

Housing Select Committee Supplementary Agenda

Monday, 16 December 2019

7.30 pm,

Civic Suite

Lewisham Town Hall

London SE6 4RU

For more information contact: John Bardens (02083149976)

This meeting is an open meeting and all items on the agenda may be audio recorded and/or filmed.

Part 1

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HOUSING SELECT COMMITTEE			
Report Title	Draft Housing Strategy 2020 – 2026		
Key Decision		Item No.	4
Ward	All		
Contributors	Executive Director for Housing, Regeneration and Environment		
Class	Part 1	Date:	16 th December 2019

Reasons for lateness and urgency

This paper is distributed late as it was not possible to publish it during the period of heightened political sensitivity in the pre-election period for the recent general election. The paper needs to be considered by the committee at this meeting in order for its comments to be considered by Mayor and Cabinet when it considers this item in January.

1. Summary

- 1.1. This report provides Housing Select Committee members with the opportunity to consider the key themes of the draft Housing Strategy 2020 – 2025 and the main priorities for action, before wider consultation begins.
- 1.2. This report asks Housing Select Committee members to note and provide comments on the Draft Housing Strategy 2020-26 consultation supporting document at Appendix A and proposed consultation questions at Appendix B.

2. Recommendations

- 2.1. The Committee is recommended to:
 - Review and comment on the key themes, main priorities for action and strategic objectives for the proposed Housing Strategy 2020-26 contained within the document at appendix A.
 - Review and comment on the proposed consultation questions at appendix B.
 - Note the proposed process and timetable for public consultation.
 - Note that an action plan will be developed to underpin the final strategy. Progress will be monitored against this action plan and reported to Housing Select Committee on a regular basis

3. Policy context

3.1. The contents of this report and the draft Housing Strategy consultation document contained at appendix A are consistent with the Council's policy framework. It supports the following priorities of the Council's corporate strategy 2018-22:

- tackling the housing crisis
- building an inclusive economy
- making Lewisham greener
- building safer communities

4. Background

4.1. The current Housing Strategy was agreed in 2015 and expires in 2020. Since the implementation of this strategy there have been significant changes in the housing landscape that make the introduction of a new strategy timely. Fundamental legislative reforms and continuing financial constraints have had significant and lasting impacts on the context in which our housing services are delivered. A summary of the key changes and impacts are outlined below:

- Local Authorities have been given greater abilities to directly build following the lifting of the HRA borrowing cap. As a result, Councils are becoming increasingly ambitious in the building of new homes. New technologies and innovate methods of housebuilding are becoming more widely used.
- There has been a significant worsening of housing affordability and insufficient supply of genuinely affordable housing to match the demand. There is a severe and continued shortage of properties at social rent and privately rented properties at LHA rate or below, accessible to those claiming benefits.
- As a result, the pressures on homelessness services and the need for temporary accommodation is increasing. Around 2200 households are currently in temporary accommodation in Lewisham, of which around 700 are in nightly paid accommodation.
- Major legislative change has been brought about by the Homelessness Reduction Act. This has resulted in a significant shift in the way in which our homelessness service runs, and has increased demand on our advice and support services.
- Grant provided by central government to support homelessness expenditure is reducing: it has been estimated that from the year preceding the HRA's introduction to 2022/23, London boroughs will spend an extra £80 million as a result of anticipated increases in homelessness and the costs of managing these services¹.
- There is a continuing and expanding responsibility being placed on Local Authorities to manage the advice and legislative change around building

¹ <https://www.londoncouncils.gov.uk/our-key-themes/housing-and-planning/homelessness/cost-homelessness-services-london>

safety. There remain significant uncertainties and funding gaps in necessary building safety works related to safety.

- Landlord licensing has been widely introduced across London to improve the private rented sector. There has been an increase in the powers held by local authorities to prosecute illegally acting landlords through the use of civil penalty notices.

4.2. The draft housing strategy considers all of the challenges and opportunities that the current and expected future economic and legislative conditions create. It responds to those by proposing five priorities to guide the work of the Council, and its work in support of its partners over the next 6 years.

