This can be achieved through signage, but more importantly by installing additional greenery onto the high street such as planters and trees, thus creating a synergy from the high street to the park. This will help to mitigate pollution, improve the public realm, promote walking and support environmental goals. Linking Morden Park and Morden Hall Park with the high street was also put forward as a suggestion from task group members and within the Merton Character Study<sup>4</sup>. Councillors suggested opening up Morden Hall Park so it can be seen from the High Street in Morden.

### **“Your Merton” findings**

The findings of the task group work corroborate the results of the “Your Merton” ambition with a number of shared themes including:

- The importance of the high street as a community hub, where people congregate and socialise.
- Ongoing frustrations with traffic, pollution and litter
- The importance of installing more trees and plants on the high street

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<sup>4</sup> <https://www.merton.gov.uk/planning-and-buildings/planning/supplementary-planning-documents/character-study2021>

## Arts and culture offer

At a time when the high street is faced with competition it needs to define and hone its unique selling points. Research highlights that although the pandemic has forced more people to shop online, the high street still has a social appeal that has the capacity to bring people back into the public sphere<sup>5</sup>.

Merton is fortunate that each of its high streets has specific cultural links to historical figures and events, although this is currently under exploited. This could be developed into engagement through culture trails, self-guided or led by volunteers and modern day commercially run treasure hunts which are making a comeback via the use of social media/internet tools. These would create an opportunity to actively learn about local heritage, build local pride and attract new people to the area. A scheme similar to this was implemented in Sheffield and attracted national funding<sup>6</sup>.

Councillors reflected on the high profile film stars' annual garden party held in Morden Hall Park from 1947-1951. The event brought together 150 celebrities and attracted 25,000 fans. Insight into events such as these should feature in the arts and culture offer.

Most areas host a limited number of arts and cultural events, which are an essential element in a modern high street if it is to function as a community hub. Such live local events cannot be matched online or by large retail outlets, but they are not being fully exploited or developed at present.

Wimbledon has an established cultural offer through its theatres. The task group believes there are opportunities to promote these as more convenient alternatives to the West End. Raynes Park has a very popular festival and Mitcham has held some successful markets, with the scope to do more.

## Opportunities to socialise

The high street as a 'place to dwell' was a frequent term used in task group discussions. Many of the conversations focused on how to create the environment for people to socialise in a safe, clean and attractive space. Some key issues emerged:

- Some high streets have narrow pavements which are incompatible with the infrastructure needed to support *al fresco* dining.
- A high street needs a central, self-evident meeting point - It is important to create one if it doesn't already exist.

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<sup>5</sup> Local Government Information Unit

<sup>6</sup> Sheffield's walking app offers a heritage tour around the historic footballing hotspots that shaped not just Sheffield football, but football worldwide. [Build Back Better High Streets Report \(publishing.service.gov.uk\)](#)



- More needs to be done to boost the night-time economy in some high streets such as South Wimbledon which benefits from the Northern line station.
- To ensure high streets are accessible to all, parking for those with a disability must be a priority.
- The availability of toilets is also important to make the high street conducive for socialising.

### **Traffic and Pollution**

Traffic and the proliferation of vehicles which contribute to poor air quality was seen as a major problem in all high streets. This undermines attempts to revitalize our high streets as it leads to car domination and a poor pedestrian environment. Significant major restructuring will be required to address these issues.

Furthermore, the position of a station, a railway line or one way system can create barriers and cause the high street to become disjointed with a poor layout. Again, suggestions to address these issues require significant investment and strong partnership working between the council, Transport for London and the railway companies.

### **Town Centre Managers**

The task group found that leadership from Merton council is required to help realise the revitalisation of those high streets where a Business Improvement District is not appropriate. A town centre manager is needed for a wide range of duties including:

- Attract new businesses and entrepreneurs
- Attract external investment and advise on grants
- Co-ordinate the business community
- Create partnerships
- Promote arts and cultural events

### **Digital Offer**

Improving digital technology will drive the future vibrancy of the high street. The rise in internet use makes this essential to keep our high streets competitive, given that online shopping, home delivery and dining apps have become the norm. Businesses need to have an online presence for their high street, to promote local events as well as marketing their goods and services. High quality Wi-Fi hotspots should be available. The high street needs to be easily accessible and convenient with services such as parking apps and click and collect. The FutureMerton team has recently received funding for an online platform called 'Shop Happy' which will map all the local independent shops.

## **Attracting innovation and entrepreneurs**

Merton must be seen to offer a conducive environment for new innovative businesses. The task group considered ways to attract start-ups, creatives and entrepreneurs to the borough. This work has begun and pop-up shops have been made available from spaces that have fallen out of use.

In addition to pop-up shops, the council alongside partners must promote more 'meanwhile' use of vacant premises. This can be achieved by issuing licenses for short term business use rather than only leasehold and freehold tenancies.

Wimbletech CIC set up six years ago above Wimbledon Library and provides a digital and local hub and shared space for start-ups and entrepreneurs. The founder suggested that the council could facilitate a community driven initiative by hosting regular meetings with local entrepreneurs to generate ideas for the high street. The best ideas would then be matched to people with the right skills. The task group were fully in support of this idea. There are also great hopes that Romulus the new owners of Centre Court Shopping Centre will deliver on its promises to create a vibrant space for start-ups, pop ups and both business and social entrepreneurs.

## **Recommendations**

### **Arts and Culture**

1. Develop historical walking trails for each high street - link legacy sites around each high street to form a narrative trail to attract new visitors and promote the heritage of the area. This should be conducted with Merton Heritage Department and existing local volunteer groups could lead walks. Develop links with commercial treasure hunt providers to explore the business opportunities of such trails.
2. Develop a Sustainable Marketing Campaign for High Streets to promote arts and culture events using the Merton app and other online opportunities.

### **Opportunities to socialise**

3. Look for opportunities to widen pavements and improve lighting on all high streets
4. Flexible pavement licensing – conduct a wholesale review of licensing to allow more outside use by businesses, improving opportunities to meet and socialise.
5. Reinstate the community toilet scheme, and also look at schemes like '20p for a pee' (exemplars in central London and the royal parks).

### Digital offer

6. Enhance the digital offer on the high street with Wi-Fi hotspots
7. Develop an online platform for local businesses on the high street and use it to promote local events

### Attracting Innovation and Entrepreneurs

8. Conduct research on individual high streets to develop bespoke models that will attract investment and support the business community, including:
  - Employing town centre managers
  - Work with Wimbletech CIC to facilitate meetings to brain storm new ideas for the high street.
  - Attract pop-ups/bars/micro businesses/start-up enterprises to the area

### Green agenda

9. Develop a plan to connect high streets to local green spaces to enable safe and attractive walking and cycling routes and combat air pollution. This would involve greening the whole area including more trees, flower boxes and planters.

There are opportunities including:

- Morden Park to Morden Hall Park and better signposting from the Wandle Trail.
- South Wimbledon has attractions nearby such as Merton Abbey Mills, Merton Priory (chapter house), Deen City Farm and the Wandle Trail
- In Mitcham create connections/links to Beddington bird sanctuary via the Watermeads, the Wandle Trail and Mitcham Common
- Morden to Mitcham, via Morden Hall Park and Ravensbury Park
  
- Mitcham - Promotion of the green spaces (Figges Marsh, Cricket Green, London Road Playing Fields, Mitcham Common) and heritage (The Canons, Eagle House).
- Convert unused council land into community gardens
  
- More could be done to leverage the economic power and social reach of international and national Merton based sports organisations/brands including the AELTC and AFC Wimbledon in the revival of our high streets.

## **A summary of the findings from each High Street**

A discussion on each of the high streets produced a rich narrative drawing on the experiences of residents and business owners who have lived and worked in the area for many years. Council officers and ward councillors also participated to provide context for each area. The summary that follows is a consensus of the views and ideas that emerged from the discussion. Many of the ideas corroborate the findings of the “Your Merton” consultation and recently published Merton Character Study. Thus, members of the task group were confident that meaningful recommendations could be drawn from these discussions.

### **Morden High Street**

#### **Parks and green spaces**

The proximity of parks and green spaces presents one of the greatest opportunities for Morden high street. There are two major parks, Morden Hall Park and Morden Park; and two smaller ones, Mostyn Gardens and Kendor Gardens. They are greatly loved by locals. Morden Hall Park attracts visitors from further afield because it benefits from promotion as a National Trust property. The findings from the “Your Merton” borough wide consultation highlighted the value residents place on parks and open spaces for physical and mental wellbeing.

To maximise the opportunities presented by these green spaces, signage needs to be improved to make walking routes far more obvious from the station. This will enhance the concept of well-marked trails from the town centre to the countryside.

#### **Traffic/ transport**

Morden offers excellent transport links, with Northern line departures every 2-3 minutes for a 30-minute journey to central London. Before the pandemic 30,000 commuters a day arrived at Morden, generating demand for bus services and all-day parking spaces.

The front of the station is dominated by a bus services hub. The use of the forecourt in front of the station as a stop over and terminus precludes the use of

the space by people for socialising. For too many visitors, the image of Morden is not “a place to go to, but a place to go through”

Morden suffers from the density of through traffic, too often stationary, making it one of the most polluted High Streets in the borough. The gyratory system is intimidating for pedestrians, and would benefit from in-depth review to propose solutions. “Your Merton” found residents wanted pedestrians and cyclists prioritised over cars in their high streets if they were to become worthwhile destinations in which they could take pride.

Rerouting traffic away from the high street is a major restructuring that can only be undertaken in collaboration with Transport for London. This limits the scope for the council alone to rebalance the high street in favour of pedestrians. There is an opportunity to experiment with pedestrianising Abbotsbury Road and using the space for a street market, while encouraging the many cafes and restaurants to extend seating onto the pavement. Planters and parklets will encourage *al fresco* dining.

### **The retail offer**

The regeneration of Morden has been under discussion for twenty years, but for a variety of reasons it has not happened. This has left business owners uncertain whether to commit to Morden for the longer term – many uses reflect short lease tenancies e.g. charity shops. However, this uncertainty also opens the door to “meanwhile” uses – pop up art galleries and exhibitions, community uses such as vaccination centres, and workspaces for start-ups.

Morden’s retail offer has been criticised for having too many fast-food outlets, betting shops and charity shops, but it also has many independent shops that ensure resilience in the face of the trend towards on line shopping. Many serve the BAME community; 33 are run by members of the Ahmadiyya community, catering to a distinct culture of daily personal shopping. These interests should be better represented in Morden’s business community in its interactions with the council.

There are concerns about the rise of financial exclusion due to the decline in face-to-face banking services. With the closure of the TSB under the station canopy, Morden’s last bank branch but one (Nationwide) has gone, joining Nat West, Santander and HSBC. The Post Office can provide some banking services and there are two ATMs remaining. Morden should be included if the banks agree on a shared branch arrangement.

## **Future opportunities for Morden High Street**

The shock of the pandemic almost two years ago and enforced working from home may change Morden's role as a commuter hub forever. The emerging pattern is of commuting 2-3 days a week and working from home for the remainder. As the major employer in Morden, Merton council's policy on working from home will have a material impact on commuting patterns; commuter numbers through the Morden interchange could halve.

If home working leads to a significant reduction in commuters and requests to remove the bus hub are successful, this would free up space in front of the station to become the natural "meet and greet" place for the town centre, with seating, greenery, coffee and street food stalls. It is the locus from which routes to nearby attractions should radiate – Morden Hall Park, the library and the heritage centre, the Ahmadiyya Mosque, the Leisure Centre and Morden Park. Better signage and rebalancing pedestrian priority would improve the perceived accessibility of these attractions.

The Civic Centre could play a greater role in welcoming visitors and the community alike – it houses the library and heritage centre, provides a café and public toilets, and fronts a green area with seating; these facilities are currently under used.

### **Morden Heritage Trail opportunities**

Morden's unique history and heritage can be traced back to Stane Street in Roman times, but for practical purposes it starts with the arrival of the Northern line in 1929. Merton Heritage has just been awarded funding for "There's More to Morden" a project that will bring its recent history to life with contemporary accounts and develop trails and guided walks around the town. These will provide walking routes from the station to nearby parks and open spaces, enhancing visitor perceptions of the area.

## **Mitcham**

### **Unique selling point**

Many Mitcham residents feel their town has the greatest sense of community within the borough. Taken in conjunction with its heritage, this provides the basis for building a unique sense of identity to differentiate it from other town centres in

Merton. Mitcham has a natural meeting point around the clock tower with seating and a popular café nearby.

### **Parks and green spaces**

Mitcham is fortunate to have generous greenspaces within walking distance on three sides, Figges Marsh to the north, Mitcham Common to the east, the Canons and Cricket Green to the south. It also has buildings of architectural significance, including Eagle House (one of only two Grade I listed buildings in the borough), the Canons, the fire station and Mitcham parish church.

### **Traffic and transport**

The pedestrianisation of Mitcham town centre has left Fair Green feeling stranded with traffic routed along Holborn Way. This can make it feel cut off from the north but heavy volumes of traffic at the interchange preclude a simple solution.

### **Retail offer**

The market is close to the Clock Tower and more could be done to realise its full potential. Mitcham Town Centre feels run down and tired with too many budget shops, hairdressers and nail bars, betting shops and charity shops. While the planning system can do little to regulate the mix of retail outlets, a design code and targeted funding could improve their visual appearance. Pop up arts events e.g street theatre, could be staged in public spaces such as Fair Green.

Mitcham needs a town centre manager to:

- Revitalise the market and promote it to a more diverse audience.
- Inject confidence in the independent businesses that Mitcham is an up-and-coming town centre by promoting active shop frontages and improving the aesthetic values of the streetscape.
- Incentivise shop owners with grants so they do not opt for the cheapest fit outs when new businesses move in.
- Revitalise the community toilet scheme with relevant incentives for participating businesses.

### **Future opportunities**

Themed markets could be run at weekends eg; farmers market or ethnic street food stalls. Fair Green Parade will benefit from a facelift as part of the redevelopment of this block.

## Mitcham Heritage trail opportunities

The combination of greenspaces on the periphery and historic buildings offers the opportunity to create town trails that will link buildings and lead the pedestrian from the centre towards the open spaces beyond, encouraging their perceptions of what contributes to Mitcham and deepening their understanding of its history. Merton Heritage has the resources to inform the trail which could be developed in partnership with local interest groups such as the Mitcham Society and the Wandle Industrial Museum.

## **Wimbledon Town Centre**

### **Unique selling point**

Wimbledon is Merton's only major town centre and its most successful. It is essentially a brand in its own right being synonymous with international tennis and its famous common. Because of its size it also benefits from a Business Improvement District (Love Wimbledon) which has the funds to improve public spaces such as the piazza and run events like seasonal markets. These attract shoppers and visitors from an affluent residential catchment area and contribute to a vibrant, buzzy atmosphere.

### **Transport and traffic**

As a major transport hub Wimbledon station generates footfall that leads naturally onto the Broadway, but the precincts fail to provide inviting spaces to meet or linger, so this role transfers to the piazza and nearby cafes.

The high street in Wimbledon is a long ribbon running down Wimbledon Hill Road into the Broadway with very little to draw footfall into the largely residential streets either side (the Pavement facing Elys in Worple Road is the only exception). This places some constraints on the development of the night-time economy.

### **Retail offer**

The switch to online shopping had impacted Wimbledon, even before the pandemic struck. Debenhams has gone as the anchor store for Centre Court, and it is understood that Romulus, its new owners have no plans to replace it. They envisage a more experiential, less retail-oriented approach opening out the Queen's Road frontage to pavement cafes, and opening up the roof to bring daylight in, with flexible work spaces created in the upper area. "Meanwhile" uses such as a vaccination centre drive footfall to the upper level, and community uses should be encouraged on an interim basis.

### **Future opportunities**



A new working from home culture could be beneficial to Wimbledon town centre in the medium term if it becomes embedded. Those who previously commuted to well paid jobs in the City and West End will be spending more time around during the day and looking to shop, eat and socialise and be entertained locally. They may have more time for childcare and to get involved with their communities. Independent businesses will benefit as local users drive loyalty.

Wimbletech CIC is located on the first floor of Wimbledon library and plays a unique role as a local incubator for start-ups and entrepreneurs. Wimbletech offers an opportunity to harness bright minds in brainstorming to come up with ideas to revitalise the high street and match talent with resources - possible synergies with Romulus in Centre Court?

Wimbledon has the most developed arts and cultural scene of the five town centres and the benefit of a theatre and entertainment quarter running from the New Wimbledon Theatre to the Polka taking in the Studio. More informal pop-up events could be fostered around this quarter eg. jazz and comedy nights in bars - although the Arts Space adjoining the library is the best venue for informal low key entertainment in Wimbledon.

### **Parks and green spaces**

There is a notable lack of green space near the high street, South Park Gardens is some distance away. So greening opportunities have to be created in passages such as Hartfield Walk, or on the piazza. The high street itself is too narrow to allow for pavements to be widened or to accommodate parklets. However there is scope to increase greening of the two car parks on the P3 and P4 sites with planters.

#### Wimbledon Heritage trail opportunities

There is a walking trail leading visitors to the annual championships from the station to the AELTC; this could be the starting point for more walking trails leading to historic buildings and sites located on and off the Broadway such as the New Wimbledon Theatre and South Park Gardens. Merton Heritage can assist with resourcing materials to develop walking trails and organisations like the Wimbledon Society can advise on design.

## Raynes Park High Street

### Unique selling point

Raynes Park benefits from a strong civic association that brings local businesses and residents together to press for improvements to the public realm that can be funded from CIL. The Raynes Park Association runs the very successful Raynes Park Festival over 10 days in the summer and Christmas events. The Lantern Art Centre provides the cultural hub for Raynes Park.

### Transport /traffic

The embankment supporting the main line splits Raynes Park town centre in two, connected by two foot tunnels and leaving the southern side as the poor relation. Despite attempts with murals, it is difficult to make the foot tunnels bright and welcoming, or to offset women's concerns for their personal safety.

As with other town centres in this review, the station entrance is the focus of pedestrian footfall and the self-evident meeting point for Raynes Park. It could be improved with seating and planters, subject to a collaborative relationship with SWR as the landowner. The forecourt of the Raynes Park Tavern opposite also has potential for better use as public space.

Flooding under Skew Arch is a particular problem for Raynes Park, and climate change means flooding incidents are becoming more frequent. The council should work with Thames Water to develop permanent engineering solutions.

### Green spaces

There are no green spaces near the town centre, so greening opportunities have to be created. The south side offers more space for this, but the north side has more demand for *al fresco* dining which can be supported with parklets. The railway embankment is neglected and could contribute far more to the greening of the environment.

### Retail offer

There are several voids on the High Street (Weatherspoon's has gone), and independent local businesses offer a more resilient alternative to national chains.

The residential hinterland around the station supports a relatively affluent population. As working from home becomes the norm, these residents will want

to shop and dine out locally, sustaining and increasing demand. The growing South Korean population is generating a specific demand for dining options that help to diversify the range that Raynes Park can offer.

### **Future opportunities**

Independent shops and businesses would benefit from an online platform that maps their locations, and promotes arts and cultural events – funding is needed for this.

Raynes Park Heritage Opportunities

(Merton Heritage is invited to propose ideas for a Raynes Park trail)

## **SOUTH WIMBLEDON**

### **Unique selling point**

In many respects the least promising of the five high streets covered in this review because of the dominance of heavy traffic, South Wimbledon still has many hidden assets on or just off the High Street, including specialist shops, pubs, restaurants and theatres – both the award-winning Polka Theatre and the Colour House Theatre are close to the High Street.

### **Traffic and transport**

South Wimbledon station (Northern line) is the focal point and draws heavy footfall, but the entrance lacks signage to welcome visitors and direct them to bus connections and local points of interest. The volume of traffic passing through South Wimbledon crossroads makes it intimidating for pedestrians and cyclists alike. A diagonal crossing in front of the station (cf. Wimbledon Hill Road/Alexandra Road/St. George's Road) would help to redress the balance. Pollution levels are high at this junction.

### **Retail offer**

South Wimbledon lacks an obvious meeting place. A prime candidate is the space beside the "Horse and Groom", which is hidden from view of the station. Nevertheless, the Christmas tree is located here, and the site could be used more effectively.

The two retail units within the station curtilage (coffee shop and Hello Fresh) have been vacant for some time, and TfL as the landlord should be encouraged to consider “meanwhile” uses.

There are many independent shops in South Wimbledon, some catering for niche markets, but they need a coherent, collective voice. The centre may not carry the commercial weight to meet the criteria for a BID, but a town centre manager could help build relations with the council, and encourage independent businesses to do more to improve their frontages and take pride in their high street. Small steps such as planting flowers in the street tree pits, raising the aesthetic quality of signage and even putting out commercial waste at the right time would all improve the look of the high street.

### **Parks and green spaces**

Nelson Gardens and Abbey Recreation Ground are a few minutes’ walk down Morden Road from South Wimbledon station. These function as green lungs to escape the congestion and pollution at the crossroads, and should be better signposted from the station.

We need to explore opportunities to create green space near the station. Building up from planting flowers in street trees pits, parklets could be sited at closed junctions on the north side of Merton High Street e.g. Hardy Road. The mature London Plane trees on the south side (and the open space they occupy) are an important green asset that should be retained as part of the regeneration of the High Path estate.

### **South Wimbledon Heritage Trail**

South Wimbledon hosts a wide range of historical buildings which could form the nucleus of a heritage trail.

The current centre of South Wimbledon was once part of Admiral Lord Nelson’s “Paradise Merton” estate, and historic assets visible today include St John the Divine Church and Nelson Gardens which commemorate his death.

South Wimbledon underground station is a Grade II listed building

On Kingston Road to the west, the Grade II Manor house dates from the 1700s with weatherboarding to one side, and later brick Georgian façade. Merton Hall is a red/brown brick building from 1899 with stone detail clock tower. Also of note are the former council offices from 1900 in red brick with carved stone detail and Palladian windows.

Within a short walk of the High Street are reminders of Merton Abbey, the Arts and Crafts Movement, William Morris, Liberty and John Innes. The blue plaque marking the original site of the Nelson Hospital is on Merton Road

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Appendix one - stakeholder meetings

**Morden High Street – Discussion with Stakeholders 15 June 2021**

<b>Name</b>	<b>Organisation</b>
Cllr Peter Southgate Cllr Ed Gretton	Task Group Members
Naseer Dean	Head of the London Division, Ahmadiyya mosque
John Merriman	Local Business owner
David Merriman	Local Business owner
Diana Sterck,	CEO Merton Chamber of Commerce

**Raynes Park – Discussion with Stakeholders 13 July 2021**

<b>Name</b>	<b>Organisation</b>
Cllr Peter Southgate, Cllr Stephen Alambritis, Cllr David Chung, Cllr Ed Gretton, Cllr Paul Kohler, Cllr Adam Bush	Task group members
Chris Edge	Raynes Park Association
Tony Edwards	Raynes Park Association
Nigel Ware	Raynes Park Association
Tom Underwood	Raynes Park Festival Organiser
Chris Larkwood	Raynes Park Association
Cllr Omar Bush, Cllr Stephen Crowe, Cllr David Dean,	Ward Councillors:

**Wimbledon - Discussion with Stakeholders 08 July 2021**

<b>Name</b>	<b>Organisation</b>
Anthony Hopkins	Head of Libraries, Merton Council
Wendy Pridmore	CEO of Wimbledon Guild
John Lawrence	Friends of Wimbledon Town Centre
David Fletcher	Wimbletech CIC

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# Morden Town Centre - SWOT Analysis

Developed by Merton Councillors

## Strengths

- Transport links
- Green spaces (Morden Hall Park, Wandle Trail etc.)
- Independent shops
- Affordable property prices
- Good schools
- Residents want change in the area
- Car parks  
It feels safe in Morden
- The Mosque.

## Weaknesses

### Look and feel

- Perceived as negative/depressing walking along the high street.
- Shop offer is poor/wrong – retail and eating offer in particular, no variety, no anchor stores to bring interest, wrong size units
- Not a destination town centre
- Not a place to dwell - “Not a place to go to a place to go through”
- Designed for cars not people
- Badly polluted
- Badly laid out
- Poor lighting – not bright enough
- Feels unsafe
- Often compared to Wimbledon and Wimbledon wins.
- Not green in the town centre – sandwiched between two parks but ugly in the town centre.
- Since 2004 discussion around regeneration, there is a constant worry of blight for the businesses

### Transport and layout

- Station side crowded especially at rush hour (7-9am and 4-6pm)
- Social distancing is impossible at times of day as bus stops and station access all in same location.
  - Closes off movement of people.
- Pavement and lobby too small to manage commuters
- Brutal architecture, lobby dark.
- Crossing the road is difficult
- Road is noisy and overwhelming as a commuter route

## Opportunities

- Improving public toilet facilities would help the high street e.g. a community toilet scheme. No statutory duty to provide public facilities.
  - Could lobby government, but who pays? Need to engage with Transport for London on this.
  - Look at schemes like '20p for a pee' and exemplars like Victoria, Kensington and Chelsea and Euston. There is a certain level people are willing to pay.
  - Could consider a reduction in business rates for shops/businesses taking part in a community toilet scheme.
- Opportunity to repurpose the station area and make more welcoming to people who might want to stay rather than the large number of commuters just moving through. No reason for people to want to stay. We want to encourage people to idle/meet and go in to nice shops. Possible focal/meeting point in Morden.
- Currently a feeling of untidiness, so we should look at opportunities to make the high street cleaner and better.
- Need to look at improving the local offer around leisure and food and drink.
- The demographic has changed in Morden and there is more money, but the offer cannot be too expensive.
- Flexible licencing – wholesale review of licencing to allow more outside use, allowing for accessibility. Could consider grants for blinds to provide outside covered areas.
- There are a range of ethnic food offerings in Morden – could market this more effectively.
- Other opportunities include pop-ups, floor markings for social distancing and more seating.
- Successful high streets are based on a Norman Church so you are always close to the centre. Morden high street is focused on the tube station, which intersects the high street.
- Could consider having the station covered over for 30 meters to open up more space. Potentially move bus garage for additional dwelling space in front of the station.
  - Huge area: could consider making into a park.
  - Currently, people look north rather than coming south. Tube stops people from coming from the north so could look at opening up new walkways. Could create a walk through to Abbotsbury Road.
  - Could we look at an easier walking route to Morden Hall Park via Sainsbury's, and allowing pedestrian access to Kendall Gardens, also from Sainsbury's?
- Opportunities for vacant shops or struggling larger shops to consider a new office hybrid model: hub community people can use as a working space. Wimbletech CIC have been delivering this model in the Wimbledon area, including spaces like Wimbledon library.
- Opportunities to create a space to dwell. Could we pedestrianise Abbotsbury Road?

- Need a solution to opening up and pedestrianising the centre that overcomes the challenge of the big main road in the middle. The easiest thing to do would be to look at options for Aberconway Road. Also a walk through with pedestrian priority from the tube station. Could consider 10m/p/h speed limits, chicanes, ban combustion engines, etc.
  - What would replace A24?
- Accessible carparks are necessary to open up access in the South of Morden – too far away mentally so need better physical and mental access.
- Change focus to consumption rather than take away. Not enough consumption outlets.
- In the short term could look at getting businesses up and running, and closing down Abbotsbury Road to traffic.
- Street scene pop up on Abbotsbury Road. Tables in parks: Opening areas in Mostyn Gardens. Look at ideas from Wandsworth/Westminster.
- Could get some businesses operating in the piazza in front of the Civic.
- Morden Hall Park currently feels too far away. Could consider options with National Trust to make it more symbiotic with the local area. Better signposting from the Wandle trail. The park currently has around 1.2 million visitors per year so is easiest thing in Morden to attract people.
- Greening: getting more greenery onto the high street. Refreshing of flowerbeds outside the Civic: more colourful and vibrant. Possible additional uses of foyer of civic. More planters/trees.
- Tackling traffic and air pollution. Low emissions buses. Anti-idling opportunity?
- Longer-term solution: Making the dual carriageway buses only.
- Want something unique to associate with Morden: not just chain stores.
- Opportunity to work with landlords to fill voids. Rents must be low to attract businesses.
- Could make it more of a destination for young people – fun.
- Also, opportunity to attract older people and families to family oriented activities in local green spaces. Morden Hall Park is the big draw. Need to create more of a link between the high street and the park. Morden Road is the challenge.
- Tall blocks in Morden are unappealing. Could look at greening the whole area e.g. green boulevard between the station and the park. More trees and longer term greening.
- Create a green destination: London version of Eden Project!
- Want to encourage people to visit Morden High Street for lunch/evening/work. Attract pop-ups/bars/micro businesses/start-up enterprises to the area.
- Creating space for people to dwell safely, make it comfortable - seating or meeting areas of interest.
- Quick win would be to green the station and TC spaces, potted Yuccas and plant trees.

## Threats

- That Morden High Street is unable to develop a new identity, or ‘reinvent itself’
- Indecision and conflict will prevent progress

- The end of commuting – fewer people pass through Morden
- Changing habits – people no longer shop on high street
- That they will just build tower blocks
- Houses nearby, so nightlife economy an issue (hidden strength – could emulate Herne Hill and have a day time market area rather than night focus)
- Lack of finance
- Volume of traffic flowing, and where it goes instead
- Countering negative images
- That London Borough of Merton, Transport for London and National Trust will not work together, have a joined up vision, and do things separately.
- Perception – challenge to change the narrative, and counter negative image
- That Kingston, Wimbledon, Sutton strengthen, and Morden is left further behind.
- Lack of variety of shops
- Threat – marketing not there, not being publicised enough or right
- Changing demographic – threat that we underappreciate pace of change, Morden lags in its offering of what people in the areas might actually want or support.
- Biggest threat – lack of progress. Council's lack of skills right on the project.
- Cross rail – will further increase the benefit from Wimbledon, so that will push Morden aside.
- Competing against other high streets. Being on the northern line makes it even compete with central London areas.
- Bigger centres getting bigger – e.g. people in Morden going to Westfield shopping centre.
- Domination by clone retailers.
- Community there that are willing to shop
- Transport - going to limit what can do long term
- Parking and cycling issues
- People being against plans (e.g. pedestrianisation)

# Mitcham Town Centre SWOT Analysis

## Strengths

- Central location
- Good bus network and trains/trams
- Sports – cricket, bowling, leisure centre.
- Heritage
- Affordable housing and rental properties
- Greenspaces (Mitcham common)
- Sense of community

## Weaknesses

### Transport and layout

- Traffic movement makes it feel stranded.
- Morrison's car park creates a barrier.
- Green spaces are not connected.
- Reorganisation of the traffic has helped but still difficult for pedestrians to move around.
- Difficult to drop off and pick up, especially for older residents.
- No defined High Street
- Polluted from busy road.

### Look and Feel

- Not a shopping destination, loses out to Croydon and Wimbledon Town Centre
- No draw - No anchor or branded stores
- No “love,” lacks energy.
- No entrepreneur driving the Town Centre, no trigger for external investment.
- No ambition.
- Proliferation of hairdressers, betting shops and charity so feels run down.
- No interaction with the industrial estates
- No night-time offers.
- Lack of restaurants.
- Not meeting the Mitcham demographic
- Market is weak, with a poor offer.
  - Suggested that the market income goes to Kingston Markets?
- Too many car parks in a small Town Centre.
- Quality of produce poor – plastic dominated.
- Antisocial behaviour - Street drinkers intimidating (highest rate of crime across the borough).
- Dirty and smelly, fly tipping and littering.
- Architecture a major weakness - Ugly buildings in the last few decades.

- Fear of crime & anti-social behaviour
- Fly tipping problems
- Lack of places to dwell and socialise
- Too many takeaways and not enough restaurants

## Opportunities

### Sites

- Mitcham Eastfields station to enable regeneration.
- Sadlers Place redevelopment to attract an entrepreneur.
- Work with Asda to open Town Centre catchment.
- Gasometer site could be a special garden space with areas for rest, food stalls, and open space for recreation – again opportunity to work with the owners/developers.
- Eagle House GII listed – opportunity to use the car park for boot fayres, markets.
- Canons House – Art Hub could be driving young people to Mitcham.
- Vestry Hall underutilised, opportunity to market the space more.
- Marble seating on the grass area is a readymade theatre space.
- Promotion of the green spaces and heritage – the cricket pitch.
- Use Mitcham Common for events
- Morrisons Car Park redesigned – “Peckham Levels” model with street food, good vibe in the evening.
- Market – reconsider covering.

### Wider opportunities:

- To carry out some analysis to understand the demand and needs of the catchment area around the Town Centre.
- New residents with disposable income
- A local centre, especially for older residents so make it more accessible (e.g., re-invent the drop off points for pedestrians).
- A cultural strategy for the Town Centre.
- Pop up art events
- Marketing and public relations for the Town Centre
- Manage the fly tipping to improve look and feel.
- To extend the Conservation Area
- Be ambitious about the market, create themed market activity – Afro-Caribbean food, farmers, Polish – be more like Tooting market. Encourage at least 30 stalls on site.
- Create more events – Film Merton created a stir and very well received.
- Surrounded by stunning green spaces – create connections/links to Beddington, Watermead, and nearby bird sanctuary.
- Improve connectivity of the green spaces through walking and cycling routes – Morden to Mitcham, Morden Hall Road, Phipps Bridge Road, and Eastfields to Town Centre were all mentioned.

## Threats

- Westfields sucked life out of south west London
- Online retailing – can Mitcham survive on businesses that provide instant services?
- Transport for London is a threat as bus goes through Fair Green
- Building on parks and open spaces: the housing shortage
- Green space doesn't have good access so don't use it
- Untidy, not sure why, not beautiful so people do not dwell. Need space, safety, happiness and don't have that quality in Mitcham
- Crime levels, anti-social behaviour around the pond
- Too many betting shops, encouraging anti-social behaviour
- Fear of crime, anti-social behaviour
- Threat
  - a. people don't see the opportunity,
  - b. Transport into central London;
  - c. places to relax
- Littering
- Crime rate
- All leads to people not coming and not staying – could lead to town centre disappearing, becoming residential, will lose emotional tie and identify as have no central place to go.
- Quirky! (a positive)
- Very diverse \*(also a positive)
- Difficult to make the town centre a social environment – cannot come in with their friends and socialise, nowhere to meet.
- Threat - National planning rules relaxing – can put anything anywhere and leave gaping
- Anti-social behaviour
- Perception – drunken behaviour of individuals, but could be widespread and occurs in other town centres. Police presence required
- Threat of other areas doing better – us as a council not getting the chorography right, other areas improve quicker and people are drawn away from Mitcham
- Threat – lacking buzz and dynamics in town centre

## Summary of both groups THREATS

- Difficult to make the town centre a social environment – cannot come in with their friends and socialise, nowhere to meet.
- Threat – people do not linger (untidy, anti social behaviour). Need space, safety, happiness and don't have that quality in Mitcham
- Perceptions and reality – crime and fear of crime, littering, general sense of untidiness all leads to people not coming and not staying – could lead to town centre disappearing, becoming residential, will lose emotional tie and identify as have no central place to go.
- Outside threats –
  - online retailing,

- Westfields,
- national planning changes allowing anything to happen anywhere, leaving gaping hole
- Threat of other areas doing better – us as a council not getting the chorography right, other areas improve quicker and people are drawn away from Mitcham



## Wimbledon SWOT Analysis

### Strengths

- Transport
- Town centre amenities and shopping choices
- Cinema and theatres
- Vibrant
- Safe
- Tennis

### Weaknesses

- Chain heavy – no independent shops
- Nothing unique
- Resident tension over developments
- Nowhere to dwell
- High traffic

### Opportunities

- Create something that appeals to the young people who already come there, a cultural leisure option
  - Alternative sports, climbing walls
- Improving the cultural offer
  - Concert Hall
  - New sound system will hopefully improve theatre popularity. (Matthew Bourne now willing to bring ballet here).
  - Polka Theatre also to be opening again soon – will appeal to families and young people.
  - Music offering – small scale music type venue to attract people of all ages. Jazz and comedy nights – can be done in pubs. Can be small scale cultural venues.
- Pursuing a stronger leisure and dining offer over retail
- New owners of Centre Court – want to make it more unique with less retail.
  - Developing more of a café area on Queens Road, creating pedestrian space.
  - Work spaces, makers spaces and workshops
  - Giving over roof to allotments and bee hives.
- Communities has connected more over the last year – opportunity to harness this
  - Community garden on plot of land council owns?
  - Small scale business units
- Pop ups – would need to publicise that we are open for them.
- Library hub – while people are working from home. Harnessing groups of people working from home during day.

- Mixed mode use – bit of office, bit of retail, leisure. Need that flexibility. More successful parts of Wimbledon are places which have been able to adapt and change. Mix at ground floor, and then something above.
- Attractor – to get people in. Diary of events, every month major thing on for people to come in and see.
- Opportunity to do something with development sites P3 and P4 by the theatre – arrangements outside the theatre – small community space created there. Should harness this.
- Concert Hall – opportunity (P3)
- Having an arcade of small independent shops, would add more character.
- Wimbledon Tennis – village does it well, but constant opportunity – 2 weeks of tennis – great opportunity of updating Centre Court – during that period on world stage, gives business owners that opportunity to do the best they can in that 2 week period.
- Over the last year Wimbledon Community Interest Company have done well in the library, developed network – looking to roll out more towards the high street. Looking to create a bubble/hub – so taking out a small section of a retail store as a hub. With more people working from home locally, this would be a good opportunity for them.
- People have changed the way they work. Rather than residents going into London, shopping etc. will be based at home more – spending locally rather than in central.
- Opportunities to improve the station to improve layout and make use of land behind the station

## Threats

- Individual shopkeepers and/or businesses don't have a collected mind/approach (other than Love Wimbledon).
- Need to make sure doesn't become too twee or faded.
- Great transport hub – need it to be bringing people in not letting people leave.
- Wimbledon has to reinvent itself. Look and feel of the place. Character of shopping offer. Encouraging independents – offering something that people will come for, then stay.
- So close into London. Competing with central London locations. Wimbledon has to constantly create independent shops to keep residents engaged.
- Need to have theatre that can compete with central London ones – it's a big space to fill. Will it ever be able to compete? Extend analogy to shopping and food offer.
- Wimbledon High Street is not centre of town, but doesn't have space of Kingston. Neither one thing nor the other – hard to see how it will become really attractive town centre. Buildings are so big and bulky – limited in terms of creating space, would need particularly high obstacles.

- Cost of running a business in Wimbledon is quite high – rents and rates. Has to be attractive. Easy to put people off.
- Too many things happen at once
- Depend on return to office. Was successful as affluent residential area, but not densely enough populated to support the high street – was propped up by commuters and office workers.
  - What if not as many office workers come back?
  - How do you replace that footfall – tourism strategy?
- Food and drink places rely on office workers. If not there – how viable is it as a restaurant/food/drink place.
- Traffic management – although not as bad Morden.
- The rise of the office only approach – want something that works well for everyone, not just high-rise offices.
- Not green enough (opportunity – create more green spaces)

## Raynes Park - SWOT Analysis

### Strengths

- Waitrose
- Mix of chains and independents
- Strong community feel
- Transport links are good
- Lantern arts centre
- Low crime rate

### Weaknesses

- Too many vacant shops
- Lack of parking
- Lack of step free access to station.
- High house prices - average price £1.5m
- Lack of open space / green space.
- Vacant premises - too many (Lloyds / Wetherspoons) depressing look to the high street. But rents going up?
- Lack of parking in the town centre, outside Sainsbury's. Controlled Parking Zone
- Lack of Commuter Parking.
- Management of the Railway Lands, fly tipping and mess
- Train line splits the town centre in two. Passive, not so much active frontages on one side. Solicitor's accountants – rentals and 3 tunnels none are attractive to go through
- Ease into conversion of flats - Permitted Development rights
- Commercial rent increases.
- Tunnel maintenance and lighting.
- Skew arch south side environment
- Confusion over refuse collection for flats above shops.
- Not any green spaces in the High Street – no street trees because of the embankment.
- Pub offer not so great. Cavern good but a bit more niche. Beer garden refused twice at Weatherspoons – beer garden was a must for London Village Inns to take over the lease from the freeholder) Gone from £75k to £105k rents.
- Not too much of a night time offering – some niche offerings e.g. Japanese could be an opportunity?
- Designed for cars not people. Not a thoroughfare
- Psychological perspective of Town Centre is negative - Station is a barrier and dominates peoples psyche.
- Low lying land and water settles quickly, maybe something more substantial about the drains.
- Things that were there in the past. Significant challenge as a small high Street and suck the life out of Needs better lighting, wider pavements and pedestrian sites – possibly improve outside Starbucks

## Opportunities

- Opportunities to capitalise on the many positives including good hinterland; highly compact and easy to walk about; above average in terms of salary and consumption; seen as 'up and coming'; active residents' association; involved populous; Waitrose; good bus and train links. It is a high street for everybody with a daytime and evening officer for everyone and it is extremely safe. Area would benefit from a good, strong marketing campaign.
- Should look at any opportunities to improve footfall and dwell time and make the high street more attractive.
- Could look at opportunities to widen pavements, put in trees and improve lighting.
- One of the current challenges is the lack of accessible green space. There are opportunities to make better use of land and green spaces in particular on the edge of Raynes Park. Areas such as the Skew Arch and the land towards railway path. Potential to make concreted area outside Waitrose into a garden.
  - Also, create more opportunities for sitting outside.
- Area is currently too much of a thoroughfare so could look to pedestrianize certain areas such as the area between Raynes Park Tavern and the health centre.
  - Bus lane unnecessary: could look to convert back to two-way traffic. Opportunity to change in to pedestrianised area.
  - Could look at other opportunities to divert traffic; creating roundabouts rather than traffic space.
- Could convert fencing outside the railway to iron railings. The area between the platforms is an area of special scientific interest so it would be good to be able to view this. Fence owned by Network Rail.
- Current cycle lane doesn't work. Could make the pavement opposite broader to create more space for dining. May need to lose 2 to 3 parking spaces to do this.
- One short-term solution would be better use of the outside space close to Lantern Arts Centre/church and to provide more outdoor seating for the café.
  - Opportunity to capitalise more on the arts centre as a local a hub and community focus.
  - Currently pretty treeless outside so could plant more trees.
- Could also plant more trees along high street to give it a different atmosphere.
- Demographics in the area are quite stable but shoppers tend to go elsewhere.
- Area would benefit from free 20 minute parking bays and removing some of the existing parking restrictions.
- The South Korean community is potentially a niche market we could aim for in the area. The Raynes Park Korean Church is well established in the area (8-10 years), plus there are two local Korean shops on Coombe Lane and another local Korean church in the area.
- Quite a few vacant shops on high street. Opportunity to find out who the landlords are and potentially look at community meanwhile uses if there is interest from community groups.