5. **Draft Housing Strategy 2020-26**

5.1. Attached at Appendix A is the consultation supporting document for the new Housing Strategy 2020-26. This outlines the approach we will take over the next 6 years to achieve progress against our vision: *that everyone has a safe, stable and affordable home where they can live an independent and prosperous life*. The new housing strategy will outline the strategic direction, key priorities and actions that will progress Lewisham towards meeting this vision.

5.2. The detail contained within the supporting document forms the basis of our proposed Housing Strategy. The document outlines the actions already underway and the approach we will take to work towards our vision. It also summarises how we will meet the Council's ambitions over the next six years.

5.3. The proposed strategy has been formulated following an extensive evidence gathering exercise and informal consultation with residents and partners across a number of events that have taken place over the last 6 months, including:

- Informal consultation events and face to face discussions with internal partners
- A consultation event attended by 30 external partners, followed up by face to face discussions
- Informal residents consultation event hosted by Lewisham Homes
- Two discussion events with Housing Select Committee members

5.4. We recognise that in order to achieve our vision, we need to continue to develop our strong foundation of partnership working. Working in partnership is central to address the key challenges that we and our residents face.

5.5. To deliver the housing strategy we will work with a wide range of partners. This includes other council services, our housing management and registered providers, charities and local support groups, other local authorities, the Mayor of London and the Greater London Authority.

5.6. The final strategy will be underpinned by a detailed action plan. Progress will be monitored against this action plan and reported to Housing Select Committee on a regular basis.

5.7. The five core themes of the draft strategy are highlighted below:

1. *Delivering the homes that Lewisham needs, by:*
 - Delivering as many social rented properties as possible; making places where people want to live; and increasing the supply of high-quality temporary accommodation.

2. *Preventing homelessness and meeting housing need, by:*
 - Providing support as early as possible, and developing our support for residents at times of urgent need

3. *Improving the quality, standard and safety of housing in Lewisham through:*
 - Improving standards in the private rented sector, investing in homes in Lewisham; and leading on health and safety, fire safety and tackling the climate emergency

4. *Support our residents to lead safe, independent and active lives by:*
 - Helping residents to remain independent and promoting the physical and mental wellbeing of our residents

5. *Strengthening Communities and Embracing Diversity, by:*
 - Ensuring residents have a meaningful voice, and embracing diversity through our refugee resettlement programme and sanctuary borough work.

5.8. We will be publically consulting on the draft strategy as detailed in section 6 of this report. The proposed consultation questions are attached at appendix B.

6. Next steps

6.1. Below is the proposed timetable to approval of the new strategy

Date	Milestone
January 15 th	Mayor and Cabinet approval to consult
February 3 rd to March 31 st 2020	8 weeks formal consultation
May 2020	Mayor and Cabinet approval of final Strategy and presented to Council

7. Financial implications

- 7.1. This report asks Housing Select Committee members to note and provide comments on the Draft Housing Strategy 2020-26 and proposed consultation. The strategy sets out the council policy for tackling the housing challenge and delivery of housing services. As such, there are no direct financial implications arising from this report
- 7.2. The budget report agreed in February each year, sets out the Capital and Revenue resources available for Housing services and provision on an annual basis. As the strategy develops, the financial implications of implementing the policy will need to be contained within the resources agreed and considered as part of the councils overall budget strategy for future years.

8. **Legal implications**

- 8.1. The Deregulation Act 2015 abolished the statutory requirement for English authorities to produce a housing strategy as previously required by section 87 of the Local Government Act 2003.
- 8.2. Section 333D of the Greater London Authority Act 1999 provides that any local housing strategy of any London borough has to be in general conformity with the Mayor's London Housing Strategy.
- 8.3. Meeting the Council's statutory housing obligations is reflected in the objectives of the housing strategy: statutory homelessness duty; provision of housing advice and landlord responsibilities.
- 8.4. The Equality Act 2010 (the Act) introduced a new public sector equality duty (the equality duty or the duty). It covers the following nine protected characteristics: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 8.5. In summary, the Council must, in the exercise of its functions, 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.
- 8.6. The duty continues to be a "have regard duty", and the weight to be attached to it is a matter for the Mayor, bearing in mind the issues of relevance and proportionality. It is not an absolute requirement to eliminate unlawful discrimination, advance equality of opportunity or foster good relations.
- 8.7. The Equality and Human Rights Commission has recently issued Technical Guidance on the Public Sector Equality Duty and statutory guidance entitled "Equality Act 2010"

- 8.8. Services, Public Functions & Associations Statutory Code of Practice”. The Council must have regard to the statutory code in so far as it relates to the duty and attention is drawn to Chapter 11 which deals particularly with the equality duty. The Technical Guidance also covers what public authorities should do to meet the duty. This includes steps that are legally required, as well as recommended actions. The guidance does not have statutory force but nonetheless regard should be had to it, as failure to do so without compelling reason would be of evidential value. The statutory code and the technical guidance can be found at:

<http://www.equalityhumanrights.com/legal-andpolicy/equality-act/equality-act-codes-of-practice-and-technical-guidance/>

- 8.9. The Equality and Human Rights Commission (EHRC) has previously issued five guides for public authorities in England giving advice on the equality duty:
1. The essential guide to the public sector equality duty
 2. Meeting the equality duty in policy and decision-making
 3. Engagement and the equality duty
 4. Equality objectives and the equality duty
 5. Equality information and the equality duty

9. **Equalities implications**

- 9.1. The Housing Strategy consultation document is underpinned by the principle of reducing inequality, advancing equality of opportunity, and narrowing the gap in outcomes for citizens. The draft themes and actions that are outlined focus on the promotion of equal opportunities and positive impacts on reducing inequality.
- 9.2. A full equalities impact assessment will be undertaken following the consultation period, when the strategy is being finalised.

10. **Crime and Disorder Implications**

- 10.1. There are no specific crime and disorder implications to this report.

11. **Background reports and report author**

- 11.1. For further information about this report please contact Rachel Dunn at rachel.dunn@lewisham.gov.uk

Appendix A

A new housing strategy for Lewisham: consultation supporting document

Draft for consideration by Housing Select Committee

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A new housing strategy for Lewisham



Tell us your views on the new Lewisham
housing strategy 2020–26



Foreword from Councillor Bell



Over the course of the last housing strategy 2015-2020, Lewisham has achieved a lot. Through our building programme, we have built new social homes for the first time in a generation. We are proud of council housing and we now have the Building for Lewisham programme, which is starting to deliver the genuinely affordable homes our residents need. Our vision is that everyone deserves a safe, secure and genuinely affordable home. But this is not the reality for many households.

Lewisham, along with the rest of London, is facing an unprecedented housing crisis. There are not enough genuinely affordable homes for those who need them. The cost of housing has increased and incomes have not kept pace. Welfare reform has left households struggling unfairly. We face a range of challenges due to continuing budget cuts through government imposed austerity. This is stretching our already limited resources further. If it was not for our hard working staff both at Lewisham Council and Lewisham Homes, we would be left increasingly powerless to act against homelessness and poverty.

That is why we are developing a new strategy, to help us move closer to achieving our vision. This consultation document sets out the key challenges Lewisham residents are facing. It lays out our plans for the next six years, to make sure we continue to make a difference and try to deal with the housing crisis.

In Lewisham, we are committed to doing all we can. It is the residents of Lewisham that make it such an amazing place, and strong communities are at the centre of that. We recognise this and will put residents at the centre of decision making to help Lewisham flourish.

Your views are important. I would encourage you to respond to the public consultation, to help shape the direction for housing in Lewisham. Together, we can and will make greater progress.



Overview

Our vision is that everyone has a safe, stable and genuinely affordable home where they can live an independent and prosperous life. The new housing strategy outlines the strategic direction, key priorities and actions that will help us meet this vision.

There is an unprecedented housing crisis in London and Lewisham. There is not enough genuinely affordable housing for the households that need it. Our strategy summarises how we will tackle the housing crisis and achieve our vision.

The draft strategy is based on the views of residents and partners, and an extensive evidence base. Tell us your views at www.lewisham.gov.uk/TBC

How we will tackle the housing crisis

This document outlines the actions already underway and the approach we will take with all of our partners to work towards our vision. It also summarises how we will meet the Council's ambitions over the next six years. These are grouped into five themes:

1. delivering the homes that Lewisham needs
2. preventing homelessness and meeting housing need
3. improving the quality, standard and safety of housing
4. supporting our residents to live safe, independent and active lives
5. strengthening communities and embracing diversity.

To deliver the housing strategy we will work with a wide range of partners. This includes other council services, our housing management and registered providers, charities and local support groups, other local authorities, the Mayor of London and the Greater London Authority.