- Opportunity to create more public spaces in the central area. There is an area of artificial space in front of the Raynes Park Tavern: possible to make this more of a public space.
- In the short term there is an opportunity to continue to approve space for outdoor eating.
- Opportunity to smarten up the high street. This could include ensuring litter is cleared around the railway embankments. Removing of graffiti around the Raynes Park motor garage and on private lands. Charity shops are a good thing but there is a problem of donations being left outside the shops.
  - Could consider public art and improved lighting in the Skew Arch tunnel. Clearer guidance for flats above shops on disposing of waste. Tackling overspill in bins outside Waitrose carpark.
- Further improvement opportunities to consider around Raynes Park Industrial Estate.

## Threats

- Recession/shrinking economy: shops closing down (i.e. Post Office)
- Proximity to Wimbledon (or other better served high streets) impacts on the high street in two ways:
  - Higher commercial rents, so businesses move out
  - Residents shop (or dine) on the other high streets
  - Lack of commuting into the area possibly for years
- Challenges to create new and cost-effective parking spaces. Parking is too expensive and poorly distributed or advertised. This also disincentives families with children (prevalent demographic) who need cars for their shopping to shop in the area.
- Mismatch between residents' needs and existing business. Too many estate agents. There is a risk that this is not addressed in a timely manner.
- It is not a very attractive area. There is a risk that it will get forgotten – lack of investment/funding.
- It has a linear shape, so it requires more creative thinking than a traditional high street.
- Proposals with National Railway Network take forever to be approved

## South Wimbledon SWOT Analysis

### Strengths

- Great transport – tubes and buses
- Good schools
- Close to Abbey Mills and Deen City Farm attractions
- Late night cafes and takeaways
- Local to Wimbledon

### Weaknesses

- Flytipping magnet
- Vacant shops
- Heavy traffic and constant roadworks
- Lack of parking
- Lack of places to dwell/relax/sit outside and eat

### Opportunities

- Good Transportation Systems, trams, buses, tubes
- Good number of independent shops
- Affordable rents
- Build upon small business presence by providing them support
- There are 100 shops within a five minute walk.
- The High Street has the cross required for a dense town centre
- Nearby attractions include; Merton Abbey Mills, Wandle Trust, Wandle River Walk is a good family day out
- Transport for London is a major local organisation they could fund the Green agenda
- Opportunities for space – the back entrance of the tube station could be used to create a walkway
- South Wimbledon is the centre of the borough
- Opportunities for regeneration with commercial spaces at the bottom
- Increase in working from home opportunities to create local shopping experience
- Growth in Wimbledon could spill over into South Wimbledon
- Opportunity to make good use of end spaces of high street
- There is a commuter market and nighttime economy
- The width of Kingston Road can facilitate outdoor space for coffee shop expansion
- Close to the entertainment district
- Opportunities to green the area and plant more trees
- Opportunities to extend tramline
- There need to be a review of disabled parking availability

## Threats

- The Landscape is now dense and not as picturesque as it used to be
- Pollution
- Traffic congestion
- Safety of pedestrians around cross junction
- The business community is not cohesive or united
- Need to gain buy-in from Transport for London to invest in traffic and pollution issues
- There is a lack of outside seating space, nowhere to socialize
- Street cleaning needs to be improved
- Too many lock ups owned by people who do not live in the area causing problems with refuse collection
- The area does not attract funding (unlike Colliers Wood)
- New buildings causing overcrowding, more cars and no parking
- Congestion on major roads causing traffic delays
- Need more trees to tackle pollution
- High Path Regeneration is causing noise pollution
- Roadworks are on-going throughout the year lack of information on schedule
- House prices are very high - excluding young people.



## **Committee: Cabinet**

**Date: 21st March 2022**

Wards: All Wards

## **Subject: Award of an agreement for the provision and maintenance of a Community Equipment Service via an Integrated Procurement Hub**

Lead officer: John Morgan, Interim Director Community and Housing

Lead member: Rebecca Lanning, Cabinet Member for Social Care and Public Health

Contact officer: David Slark, Contracts and Market Management Manager.

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### **Recommendations:**

- A. That Cabinet approves the award of a collaboration agreement for the provision and maintenance of a Community Equipment Service via an integrated Procurement Hub to London Borough of Croydon on a rolling basis, with the Council able to withdraw from the agreement by giving not less than six (6) months' written notice of its intention to do so to expire on 31st March in any Financial Year.
  - B. That Adult Social Care carry out an annual review of service quality as well as undertaking a full value for money exercise every 3 years to ensure that the service continues to offer Best Value.
  - C. That the Director of Community and Housing be given delegated authority, in consultation with the Cabinet Member for Adult Social Care and Health, to agree to the continuation of the collaboration agreement following the completion of each annual review and triennial value for money exercise.
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## **1. Purpose of Report and Executive Summary**

- 1.1 The purpose of this report is to seek the approval of Cabinet to award a collaboration agreement. for the provision and maintenance of a Community Equipment Service via an integrated Procurement Hub to London Borough of Croydon on a rolling basis, with Council able to withdraw from the agreement by giving not less than six (6) months' written notice of its intention to do so to expire on 31st March in any Financial Year
- 1.2 This report details the commissioning process undertaken and the decisions taken and makes a recommendation that Cabinet agree to the recommendations detailed above.

## **2 DETAILS**

- 2.1 The Council are the lead commissioner for the service, with the CCG also accessing the service

2.2 The London Borough of Merton and the Clinical Commissioning Group (CCG) have a range of statutory duties to provide Community Equipment to support disabled, vulnerable and older people and children live as independently as possible in their own homes.

2.3 The service provides a broad range of aids to daily living (such as commodes, perching stools, profile beds and hoists) to support people to live in the community enabling them to optimise their independence .key elements of the service are:

- The supply, servicing, maintaining and repair of all Community Equipment.
- The provision of on-site technical advice, working with practitioners/clinicians, attending joint visits and advising clinicians on minor adaptations and technicalities around Community Equipment;
- The recycling of Community Equipment, including cleaning and refurbishment
- The collection of Community Equipment when no longer required by the customer;

2.4 Before a decision was taken to recommend entering into a collaboration agreement with the London Borough of Croydon, the Council undertook a benchmarking exercise to determine whether this approach demonstrated value for money.

## 2.5 **Benchmarking Process**

2.5.1 The current community equipment market only has a small number of commercial providers, with most of these services being accessed via framework agreements (the main exception being the service provided via London Borough of Croydon).

2.5.2 The Adult Social Care Commissioning team contacted the framework host boroughs and providers set out in Appendix A to invite them to be part of a benchmarking exercise to determine whether entering into a Collaboration Agreement with the London Borough of Croydon would be the most effective and efficient way of continuing to meet customer' equipment supply needs, giving the best overall value for money.

2.5.3 The five invited providers were requested to complete a Benchmarking Questionnaire. The Benchmarking Questionnaire required them to submit quotations of the following:

- i. Twenty units each of the twenty most popular equipment items supplied to our service users in the year 2020/21 including next working day delivery costs.
- ii. Twenty units each of the ten most popular equipment items collected for repair from our service users in the year 2020/21 (including collection, repair and next working day delivery charges).

## 2.6 **Benchmarking Evaluation:**

2.6.1 Only four questionnaires were returned although two of them were deemed to be non-compliant as they had not submitted quotations for 20 units of each of the ten most popular equipment items collected for repair. One provider did not return a Benchmarking Questionnaire as they could not identify a suitable framework that would meet our needs.

Details of the benchmarking analysis of the compliant questionnaires (including providers invited to quote and the questions asked) can be found in Appendix A of this report.

2.6.2 The benchmarking analysis (which included analysis of equipment and delivery costs & additional one off call off fees with alternative providers to the London Borough of Croydon via framework agreements) clearly showed that the London Borough of Croydon demonstrated the best overall value for money based on the purchase of the 20 units of each of 20 specified most popular equipment items and 20 units of each 10 specified most popular equipment items collected for repair/minor adaptations.

2.6.3 Soft market intelligence undertaken (as set out in appendix A) as part of the benchmarking also indicates that the recommendation proposed in this report would provide better value for money than from other frameworks for a number of reasons including the following:-

- Accessing Croydon Community Equipment Service is cheaper based on the outcome of the benchmarking exercise. In addition, no fees are charged for partnering with other borough members under London Borough of Croydon Equipment Service unlike other frameworks.
- No TUPE or redundancy costs involved for the Council's continued use of the Hub.

## 2.7 Other benefits of the London Borough of Croydon service:

- Offers an efficient and cost effective mechanism for supporting independent living, developing new solutions for service users
- There are on-going benefits from the purchasing power of the Integrated Procurement Hub (economies of scale), driven through the use of London Borough of Croydon's Dynamic Purchasing System.
- Legacy equipment can be purchased by the Integrated Procurement Hub as part of non-catalogue equipment.
- Maximises re-use of non-catalogue equipment and the reuse of equipment no longer required by a customer by sharing between Authorities to be reissued to another customer (subject to a safety check and deep clean in line with infection control procedures), keeping costs down.

- 2.8 Officers in the Community and Housing Department, in conjunction with Commercial Services, will carry out an annual service review to ensure that the service is continuing to provide a quality service to customers. The key information that will be used to inform this decision will be
- Customer surveys carried out by the Council and London Borough of Croydon to identify areas for improvement, with appropriate steps taken by the provider (in conjunction with the London Borough of Merton) to improve the quality of service further.
  - Annual performance assessed against a number of Key Performance Indicators as set out in the agreement (including: deliveries, collections, repairs and planned maintenance)
  - London Borough of Croydon monitoring the service through their own quality management and monitoring system (this will include analysis & investigation of complaints, identifying any areas for improvement).
- 2.9 In addition to the annual review detailed above, officers in the Community and Housing Department will also undertake a triennial value for money review to establish whether the collaboration agreement continues to offer Best Value. The methodology for this triennial review will be equivalent to that used for the benchmarking review detailed at 2.5 and 2.6 above. As for the annual reviews of service quality, the triennial value for money review will be undertaken in conjunction with Commercial Services.

### **3. ALTERNATIVE OPTIONS**

3.1 Option 1 Undertake a procurement process: Whilst the Council could undertake its own procurement process for this service, we would not secure the on-going benefits of the purchasing power of the integrated procurement hub. In addition, we would not be able to maximise the use of reusing equipment between different authorities. This would not be a financially viable option.

3.2 Option 2 Join one of the existing equipment frameworks: This option would give cheaper equipment costs than the Council could source through its own procurement process. However, as the benchmarking exercise has shown it would not provide as competitive prices as via the recommended option. In addition, there are also costs associated with joining a framework as mentioned in Section 2.6.2 above which have to be factored into such a decision. This would not be a viable option

### **4. CONSULTATION UNDERTAKEN OR PROPOSED**

The following key stakeholders were consulted at various stages throughout process:

**Internal:**

Adult Social Care Commissioning Team  
Commercial Services Team  
Community & Housing Operational Procurement Group

Legal Services  
Corporate Accountancy Team

**External:**

Equipment Providers:  
London Borough of Redbridge (host borough for integrated equipment service framework)  
Tower Hamlets (Party to London Community Equipment Consortium framework)  
London Borough of Croydon  
Millbrook  
NRS Healthcare  
Medequip

## **5. TIMETABLE**

Upon approval the Council will enter into the collaboration agreement to commence from 1<sup>st</sup> April 2022

## **6. FINANCIAL, RESOURCE AND PROPERTY IMPLICATIONS**

- i. The budget is a pooled budget between London Borough of Merton and the Clinical Commissioning Group (CCG), with the Council contributing 51% & the CCG 49%. The CCG also increase contribution via the Better Care Fund where necessary
- ii. The annual budget in 2021/22 is £1,430,000. This is split as follows:

£330,000 –London Borough of Merton  
£312,000 –CCG  
£788,000 –Better Care Funding

## **7. LEGAL AND STATUTORY IMPLICATIONS**

- 7.1 Officers are recommending approval to award a collaboration agreement for the provision and maintenance of a Community Equipment Service via an Integrated Procurement Hub to the London Borough of Croydon. This agreement will facilitate the continuance of the current service. It is also recommended to delegate authority to the Director of Community and Housing, in consultation with the Cabinet Member for Adult Social Care and Health, to continue with the agreement.
- 7.2 The Council's Contract Standing Orders (CSOs), 1.9, and Appendix 7 are relevant. The Council is permitted to enter into joint procurement arrangements, partnership agreements or shared services with other parties, including other councils, if such arrangements would, (among amongst others) offer best value. The benchmarking analysis undertaken by officers evidenced that procuring the required services in collaboration with other councils via the Hub is the preferred option to deliver best value.
- 7.3 Moreover, the proposed award is made pursuant to Regulation 12(7) of the Public Contracts Regulations (PCR 2015) which permits public sector bodies to

enter into shared services arrangements to pool knowledge, skills and resources in the development or delivery of services.

7.4 Section 9E (2) (b) (v) Local Government Act 2000 permits the executive to arrange for the discharge of any of its functions by an officer of the Council.

7.5 Accordingly, it would be lawful to approve the above recommendations.

## **8. HUMAN RIGHTS, EQUALITIES AND COMMUNITY COHESION IMPLICATIONS**

- i. The service will be required to continue to comply with current equalities, diversity and human rights legislation as well as Council Policy with regard to equalities, diversity and human rights.

## **9. CRIME AND DISORDER IMPLICATIONS**

- i. There are no specific implications affecting this tender.

## **10. RISK MANAGEMENT AND HEALTH AND SAFETY IMPLICATIONS**

10.1 Prior to award of the agreement, the Council will review the London Borough of Croydon's Health and Safety Policy to ensure compliance with all statutory regulations in all matters related to the service.

10.2 The service provided by London Borough of Croydon has continued to run smoothly meeting our customer assessed needs. Our customers have raised no significant concerns relating to service delivery

10.3 The Council will ensure compliance to the service requirements and specification and collaboration agreement through the use of its robust monitoring procedure for the service. This will use at least the following methods:

- Monthly review meetings between the Council, London Borough of Croydon and the CCG throughout the duration of the agreement.
- The London Borough of Croydon monitoring the service through their own quality management and monitoring systems.
- Monthly performance assessed against Key Performance Indicators

## **11. APPENDICES – THE FOLLOWING DOCUMENTS ARE TO BE PUBLISHED WITH THIS REPORT AND FORM PART OF THE REPORT**

- Appendix A (Commercially Sensitive Information)

## **12. BACKGROUND PAPERS**

- i. The Council's Contract Standing Orders
- ii. The Council's Procurement Strategy

## **Committee: Cabinet**

**Date: 21 March 2022**

Agenda item:

Wards: **All**

## **Subject: Home to School Travel Consultation**

Lead officer: Jane McSherry, Director of Children, Schools and Families

Lead Member: Eleanor Stringer, Deputy Leader and Cabinet Member for Children and Education

Contact officer: Tom Procter, Head of Contracts and School Organisation

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### **Recommendations:**

- A. To note the responses and officers' analysis from the consultation on home to school travel that ran from 23 November 2021 to 5 January 2022 and agree to the following changes to home to school travel arrangements:
  - B. To increase investment in travel training by £50,000 per year to support opportunities for the independence and well-being of the young person to travel to school/college independently rather than using supported travel from the age 11 where it is appropriate
  - C. For officers to improve the offer of travel budgets (PTABs), by implementing a more transparent policy, making it easier for families to receive financial recompense and increasing their promotion. This will both improve the take up of this option by parents and the ease of its use, while also being more efficient for the Council
  - D. In addition to continuing to meet our statutory requirements for home to school travel for statutory school age children, to continue to support families with children of pre-school age and post 16 students with the most significant needs where it is essential to get their child to school, especially for those with severe and profound learning difficulties
  - E. Not to introduce charging for receiving travel assistance.
  - F. Travel support for post-16 students to in the future be predominantly through independent forms of travel assistance, such as travel training and travel budgets, where this is possible. Organised transport only for those unable to use independent forms of travel or where their educational placement agreed in their EHCP is too far away to be reached independently.
  - G. Officers to continue work to ensure best value for money in providing travel assistance to children, including ensuring the most cost-effective means to procure the taxi market, efficient utilisation of the in-house buses and procured taxis, and more formal reviews with schools to ensure we meet the needs of children as effectively as possible including identifying children who could be supported towards more independent travel.
  - H. For officers in Community and Housing Department, working with Children, Schools and Families, to update their policies in relation to post-19 home to college travel on the basis of the same strategy as above
-

- I. To delegate the Director of Children, Schools and Families, in consultation with the Deputy Leader and Cabinet Member for Children and Education, and the Director of Community and Housing in relation to the travel assistance policy for post-19 students, amendments to policy documents in line with the above for supported travel from September 2022.
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## **1 PURPOSE OF REPORT AND EXECUTIVE SUMMARY**

- 1.1. This report provides the findings of the consultation on home to school travel that ran from 23 November 2021 to 5 January 2022 and in the light of this recommends changes that will ensure the council continues to support children with special education needs and disabilities who require support, but to encourage more independent means of travel where this is possible.
- 1.2. The aim of the consultation was to examine and update our policies and practices, which had not been formally reviewed for some years, to ensure they are appropriate and clear. The consultation did not cover how school transport is commissioned, though it provided some useful customer feedback. This is part of a council wide review into all aspects of travel and transport support for residents.
- 1.3. There were two main aspects to the consultation. First, what do people think of more 'inclusive' forms of home to school travel for young people with special educational needs - Independent Travel Training and Personal Travel Assistance Budgets (PTABs). Second, what do people think of the 'discretionary' policies, where the Council has the choice to provide travel assistance or makes its own decision as to what travel assistance is necessary. The discretionary policy applies to children of pre-school age (under 5) who have special educational needs; students of sixth form age (16-19) who have special educational needs or who are 'vulnerable learners' and adult learners with Education, Health and Care plans (aged 19 to 25).
- 1.4. The consultation took the form of a consultation paper (see Appendix 1), an on-line questionnaire, two webinar events with the parents' group Kids First, and meetings with staff and students at three schools in Merton with specialist provision. There were 155 responses to the questionnaire, most of whom were parents of children with special educational needs.
- 1.5. In brief, the consultation found that there was scope and support to increase travel training to encourage more independence while a high number of respondents did not know of, or understand, how PTABs worked. Most consultees were extremely concerned that possible reductions in the discretionary areas of the home to school travel offer could affect young people with special educational needs and disabilities' ability to access school or college places.
- 1.6. In response to the consultation it is proposed to bring forward a package of measures as per the recommendations above. These are designed to encourage more independent forms of travel, especially through more investment in travel training and working more formally with schools, thereby ensuring the council continues to provide travel support when it is needed.
- 1.7. The analysis of the consultation and draft officer recommendations were discussed in two special consultation meetings with parents organised by



Kids First on 24 February 2022. Following this, the Kids First Steering Group provided a written response to the council which is summarised in paragraphs 4.4 to 4.6 of this report.

## 2 DETAILS

### Background

- 2.1. As of October 2021 (the time of a review at the start of the consultation) Merton Council provided home to school travel assistance for 731 children. 676 pupils with special educational needs received organised transport, 202 on council operated buses, and 474 on a mixture of private hire taxis and minibuses. A further 55 families receive a personal travel allowance budget. The council organises transports to 121 different schools, and more sites as some schools have more than one site. The total spend is forecast to be £6.84 million this year.
- 2.2. The council's general home to school travel policy allows circumstances to agree travel support for children without SEND, but in reality this is rarely or never given as free bus travel is available to the age of 18 on 1 September.
- 2.3. A summary of the schools we provide transport to is summarised below:

In borough	Taxi hire	Bus	Total
Perseid School	17	70	87
Cricket Green	19	63	82
Melrose School	5		5
Blossom House	9	10	19
Stanford Primary (Additional Resourced Provision - ARP)	8	10	18
Eagle House School - Mitcham	7	7	14
Raynes Park High School (ARP)	5	8	13
Harris Primary Academy Merton (ARP)	1	9	10
West Wimbledon Primary Treetops (ARP)	2	7	9
16 further schools with 8 or less pupils	45	0	45
<b>Total 25 in-borough schools</b>	<b>118</b>	<b>184</b>	<b>302</b>

Out of borough	Taxi hire	Bus	Total
Cressey College, various sites	27	0	27
Eagle House School/6th form - Sutton	23	0	23
Carew Academy	11	9	20
Brookways School	10	9	19
NESCOT College	16	0	16
Merrywood House School Sandmartin	14	0	14
Roehampton Gate	14	0	14

Nightingale Community Academy	13	0	13
Garratt Park School	12	0	12
Canbury School	11	0	11
Chelsea Group of Children	11	0	11
St Philips School	11	0	11
84 further schools with less than 10 pupils	183	0	183
<b>Total 96 out of borough schools</b>	<b>351</b>	<b>18</b>	<b>369</b>
<b>Total for all 121 schools</b>	<b>474</b>	<b>202</b>	<b>676</b>

2.4. While some children will always need to travel to some specialist provision outside the borough, some of Merton's dependence on more expensive out of borough provision is being managed as part of the High Needs Safety Valve project to provide more in-borough provision, above the expansions already in progress such as Whatley Avenue.

2.5. Officers are also managing the efficiency of its commissioning through a Travel Assistance Board with representatives from all council departments to look at all aspects of travel assistance provided to residents. This group oversees ways of improving efficiency and effectiveness in this area, including commissioning arrangements and procurement, and the organisation of routes.

### **Consultation**

2.6. While ensuring efficient commissioning, it is therefore important to examine and update our policies and practices, which had not been formally reviewed for some years, to ensure they are appropriate and clear for families. Cabinet therefore agreed to consult on the council's home to school travel arrangements at their meeting on 8 November 2021. It took the form of an on-line questionnaire and meetings with parents, school staff and pupils. Appendix 1 to this report provides the public consultation paper and Appendix 2 a detailed analysis of the consultation findings. A summary follows:

### **Independent Travel Training**

2.7. The Council has a contract with Merton Mencap to provide independent travel training (ITT) for young people in the borough for whom it is appropriate. ITT is a programme of training the young person to enable use of public transport as an alternative to council organised transport such as minibuses and taxis.

2.8. Half of the respondents were aware that Merton offered independent travel training; half were not.

2.9. The top three benefits of independent travel training for young people were:

- Increased self-esteem and self-confidence 70%
- Reduced reliance on family/friends to assist with travel needs 48%
- Increased opportunities to use public transport out of school hours 37%

2.10. The top three barriers to take up of independent travel training were:

- Limited awareness of danger or unable to keep safe 57%
- Wouldn't be able to manage situations that aren't planned or are out of routine 56%
- Risk of getting lost or missing stop 36%

2.11. 66% of people agreed/strongly agreed that young people should be encouraged to undertake the training if they had the potential.

2.12. The young people that officers met in schools who had completed travel training were often quite proud that they managed journeys to and from school:

"I'm so happy to be independent because it is an amazing experience."

E & M – travel together to Morden on the 201 or 118. (What was it like at first?). "A bit scary. But it's not scary now. There's a bit of a walk. But everything is ok... Just ignore them if someone says something... Talk to the bus driver".

### **Personal Travel Assistance Budgets**

2.13. The Council has a scheme in which it pays families a sum of money to take their children to and from school themselves. This is currently a payment of 52 pence per mile for two return journeys a day. Consultees were asked if they were aware of Merton's Personal Travel Assistance budgets (PTAB) scheme. The answers were:

- Yes (they were aware) 44%
- No (they were not aware) 46%
- Not sure 10%.

2.14. The top three perceived benefits of travel budgets were:

- Greater control over travel arrangements 50%
- Flexibility to allow access to after school activities 47%
- Shorter journey times for child or young person to school/college 40%

2.15. The top three perceived barriers to take up of travel budgets were:

- Value of PTAB is too low 57%
- Family unable to identify and make a suitable travel arrangement 50%
- Family/young person work commitments 38%

2.16. More people (59%) disagreed than agreed (26%) with the statement that 'the Council should encourage more young people and families to use a Personal Travel Assistance budget'.

2.17. A number of respondents commented on the complexity of the current system:

"..the system of providing receipts is too complex. An assessment of cost and then a lump sum per term would be much better. Slight overpayment is worth it in order to make admin easier for everyone".

### **Discretionary travel policies**

2.18. The second part of the questionnaire asked about people's views of proposals to reduce home to school travel to the 'statutory minimum' or make changes to the way in which it was currently provided. Travel assistance to children or young people who are outside the age band of 5-16 years is known as discretionary provision. For under 5s the council has a choice whether or not to provide it and for over 16s it is for the council to decide what it is necessary to provide.

*Travel support for children of pre-school age with special educational needs:*

2.19. The Council currently provides travel assistances to a small number of children with special educational needs who are under the age of 5 attending nursery provision. Views were sought on 3 options – continue to provide free travel assistance for this group of children; cease to provide it, other than in exceptional circumstances; or, continue to provide it while seeking a financial contribution towards the cost of transport from parents/carers.

2.20. In response to the statement that the Council should cease to provide pre-school SEND travel support:

- 78% disagreed/strongly disagreed
- 16% agreed/strongly agreed
- 5% don't know.

2.21. In response to the statement that the Council should continue to provide pre-school SEND travel support, though seek a financial contribution:

- 52% disagreed/strongly disagreed
- 37% agreed/strongly agreed
- 10% don't know.

2.22. A number of comments were made along the lines of it being vital support for a small number of children with high special educational needs:

"Early intervention is key for a lot of children with disabilities meaning it can be vital to access specialist education early on. Having transport for pre-school age children is also vital for the children to be able to access specialist education and to stop them being disadvantaged compared to their peers who have more flexibility on the settings they can choose to access".

"From past experience, we as a family found it difficult and challenging when there was no provision. Once we received the provision, that put our minds at rest that a trained escort was with our child and they could make their journey safely to their special needs nursery".

*Travel support for vulnerable or low income learners aged 16-18*

2.23. This is support for students aged 16 or over from low income families or who are 'vulnerable learners', such as care leavers, and provides largely financial support for additional costs of travel to college or other placements. The current policy allows additional support beyond the assistance provided by Transport for London (TfL). However, so far, no students have been supported this academic year and no students were supported last academic year, principally because the free TfL fee bus and tram service is so comprehensive.

2.24. There were two options. Respondents were asked should the policy continue to support this group:

- 79% agreed/strongly agreed that it should continue

- 12% disagreed/strongly disagreed that it should continue
- 9% don't know.

2.25. A number of respondents said they were unaware of the existence of this policy and that it was not clear what it meant. In the view of some, policies like this were a lifeline for vulnerable young people. They should be publicised. That nothing was being spent at the moment was not a reason for taking it away:

"Education and attendance at safe places for learning is crucial for this age group. There should not be any financial barriers to attendance or additional impact on a family where this does not occur amongst the young person's peer group".

*Travel support for students with Special Educational Needs and Disabilities aged 16-18 years*

2.26. These are students aged 16-19 years with Education, Health and Care plans who attend an approved course of study. More than 70 students a year receive travel assistance at a cost of over £1 million. There were four options in the consultation:

Option 1- continue to provide support as it is now

- 96% agreed/strongly agreed
- 3% disagreed/strongly disagreed
- 1% don't know

Option 2- cease to provide other than in exceptional circumstances:

- 15% agreed/strongly agreed
- 84% disagreed
- 1% don't know

Option 3- continue to provide though seek a financial contribution

- 33% agreed/strongly agreed
- 59% disagreed/strongly disagreed
- 7% don't know

Option 4 – continue to provide, but only for those with the most severe or complex SEND

- 40% agreed/strongly agreed
- 56% disagreed/strongly disagreed
- 4% don't know.

2.27. Respondents were then asked to rank the options in order of preference, with option number 1 as their first choice, option number 2 as their second and so on.

2.28. The result seemed to show that limiting provision to those with the most severe or complex special educational needs is somewhat more acceptable than seeking financial contributions.

2.29. In terms of the options put forward for consultation, points were made that:

- 2.30. On charging – “Disabled 16-18s should be able to access the same opportunities their peers have. If a non-disabled 16-18 still gets free travel then so should a disabled person. Until London's transport system is accessible to all, 16-18s should have this vital service”.
- 2.31. On restricting it to those with the ‘most severe’ needs- “Who will be the arbiter of what is considered 'severe' and 'complex'? Does transport have that expertise? You will end up spending as much time and money defending your decisions and ending up in appeal processes/challenges as you will save in cutting this provision. Please do not cut provision for young people who are not able to fight these proposals due to their social circumstances and vulnerabilities. If you plan to proceed then you must do a thorough impact assessment, which is publicly available, and be comfortable with the unintended consequences for young people who - if they are on your books - already grapple with life's challenges more than most.”
- 2.32. There was a limited amount of support for the idea of encouraging more independent forms of travel for this group, such as travel training and travel budgets. There were a few respondents accepting the idea of charging, though others noted that it would be a burden on families and would, as suggested in the consultation paper, raise only £55,000 for the Council.

#### Adult learners

- 2.33. These are students with Education, Health and Care plans (EHCPs) who start a course of study following their 19th birthday. Local authorities have a duty to make transport arrangements that they think are necessary for students with EHCPs in residential education or attending further education colleges. The current post 16 travel policy statement refers applicants to Adult Services.
- 2.34. Two options were put forward in the consultation:
- Option 1- continue to provide support as it is now:
- 84% agreed/strongly agreed
  - 7% disagreed/strongly disagreed
  - 4% don't know
- Option 2- cease to provide support:
- 10% agreed/strongly agreed
  - 83% disagreed
  - 6% don't know
- 2.35. In consultation meetings, some people were unaware of this part of the Council's travel offer and said it should be publicised. Comments were made in the questionnaire about the role of travel assistance in enabling access to educational places. Young adults should not miss out on further education just because they have a disability. Equalities issues were raised:
- “It is really important that disabled adults are not prevented from participating in further education because they cannot get to and from the college/university of their choice. It's highly discriminatory and not in line with the DDA”.
- 2.36. A number of comments were made to the effect that continuing education had a positive impact on their lives - the question was raised, why make it unviable for them by stopping transport?
- “Travel assistance is very much appreciated and in my own case has been essential to my continued employment. Removing this service would be very detrimental to many families' economic and mental wellbeing.”

## **General comments in the consultation**

- 2.37. Twenty-nine respondents took the opportunity to use the open comments box at the end of the consultation and there were other comments during the engagement meetings and in responding by email. This is all summarised in Appendix 2. This showed the importance to many families of providing home to school transport in order to access education, especially when accessing provision some distance away. There were a number of comments regarding transport needing to be provided as there was not sufficient local provision. Further increasing the availability of places in local schools for children with special educational needs is one of the key strands of the council's High Needs safety valve recovery plan.
- 2.38. Merton Liberal Democrats provided a detailed response including suggesting the better focus would surely be ensuring local provision of appropriate support first, which would have as a consequence the saving of money on transport. They outlined that the consultation should focus on what is best valued by users, expressing a fear that the primary motivation behind the consultation is to cut costs. They outlined that from speaking to some users and potential users of organised transport services, their parents/carers, and colleagues in other authorities, that independent travel training and personal travel budgets work well for some.
- 2.39. Merton Liberal Democrats suggested that any change in policy in this area should consider how it both identifies and supports those who struggle with these changes. They stated that they are unsure why anyone would positively champion the cutting of services and cutting services and funding is a choice about priorities. Lastly they noted that the identified proposals for parental contributions do not seem worth pursuing – comprising the recovery of only a small amount of the budget from groups that, broadly, tend to have lower incomes and higher costs.

## **3 ALTERNATIVE OPTIONS**

### **Issues for consideration**

- 3.1. In this section, we look at possible ways forward for each of the areas of travel policy in the light of the consultation.

### **Independent Travel Training**

- 3.2. Half of respondents were aware that Merton offered independent travel training (ITT). There were a lot of written comments on this topic and many were positive about the benefits. Others comments were that ITT is not right for all young people; that it should be properly assessed; and that the distance of some school placements make travelling by public transport all but impossible.
- 3.3. Travel training can be genuinely life-changing. Focus group session with parents and with young people in particular highlighted the benefits. Though there have been understandable delays because of Covid, there were reports of young people being on a waiting list for a long time for travel training, and two of the schools could identify a number of children currently

transported by Merton that they felt could be ready for independent travel with the correct support.

- 3.4. There is little if any information on the Council's website about ITT and how to access it although it is advertised by our provider Mencap. The focus group sessions demonstrated that the lower age threshold to be eligible for ITT (14 years) is too high. Some young people could be supported from the age of 11 once settled in secondary age provision or from when the time is right, especially if identified through the annual review of an Education Health and Care plan. There is a risk of those young people being left without the opportunity to grow in independence, on much more expensive organised transport. That suggests the need for a better process for putting young people forward for travel training, by working closely with schools, the need for better information to parents on what ITT is and how to access it. Currently the council commissions travel training that allows about 20 children and young people to be travel trained.
- 3.5. Evidence from the consultation, especially with schools, suggests that this could be at least doubled to provide for 40 children and young people per year as demand is more proactively assessed.
- 3.6. The current average cost of travel training is around £2,500 per student. That compares with an average cost of a place on a bus or taxi of £9,000 a year. In addition to the benefits of improving independence and well-being for children and young people, potentially from the age of 11, there is therefore also a financial case that it will reduce costs for supported transport.

#### **Personal Travel Assistance Budgets (PTABs)**

- 3.7. The number of families with PTABs has declined over the past two years from well over 70 to now just over 50, even though the travel policy states it as one of the Council's principal offers of travel. Merton's scheme forms part of a wider direct payments scheme. It allows for taxis and personal assistants as well as mileage re-imbursments. That is different to most other authorities.
- 3.8. Fewer than half of respondents were aware of its existence - again, it is not well advertised. Of those who were aware, the main constraint is that the value is seen as too low. In focus groups as well, the Merton scheme was felt to be too complicated and that it was over-policed by the LA. There are suggestions for a simpler system based on mileage with payments made in advance into bank accounts, like those that are prevalent in other authorities.
- 3.9. PTABs can halve the costs of organised transport and provide more flexibility to families, depending on the mode of transport. For applicants who have children aged 5-16 years (statutory school age) who are entitled to free home to school travel assistance, the local authority must consult with them and the take up of a PTAB is entirely voluntary. For post 16 applicants in some authorities, both ITT and PTABs may be the only offer of travel assistance for those who qualify.
- 3.10. It is therefore suggested that the council improves the use of travel budgets (PTABs) as an option that can be more flexible for parents and be a lower



cost to the council by implementing a more transparent policy, make it easier for families to receive financial recompense and increase their promotion. This will include reviewing the mileage rates currently offered to ensure they are fit for purpose.

#### **Pre-school SEND travel support**

- 3.11. As with all discretionary areas, most people were against the idea of ceasing to provide travel assistance for pre-school age children with SEND.
- 3.12. There was some support (or, rather, a less negative response) for charging or seeking parental contributions. Points made however were that only a small number of pre-school aged children and their families were supported with travel and that the children were very likely to have significant special educational needs. Removing travel assistance could threaten their access to a nursery school or assessment place.
- 3.13. The Council's practice has been to support only a small number of families whereby travel assistance is essential to access a nursery place, which is consistent with the consultation findings. However, this practice is not clear from the current policy document so should be clarified when the existing suite of policies is revised and updated.

#### **Travel support for vulnerable or low income learners aged 16-18**

- 3.14. Nothing has been spent on this category in the current and previous academic year as children can access courses with the free TfL (Transport for London) bus travel. However, there is a sense of needing to keep this in place as a safety net for these groups of young people.
- 3.15. The policy itself may need to be brought into line with the similar policy on supporting students aged 16-18 years with special educational needs and disabilities.

#### **Travel support for students with Special Educational Needs and Disabilities aged 16-18 years**

- 3.16. This is the biggest area of discretionary spend and one where there are a number of choices. Clearly, one is to remove provision all together other than in 'exceptional circumstances' such as where there are safeguarding issues, or where the student has no other means of accessing education. Points to consider when looking at the options in the consultation include:  
*Charging/parental contributions*
- 3.17. Nearly all local authorities in the south east outside London have some level of charging in place for students with SEND who are on organised transport. This is usually halved, or at least reduced, for students from low income families. For example in Surrey it is £760 a year, reduced to £551 for students from low income families.
- 3.18. However, few London boroughs charge for transport. One example is Bexley who charge £400 a year for all students
- 3.19. If charging was introduced at a similar rate, the estimate is that charging for post 16 in Merton would raise around £55,000, compared with a spend of over £1 million a year.

3.20. As identified by some respondents to the consultation, there is an equity issue in London as there is free TfL bus travel which allows children and young people to make most journeys to their post-16 provision within the London area. Therefore charging young people that cannot access their nearest suitable course due to their special educational needs and disabilities can be considered inequitable.

*Restricting travel support to those with the most significant need*

3.21. Questions were raised in the consultation as to how was 'most severe' or the 'most significant' need defined and the consequent risk of discrimination.

3.22. Also, one Merton special school reported that another London borough had pursued a similar policy recently – and their experience was that two of their students were no longer attending their sixth form as transport had been withdrawn.

3.23. Merton's current policy is formally to offer more independent modes of travel first, with, in theory, organised transport in only a small number of cases.

*Choice of course*

3.24. The key cost driver of home to school transport is decisions on placements. A principle for pupils of statutory school age is that free home to school travel is provided for eligible children to the nearest suitable school that has a vacancy. Merton's current post 16 policies seems to imply something similar.

3.25. However in reality post- 16 students are going to a quite wide range of college destinations outside the borough including outside the London network of free TfL buses. When choosing to attend a post-16 course outside the TfL bus network, e.g. to Surrey, most families would need to pay for the train fare and so there is a logic that the same should apply to children with an Education, Health and Care Plan. There is a need to better understand the course offers of each of the regional providers before awarding transport. Those students going to a mainstream college course post- 16 are more likely to be able to travel independently than those who stay on in their special school's sixth form.

*Policy framework*

3.26. Our analysis suggests that some children and young people who are currently receiving organised transport could be able to travel independently, especially with travel training support, and if there is more scope for facilitating course options that are more accessible by public transport. Any change in policy should be linked to an improved travel training offer to ensure that children and young people can continue to access courses.

3.27. The assessment criteria could ensure that any form of travel support is only provided when the student is attending the nearest suitable provision and support is essential to access the course. It should be a requirement that post 16 students must apply and be re-assessed for transport on transition from compulsory school age education whether or not their school or college setting changes.

3.28. That may suggest a policy for post 16 age with SEND that emphasises the more independent modes of travel – travel training, re-imburement of fares

and personal travel budgets. Organised transport – a place on a minibus or in a taxi - would tend to be awarded where there is no other means of being able to access the nearest suitable place of study.

- 3.29. It is recognised that learners with severe and profound learning difficulties will continue to require assistance for home to school/college travel and the intention is to look in more detail at how a revised policy is best worded.

#### **Adult learners post 19**

- 3.30. A more transparent policy in this area and joint work with Adult Services are both needed to produce a co-ordinated policy statement and travel offer.
- 3.31. Following discussion between officers in Children, Schools and Families and Community and Housing Departments it is suggested that the potential post 16 model of support for students could apply. Only where the local authority thinks it “necessary” (in accordance with the statutory duty), would it provide organised transport. If it does not think that is necessary to provide transport to facilitate the learner’s attendance at college, then the local authority is free to provide other forms of support, such a re-imburements or travel budgets
- 3.32. This report therefore recommends that officers in Community and Housing Department, working with Children, Schools and Families, update their policies in relation to post-19 home to college travel on the basis of the same strategy.

#### **Other issues**

- 3.33. Other issues brought up in the consultation included:
- 3.34. Pick up points: these are where children get to a collection point before getting on the bus. A number of these were introduced along the routes into Cricket Green School before the pandemic. There was some feedback from parents that this was a positive experience and officers were asked about progress. The pick-up points initiative will therefore be reviewed and possibly expanded.
- 3.35. Travel Assistants: Some people felt that it was not clear when and how travel assistants – who accompany some children on their journeys to and from school - were allocated. It was agreed that this would be included in the review of the home to school travel policies.
- 3.36. Implementation: If changes to discretionary policies are made, they would come into effect from the beginning of the autumn term 2022. Possible changes to policy would only apply to new applicants not current passengers. However, for individual pupils or students, the council can review travel needs at any time, to encourage travel training as the young person matures, for instance.

## **4 CONSULTATION UNDERTAKEN OR PROPOSED**

- 4.1. Cabinet agreed to consult on the council’s home to school travel arrangements at their meeting on 8 November 2021. The consultation took the form of a consultation paper (see Appendix 1), an on-line questionnaire, two webinar events with the parents’ group Kids First, and meetings with staff and students at three schools in Merton with specialist provision. There

were 155 responses to the questionnaire, most of whom were parents of children with special educational needs.

- 4.2. A full analysis of the consultation was carried out (see Appendix 2). This was presented to Children and Young People Overview and Scrutiny Panel on 9 February 2022  
<https://democracy.merton.gov.uk/ieListDocuments.aspx?CId=153&MId=4009&Ver=4>
- 4.3. The analysis of the consultation and draft officer recommendations were also discussed in two special consultation meetings with parents organised by Kids First on 24 February 2022 and following these meetings they provided a response, which is provided as Appendix 4 to this report.
- 4.4. In summary the Kids First Steering Group were appreciative of the engagement of Merton Council officers and the attendance at meetings to provide clarity to questions.
- 4.5. Going forward, the Kids First Steering Group still have concerns that changes to SEN Transport policies may impact the access to education or wellbeing of children and young people in Merton and their families, and there had been concerns that the primary motivation behind the consultation is to cut costs and that Independent Travel Training and Personal Travel Budgets, rather than organised transport, would be forced on families when it works well for some but not others. Kids First were appreciative of the reassurance from council officers to parent and carers that this was not the case, acknowledging that this type of support is not for everyone, and emphasising that in all cases the local authority must liaise with children and young people and their families about the right travel support for them on a case-by-case basis.
- 4.6. There was also a request for a clear and unambiguous guidance and support for both SEN Transport (for children and young people under 19) and also in Adult Social Care (ages 19-25) where the transport protocols are less clear for young people with EHCPs, and this is one of the recommendations in this report.

## **5 TIMETABLE**

- 5.1. Subject to agreement to the recommendations in this report it is intended that policy changes for new applicants would take effect from the beginning of the autumn term, September 2022.

## **6 FINANCIAL, RESOURCE AND PROPERTY IMPLICATIONS**

- 6.1. The forecast expenditure for home to school/college travel assistance (Period 10) is £6.759 million, excluding staff administration costs. This is £305,770 more than the budget. Presently at least 60 more children are transported compared to summer 2021, though this additional cost has been tempered this year by increasing the utilisation rate of the buses.