The final strategy will be written following the public consultation. This will be published with an action plan. The action plan will give detail on the steps we are taking to achieve the goals set out in the strategy.

Priority 1: delivering the homes that Lewisham needs

There is a severe shortage of genuinely affordable housing in Lewisham. There is a risk that this housing crisis will impact not just on current but future generations. Many people in our local communities are struggling to afford to live in the borough they call home.

Social housing

Social rented homes are the only type of housing that remains genuinely affordable for the majority of people in Lewisham. We know how high the demand is from the over 9,500 households on our housing register.

New homes

To respond to this crisis, we have been working to deliver new homes. Since 2012 we have been building our own council homes again for the first time in a generation. Working with our housing partner Lewisham Homes, we have provided hundreds of new council homes in the borough. We are building safe, secure and genuinely affordable homes where families can settle and lead independent lives.

We will help new communities to thrive by delivering the community and commercial facilities needed as part of new developments.

More council homes

We know there is still more to do, and we are working to increase the number of new council homes. We are looking at underused Council land and regeneration of our current housing estates, where residents support it.

As part of this, we also want to provide better temporary accommodation and new supported living homes. We will deliver an ambitious and exciting development programme that will keep growing. This will allow us to build the council homes that Lewisham needs.

Private rented sector

As well as building more council homes, we need to improve the private rented sector, where around 25% of Lewisham residents live. Private renting has become more and more unaffordable, causing uncertainty and insecurity. Private rents grew by more than 50% between 2011 and 2017. Properties with lower rents have increased even faster.

Meanwhile, wages and benefits have not kept the same pace. This has resulted in more families becoming homeless. Almost 50% of homeless households become homeless because of the ending of a tenancy in the private rented sector. This makes it the biggest single cause of homelessness in Lewisham. To help set the private renting standard, we are delivering our own private rented homes with:

- long-term tenancies
- London living rent rates
- high quality management.

Affordable housing

There are many definitions of the term ‘affordable housing’. In Lewisham, “genuinely affordable” is defined as housing with rent charged at the target rent or London affordable rent levels. These are the only rent levels that are genuinely affordable to those on low incomes. Other types of intermediate affordable homes include London living rent and shared ownership.

We plan to deliver a diverse range of new homes for all our residents. Our priority is to build social rented homes.

How we will achieve this

Deliver as many social rented properties as possible, through:

- using underused Council land and assets. We aim to spread the benefits from investment and deliver social value for residents
- building council-owned homes at social rent
- working with partners to deliver social rent homes in Lewisham
- being innovative in how we deliver homes. This includes using precision manufactured homes' technology and community-led development.

Make places where people want to live, through:

- designing good quality housing and open spaces for residents
- provide the community and commercial floorspace needed to allow new neighbourhoods to thrive

- building a wide range of both adaptable and purpose built homes to meet people's varying needs. This includes homes for older people who want to be independent; specialist housing for people with learning disabilities; and homes for homeless households.
- focussing on future maintenance, management-friendly designs and proactive approach to sustainable development. These will keep costs down and create the best possible environment for our residents.

Increase the supply of high-quality temporary accommodation, through:

- developing, obtaining and leasing of homes
- improving the standard of temporary accommodation, both owned by us and used by our residents
- transforming under-used Lewisham Council assets into much needed accommodation.

Priority 2: preventing homelessness and meeting housing need

Homelessness

Lewisham residents are increasingly facing severe and challenging housing needs. Changes in national policy and lack of genuinely affordable housing have led to an increase in homelessness in Lewisham. The number of families who have to live in temporary accommodation, after the loss of a stable home, has risen to unprecedented levels.

In September 2019 there were over 2,200 homeless households in temporary accommodation. Over 600 of them live in the most expensive and unstable forms of temporary accommodation. We also have nearly 200 rough sleepers across Lewisham, an increase of 35% since 2015–16.

Homelessness has a serious and harmful effect on those who experience it. No household should ever have to experience homelessness. Our approach is to prevent homelessness at the earliest point, before families become homeless. We have a separate homelessness and rough sleeping strategy. This will be published at the same time as the new housing strategy.

Overcrowding

Overcrowding is another serious issue for many households in Lewisham. In September 2019, almost 5,100 families on our housing register were living in an overcrowded home and in need of a larger one.

The number of social homes available is far below the need. Since 2011, there has been a 45% reduction in the number of social housing lets for households on the housing register. For every social home we let, there are around 10 households that need that home. Unless there is a major change in the funding to build social homes, it is unlikely that the number of social homes will match the demand. As a result, we have to look for alternative solutions, such as the private rented sector.

Specialist support

There is also high demand for housing that includes specialist support. This might be for older residents, people with mental health needs or learning disabilities.

In 2018–19 almost 500 people were referred for supported housing. In September 2019, over 270 households were on the housing register waiting for sheltered housing.

How we will achieve this

Provide support as early as possible, through;

- continuing to improve the housing options service, to ensure we give residents high quality advice at all times
- encouraging residents to seek support as early as possible when they are in housing need
- increasing our effective health and employment partnerships
- using our information and data to identify residents in need. This will help us give personalised support earlier.

Support Lewisham residents at times of urgent need, through:

- working with partners to provide a joined-up and effective response to urgent housing need
- ending the use of nightly paid bed and breakfast
- increasing the availability of much-needed specialist accommodation
- finding solutions to reduce rough sleeping
- making the best use of the private rented sector to solve housing need
- working to bring households living away from Lewisham back to or near to the borough
- making sure our social homes are let in the most effective way to solve housing need.

Priority 3: improving the quality, standard and safety of housing in Lewisham

Conditions of private rented homes

One in four residents in Lewisham live in the private rented sector – double that of 15 years ago. We estimate that a quarter of private rented properties are non-decent. Between January 2015 and October 2018 we received over 2,000 complaints about the condition of private rented properties. We inspected all these properties and around half of them had an energy efficiency rating of D or below.

Improving property standards

Ensuring the quality and standard of the private rented sector is a priority for us. We are using all the tools we have to enforce against poor standards. Following a public consultation in summer 2019, we are taking steps to increase the number of private rented sector properties that need a licence. Putting a new licensing scheme in place will help improve property standards. We will set the standard in the private sector by developing a new generation of private rented homes with longer tenancies and rent clarity. We will take steps to tackle fuel poverty.

Health and safety

Health and safety and fire safety are of extreme importance. Lewisham Homes and our other management partners continue to make sure that the fabric of the buildings meet the required standards. We have carried out checks to ensure that all tall buildings in Lewisham are safe. We are also working with partners to prepare for new building safety legislation. We will make continuous investment in our homes our priority.

Climate Emergency

In 2019 we declared a climate emergency, and committed to being carbon neutral by 2030. As a large contributor to carbon outputs, housing has a key part to play in reducing emissions.

How we will achieve this

Improve standards in the private rented sector, through:

- applying for a borough-wide licensing scheme for all private rented properties and extending our house in multiple occupation licensing scheme
- working with good landlords and landlord associations to improve standards and practice across the borough
- using data from our licensing schemes to improve our service
- developing a new generation of private rented homes with longer tenancies and rent clarity.

Invest in homes in Lewisham, through:

- an ambitious programme of works to improve the condition of our social homes and estates, delivered through our partners
- making the best use of grants and loans for private homeowners. This will improve the quality and standard of their homes.

Lead on health and safety, fire safety and tackling the climate emergency, through:

- working with London Fire Brigade and other partners to improve fire safety
- ensuring the fire safety of our homes
- improving the energy efficiency of the homes we own, promoting efficiency measures and tackling fuel poverty
- take measures to reduce the carbon footprint of housing.

Priority 4: supporting our residents to lead safe, independent and active lives

Good-quality, secure and genuinely affordable housing is the basis from which residents can achieve their full potential. It is important for us to help residents lead safe, independent and active lives. We will do this by using our own resources and by working with partners.

Residents' health and wellbeing

Housing has a key role to play in the health and wellbeing of residents. The bad condition of a property, or stress from being unable to pay rent, can negatively affect the physical and mental health of our residents. Physical health needs, particularly for older residents, can restrict the ability to live independently without home adaptations.

Earnings

Incomes in Lewisham have decreased over the last five years, and are among the lowest in London. In 2018 the median household income was under £29,000, the third lowest median income in London. Housing costs have remained high as incomes have decreased. There is a huge pressure on households in Lewisham to use their limited incomes on housing. It is important to us and our partners that we help residents keep their tenancies.