	£
In house buses (SLA)	1,779,730

Taxis	4,704,910
Direct payments	320,660
System fees	33,000
<b>Total</b>	<b>6,838,300</b>

- 6.2. Budget Council approved savings of £50,000 in 2020/21 and £150,000 in 2021/22 for the following: "SEND Travel assistance - to review eligibility for SEND home to school/college travel assistance, in particular for post-16 students, subject to recommendations from the appointed consultant on home to school transport efficiencies"
- 6.3. The current average cost of travel training is around £2,500 per student. That compares with an average cost of a place on a bus or taxi of £9,000 a year. Therefore the recommendation to invest an additional £50,000 from the Home to School Transport budget for Travel Training is expected to be at least cost neutral within the first 12 months and could result in some savings moving forward with the expected independence resulting from this change of policy.

## **7 LEGAL AND STATUTORY IMPLICATIONS**

- 7.1. Under section 508B of the Education Act 1996 local authorities have a duty to ensure that suitable travel arrangements are made, where necessary, to facilitate attendance at school for eligible children. Schedule 35B of the Act defines eligible children – those categories of children of compulsory school age (5-16) in an authority's area for whom free travel arrangements will be required. These include children living more than the statutory walking distance from the nearest suitable school and children who cannot reasonably be expected to walk to school (accompanied as necessary) due to SEN or disability or mobility problems or due to the nature of the route to school. There is a power to make travel arrangements for other children under section 508C of the Act. The authority is required to have regard to the statutory guidance in relation to the discharge of its functions under sections 508B and 508C.
- 7.2. In relation to policy changes paragraphs 51-53 of the statutory guidance says the following:
- Publication of general arrangements and policies
51. Local authorities must publish general arrangements and policies in respect of home to school travel and transport for children of compulsory school age. This information should be clear, easy to understand and provide full information on the travel and transport arrangements. It should explain both statutory transport provision, and that provided on a discretionary basis. It should also set out clearly how parents can hold local authorities to account through their appeals processes. Local authorities should ideally integrate their Sustainable Modes of School Travel strategies into these policy statements, and publish them together.
- Policy Changes
52. Local authorities should consult widely on any proposed changes to their local policies on school travel arrangements with all interested parties.

Consultations should last for at least 28 working days during term time. This period should be extended to take account of any school holidays that may occur during the period of consultation.

53. Good practice suggests that the introduction of any such changes should be phased-in so that children who start under one set of transport arrangements continue to benefit from them until they either conclude their education at that school or choose to move to another school. Parents make school choices based on, amongst other things, the home to school transport arrangements for a particular school, and any changes might impact adversely on individual family budgets.

7.3. In relation to children not of compulsory school age, Section 508C of the Act provides local authorities with discretionary powers to go beyond their statutory duties and provide transport for children who are not entitled to free transport. Paragraphs 36 and 37 of the statutory guidance says:

36. Charges can be made, or, as stated in Subsection (5) of 508C local authorities may also pay all or part of the reasonable travel expenses of children who have not had travel arrangements made either under the statutory duty placed on local authorities, or under their discretionary powers to make travel arrangements. Where charges are imposed, good practice suggests that children from low income groups (those not eligible for extended rights, either due to being just outside financial eligibility or live outside of the distance criteria and therefore not in receipt of free travel) should be exempt.

37. It is very much for the individual local authority to decide whether and how to apply this discretion as they are best placed to determine local needs and circumstances. It is recognised that local authorities will need to balance the demands for a broad range of discretionary travel against their budget priorities. While the department offers guidance, the final decision on any discretionary travel arrangements must rest with the individual local authority who should engage with parents and clearly communicate what support they can expect from the local authority.

7.4. For students of sixth form age, section 509AA of the 1996 Act requires a local authority to prepare, for each academic year, a transport policy statement that specifies the arrangements for the provision of transport or otherwise that the authority considers it necessary to make for facilitating the attendance of persons of sixth form age receiving education or training at relevant institutions. In considering what arrangements it is necessary to make for students with SEN or disability the local authority is required to have regard (amongst other things) to

(a) the needs of those for whom it would not be reasonably practicable to attend a particular establishment to receive education or training if no arrangements were made,

(b) the need to secure that persons in their area have reasonable opportunities to choose between different establishments at which education or training is provided,

[(ba) what they are required to do under section 15ZA (1) in relation to persons of sixth form age,]

- (c) the [distances, and journey times, between] the homes of persons of sixth form age in their area [and establishments] such as are mentioned in section 509AA(2) at which education or training suitable to their needs is provided, and
- (d) the cost of transport to the establishments in question and of any alternative means of facilitating the attendance of persons receiving education or training there.
- 7.5. The authority must consult stakeholders in developing the policy statement.
- 7.6. Local authorities also have a duty to make such transport arrangements as are necessary for students aged 19 to 25 with EHCPs in residential education or attending further education colleges and must publish an annual policy statement (sections 508F and 508G of the Education Act 1996)
- 7.7. Statutory guidance is given in 'Post-16 transport and travel support to education and training' published in January 2019. This advises that:
- In assessing what transport arrangements or financial support may be required, the local authority has flexibility over the decisions it makes but must have regard to the following:
- a. The needs of those for whom it would not be reasonably practicable to access education or training provision if no arrangements were made;
  - b. The need to ensure that young people have reasonable opportunities to choose between different establishments at which education and training is provided;
  - c. The distance from the learner's home to establishments of education and training;
  - d. The journey time to access different establishments;
  - e. The cost of transport to the establishments in question;
  - f. Alternative means of facilitating attendance at establishments;
  - g. Preferences based on religion
  - h. Non-transport solutions to facilitate learner access
- 7.8. Local authorities are expected to target any support on those young people – and their families – who need it most, particularly those with a low income. The transport policy statement should set out clearly the criteria used to establish a learner's eligibility to receive transport/financial support. Local authorities may ask learners and their parents for a contribution to transport costs and in exercising their discretion they should:
- ensure that any contribution is affordable for learners and their parents;
  - ensure that there are arrangements in place to support those families on low income; and
  - take into account the likely duration of learning and ensure that transport policies do not adversely impact particular groups.
- 7.9. The transport needs of young people with special educational needs and disabilities must be reassessed when a young person moves from

compulsory schooling to post-16 education, even if the young person is remaining at the same educational setting. Arrangements cannot be limited to those young people who had been assessed as having particular transport needs prior to the age of 16. The Children and Families Act 2014 places a duty on local authorities to publish a 'local offer' setting out their services for children and young people with special educational needs and disabilities, and this must include information on the arrangements for travel to and from post-16 institution.

## **8 HUMAN RIGHTS, EQUALITIES AND COMMUNITY COHESION IMPLICATIONS**

- 8.1. Because this is a service to children with SEND, the protected characteristics group that will be affected is children with disabilities. An Equalities Impact Assessment has been carried out and is attached as Appendix 3. In summary, in terms of what is recommended to take forward, the negative impact is potentially not agreeing travel assistance to a greater number of people and therefore their ability to access education. However, this is being mitigated by the potential positive benefits in terms of the development of more inclusive forms of travel for all age groups, through increased investment in Independent travel training, improved access to travel budgets, and working more closely with schools to identify needs.

## **9 CRIME AND DISORDER IMPLICATIONS**

- 9.1. No specific impact.

## **10 RISK MANAGEMENT AND HEALTH AND SAFETY IMPLICATIONS**

- 10.1. Decisions on Home to School transport take into account the safety of children i.e. the eligible children the council should make transport arrangements for are children who cannot reasonably be expected to walk to school because of their mobility problems or because of associated health and safety issues related to their special educational needs (SEN) or disability.

## **11 APPENDICES – THE FOLLOWING DOCUMENTS ARE TO BE PUBLISHED WITH THIS REPORT AND FORM PART OF THE REPORT**

- Appendix 1 - Public consultation paper on home to school travel
- Appendix 2 - Analysis of the Consultation results
- Appendix 3 - Equalities impact assessment
- Appendix 4 – Kids First Steering group response, 4 March 2022

## **12 BACKGROUND PAPERS**



Home to school travel and transport guidance Statutory guidance for local authorities 2014 <https://www.gov.uk/government/publications/home-to-school-travel-and-transport-guidance>

Budget Council paper, 4 March 2020

Children and Young People Overview and Scrutiny Panel paper 9 February 2022

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# Home to School/College Travel and Transport: Summary Consultation Document

We are consulting on the views of residents, parents, providers, schools and other stakeholders on the way we provide home to school travel assistance.

Merton Council currently provides travel assistance to around 750 pupils with special educational needs each day, over 200 on council operated buses, 475 on a mixture of private hire taxis and minibuses, and around 55 receive a personal travel allowance budget. The total spend is over £6.6 million per year.

The council is committed to providing travel assistance for families that are currently eligible, especially for children with more significant learning needs and disabilities, and the introduction of any changes would be assessed carefully and generally be phased-in so that children who start under one set of transport arrangements continue to benefit from them until they either conclude their education at that school or move to another school.

However, it is important for the council to consider the effectiveness of its travel assistance practice and its 'discretionary' support for new applications for travel support from September 2022 for pre-school and post-16 children and young people.

## **Shifting the focus from organised transport**

Firstly we are seeking views on shifting the focus from organised transport – particularly travel by taxi – to more independent forms of travel, such as encouraging independent travel training and promoting personal travel budgets for parents/ carers to enable them to get their children to school.

*Independent Travel Training* is practical help for some children and young people with special educational needs and disabilities to acquire the skills to travel independently. It can produce significant benefits for young people such as increased self-esteem and confidence, as well as increased opportunities to use public transport as an individual or with family and friends at weekends, evenings and over the holidays.

We are asking whether people know about travel training. If they do, what do they think are the benefits and also why they think some children and families may be reluctant to take it up; and what else would support greater independent travel?

*Personal Travel Assistance Budgets (PTABs)* is where the Council provides a family with a sum of money to enable them to make their own travel arrangements for pupils who qualify and where it makes economic sense for the Council to provide one. We are asking for views on why uptake is low and any changes would make Personal Travel Assistance budgets more attractive.

## **Assistance for non-statutory school age (i.e. pre school and post-16 children and young people).**

Secondly we are seeking views on providing travel assistance for children and young people of non-statutory school age (i.e. pre school and post-16), known as our discretionary policy. The consultation sets out a set of options that would make Merton Council more in line with other local authorities.

The proposals in the detailed consultation document and questionnaire consider different options for four separate categories of pre-school and post-16 children and young people:

- Pre-school children with special educational needs and disabilities
- Students from low income families and/or 'vulnerable learners', age 16-18 (without SEND)
- Young people with special educational needs (SEN) and or disabilities age 16-18 years of age
- Adult Learners (age 19+).

There are options for consultation in each of these areas, including:

- 1) The status quo – providing the service free of charge to its current policy
- 2) Removal of discretionary travel assistance all together, other than in exceptional circumstances
- 3) Restrict the discretionary offer to only children and young people with severe learning or severe physical disabilities
- 4) Introduction of charges ('parental/student contributions') for all discretionary transport
- 5) Restrict the travel offer to Independent Travel Training or, where this is not appropriate, to the default offer of a Personal Travel Assistance Budget (other than in exceptional circumstances) and only then to organised transport to only those with the highest level of need.

## **Current policies**

Merton's current policies "SEN Transport policy Under 16" and "Post 16 travel assistance" can be downloaded accessed via the Local offer page:

<https://directories.merton.gov.uk/kb5/merton/directory/service.page?id=byEVTQAawc4>

## **How to respond**

If possible please also read the full consultation document before answering any questions on the survey. Both the consultation and the survey are available online.

Written submissions are welcome by email to [School.Consult@merton.gov.uk](mailto:School.Consult@merton.gov.uk)

The consultation runs from 15 November 2021 **to 5 January 2022**. The Council's Cabinet will consider the outcome of the consultation on 7 February 2022 and if any changes are then made to the discretionary policies, then these would be introduced from September 2022.

# Home to School/College Travel and Transport:

## Consultation Document

November 2021

## Merton Council

### Consultation: Home to school or college travel and transport

#### 1. Introduction

We are consulting on the views of residents, parents, providers, schools and other stakeholders on the way we provide home to school travel assistance.

The vast majority of the Council's expenditure on home to school travel and transport is on providing assistance for pupils and students who have special educational needs and disabilities.

The council is committed to providing travel assistance for families that are currently eligible, especially for children with more significant learning needs and disabilities, and the introduction of any changes would be assessed carefully and generally be phased-in so that children who start under one set of transport arrangements continue to benefit from them until they either conclude their education at that school or move to another school.

However, it is important for the council to consider the effectiveness of its travel assistance practice and its 'discretionary' support for new applications for travel support from September 2022 for pre-school and post-16 children and young people.

The Council must provide home to school travel for pupils of statutory school age (5-16) who qualify free of charge. The Council also has the discretion or choice to provide travel assistance to those who are not of statutory school age – those under 5 and those over the age of 16 years.

The Council is seeking views on:

- **Statutory school age** – are there ways of shifting the focus from organised transport – particularly travel by taxi – to more independent forms of travel, such as encouraging independent travel training and promoting personal travel budgets for parents/ carers to enable them to get their children to school?
- **Non statutory school age** - a set of options, one of which is to understand views on the impact of the Council ceasing its 'discretionary' transport support, other than in 'exceptional circumstances'. Other options are to introduce charges (parental contributions) to offset some of the costs of transport or to restrict the provision of minibuses and taxis to only those young people with the most severe or complex special educational needs and disabilities. This would make Merton Council more in line with other local authorities. It is also part of a requirement for the Council to find ways of reducing expenditure as part of its negotiations with government on 'High Needs' spending (the part of the schools' budget that supports the education of children with special educational needs).

The Council currently provides free travel assistance for 'vulnerable students' or low income students aged 16 or over. It provides travel assistance for students with special educational needs and disabilities (SEND) who are aged 16 or over; and it provides some travel support to very young children (under 5) with SEND.

Merton's current policies "SEN Transport policy Under 16" and "Post 16 travel assistance" can be downloaded accessed via the Local offer page:

<https://directories.merton.gov.uk/kb5/merton/directory/service.page?id=byEVTQAawc4>

## **1.2 Policy context**

Councils are under a duty to provide school transport, free of charge, to 'eligible children'. These are children of statutory school age (5-16) who attend the nearest suitable school and who live outside the statutory walking distance (for children aged over 5 but under 8, this is 2 miles; for children aged over 8 and under 16, this is 3 miles). Outside London, pupils who qualify may receive a bus pass. In London, their travel needs are largely taken care of by Transport for London who provide free travel.

But some children with special educational needs, disabilities or mobility problems may get free travel regardless of the distance between their home and school; this is based on an assessment of their needs. If they qualify for travel assistance, they may get a place on a bus or minibus travelling to a special school, a place in a taxi or a payment to their parents or carers to make their own arrangements.

You don't need an Education, Health and Care plan (EHCP) to qualify for assisted transport when you are of statutory school age, but most pupils on assisted travel will have one. Around a third of pupils with EHCPs in Merton currently receive assisted transport.

Councils also have discretionary powers to make travel arrangements for children who are not aged 5-16. Merton's discretionary travel covers pre-school age children with special educational needs and students aged 16 years or over, with or without special educational needs. Transport is usually by taxi or minibus.

Many local authorities inside and outside London have already reduced their travel assistance for post 16 students and so Merton's policy offers more assistance than other council areas. Often, travel support is maintained for post 16s although charges ('parental contributions') are introduced.

## **1.3 Financial context**

The council estimates that it will spend over £6.6 million this year on home to school travel assistance.

Almost all of the expenditure is on providing transport for children with special educational needs to special schools and other settings, inside and outside the borough's boundaries.

Expenditure has increased to meet rising demand – there are more children, more with special needs and more places being commissioned in special schools in Merton and beyond.

Within that £6.6 million, around £1.1 million a year is spent on discretionary transport, less than 10 of pre-school age, but more than 80 for students aged 16-18 with Special Educational Needs and Disabilities (SEND):

The take up of support for low income and/or vulnerable students under the Council's policy is negligible, with no students being supported last academic year.

In comparison with other local authorities (2019/20 figures):

- Merton budgeted to spend £166 per head of relevant population (5-16 year olds) on SEND transport for pre-16 year olds.
- At £166 per head, Merton ranks second highest of all 32 London boroughs and the third highest in the country. Merton is 78% above the London average of £93 per head.

## **2. Consultation: Towards more independent travel**

In Merton, around 750 pupils with special educational needs are transported each day, over 200 on council operated buses, 475 on a mixture of private hire taxis and minibuses, and around 55 receive a personal travel allowance budget. A large numbers of journeys are in 'solo taxis' – one taxi for one individual pupil. There are a large number of 'passenger assistants' – adults who accompany the young person - too.

Merton's high costs are partly explained by the fact that there are placements to a large number of different schools, currently 135, many of which are in schools or settings outside the borough. We are seeking to address this by creating a further expansion of in-borough local special school places over the next 5 years.

However, as part of this consultation we would like to explore whether there is any over dependence including unnecessary expectations of being picked up from the front door and driven to school. Although for those pupils with the most severe special educational needs and disabilities, that is the most appropriate arrangement, it is not for all children and young people that will need to learn independence. The successful introduction of pick up points for the buses for one large special school is a good example of this that could be expanded further.

### **2.1 Independent Travel Training (ITT)**

Independent travel training is practical help for some children and young people with special educational needs and disabilities to acquire the skills to travel independently and without fear so they can get to school or college, work and for social and leisure activities. In Merton, training that is tailored to people's needs is provided by Merton Mencap to help people from secondary school age upwards, to travel on public transport. Around 20 young people a year have benefitted from the scheme.

ITT reduces the reliance on Council provided transport such as minibuses or taxis. It also produces significant benefits for young people themselves, such as increased self-esteem and confidence, as well as increased opportunities to use public transport as an individual or with family and friends at weekends, evenings and over the holidays.

We are asking whether people know about travel training. If they do, what do they think are the benefits and also why they think some children and families may be reluctant to take it up; and what else would support greater independent travel?



## **2.2 Personal Travel Assistance Budgets (PTABs)**

This is where the Council provides a family with a sum of money to enable them to make their own travel arrangements for pupils who qualify and where it makes economic sense for the Council to provide one. The amount of money is based on the distance between home and school. In Merton, the mileage rate is currently 52 pence per mile for two return journeys a day. But Merton also pays for taxis that are hired by the parent at a given rate and may also pay for a passenger assistant to be on board. The money is paid in advance via a card. PTABs can be 40-50% cheaper than organised transport for single taxis.

Take up has fallen in the past two years. Merton's mileage rate is better than many authorities who pay only 45 pence per mile, but not as good as some nearby councils who pay between 60 pence, possibly up to 90 pence in some circumstances. There is some feedback that suggests that parents find the Merton scheme too complicated and difficult to understand. Some authorities offer a simple mileage claim at the end of each month as well as the more formal Personal Travel Budget scheme.

We are asking for views on why uptake is low and whether a higher mileage rate would make Personal Travel Assistance budgets more attractive.

## **3. Consultation: Discretionary provision (pre-school and post 16)**

These are areas where the Council has a choice whether to provide support or not. That is in contrast to travel assistance for children of statutory school age (5-16) where the eligibility criteria to provide travel assistance is set by government.

The Council spends £1.1 million a year on 'Discretionary provision' of travel and transport.

The proposals below consider different options for four separate categories of pre-school and post-16 children and young people:

- Pre-school children with special educational needs and disabilities
- Students from low income families and/or 'vulnerable learners', age 16-18 (without SEND)
- Young people with special educational needs (SEN) and or disabilities age 16-18 years of age
- Adult Learners (age 19+).

### **3.1 Pre-school children with special educational needs and disabilities.**

These are children who are under 5 (and therefore not of statutory school age). The Council is spending £115,000 on transporting fewer than 10 children a year to special schools or specialist provision, mainly in taxis. This is regardless of the distance between home and school and reflects an assessment of their special educational needs and family circumstances.

There are three options:

- 1) Continue to provide travel assistance for pre-school age children with special educational need and disabilities to its current policy.
- 2) Cease to provide travel assistance for pre-school age children with special educational needs and disabilities, other than in exceptional circumstances.
- 3) Continue to provide travel assistance for pre-school age children with special educational need and disabilities, though seek a financial contribution from parents towards the costs of transport.

### **3.2 Students from low income families and/or 'vulnerable learners', age 16-18 (without SEND)**

Merton's current policy for vulnerable learners/ students from low income families is that assistance with travel can be granted if the student is attending a school or college or approved course of study that is more than 75 minutes' travel time by bus or tram from home and where TfL's (Transport for London) concession scheme for free bus travel does not cover the cost. The student is either from a low income family or is a 'vulnerable learner' – these are students who have been in care; students who are on probation or are otherwise considered to be at risk; students who are parents who retain responsibility for their child. These students do not have special educational needs and disabilities.

No students are being supported in the current academic year and none were supported last year.

There are two options:

- 1) Continue to provide travel assistance for students from low income families and /or students who are vulnerable learners and age 16-18 years.
- 2) Cease to provide travel assistance for students from low income families and /or students who are vulnerable learners and age 16-18 years.

### **3.3 Young people with special educational needs (SEN) and or disabilities age 16-18 years of age**

The current policy says that Merton Council may provide travel assistance for students who currently have an Education, Health and Care Plan or are disabled and aged 16 and over, but below the age of 19 years prior to the start of the course of study; **and** there is clear evidence that the young person's disability is such that they are unable to travel independently or to do so would result in undue stress for the young person; **and** the establishment of education or training is more than 3 miles away from the young person's home and there is no suitable provision available nearer to home; **or** the nature of the young person's disability means that they must have travel assistance in order to access education and training, even if less than 3 miles from home.

Support can be extended beyond the age of 18 for those who are continuing a course of study, potentially up to the age of 25, so long as an EHCP is in place.

The policy says that a Personal Travel Assistance Budget is normally the preferred option of travel assistance provided by the authority for young people attending college. The

Council is spending just under £1 million a year on travel assistance for around 80 students a year, only 6 of which were through Personal Travel Assistance Budgets.

There are five options:

- 1) Continue to provide travel assistance for students who have special educational needs and disabilities and are age 16-18 years.
- 2) Cease to provide travel assistance for students who have special educational needs and disabilities and are age 16-18 years, other than in exceptional circumstances.
- 3) Continue to provide travel assistance for students who have special educational needs and disabilities and are age 16-18 years, though seek a financial contribution from parents or students themselves towards the costs of transport.
- 4) Continue to provide travel assistance for students who have special educational needs and disabilities and are age 16-18 years, but only for those students who have the most severe or complex special educational needs or disabilities.
- 5) Continue to provide travel assistance for students who have special educational needs and disabilities and are age 16-18 years, but only for those students who have the most severe or complex special educational needs or disabilities, and seeking a financial contribution from parents or carers towards the costs of transport.

### **3.4 Adult Learners (age 19+)**

These are students with an EHCP who start an approved course of study following their 19<sup>th</sup> birthday. Local authorities have a duty to make such transport arrangements *that they think are necessary* for students aged 19 to 25 with EHCPs in residential education or attending further education colleges.

In Merton's case, for those who will be 19 years of age prior to the start of their course of study, a request for travel assistance may be made to Adult Social Services. They may provide travel assistance for these students as part of their support with travel for adults with Learning Difficulties and/or EHCPs.

Adult Services will also be reviewing their travel policies in 2022.

There are two options:

- 1) Continue to provide free home to college transport for adult learners who have an Education, Health and Care plan.
- 2) Cease to provide free home to college transport for adult learners who have an Education, Health and Care plan.

### **3.5 Background on Parental contributions**

Many authorities outside London charge for post 16 travel. Nearby Surrey County Council seek a contribution £551 from low income families/students and £760 a year for all other students. In East Sussex parents/carers are required to pay a contribution towards the costs. The charge for this school year is £684. If the family is low income, the contribution

is halved to £342 per year. Low income is assessed as being eligible for free school meals. In London, the Borough of Bexley ask for £400 a year, regardless of family income.

If parental contributions were introduced in Merton, the estimate is that it would save around £55,000 a year or more. That compares with the total cost of discretionary travel of £1.1 million.

#### **4. How to respond**

Please read all of this consultation document before answering any questions on the survey. Both the consultation and the survey are available online.

Written submissions are welcome by email to [School.Consult@merton.gov.uk](mailto:School.Consult@merton.gov.uk)

The consultation runs from 15 November 2021 to 5 January 2022.

The Council's Cabinet met on 8 November to approve the start of the consultation. There will be a report back to Cabinet on the outcome of the consultation on 7 February 2022.

If any changes are then made to the discretionary policies, then these would be introduced from September 2022.

## Appendix 2

### Home to school/ college travel consultation.

#### Consultation survey analysis

##### Introduction

This report provides the findings from the survey on the home to school transport consultation.

##### Background

The home to school travel consultation ran from 23 November 2021 and ended on 5 January 2022. There were two main aspects to the consultation:

1. Towards more inclusive forms of travel?

What do people know of and think about more inclusive forms of home to school travel- Independent Travel training and Personal Travel budgets?

Does Merton's current model represent a 'dependency model'?

2. Discretionary travel provision

Should Merton continue to provide, cease to provide, charge for provision of restrict provision to only those with the most significant special educational needs in:

- Pre-school SEND
- 'vulnerable learners' 16-18 non-SEND
- 16-18 sixth form age with SEND
- Post 19 adult learners.

##### Methodology

A public report to the Council's Cabinet got approval for the consultation in November. Schools and colleges, parents whose children used home to school transport and other parties were emailed information about the consultation and invited to take part. There were two versions of the consultation paper – a full version with information on costs and context for home to school travel and a short easy read version.

A questionnaire survey was developed and was posted on the Council's website. Members of the public were able to access consultation information and submit a survey response online through the consultation pages on the Council's website. The questionnaire had free text boxes to allow written comments to be made on the main subject areas. Respondents were given the opportunity to submit written responses via a schools consultation email address. A member of staff filled in some questionnaires on behalf of respondents who were unable to access the website.

Focus groups were also held with pupils at Cricket Green School, Perseid School and the Raynes Park High School ASD provision. There were also two webinar sessions with Kids' First parents, facilitated by Merton Mencap, and a session with home to school travel staff.

There were 155 responses to the on-line survey, which are analysed in this report. There were six written submissions (see Appendix 1). Notes and findings from the consultation meetings are also recorded (see Appendix 2).

## 1. Respondents

### Summary:

155 people responded to the survey and filled in the on-line questionnaire

- 84 % of respondents were parents
- 80% of respondents had children who were using transport
- All of those were children or young people with Education & Health Care plans.

### Analysis

Those filling in the questionnaire were asked in what capacity they were completing the questionnaire:

Please tell us in what capacity you are completing this survey. We understand that more than one answer may apply, but please choose the one you feel is the most appropriate.

This single response question was answered by 155 respondents.

Response	Number of Respondents	Percentage of Respondents
A parent/carers	130	83.87%
A pupil or student	2	1.29%
School/college staff, including governors	15	9.68%
A Merton resident	5	3.23%
Other	3	1.94%

The 'Other' respondents were 2 transport providers and one former staff member of a special school.

Parents/carers were asked to select the school or college age group that applied to their children:

Please select the school or college age groups that apply to your children

This multiple response question was answered by 127 respondents.

Response	Number of Respondents	Percentage of Respondents
Early years pupil (2-4 years old)	6	4.72%
Reception pupil (4-5 years old)	7	5.51%
Primary age pupil (5-11 years old)	58	45.67%
Secondary age pupil (11-16 years old)	67	52.76%
Post 16, sixth form aged student (16-18 years old)	16	12.60%
Post 19, adult learner (19-25 years old)	10	7.87%

Parents/carers were asked if their children used transport that is organised by the Council to get to and from school or college?

Do your children use transport that is organised by the Council to get to and from school or college?

This single response question was answered by 126 respondents.

Response	Number of Respondents	Percentage of Respondents
Yes, they all do	66	52.38%
Some do, some don't	35	27.78%
No, none of them do	25	19.84%

100% (116 answers) of children had Education, Health and Care plans.

2 school students also completed the survey, one student with an Education, Health and Care plan and one without. One student attended a special school, the second student was in a mainstream school.

There were 13 respondents from the school community (staff or governors). They were asked what type of setting they were from:

Do you represent:

This single response question was answered by 13 respondents.

Response	Number of Respondents	Percentage of Respondents
A special school	6	46.15%
A mainstream primary school		
A mainstream secondary school	3	23.08%
A Further Education college		
An independent special school or college	3	23.08%
Other	1	7.69%

The 'Other' setting was 'a special unit within a mainstream primary school.

## 2. Independent Travel training

The first part of the survey asked for people's views on more independent forms of travel – independent travel training (ITT) and personal travel assistance budgets (PTABs).

### Summary:

Half of the respondents were aware that Merton offered independent travel training; half were not.

The top three perceived benefits of independent travel training were:

### For young people:

- Increased self-esteem and self-confidence 70%
- Reduced reliance on family/friends to assist with travel needs 48%
- Increased opportunities to use public transport out of school hours 37%.

### For families:

- Less need for families to accompany young people 51%
- Family members have more time to do their own thing 48%
- Opportunities to access services/activities previously unavailable 38%.

The top three **barriers** to take up of independent travel training were:

- Limited awareness of danger or unable to keep safe 57%
- Wouldn't be able to manage situations that aren't planned or are out of routine 56%
- Risk of getting lost or missing stop 36%.

66% agreed/strongly agreed that young people should be encouraged to undertake the training if they had the potential.

### Analysis

All respondents were asked whether they were aware that Merton Council offered independent travel training to young people with special educational needs and disabilities; and then what they saw as the three biggest benefits for young people and for their families:

Did you know that Merton Council offers independent travel training to young people with special educational needs and disabilities?

This single response question was answered by 143 respondents.

Response	Number of Respondents	Percentage of Respondents
Yes	70	48.95%
No	55	38.46%
Not sure	18	12.59%



What are the three biggest benefits for a young person who is supported to travel independently on public transport, which allows them to access school, college and activities in the community?

This multiple response question was answered by 112 respondents.

Response	Number of Respondents	Percentage of Respondents
Increased self-esteem and confidence	78	69.64%
Increased opportunities to use public transport as an individual or family at weekends, evenings and holidays	41	36.61%
Improved access to friends and social or leisure activities	34	30.36%
Improved access to educational opportunities	30	26.79%
Improved access to employment or vocational opportunities	36	32.14%
Reduced reliance on family members or friends to assist with travel needs	54	48.21%
Other	14	12.50%

What are the three biggest benefits for the family of a young person who is supported to travel independently on public transport?

This multiple response question was answered by 105 respondents.

Response	Number of Respondents	Percentage of Respondents
Family members have more time to do their own thing e.g. study or employment	50	47.62%
Increased numbers of travel options available for family travel	34	32.38%
Reduced dependency on family or friends financially	38	36.19%
Less need for adults to accompany young person to and from places	54	51.43%
Opportunities to access community services and activities that were previously not accessible	40	38.10%
Positive changes in family relationships and interactions	22	20.95%
Other	13	12.38%

Respondents were then asked what they thought were the three biggest barriers that stopped children and young people using public transport independently.

What are the three biggest barriers that stop children and young people using public transport independently to access services and activities in the community?

This multiple response question was answered by 121 respondents.

Response	Number of Respondents	Percentage of Respondents
Specific health needs cannot be supported on public transport	20	16.53%
Likelihood of bullying or being attacked	30	24.79%

Unable to access services and activities due to poor public transport links	3	2.48%
Limited awareness of danger or unable to keep safe	71	58.68%
Specific needs may place child/young person or member of the public at risk	44	36.36%
Wouldn't be able to manage situations that aren't planned or are out of routine	68	56.20%
Risk of getting lost or missing stop	44	36.36%
Unable to communicate with public transport staff or members of the public	40	33.06%
Has never used public transport before, even with an accompanying adult	4	3.31%
Not being able to access opportunities to learn the necessary skills to use public transport	4	3.31%
Family concern for the young person's safety and not allowing them the opportunity to try to travel on public transport independently	20	16.53%
Other	8	6.61%

Over 100 respondents made written comments on ITT by using the free text response box at the end of the section.

Typical responses were – a simple ‘this is not for me/my child’ statements, with more going into some detail as to why ITT was not appropriate for their child. This was often expressed in terms of their particular disability making accessing public transport difficult, if not impossible. “With my son’s disability independent travel would not be an option as it would be too dangerous for him”

Many made the point that it had to be assessed on a case by case basis. It’s ‘trial and error’ as one respondent put it; it might work for some and not for others. It can go either way for some children, particularly those with conditions that mean they have ‘good days and bad days’ with any form of transport. It can be hard enough to get them into a taxi, let alone travel on a bus.

There was a range of factors- the child’s needs, the journey itself and risk and safety- that were mentioned by a number of respondents. This was one:

Whilst I strongly agree my child should have access to independent travel training, the question about whether it is safe for him then to independently travel to a place of school / college / work is rather moot as it would depend on individual journey, complexity and also the general safety within the community such as gangs / gathering of other teenagers who can be cruel. Indeed in my experience having a special needs child is; some adults that you would hope could at least interact politely, are in fact unable to do so, let alone be helpful in a time of need.

Also frequently mentioned was the location of the schools that children attended- those out of borough were too far away and it would take too long to travel by public transport even if the young person was travel trained. Many children with SEN had long days anyway even if they were collected by a taxi.

If the council want to reduce travel costs then it needs to seriously up its game in providing appropriate and suitable SEN educational institutions that can cater for the local children's needs

Local schools have now raised their academic standards and are no longer willing to accept the children more in need. Thus pushing them further out.”

Training itself needed to be flexible- some children may take a long time to be travel trained; they may need re-enforcement and, in some cases, it was felt that training should extend to non-school routes and should not be constrained by budgets. Two respondents pointed to the possible negative effect on their children attending school for the full day as a result of travel training. A number felt ITT should also only be for children of secondary school age. One said that the lower age limit should be 11, another that it should be 16.

Four respondents spoke positively about their direct experiences with Merton Mencap who provide ITT for the Council. Three others said they found it difficult to get information about ITT, that they had applied and had heard nothing or that they had been on a waiting list for some time.

I thought the Mencap training was excellent. My son has thrived after the training and travels anywhere he wants now.

We have never been OFFERED it even though we have applied and it's even in my 17 year old's EHCP.

However, there were a further dozen or so positive comments about ITT and the benefits it had for young people for whom it was appropriate. One in particular talked about parental anxieties:

Our children also need to take some risks although in controlled and careful way. My son is independent but he sometimes gets lost and rings in a panic, we just deal with this. Similarly, he may cross a side-road without properly looking and get honked, but London traffic is not too fast - a small risk is worth it for the massive benefits of independent travel. My son now can find work and this would not ever have been possible without travel training. He would still be in a specialist setting costing the LA lots of money for education if he had not become independent and therefore 'mainstream'!

A couple of other respondents pointed to the importance of the young person's voice in the decision making process:

Post 16, young people's views should be primary if there is a disagreement with a parent (Code of Practice). Post 18, the parent should be involved, but does not need to be the first point of contact or the decision-maker if the person has capacity (with support) to understand the option of travel training (explained using pictures and shown the difference out in the community, for example). If someone is considered potentially capable by their school or college, they should no longer be offered assistance via bus or taxi if they refuse to take part. If they agree to be trained, you should retain transport of course until they are signed off and reassure parents that if travel training fails/breaks down, there can be retraining again and travel assistance for the period of difficulty i.e. it can be reinstated. This may make more parents agree to it. Once the young person is trained, there will be no looking back by them even if their parent is unsure. Young people want to be like their peers and want to be independent, as a rule.

### 3. Personal Travel Assistance budgets

#### Summary

People were asked if they were aware of Merton’s Personal Travel Assistance budgets (PTAB) scheme. The answers were:

- Yes (they were aware) 44%
- No (they were not aware) 46%
- Not sure 10%.

The top three **perceived benefits** of PTABs were:

- Greater control over travel arrangements 50%
- Flexibility to allow access to after school activities outside school/college 47%
- Shorter journey times for child or young person to school/college 40%

The top three **perceived barriers** to take up of PTABs were:

- Value of PTAB is too low 57%
- Family unable to identify and make a suitable travel arrangement 50%
- Family/young person work commitments 38%

More people (59%) disagreed than agreed (26%) with the statement that ‘the Council should encourage more young people and families to use a Personal Travel Assistance budget’.

A number of respondents commented on the complexity of the current system: “the system of providing receipts is too complex. An assessment of cost and then a lump sum per term would be much better. Slight overpayment is worth it in order to make admin easier for everyone”.

#### Analysis

First, respondents were asked if they were aware of the Merton’s personal travel budget scheme.

Did you know that Merton Council offers Personal Travel Assistance Budgets to the families of young people with special educational needs and disabilities?

This single response question was answered by 124 respondents.

Response	Number of Respondents	Percentage of Respondents
Yes	55	44.35%
No	56	45.16%
Not sure	13	10.48%

Then they were asked what they thought were the three biggest benefits of personal travel budgets from a list of eight statements.

Based on what you currently know about Merton's Personal Travel Assistance Budget (PTAB) scheme, what do you think are the three biggest benefits for families using a PTAB to make their own travel arrangements?

This multiple response question was answered by 100 respondents.

Response	Number of Respondents	Percentage of Respondents
Being able to arrange travel around work commitments	22	22%
Being able to arrange travel around family/caring responsibilities	20	20%
Flexibility to allow access to after school activities/services outside of school/college	47	47%
Greater control over travel arrangements	50	50%
Ability to provide additional funding for bespoke travel needs if necessary	20	20%
Less likelihood of changes in travel arrangements resulting from other passengers	25	25%
Shorter journey times for child or young person to school or college	41	41%
Other	11	11%

And also, what they thought were the three biggest barriers to take up of personal travel budgets, from a list of eight statements:

What do you think are the top three barriers stopping a young person or their family using a Personal Travel Assistance Budget to make their travel arrangements for accessing school or college?

This multiple response question was answered by 111 respondents.

Response	Number of Respondents	Percentage of Respondents
The value of the Personal Travel Assistance Budget is too low	63	56.76%
Family&/young person's work commitments	42	37.84%
The Personal Travel Assistance Budget scheme is too complicated	30	27.03%
The distance to school or college is too far	41	36.94%
Worries about congestion, putting more vehicles on the road	23	20.72%
Family/young person unable to identify and arrange a suitable travel arrangement	56	50.45%
Don't have access to a suitable vehicle	27	24.32%
Other	9	8.11%

Respondents were then asked if they thought that the Council should encourage the take up of Personal Travel Assistance budgets.

To what extent do you agree with the statement:

The Council should encourage more young people and families to use a Personal Travel Assistance Budget to make their own travel arrangements to school or college.

This single response question was answered by 117 respondents.

Response	Number of Respondents	Percentage of Respondents
Strongly agree	13	11.11%
Agree	18	15.38%
Disagree	39	33.33%
Strongly disagree	30	25.64%
Don't know	17	14.53%

More people disagreed with the statement than agreed with it.

There were 62 free text responses on PTBs.

36 were negative or sceptical on the use of PTABs. Main points were:

The value of the PTAB is too low

Journey times and long, even when the journeys are quite short, because of the traffic –“this is just not viable in either time or cost”

“I am against this as this would add to the pressure and stress to the family and carers of the young person as it would need significant effort and time in arranging and maintaining the daily travels. Family and carers of SEN young persons have enough on their plate as it is. Please don't add additional burden”.

The pressure on families was the most common comment made

A parent of a vulnerable/special needs child is always busy. Appointments, paperwork, hospital appointments, lack of sleep, caring duties. Are they now expected to arrange all this too so that Merton council can save money? It is ludicrous. - Merton has a duty. Do not push parents to go to tribunals for this too and further money is spent on all the fighting and stress.

A number felt it was better value for money, more efficient and better for the environment for a group of children to travel on a Council organised bus or minibus than it was to have individual children travelling in family cars.

It was also not practical for many families because of work and other commitments. Concerns were also expressed about the Council transferring risks to families and possible safeguarding risks with contractors.

A number of respondents, however, said they had not heard of it and that they might be interested, especially if the scheme were more generous than it is now:

In principle, we would be happy to join forces with other families using a PTBA in order to ensure a more practical and time efficient means of undertaking our school journey but only if it would mean an improvement.

Those who used it or had used it suggested that it – could be more flexible (they could do a morning journey if the Council could do the afternoon). One suggested A PTAB could help parents keep more in touch with the school their child attended, and another who said they were aware of parents who might well take it up.

A number said it was difficult to get good contractors – Community Transport had stopped doing it. One respondent was critical of the approved list of contractors that had been supplied:

The list of approved cab firms that the council give out is very poor. When I rang up, some of the cab firms acted as if they had no experience of taxiing school age children with SEN to school and were surprised that I should be contacting them.

A number of respondents commented on the complexity of the current system and the administrative burden associated with it (as well as the lack of advertising for the scheme):

I know they have been mentioned for very many years but not really been rolled out. If they are like the personal budgets/direct payments scheme for other services, it is not an easy scheme with lots of additional administration for parent carers on top of an ever increasing amount of paperwork, chasing up, appointments, caring roles etc

The system of providing receipts is too complex. An assessment of cost and then a lump sum per term would be much better. Slight overpayment is worth it in order to make admin easier for everyone”.

### **Discretionary provision**

The second part of the questionnaire asked about people's views of proposals to reduce home to school travel to the 'statutory minimum' or make changes to the way in which it was currently provided. Travel assistance to children or young people who are outside the age band of 5-16 years is known as discretionary provision as the council has a choice whether or not to provide it.

#### **4. Pre-school SEND support**

##### **Summary**

In response to the statement that the Council should **cease** to provide pre-school SEND travel support:

78% disagreed/strongly disagreed

16% agreed/strongly agreed

5% don't know.

In response to the statement that the Council should **continue** to provide pre-school SEND travel support, though **seek a financial contribution**:

52% disagreed/strongly disagreed

37% agreed/strongly agreed

10% don't know.

A number of comments were made along the lines of it being vital support for a small number of children with high special educational needs.

##### **Analysis:**

The Council currently provides travel assistances to a small number of children with special educational needs who are under the age of 5. Views were sought on 3 options – continue to provide free travel assistance for this group of children; cease to provide it, other than in exceptional circumstances; or, continue to provide it while seeking a financial contribution towards the cost of transport from parents/carers.