Disabled facility grants

Disabled facilities grants help people remain in their home for longer. A survey about the effectiveness of disabled facilities grants found that over 80% of people felt the works had a positive impact on their wellbeing and quality of life. This work is very important in helping people remain safe and independent.

How we will achieve this

Help residents be independent, through:

- supporting people to stay in their home where appropriate
- working with social care and health partners to increase the uptake of grants and loans
- giving personalised and high quality advice to residents on their options
- making sure households threatened with homelessness are referred effectively by partners
- ensuring people have a smooth journey in and out of supported accommodation.

Promote the physical and mental wellbeing of Lewisham residents, through:

- working with social care and other related services to ensure a joined-up approach and understanding of support available
- promoting an active lifestyle through work with our social care and health teams and housing providers
- informing residents about the support services available to meet their needs
- ensuring housing providers are consistent in their approach to support vulnerable residents.

Priority 5: strengthening communities and embracing diversity

Lewisham is a vibrant and exciting place to live because of its diverse and welcoming communities. We have a strong community ethos and are proud of our long tradition of openness and acceptance. Working with our residents to strengthen communities is a key part of our housing strategy.

The first step to a strong community is having a place to call home. Strong communities are built by active and empowered residents. We are committed to giving residents control over the future of where they live. The residents of Achilles Street recently voted to approve proposed changes to their area. Listening to residents is essential for the growth of strong communities.

It is important that the work we do provides opportunities for local residents through employment opportunities, community investment and more. We will work closely with partners to ensure that work programmes deliver positive outcomes that go beyond the work itself.

Lewisham has a proud history of supporting refugees and migrants. We aim to become a borough of sanctuary, as described in our sanctuary strategy. Our vision is that Lewisham is a welcoming place of safety for all. We are proud to offer sanctuary to people fleeing violence and oppression.

How we will achieve this

Ensuring residents have a meaningful voice, through:

- introducing a residents charter to guarantee the rights of residents on estates we are re-developing
- promoting the rights of residents in the private rented sector. We will do this by creating a private sector tenants union
- giving residents a louder voice through active participation in the future of their estates. We will do this through co-design of new estates, ballots and steering groups
- continue supporting existing residents associations and encourage the creation of new ones
- delivering social value as part of new and ongoing works delivered by ourselves and with our partners.

Embracing diversity, through:

- working with our housing partners to ensure they recognise diversity and equality in their services. For example, through disability and LGBTQ+ inclusive service provision
- becoming a sanctuary borough
- welcoming refugees through our resettlement programme.

Glossary

Borough-wide licensing	We recently consulted on proposals to seek permission to implement a borough-wide licensing scheme. This would require all private landlords to license their property and maintain certain requirements.
Climate emergency	In February 2019 we declared a climate emergency and embarked on the process of becoming carbon neutral by 2030.
Disabled facilities grants	We provide grants and loan assistance where appropriate to adapt properties to assist households in remaining independent in their home for longer.
Formula rent	The formula by which rents are set for existing council housing.
Genuinely affordable	Housing where the rent is set at London affordable rent or below.
House in multiple occupation	A house with over three tenants, which contains more than one distinct household and with some shared facilities.
Intermediate housing	Housing for rent or sale above social rents but below market levels as nationally defined.
London Affordable Rent	A housing product introduced by the Mayor of London. These are benchmarked against formula rent.
London Living Rent	Housing where rent levels are set at one third of average local household earnings. These homes are being made available for existing renters in London with a household income of less than £60,000 p.a.
Nightly paid bed and breakfast	Temporary accommodation with shared facilities that the council pays for on a nightly-by-night basis.
Precision manufactured homes	Housing where much of the property has been manufactured off-site and then transported for completion, assembly and occupation.
Sheltered housing	Housing for elderly or disabled people with some shared facilities and a warden.
Social value	Opportunities made available to local communities in and above the benefits of any work itself.
Supported housing	We provide support for vulnerable people to maintain and improve their ability to live independently in their own homes, as well as providing a range of specialist supported housing.
Temporary accommodation	Accommodation that a household may be placed into whilst a decision is being made on their homelessness application, or after their application has been accepted.