The statement was put to respondents that the Council should continue to provide free travel for pre-school age children with SEND:

**The Council should continue to provide free travel assistance for pre-school age children with special educational need and disabilities**

**This single response question was answered by 109 respondents.**

<b>Response</b>	<b>Number of Respondents</b>	<b>Percentage of Respondents</b>
Strongly agree	70	64.22%
Agree	30	27.52%
Disagree	5	4.59%



Strongly disagree	0	0.0%
Don't know	4	3.67%

Then views were sought on whether the Council should cease to provide free travel to this group other than in exceptional circumstances:

The Council should cease to provide travel assistance for pre-school age children with special educational needs and disabilities, other than in exceptional circumstances		
This single response question was answered by 98 respondents.		
Response	Number of Respondents	Percentage of Respondents
Strongly agree	7	7.14%
Agree	9	9.18%
Disagree	35	35.71%
Strongly disagree	42	42.86%
Don't know	5	5.10%

And finally, whether the Council should continue to provide free school travel for pre-school age children with SEND, but to seek a financial contribution towards the cost of transport from parents and carers:

The Council should continue to provide travel assistance for pre-school age children with special educational need and disabilities, though seek a financial contribution from parents/carers towards the cost of transport		
This single response question was answered by 98 respondents.		
Response	Number of Respondents	Percentage of Respondents
Strongly agree	12	12.24%
Agree	25	25.51%
Disagree	28	28.57%
Strongly disagree	23	23.47%
Don't know	10	10.20%

There were 33 written responses.

Only one supported the idea of withdrawing support:

They are not by law required to be in school so it's not a priority

Two or three supported the idea of introducing charges/parental contributions towards the cost of transport and, if these were applied, they should be means tested.

The following three examples were the most common type of response:

- Early intervention is key for a lot of children with disabilities meaning it can be vital to access specialist education early on. Having transport for pre-school age children is also vital for the children to be able to access specialist

education and to stop them being disadvantaged compared to their peers who have more flexibility on the settings they can choose to access.

- From past experience, we as a family found it difficult and challenging when there was no provision. Once we received the provision, that put our minds at rest that a trained escort was with our child and they could make their journey safely to their special needs nursery.
- Having proper access to pre-school is vital for disabled young children - if you create barriers, whether these are administrative or financial, the children will miss out. Not all families will have the resources (money, ability and time) to arrange this themselves, and the most likely impact will be for those children who are already disadvantaged. You should be doing everything you can to improve access to education not putting up barriers which are likely to impact attendance.

Others made the point, that if the council was providing support for only a small number of children at present, then those children and families must be those with the greatest need.

- If the council need to save money, then it should not be at the expense of people who are vulnerable and disproportionately affected by cuts to all public services.

It would also be hard to define what were 'exceptional circumstances' if that became the new criterion for qualifying for travel assistance.

## 5. Post 16 – support for ‘vulnerable learners’

### Summary

This is support for students aged 16 or over from low income families or who are ‘vulnerable learners’, such as care leavers, and provides largely financial support for additional costs of travel to college or other placements.

79% agreed/strongly agreed that it should continue

12% disagreed/strongly disagreed that it should continue

9% don’t know.

### Analysis

The current policy allows additional support beyond the assistance provided by Transport for London. However, so far, no students have been supported this academic year and no students were supported last academic year.

There were two options. Respondents were asked should it continue to support this group:

The Council should continue to provide travel assistance for students from low income families and /or students who are vulnerable learners and age 16-18 years		
This single response question was answered by 105 respondents.		
Response	Number of Respondents	Percentage of Respondents
Strongly agree	45	42.86%
Agree	38	36.19%
Disagree	9	8.57%
Strongly disagree	4	3.81%
Don't know	9	8.57%

And also, whether it should cease to support this group:

The Council should cease to provide travel assistance for students from low income families and /or students who are vulnerable learners and age 16-18 years		
This single response question was answered by 98 respondents.		
Response	Number of Respondents	Percentage of Respondents
Strongly agree	8	8.16%
Agree	14	14.29%
Disagree	31	31.63%
Strongly disagree	36	36.73%
Don't know	9	9.18%

There were 31 written responses on this topic.

A number said they were unaware of this policy and that it was not clear what it meant.

In the view of some, policies like this were a lifeline for vulnerable young people. They should be publicised. That nothing was being spent at the moment was not a reason for taking it away. There was 'no harm' in having a policy like this in place.

We need to support these families to ensure that crime is low and future pressure on mental health services is low and that young people are able to achieve and pursue their dreams and contribute in a positive way in future.

Others pointed to the role of travel assistance in ensuring access to education:

- Education and attendance at safe places for learning is crucial for this age group. There should not be any financial barriers to attendance or additional impact on a family where this does not occur amongst the young person's peer group.
- Have you done any robust assessments on whether removing travel assistance for this population has had an impact on attendance or access to education? This feels very contrary to providing equal opportunities and helping to lift people out of poverty or vulnerable situations. Surely it is more cost effective to do everything you can to get them into education and remove barriers to this, rather than pick up the costs of this not happening and these young people having more limited prospects for not having gone to school or college in the way they might have done.

One respondent commented that support should only be for 'vulnerable students' not those from low income backgrounds, another that it was not necessary as, unlike students with SEND, these students would or should be attending local colleges and would be covered by TfL's travel offer.

## **6. 16-18 – support for sixth form age with SEND**

### **Summary**

These are students aged 16-18 years with an Education, Health and Care plan who attend an approved course of study. More than 70 students a year receive travel assistance. There are four options:

Option 1- continue to provide support as it is now

96% agreed/strongly agreed

3% disagreed/strongly disagreed

1% don't know

Option 2- cease to provide other than in exceptional circumstances:

15% agreed/strongly agreed

84% disagreed

1% don't know

Option 3- continue to provide though seek a financial contribution

33% agreed/strongly agreed

59% disagreed/strongly disagreed

7% don't know

Option 4 – continue to provide, but only for those with the most severe or complex SEND

40% agreed/strongly agreed

56% disagreed/strongly disagreed

4% don't know.

A number of comments – particularly on Option 4 on defining 'most severe or complex'.

**Rank Order** – respondents were then asked to rank the options in order of preference, with number 1 as their first choice, number 2 as their second and so on:

The Council should:

- a. Continue to provide travel assistance for students who have special educational needs and disabilities and are age 16-18 years?

81% ranked this first

7% ranked it second

4% ranked it third

8% ranked it fourth

- b. Cease to provide travel assistance for students who have special educational needs and disabilities and are age 16-18 years, other than in exceptional circumstances?

0% ranked this first

17% ranked it second

20% ranked it third

62% ranked it fourth

- c. Continue to provide travel assistance for students who have special educational needs and disabilities and are age 16-18 years, though seek a financial contribution from parents or students themselves towards the costs of transport?

3% ranked this first

43% ranked it second

42% ranked it third

12% ranked it fourth

- d. Continue to provide travel assistance for students who have special educational needs and disabilities and are age 16-18 years, but only for those students who have the most severe or complex special educational needs or disabilities?

17% ranked this first

32% ranked it second

33% ranked it third

17% ranked it fourth.

What this seems to show is that limiting provision to those with the most severe or complex special educational needs is somewhat more acceptable than seeking financial contributions.

### Analysis

Option 1 – continue to provide support as it is now.

Respondents were asked whether they agreed or disagreed that the Council should continue to provide travel support for 16-18 year olds with SEND:

The Council should continue to provide travel assistance for students who have special educational needs and disabilities and are age 16-18 years)		
This single response question was answered by 102 respondents.		
Response	Number of Respondents	Percentage of Respondents
Strongly agree	75	73.53%
Agree	23	22.55%
Disagree	2	1.96%
Strongly disagree	1	0.98%
Don't know	1	0.98%

Option 2- cease to provide other than in exceptional circumstances:

Respondents were asked whether they agreed or disagreed that the Council should cease to provide travel support for 16-18 year olds with SEND:

The Council should cease to provide travel assistance for students who have special educational needs and disabilities and are age 16-18 years, other than in exceptional circumstances		
This single response question was answered by 98 respondents.		
Response	Number of Respondents	Percentage of Respondents
Strongly agree	6	6.12%
Agree	9	9.18%
Disagree	35	35.71%
Strongly disagree	47	47.96%
Don't know	1	1.02%

Option 3- continue to provide though seek a financial contribution from parents/carers or students themselves.

Respondents were asked whether they agreed or disagreed that the Council should continue to provide travel assistance for students aged 16-18 years with SEND, but seek a financial contribution towards the cost of travel:

The Council should continue to provide travel assistance for students who have special educational needs and disabilities and are age 16-18 years, though seek a financial contribution from parents or students themselves towards the costs of transport

This single response question was answered by 98 respondents.

Response	Number of Respondents	Percentage of Respondents
Strongly agree	12	12.24%
Agree	21	21.43%
Disagree	33	33.67%
Strongly disagree	25	25.51%
Don't know	7	7.14%

Option 4- continue to provide, but only for those with the most sever or complex SEND

Respondents were asked whether they agreed or disagreed that the Council should continue to provide travel assistance for students aged 16-18 years with SEND, but restrict it to those with the most sever or complex special educational needs or disabilities:

The Council should continue to provide travel assistance for students who have special educational needs and disabilities and are age 16-18 years, but only for those students who have the most severe or complex special educational needs or disabilities

This single response question was answered by 98 respondents.

Response	Number of Respondents	Percentage of Respondents
Strongly agree	19	19.39%
Agree	20	20.41%
Disagree	24	24.49%
Strongly disagree	31	31.63%
Don't know	4	4.08%

Respondents were then asked to put each of the 4 options into rank order:

Please rank the options for travel assistance for students aged 16-18 who have special educational needs or disabilities in order of preference, with number 1 being your first choice, number 2 your second choice and so on.

The Council should continue to provide travel assistance for students who have special educational needs and disabilities and are age 16-18 years

This single response question was answered by 98 respondents.

Response	Number of Respondents	Percentage of Respondents
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1	79	80.61%
2	7	7.14%
3	4	4.08%
4	8	8.16%

Please rank the options for travel assistance for students aged 16-18 who have special educational needs or disabilities in order of preference, with number 1 being your first choice, number 2 your second choice and so on.

The Council should cease to provide travel assistance for students who have special educational needs and disabilities and are age 16-18 years, other than in exceptional circumstances

This single response question was answered by 93 respondents.

Response	Number of Respondents	Percentage of Respondents
1		
2	16	17.20%
3	19	20.43%
4	58	62.37%

Please rank the options for travel assistance for students aged 16-18 who have special educational needs or disabilities in order of preference, with number 1 being your first choice, number 2 your second choice and so on.

The Council should continue to provide travel assistance for students who have special educational needs and disabilities and are age 16-18 years, though seek a financial contribution from parents or students themselves towards the costs of transport

This single response question was answered by 93 respondents.

Response	Number of Respondents	Percentage of Respondents
1	3	3.23%
2	40	43.01%
3	39	41.94%
4	11	11.83%

Please rank the options for travel assistance for students aged 16-18 who have special educational needs or disabilities in order of preference, with number 1 being your first choice, number 2 your second choice and so on.

The Council should continue to provide travel assistance for students who have special educational needs and disabilities and are age 16-18 years, but only for those students who have the most severe or complex special educational needs or disabilities

This single response question was answered by 93 respondents.

Response	Number of Respondents	Percentage of Respondents
1	16	17.20%



2	30	32.26%
3	31	33.33%
4	16	17.20%

There were 29 responses.

Most argued that free travel should continue to be provided for students aged 16-18, with or without SEND.

In terms of the options put forward for consultation, points were made that:

**On charging** - Disabled 16-18 should be able to access the same opportunities their peers have. If a non-disabled 16-18 still gets free travel then so should a disabled person. Until London's transport system is accessible to all, 16-18s should have this vital service.

**On restricting it to those with the 'most severe' needs**- Who will be the arbiter of what is considered 'severe' and 'complex'? Does transport have that expertise? You will end up spending as much time and money defending your decisions and ending up in appeal processes/challenges as you will save in cutting this provision. Please do not cut provision for young people who are not able to fight these proposals due to their social circumstances and vulnerabilities. If you plan to proceed then you must do a thorough impact assessment, which is publicly available, and be comfortable with the unintended consequences for young people who - if they are on your books - already grapple with life's challenges more than most.

There was a limited amount of support for the idea of encouraging more independent forms of travel for this group, such as travel training and travel budgets. There were a few respondents accepting the idea of charging, though others noted that it would be a burden on families and would, as suggested in the consultation paper, raise only £55,000 for the Council.

Other comments were made about the quality of local provision in Merton and, hence, the need for young people to travel further afield to find suitable school or college places. Merton needed to 'up its game' in providing better places locally.

A number of critical comments were made about the structure of the questionnaire, in particular, the question that asked people to put the four options for 16-18 SEND support into rank order.

## 7. Adult learners – post 19

### Summary

These are students with an Education, Health and Care Plan who start a course of study following their 19<sup>th</sup> birthday. Local authorities have a duty to make transport arrangements that they think are necessary for students with EHCPs in residential education or attending further education colleges.

There are two options:

Option 1- continue to provide support as it is now:

84% agreed/strongly agreed

7% disagreed/strongly disagreed

4% don't know

Option 2- cease to provide support:

10% agreed/strongly agreed

83% disagreed

6% don't know.

### Detail

Respondents were asked whether they agreed or disagreed that the Council should continue to provide travel support for adult learners with SEND:

The Council should continue to provide free home to college transport for adult learners who have an Education, Health and Care Plan		
This single response question was answered by 101 respondents.		
Response	Number of Respondents	Percentage of Respondents
Strongly agree	62	61.39%
Agree	28	27.72%
Disagree	6	5.94%
Strongly disagree	1	0.99%
Don't know	4	3.96%

Respondents were asked whether they agreed or disagreed that the Council should cease to provide travel support for adult learners with SEND:

The Council should cease to provide free home to college transport for adult learners who have an Education, Health and Care Plan		
This single response question was answered by 94 respondents.		
Response	Number of Respondents	Percentage of Respondents
Strongly agree	5	5.32%

Agree	5	5.32%
Disagree	34	36.17%
Strongly disagree	44	46.81%
Don't know	6	6.38%

There were 21 comments.

As with 16-18 year olds, comments were made about the role of travel assistance in enabling access to educational places. Young adults should not miss out on further education just because they have a disability. There was a clear equalities issue:

It is really important that disabled adults are not prevented from participating in further education because they cannot get to and from the college/university of their choice. It's highly discriminatory and not in line with the DDA.

A number of comments were made to the effect that continuing education had a positive impact on their lives- the question raised, why make it unviable for them by stopping transport?

Travel assistance is very much appreciated and in my own case has been essential to my continued employment. Removing this service would be very detrimental to many families' economic and mental wellbeing.

Others said that some financial contribution towards the cost of travel would be acceptable. In one case:

There may be a case to financially assess such support (as with an Adult Social Care plan) but this should only be based on the young person's income and there should be support from the council to ensure successful outcomes from PIP/Universal Credit/other benefit applications. The family or the young person should never be disadvantaged, either financially or in time spent, from the continuance of education post 19.

## Any other comments

The final question asked for any other comments. There were 29 responses and these are here in full:

1. Children and young people in Merton and their families rely on Local Authority travel assistance in order to access education and all the other benefits that being a part of a school community brings, e.g. friendships, social interaction, well-being, a sense of belonging. Please do not reduce or withdraw this support and make the lives of vulnerable people and their families any more challenging.
2. Dear Merton, The withdrawal of transport for children and young people sends a clear message that they do not value the education of children with SEN and it puts them at even more of a disadvantage in terms of life chances. Disabled children deserve an education too, but because specialist schools are often long distances away from their homes, they are reliant upon council-funded transport to get them to school or college. For parents with children already at other schools, it is impossible to be in two places or even three places at once, especially when those places are miles apart. For many children and young people, no transport means that they will not be able to access their school or college.
3. Do not put SEN families under more pressure as they are already struggling with the cuts. It has an impact on the family as a whole. It is worrying to read what awaits our vulnerable kids. Please stop punishing families of SEN child and the SEN individuals themselves. We have been constantly having cuts and services reduced and more money is spent on useless external consultants doing reviews. Put families first.
4. Each child's needs will be different, think travel should be offered with options that can be chosen.
5. I absolutely appreciate the pressure on council budgets and your need to try and economise where possible, but this really feels like it is targeted at some of those who are least able to stand up for themselves.
6. I am very grateful for this service and would like to see it continue for those in similar circumstances to my own.
7. I cannot repeat this enough, so I will repeat again: If the council want to reduce travel costs then it needs to seriously up its game in providing appropriate and suitable SEN educational institutions that can cater for the local children's needs. Especially for autistic children who are academically capable but need help with functional/living skills or need access to various therapies. The local lack of choice is appalling. I would love to send my son to a local sixth form but there is not an institution for miles that can cater to his needs. Until you have done this you really should not be talking about cutting any travel budgets.
8. I do not under any circumstance think that children of primary school age should be made to travel to school when the school is chosen by the council and is more than 3 miles away from Their home
9. I know finances are imperative, but please have the needs of the child / young person and their families in the forefront of your minds and decision making. Also the questions regarding the benefits of independent travel and PTAB's in his questionnaire are very leading and should not be taken out of context with regards to the rest of the questionnaire!
10. I think that every child with an EHCP is entitled to travel because it does provide some independency for the children. To go to and from school without a Parent as it's a safe environment for them.
11. It is very important to ensure that we don't lose sight of fact that these children need transport because of their needs. If my son was to take public transport to his school 60 miles away daily, he would arrive at school stressed out, would need downtime to settle down after each journey leg and would not be productive at home to do homework or study. Essentially this would compromise his education entirely. Also, as he boards at school (which is cheaper than transport daily), he has a lot of gear to take weekly - about 4-5 volumes including suitcase, guitar, PE bag, school backpack which he wouldn't be able to carry on the train.
12. I've seen many children who could be brought to school via a parent/carer that are allocated school bus places, and children who live out of the borough who should be in schools within their borough to save on private taxi fares, which are extortionate. I've seen some bus drivers / assistants not seem to be trained very well in managing behaviour/melt downs, so they refuse to transport certain children which leads to them having to have their own taxi, which is further money spent, when really the transport staff just need better training and manners to be able to keep the child able to be transported on the bus. I don't think school buses should be privatised as more money tends to be spent paying the private company than would be on maintenance and management of the council's own buses...
13. Like said about some families have more than one child and may have more than 1 child on a ehcp
14. My son is boarding at an out of borough independent placement. The taxi routes are poorly planned. Firstly, there are missed opportunities for children who board to share transport with the day pupils who also come in taxis. Secondly, the way the taxis are split is often not logical and sometimes inefficient with regard to costs. Thirdly, pick-up points would be possible for this particular school because most of the children would be able to reach these independently or parents would be happy to drop them. This would save the Council some money. Parents of children who attend this school (5 - 10 children), should be involved in planning the routes at the start of the year.
15. No one chooses to have a disabled child and families need to be supported to look after that child/young person when their needs diverge from that of the accepted norm, e.g. being able to go to their nearest school, being

- able to deal with travel on public transport, travelling independently to secondary schools, moving out of the home and going to university. Children and young people should never be disadvantaged, or not able to follow an educational route as their peer group might do because there is a cost attached to getting them there
16. Overall, a disappointing survey questionnaire. Children and young people with special needs and their family and carers need support and not withdrawing support! Reading between the lines, it seems the council is finding ways of withdrawing and reducing support. To target children and young people with special needs is very sad indictment. I'm heartbroken by what I am seeing.
  17. Overall, I think Merton do a good job with this. I would say that the travel arrangements are put in place at the last minute before the start of each school year and there are sometimes some decisions made in relation to routes which appear illogical but the team are generally responsive in trying to resolve issues. Perhaps greater collaboration with parents could be helpful and earlier planning before the start of the school year might make the process of planning a bit easier?
  18. Parents in general do not use council resources without needing to,
  19. Please don't take away this very valuable service. Without it I will have to give up my job as a teacher to be able to get my son to and from school.
  20. Stop making cuts to SEND. It's vital for them.
  21. The council should continue to provide home to school transport for children with special needs as this allows the parents one less thing to worry about in an already stressful & challenging situation of having a special needs child. The parents will feel supported by the council.
  22. The current options reduce the chance of children with disabilities accessing after school clubs etc. Where a child travels alone in a taxi, the option to select the pickup time to enable after school clubs should be available otherwise they are unfairly discriminated against accessing these. Many special schools are a long distance from family homes and the LA transport is the only option for families with other children.
  23. The service my son uses with a bus to his primary school is very good. I couldn't work if I had to get him to school myself and would then be unemployed, which would be a far greater financial burden on the state than his transport costs. The impact on carers of withdrawing transport or imposing costs would be very negative.
  24. This is very disappointing, I am sorry.
  25. Travel assistance for vulnerable children and young adults is an essential service which should not be cut. This survey is of a worrying quality - I fear it will generate data which could be unintentionally misrepresentative of the views of respondents
  26. Travel training needs to be organised before starting secondary school. Our son had disruption as he had to take a taxi with someone he did not know for first few weeks which was very hard for an autistic young person
  27. Until there is sufficient provision within a reasonable distance from their home, transport is the only way that many, many children and young people with SEND can access a level of education to which all are entitled.
  28. Work with kids first. Change the system but do not stop travel for children. The mini cab firm model could be adapted.
  29. You have decided to cut costs. This confusingly worded section seems designed purely to give you wonky statistics to justify this.

## Appendix 1 : written submissions

### Response to consultation from Merton Liberal Democrats: Home to school travel assistance

We appreciate the opportunity to contribute to this consultation on possible changes to the council's home to school/college travel assistance policy, primarily for children with SEND

#### Summary

We understand that parents often face difficulties with home-to-school transport and that the law in this area can be complicated. There can also be confusion around what a local authority's duties and services are – and there are a number of comments in the consultation document that indicate that there is evidence that some in Merton have difficulties accessing current services. So we think that a key outcome of this consultation should be publication of clear and unambiguous information and guidance and support.

We note the comment in the consultation document that “Almost all of the expenditure is on providing transport for children with special educational needs to special schools and other settings, inside and outside the borough's boundaries”. We wonder therefore if the focus of the consultation (saving money by cutting services) is wrong. The better focus would surely be ensuring local provision of appropriate support first, which would have as a consequence the saving of money on transport.

#### Context

We believe that the aim should be to provide support to help children and families live the best lives they are able, by living their lives as they determine. Practical and personal financial constraints can restrict such. And this applies most keenly by those with SEND.

We also note the comments of groups such as IPSEA:

“Unfortunately, we are aware that a lot of Local Authorities do not reflect the law in their home to school transport policies. [Research by Contact](#) in 2017 found that over 50% of Local Authority transport policies included unlawful restrictions (similar findings were made in [research by Cerebra and the University of Leeds](#) in the same year).

In particular, many local policies do not reflect the tests established by the Court of Appeal such as in the *Dudley* case. It is well established that law is developed and, in some cases, made, by judges via the creation of legal precedents, through court decisions. As such, this could only be changed by either a decision of the Supreme Court or a change in the statute law itself.”

We believe that publicising anonymised complaints made to Merton about SEND travel policies, along with complaints made to the Local Government and Social Care Ombudsman, would give greater transparency on Merton's performance in this area. If there are lessons to be learned, it will be clearer what these are and what is being done in response.

#### Comments on shifting the focus from organised transport

Our view here is that the consultation should focus on what is best valued by users. The fear is that the primary motivation behind the consultation is to cut costs. From speaking to some users and potential users of organised transport services, their parents/carers, and colleagues in other

authorities, we know that independent travel training and personal travel budgets work well for some. We would suggest that any change in policy in this area consider how it both identifies and supports those who struggle with these changes. We reiterate comments above on ease of accessing services.

#### **Comments in response to proposed changes to discretionary policy**

We question the value of the consultation responses that will be received here given the emphasis in the consultation document that the aim is to “understand views of the impact of the Council ceasing its ‘discretionary’ transport support, other than in ‘exceptional circumstances’”.

We are unsure why anyone would positively champion the cutting of services. If Merton’s administration chooses to cut services and funding here that is a choice it has made about priorities.

We would note that the identified proposals for parental contributions do not seem worth pursuing – comprising the recovery of only a small amount of the budget from groups that, broadly, tend to have lower incomes and higher costs.

## Submission from JD

Dear Councillor Stringer

Thank you for giving me the opportunity to speak at the webinar today. As you may have gathered, my son has been through the process of SEN transport and I felt I should share some thoughts with you. For context my son is 23 and a half, currently has an EHCP in place and has ASD/MLD, so it is important to consider the communication and process of transport through that lens. I've realised that I have quite a lot to share so have prepared a Word doc attachment rather than sending a long e-mail.

I have also copied in Councillor Lanning, as once a child becomes an adult the issue of transport to educational placements seems to cross over with her remit and any work done in formative years will pay off into adulthood.

The main issues that I have noted are:

- Parents need assurance that a journey will be as safe as possible. Every parent worries about their children travelling alone but I cannot overstate the worry and anxiety for a parent, in letting a child with a disability, particularly a hidden one, travel on their own.
- Travel does not seem to be viewed as integral to the education process but rather something that is just necessary to attend education.
- An apparent lack of 'blue-sky' thinking as to how wider-community peer groups/mainstream school cohorts could be galvanised to support safe travel – or generally support and engage with SEND young people at all.
- Commissioning of services often seems poorly done.
- A lack of understanding as to how a young person's ability to travel is reflected in any written documents that could be used to support applications for PIP/Universal Credit payments that could support travel costs, coupled with a lack of understanding of the work required of parents/carers to deal with such applications.
- A lack of understanding as to the length of time that is needed to ensure that someone who does not learn through experience can embed travel skills – repetition, repetition, repetition is needed for a sufficiently long enough period of time.
- Little being done on a borough-wide basis to facilitate the availability of PAs to support travel training/help develop travel skills – especially difficult to find if you are asking someone to work from 8.15-9.15am and 3-4pm, for instance.
- The lack of an officially designated 'buddy' on buses/trains/trams that a young person can turn to if there is a problem. TfL staff do not seem to see this as part of their role. TfL also offer little in the way of travel training for any except the most able.
- Little recognition of the impact on parent/carers who whilst having to deal with earning a living, might be expected to facilitate a young person's travel to a college or placement.
- Road junctions and crossing points that do not stop all the traffic for long enough/are phased incorrectly.
- 16-19 may find themselves unable to attend the right education provision because their families cannot financially support their travel costs.

Obviously everyone's needs are different. I would support moves to ensure that as many young people as possible can travel independently but I do not think it is as simple as reducing the level of discretionary support currently offered and I remain to be convinced that a model that reduces costs for education could provide a robust and effective springboard into independent adult life. Independent doesn't have to mean not organised but could mean organised differently with a recognition that costs will still be incurred.



## Home to school travel story

We didn't access SEN transport to school until my son started at secondary school and had to travel to St Philip's in Chessington. His journey to school was made by minibus taxi with a varying number of other students from Merton. The key issues for us were:

- For a while, I was unable to change my working hours and had to ask the after school club at the next door primary if they could take my son rather than have him delivered to an empty house. This meant that I had to rush out of work to be able to pick up before the club closed.
- A lack of clear information at the start of each school year as to when the taxi was scheduled to pick him up and who the taxi driver would be. This had impacts on my ability to be able to give my employer a clear idea of my start times until this had been sorted out. My son worried about this for some weeks prior to the start of term because we could not give him an accurate answer on the taxi arrival time.
- The actual arrival time of the taxi each day and the lack of communication when a pick-up was delayed (which had a big impact on my son's anxiety levels and my ability to get to work on time).
- The quality of drivers – one was actually involved in an accident at the West Barnes Lane level crossing with students on board, we only discovered this through a throwaway comment made by my son.
- The inflexibility of pick-up times to come home from school. The school had an extra-curricular club, specifically for language and communication, that my son was unable to attend unless I organised my work hours to be able to pick him up. The taxi company were still paid for this journey.
- A lack of supervision for students travelling other than from the driver.
- Once my son moved into 6<sup>th</sup> form at the same school, a continued insistence that someone be in the house to let him in. We had no concerns about his ability to be alone in the house for half an hour until I returned home and viewed this as independence building.
- The total loss of an opportunity over a long period of time, for independence skills building by making the journey via taxi.
- And a consideration nowadays, the environmental unsustainability of sending a diesel vehicle on a round trip of Merton to pick up and drop off students.

Whilst my son was at the school, he benefitted from a period of travel training delivered directly by Merton Mencap (not commissioned by LBM) to enable him to make the one bus journey between Raynes Park and Wimbledon to attend the Mencap Aspirations club every Sunday. R [a travel trainer] worked with my son for the best part of 18 months, once a week on a Sunday, to learn how to deal with this journey – from leaving home, crossing safely at a major junction, waiting at a bus stop, stopping the right bus, using a travel card, where to sit on the bus, where to get off and cross safely and most importantly how to deal with the social niceties of travel and how to keep himself safe in relation to other travellers. Sadly, the club had to move venue so my son was only able to practice this journey for a short period of time. It was agreed with R that the amount of training required to get to the club in its new venue in North Mitcham, was not viable.

Also, whilst at St Philips, following a transport review where I flagged up an interest in travel training, Mencap were commissioned by the LA. The journey from our house to St Philips is best done by train to Chessington South, which involved arriving there at the same time as students from Chessington Community College. After a few weeks travel training was stopped by the trainer because she did not feel she could safely deliver a complete package in the time that had been

allocated – taking into account all the things that could go wrong with train travel, the potential dangers and interaction with Chessington Community College students between station and school.

In all around 8 years of potential training for independent travel were lost through a taxi transport to Chessington and it should be borne in mind that this would have been the case had my son attended the in-borough provision that was full at the time of his admittance to St Philips, as SEN transport would have been required to attend there as well.

After St Philips, at age 19, my son was placed at Aurora (South Thames College) in Morden. We chose Aurora as a local college because we were keen for our son to be able to make the journey to college independently. In retrospect, we should have looked at placements elsewhere. Travel training was arranged. R was commission to work with my son for one morning session and one afternoon session per week. For the remaining 6 sessions of travel, I had to arrange for an agency PA, via direct payments, to support my son and follow exactly the same route and travel philosophy as R. This arrangement gave rise to high levels of anxiety for my son, as PAs would often not arrive on time and my son would become worried about arriving late for college with the same repeated for the return journey, necessitating the college to contact me on a regular basis. Due to the complexity of the journey, this arrangement lasted for the whole of a first term and a few weeks into the second until R was confident that my son was able to undertake the journey.

My son was able to make the journey by himself for some time during which we had to deal with issues such as his bus stop being shut for gas/water repairs and numerous daily calls whilst he was on the bus and worried about being late. He also experienced two incidents on the bus that caused him to become mentally unwell. After each event we had to go through the process of finding a PA (and getting that funded) to support him on bus journeys (and deal with the anxieties caused by PAs not arriving on time) until he felt confident to travel by himself.

Covid kicked in and following Aurora, my son moved to a placement in Balham which started in Sept 2020, he attended physically for the time the college offered this. The journey by public transport was totally inaccessible for him/would have taken a significant part of his placement year and a taxi transport was put in place. I queried the cost at approx. £96 per day and asked what the situation would be if we, as a family, supported the journey. I was told we would receive a figure approximately half that paid to a taxi firm to organise our own transport, or could be paid the mileage allowance for spending around 3-4 hours a day driving in heavy traffic to facilitate my son's attendance at the placement. I declined the offer and was content to let the LA pick up the cost. The taxi was often late, the first driver disappeared having fallen out with the proprietor and claiming not to have been paid. Drivers did not understand they should wear masks and ventilate the cars and I had to raise this on a number of occasions. From this experience, I feel that there may well be an issue with commissioning of taxi services as I am aware that the company that provided the service was dropped after a year.

My son now attends a 3 day per week Work Start course with Orchard Hill college at the Searchlight centre in Kingston. This is a one bus journey with clear crossing points at the start and end. I spent some 4 weeks at the beginning of term completing the journey in both directions with my son to ensure that we had identified any potential pitfalls and that he was confident. I'm not sure many parents of a 'normal' 23-year-old need to do that.

As my son moved into adulthood, I entered the happy world of adult social care and also had to go through the change from DLA to PIP payments. This necessitated a face-to-face meeting with an assessor. Fortunately, I am the Appointed Person for DWP purpose and could attend that interview.

I found myself have to explain that the social worker's assertion that my son was an 'independent traveller' in his care plan was incorrect and that he could only deal with simple journeys that were planned for him and for which he had received a substantial amount of training.

I've also experienced a PA taking my son to someone else's home whilst travelling with him from an activity to home thus raising a safeguarding concern.

### Written responses

#### 1. From: PM

My point of view

- This wouldn't work for LM (due to his anxiety)
- This wouldn't work for LM (due to him tell GP and other professional he wants to kill himself by walking into the road)

The transport LM has in place is working very well and he is been independent by talking to the staff and is going by himself (without me/mum which he needs).

LM been in a car with someone else is helping him in so many ways, he feels confident and comfortable with this.

I believe and would state each child is individual and has different disabilities, transport must take it into account.

#### 2. From: VM

My son has ADHD, ASD and sodium valproate syndrome so there will be taxi transportation for him until he leaves school, but thanks for the offer.

#### 3. From: MSD

My son O is a student at Cressey college. If transport is In Fact stopped for O then O will no longer be able to attend Cressey college. When the council were looking at schools I was told by the man they had applied to over 250 schools and was told Cressey college was the only school that would take O on.

The reasons why O NEEDS transport are as follows;

- to get to Cressey college on public transport would be a tram from Belgrave walk to east Croydon, then another tram from east Croydon to Lloyd park then walk a mile from the tram stop to Cressey college. O cannot cope on public transport especially in rush hour commuting time. I did In Fact try using public transport when he first joined and it didn't work.
- I cannot physically afford to drive O to school, it would cost roughly £50 (just of the top of my head) a week and I am un-employed carer and physically do not have that money for petrol.
- it is a council chosen school, not chosen by myself. So for the council to say this is the only school O can attend then say that transport is down to me is completely unfair.

- the school is over 3 miles door to door in fact nearer to 5miles and the council policy is that a school further than 3 miles makes you Eligible for transport.
- if transport for O is stopped then the council would need to find a school that would take O to as O would no longer be able to attend Cressey college.

#### **4. From: TV**

My child receives transport because she has autism she gets extremely anxious and can and will refuse to go in public transport and cannot handle a lot of people on public transport which is why she will not travel at all on public transport, she cannot follow routes keep to time managements and can become very stressed and forget what she is doing. My child travels by taxi to a special needs school which is 11 miles away because no school would take her in the area and we're limited spaces. I also care for another vulnerable person whom with her conditions at most days cannot leave the house so I myself would not be able to transport my daughter to and from school or college.

My daughter would not be able to do travel training because of her extreme anxiety issues either, once my daughter gets to the age for college which will not be long she still would not be able to do travel assistance and would still require transport services even though people will still try to get her to do travel training which I'm aware of as I have nieces and nephews with severe autism who have had to do the same and be put through the extreme distress to then be told no you need travel services still, for the people that still require the services of travel to and from educational settings for any changes to be made that anything changes and unable to access this service or to go through travel training when they are aware of their mental health issues or parents unable to get their children to and from far schools this would be an issue if made mandatory.

## School travel consultation

Kids' First webinar 10.00 Friday 3 December 2021

Cllr Eleanor Stringer, Tom Procter, Philip Wells

Tuhina Shaikh, Kids First administrator.

19 participants

Power Point presentation on the consultation.

Questions/ issues raised:

### 1. Questionnaire survey

That the survey is not fit for purpose.

Answer: it is only one of a number of ways of responding to the consultation. The free text boxes in the questionnaire allow for written comments. You can also email. Yes, all responses will be analysed. There is a further Kids First webinar on Tuesday 14 December in the evening.

### 2. 'Inclusive forms of transport'

What is meant by promoting 'inclusive forms of transport'?

Answer: it's about trying to shift the emphasis away from organised transport such as taxis to things like independent travel training and personal travel budgets- one enables young people to use public transport themselves, the second enables families to make their own arrangements to get their children to and from school, including pooling resources with other families. Of course, there will always be some young people for whom a specialist minibus or a taxi is the only appropriate solution.

### 3. Independent Travel Training

A number of comments: it is not very accessible; it is not advertised. It will need to be publicised if it is to be enhanced. How does it work?

Answer: explained it is an assessment of the young person to see if travel training is appropriate for them and also an assessment of the route to and from school. The amount of time it takes for a young person to complete a travel training programme varies. It is often a good idea to have 'top up' sessions. Travel training is not only about getting onto public transport: moving from a solo taxi to getting one of the buses running to the special schools is progress. Yes, agreed, Merton's current scheme is not well advertised.

Comment: JD – son has been a recipient of travel training. Route from home to Raynes Park involves two buses and crossing a road. R (one of Merton Mencap's travel trainers) is "wonderful". But the training was only for the journey to the college, and that is not enough. He has had PA support for other journeys. But the travel training on its own was not enough. At 18, the travel training in Adult Social Care is not just for one journey.

Answer: Yes, travel training could well be part of a package not just on its own. Some authorities provide travel buddies to accompany the student on public transport. Point about needing to be flexible noted.

Comment (SW): Age threshold - in Merton it is available for young people aged 14 or over. That is too restrictive.

Answer: Noted. In other authorities, it tends to be made available from the age of 11 upwards. A few offer it for the Year 6 to Year 7 transition (if that involves a change of school) but that might be too big an ask of the young person.

#### 4. Personal Travel Budgets

Comments: that the issue of the actual amount provided under the budget scheme doesn't come anyway near the cost of commissioning a taxi.

Reservations over PTBs – it's a big ask for parents over such a timespan.

Answer: the council has to consult with parents/carers over PTABs (and ITT) where the pupil is aged 5-16. It can't force them to take them and they can hand them back if it's not working.

#### 5. Charging

Recognises it as a possibility, but it doesn't sit comfortably with the Carers' strategy and the availability of free travel within Adults for post 18 year olds. Issues of fairness over charging.

Answer: Charging (or 'parental contributions') are quite rare in London, but not outside. A couple of years ago all but two councils in the south east of England were charging for post 16 travel. In London, some councils charge about £400 a year; outside it is usually higher – say £600-700 a year, with a charge at half rate for students from low income families. It is only a modest contribution to the costs of organised transport. (Point about providing organised transport for post 19 adult learners 'free of charge' [where the council thinks it is necessary] noted. Nearly Kingston and Richmond both seem to do travel budgets and cash payments/re-imbursments as their main offer post 16.

#### 6. Placements

Most children who are non-SEN go to local schools. It is often too far for special needs pupils and students. Wider issue over choice of schools and where children are placed.

Answer: Merton strategy to increase the amount of places locally, local school capacity. Recognise that out of borough and residential provision may not be best meeting the child's needs. There are local expansions and a potential new secondary school plus ARPs- but a new secondary school can be 3 years' away.

#### 7. Severity of need

It is one of the options for discretionary travel. How do you define severe need?

Answer: all award of travel is based on an assessment of needs and the test of whether a young person is able to walk at all or use public transport to get to school. Some council say they restrict support to only those with the greatest needs/ most severe forms of disability. 'Exceptional circumstances' can mean not being able to use public transport at all and not having any family support to and from school or college.

#### 8. Budgets and expenditure

Question: is there sufficient money?

Answer: the expenditure has been increasing, but budgets have grown in line with expenditure. It is the same in every authority in the country who provide home to school travel. Numbers have increased, numbers with SEN and numbers with more severe forms of SEN have increased. Council are required by law to provide free home to school travel for 5-16 year olds if they qualify. But, to put it into context, in Merton around only 30% of pupils with EHCPs use organised transport (and you don't need an EHCP to qualify for assisted transport).

#### 9. Earlier years

Comment: need to consider the effect [of potential changes to post 16] on those with children in Years 4, 5 and 6 and parents considering how they will get to school.

Answer: schools consulted and parents with children on organised transport to all settings sent information about the consultation.

## Appendix 2 – Consultation meetings

Kids First meeting 2, 14 December 2021 18.30

Cllr. Eleanor Stringer, Tom Procter, Philip Wells

Bridget Creasey

Tuhina Shaikh (Merton Mencap), plus 5/6 parents

Cllr Stringer: policies not reviewed for a while. Want to work with schools, pupils and parents. Look for more efficient delivery. Keen to get people's views.

Presentation

1. Comment: decisions are already made. This is just to save money; the usual cuts. Should be selling the service. It should be sold to the 19-25 year olds.

Answer: we are not here to take away from those who need it. There is some support for 19-25 year olds with an EHCP, via Adult Services.

We know from Cricket Green that some other authorities are not supporting some post 16 students, who are not attending as a result. There is some element of reducing costs. But we have a responsibility to ensure that those who are entitled to travel assistance get to schools.

2. Question on the % of SEN children educated out of borough- the best schools are out of borough, more than 3.5 miles away.

Answer: we are increasing the number of special school places locally – a new 80 place provision, expansions of both major special schools and more to come.

3. What is the travel offer/what do you mean?

Answer: children of statutory school age (5-16) are entitled to free home school travel if they qualify under law and policy. People who are applying to Merton for travel assistance are doing so because they feel their children cannot reasonably be expected to walk to school because of their SEN or disability or because they cannot use public transport. Each application is assessed individually. If an offer of travel is made, it is likely to be a seat on one of the buses or a place in a minibus or taxi. But, increasingly council first offer will be – for independent travel training or a personal travel budget.

4. Personal Travel Budgets.

Comment: these were introduced a few years ago, but they have not been promoted. It's the same with Independent Travel Training. Schools are not flexible which doesn't help either.

Answer: agree, it's not clear how it works.

5. Pick up points

Q: what happened with the pick-up points for Cricket Green? It was to be reviewed.

A: Agreed. It will be looked at. Responsibilities for home to school travel have shifted within Children & Young People.



## 6. Personal Travel Budgets

Comment: as someone who has a PTAB, it is a nightmare to get new drivers. There is a stress on parents. The Council has the purchasing power. Would it be better value for money to use a council contractor?

Ans.: Agreed it is challenging at the moment. We are accepting some bids that are poor value for money because there is little choice. But you should be able to get it cheaper yourself because of the requirements the council puts on contractors. Also, if a PTAB is not working for you (for statutory school age), you can hand it back.

Comment: the mileage rate is poor compared with the rate for taxis

Answer: point taken.

The admin needed for PTABs can be very complicated. Commissioning your own taxi via a PTAB is 'tricky'.

Ans.: please let us know about your experiences; and let us know if we can make it simpler (use the text boxes in the questionnaire).

## 7. Assessments

How are assessments carried out / how would they be in a new system?

Answer: post 16 students going to college need to apply and they are re-assessed. If there is a potential for travel training, then the travel trained carries out what is essentially a risk assessment – looking both the capability of the individual (road-sense, awareness of danger etc.) and the nature of the journey.

## 8. Independent Travel training (ITT)

Comments: there's not much advertising for ITT. Some can't get it under the Council's scheme. Other go for the BBC funded scheme, but that is limited. R registered more than two years ago. ITT is only for a specific route.

Answer: the benefits of ITT are considerable for everyone involved. There is scope for further investment? There are clearly issues of demand in relation to supply and the scope of the service – should it include refreshers?

## 9. Placements

Comment: it's easier to send children out of the borough because there are not enough spaces within the borough.

Answer: yes a high proportion are sent to independent schools. But you wouldn't expect a borough like Merton to have all the specialist places it needs.

## 10. School reviews

Q: will you be reviewing transport school by school.

Ans.: yes, we do that. Examples – summer review of the white buses led to big improvement in occupancy rates. Now, about 70% of seats are occupied. Two years ago, it was about 55%.

Review of transport and travel into one of the colleges currently underway.

#### 11. The survey/consultation

Comment: the questionnaire is biased, forcing people into ranking preferences which misrepresents their views and which leads to one outcome.

Answer: no, the questionnaire is seeking opinions on a number of propositions. Asking people to rank a set of statements is just one way of getting a points of view on a specific issue. The questionnaire allows for written comments to be made- and a lot have been made already. The questionnaire is just one consultation method too- meetings such as this and in schools. It is not possible to extend the consultation period beyond 5 January as we are to report to members in February. Merton Mencap offered to forward any further comments to the Council.

#### 12. Other points

- Can Merton children share with children on other boroughs' transport? – Yes, it happens now in a few cases, but it could be done more;
- Parents – it would be good to speak to others about ITT via a forum for sharing information;
- There can be an increase in the number of vulnerable children (who need transport) at a time of Covid. Agreed.
- Comment on accessibility of home to school service, where to go to and the information that is published could be improved, particularly in languages other than English. Agreed.

## **School travel consultation**

**Cricket Green school** 13.00 Tuesday 7 December 2021

Celia Dawson, Headteacher; 2 groups of students

Bridget Creasey, Tom Procter, Philip Wells

### **Profile:**

6 buses costing £455,346

Carrying 68 pupils at an average cost of £6,696.26

18 children on taxis, of which 4 are solos

Costing £188,363.48, an average of £10,464.64

Total: 86 pupils at a cost of £643,709.48

Average: £7,484.99 a year.

### **Discussion with Headteacher**

#### Costs/numbers

Commented on Cricket Green's share of the costs of home to school travel. Only Perseid (just under £1 million) is higher.

Relates it to 'safety valve' discussions where they are told they have to cut costs in Merton, while they (the schools) point to the costs to the Council of placements in private special schools.

With 230 on roll, 86 are transported by Merton and a further 25 on taxis and minibuses from out of borough. That means that only around half the pupils are on organised transport to the school. That proportion has reduced over the years. Now there are 20 taxis, 7 minibuses, then parents transporting, some pupils are on public transport, some walking. 33 independent travellers, 12 as a result of travel training.

5 out of the 6 Merton bus routes have pick up points too.

Flexibility of offer – example of a pupil transferred from bus to taxi as she could not cope with the bus; and scope to move 2 out of 3 on solo taxis to a shared taxi.

#### Travel training

33 independent travellers, 12 as a result of ITT. Referrals are in for three more, though none of these are on transport currently.

Could they increase the numbers with ITT? Ans. There are 3 Year 11 and 6<sup>th</sup> form students who have the potential to be travel trained. 9 or 10 on the minibuses and 2 on taxis are earmarked for training. That's about 15 or the rough equivalent of a full bus load (a theoretical potential saving of £76,000- a bus; or £112,000 - 15 \* the average cost) though practically, that is not likely to be achieved.

The school work with Mencap. The life skills programme includes travel and transport. Staff become aware of young people's potential. It comes up at annual review. The kids themselves bring it up.

The current lower age threshold for ITT is 14- should that be lowered?

Answer: they are less aware of it at Year 7. We would do it from Year 8 upwards. It's not just about knowing your route; it is also about the unforeseen: what to do if there is a problem, who to ask, what if there is a change to the type of bus (a single rather than a double decker); how to keep safe, recognising their vulnerabilities.

Barriers:

- Parental support varies; there is some parental anxiety;
- Flexibility: when being trained, they leave school early at the end of the day to get ahead of the traffic. That can be a problem, especially with secondary schools.

Blockages:

- Lockdown restrictions, but easing
- Wandsworth put a taxi back on for one pupil
- One ex-student has a buddy to travel from Morden to Merton College, care of Mencap.

Merton doesn't have a buddy scheme. Can be difficult to implement, but worth considering as part of a travel package. Could not expect school based staff such as teaching assistants to do this at the beginning and the end of the school day because of their work commitments in school.

'Refreshers' do and should happen. Travel training is important in relation to employment opportunities. Putting money in there makes other things possible for the young person/adult if they get into employment. They are not on benefits and no longer have an EHCP. Joined up work on this with Adult Services.

School happy to work with home to school travel team to look at the scope to invest more in ITT. To do an exercise with the school to develop and cost a proposal.

#### Consultation proposals on discretionary provision

Views: The least able and most vulnerable students stay on into the school's sixth form.

Their age is immaterial. We would struggle with the idea that parents have to provide for 16-19 year olds.

The more able and the less vulnerable go to college. They may get travel training.

Of the 34 sixth formers, 10 are on transport – 9 on the buses, 1 in a taxi. None are ready for travel training.

What is meant by 'restricting provision to the most significant special needs'? What is meant by 'most significant'?

Wandsworth have just cut the transport for one student; others' support is threatened. The effect is that they have stopped attending the school's sixth form.

[Wandsworth have a 'most significant/ severe needs' policy].

## Sessions with students

2 x 15 minute session with Cricket Green students led by the headteacher:

1. Those travelling by taxi, bus, walking or with parents – 7 pupils
  2. Independent travellers- 4 pupils
- 
1. On transport/walking
    - L is on a minibus – “I don’t like it. I want to be by myself”. Would prefer to be in a car or on a (public service) bus. There are different ages on the school bus. Some are noisy. I get picked up from the house
    - K is on a minibus .There are quite a few picked up after him. The journey time is from 8.00 am to 8.40 am: “I don’t mind”. It’s a bit cramped inside (K is tall) but “I have got leg room”. The escort and driver are “ok”.
    - A is on a minibus. “It’s noisy”. I go to a pick up point by myself. I’m ok crossing the road. I go to mum’s work after school. It’s “all right”. I would like to be independent. The escort and driver are “ok”.
    - A & B – 2 girls walk. It takes 15 minutes. They would like the chance to travel train (Years 9 and 10).
    - K & O – both in a shared taxi. O was upset when she was on the bus. She is now in a taxi. She is picked up from home. The escort is “lovely”.
  2. Independent travellers
    - “ I’m so happy to be independent because it is an amazing experience”
    - “ I leave here , walk and get the 201 or 118..”
    - “When I go home, I go to the bus stop, wait and go home. I press the bell and walk up to my house”.
    - “ I always feel safe.” If there was a problem, I would talk to the driver or use my phone.
    - A – travelled trained: Radek got him out of class, walked the route, took him in the car and waited for him. He checked he crossed the road. (What if it’s crowded?) He keeps his phone hidden. He enjoys his independence. Sometimes his dad drops him off and, on other routes, it is safer to go with his dad. Hopes to go to Merton College.
    - Aa- “Of course!” Started with walking to the childminder’s. Then taking the bus – the 118. She lets herself into the house.
    - E & M – travel together to Morden on the 201 or 118. (What was it like at first?). “A bit scary. But it’s not scary now. There’s a bit of a walk. But everything is ok”. Just ignore them if someone says something. Talk to the bus driver.

## **School travel consultation**

**Raynes Park ARP** 12 December 2021, 1400.

Tom Procter, Philip Wells

Samantha Kuti (Head of Inclusion), Nicki Atkinson (deputy in Access ARP)  
Zoe Boulton (assistant SENCo for SEN Dept.), Tanya Sarbutts (Admin for ARP)

8 students.

### **Numbers**

1 bus costing £76,077

Carrying 10 pupils at an average cost of £7,607.70

6 pupils on taxis, of which 1 is solo

Costing £54,990.00, an average of £9,165.00.

Total cost £131,067, average cost of £8,191.69.

In addition there is a student on PTA b Cost of £2,028 (who is currently travel training; a sibling is also being transported by parents to the same school, who has an EHCP also and has just applied for PTA b).

25 in the ARP; 48 in SEND. 1100 on roll.

### **Notes of conversations with 8 pupils:**

1 on Merton bus, 2 walked (1 who did this despite not being travel trained as parent couldn't transport her and turned down for assistance as 'under mileage', 1 single on a taxi, 3 caught TfL buses (1 of which was previously on a Merton bus and had received travel training), and 1 where parent drove them.

Pupil on taxi liked it as it was quieter – can travel on a bus but it is a bit noisy. The pupil on the Merton bus also liked it as it was quieter.

The pupil on the TfL bus that had transferred from a Merton bus said he liked it as it was more flexible as he could get into school earlier which he preferred, he travels from the other side of Mitcham so it takes a long time to get in with a lot of traffic and requires 3 buses.

### **Session with 4 staff**

- 1 pupil to be travel trained – E – currently ½ hour walk. Been doing this for a year. Have applied for ITT – long waiting list. E was refused transport "because of distance". Yet, she has vulnerabilities. And a long time waiting for ITT.
- High level of support provided in an ARP. Parents can be against ITT. The school encourage parents as well as young people. Part of annual review.
- Massive change from primary to secondary. ITT not appropriate for Y6/Y7 transition. Better model to have organised transport in Year 7 – essential - but with expectation that from Year 8 onwards, ITT will be offered. Need to recognise the stress some children experience
- The school has about 8 children on the waiting list for travel training; school would strongly support more resources for this. They go direct to Mencap for ITT. Their priority list is age based

- Cars – 5-6 coming in, bus, taxis at the back of the school; difficult to manage. Not the space to handle; “a shock” when transports are coming in
- Questioned why there are so many taxis – none need solo (we said would check as it may be because they are coming from different directions, bus is full, and second bus was more efficiently utilised elsewhere)
- We need a note out to schools on who to contact on transport – they are confused over who does what and would ideally like a single point of contact
- Visiting the school on an annual basis would be helpful to go through transport needs. It would also be helpful to go through the transport list now to review needs. The school have little to do with the transport arrangements. They contact the borough. But would be willing to work with Bridget to plan it.
- Students need to leave at 3 pm for transport. That means they miss out on out of school events (an example of how ITT and PTABs are more inclusive). Independent travel has the advantage of being less restrictive as pupils can take part in after school enrichment activities.
- The school were of the view that travel assistance in Year 7 was important for the transition to secondary school but travel support should follow with a view to independent travel starting from year 8, and definitely as a pupils gets into KS4; essential for independence. All their children should be independent by Year 11 for life. Need to develop parental expectations. Not a problem for pupils to leave the site early if they are being travel trained.
- ‘So may teething problems’ at the beginning of term. Need for clearer protocols and consistency of communication. Bus and taxi companies should inform the school if they are late in the afternoon. Has been a case of a taxi being 30 minutes late and school not knowing and needing to phone Merton
- Their bus driver can be rather abrupt expecting the bus to leave within 5 minutes (“7 minutes at most”) from 3 o’clock which can put Raynes Park staff under pressure even though it is not their fault that students can be delayed in class
- Some (taxi) staff – need for more autism awareness/training.

## School travel consultation

Perseid Upper School 9 December 2021, 1100.

Bridget Creasey, Tom Procter, Philip Wells

Louise Tidey and 2 other staff members

4 students – the School's Council.

How do you get to school? What do you like about it? What do you not like about it?

1. Hn
  - Gets the white bus (Council bus) from Mitcham. *How long?* "It depends. Sometimes it's early, sometimes late". "I like it". *Why?* It's exciting. But it's also relaxing. Sometimes I can sleep. But it's noisy.
  - I go on school trips. I go to sleep too.
  
2. Aj
  - Comes by car, with his family. Travels with other family members, nephews, who go to a different school. "It's not too noisy". There's the noise of the tyres. It takes about 15 minutes. It is quite close by car. He used to walk to school.
  
  - Sometimes (when the car is not available) he goes on the bus with his sister and brother-in-law. The number 154 (stops near the school). It is really busy on a school day. There's a lot of students for different schools.
  
3. Al
  - Says he has had a taxi with just the driver. But now he shares with one other. He is picked up second. Travel from Mitcham. It seems to take a long time. "I like the taxi. I always come to school on the taxi". "The taxi is better. It's good". *Why?* "Because I get picked up".
  
4. Ha
  - Comes on a taxi by himself, sometimes shares with others. Lives in Mitcham with mum and dad and brother and sisters. He used to get a taxi with one of his friends. Now it is a solo taxi with Ha, the driver and an escort. Would like to get to school on the bus. *Why?* "I like buses ...I like the white buses. It's fun on the bus with friends."
  
  - His parents take the bus and train to work and take others to school- on the train. He goes on the train for school trips.



## School travel consultation

Travel Team session 11.00 Wednesday 1 December 2021

### 1. Under 5s

Under 5s who get transport are quite needy. Year R and pre-reception, about 4 or 5 a year who are an exceptionally needy cohort. The younger they are and the greater the need, the more costly they are.

### 2. Supply and Demand

'Transport' is becoming more costly because of a lack of transport across the country. There is a lack of private hire companies. There is little or no competition. We have re-tendered routes to try to get more bids.

Things are not settling down with applications- there are another 10 just now. There was an increase of 75 between July and the end of October. It is plus 100 by now. We are getting 2,3,5 in a week.

Kids are 'off the scale with behaviour'. It rolls over to us in Transport. It has got worse post-Covid. Kids have been out of school and don't like change. There's a whole host of things to deal with – and more kids having to go solo because they won't share.

ASD and children with challenging behaviour. There is push back from schools and parents don't help. Crews won't transport because of behaviours. There's an impact from schools but there are cost implications.

### 3. Personal Travel Budgets (PTABs)

*Should these be encouraged?* Yes, if it is beneficial and cost effective. A lot of parents do not want it. They require capacity and will power to make them work.

Problems with Merton's scheme is that – the mileage rate is not sufficient and also how it is administered. The card is loaded to spend on petrol and transport related costs. But if they don't spend it, then it is recouped.

There is nothing published on how the scheme is supposed to work.

Payments for taxis are more complicated – we give them the money to pay taxi firms at £3.50 per mile. But, question over checking.

1 PA is paid via a PTAB- the 'odd one' where the parents get paid as a PA because of the behaviours of the pupil

### 4. Policies

Expectations have increased. Parents definitely know their rights and will quote the policy. Parents specify the needs of the child and also the mode of transport. Some schools agree. A few push back. Means a shift from public to organised transport.

We need clarity on policy.

### 5. Independent Travel Training

SEN would pass on referral from her own list. School also referring where they think it is appropriate. Of the information provided, some are those who have been travel trained using the BBC Children in Need grant to Merton Mencap. Only 1 young person on organised taxis is being travel trained. Probably about 4 or 5 on the waiting list. There will be others by the end of term.

If there is a waiting list, then the priority should be those on organised transport to help get costs down.

Public Health Commissioning are extending Merton Mencap's contract by exception and making the specification clearer. Merton Mencap have been asked about the implications of reducing the lower age threshold from 14 to 11 years.

Discussion with schools – Cricket Green, Raynes Park where pupils are not at the most extreme end of need. Also, Rutlish students/Cheam High?

Need to consider 45 minute travel time.

Potential to have something in-house (pros and cons). Can also buy from other authorities, particularly Croydon.

Point made that the two principal offers of travel (ITT and PTABs) are not actually controlled or managed directly by the home to school travel/commissioning team.

#### 6. Passenger Assistants

Nothing written down. Always for 8 and below. Relate to particular needs. Just look at holistically.

#### 7. Post 16 travel

Level of support seems to depend on the costs. Can include add-ons to make tube travel free.

Bespoke travel solutions for individual students to fit in with their timetables. Some parents 'won't put up with' anything else.

Not clear why we are supporting students to go to out of borough colleges, when, Merton College is nearer. NESCOL may be easier to get into? We need to know more about the post 16 local offer of college course and the respective entry requirements. NESCOL is a long way. We need clarity on learning needs and choice of course and the suitability of the provision within the borough.

A lot can be travel trained.

#### 8. Adult Services

There's nothing in the post 16 policy for Adult learners – those starting a course after their 19<sup>th</sup> birthday. Adult Services will do individual assessments.

A very small number stay on beyond the age of 19: it's not so much that they take a long time to complete a course; they transfer to a new one and may still get travel.

Scope for combined policy with Adult Services.

# Appendix 3 Equality Analysis



Please refer to the guidance for carrying out Equality Impact Assessments is available on the intranet  
Text in blue is intended to provide guidance – you can delete this from your final version.

What are the proposals being assessed?	The policy change being assessed is Merton Council’s Home to School/College Travel and Transport Policy.
Which Department/ Division has the responsibility for this?	Directorate of Children, Schools and Families - Education

Stage 1: Overview	
Name and job title of lead officer	Tom Procter, Head of Contracts and School Organisation
1. What are the aims, objectives and desired outcomes of your proposal? (Also explain proposals e.g. reduction/removal of service, deletion of posts, changing criteria etc)	<p><a href="#">What are you proposing and what are they designed to deliver?</a></p> <p><b>The consultation and review of the policy aimed to:</b></p> <ul style="list-style-type: none"> <li>• ensure it continues to deliver its statutory responsibilities;</li> <li>• seeks views on the development of independent forms of travel to school;</li> <li>• consider a number of options to changes to policy in relation to three specific areas of current discretionary provision.</li> </ul> <p>There are 4 key changes proposed to the discretionary policy which have been the focus of the consultation. These are:</p> <ol style="list-style-type: none"> <li>1) travel support for children with special educational needs and disabilities who are below statutory school age; travel support for young people of sixth form age (16-18) who –</li> <li>2) are vulnerable learners (e.g. care leavers, or who from low income families); or,</li> <li>3) who have an Education, Health and Care plan;</li> <li>4) adult learners, who have an EHCP and who start a course of study following their 19<sup>th</sup> birthday.</li> </ol> <p>Options include – removal of support altogether , other than in exceptional circumstances; introducing charges to help offset the costs of travel; restricting organised transport to only those with the most significant special educational needs.</p>
2. How does this contribute to the council’s corporate priorities?	<p><a href="#">Insert information as to how your proposals support the corporate priorities.</a></p> <p>Merton's Children's Trust has a four year Children and Young People's Plan that sets out the strategic priorities for securing improvements to the well-being of children and young people in the borough.</p>

	<p>The plan commits to priorities under six outcome areas - Being Healthy, Staying Safe, Enjoying and Achieving, Getting Involved, Having a Say; Becoming Independent; and My Merton: connection with family, friends and the community - with the aim of making Merton:</p> <p><i>'A place where children and young people feel they belong, stay safe and can thrive'.</i></p> <p>Home to school travel supports the priority of Enjoying and Achieving by providing forms of travel assistance that are there to get children and young people to their place of education safely on time and ready to learn. The Council's Independent Travel training programme promotes greater independence for young people who are in a position to benefit from it.</p>
<p>3. Who will be affected by this proposal? For example who are the external/internal customers, communities, partners, stakeholders, the workforce etc.</p>	<p><a href="#">Who are your customers (staff, service users, stakeholders, partners etc)? Who will your proposals benefit? How will your proposals benefit the council?</a></p> <p><b>Stakeholders who may be affected include:</b></p> <ul style="list-style-type: none"> <li>• Children and young people of non-statutory school age</li> <li>• Parents/carers</li> <li>• Schools and colleges</li> <li>• Transport providers.</li> </ul> <p>The main stakeholders who will be impacted by the proposed changes to the Home to School/College Travel and Transport Policy are those children and young people of non-compulsory school age who are currently accessing the service - post 16 pupils, with or without SEND, and children under the age of 5 with SEND.</p> <p>Proposals could have an impact on individuals with protected characteristics. The EIA is necessary to understand any potential impact and necessary mitigation that is required.</p>
<p>4. Is the responsibility shared with another department, authority or organisation? If so, who are the partners and who has overall responsibility?</p>	<p><a href="#">State here whether there are any other service areas, divisions, directorates, partner agencies (such as contracted organisations), other statutory bodies (e.g. the police, other councils etc) or the community and voluntary sector involved in the delivery of this function.</a></p> <p><b>There is an overlap with Adult Services travel policies and provision, especially in respect of travel assistance for Adult learners (those with an EHCP who start a course of study following their 19<sup>th</sup> birthday).</b></p> <p>Home to school/college travel providers include Merton Transport Services (operators of the Council's fleet of buses); and a range of private providers in Merton including Merton Community Transport. The Council has a contract with Merton Mencap to provide Independent Travel Training for the young people in the borough.</p> <p>Overall responsibility for home to school travel policies, assessment, commissioning and delivery rests with the Children, Schools and Families directorate.</p>

## Stage 2: Collecting evidence/ data

### 5. What evidence have you considered as part of this assessment?

Provide details of the information you have reviewed to determine the impact your proposal would have on the protected characteristics (equality groups).

List the type of evidence (data, results of consultation, research, etc) and analysis of what this evidence tells you regarding the impact on the protected characteristics (equality groups).

What impact has this evidence had on what you are proposing?

If there are gaps in data (for example information not being available) you may have to address this by including plans to generate this information within your action plan.

A range of local evidence and benchmarking with other areas has been undertaken to understand the impact of the proposals and establish best practice used by other local authorities. Evidence gathered includes:

- Consultation survey responses
- Engagement events with parents
- focus groups in schools and meetings with school leaders

Children, Families, Scrutiny Committee

A public report to the Council's Cabinet got approval for the consultation in November 2021. Schools and colleges, parents whose children used home to school transport and other parties were emailed information about the consultation and invited to take part. There were two versions of the consultation paper – a full version with information on costs and context for home to school travel and a short easy read version.

A questionnaire survey was developed and was posted on the Council's website. Members of the public were able to access consultation information and submit a survey response online through the consultation pages on the Council's website. The questionnaire had free text boxes to allow written comments to be made on the main subject areas. Respondents were given the opportunity to submit written responses via a schools consultation email address. Staff filled in some questionnaires on behalf of respondents who were unable to access the website.

Focus groups were also held with pupils at Cricket Green School, Perseid School and the Raynes Park High School ASD provision. There were also two webinar sessions with Kids' First parents, facilitated by Merton Mencap, and a session with home to school travel staff.

There were 155 responses to the on-line survey, which are analysed in this report. There were six written submissions. Notes and findings from the consultation meetings were also recorded. The findings from the consultation were reported in full to the Children and Young People Overview and Scrutiny Panel on 9 February 2022.

There were two follow up meetings with Kids' First on 24 February 2022 to seek their views on the outcome of the consultation and in advance of the final report to Cabinet on 21 March 2022.

In preparing the consultation, we drew on guidance set out in:

- DfE Home to School Transport Guidance

- DfE Home to College Transport Guidance
- Local Government Association research and the experiences of other authorities in England.

Local authority benchmarking (statistical neighbours, all London authorities, all England authorities). Extensive benchmarking with other local authorities was carried out to review other local authorities' home to school transport policies and provision. This showed, among other things, that Merton had the 3<sup>rd</sup> highest cost per head for home to school travel in England; that, outside London, the large majority of local authorities apply an annual contributory charge to the parents of children and young people in receipt of post-16 home to school transport provision, to support the costs to the local authority for the provision of this transport. Within London, a few local authorities charge for transport. Within and without London, some local authorities say they restrict their post 16 travel assistance to those with the most significant special educational needs. Some provide only some form of financial re-imbursement for Post 16 students, and in some cases on a means tested basis.

### Stage 3: Assessing impact and analysis

#### 6. From the evidence you have considered, what areas of concern have you identified regarding the potential negative and positive impact on one or more protected characteristics (equality groups)?

Protected characteristic (equality group)	Tick which applies Positive impact		Tick which applies Potential negative impact		Reason Briefly explain what positive or negative impact has been identified
	Yes	No	Yes	No	
	Age				
Disability	✓		✓		Independent travel training can have a positive impact for young people for whom it is appropriate. Removing or reducing free home to school travel for some young people with special educational needs and disabilities has a potential negative impact. Introducing charges for those with SEND raises issues of equity and equality with non-disabled passengers who benefit from largely free public transport provide by TfL and is not recommended to be pursued. Restricting free travel in council dedicated buses and taxis for those with only the most significant special needs and disabilities raises risks that some students will be not be able to access to a school/college place.
Gender Reassignment					
Marriage and Civil Partnership					
Pregnancy and Maternity					
Race					
Religion/ belief					
Sex (Gender)					

<b>Sexual orientation</b>					
<b>Socio-economic status</b>			V		Removing travel assistance for 'vulnerable learners' or for 16-18 year olds from low income families has a potential negative impact and is not being recommended. Introducing charging would also have a disproportional potential negative impact and is also not recommended to be pursued.

## 7. If you have identified a negative impact, how do you plan to mitigate it?

Summarise actions you plan to mitigate the negative impact(s) identified above. Detail for these actions should be included in the Improvement Action Plan (Section 9 below).

There would be a potential negative impact if the council put forward the options in the consultation of charging or removing all support for post-16 travel but this is not recommended to be pursued.

With regard to the recommendations there is a potential negative impact in restricting travel support to less post-16 learners with SEND. However, this is proposed to be mitigated by investing more in travel training and working more closely with schools through formal reviews to ensure that there is greater insight into when a child or young person is ready for independent travel. The mitigation and aims of the new policy and practice is to ensure that no child is left without the ability to safely travel to their nearest appropriate school placement, but there will be improved support mechanisms to ensure more children and young people can do so, and some more scrutiny to ensure placements with accessible transport are chosen wherever possible.

## Stage 4: Conclusion of the Equality Analysis

### Which of the following statements best describe the outcome of the EA (Tick one box only)

Please refer to the guidance for carrying out Equality Impact Assessments is available on the intranet for further information about these outcomes and what they mean for your proposal

- Outcome 1** – The EA has not identified any potential for discrimination or negative impact and all opportunities to promote equality are being addressed. **No changes are required.**
- Outcome 2** – The EA has identified adjustments to remove negative impact or to better promote equality. **Actions you propose to take to do this should be included in the Action Plan.**
- Outcome 3** – The EA has identified some potential for negative impact or some missed opportunities to promote equality and it may not be possible to mitigate this fully. **If you propose to continue with proposals you must include the justification for this in Section 10 below, and include actions you propose to take to remove negative impact or to better promote equality in the Action Plan. You must ensure that your proposed action is in line with the PSED to have 'due regard' and you are advised to seek Legal Advice.**
- Outcome 4** – The EA shows actual or potential unlawful discrimination. **Stop and rethink your proposals.**

## Stage 5: Improvement Action Pan

### 9. Equality Analysis Improvement Action Plan template – Making adjustments for negative impact

This action plan should be completed after the analysis and should outline action(s) to be taken to mitigate the potential negative impact identified (expanding on information provided in Section 7 above).

Negative impact/ gap in information identified in the Equality Analysis	Action required to mitigate	How will you know this is achieved? E.g. performance measure/ target)	By when	Existing or additional resources?	Lead Officer	Action added to divisional/ team plan?
<p>Travel support for post-16 students to in the future be predominantly through independent forms of travel assistance, such as travel training and travel budgets, where this is possible.</p> <p>Organised transport only for those unable to use independent forms of travel or where their educational placement named in their EHCP is too far away to be reached independently</p>	<ul style="list-style-type: none"> <li>To increase investment in travel training</li> <li>More formal reviews with schools to ensure we meet the needs of children as effectively as possible including identifying children who could be supported towards more independent travel</li> </ul>	<p>Publication of post 16 policy statement</p> <p>Children with SEND will still be able to access appropriate courses</p>	<p>May 2022</p> <p>September 2022</p>	Existing	Tom Procter, Bridget Creasey	Item for Travel Assistance Board

**Note that the full impact of the decision may only be known after the proposals have been implemented; therefore it is important the effective monitoring is in place to assess the impact.**

## Stage 6: Reporting outcomes

### 10. Summary of the equality analysis

This section can also be used in your decision making reports (CMT/Cabinet/etc) but you must also attach the assessment to the report, or provide a hyperlink

This Equality Analysis has resulted in an Outcome [add](#) Assessment

[Please include here a summary of the key findings of your assessment.](#)



- What are the key impacts – both negative and positive – you have identified?
- Are there any particular groups affected more than others?
- What course of action are you advising as a result of this assessment?
- If your EA is assessed as Outcome 3 and you suggest to proceeding with your proposals although a negative impact has been identified that may not be possible to fully mitigate, explain your justification with full reasoning.

Potential negative impacts from options in the consultation on charging and removing discretionary transport are not being taken forward.

In terms of what is recommended to take forward, the negative impact to consider is the potential impact of not agreeing travel assistance to a greater number of people and therefore their ability to access education. This is being mitigated by the potential positive benefits in terms of the development of more inclusive forms of travel for all age groups, through Independent travel training and travel budgets, and working more closely with schools to identify needs.

### Stage 7: Sign off by Director/ Head of Service

<b>Assessment completed by</b>	Phil Wells (Interim Transport Specialist) and Tom Procter (Head of Contracts and School Organisation)	<b>Signature: Tom Procter</b>	<b>Date: 25 February 2022</b>
<b>Improvement action plan signed off by Director/ Head of Service</b>	<a href="#">Add name/ job title</a>	<b>Signature:</b>	<b>Date:</b>

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## Appendix 4

### Home to school travel consultation: Kids First Steering group response 4 March 2022

The Kids First Steering Group would like to thank Tom Procter, Merton's Head of Contracts and School Organisation and Philip Wells, Merton's Interim Transport Specialist for engaging with Kids First members and keeping them up to date at all the stages of the home to school travel consultation, and for presenting and taking questions at the four online meetings in November 2021 and February this year. The meetings were very helpful, with information presented in a clear way, and questions fully answered. We were pleased that so many Kids First members were able to engage in this process and present their views via the survey.

Thank you for presenting the draft recommendations:

1. Continue to meet our statutory requirements for home to school travel for statutory school age children
2. Continue to support families with children of pre-school age and post 16 with the most significant needs where it is essential to get their child to school, especially for those with severe and profound learning difficulties
3. Continue not to charge for receiving travel assistance.
4. Increase investment in travel training to support independence
5. Review policy and practice for ease of use of travel budgets (PTABs) and increase their promotion
6. More formal reviews with schools to ensure we meet the needs of children as effectively as possible including identifying children who could be supported towards more independent travel
7. Travel support for post-16 students to be more predominantly through independent forms of travel assistance, such as travel training and travel budgets. Organised transport only for those unable to use independent forms of travel or where approved course of study is too far away to be reached independently.
8. Revising policies for September 2022 applications to reflect the above

We hope that all of the feedback from children and young people and their parent carers, including the most recent feedback from the meetings in February, will be taken into full consideration during any revision of the policy and during discussions at the meeting on 7th March.

Going forward, the Kids First Steering Group still have concerns that changes to SEN Transport policies may impact the access to education or wellbeing of children and young people in Merton and their families.

There was concern expressed by parent carers at meetings that the primary motivation behind the consultation is to cut costs and that Independent Travel Training and Personal Travel Budgets, rather than organised transport, would be forced on families. We were pleased that Tom and Philip were able to reassure parent carers that this was not the case, acknowledging

that this type of support is not for everyone, and emphasising that in all cases the local authority must liaise with children and young people and their families about the right travel support for them on a case-by-case basis.

We know that independent travel training and personal travel budgets work well for some children and young people. However, we would suggest that any change in policy in this area considers both how it identifies children and young people where there is potential for them to be supported towards more independent travel, and fully supports those who would be negatively impacted by these changes.

Feedback has also shown that there are issues and concerns with the current transport provision and these need to be taken into account to improve the quality and ease of access for children and young people.

There is also a need for clear and unambiguous guidance and support for both SEN Transport (for children and young people under 19) and also in Adult Social Care (ages 19-25) where the transport protocols are less clear for young people with EHCPs. Once funding for a placement is agreed, could there be additional transport discussions, so that it is clear what arrangements are being made for transport and how they would be funded?

The Kids First Steering Group would like to be engaged with any revision of current policies in the lead up to September 2022.

## **Committee: Cabinet**

**Date: 21 March 2022**

Wards: All Wards

## **Subject: Extension of School Cleaning Contract**

Lead officer: Jane McSherry, Director of Children, Schools & Families

Lead member: Eleanor Stringer, Joint Deputy Leader and Cabinet Member for Children and Education

Contact officer: Murray Davies, Contracts & Procurement Manager

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### **Recommendations:**

- A. That the Council extend its existing contract with Julius Rutherford & Co Limited for provision of the school cleaning service at Merton primary, secondary and special schools and other education buildings up to 31 July 2022
- 

## **1 PURPOSE OF REPORT AND EXECUTIVE SUMMARY**

- 1.1. The purpose of this report is to seek the approval for the extension of an existing contract for the provision of cleaning services for schools and other education buildings with Julius Rutherford & Co Limited.
- 1.2. This contract was awarded to Julius Rutherford in 2017 for an initial period of 3 years with an option at the discretion of the Council to extend the term for a further period or periods of any duration up to a maximum two years in total. The contract commenced on 1 July 2017. An initial extension was agreed up to 31 March 2022.
- 1.3. Officers now seek approval for a further extension of the contract term up to 31 July 2022. The proposed extension is for an additional four months while the procurement of a new school cleaning contract is completed. The intention is for the new contract to commence during the school summer holidays as this is considered to be a more viable option than mid-term start date.
- 1.4. The value of the contract which covers 32 school sites, 4 children centres and various other buildings is £2.34 million per year at current prices. The total value will fluctuate according to the specific requirements from schools for additional services over and above the standard weekly cleaning provision but the estimated value of the extension of the contract is circa. £778,500.

## **2 DETAILS**

- 2.1. The school cleaning contract provides a cleaning service for a range of Merton primary, special and secondary schools – in total, 30 schools (covering 32 sites) participate in the Council's centrally organised cleaning contract. The contract also includes the cleaning service for some further

education sites most adjacent to schools – these include the South Wimbledon Community Centre buildings along with Aragon, Bond Road, Ivy Gardens and the Avenues children centres.

- 2.2. The existing contract was awarded to Julius Rutherford and Co Limited in March 2017 for an initial term of three years with an option to extend until 2022 if desired.
  - 2.3. However, the provision for an extension within the terms of the existing contract is limited to 30 June 2022. Following expiry of the original 3 year term in 2020, an extension for 21 months was approved, up until 31<sup>st</sup> March 2022. Approval is now sought to exercise the remaining 3 months extension provision, and include one further month beyond that date in accordance with the provisions of Regulation 72 (1) (b) of the Public Contract Regulations 2015.
  - 2.4. The cost of the service is born by each school who are directly invoiced by the service provider.
  - 2.5. The current value of the contract is £2.34 million per year.
- Retendering
- 2.6. Officers are proposing to publish a contract notice to seek tenders at the beginning of February and to award the new contract subject to approval by Cabinet in June 2022.
  - 2.7. The existing contract scope will be extended to incorporate a revised specification to meet the requirements of schools. Bidders will also be invited to tender a price for schools that includes payment of their staff at a higher London Living Wage rate which individual sites may choose to pay at their discretion.
  - 2.8. The extension requested is, therefore, to July 2022 to permit the next contract to commence during the summer holidays.

### **3 ALTERNATIVE OPTIONS**

- 3.1. The making of arrangements for school cleaning is a matter for schools as budgets are delegated to them. It is not essential that there is a borough-wide contract. However, schools have indicated a wish to be part of a Council organised contract and continue to opt to buy back this service from the Council each year. A centrally managed contract avoids the necessity for a school to spend extensive amounts of time making their own arrangements. It also allows them to engage with the Council to monitor the service to ensure consistency of service across different school sites.
- 3.2. An extension of the existing contract up to June 2021 would not give sufficient time for the implementation of a new contract so soon after the approval of the contract award.

### **4 CONSULTATION UNDERTAKEN OR PROPOSED**

- 4.1. Schools were consulted in relation to their views about the school cleaning service and were invited to indicate their interest in regard to the involvement within the Council's current central contract arrangements. The schools currently within the Council's central contract indicated that they were

satisfied with the current service and were happy to continue as part of central contract organised by the Council.

- 4.2. A report was submitted to the Corporate Procurement Board in February 2022 and the members of the board approved the proposal to seek an extension.

## **5 TIMETABLE**

- 5.1. Subject to formal approval the extension of the existing contract will be until 31 July 2022.
- 5.2. The Council would seek to procure a new contract from August 2022. The choice of a commencement date at the end of the summer term allows for the mobilisation of the contract over the summer holidays minimising any disruption to service for schools. This will also allow for the new contract to be congruent with the school year.

## **6 FINANCIAL, RESOURCE AND PROPERTY IMPLICATIONS**

- 6.1. The annual cost of the service is currently £2.34 million.
- 6.2. Under the existing contract terms, the contractor pays the Council a sum of just over £30,000 for the Council's costs in procuring, managing and monitoring this contract.
- 6.3. The cost of the cleaning service is recharged by the contractor directly to the schools and other sites on a monthly basis.
- 6.4. The contract provisions allow for a modest increase in rates charged during each year of the contract term to allow for a rise in cleaners' wage costs particularly in light of rises in the National Minimum Wage. Staff wages account for up to 80% or more of the cost of the cleaning provision.

## **7 LEGAL AND STATUTORY IMPLICATIONS**

- 7.1. Officers are recommending approval to enact an option to extend a contract and to increase the extension provided for in the contract by one month. Regulation 72 Public Contracts Regulations 2015(PCRs) and CSO (Contract Standing Orders) 27 are relevant.
- 7.2. CSO 27.2 provides that contracts may be modified/varied or extended, if any such changes are provided for within the terms of the contract and /or allowed within the PCRs.
- 7.3. Regulation 72 (1) (a) provides that where a modification, irrespective of its monetary value, has been provided for in the initial procurement documents be made provided it does not alter the overall nature of the contract. The extension from March-June 2022 is the remainder of the permitted 24 month extension option under the contract therefore the above conditions would be deemed met.
- 7.4. Notwithstanding, as the recommendation is to extend the contract to 31<sup>st</sup> July 2022 this would be outside the scope of the extension option, but would still be permissible under Regulation 72(1) (b), (e), or (f). A notice of contract modification must be sent to the FTS e-notification system if relying on 72(1) (b) but is not required for 72(1) (e) or (f). For this reason, it may be preferable

to rely on the latter as the value of the additional one month extension would be deemed insubstantial and would fall below the applicable thresholds.

- 7.5. The Responsible Officers must be able to demonstrate that the extension of the contract will offer Value for Money to the Council and that the contract will continue to meet the Council's requirements. The Responsible Officer must ensure that the Corporate Contracts Register is updated accordingly.

## **8 HUMAN RIGHTS, EQUALITIES AND COMMUNITY COHESION IMPLICATIONS**

- 8.1. There are no substantive human rights, equalities and community cohesion implications arising from the recommendations contained within this report.
- 8.2. The contract documentation requires the contractor to comply with current equalities legislation.

## **9 CRIME AND DISORDER IMPLICATIONS**

- 9.1. There are no substantive crime and disorder implications arising from the recommendations contained within this report.

## **10 RISK MANAGEMENT AND HEALTH AND SAFETY IMPLICATIONS**

- 10.1. The contract documentation requires the contractor to comply with relevant Health & Safety legislation to ensure the safe delivery of the cleaning service.

## **11 APPENDICES – THE FOLLOWING DOCUMENTS ARE TO BE PUBLISHED WITH THIS REPORT AND FORM PART OF THE REPORT**

- None

## **12 BACKGROUND PAPERS**

- 12.1. Contract Standing Orders



## Cabinet

**Date: 21 March 2022**

**Subject: Financial Report 2021/22 – Period 10 January 2022**

Lead officer: Roger Kershaw

Lead member: Councillor Owen Pritchard

### Recommendations:

- A. That Cabinet note the financial reporting data for month 10, January 2022, relating to revenue budgetary control, showing a forecast net adverse variance at year end on net service expenditure of £5.967m, increasing to £6.592m when corporate and funding items are included, a decrease of £684k compared to last month
- B. That CMT note the contents of Section 5 and approve the adjustments to the Capital Programme contained in Appendix 5b
- That Cabinet note the contents of Section 5 and Appendix 5b of the report and approve the adjustments to the Capital Programme in the Table below:

	Budget 2021-22	Narrative
<u>Children, Schools and Families</u>		
West Wimbledon - Capital Maintenance	(21,000)	Virement reflecting projected outturn
Wimbledon Park - Capital Maintenance	15,000	Virement reflecting projected outturn
Malmesbury - Capital Maintenance	6,000	Virement reflecting projected outturn

## 1. PURPOSE OF REPORT AND EXECUTIVE SUMMARY

1.1 This is the period 10 monitoring report for 2021/22 presented in line with the financial reporting timetable.

This financial monitoring report provides -

- A full year forecast projection as at period 10.
- An update on the financial impact of Covid-19
- An update on the capital programme and detailed monitoring information;
- An update on Corporate Items in the budget 2021/22;
- Progress on the delivery of the 2021/22 revenue savings

## 2. THE FINANCIAL REPORTING PROCESS

2.1 The budget monitoring process for 2021/22 continues to focus on the ongoing financial impact of Covid-19. The Council's services remain under pressure due to the need to support businesses and residents, particularly vulnerable groups in need of social care and there has been a major reduction in the Council's income which is expected to continue for some time. The detrimental impact of Covid-19 is being monitored closely as the situation evolves.

2.2 There are also significant pressures on the Dedicated Schools Grant (DSG) which are being monitored. The cumulative deficit at the end of 2020/21 was £24.981m and the deficit is forecast to continue to increase in 2021/22, the cumulative deficit is now estimated to be £37.578m by the end of this financial year. A positive outcome of the Safety Valve discussions could have an impact on the overall financial outturn, if grant is received this financial year.

2.3 Chief Officers, together with budget managers with support from Service Financial Advisers are responsible for keeping budgets under close scrutiny and ensuring that expenditure within areas which are above budget is being actively and vigorously controlled and where budgets have favourable variances, these are retained until year end. Any final overall adverse variance on the General Fund will result in a call on balances.

### 3. 2021/22 FORECAST OUTTURN BASED UPON LATEST AVAILABLE DATA

**Executive summary** – At period 10 to 31 January 2022, the year end forecast is a net adverse variance of £6.592m when all incremental Covid costs are included, after applying known government grant funding. Whilst Merton has been part of the Safety Valve discussions with the DfE, at the time of writing the outcome is not yet known. If support is confirmed, this could have a positive impact on the 2021/22 outturn position.

#### Summary Position as at 31st January 2022

	Current Budget 2021/22 £000s	Forecast Variance at year end (January) £000s	Forecast Variance at year end (December) £000s	Covid-19 Forecast Variance £000s	Outturn variance 2020/21 £000s
<b>Department</b>					
Corporate Services	11,890	957	1,179	801	3,746
Children, Schools and Families	63,049	1,939	496	714	(2,971)
Community and Housing	69,470	(1,089)	(1,202)	1,130	(2,264)
Public Health	(0)	0	0	0	(18)
Environment & Regeneration	15,328	4,160	4,900	7,046	10,689
Overheads	0	0	0	0	0
<b>NET SERVICE EXPENDITURE</b>	<b>159,736</b>	<b>5,967</b>	<b>5,373</b>	<b>9,691</b>	<b>9,182</b>
<b>Corporate Items</b>					
Impact of Capital on revenue budget	11,157	(145)	(145)	0	(27)
Other Central budgets	(7,488)	(1,172)	106	0	2,151
Levies	959	0	0	0	0
<b>TOTAL CORPORATE PROVISIONS</b>	<b>4,628</b>	<b>(1,317)</b>	<b>(39)</b>	<b>0</b>	<b>2,124</b>
<b>Covid-19</b>	<b>0</b>	<b>833</b>	<b>833</b>	<b>833</b>	<b>176</b>
<b>TOTAL GENERAL FUND</b>	<b>164,364</b>	<b>5,483</b>	<b>6,167</b>	<b>10,524</b>	<b>11,306</b>
<b>FUNDING</b>					
Revenue Support Grant	(5,187)	0	0	0	0
Business Rates	(34,339)	0	0	0	0
Other Grants	(16,949)	0	0	0	(382)
Council Tax and Collection Fund	(98,434)	0	0	0	4
COVID-19 emergency funding	(6,811)	0	0	0	0
Income compensation for SFC	(2,643)	1,109	1,109	1,109	
<b>FUNDING</b>	<b>(164,363)</b>	<b>1,109</b>	<b>1,109</b>	<b>1,109</b>	<b>(378)</b>
<b>NET</b>	<b>1</b>	<b>6,592</b>	<b>7,276</b>	<b>11,633</b>	<b>10,928</b>

The current level of GF balances is £14.0m and the minimum level reported to Council for this is £14.0m.

### Covid-19 Financial Impact

The government announced a scheme to reimburse Councils for lost income from sales, fees and charges. This involves a 5% deductible rate, whereby the Council absorbs up to 5% and the government compensation covers 75p in every pound of relevant loss thereafter. The scheme was extended for the first quarter of 2021/22. Amounts expected from the income compensation scheme have now been included in the forecast, subject to confirmation by DLUHC. This is c.£1.5m which represents a shortfall against a budgeted £2.643m as the circumstances around the pandemic and impact on income greatly improved for the first quarter compared to when the budget was set, particularly around parking income.

The ongoing situation continues to make forecasting difficult as it's unclear if or when some service areas will see activity return to pre-covid levels.

### Covid Expenditure

Covid expenditure which is incremental is reported centrally on Corporate items – Covid costs. These are the incremental costs not covered by specific covid grants.

### Income shortfall

Income budgets are included within departments so the impact of Covid-19 on lost income is reflected in departmental forecasts.

### Savings unachieved

Departmental budgets are adjusted for the agreed savings targets for 2021/22 as part of the budget setting process. The savings which are now under pressure due to Covid-19 are included in the forecast of the departments. This is inclusive of 2020/21 savings which remain under pressure.

### Covid-19 Summary

COVID-19 COST SUMMARY	Forecast as at January 2022	Forecast as at December 2021
	2021/22 £000s	2021/22 £000s
<b><u>Department</u></b>	-	-
Corporate Services	801	845
Children, Schools and Families	714	714
Community and Housing	1,130	1,133
Environment & Regeneration	7,046	7,084
<b>TOTAL INCOME LOSS &amp; SAVINGS UNACHIEVED</b>	<b>9,691</b>	<b>9,776</b>
<b><u>Corporate Items - Covid costs</u></b>	-	-
Corporate Services	115	115
Children, Schools and Families	180	180
Community and Housing	242	242
Environment & Regeneration	296	296
<b>ADDITIONAL COVID EXPENDITURE</b>	<b>833</b>	<b>833</b>
<b><u>FUNDING</u></b>	-	-
Business Rates	3,824	4,494
Council Tax	0	0
<b>TOTAL FUNDING LOSS</b>	<b>3,824</b>	<b>4,494</b>
<b>GROSS COST OF COVID-19</b>	<b>14,348</b>	<b>15,103</b>

Covid general funding	-6,811	-6,811
Income compensation for sales, fees & charges	-1,534	-1,534
<b>NET COST OF COVID-19</b>	<b>6,003</b>	<b>6,758</b>

### Covid-19 impact on the Collection Fund

Due to COVID-19 the amount of Business Rates collected will be less than budgeted for 2021/22 when the budget was approved by Council in March 2021. There is usually a small surplus or deficit which arises because the amount collected during the year will vary for different reasons such as new businesses arriving and leaving during the year.

Due to Covid-19 the level of collection is less than expected and will result in a deficit in Business Rates for the financial year 2021/22. This deficit is currently estimated at £3.824m as shown in the covid table above to demonstrate the full impact of covid, however, due to the way Business Rates are accounted for in local authorities, any shortfall will not be reflected in the 2021/22 financial year but will be managed via the Collection Fund and accounted for in future years. The Council will build estimates for Business Rates including any deficit/surplus from previous accounting years into the MTFS and budgets for 2022/23 onwards. The estimated deficit is therefore not reflected in the main summary position table for 2021/22 as it will not impact the general fund outturn.

In 2020/21 Merton collected 90.08% of its Business Rates income. As at the end of January, 2021/22 business rates collected is 83.54% which is 2% more than the equivalent for last year. The collection rate is forecast to be 94% by year end, an improvement on 2020/21, though the fluctuations throughout the year add uncertainty around this forecast.

On 3 March 2021 the government confirmed that the Expanded Retail Discount would continue to apply in 2021/22 at 100% for three months, from 1 April 2021 to 30 June 2021, and at 66% for the remaining period, from 1 July 2021 to 31 March 2022. The government confirmed that there would be no cash cap on the relief received for the period from 1 April 2021 to 30 June 2021. From 1 July 2021, relief will be capped at £105,000 per business, or £2 million per business where the business is in occupation of a property that was required, or would have been required, to close, based on the law and guidance applicable on 5 January 2021.

In December 2021 a further business rate relief scheme was announced which could see bills reduced by £4.7m. However, at the time of writing the details on the timing of when the reductions will be applied to accounts and whether it will be in time for March 2022 is uncertain. If the scheme's reliefs are applied during 2021/22 it will improve the overall collection rate achieved.

### Cashflow

The Covid-19 outbreak created pressure on the council's cash flow but the position started to settle down since summer 2021. Through prudent treasury cash flow management, the Council has been able to meet its additional expenditure from its cash in balances in the bank and primarily from liquid

cash balances held in Money Market Funds (MMFs).

In light of Government relief announcements made last year, the Council has seen a reduction in income from previous years. Therefore, in order to meet its commitments going forward it was decided to keep the bulk of the Council's available funds in cash/MMFs to maintain liquidity. This approach helped the council meet its cash flow needs and avoided any short term unplanned borrowing. In November 2020 the council increased its number of MMF and MMF limits to maintain a healthy liquid position.

From Summer 2021, with the stability and the confidence seen in the UK economy the fixed deposit rates started to go up and as a result the Council started to return to medium term fixed deposit to earn interest income from any short term excess cash balances.

Even though the UK Economy showed a pre pandemic growth in November, in December due to the spread of Omicron/and moving to Plan B of the pandemic the economy slowed down. However the Bank of England base rate was increased from 0.10% to 0.25% on the 16 December and as a result of this the Council was able to get better interest income on our deposits. Returns to the Council will increase in coming months in light of expected interest rate increases from the Bank of England.

The Council still has a strong position on its liquidity and where the opportunity arises placing excess cash in short term deposits to generate income.

Cash flow is monitored on a daily basis and the current forecast shows the Council has sufficient funds to meet its payment needs going forward over the medium term, but there remains a concern over the longer term in the context of the DSG deficit, subject to successful Safety Valve funding. However, if a cash shortfall occurs, the Council has the option to borrow from the market in order to meet its needs.

#### 4. DEPARTMENTAL SUMMARY OF CURRENT POSITION

##### Corporate Services

Division	Current Budget £000	Full year Forecast (January) £000	Full Year Forecast Variance (January) £000	Full Year Forecast Variance (December) £000	Covid-19 Forecast Impact (January) £000	Outturn Variance 2020/21 £000
Customers, Policy & Improvement	5,755	5,510	(246)	(214)	60	915
Infrastructure & Technology	12,545	12,661	116	137	176	(51)
Corporate Governance	1,750	1,841	90	80	7	(88)
Resources	5,698	5,803	107	280	437	1,811
Human Resources	1,903	2,136	232	207	120	102
Corporate Other	710	1,366	656	688	0	1,057
<b>Total (Controllable)</b>	<b>28,361</b>	<b>29,316</b>	<b>957</b>	<b>1,179</b>	<b>801</b>	<b>3,746</b>

## **Overview**

The department is currently forecasting an adverse variance of £957k at year end of which £801k is due to the external impact of covid-19. The adverse forecast variance has reduced by £224k since December.

## **Customers, Policy and Improvement - £246k favourable variance**

The favourable variance is primarily due to various vacancies expected to be held for part of the year, such as in the AD (£131k) and Programme Office budgets (£64k).

The Voluntary Sector Coordination budget is also forecasting a favourable variance of £85k on grants expenditure as commitments are less than the overall budget.

The Registrars services are also forecasting a favourable variance of £51k due to the strong recovery of income levels following the cessation of covid restrictions earlier this year.

Additional favourable variances include £49k due to an over-achievement of income forecast against the cash collection saving, £30k staffing underspends within the complaints team and £27k within Merton Link's supplies and services budget lines.

Partially offsetting the favourable variances are the Press and PR budget which is forecasting a £136k adverse variance owing to the use of agency staff. There is also a net adverse variance of £60k in the Translations services due to under-achievement against the income budget as external demand remains low and a £21k adverse variance in the Policy and Strategy team partly due to the use of agency staff.

## **Infrastructure & Technology - £116k adverse variance**

Many of the adverse variances within the division are due to reduced recharges as a result of the change in working arrangements surrounding the covid-19 pandemic. These adverse variances include £214k on the Corporate Print Strategy and £111k on the PDC (Chaucer Centre). These are reviewed throughout the year and adjusted depending on the level of staff returning to the office. Where these are internal recharges they have not been included in calculating the impact of covid-19 on the Council as they will positively impact other departments and are therefore not a net cost to LBM.

The FM External account is also forecasting a £116k adverse variance due to the lack of commissions since the pandemic began, though the forecast is significantly improved on the outturn position for 2020/21. There is a variance on Corporate Contracts (£28k adverse) due to 2020/21 savings for reducing cleaning in corporate buildings remaining unachievable within the current circumstances. A further £41k adverse variance is within the Client Financial Affairs team, mainly relating to the unachieved saving (reference 2019-20 CS23) relating to the introduction of a charging scheme.

There are also multiple favourable variances within the division, such as on the Microsoft EA (Enterprise Agreement) which is forecast less than budgeted by £133k and £79k in Safety Services due to recruitment lag as well as contingency not expected to be required in year. There is a favourable £62k variance forecast for Garth Road from rental income and the Business Systems Team is also

forecasting a £33k favourable variance due to vacancies in the team.

### **Corporate Governance – £90k adverse variance**

The adverse variance is primarily due to forecast overspend within LBM Legal Service (£118k) of which £115k results from prior year unachieved savings which are recommended to be reversed as part of the MTFs to be presented to Council in March.

The adverse variance has been partially offset by favourable variances within the division which include £15k within AD Corporate Governance due to recharges for migration work for the AD's salary costs, £10k within Democracy Services from IT costs and Mayor's allowances spend being less than budgeted and £15k across Electoral Services largely from less than budgeted canvass pay.

### **Resources - £107k adverse variance**

The adverse variance forecast within Resources has reduced by £175k since December. The favourable movement is partly due to staffing savings within the budget management team of £74k as a result of recharges against the COMF grant, a senior accountant vacancy that is not expected to be filled until next year and a dedicated DSG finance resource now being forecast within the CSF department. There is also a favourable movement within local taxation due to new burdens income.

Within Resources there are multiple budgets forecasting adverse variances due to Covid-19. Resulting from covid is an adverse variance forecast in the Bailiffs service of £291k (inclusive of the shared service element) as a result of unachieved income which will be monitored as the circumstances around the pandemic improve and the service is able to operate more fully. The Local Taxation Service has a £227k favourable variance overall due to additional funding from the GLA and new burdens income from DWP.

The Corporate Accountancy service is forecasting a £152k adverse variance which includes agency cover due to long-term sickness and an increase in fee proposed by the Council's external auditors, EY, though confirmation of the fee increase is still outstanding. A further adverse variance of £120k is forecast on insurance premium. Even though six schools moved out of the council cover, the insurance premium did not change significantly. The service is currently working on the open claims and are planning to reduce the annual insurance provision to the insurance fund to mitigate the overspend on the insurance premium. They are also doing detailed work on the properties and there is a possibility that a few of the properties can be removed from the insurance cover for next year and this will help to reduce the insurance premium from 2022/23.

The Financial Systems Team is forecasting a £33k adverse variance owing to salary budget pressure.

Within the Benefits Administration services is a £164k favourable variance is largely due to grant receipts from DWP.

Favourable variances within Resources include £14k on the Director of Corporate Services budget due to consultants and subscription budgets not required in year. The Support team within Revenues and Benefits has £30k favourable variances mainly against staffing costs.

## Human Resources – £232k adverse variance

This adverse variance is primarily due to agency cover in place against the AD budget (£102k variance) and staff side budget resulting from maternity leave (£20k).

Additionally, there is an adverse variance of £148k relating to the HR Transactions budget for the shared payroll system and iTrent client team charges from Kingston. This is reflective of a saving not expected to be achieved in year as new contract negotiations were delayed as a result of covid during 2020/21.

The Payroll service is anticipating a £22k favourable variance across various staffing and running costs as well as overachievement of schools buyback income.

## Corporate Items - £656k adverse variance

The variance has moved favourably by £32k since period 10. This is because of £50k disaster recovery revenue costs removed from the forecast and accounted for within I&T.

The majority of the variance on the Corporate Items budget is due to Housing Benefit Rent Allowances. The variance is due to a shortfall on the subsidy attracted by overpayments compared to the budgeted amount for 2021/22 and is inclusive of £100k allowance for topping up the bad debt provision at year end in line with the level of top-up required in each of the past two financial years.

## Environment & Regeneration

Environment & Regeneration	2021/22 Current Budget	Full year Forecast (Jan)	Forecast Variance at year end (Jan)	Forecast Variance at year end (Dec)	2021/22 Covid-19 Forecast Impact (Jan)	2020/21 Outturn Variance
	£000	£000	£000	£000	£000	£000
Public Protection	(16,031)	(11,677)	4,354	4,603	5,932	8,973
Public Space	16,205	16,427	222	516	532	2,003
Senior Management	1,043	848	(194)	(175)	0	(134)
Sustainable Communities	8,330	8,106	(223)	(44)	582	(153)
<b>Total (Controllable)</b>	<b>9,546</b>	<b>13,705</b>	<b>4,159</b>	<b>4,900</b>	<b>7,046</b>	<b>10,689</b>

Description	2021/22 Current Budget	Forecast Variance at year end (Jan)	Forecast Variance at year end (Dec)	2020/21 Variance at year end
	£000	£000	£000	£000
Regulatory Services	625	160	261	194
Parking Services	(17,675)	4,352	4,369	8,804
Safer Merton & CCTV	1,019	(158)	(27)	(25)
<b>Total for Public Protection</b>	<b>(16,031)</b>	<b>4,354</b>	<b>4,603</b>	<b>8,973</b>



Waste Services	14,553	248	395	875
Leisure & Culture	549	203	213	764
Greenspaces	1,832	(245)	(79)	525
Transport Services	(729)	(17)	(14)	(161)
<b>Total for Public Space</b>	<b>16,205</b>	<b>222</b>	<b>516</b>	<b>2,003</b>
Senior Management & Support	1,043	(194)	(175)	(134)
<b>Total for Senior Management</b>	<b>1,043</b>	<b>(194)</b>	<b>(191)</b>	<b>(134)</b>
Property Management	(2,636)	(446)	(294)	(381)
Building & Development Control	(15)	162	170	281
Future Merton	10,981	61	81	(53)
<b>Total for Sustainable Communities</b>	<b>8,330</b>	<b>(223)</b>	<b>(44)</b>	<b>(152)</b>
<b>Total Excluding Overheads</b>	<b>9,546</b>	<b>4,159</b>	<b>4,900</b>	<b>10,689</b>

## Overview

The department is currently forecasting an adverse variance of £4,159k at year end. The main areas of variance are Regulatory Services, Parking Services, Waste Services, Leisure & Culture, Greenspaces, Property Management, Development & Building Control and Future Merton.

## Public Protection

### **Regulatory Services adverse variance of £160k**

The variance has seen a favourable movement of £101k since period 9. This mainly because of a reduction in agency spend within RSP which has resulted in a net favourable movement of £57k, and an increase in income from Street Trading Licences (£31k).

The section has cumulative income savings of £210k relating to potential commercial opportunities. However, the focus for the financial year 2021/22 needed to be redirected from income generation to Covid-19 service delivery and service improvement including a major IT project. The section will be undertaking a review in the new financial year on the commercial opportunities that remain post-pandemic.

The IT transition Project is scheduled for completion in the first quarter of 22/23 which will then permit some resources to refocus on income generation. Covid-19 continues to impact licensing income due to continually changing business restrictions resulting in a reduction in income from, Premises Licences, Massage and Special Treatment Licences, Street Trading Licences and Gambling Licences. Licensing income has improved through an increase in licence applications some resulting from the new Pavement Licencing Regime. Business recovery does show signs of improvement however licensing income remains below pre-pandemic levels. The economic impact on businesses arising from Covid-19 has also resulted in an increased trend (circa 30%) for non-payment of outstanding annual fees and an amount of unlicensed business activity. Officers are undertaking increased engagement with these businesses to ensure compliance. Current forecasts estimate an adverse variance against the licencing income budget of £30k.

### **Parking Services adverse variance of £4,352k**

The income forecast has moved favourable by £16k since December. Covid-19 continues to affect

parking revenue across the board including ANPR, PCNs as well as on and off-street charges income. Analysis to better understand the short and longer-term impact of this is ongoing, but current forecasts show the adverse variance on PCN, P&D, and permit income of £2.1m, £1.36m, and £1.03m respectively. This is primarily due to a reduction in proposed income from across the various permit categories.

These adverse variances are being partially offset by a favourable variance on parking admin fee of £233k, employee spend of £285k and supplies and services £115k (of which £135k relates to the research and modernisation of school safety zone (SSZ) cameras which will not be utilised until next year).

It should be noted that the section has a £3,800k budget expectation relating to the review of parking charges, which commenced on the 14<sup>th</sup> January 2020. The new charges were designed to influence motorists' behaviour and reduce the use of the motor car. The extent to which behaviour has been affected is masked by the impact of Covid-19, but work continues to try and better understand this. A recent review of the budget expectation has indicated a shortfall of £2,100k. Additionally, there is a 2020/21 and 2021/22 saving (ENV1920-01) of £680k relating to an application to change Merton's PCN charge band from band B to band A which was not implemented until February 2022.

It should also be noted that that £750k EBC savings target this year will now be met from the corporate contingency, for which a budget transfer has taken place following Cabinet approval in October 2021

## **Public Space**

### **Waste Services adverse variance of £248k**

The outturn has moved favourably by £148k since Period 9. This is primarily because of the decrease in net enforcement costs of £87k. Although the SLWP rechargeable income has not yet recovered to pre-pandemic levels, there has been a favourable movement of £65k since period 9.

The section is forecasting an adverse variance on disposal costs of £216k. As a result of changes to our residents working arrangements, we have seen a greater increase in the number of households now working from home following the current Government advice in relation to Covid-19. This has resulted in an increase in overall domestic waste across all kerbside collection services. In order to mitigate this cost, the service is currently supporting SLWP in the planning of the re-procurement of both Food and Garden waste processing services which currently expire in 2022.

An adverse variance of £224k is being forecast in relation to its waste collection and street cleansing contract, as a result of agreed and necessary services being undertaken on our behalf by the service provider.

An adverse variance of £286k is also being forecast in relation to the Household, Reuse, Recycling Centre (HRRC), mainly as a result of extending the current contract during 2020/21, via a contract variation, in order to both minimise future costs and to align the contract period with the other SLWP boroughs. The service is currently exploring alternative access for residents to neighbouring sites along with implementing improvements to the current booking system which has contributed to the management of waste volumes. To date there are no planned service changes, and we note that any significant change to the provision of this service will first be presented to Cabinet for consideration.

Favourable variances on the Council's Environmental Enforcement services in respect of enforcing and issuing Fix Penalty Notices for littering (£199k), and employee related spend (£113k) is partially mitigating these adverse variances.

### **Leisure & Culture adverse variance of £203k**

Due to the ongoing impact of Covid-19 the Authority continues to support our service provider, GLL and this has resulted in an income shortfall of £368k against a budget of £818k. In the last financial year, Merton loaned GLL £575k, GLL have indicated that in the current year they would either be able to pay back an interest free amount of £400k against the loan or a proportion of the guaranteed income starting from October 2021.

The continuation of Covid-19 related restrictions at the Wimbledon Sailing Base and works at the lake have also led to programmes with less attendees being available, resulting in a net adverse variance of £33k being forecast.

Favourable variances on one-off reimbursement costs of £100k, and employee related spend of £85k and supplies and services related spend of £64k is partially mitigating these adverse variances.

### **Greenspaces favourable variance of £245k**

The favourable variance has moved by £166k since period 9. This is primarily due to the decrease in spend on supplies and services (£45k), building maintenance and repairs (£21k) and salary costs resulting from vacancies.

The favourable variance is primarily due to an increase in rental income from Wimbledon Tennis Fortnight outdoor events of £152k and over recovery of Phase C income of £63k and staffing underspend of £38k.

The variance is reduced by anticipated under-recovery of income from outdoor events entertainment (£90k) and Parking Charges (£50k) resulting from the Covid-19 restrictions at the start of the year.

### **Sustainable Communities**

#### **Property Management favourable variance of £446k**

The favourable movement has increased by £151k from period 9 (December). This is primarily due to increased rental income of £122k and decrease in premises costs of £122k and decrease in supplies and services of £16k.

The principal reason for the favourable variance relates to exceeding the commercial rental income expectations by £683k, which includes £167k of one-off income from conducting the backlog of rent reviews in line with the tenancy agreements. There is also a favourable variance on employees of £116k due to an underspend being forecast on salaries against a budget of £312k.

This is being partially offset by an adverse variance of £116k on premises related expenditure, for example, building improvements, utilities, repairs & maintenance costs, and £161k on supplies &

services related expenditure, for example, on employment of consultants to progress rent reviews due to lack of internal resource, and valuations to support asset valuations and potential disposals.

### Building and Development Control adverse variance of £162k

The adverse variance is primarily due to a £192k under recovery in Building control income and £126k adverse variance on the employee budget lines. This adverse variance is partly offset by a £115k anticipated over recovery in Development Control income and £36k supplies and services underspend.

### Children Schools and Families

Children, Schools and Families (£000's)	2021/22 Current Budget	Full Year Forecast	Forecast Variance January	Forecast Variance December	2021/22 Covid Forecast Impact
<b>Education</b>					
Education Budgets	£ 17,110	£ 18,625	£ 322	£ 135	£ 274
Depreciation	£ 9,801	£ 9,801			
Other Education Budgets	£ 127	£ 127			
Education Services Grant	-£ (1,062)	-£ (1,062)			
<b>Education Sub-total</b>	<b>£ 25,976</b>	<b>£ 27,491</b>	<b>£ 322</b>	<b>£ 135</b>	<b>£ 274</b>
<b>Other CSF</b>					
Child Social Care & Youth Inclusion	£ 21,009	£ 22,627	£ 1,619	£ 336	£ 440
Cross Department	£ 958	£ 956	-£ (2)	£ 25	
PFI Unitary Costs	£ 8,168	£ 8,168	£ -		
Pension and Redundancy Costs	£ 1,592	£ 1,592			
<b>Other CSF Sub-total</b>	<b>£ 31,727</b>	<b>£ 33,343</b>	<b>£ 1,617</b>	<b>£ 361</b>	<b>£ 440</b>
<b>Grand Total</b>	<b>£ 57,703</b>	<b>£ 60,834</b>	<b>£ 1,939</b>	<b>£ 496</b>	<b>£ 714</b>

### Overview

At the end of January 2022, the Children Schools and Families directorate is forecasting an adverse variance against budget of £1,939k on local authority funded services. This is an adverse movement of £1.443m on the December forecast.

During this year the department has been working with finance to simplify coding structures and improve forecasting across general fund and DSG budgets. In one service area (Family Support & Safeguarding) a combination of the transition to the new code structure and a change in service management led to the under-forecasting of costs, particularly around agency staffing. The new head of service has reforecast the spend and identified the previous errors. Measures are being put in place to ensure that such errors do not go undetected in future, including central tracking of agency staff spend. Discussions are also taking place across CSF and C&H to identify steps that could be taken to reduce our dependency on agency social workers.

£714k Covid-19 cost pressure has been identified relating to savings shortfalls from the last financial year. These have been included in the forecast position. There has remained throughout the year some uncertainty about the likely level of increased costs due to Covid-19. The £400k saving based on Public Health commissioning is not achievable as this recommissioning has not taken place. The increased numbers of children needing CP plans last year is now reducing nearer to expected levels and our looked after children numbers are stable. An additional temporary project team was secured

to help with the increased demand in our first response service which has helped to keep caseloads at acceptable levels.

## Local Authority Funded Services

The table below details the significant budget variances identified to date:

Local Authority Funded Services (£000's)	Budget	January Variance	December Variance
<b>Child Social Care and Youth Inclusion</b>			
Help & Family Assessment	£ 2,993	-£ (814)	
Family Support and Safeguarding	£ 4,451	£ 1,851	
Corporate Parenting	£ 11,532	£ 760	£ 336
Adolescent and Safeguarding	£ 1,736	-£ (621)	
Senior Management	£ 296	£ 443	
<b>CSC &amp; Youth Incl Total</b>	<b>21,009</b>	<b>1,619</b>	<b>336</b>
<b>Education</b>			
Contracts, Proc & School Org	£ 7,445	£ 236	£ 180
Early Years & Children Centres	£ 4,032	-£ (174)	-£ (240)
Education - School Improvement	£ 20	-£ (107)	-£ (9)
Education Inclusion	£ 1,780	-£ (109)	-£ (130)
Schools Delegated Budget	£ -	£ -	£ -
SEN & Disability Integrat Serv	£ 2,036	-£ (21)	-£ (44)
Senior Management	£ 864	£ 293	£ 293
Policy, Planning & Performance	£ 723	£ 231	£ 122
Departmental Business Support	£ 211	-£ (26)	-£ (37)
<b>Education Total</b>	<b>£ 17,111</b>	<b>£ 322</b>	<b>£ 135</b>

## Children's Social Care and Youth Inclusion Division

The Children Social Care & Youth Inclusion division is recording an adverse forecast of £1.619m compared with budget. As set out above, there has been significant issues with the forecasting of spend in Family Support & Safeguarding. A new manager is in place and in future there will be more detailed central scrutiny of budget holder forecasting assumptions and central monitoring of agency spend in CSC.

To note, the full £400k Public Health saving which was predicated on recommissioning integrated services, which has not taken place, (referred to in the overview section above) has all been put against this budget. This savings option is now no-longer achievable. Over the past year there has been an increase in placements of children with complex needs in high cost provision. Additionally, providers have increased the cost of caring for the most complex children. We continue to ensure that children's plans are reviewed regularly with senior managers offering support and challenge to explore alternative arrangements coupled with a focus on commissioning and procurement activity to ensure best value is obtained through a more systemised purchasing approach.

## Education Division

The Education forecast for Senior Management includes forecast costs for the agency staff which are

part of the DSG Safety Valve team. Spend to the end of the year is likely to be in the region of £300k and these costs have been included within the forecast.

The Education Division forecast has been based on a spend situation returning to more normal levels. Transport costs have risen to more usual levels and seen some increases where transport has been more difficult to commission, we will continue to closely monitor this area of spend. Work is underway to reduce transport spend but in the short-term higher provider costs and demand have increased costs. Underspends in Early Years have offset some of the increased transport costs and these were due to staff movement and a reduction in the need for additional staff previously anticipated.

The Division overall is forecasting an adverse variance against budget of £322k, an adverse movement £187k, which represents the aggregation of a number of small movements across the budget headings.

### **Schools PFI**

The schools PFI budget will balance this year. However, the higher inflation rate will significantly increase the budget requirement for 2022/23. Discussion are underway as to how this is met.

### **Dedicated Schools Grant (DSG)**

<b>Dedicated Schools Budget (£000's)</b>	<b>Budget</b>	<b>January Variance</b>	<b>December Variance</b>
<b><u>Education</u></b>			
Contracts, Proc & School Org	£ 286	£ (27)	£ 3
Early Years & Children Centres	£ 16,335	£ (452)	£ (522)
Education - School Improvement	£ 1,107	£ (150)	£ (131)
Education Inclusion	£ 1,468	£ 89	£ 30
SEN & Disability Integrat Serv	£ 17,468	£ 12,154	£ 12,608
<b>Sub-total</b>	<b>£ 36,664</b>	<b>£ 11,615</b>	<b>£ 11,987</b>
<b><u>CSC &amp; Youth Inclusion</u></b>			
Adolescent & Family Services	£ 3	£ (11)	£ -
<b>Sub-total</b>	<b>£ 3</b>	<b>£ (11)</b>	<b>£ -</b>
<b><u>Schools Delegated Budget</u></b>			
DSG Reserve	£ -	£ -	£ -
Retained Schools Budgets	£ 2,945	£ (1,401)	£ (1,123)
Schools Delegated Budget	£ (39,744)	£ 2,394	£ 1,971
<b>Sub-total</b>	<b>£ (36,799)</b>	<b>£ 993</b>	<b>£ 848</b>
<b>DSG Total</b>	<b>£ (132)</b>	<b>£ 12,597</b>	<b>£ 12,836</b>

The Dedicated Schools Grant (DSG) is forecasting an outturn of £12.597m. This is a reduction of £239k from last period due to the final DSG publication of grant income on 16<sup>th</sup> December 2021. The main DSG pressures are within the independent placements that are out of borough placements because of Special Educational Needs and Disabilities (SEND) children requiring specialist education provision and no suitable places within the local area.

The DSG had a cumulative overspend of £24.981m at the end of 2020/21.

Merton has been selected as one of the LAs to take part in the 'safety valve' intervention programme with the DfE as it has one of the highest percentage deficits in the country as at the end of 2020/21.

The programme aims to agree a package of reform to our high needs system that will bring the DSG deficit to a positive position. We provided an updated plan to the DfE which they presented to Ministers. An update was provided to Cabinet in February as part of the MTFs report, but detail of any financial support and performance targets will not be clarified until mid March.

There is a reduction in Independent day school placements from 378 in total to 368 placements due to children moving out of the area.

Based on past years' experience, we are expecting the number of placements within Independent day school provision to increase in the year. At this stage it is difficult to predict how many EHCPs will be issued, or the type of education provision they will require. Requests for EHCPs go through assessment and a decision about issuing a plan and the type of provision is made once all the professional advice is received and reviewed by the SEND Panel.

We are seeking to increase the number of local maintained special school places in the borough, which have been built into the future forecasts on the deficit, in order to reduce these costs, but it will take time to bring these additional places on stream. At present the annual increase in the number of EHCPs significantly exceeds the number of additional special school places we are able to create in the borough. Based on the number of new EHCPs still being awarded following assessment, we would expect the overall DSG deficit to be in line with current forecast. The current additional pressure of the DSG is forecast to be £12.597m for 2021/22, with an overall estimated cumulative deficit of £37.578m by year end.

Main DSG reporting variances against DSG budget is £7m Independent placements, £2m EHCPs in primary and secondary schools in Merton, £2m Out of Borough day schools, and £1.6m special school top ups

We continue to keep abreast of proposed changes to the National Funding Formula, especially in relation to risks associated with services currently funded by de-delegated elements of the DSG. We are also working with other authorities on the DSG deficit issue.

In addition to the pressures on the high needs block, which are clear from the budget monitoring figures highlighted above and which continue into 2022/23 and beyond, some schools are also having trouble in setting balanced budgets with the funding provided to them through the funding formula.

The Finance Service monitors this closely, and before any deficit budget is agreed, work is undertaken with the school to ensure they are maximising every opportunity to reduce costs and spend wisely. There are various reasons for schools requiring to set deficit budgets, increased costs relating to children that require additional support but do not meet statutory thresholds for additional funding, reduction in pupil numbers, reduced levels of reserves that schools would previously have used to balance their budgets and loss of income due to Covid-19. Total school balances, including capital balances, increased by nearly 40% last year.

Merton has been working in conjunction with Association of Directors for Children's Services (ADCS), Society for London Treasurers (SLT), London Councils and the Children's Commissioner to lobby Central Government for additional funding. All commissioned analysis shows that the funding shortfall is a national issue that requires additional grant funding and whilst some extra funding has been provided, it is still insufficient to meet the increase in demand from EHCPs.

## Community and Housing

### Overview

Community and Housing is currently forecasting a favourable variance of £1.1m as at January 2022. This is due to forecasted favourable variances in Adult Social Care of £1.4m, and a reduced unfavourable variance in Housing to £271k, and a reduced unfavourable variance in Libraries of £44k. Public Health and Merton Adult Learning continue to predict a breakeven position.

### Community and Housing Summary Position

The forecast reflects the uncertainty surrounding the impact of the pandemic on the departments' budgets, which may be further affected by the Omicron variant.

Community & Housing	2021/22 Current Budget £	2021/22 Full Year Forecast £ (Jan)	2021/22 Full Year Variance £ (Jan)	2021/22 Full Year Variance £ (Dec)	2021/22 Covid-19 Forecast £ (Dec)	2021/22 Outturn Variance £ (Mar'21)
Adult Social Care	58,822	57,419	(1,403)	(1,584)	1,075	(2,947)
Libraries and Heritage	2,475	2,519	44	54	55	195
Merton Adult Learning	0	0	0	0	0	0
Housing General Fund	3,333	3,604	271	328	0	489
Public Health	(163)	(163)	0	0	0	0
<b>Total Favourable/ Unfavourable</b>	<b>64,467</b>	<b>63,379</b>	<b>(1,088)</b>	<b>(1,202)</b>	<b>1,130</b>	<b>(2,263)</b>

### Adult Social Care

Adult Social Care is forecasting a favourable variance of £1.4m for January 2022. The current position reflects an increase in placements £470k between December to January and forecasted underspend on employee/employee related costs due to the current difficulties in recruiting social care staff. The department also received a refund relating to the financial year 2020/21 for taxi-cards.



## Monthly Movements in Packages of Care April 2021 to January 2022

Month	New Customers	Deceased Customers	Customers No Longer Receiving a Service	Net Movement
April'21	48	-9	-13	26
May'21	31	-16	-18	-3
June'21	32	-17	-22	-7
July'21	45	-13	-13	19
Aug'21	43	-14	-25	4
Sept'21	53	-22	-25	6
Oct'21	58	-16	-24	18
Nov'21	50	-18	-16	16
Dec'21	57	-28	-20	9
Jan'22	56	-20	-20	16
<b>Total to Date January 2022</b>	<b>473</b>	<b>-173</b>	<b>-196</b>	<b>104</b>
<b>Average to Date</b>	<b>47</b>	<b>-17</b>	<b>-20</b>	<b>10</b>
<b>Total to Date as at January 2021</b>	<b>366</b>	<b>-258</b>	<b>-179</b>	<b>-71</b>
<b>Annual Average 2020/21</b>	<b>37</b>	<b>-27</b>	<b>-17</b>	<b>-7</b>
<b>Annual Average 2019/21</b>	<b>34</b>	<b>-24</b>	<b>-24</b>	<b>-14</b>
<b>Average 2018/19</b>	<b>36</b>	<b>-23</b>	<b>-25</b>	<b>-11</b>

The above table shows that there were 473 new customers to January 2022. However, in comparison data to January 2021 shows that there were 366 new customers, which is a 29%

increase in the volume of customers requiring a service for the same period.

The service continues to interrogate the placement data to establish causes to spend patterns. Increased Hospital discharge pathway 1 (return to home) is a current primary driver where following hospital discharge, clients go on to need a longer-term homecare package once the 4 weeks discharge to assess period ceased. This coupled with saturation of available Reablement capacity, increases pressure on the homecare placement budget. In addition to this, we have seen increased community referrals in the older people cohort for a number of months.

<b>Analysis of Customers – January 2022</b>				
<b>Service</b>	<b>New Customers</b>	<b>Deceased Customers</b>	<b>Customers No Longer Receiving a Service</b>	<b>Net Movement</b>
<b>Older People</b>	51	-19	-18	14
<b>Learning Disability</b>	1	-1	-4	-2
<b>Mental Health</b>	4	0	0	4
<b>Total</b>	<b>56</b>	<b>-20</b>	<b>-22</b>	<b>16</b>

There has been a sustained growth in out of hospital demand, which shows no sign of returning to pre-COVID levels. This is reflected in the placements spend forecast but the impact is limited being part-year-effect. The full-year effect will affect in the 2022/23 budget forecast. In addition to this growth in demand, the service is facing significant provider inflation costs driven by a 6.6% increase in the minimum wage and high inflation in other costs areas such as food and fuel. The service is also experiencing a high level of vacancies and difficulties in recruiting, which has generated a temporary underspend of £ 491k.

The service is now implementing the winter plan with health partners. The service successfully bid for over £1m from the NHS to support winter resources and those proposals are being implemented. One of the most significant risks to those plans are the difficulties in recruitment both by the Council, by our partners and providers. This is true across grades and disciplines in the health and care system and has a direct impact on the ability to keep pace with discharge activity; both initial acute discharge and 4 week follow up at the end of the designated NHS funded discharge period. We continue to work on the plans and change approaches to mitigate recruitment challenges where possible. The system is working collaboratively to sustain Winter Pressure scheme impacts beyond the end of the financial year.

This is important as a local Discharge to Assess model agreed with health partners needs to be embedded by 1 April 2022. Under current national guidance, customers transferred to the borough via the Hospital Discharge Pathway are funded nationally for four weeks. The authority is seeking to ensure this protocol remains in place. Discharge activity is expected to remain under severe pressure into 2022/23 as general hospital activity is at record levels, compounded by additional recent Covid admissions, together with an ever-growing backlog of elective procedures.

There is a requirement to maintain the Discharge to Assess model into 2022/23 but the funding for this is not yet announced. It is expected to come through the Better Care Fund, but it is not certain

that it will be additional funding rather than a demand on existing funds.

**Pathways: -**

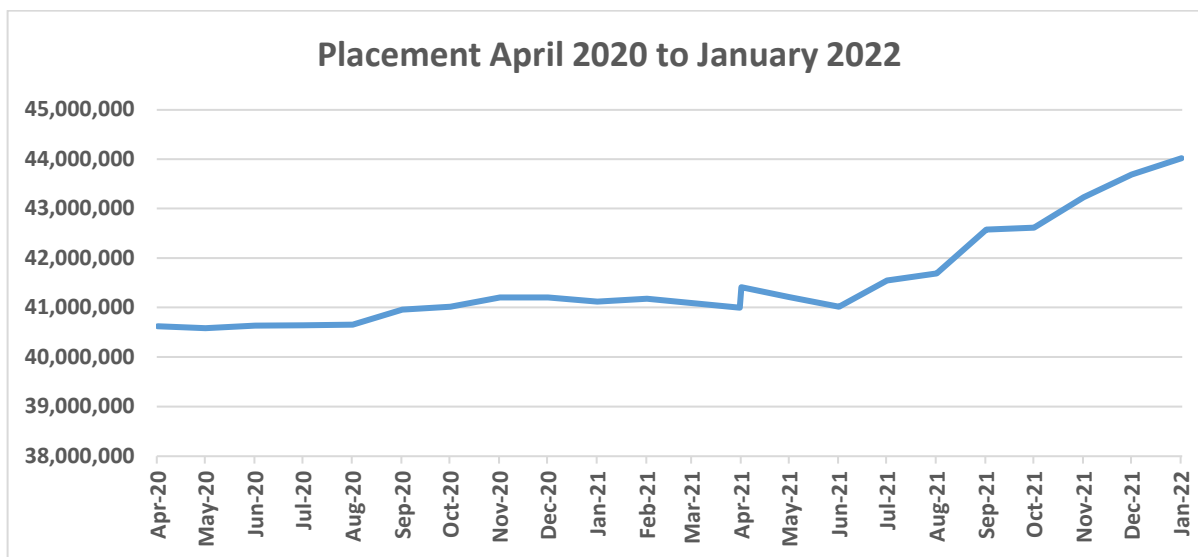
- Pathway 0- 50 % of Clients**
  - People discharged requiring minimal support,or interventions from health and social care services.
- Pathway 1- 45% of clients**
  - People who are discharged and able to return home with a new, additional or a restarted package of care.
- Pathway 2- 4% of clients**
  - People who discharged with a short term intensive support package at a 24 hour bed based setting before returning home.
- Pathway 3-1% of clients**
  - People who require 24 hours bed based care

<b>Number of Customers -Pathway Discharge Activities</b>				
<b>Date</b>	<b>Pathway 1</b>	<b>Pathway 2</b>	<b>Pathway 3</b>	<b>Total</b>
<b>Average Apr to Jan'22</b>	<b>35</b>	<b>8</b>	<b>3</b>	<b>46</b>
<b>Average Apr to Jan'21</b>	<b>26</b>	<b>6</b>	<b>3</b>	<b>35</b>
<b>Average Apr to Dec'21</b>	<b>35</b>	<b>8</b>	<b>3</b>	<b>46</b>
<b>Average Apr to Dec'20</b>	<b>25</b>	<b>5</b>	<b>3</b>	<b>33</b>
<b>Average Apr to Nov'21</b>	<b>35</b>	<b>8</b>	<b>3</b>	<b>46</b>
<b>Average Apr to Nov'20</b>	<b>25</b>	<b>5</b>	<b>3</b>	<b>33</b>
<b>Average Apr to Oct'21</b>	<b>34</b>	<b>8</b>	<b>3</b>	<b>45</b>
<b>Average Apr to Oct'20</b>	<b>24</b>	<b>5</b>	<b>2</b>	<b>31</b>

**The above table shows average number of customers discharged to LBM from April '21 to January'22 compared to similar period in 2020/21**

This trend may also be partly explained by sectors of the economy reopening and a return for many to more 'normal' working patterns. The upturn in trend also coincides with the winding up of the Government Furlough scheme and where family carers can no longer support people, in the same way they could through lockdowns and therefore packages of care are needed to replace this support. There can also often be a more complex presentation of need as a result. However, this situation could also change again due to the Omicron variant and any future government guidance and restrictions.

The line graph below continues to indicate that there is an upward trend in the gross cost of placements. Also as previously alluded to the current increase seems to be from the older people cohort, which could be due to the impact of the covid-19 pandemic, possibly the effects of long covid-19.



### Adult Social Care Internal Provision –favourable Variance - £175k

The Internal provision service continues to forecast a favourable position. This is mainly due to revised forecast on a number of budget lines including a revision of Mascot’s forecasts.

Direct Provision has seen a gradual increase in activity across services as people are returning to day services in a managed way, and customers in Supported Living and Residential resume more community activities as the pandemic eases. We are still managing all of the services in a careful way and maintaining extra infection control measures. Work has increased in researching and designing the new employment pilot and this will increase in the coming months with a full start date aimed for in June.

Mascot’s budget was forecast was reduced as work to order a new suite of assistive technology has been delayed and will now be rolled out from April. There was also an adjustment to the transport SLA as a vehicle used by Mascot for the Helping Hand service, part of Winter Warm project was coded elsewhere in the previous months. Other services’ forecasts have remained stable

### Library & Heritage Service- Unfavourable Variance - £44k

This service at the end of January is showing an unfavourable variance of £44k, which is a reduction of £10k since December. This is due to additional income from printing and fines and revised forecast due to delay in recruitment to April 2022. Due to the nature of the service and the impact of the pandemic there has been some level of variance in income projection month on month.

Demand for services continues to recover and usage of libraries is almost back to pre-pandemic levels. New health and wellbeing services is currently being rolled out along with new community services such as the soon to be launched employment start up centre at Mitcham Library called the Workary. Online services and new services like Connecting Merton, the services IT equipment loaning and training project, continue to be in high demand.

### Adult Learning- Breakeven position

Adult Learning continues to forecast a breakeven position. Merton Adult Learning is fully funded by external grants from the GLA (Greater London Authority) and ESFA (Education and Skills Funding Agency).

Adult Learning budgets operate to an academic year and the new grant allocations from the GLA and ESFA started in August. This year's curriculum has been developed to even further focus on reskilling residents for the post-pandemic job market and has a particular focus on increasing participation from residents in priority wards in the east of the borough.

### **Housing General Fund- Unfavourable variance - £271k**

This service is currently forecasting an unfavourable variance of £271k as at January, which is a net reduction of £58k since November, as forecast remained unchanged in December's return. This is due to an underspend on housing related support and additional housing benefit and homelessness prevention grant.

There are no further approaches from Afghan Families and currently there is only one in temporary accommodation as the second family were re-housed in the private sector.

The demand for accommodation continues to exceed supply, which creates difficulties in the re-housing of households with acute housing need including those living in expensive temporary accommodation.

However, notwithstanding the challenges of predicting demand upon the TA (Temporary Accommodation) budget there is also the need to be mindful of the effects to TA subsidy, HB (Housing Benefit) contributions and client contributions, which are all factors, which shape the service's predictions.


It remains the case that there has not been a significant increase in demand due to the end of the eviction ban, but there continues to be increased pressure in terms of homeless approaches due to domestic abuse following the Domestic Abuse Act.

### **Analysis of Housing and Temporary Accommodation Expenditure to January 2022**

<b>Housing</b>	<b>Total Budget 2021/22</b>	<b>Forecast Expenditure (Jan'22)</b>	<b>Forecast Variances (Jan'22)</b>	<b>Forecast Variances (Dec21)</b>	<b>Outturn Variances (March'21)</b>
	<b>£000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£000</b>
<b>Temporary Accommodation-Expenditure</b>	2,439	3,503	1,064	1,064	1,286

Temporary Accommodation-Client Contribution	(140)	(321)	(181)	(191)	(253)
Temporary Accommodation-Housing Benefit Income	(2,087)	(2,578)	(491)	(465)	(931)
Temporary Accommodation-Subsidy Shortfall	322	1,173	851	833	1,029
Temporary Accommodation-Grant	0	(1,031)	(1,031)	(985)	(851)
<b>Subtotal Temporary Accommodation</b>	<b>534</b>	<b>746</b>	<b>212</b>	<b>256</b>	<b>280</b>
Housing Other Budgets	2,799	2,858	59	72	209
<b>Total Controllable (Favourable)/Unfavourable Variance</b>	<b>3,333</b>	<b>3,604</b>	<b>271</b>	<b>328</b>	<b>489</b>

**Number of households in Temporary Accommodation as at January 2022**

Temporary Accommodation	Numbers In	Numbers Out	Net Movement	Previous Year
Mar'17	-	-	186	<b>Position as at March for previous financial years</b> 
Mar'18	16	16	165	
Mar'19	15	11	174	

<b>Mar'20</b>	<b>12</b>	<b>6</b>	<b>199</b>	<b>2020/21</b>
<b>Mar'21</b>	<b>11</b>	<b>7</b>	<b>197</b>	
			<b>2021/22</b>	
<b>Apr'21</b>	<b>12</b>	<b>10</b>	<b>199</b>	<b>196</b>
<b>May'21</b>	<b>16</b>	<b>17</b>	<b>198</b>	<b>204</b>
<b>June'21</b>	<b>9</b>	<b>16</b>	<b>191</b>	<b>213</b>
<b>July'21</b>	<b>24</b>	<b>8</b>	<b>207</b>	<b>212</b>
<b>Aug'21</b>	<b>12</b>	<b>12</b>	<b>207</b>	<b>210</b>
<b>Sept'21</b>	<b>19</b>	<b>9</b>	<b>217</b>	<b>211</b>
<b>Oct'21</b>	<b>14</b>	<b>16</b>	<b>215</b>	<b>214</b>
<b>Nov'21</b>	<b>13</b>	<b>12</b>	<b>216</b>	<b>208</b>
<b>Dec'21</b>	<b>13</b>	<b>10</b>	<b>219</b>	<b>200</b>
<b>Jan'22</b>	<b>13</b>	<b>9</b>	<b>223</b>	<b>195</b>

Total numbers in temporary accommodation (TA) as at January was 223 family units this is an increase of four since December. The above demonstrates that net numbers in temporary accommodation have increased steadily since April.

**Public Health –Breakeven positions**

The service is forecasting a breakeven position as at January 2022.

## **Potential Cost pressures**

The service continues to seek a resolution with NHS provider CLCH for both the children's contract (health visitors and school nurses) and for sexual health. However, the parties involved with the sexual health contract are soon expected to reach a position palatable to both parties.

## **Covid-19 Related Programmes**

The team, together with public protection, is leading on outbreak management and Covid-19 resilience, implementing the refreshed Local Outbreak Management Plan (LOMP), which includes provision of local contact tracing, support for community testing with Lateral Flow Tests (LFTS) and surge testing in cases of outbreaks and variants of concern.

The LOMP implementation costs are covered by Contain Outbreak Management Fund (COMF), or directly charged to DHSC (Department of Health & Social Care). The service expects the COMF to carry forward into 2022/23 in agreement with DHSC. A new grant for Community Vaccine Champions was received recently which needs to be spent by the end of July 2022. The PH grant allocation settlement only offers 2.8% increase, below inflation.

As we are moving from the 'acute Covid response' to 'living safely with Covid' phase of the pandemic, we are adapting the resilience arrangements accordingly. Work is under way to clarify roles between UK Health Security Agency (formerly LCRC), LA (Local Authority) and NHS, including surge capacity and legacy within the budgets available. Roll-over of COMF and the vaccine community champion funding will allow prudent tapering of services and some core capacity able to toggle between recovery and surge if required, while we are looking for long-term collaborative approaches with partners, including the NHS at local and ICS (Integrated Care System) level.

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## Corporate Items

The details comparing actual expenditure up to 31 January 2022 against budget are contained in Appendix 1. COVID-19 corporate expenditure is again shown on a separate line:-

Corporate Items	Current Budget 2021/22 £000s	Full Year Forecast (Jan.) £000s	Forecast Variance at year end (Jan.) £000s	Forecast Variance at year end (Dec.) £000s	Outturn Variance 2020/21 £000s
<b>Impact of Capital on revenue budget</b>	<b>11,157</b>	<b>11,012</b>	<b>(145)</b>	<b>(145)</b>	<b>(27)</b>
Investment Income	(387)	(495)	(108)	(80)	(141)
Pension Fund	86	86	0	0	2,646
Pay and Price Inflation	3,338	2,063	(1,275)	(525)	(250)
Contingencies and provisions	24,144	18,883	(5,261)	(4,761)	331
Income Items	(2,223)	(2,223)	0	0	7,413
Appropriations/Transfers	(6,852)	(1,380)	5,472	5,472	(7,848)
<b>Central Items</b>	<b>29,262</b>	<b>27,945</b>	<b>(1,317)</b>	<b>(39)</b>	<b>2,124</b>
Levies	959	959	0	0	0
Depreciation and Impairment	(25,593)	(25,593)	0	0	0
<b>TOTAL CORPORATE PROVISIONS</b>	<b>4,628</b>	<b>3,311</b>	<b>(1,317)</b>	<b>(39)</b>	<b>2,124</b>
COVID-19 Emergency expenditure	0	833	833	818	5,356
<b>TOTAL CORPORATE EXPENDITURE inc. COVID-19</b>	<b>4,628</b>	<b>4,144</b>	<b>(484)</b>	<b>779</b>	<b>7,480</b>

Based on expenditure to 31 January 2022, a favourable variance of £1.317m is forecast for corporate expenditure items. There has been a net improvement of £1.278m in the overall position since December due to:-

- An improvement change of £28,000 in the forecast for investment income mainly due to the recent increases in interest rates
- The corporate provision for redundancy costs is expected to have a favourable variance of £500,000 at year end
- The favourable variance for pay and price inflation is expected to increase by £0.750m as the budget provision for the national minimum wage will not be used.

In addition, it is expected that the budget for apprenticeships will have a favourable variance of £150,000 at year end and this amount has been appropriated to the Apprenticeships Reserve.

The accounting treatment of the loan to GLL referred to within the Environment and Regeneration section of this report is currently being reviewed and may result in a credit to the corporate covid-19 forecast depending upon the outcome of this review.

## 5 Capital Programme 2021-25

5.1 The Table below shows the movement in the 2021/25 corporate capital programme since the last monitoring report:

Depts	Current Budget 21/22	Variance	Revised Budget 21/22	Current Budget 22/23	Variance	Revised Budget 22/23	Original Budget 2023-24	Variance	Revised Budget 23/24	Original Budget 2024-25	Variance	Revised Budget 24/25
Corporate Services	7,890		<b>7,890</b>	9,072		<b>9,072</b>	5,245		<b>5,245</b>	13,071		<b>13,071</b>
Community & Housing	1,412		<b>1,412</b>	2,530		<b>2,530</b>	972		<b>972</b>	720		<b>720</b>
Children Schools & Families	7,310		<b>7,310</b>	5,629		<b>5,629</b>	1,900		<b>1,900</b>	1,900		<b>1,900</b>
Environment and Regeneration	15,203		<b>15,203</b>	14,357		<b>14,357</b>	7,918		<b>7,918</b>	7,324		<b>7,324</b>
<b>Total</b>	<b>31,815</b>	<b>0</b>	<b>31,815</b>	<b>31,588</b>	<b>0</b>	<b>31,588</b>	<b>16,035</b>	<b>0</b>	<b>16,035</b>	<b>23,016</b>	<b>0</b>	<b>23,016</b>

5.2 The table below summarises the position in respect of the 2021/22 Capital Programme as at January 2022. The detail is shown in Appendix 5a.

### Capital Budget Monitoring - January 2022

Department	Actuals	Budgeted Spend to Date	Variance to Date	Final Budget	Final Forecast 2021/22	Full Year Variance
Corporate Services	1,264,148	1,071,560	192,588	7,889,900	3,115,568	(4,774,332)
Community and Housing	1,008,121	959,864	48,257	1,412,160	1,412,160	(0)
Children Schools & Families	5,510,296	4,568,188	942,108	7,309,840	7,068,070	(241,770)
Environment and Regeneration	7,987,526	10,325,980	(2,338,454)	15,202,780	14,339,951	(862,829)
<b>Total</b>	<b>15,770,091</b>	<b>16,925,592</b>	<b>(1,155,501)</b>	<b>31,814,680</b>	<b>25,935,749</b>	<b>(5,878,931)</b>

a) Corporate Services – budget managers are projecting full spend on all budgets apart from:

- Civic Centre Car Parking - £60k will not be spent this financial year and will be requested to slip into 2022-23
- Works on other Buildings £15k, this is part of a block scheme so is not expected to slip into 2022-23
- Photovoltaics £8k expected to slip into 2022-23
- Within Business Systems; Public Protection and Planning (£341k), Ancillary Systems (£50k) and the Regulatory Systems Project (£29k) will not be progressed this financial year and are showing favourable variances
- Disaster Recovery £128k, this budget will be relinquished as the scheme will be complete by the end of the financial year.
- Planned Replacement Programme £4k will be slipped into 2022-23
- Westminster Coroner Court (£60k) scheme will be slipped into 2022-23
- Clarion CPO schemes (£4,079k), both of these schemes show no expected spend at outturn.

b) Community and Housing – There are no budget adjustments this month and all budget managers are projecting full spend.

c) Children, Schools and Families – After the adjustments in the table below officers are projecting £242k net slippage into 2022-23

		Budget 2021-22	Narrative
<b>Children, Schools and Families</b>			
West Wimbledon - Capital Maintenance	(1)	(21,000)	Virement reflecting projected outturn
Wimbledon Park - Capital Maintenance	(1)	15,000	Virement reflecting projected outturn
Malmesbury - Capital Maintenance	(1)	6,000	Virement reflecting projected outturn
<b>Total</b>		<b>0</b>	

(1) Requires Cabinet approval

The Melrose School expansion is a major scheme which is due to be completed by the end of February 2022, some two months later than expected. The contract is subject to a series of cost claims by the contractor which are being considered by the council's appointed project manager and quantity surveyor. It may be some time before a final account contract sum is agreed.

d) Environment and Regeneration – All budget managers are projecting full spend apart from:

- Officers are projecting a £30k drawdown from 2022-23 budget for Carparking Upgrades
- Officers are projecting a small underspend on Rapid Response Cameras, it is currently envisaged that this will be relinquished as it was funded from a virement from a block scheme
- Officers are projecting a £1k favourable variance on Alley Gating this will be relinquished
- Officers are projecting a £17k favourable variance on SLWP Waste Bins this will be slipped into 2022-23
- Officers are projecting a £20k favourable variance on the Street Cleanse Sub Depot Mitcham this will be slipped into 2022-23
- Officers are projecting a number of variances within Highways and Footways, if this cannot be contained within 2021-22 budget they will draw down against 2022-23 Budgets.
- Officers are projecting a £147k favourable variance on the Canons Parks for the People Scheme (split £141k within Mitcham Area Regeneration and £6k within Parks Investment).
- Rowan Park Community Facility a £150k favourable variance is projected as it not expected that any expenditure is likely to be incurred this financial year
- Crown Creative Knowledge Exch a £75k favourable variance as progression of the scheme has slipped
- Officers are projecting a £5k favourable variance on Borough Regeneration – Bramcote Parade Improvements
- Borough Regeneration – Vacant Premises Upgrade £5k is likely to be drawn down from 2022-23 budgets
- Carbon Offset Funding a £75k favourable variance as progression of the scheme has slipped
- Leisure Centres Equipment a £90k favourable variance due to delays on progression of the fire alarms and roof works projects

- Wimbledon Park Car Park Resurfacing a £40k favourable variance officers are compiling a business case to review whether or not to progress this scheme in 2022-23
- Parks Investments – Paddling Pools £135k will be slipped into 2023-24
- Parks Investment – Sports Drainage £150k requires specialist contractor so budget needs to be slipped into 2022-23

*Currently considering two further additional restriction grant funded schemes*

5.3 Appendix 5c shows the revised funding of the proposed budget for 2021/22

5.4 Appendix 5d provides a summary of the potential slippage into 2022-23 at year end

5.5 The table below summarises the movement in the Capital Programme for 2021/22 since its approval in March 2021 (£000s):

Depts.	Original Budget 21/22	Net Slippage 2021/22	Adjustments	New External Funding	New Internal Funding	Re-profiling	Revised Budget 21/22
Corporate Services	11,205	1,123	(707)	(722)	186	(3,195)	7,890
Community & Housing	1,132	135	(50)	262	12	(80)	1,412
Children Schools & Families	9,050	432	135	1,139	73	(3,519)	7,310
Environment and Regeneration	19,408	3,141	(718)	55	1,444	(8,127)	15,203
<b>Total</b>	<b>40,795</b>	<b>4,831</b>	<b>(1,339)</b>	<b>734</b>	<b>1,714</b>	<b>(14,921)</b>	<b>31,815</b>

5.6 The table below compares capital expenditure (£000s) to January 2022 to that in previous years':

Depts.	Spend To January 2019	Spend To January 2020	Spend to January 2021	Spend to January 2022	Variance 2018 to 2021	Variance 2019 to 2021	Variance 2020 to 2021
CS	4,308	4,062	1,491	1,264	(3,044)	(2,797)	(226)
C&H	707	690	373	1,008	301	318	635
CSF	5,272	7,223	1,335	5,510	238	(1,713)	4,175
E&R	11,858	6,128	7,289	7,988	(3,870)	1,860	699
<b>Total Capital</b>	<b>22,145</b>	<b>18,102</b>	<b>10,488</b>	<b>15,770</b>	<b>(6,375)</b>	<b>(2,332)</b>	<b>5,283</b>

Outturn £000s	31,424	26,960	15,123	
Budget £000s				31,815
Projected Spend January 2022 £000s				25,936
Percentage Spend to Budget				49.57%
% Spend to Outturn/Projection	70.47%	67.14%	69.35%	60.80%
Monthly Spend to Achieve Projected Outturn £000s				5,083

5.7 January is ten months of the way through the financial year and departments have spent just under 49.6% of the budget. Spend to date is higher than one of the last three previous financial years

Department	Spend To December 2021 £000s	Spend To January 2022 £000s	Increase £000s
CS	1,202	1,264	62
C&H	943	1,008	65
CSF	5,063	5,510	447
E&R	7,332	7,988	655
<b>Total Capital</b>	<b>14,541</b>	<b>15,770</b>	<b>1,230</b>

5.8 During January 2022 officers spent just over £1.2 million, to achieve year end spend officers would need to spend approximately £4.5 million each month to year end. Finance officers will continue to review in detail the projected outturn with budget managers. Based on previous years spend patterns the estimated outturn is expected to be between £21.7 to £24m with a most likely outturn of £22.2m

## 6 DELIVERY OF SAVINGS FOR 2021/22

### Progress on savings 2021/22

Department	Target Savings 2021/22	Projected Savings 2021/22	Period 10 Forecast Shortfall	Period Forecast Shortfall (P10)	2022/23 Expected Shortfall
	£000	£000	£000	%	£000
Corporate Services	1,322	1,090	232	17.5%	80
Children Schools and Families	1,460	410	1,050	71.9%	400
Community and Housing	2,541	1,517	1,024	40.3%	1,000
Environment and Regeneration	1,580	311	1,269	80.3%	750
<b>Total</b>	<b>6,903</b>	<b>3,328</b>	<b>3,575</b>	<b>51.8%</b>	<b>2,230</b>

Appendix 6 details the progress on unachieved savings from 2021/22 by department and the impact on the current year and next year, but there is no change from the shortfall reported last month.

Progress on savings 2020/21

Department	Target Savings 2020/21	Shortfall 2020/21	Projected Shortfall 2021/22 (January)	Projected Shortfall 2022/23 (January)
	£000	£000	£000	£000
Corporate Services	2,718	883	213	678
Children Schools and Families	2,969	664	500	0
Community and Housing	2,460	128	128	128
Environment and Regeneration	3,927	3,373	2,837	0
<b>Total</b>	<b>12,074</b>	<b>5,048</b>	<b>3,678</b>	<b>806</b>

Appendix 7 details the progress on unachieved savings from 2020/21 by department and the impact on the current year and next year, but there is no change from the shortfall reported last month.

**7. CONSULTATION UNDERTAKEN OR PROPOSED**

7.1 All relevant bodies have been consulted.

**8. TIMETABLE**

8.1 In accordance with current financial reporting timetables.

**9. FINANCIAL, RESOURCE AND PROPERTY IMPLICATIONS**

9.1 All relevant implications have been addressed in the report.

**10. LEGAL AND STATUTORY IMPLICATIONS**

10.1 All relevant implications have been addressed in the report.

**11. HUMAN RIGHTS, EQUALITIES AND COMMUNITY COHESION IMPLICATIONS**

11.1 Not applicable

**12. CRIME AND DISORDER IMPLICATIONS**

12.1 Not applicable

**13. RISK MANAGEMENT AND HEALTH AND SAFETY IMPLICATIONS**

13.1 The risk of part non-delivery of savings is already contained on the key strategic risk register and will be kept under review.

#### **14. APPENDICES – THE FOLLOWING DOCUMENTS ARE TO BE PUBLISHED WITH THIS REPORT AND FORM PART OF THE REPORT**

- Appendix 1- Detailed Corporate Items table
- Appendix 2 – Pay and Price Inflation
- Appendix 3 – Treasury Management: Outlook
- Appendix 5a – Current Capital Programme
- Appendix 5b - Detail of Virements
- Appendix 5c - Summary of Capital Programme Funding
- Appendix 5d - Potential Slippage from 2021-22 to 2022-23
- Appendix 6 – Progress on savings 2021/22
- Appendix 7 – Progress on savings 2020/21

#### **15. BACKGROUND PAPERS**

- 15.1 Budgetary Control files held in the Corporate Services department.

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**APPENDIX 1**

3E. Corporate Items	Original Budget 2021/22 £000s	Current Budget 2021/22 £000s	Year to Date Budget (Jan.) £000s	Year to Date Actual (Jan.) £000s	Full Year Forecast (Jan.) £000s	Forecast Variance at year end (Jan.) £000s	Forecast Variance at year end (Dec.) £000s	Outturn Variance 2020/21 £000s
Cost of Borrowing	11,157	11,157	9,298	4,663	11,012	(145)	(145)	(27)
<b>Impact of Capital on revenue budget</b>	<b>11,157</b>	<b>11,157</b>	<b>9,298</b>	<b>4,663</b>	<b>11,012</b>	<b>(145)</b>	<b>(145)</b>	<b>(27)</b>
<b>Investment Income</b>	<b>(387)</b>	<b>(387)</b>	<b>(323)</b>	<b>(354)</b>	<b>(495)</b>	<b>(108)</b>	<b>(80)</b>	<b>(141)</b>
<b>Pension Fund</b>	<b>86</b>	<b>86</b>	<b>72</b>	<b>0</b>	<b>86</b>	<b>0</b>	<b>0</b>	<b>2,646</b>
<b>Pay and Price Inflation</b>	<b>3,338</b>	<b>3,338</b>	<b>2,781</b>	<b>0</b>	<b>2,063</b>	<b>(1,275)</b>	<b>(525)</b>	<b>(250)</b>
Contingency	1,500	500	417	12	250	(250)	(250)	(365)
Bad Debt Provision	1,500	1,500	1,250	270	1,500	0	0	388
Loss of income arising from P3/P4	400	200	167	0	0	(200)	(200)	0
Loss of HB Admin grant	23	23	19	0	23	0	0	(23)
Apprenticeship Levy	450	300	250	225	300	0	0	(80)
Revenuisation and miscellaneous	8,005	7,544	6,286	378	2,733	(4,811)	(4,311)	411
Growth - Provision against DSG	14,078	14,078	11,732	0	14,078	0	0	0
<b>Contingencies and provisions</b>	<b>25,955</b>	<b>24,144</b>	<b>20,120</b>	<b>885</b>	<b>18,883</b>	<b>(5,261)</b>	<b>(4,761)</b>	<b>331</b>
Other income	0	0	0	(5)	0	0	0	7,413
CHAS IP/Dividend	(2,223)	(2,223)	(1,853)	(1,232)	(2,223)	0	0	0
<b>Income items</b>	<b>(2,223)</b>	<b>(2,223)</b>	<b>(1,853)</b>	<b>(1,237)</b>	<b>(2,223)</b>	<b>0</b>	<b>0</b>	<b>7,413</b>
Appropriations: CS Reserves	(1,656)	(1,156)	(963)	500	(1,156)	0	0	0
Appropriations: E&R Reserves	(50)	(337)	(281)	0	(337)	0	0	0
Appropriations: CSF Reserves	(303)	(200)	(166)	(200)	(200)	0	0	0
Appropriations: C&H Reserves	(104)	(104)	(87)	0	(104)	0	0	0
Appropriations: Public Health Reserves	(93)	(93)	(78)	0	(93)	0	0	0
Appropriations: Corporate Reserves	(5,472)	(4,962)	(4,135)	510	510	5,472	5,472	(7,848)
<b>Appropriations/Transfers</b>	<b>(7,678)</b>	<b>(6,852)</b>	<b>(5,710)</b>	<b>811</b>	<b>(1,380)</b>	<b>5,472</b>	<b>5,472</b>	<b>(7,848)</b>
<b>Depreciation and Impairment</b>	<b>(25,593)</b>	<b>(25,593)</b>	<b>0</b>	<b>0</b>	<b>(25,593)</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Central Items</b>	<b>4,654</b>	<b>3,669</b>	<b>24,385</b>	<b>4,768</b>	<b>2,352</b>	<b>(1,317)</b>	<b>(39)</b>	<b>2,124</b>
<b>Levies</b>	<b>959</b>	<b>959</b>	<b>799</b>	<b>959</b>	<b>959</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>TOTAL CORPORATE PROVISIONS</b>	<b>5,614</b>	<b>4,628</b>	<b>25,185</b>	<b>5,727</b>	<b>3,311</b>	<b>(1,317)</b>	<b>(39)</b>	<b>2,124</b>
<b>COVID-19 Emergency expenditure</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>680</b>	<b>833</b>	<b>833</b>	<b>818</b>	<b>5,356</b>
<b>TOTAL CORPORATE EXPENDITURE inc. COVID-19</b>	<b>5,614</b>	<b>4,628</b>	<b>25,185</b>	<b>6,407</b>	<b>4,144</b>	<b>(484)</b>	<b>779</b>	<b>7,480</b>



### Pay and Price Inflation as at January 2022

In 2021/22, the budget includes 1.5% for increases in pay and 1.5% for increases in general prices, with an additional amount which is held to assist services that may experience price increases greatly in excess of the inflation allowance provided when setting the budget. With CPI inflation currently at 5.5% and RPI at 7.8% and the Council's overall revenue budget under extreme pressure, this budget will be retained as cover and only released in exceptional circumstances.

#### Pay:

As previously advised, in February 2021, unions submitted a pay claim of 10% plus other requirements but on 14 May 2021 the National Employers made a pay offer of 1.5% to the NJC unions.

On 27 July 2021, the National Employers made a "final offer" as follows:

- With effect from 1 April 2021, an increase of 2.75 per cent on NJC pay point 1
- With effect from 1 April 2021, an increase of 1.75 per cent on all NJC pay points 2 and above
- Completion of the outstanding work of the joint Term-Time Only review group

The employers also considered non-pay elements of union proposals and hope joint discussions can begin on the basis of the following:-

- A national minimum agreement on homeworking policies for all councils

In response the unions UNISON, GMB and Unite are urging local government employers to rethink their revised pay offer of a 1.75% pay rise (with 2.75% for those on the bottom pay point) for 2021/22 by "awarding an increase that will properly and fairly reward council and school support staff". Unite are to ballot its 70,000 members on whether they should take industrial action, including the option to strike. The ballot will run from 1 September 2021 to 4 October 2021.

Unions have consulted their members and further information about future action is awaited.

With 1.5% provided for a pay award in 2021/22, if unions accept the 1.75% offer it will require additional budget of c.£0.225m in 2021/22 and future years. (a 1% increase costs c.£0.9m per year).

#### Prices:

The Consumer Prices Index (CPI) rose by 5.5% in the 12 months to January 2022, up from 5.4% in December 2021. On a monthly basis, CPI fell by 0.1% in January 2022, compared with a fall of 0.2% in January 2021. The largest upward contributions to the December 2021 12-month inflation rate came from housing and household services and transport, principally from motor fuels and second-hand cars. The largest upward contributions to the change in the 12-month inflation rate between December 2021 and January 2022 came from clothing and footwear, housing and household services, and furniture and household goods. These were partially offset by large downward contributions to change from restaurants and hotels, and transport.

The Consumer Prices Index including owner occupiers' housing costs (CPIH) rose by 4.9% in the 12 months to January 2022, up from 4.8% in the 12 months to December 2021. The largest upward contributions to the January 2022 CPIH 12-month inflation rate came from housing and household services and transport, principally from motor fuels and second-hand cars.

The RPI rate for January 2022 was 7.8%, which is up from 7.5% in December 2021.

### Outlook for inflation:

The Bank of England's Monetary Policy Committee (MPC) sets monetary policy to meet the 2% inflation target and in a way that helps to sustain growth and employment. Previously at a special meeting on 19 March 2020, the Monetary Policy Committee (MPC) unanimously voted to cut interest rates from 0.25% to 0.1% and to increase holdings of UK government and corporate bonds by £200bn in response to the COVID-19 crisis.

At its meeting ending on 2 February 2022, the MPC voted by a majority of 5-4 to increase Bank Rate by 0.25 percentage points, to 0.5%. Those members in the minority preferred to increase Bank Rate by 0.5 percentage points, to 0.75%.

The Committee voted unanimously for the Bank of England to begin to reduce the stock of UK government bond purchases, financed by the issuance of central bank reserves, by ceasing to reinvest maturing assets. The Committee also voted unanimously for the Bank of England to begin to reduce the stock of sterling non-financial investment-grade corporate bond purchases, financed by the issuance of central bank reserves, by ceasing to reinvest maturing assets and by a programme of corporate bond sales to be completed no earlier than towards the end of 2023 that should unwind fully the stock of corporate bond purchases.

The minutes of the next meeting of the MPC will be published on 17 March 2022.

The MPC state that "Twelve-month CPI inflation rose from 5.1% in November to 5.4% in December, almost 1 percentage point higher than expected at the time of the November Report. Inflation is expected to increase further in coming months, to close to 6% in February and March, before peaking at around 7¼% in April. This projected peak is around 2 percentage points higher than expected in the November Report. The projected overshoot of inflation relative to the 2% target mainly reflects global energy and tradable goods prices. The further rise in energy futures prices meant that Ofgem's utility price caps were expected to be substantially higher at the reset in April 2022. Core goods CPI inflation is also expected to rise further, due to the impact of global bottlenecks on tradable goods prices..."

In terms of the outlook going forward, however, the MPC believe that "upward pressures on CPI inflation are expected to dissipate over time, as global energy prices are assumed to remain constant after six months, and as global bottlenecks ease and tradable goods prices fall back a little. Underlying wage growth is also projected to ease from 2023, as the labour market loosens gradually and inflation declines. Conditioned on the rising market-implied path for Bank Rate and the MPC's current forecasting convention for future energy prices, CPI inflation is projected to fall back to a little above the 2% target in two years' time and to below the target by a greater margin in three years."

The latest inflation and unemployment forecasts for the UK economy, based on a summary of independent forecasts are set out in the following table:-

**Table: Forecasts for the UK Economy**

Source: HM Treasury - Forecasts for the UK Economy (February 2022)			
	Lowest %	Highest %	Average %
2022 (Quarter 4)			
CPI	1.6	6.9	4.3
RPI	3.5	8.8	5.9
LFS Unemployment Rate	3.3	4.7	4.1
2023 (Quarter 4)	Lowest %	Highest %	Average %
CPI	1.2	5.0	2.3
RPI	2.2	6.4	3.8
LFS Unemployment Rate	3.1	4.5	4.0

The Bank of England's Monetary Policy report for February 2022 includes the following economic projections for 2021-2024:-

Bank of England MPC Report - February 2022	2021	2022	2023	2024
	%	%	%	%
CPI	5.0	5.75	2.5	1.75
GDP	7.25	3.75	1.25	1.0
LFS Unemployment Rate	4.0	4.0	4.5	5.0

Independent medium-term projections for the calendar years 2022 to 2026 are summarised in the following table:-

Source: HM Treasury - Forecasts for the UK Economy (February 2022)					
	2022	2023	2024	2025	2026
	%	%	%	%	%
CPI	5.5	2.8	2.0	2.0	2.0
RPI	7.4	4.3	3.3	3.4	3.3
LFS Unemployment Rate	4.2	4.0	3.9	3.9	3.9

### Treasury Management: Outlook

The Bank's Monetary Policy Committee (MPC) sets monetary policy to keep inflation low and stable, which supports growth and jobs. Subject to maintaining price stability, the MPC is also required to support the Government's economic policy. The Government has set the MPC a target for the 12-month increase in the Consumer Prices Index of 2%.

The MPC currently uses two main monetary policy tools.

1. setting the interest rate that banks and building societies earn on deposits, or 'reserves', placed with the Bank of England — this is Bank Rate.
2. buying government and corporate bonds, financed by the issuance of central bank reserves — this is asset purchases or quantitative easing.

At its meeting ending on 2 February 2022, the MPC voted by a majority of 5-4 to increase Bank Rate by 0.25 percentage points, to 0.5%. The Monetary Policy Committee's (MPC's) core approach is summarised in the minutes as they note that "The MPC's remit is clear that the inflation target applies at all times, reflecting the primacy of price stability in the UK monetary policy framework. The framework also recognises that there will be occasions when inflation will depart from the target as a result of shocks and disturbances. In the recent unprecedented circumstances, the economy has been subject to very large and repeated shocks. In particular, should recent movements prove persistent, the sharp rises in prices of global energy and tradable goods of which the United Kingdom is a net importer will necessarily weigh on UK real aggregate income and spending. This is something monetary policy is unable to prevent. The role of monetary policy is to ensure that, as such a real economic adjustment occurs, it does so consistent with achieving the 2% inflation target sustainably in the medium term, while minimising undesirable volatility in output."

The MPC outlined the background behind the decision as "in the United Kingdom, market-implied expectations for the path of Bank Rate over the year ahead had risen, with market pricing consistent with an increase in Bank Rate of 0.25 percentage points, to 0.5%, at this MPC meeting. The February Monetary Policy Report was conditioned on a market-implied path for Bank Rate, based on the 15-working day average to 26 January, that rose to around 1½% by mid-2023. In the immediate run-up to the MPC's February meeting, the market-implied path for Bank Rate had reached around 1.7% by mid-2023. The results of the Bank of England's new Market Participants Survey, which would be published for the first time on the Friday following the release of these minutes, had painted a broadly similar picture of Bank Rate expectations: respondents had widely expected a 0.25 percentage point increase in Bank Rate at this meeting; a large majority expected Bank Rate to reach 1% within the next year; and respondents assessed that the balance of risks around this near-term path was skewed to the upside. Respondents expected reinvestments of the Bank's holdings of UK government bonds to cease after the anticipated Bank Rate increase at this meeting....The extent of any further tightening in monetary policy would depend on the medium-term prospects for inflation. The MPC judged that, if the economy developed broadly in line with the February Report central projections, some further modest tightening in monetary policy was likely to be appropriate in the coming months. The Committee continued to judge that there were two-sided risks around the medium-term inflation outlook, primarily from wage developments on the upside and from energy and global tradable goods prices on the downside. The Committee would update its assessment on the balance of the risks to medium-term inflation in light of the relevant data as they emerged. "

In the February 2022 Monetary Policy report the MPC has used the following projections implied by current data trends:-

	Projections (February 2022)			
	2022 Q.1	2023 Q.1	2024 Q.1	2025 Q.1
GDP	7.8	1.8	1.1	0.9
CPI Inflation	5.7	5.2	2.1	1.6
LFS Unemployment Rate	3.8	4.2	4.6	5.0
Excess Supply/Excess Demand	0.5	-0.25	-0.5	--1.0
Bank Rate	0.4	1.3	1.4	1.3

The conclusions that the MPC reach in the February 2022 Monetary Policy Report are supported by the following Key Judgements:--

Key judgement 1: higher global energy prices and supply chain constraints in the production of tradable goods hold back growth in world and UK activity and, together with strong demand for durable goods, push up on consumer price inflation over the next 18 months or so before their effects on growth and inflation dissipate.

Key judgement 2: demand growth in the UK slows over the forecast period, reflecting the impact of higher global energy and goods prices on UK real aggregate income and waning support from fiscal and monetary policy.

Key judgement 3: having increased rapidly over the past year, labour demand falls back, so unemployment rises somewhat and a degree of excess supply builds over the projection.

Key judgement 4: although underlying wage inflation picks up a little this year, and companies seek to rebuild their margins, domestic price pressures moderate sufficiently to return inflation close to the 2% target by the end of the projection.

**Capital Budget Monitoring – January 2022**

	Actuals	Budgeted Spend to Date	Variance to Date	Final Budget	Final Year Forecast 2021/22	Full Year Variance
<b>Capital</b>	<b>15,770,091</b>	<b>16,925,592</b>	<b>(1,155,501)</b>	<b>31,814,680</b>	<b>25,935,749</b>	<b>(5,878,931)</b>
<b>Corporate Services</b>	<b>1,264,148</b>	<b>1,071,560</b>	<b>192,588</b>	<b>7,889,900</b>	<b>3,115,568</b>	<b>(4,774,332)</b>
<b>Customer, Policy and Improvement</b>	<b>113,383</b>	<b>0</b>	<b>113,383</b>	<b>150,000</b>	<b>150,000</b>	<b>0</b>
Customer Contact Programme *	113,383	0	113,383	150,000	150,000	0
<b>Facilities Management Total</b>	<b>427,870</b>	<b>520,000</b>	<b>(92,130)</b>	<b>972,890</b>	<b>889,450</b>	<b>(83,440)</b>
Works to other buildings	387,551	520,000	(132,449)	740,000	724,546	(15,454)
Civic Centre	0	0	0	60,000	0	(60,000)
Invest to Save schemes	40,319	0	40,319	172,890	164,904	(7,986)
<b>Infrastructure &amp; Transactions</b>	<b>522,896</b>	<b>351,560</b>	<b>171,336</b>	<b>2,427,550</b>	<b>1,876,118</b>	<b>(551,432)</b>
Business Systems	209,401	130,640	78,761	900,670	481,320	(419,350)
Social Care IT System	51,130	0	51,130	47,770	47,770	0
Disaster recovery site	101	0	101	332,960	204,960	(128,000)
Planned Replacement Programme	262,264	220,920	41,344	1,146,150	1,142,068	(4,082)
<b>Corporate Items</b>	<b>200,000</b>	<b>200,000</b>	<b>0</b>	<b>4,339,460</b>	<b>200,000</b>	<b>(4,139,460)</b>
Acquisitions Budget	200,000	200,000	0	200,000	200,000	0
Westminster Coroners Court	0	0	0	60,000	0	(60,000)
Compulsory Purchase Orders	0	0	0	4,079,460	0	(4,079,460)
<b>Community and Housing</b>	<b>1,008,121</b>	<b>959,864</b>	<b>48,257</b>	<b>1,412,160</b>	<b>1,412,160</b>	<b>(0)</b>
<b>Housing</b>	<b>887,313</b>	<b>800,000</b>	<b>87,313</b>	<b>1,212,330</b>	<b>1,212,330</b>	<b>0</b>
Disabled Facilities Grant	887,313	800,000	87,313	1,212,330	1,212,330	0
<b>Libraries</b>	<b>120,807</b>	<b>159,864</b>	<b>(39,057)</b>	<b>199,830</b>	<b>199,830</b>	<b>0</b>
Major Library Projects	120,807	140,664	(19,857)	175,830	175,830	0
Libraries IT	0	19,200	(19,200)	24,000	24,000	0

\* It is envisaged that some of the costs of the technology partner will be funded from this budget

**Capital Budget Monitoring – January 2022**

	Actuals	Budgeted Spend to Date	Variance to Date	Final Budget	Final Year Forecast 2021/22	Full Year Variance
<b>Children Schools &amp; Families</b>	<b>5,510,296</b>	<b>4,568,188</b>	<b>942,108</b>	<b>7,309,840</b>	<b>7,068,070</b>	<b>(241,770)</b>
<b>Primary Schools</b>	<b>2,043,377</b>	<b>1,632,958</b>	<b>410,419</b>	<b>2,922,910</b>	<b>2,767,910</b>	<b>(155,000)</b>
Hollymount	50,226	50,000	226	60,000	60,000	0
West Wimbledon	304,516	170,000	134,516	339,000	335,000	(4,000)
Hatfeild	44,566	65,000	(20,434)	135,000	70,000	(65,000)
Hillcross	153,507	93,093	60,414	195,000	170,000	(25,000)
Joseph Hood	28,881	38,000	(9,119)	65,000	65,000	0
Dundonald	128,832	113,625	15,207	159,010	159,010	0
Merton Abbey	50,605	15,000	35,605	65,000	65,000	0
Merton Park	3,156	0	3,156	50,000	50,000	0
Pelham	39,550	20,000	19,550	55,000	55,000	0
Wimbledon Chase	88,981	97,340	(8,359)	181,000	185,000	4,000
Wimbledon Park	274,348	303,330	(28,982)	465,000	465,000	0
Abbotsbury	67,215	59,200	8,015	79,000	79,000	0
Malmesbury	96,261	78,000	18,261	114,000	114,000	0
Morden	(2,219)	0	(2,219)	0	0	0
Bond	27,900	7,000	20,900	38,000	38,000	0
Cranmer	20,986	18,000	2,986	64,000	64,000	0
Haslemere	8,264	0	8,264	80,000	15,000	(65,000)
Liberty	(487)	0	(487)	0	0	0
Links	122,941	120,000	2,941	145,000	145,000	0
St Marks	109,404	60,900	48,504	125,900	125,900	0
Lonesome	(1,875)	0	(1,875)	5,000	5,000	0
Sherwood	291,402	248,520	42,882	345,000	345,000	0
William Morris	136,416	75,950	60,466	158,000	158,000	0

**Capital Budget Monitoring – January 2022**

	<b>Actuals</b>	<b>Budgeted Spend to Date</b>	<b>Variance to Date</b>	<b>Final Budget</b>	<b>Final Year Forecast 2021/22</b>	<b>Full Year Variance</b>
<b>Secondary School</b>	<b>421,593</b>	<b>341,265</b>	<b>80,328</b>	<b>484,170</b>	<b>450,000</b>	<b>(34,170)</b>
Harris Academy Merton	0	25,628	(25,628)	34,170	0	(34,170)
Rutlish	27,408	12,295	15,113	40,000	40,000	0
Harris Academy Wimbledon	394,185	303,342	90,843	410,000	410,000	0
<b>SEN</b>	<b>2,745,857</b>	<b>2,350,083</b>	<b>395,774</b>	<b>3,506,310</b>	<b>3,491,310</b>	<b>(15,000)</b>
Perseid	259,393	245,425	13,968	369,130	369,130	0
Cricket Green	131,836	195,480	(63,644)	195,480	195,480	0
Melrose	2,303,411	1,777,878	525,533	2,590,000	2,590,000	0
Melrose Whatley Ave SEN	29,292	45,000	(15,708)	100,000	100,000	0
Unlocated SEN	16,303	10,000	6,303	20,000	5,000	(15,000)
Melbury College - Smart Centre	(1,857)	4,165	(6,022)	7,500	7,500	0
Medical PRU	0	52,500	(52,500)	200,000	200,000	0
Mainstream SEN (ARP)	7,480	19,635	(12,155)	24,200	24,200	0
<b>CSF Schemes</b>	<b>299,470</b>	<b>243,882</b>	<b>55,588</b>	<b>396,450</b>	<b>358,850</b>	<b>(37,600)</b>
Devolved Formula Capital	297,070	237,632	59,438	356,450	356,450	0
Children's Centres	0	6,250	(6,250)	20,000	0	(20,000)
Youth Provision	2,400	0	2,400	20,000	2,400	(17,600)



**Capital Budget Monitoring – January 2022**

	Actuals	Budgeted Spend to Date	Variance to Date	Final Budget	Final Year Forecast 2021/22	Full Year Variance
<b>Environment and Regeneration</b>	<b>7,987,526</b>	<b>10,325,980</b>	<b>(2,338,454)</b>	<b>15,202,780</b>	<b>14,489,951</b>	<b>(712,829)</b>
<b>Public Protection and Developm</b>	<b>282,182</b>	<b>502,804</b>	<b>(220,622)</b>	<b>882,110</b>	<b>910,537</b>	<b>28,427</b>
On Street Parking - P&D	143,876	361,000	(217,124)	530,000	530,000	0
Off Street Parking - P&D	84,011	33,294	50,717	120,000	150,000	30,000
CCTV Investment	45,974	108,510	(62,536)	222,110	220,537	(1,573)
Public Protection and Developm	8,320	0	8,320	10,000	10,000	0
<b>Street Scene &amp; Waste</b>	<b>180,373</b>	<b>548,790</b>	<b>(368,417)</b>	<b>747,000</b>	<b>708,754</b>	<b>(38,246)</b>
Fleet Vehicles	298,792	548,790	(249,998)	673,000	673,000	0
Alley Gating Scheme	754	0	754	2,000	754	(1,246)
Waste SLWP	(119,173)	0	(119,173)	72,000	35,000	(37,000)
<b>Sustainable Communities</b>	<b>7,524,971</b>	<b>9,274,386</b>	<b>(1,749,415)</b>	<b>13,573,670</b>	<b>12,870,660</b>	<b>(703,010)</b>
Street Trees	46,934	20,000	26,934	134,590	134,590	0
Raynes Park Area Roads	2,626	0	2,626	2,970	2,970	0
Highways & Footways	5,002,331	5,928,124	(925,793)	7,335,690	7,360,921	25,231
Cycle Route Improvements	125,774	126,762	(988)	217,650	217,650	0
Mitcham Area Regeneration	979,097	1,069,890	(90,793)	1,840,230	1,549,480	(290,750)
Wimbledon Area Regeneration	99,407	56,504	42,903	378,160	361,744	(16,416)
Morden Area Regeneration	0	45,000	(45,000)	75,000	0	(75,000)
Borough Regeneration	281,460	80,106	201,354	823,180	748,095	(75,085)
Morden Leisure Centre	15,846	0	15,846	15,850	15,850	0
Wimbledon Park Lake and Waters	270,528	942,368	(671,840)	1,177,960	1,177,960	0
Sports Facilities	132,569	326,220	(193,651)	410,470	320,000	(90,470)
Parks	568,398	679,412	(111,014)	1,161,920	831,400	(330,520)

**Virement, Re-profiling and New Funding - January 2022**

		2021/22 Budget	Virements	Funding Adjustments	Reprofiling	Revised 2021/22 Budget	Narrative
-		£	£	£	£	£	
<b>Children, Schools and Families</b>							
West Wimbledon - Capital Maintenance	(1)	360,000	(21,000)			339,000	Virement reflecting projected outturn
Wimbledon Park - Capital Maintenance	(1)	450,000	15,000			465,000	Virement reflecting projected outturn
Malmesbury - Capital Maintenance	(1)	108,000	6,000			114,000	Virement reflecting projected outturn
<b>Total</b>		<b>918,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>918,000</b>	

**(1) Requires Cabinet approval**

### Capital Programme Funding Summary 2021/22

	Funded from Merton's Resources	Funded by Grant & Capital Contributions	Total
	£000s	£000s	£000s
<b>Proposed December Monitoring</b>	16,988	14,827	31,815
<b>Proposed January Monitoring</b>	16,988	14,827	31,815

**Potential Slippage into 2022-23 from 2021-22**

Cost Centre	Project	Project	Forecast Year End Outturn Variance	Likely Slippage	Narrative
<b>Corporate Services</b>					
Works to other buildings	00001606	Boiler Replacement	(15,454)	15,450	Budget to be Slipped into 2022/23
Civic Centre	00001575	Civic Centre Cycle Parking	(60,000)	60,000	Budget to be Slipped into 2022/23
Invest to Save schemes	00000022	Photovoltaics & Energy Conserv	(7,986)	8,000	Budget to be Slipped into 2022/23
Business Systems	00000698	Planning & Public Protection Sys	(340,710)	340,710	Budget to be Slipped into 2022/23
Business Systems	00001376	Regulatory Systems	(28,640)	28,640	Budget to be Slipped into 2022/23
Business Systems	00001505	Ancillary System	(50,000)	50,000	Budget to be Slipped into 2022/23
Disaster Recovery	00000000	Disaster Recovery	(128,000)	0	Scheme Complete by Year End
Planned Replacement Programme	00000629	Planned Replacement Programme	(4,082)	4,080	Underspend will be Slipped into 2022/23
Westminster Coroners Court	00000000	Westminster Coroners Court	(60,000)	60,000	Budget to be Slipped into 2022/23
Compulsory Purchase Order	00001645	Clarion CPO	(4,079,460)	4,079,460	Budget to be Slipped into 2022/23
<b>Total Corporate Services</b>			<b>(4,774,332)</b>	<b>4,646,340</b>	
<b>Children, Schools and Families</b>					
West Wimbledon	00000880	Capital Maintenance	(4,000)	4,000	Delivery of Scheme Slipped into 2022/23
Hatfeild	00000880	Capital Maintenance	(65,000)	65,000	Delivery of Scheme Slipped into 2022/23
Hillcross	00000880	Capital Maintenance	(25,000)	25,000	Delivery of Scheme Slipped into 2022/23
Wimbledon Chase	00000880	Capital Maintenance	4,000	(4,000)	Draw Down of Budget in 2022/23
Haslemere	00000880	Capital Maintenance	(65,000)	65,000	Delivery of Scheme Slipped into 2022/23
Harris Merton	00000880	Capital Maintenance	(34,170)	34,170	Delivery of Scheme Slipped into 2022/23
Unallocated SEN	00000697	Further SEN Provision	(15,000)	15,000	Delivery of Scheme Slipped into 2022/23
Childrens Centres	00001633	Bond Rd Family Centre	(20,000)	20,000	Delivery of Scheme Slipped into 2022/23
Pollards Hill Digital Divide	00001643	Pollards Hill Digital Divide	(17,600)	17,600	Delivery of Scheme Slipped into 2022/23
<b>Total Children, Schools and Families</b>			<b>(241,770)</b>	<b>241,770</b>	
<b>Environment and Regeneration</b>					
On Street Parking P&D	00001579	Car Park Upgrades	30,000	(30,000)	Draw Down of Budget in 2022/23
CCTV Investment	00001709	Rapid Response Cameras	(1,573)	0	
Alley Gating	00000000	Alley Gating	(1,246)	0	Block Scheme no Slippage
Waste SLWP	00000075	Waste Bins	(17,000)	17,000	Budget to be Slipped into 2022/23
Waste SLWP	00000643	Street Cleanse Sub Depot Mitcham	(20,000)	20,000	Scheme to Start 2022/23
Highways and Footways	00000117	Traffic Schemes	31,812	0	To be offset by other underspends
Highways and Footways	00000144	Surface Water Drainage	(23,630)	0	Block Scheme no Slippage
Highways and Footways	00000634	Repairs to Footways	90,000	0	Block Scheme no Slippage
Highways and Footways	00000638	Maintain AntiSkid and Coloured	(72,950)	0	Block Scheme no Slippage
Mitcham Area Regeneration	00000689	Canons - Parks for People	(140,750)	0	Scheme will be Completed by Year End
Mitcham Area Regeneration	00001652	Rowan Pk Comm Fac Match Fund	(150,000)	150,000	Scheme is being Progressed
Wimbledon Area Regeneration	00001631	Deen City Farm	(16,416)	0	Part of Scheme not Completed
Morden Area Regeneration	00001650	Crown Creative Knowledge Exch	(75,000)	75,000	Progression of the scheme has slipped
Borough Regeneration	00001445	Bramcote Parade Improvements	(4,655)	0	Scheme is Complete
Borough Regeneration	00001513	Vacant Premises Upgrade	4,570	(4,570)	Draw Down of Budget in 2022/23
Borough Regeneration	00001716	Carbon Offset Funding	(75,000)	75,000	Progression of the scheme has slipped
Sports Facilities	00000640	Leisure Centre Plant & Machine	(90,470)	90,470	Roof Works and Fire Alarms Prjs Delayed
Parks Investment	00000689	Canons - Parks for People	(5,520)	0	Scheme will be Completed by Year End
Parks Investment	00001576	Wimb Pk Surface Car Park Op 2	(40,000)	0	Business Case Under Review
Parks Investment	00001577	Paddling Pool Option 1	(135,000)	135,000	Budget likely to be Slipped into 2023/24
Parks Investment	00001708	Sports Drainage	(150,000)	150,000	Requires specialist contractor
<b>Total Environment and Regeneration</b>			<b>(862,829)</b>	<b>677,900</b>	
<b>Total</b>			<b>(5,878,931)</b>	<b>5,566,010</b>	

**APPENDIX 6**

<b>Department</b>	<b>Target Savings 2021/22</b>	<b>Projected Savings 2021/22</b>	<b>Period 10 Forecast Shortfall</b>	<b>Period Forecast Shortfall (P10)</b>	<b>2022/23 Expected Shortfall</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>%</b>	<b>£000</b>
Corporate Services	1,322	1,090	232	17.5%	80
Children Schools and Families	1,460	410	1,050	71.9%	400
Community and Housing	2,541	1,517	1,024	40.3%	1,000
Environment and Regeneration	1,580	311	1,269	80.3%	750
<b>Total</b>	<b>6,903</b>	<b>3,328</b>	<b>3,575</b>	<b>51.8%</b>	<b>2,230</b>

DEPARTMENT: ENVIRONMENT & REGENERATION SAVINGS PROGRESS: 2021-22

Ref	Description of Saving	2021/22 Savings Required £000	2021/22 Savings Achieved £000	Shortfall	RAG	2022/23 Savings Expected £000	2022/23 Expected Shortfall £000	2022/23 RAG	Responsible Officer	Comments	R /A Included in Forecast Over/Unders pend? Y/N
<b>SUSTAINABLE COMMUNITIES</b>											
ENV2021-01	Future Merton: Street works team income (increase in income)	100	100	0	G	100	0	G	James McGinlay		
ENV1920-06	Future Merton: Highways advertising income through re-procurement of the advertising contract for the public highway.	70	0	70	R	70	0	G	James McGinlay	Covid-19 estimated to impact on saving. Should be achieved from 2022/23.	Y
ENV2021-10	D&BC: Savings as a result of the 'Assure' M3 upgrade . Reduce BC/DC admin by 1 FTE	15	15	0	A	15	0	G	James McGinlay	Staff issue with the admin manager being off sick has delayed progress.	Y
ENV2021-02	D&BC: Increase PPA's income (increased income) through a dedicated Majors team	80	0	80	R	80	0	G	James McGinlay	Staff issue with the admin manager being off sick has delayed progress.	Y
ENV2021-05	D&BC: Reduction in various minor budget spends	12	12	0	G	12	0	G	James McGinlay		
<b>PUBLIC PROTECTION</b>											
ENV1819 - 04	Parking: Reduction in the number of pay & display machines required.	26	26	0	G	26	0	G	Cathryn James	Please refer to Item ENV 2021-04 below where the modernisation project is due to be rolled out in October 2021 and will deliver the reduction targets.	
ENV1920-01	Parking: Application to change Merton's PCN charge band from band B to band A. To effect this a full business case will need to be presented to Full Council. Following this, an application will be made to the London Councils Transport, and Environment Committee. Depending on the outcome at the Committee, the Mayor will also be required to ratify the application and the Secretary of State has final sign off. This 'saving' reflects the impact on estimated revenue until motorist compliance takes full effect .The objective is to reduce non-compliance but if the band change is implemented it is likely that there will be a short term increase in revenue.  The purpose of PCN parking charges is to dissuade motorists from breaking parking restrictions and charges must be proportionate. The income from charges must only be used in accordance with the Road Traffic Regulation Act 1984. These purposes are contained within the Council's traffic management and other policy objectives.	340	56	284	R	340	0	G	Cathryn James	Following the consultation process and approval by Merton, approved is required by the following: London Councils, GLA, Mayor for London and Secretary of State. Applications are now with Secretary of state for final sign off. Possible implementation date Q4 2022.  Process was delayed due to London Mayoral Election, officers working with GLA to progress the application. Additional questions raised by GLA have now been responded to and approved. Estimated operational date Feb 2022 resulting in 2 months (£56k) pro rata of this saving being achieved. to be sent by GLA to Mayor for London.  Band A charges were introduced on the 1st February 2022. The impact of the increased charge will be monitored.	Y
ENV2021-04	Parking: EBC - potentially commencing in 2nd half of 2021/22. Assumes a 10% reduction in 2023/24, and a further 10% in 2024/25.	750	0	750	R	0	750	R	Cathryn James	EBC no longer going ahead - saving to be removed from next financial year. In th current year this has been met from the corporate contingency.	Y
ENV2021-08	Parking: Activity to improve On Street parking compliance.	100	50	50	R	100	0	A	Cathryn James	Due to COVID and current on street activity this saving has not been met in Q1-3 2021. Operational consideration now being worked through for implementation in Q4. Possible Risk £50k will be achieved next year rather than this financial year.  Additional on street activity commenced in January and a minimum £50k saving will be achieved in 2021/22.	Y

DEPARTMENT: ENVIRONMENT & REGENERATION SAVINGS PROGRESS: 2021-22

Ref	Description of Saving	2021/22 Savings Required £000	2021/22 Savings Achieved £000	Shortfall	RAG	2022/23 Savings Expected £000	2022/23 Expected Shortfall £000	2022/23 RAG	Responsible Officer	Comments	R /A Included in Forecast Over/Unders pend? Y/N
ENV2021-06	Service restructure across Safer Merton and CCTV	35	0	35	R	35	0	A	Cathryn James	Cost pressures within the CCTV budget present a challenge to meeting this savings target. The CCTV upgrade programme will reduce the CCTV revenue costs (e.g. the upgrades to the network will lower data transmission costs), therefore the delivery of these savings is contingent on the timely implantation of the upgrade programme.	Y
<b>PUBLIC SPACE</b>											
ENV2021-09	Zero tolerance approach to littering and environmental offences leading to increase in the intensification of patrols and subsequent fix penalty notices being issued.	52	52	0	G	52	0	G	John Bosley		
<b>Total Environment and Regeneration Savings 2021/22</b>		<b>1,580</b>	<b>311</b>	<b>1,269</b>		<b>830</b>	<b>750</b>				

## DEPARTMENT: CORPORATE SERVICES SAVINGS PROGRESS 2021/22

Ref	Description of Saving	2021/22 Savings Required £000	2021/22 Savings Forecast £000	Shortfall	RAG	2022/23 Savings Expected £000	2022/23 Expected Shortfall £000	22/23 RAG	Responsible Officer	Comments	R /A Included in Forecast Over/Under spend? Y/N
<b>Customers, Policy &amp; Improvement</b>											
2019-20 CS28	cash collection reduction	19	19	0	G	19	0	G	Sean Cunniffe		
2021-22 CS01	Cash collection contract	23	23	0	G	23	0	G	Sean Cunniffe		
2021-22 CS05	Contract savings and IT procurement	200	200	0	G	200	0	G	CPI AD		
2021-22 CS15	Delete a post from Customer Contact	32	32	0	G	32	0	G	Sean Cunniffe		
<b>Resources</b>											
2018-19 CS07	Retender of insurance contract	25	0	25	R	0	25	A	Nemashe Sivayogan	Expected saving to be reviewed following six schools leaving the insurance SLA, new contract has delivered cost savings but there is shortfall against the budgeted saving due to original pressures in the budget	Y
2018-19 CS08	Increase in income from Enforcement Service	15	0	15	R	0	15	R	David Keppler	Not achievable in year due to covid	Y
2021-22 CS11	Review of shared Bailiff service with Sutton	40	0	40	R	0	40	R	David Keppler	Team structure reduced but saving not achievable in year due to covid impacting income levels	Y
2021-22 CS12	Miscellaneous savings within Resources (eg. Consultancy)	69	69	0	G	35	0	G	Resources Senior Management	Includes a one off saving of £34k, saving target reduces to £35k from 2022/23 onwards	
<b>Corporate Governance</b>											
2021-22 CS04	Establish income grant budget for transparency agenda	13	13	0	A	13	0	A	Paul Phelan	Grant income expected but not yet confirmed by central govt.	N
2021-22 CS07	Remove previous inflation built in to reduce Overall Members' Allowances Budget	11	9	2	A	11	0	G	Andrew Robertson	Currently forecasting saving shortfall of 2K	Y
2021-22 CS08	reduced running costs due to canvass reform	10	10	0	G	10	0	G	Andrew Robertson	Currently on track even with decision to send household notification letters in early 2022.	
2021-22 CS09	legal services - reduce affiliation, counsel and land registry fees	40	40	0	G	40	0	G	Paul Phelan		
2021-22 CS10	reduce AD budget running costs	6	6	0	G	6	0	G	Louise Round		
2021-22 CS14	Local Land Charges - amend income budget for service to reflect net cost recovery	90	90	0	G	90	0	G	Paul Phelan		
<b>Human Resources</b>											
2019-20 CS26	Review of contract arrangements	120	0	120	R	120	0	G	Liz Hammond	The iTrent contract renewal did not proceed to an early exit as previously expected and the savings will now not start until 22/23.	Y
<b>Infrastructure &amp; Technology</b>											
2019-20 CS21	Implement phase 2 of the Flexible Working Programme to generate additional vacant floor space and generate income from commercial lease arrangements.	90	90	0	G	90	0	G	Edwin O'Donnell		
2019-20 CS23	Implement a means assessed charging scheme for appointeeships undertaken by the CFA team.	30	0	30	R	30	0	A	Tina Dullaway	Charging scheme yet to be agreed and implemented	Y
2021-22 CS06	Facilities Management - Reduction in various running costs.	75	75	0	G	75	0	G	Various I&T managers		
<b>Corporate</b>											
2019-20 CS12	Increase in Empty Homes Premium for long term empty properties	16	16	0	G	16	0	G	David Keppler		
2021-22 CS02	Corporately funded items (eg. Supplies and services)	75	75	0	G	75	0	G	Senior Management		
2021-22 CS03	Realignment of Pension Added years budget	63	63	0	G	63	0	G	Senior Management		
2021-22 CS13	CHAS Dividend	260	260	0	G	260	0	G	Senior Management		
<b>Total CS Savings for 2021/22</b>		<b>1322</b>	<b>1090</b>	<b>232</b>		<b>1208</b>	<b>80</b>	<b>0</b>			



Updated January'22											APPENDIX 6
DEPARTMENT: COMMUNITY & HOUSING SAVINGS PROGRESS 2021/22											
Ref	Description of Saving	2021/22 Savings Required £000	2021/22 Savings Expected £000	Shortfall	RAG	2022/23 Savings Expected £000	2022/23 Expected Shortfall £000	22/23RAG	Responsible Officer	Comments	R /A Included in Forecast Over/Unders pend? Y/N
<b>Adult Social Care</b>											
CH93	LD Offer- Proposal to review the LD offer to adults with learning disabilities	500	500	0	G	500	0	G	Gill Moore	The programme is underway and additional resources are being put in place to ensure delivery	
CH94	Integration- Merton Health & Care Together Partnership Programme	500	0	500	R	0	500	R	Phil Howell	Changes in the health landscape make savings through integrated working more difficult to deliver at this time. This will be kept under review as the new ICS arrangements emerge	
CH95	Public Health	500	100	400	R	0	500	R	Dagmar Zeuner	the impact of COVID and provider issues make this undeliverable at this time.	
CH96	Home care monitoring	110	110	0	G	110	0	G	Keith Burns	Project to broaden number of providers using ECM solution is in progress.	
CH98	Transport	200	200	0	A	200	0	G	Phil Howell	The transport review has been delayed by COVID but this is offset in year by reduced concessionary fares costs (one off)	
CH99	Promoting Independence	500	500	0	G	500	0	G	Phil Howell		
CH102	Dementia Hub Recommissioning	55	55	0	G	55	0	G	Richard Ellis	The savings has been delivered for 2021/22 by achievement of additional contribution from health	
CH103	HRS Decommissioning Floating Support	176	52	124	A	176	0	G	Steve Langley	The work was delayed by COVID but is now on track to be delivered by end Dec 2021 with fye 2022/23	
<b>Subtotal Adult Social Care</b>		<b>2,541</b>	<b>1,517</b>	<b>1,024</b>		<b>0</b>	<b>1,541</b>	<b>1,000</b>			
<b>Total C &amp; H Savings for 2021/22</b>		<b>2,541</b>	<b>1,517</b>	<b>1,024</b>			<b>1,541</b>	<b>1,000</b>			

## DEPARTMENT: CHILDREN, SCHOOLS AND FAMILIES - PROGRESS ON SAVINGS 21-22

Ref	Description of Saving	2021/22 Savings Required £000	2021/22 Savings Expected £000	Shortfall	21/22 RAG	2022/23 Savings Expected £000	2022/23 Expected Shortfall £000	22/23 RAG	Responsible Officer	Comments	R /A Included in Forecast Over/Underspend? Y/N
CSF2019-12	Review of public health commissioned services	400	0	400	R	0	400	R	Sue Myers	This saving is unachievable as it is related to a saving in Public Health related to recommissioning integrated service that didn't occur	
CSF2019-16	National Minimum rate for Fostering/Guardianship/Adoption	20	20	0	G	20	0	G	Sue Myers	Review in progress	
CSF2019-17	Increased use of in-house foster care	40	40	0	G	40	0	G	Sue Myers	Review in progress	
CSF2019-18	Review and reshape shortbreaks provision	200	0	200	R	200	0	G	Elizabeth Fitzpatrick	Shortbreaks review was delayed by Covid and the saving is therefore also delayed	
CSF2019-19	SEND travel assistance	150	150	0	G	150	0	G	Elizabeth Fitzpatrick	Review in progress	
2021-22 CSF01	Education & Early Help -Reduction made in provision for PFI Unitary Charges	450	0	450	R	450	0	G	Elizabeth Fitzpatrick	Finance review of the PFI Unitary charge model needed	
2021-22 CSF03	CSF - Ongoing underspend	200	200	0	A	200	0	G	Sue Myers/Elizabeth Fitzpatrick	Currently CSF forecasting overspend so this saving is at risk	
	<b>Total Children, Schools and Families Department Savings for 2021/22</b>	<b>1,460</b>	<b>410</b>	<b>1,050</b>	<b>0</b>	<b>1,060</b>	<b>400</b>	<b>0</b>			

**APPENDIX 7**

<b>Department</b>	<b>Target Savings 2020/21</b>	<b>Shortfall 2020/21</b>	<b>Projected Shortfall 2021/22 (January)</b>	<b>Projected Shortfall 2022/23 (January)</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
Corporate Services	2,718	883	213	678
Children Schools and Families	2,969	664	500	0
Community and Housing	2,460	128	128	128
Environment and Regeneration	3,927	3,373	2,837	0
<b>Total</b>	<b>12,074</b>	<b>5,048</b>	<b>3,678</b>	<b>806</b>

DEPARTMENT: ENVIRONMENT & REGENERATION SAVINGS PROGRESS: 2020-21

Ref	Description of Saving	2020/21 Savings Required £000	2020/21 Savings Achieved £000	Shortfall	RAG	2021/22 Savings Expected £000	2021/22 Expected Shortfall £000	2021/22 RAG	2022/23 Savings Expected £000	2022/23 Expected Shortfall £000	22/23 RAG	Responsible Officer	Comments	R / A Included in Forecast Over/Unders pend? Y/N
ENV1920-06	Future Merton. Highways advertising income through re-procurement of the advertising contract for the public highway.	40	0	40	R	0	40	R	40	0	G	James McGinlay	Covid-19 estimated to impact on saving. Should be achieved from 2022/23.	Y
ENV1819-03	Parking: The objective of the proposal is to support the delivery of key strategic council priorities including public health, air quality and sustainable transportation, in addition to managing parking, kerbside demand and congestion. Whilst implementation of the proposals will have the incidental effect of generating additional revenue, it is difficult to assess the level of change in customer behaviour and any subsequent financial impact arising from the changes. This will be monitored after implementation and any resulting impacts will be considered during the future years' budget planning cycles. <b>The above will be subject to the outcome of the consultation process in 2019.</b>	1,900	0	1,900	R	0	1900	R	1900	0	A	Cathryn James	<p>PARKING PERMITS: The new charges were implemented on 14th January 2020. Early analysis shows a reduction in sales of Permits, including scratch cards, and a greater number of 6 month permits being sold than 12 month permits against historic trends, which is even more evident in the case of diesel cars permits. Unfortunately Covid 19 began only approximately 2 months after the introduction of the new charges, resulting in a significant change in Permit sales, which has made projections very difficult. Permit sales for 20/21 were estimated to be down by approx. 10% overall for the calendar year 2020. Due to the reasons above this saving will not be fully met in 2020/21. Lockdown continued in quarter 1 of 2021/22 and activity will continue to be monitored and reviewed.</p> <p>ON STREET PARKING CHARGES - PAY &amp; DISPLAY: Following the introduction of On Street charges, data showed expected income was being achieved, but off street showed a slight under recovery on estimated. Unfortunately, Covid 19 began only approximately 2 months after the introduction of the new charges, resulting in a reduction in parking activity, which makes analysis against budget projection very difficult. For the period June through to October 20/21 data showed off street activity at 50% of pre covid and on street at 80%. Lockdown 2 (Nov 2020) resulted in a reduction in 'on and off street' parking activity. Lockdown 3 had a further significant detrimental effect in 'on and off street parking' activity. Covid / lockdown and associated change in social behaviour during the last quarter 2020/21 continued to have a direct effect on service activity and resulted in the saving not being met. This saving will continue to be reviewed and monitored on a monthly basis but lockdown during the first quarter in 2021/22 continues to affect income levels. As at October 2021 savings continue to be monitored but lockdown and change in driver behaviour continues to result in this saving not being achieved.</p> <p><b>Monitoring shows that on street P&amp;D activity in Q3 has recovered to approx 90% of the pre covid period and car park activity at approx 60% of pre covid. Residential permit sales are slightly reduced from pre covid, and are stable, but a reduction in diesel sales continues. Visitor permits and annual visitor permits have continued to vary greatly dependent on working from home and lock down guidance. This saving will not be fully met in 2021/22.</b></p>	Y
ENV1819 - 04	Parking: Reduction in the number of pay & display machines required.	13	0	13	R	13	0	G	13	0	G	Cathryn James	Expected to be achieved in 2021/22.	
ENV1920-01	<p>Parking: Application to change Merton's PCN charge band from band B to band A. To effect this a full business case will need to be presented to Full Council. Following this, an application will be made to the London Councils Transport, and Environment Committee. Depending on the outcome of the Committee, the Mayor will also be required to ratify the application and the Secretary of State has final sign off. This 'saving' reflects the impact on estimated revenue until motorist compliance takes full effect. The objective is to reduce non-compliance but if the band change is implemented it is likely that there will be a short term increase in revenue.</p> <p>The purpose of PCN parking charges is to dissuade motorists from breaking parking restrictions and charges must be proportionate. The income from charges must only be used in accordance with the Road Traffic Regulation Act 1984. These purposes are contained within the Council's traffic management and other policy objectives.</p>	340	0	340	R	340	0	A	340	0	G	Cathryn James	<p>Following the consultation process and approval by Merton, the proposal was put before London Council, GLA, Mayor for London and Secretary of State to approve.</p> <p>Process was delayed due to London Mayoral Election, officers are working with GLA to progress the application. GLA now approved application and Sec of State has 3 weeks to comment. Earliest implementation will be in January 2022.</p> <p><b>Band A charges were introduced on the 1st February 2022. The impact of the increased charge will be monitored.</b></p>	N
ENV1920-02	<p>Parking: Compliance rates for ANPR Moving Traffic Offences have not decreased significantly or as estimated since the implementation of the ANPR cameras and as a consequence the PCN revenue remains above original estimations. This 'saving' recognises revenue currently being received by the Council rather than any estimated increase.</p> <p>The purpose of PCN parking charges is to dissuade motorists from breaking parking restrictions and charges must be proportionate. The income from charges must only be used in accordance with the Road Traffic Regulation Act 1984. These purposes are contained within the Council's traffic management and other policy objectives.</p>	300	0	300	R	0	300	R	300	0	A	Cathryn James	<p>Since mid-March 2020 there has been an unprecedented reduction in traffic on our roads. This has resulted in the number of PCNs being issued by ANPR to drop to less than 10% of normal activity for April/May 2020. Although numbers started increasing through June to September, due to this change in activity as a result of Covid 19, this saving projection will not be met in 2020/21, and the longer term impact continues to be analysed. The November 2020 lockdown had limited effect on driver habits. It is however expected that this saving will not be met. Tier 4 and Lockdown 3 will result in less 'on street' activity. It is therefore estimated that there will be a greater shortfall in achieving this saving this year. Current traffic movements remain affected with less ANPR activity.</p> <p><b>Q4 2021/22 continues to show less street ANPR activity than pre covid. This saving will not be met in 2021/22.</b></p>	Y
ALT1920-02	Parking: The use of ANPR to enforce moving traffic contraventions has been operational since July 2016. The number of cameras has increased and the locations varied over this period and the number of PCNs remains above initial estimates.	337	0	337	R	0	337	R	337	0	A	Cathryn James	<p>Since mid-March 2020 there has been an unprecedented reduction in traffic on our roads. This has resulted in the number of PCNs being issued by ANPR to drop to less than 10% of normal activity for April/May 2020. Although numbers started increasing through June to September, due to this change in activity as a result of Covid 19, this saving projection will not be met in 2020/21, and the longer term impact continues to be analysed. The November 2020 lockdown had limited effect on driver habits. It is however expected that this saving will not be met. Tier 4 and Lockdown 3 will result in less 'on street' activity. It is therefore estimated that there will be a greater shortfall in achieving this saving this year. Lockdown continues in Q1 2021/22 and on street activity remains lower than normal. Saving for 2020/21 is unlikely to be met on current trends. Current traffic movements remain affected with less ANPR activity.</p> <p><b>Q4 2021/22 continues to show less street ANPR activity than pre covid. This saving will not be met in 2021/22.</b></p>	Y

ENV1920-04	Waste: The service change in October 2018 has had a significant impact on waste arisings and recycling levels. Residual waste volume has reduced by c12% whilst recycling levels have increased from c34% to c45%. Whilst we have already built £250k into the MTFs we believe that this can be added to.	250	0	250	R	0	250	R	250	0	A	John Bosley	The service maintained a high recycling rate in 2020 /21 which has been maintained this year. We have recycled C 42% of all domestic waste which has been achieved through a 49% increase in Food waste along with a 10% increase in Garden waste. As such this budget is now under pressure as this is new waste being managed by the services following the National impact of COVID 19 and residents working from home. We have not seen an equal reduction in the general waste stream which would historically off set these cost and generate significant savings to the services. With the national increase in the level of recycling being generated processing facilities are becoming stricter with regards to the quality of the material being accepted, resulting in areas of non compliance being rejected. CONFIDENTIAL The current national shortage of drivers impacting the collection schedule, the service has been required to combine rounds and co collect waste streams. This is being monitored through our BCP and the financial impact amended through our budget forecasting.	Y
ALT1920-03	Leisure: Increased income from Leisure Centres Management Contract	10	0	10	R	0	10	R	10	0	G	John Bosley	This amount is already included in the income target for this year and going forward, but with Covid 19 changing the uses of leisure centres this will not be achieved this year	Y
ALT1920-04	Waste Services: Increase level of Environmental Enforcement activities of both internal team & service provider - ensuring the operational service is cost neutral	150	31	119	R	150	0	G	150	0	G	John Bosley	The commissioning and procurement of a new enforcement contract along with the wider Public Space restructure is scheduled for late 21/22 and we hope to implement this in the new year subject to any continuity plans which may take presedent over these two work streams.	
ALT1920-07	Greenspaces: Realign budgets to better reflect current levels of income from outdoor events.	64	0	64	R	64	0	G	64	0	G	John Bosley		
<b>Total Environment and Regeneration Savings 2018/19</b>		<b>3,404</b>	<b>31</b>	<b>3,373</b>		<b>567</b>	<b>2,837</b>		<b>3,404</b>	<b>0</b>				

January'22													APPENDIX 7	
DEPARTMENT: COMMUNITY & HOUSING SAVINGS PROGRESS 2020/21														
Ref	Description of Saving	2020/21 Savings Required £000	2020/21 Savings Achieved £000	Shortfall	RAG	2021/22 Savings Expected £000	2021/22 Expected Shortfall £000	21/22 RAG	2022/23 Savings Expected £000	2022/23 Expected Shortfall £000	22/23 RAG	Responsible Officer	Comments	R /A Included in Forecast Over/Under spend? Y/N
	<b>Adult Social Care</b>													
CH76	OPMH Staffing	100	0	100	R	0	100	R	0	100	R	John Morgan	We need to review the demand for MH services with the trust due to C19. Further work is required to establish the necessary resourcing	
CH87	Mascot Income	100	72	28	R	72	28	R	72	28	R	Andy Ottaway-Searle	MASCOT income has fallen due to cancelled services	
	<b>Subtotal Adult Social Care</b>	<b>200</b>	<b>72</b>	<b>128</b>		<b>72</b>	<b>128</b>		<b>72</b>	<b>128</b>				
	<b>Total C &amp; H Savings for 2020/21</b>	<b>200</b>	<b>72</b>	<b>128</b>		<b>72</b>	<b>128</b>		<b>72</b>	<b>128</b>				

## DEPARTMENT: CORPORATE SERVICES SAVINGS PROGRESS 2020/21

Ref	Description of Saving	2020/21 Savings Required £000	2020/21 Savings Achieved £000	Shortfall	RAG	2021/22 Savings Expected £000	2021/22 Expected Shortfall £000	21/22 RAG	2022/23 Savings Expected £000	2022/23 Expected Shortfall £000	22/23 RAG	Responsible Officer	Comments	R / A Included in Outturn Over/Under spend? Y/N
<b>Customers, Policy &amp; Improvement</b>														
2019-20 CS02	Charge for Blue Badges	15	0	15	R	15	0	A	15	0	A	Sean Cunniffe	Looking to have an outsourced solution that can incorporate charges for BB's	Y
2018-19 CS07	Retender of insurance contract	50	0	50	R	7	43	A	7	43	A	Nemashe Sivayogan	Expected saving to be reviewed following six schools leaving the insurance SLA, new contract has delivered cost savings but there is shortfall against the budgeted saving due to original pressures in the budget	Y
2018-19 CS08	Increase in income from Enforcement Service	20	0	20	R			N/A	0	20	R	David Keppler	Not achievable in light of covid-19 circumstances. Saving removed from 2021/22 and deferred to 2022/23 per December 2020 Cabinet report	Y
<b>Corporate Governance</b>														
2018-19 CS12	SLLp - reduction in legal demand	50	0	50	R	0	50	R	0	50	R	Louise Round	Saving being removed from 22/23 subject to Council approval of MTFs in March 2022	Y
2019-20 CS14	impose criminal litigation cap at 20k	20	0	20	R	0	20	R	0	20	R	Louise Round	Saving being removed from 22/23 subject to Council approval of MTFs in March 2022	Y
2019-20 CS15	reduce civil litigation legal support by 50%	45	0	45	R	0	45	R	0	45	R	Louise Round	Saving being removed from 22/23 subject to Council approval of MTFs in March 2022	Y
<b>Infrastructure &amp; Technology</b>														
2019-20 CS22	Reduction in the frequency of the cleaning within the corporate buildings	25	0	25	R	0	25	A	25	0	G	Edwin O'Donnell	Not achievable in light of covid-19 circumstances	Y
2020-21 CS9	Reduction in the frequency of the cleaning within the Councils corporate buildings.	30	0	30	R	0	30	A	30	0	G	Edwin O'Donnell	Not achievable in light of covid-19 circumstances	Y
<b>Corporate</b>														
2019-20 CS13	Improved collection of HB overpayments and reduce Bad Debt Provision	500	0	500	R			N/A	0	500	R	David Keppler	Saving being removed from 22/23 subject to Council approval of MTFs in March 2022	Y
<b>Total CS Savings for 2020/21</b>		<b>755</b>	<b>0</b>	<b>755</b>		<b>22</b>	<b>213</b>	<b>0</b>	<b>77</b>	<b>678</b>				

## DEPARTMENT: CHILDREN, SCHOOLS AND FAMILIES - PROGRESS ON SAVINGS 20-21

Ref	Description of Saving	2020/21 Savings Required £000	2020/21 Savings Achieved £000	Shortfall	20/21 RAG	2021/22 Savings Expected £000	2021/22 Expected Shortfall £000	20/21 RAG	2022/23 Savings Expected £000	2022/23 Expected Shortfall £000	22/23 RAG	Responsible Officer	Comments	R /A Included in Forecast Over/Underspend? Y/N
CSF2019-10	Reduced contribution towards the MSCB	44	10	34	R	44	0	G				Elizabeth Fitzpatrick	Won't be able to deliver more than approx £10k if reorganisation is undertaken in 3rd quarter of 2021/22..	
CSF2019-21	Review and reshaping of Short Break provision across CWD	200	60	140	R	0	200	R				Elizabeth Fitzpatrick	This is progressing, but slowly (discussion with parent reps 20/5). Need to engage with parents and providers of short breaks. Hard to do during Covid. Won't secure full year effect. Currently paying for commissioned services not being delivered in line with government advice. There may, in due course, be additional expenses as a result. Increased provision for shielded children. Maximum of £60k deliverable, and only if it's possible to initiate the consultation in 3rd quarter. (May be able to secure some savings against this line by coding some additional activity against the Covid Budget).	
CSF2019-15	South London Family Drug and Alcohol Court commissioning	45	15	30	R	15	30	R				Sue Myers	South London Family Drug and Alcohol Court contract has been decommissioned. Plan is to deliver savings from practice changes supported by the wider CSC & YI reorganisation. The reorganisation has been delayed due to coronavirus alternative operating measures. Will deliver no more than £15k. Some mitigating activity through temporary recruitment to posts likely to be impacted in the reorganisation.	
CSF2019-02	Establish more cost effective Merton independent living provision	400	200	200	R	200	200	R				Sue Myers	This savings work has been significantly impacted by Covid-19 and the need to re-direct aspects of the transformation resource (Graduate Management Trainee) to Ofsted preparation. Proposed CSC reorganisation creates recourse for this savings work to be delivered in 2021/22.	
CSF2019-04	Deliver the 14+ leaving care service through personal advisors rather than social workers	60	20	40	R	60	0	G				Sue Myers	Part of wider CSC reorganisation which was delayed due to coronavirus alternative operating measures. Will deliver no more than £20k.	
CSF2019-13	Review of current Adolescent and Family service	100	30	70	R	30	70	R				Sue Myers	Part of wider CSC reorganisation which is delayed due to coronavirus alternative operating measures. Will deliver no more than £30k, some mitigating activity - vacancies being held and only recruited to on a fixed term basis.	
CSF2019-15	Development of Family Network Co-Ordinators Service	45	15	30	R	45	0	G				Sue Myers	DfE funding withdrawn. Part of wider CSC reorganisation which is delayed due to coronavirus alternative operating measures.	



## DEPARTMENT: CHILDREN, SCHOOLS AND FAMILIES - PROGRESS ON SAVINGS 20-21

Ref	Description of Saving	2020/21 Savings Required £000	2020/21 Savings Achieved £000	Shortfall	20/21 RAG	2021/22 Savings Expected £000	2021/22 Expected Shortfall £000	20/21 RAG	2022/23 Savings Expected £000	2022/23 Expected Shortfall £000	22/23 RAG	Responsible Officer	Comments	R /A Included in Forecast Over/Underspend? Y/N
CSF2019-17	Culture change and clarification of financial support entitlement for care leavers	50	0	50	R	50	0	G				Sue Myers	Financial payments to care leavers have increased due to the impact of Covid-19 restrictions and requirement to match DWP Covid-19 increase in benefit rates - some of this has been set against the Covid-19 cost centre. Timing not appropriate to shift funding culture where continued Covid-19 situation impacts on external resources and progression of other agencies decision-making i.e. Home Office asylum decisions.	
CSF2019-18	Implementation of the DfE National Minimum rate	20	0	20	R	20	0	G				Sue Myers	Covid-19 restrictions have impacted on foster carer recruitment and approval. Older age demographics of in-house carers increases risk of reduced capacity due to increased likelihood of Covid-19 health complications. This savings work would likely have resulted in short term impact on in-house fostering capacity - this risk is too high in current context. Plan to revisit this savings work when Covid-19 situation stabilises.	
	Total Children, Schools and Families Department Savings for 2020/21	964	350	614		464	500		0	0	0			

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