Lewisham housing strategy 2020–26 consultation draft questions

Overview

We are consulting on our housing strategy for 2020–26.

We want to hear from you so we can make sure we are taking the right steps to solve the housing crisis.

Details of how we are proposing to do this are available in the Housing Strategy 2020-26 consultation supporting document.

Other language support

If you want to share your views in this consultation, but English is not your first language, you can get translation in another language.

Please email us your name, phone number and language and we will contact you in your desired language.

What happens next

Thank you for your comments on this consultation. We will consider them when we make our decisions about the final Housing Strategy 2020-26

About you

1. Are you a resident of London Borough of Lewisham?
 - Yes
 - No
2. How would you describe yourself?
 - Private tenant
 - Social tenant
 - Homeowner
 - Landlord
 - Other
 - Free text box to follow
3. Are you filling in this consultation as...
 - An individual
 - On behalf of an organisation. If so, please specify which one:
 - Free-text box to follow

How important are the issues listed below to you?

Delivering the homes that Lewisham needs

There is a severe shortage of genuinely affordable homes in Lewisham. Fewer households than ever before can afford housing in Lewisham. We are ambitious in our vision to increase the number of social homes in the borough. These homes will include the open space and facilities that communities need.

We will deliver specialist and temporary accommodation. These homes will help protect some of our most vulnerable residents at times of urgent need.

For more information, please see pages 4–5 of the housing strategy summary.

4. Building as many council-owned homes at social rent as possible.

- Important
- Somewhat important
- Neither important nor unimportant
- Somewhat unimportant
- Unimportant
- Don't know

5. Providing community facilities and open space in new developments.

- Important
- Somewhat important
- Neither important nor unimportant
- Somewhat unimportant
- Unimportant
- Don't know

6. Delivering high-quality temporary and specialist accommodation to protect some of our most vulnerable residents, including homeless households.

- Important
- Somewhat important
- Neither important nor unimportant
- Somewhat unimportant
- Unimportant
- Don't know

7. Do you have any further comments on the subject of 'delivering the homes that Lewisham needs?'

[comment box]

Preventing homelessness and meeting housing need

Lewisham residents are increasingly facing severe and challenging housing needs. Homelessness has increased, and there is a shortage of genuinely affordable housing. We are working with households to prevent homelessness as early as possible and support Lewisham residents when they are in urgent need. We want to stop using the worst types of temporary accommodation when households do become homeless

There are many reasons why a household might be in housing need. We want to use all the powers we have to give our residents the homes they need.

For more information, please see page 6 of the housing strategy summary.

8. Preventing homelessness by providing personalised support for households as early as possible.

- Important
- Somewhat important
- Neither important nor unimportant
- Somewhat unimportant
- Unimportant
- Don't know

9. Using all the available housing in Lewisham to reduce the number of homeless households in bed and breakfasts or living out of Lewisham.

- Important
- Somewhat important
- Neither important nor unimportant
- Somewhat unimportant
- Unimportant
- Don't know

10. Increasing the number of housing options for those with needs that require specialist accommodation.

- Important
- Somewhat important
- Neither important nor unimportant
- Somewhat unimportant
- Unimportant
- Don't know

11. Do you have any further comments on the subject of 'preventing homelessness and meeting housing need'?

[comment box]

Improving the quality, standard and safety of housing

Housing in Lewisham has changed in recent years. The private rented sector is now almost as large as the social rented sector. Costs have also increased rapidly. The private rented sector needs to be a safe, stable and affordable option for residents.

We have worked with our partners to improve the quality of our homes. We want to go further in ensuring the safety and standard of our homes.

There is also a climate emergency. We will take measures to reduce emissions from our housing, and support others to do so. We will improve the energy efficiency of our housing and stop fuel poverty for those experiencing it.

For more information, please see page 7 of the housing strategy summary.

12. Improving the quality of private sector housing by building our own housing with stable rents and longer tenancies, and working with the sector to put in place best practice.

- Important
- Somewhat important
- Neither important nor unimportant
- Somewhat unimportant
- Unimportant
- Don't know

13. Improving the safety, quality and energy efficiency of homes owned by us.

- Important
- Somewhat important
- Neither important nor unimportant
- Somewhat unimportant
- Unimportant
- Don't know

14. Investing in housing in Lewisham to reduce the carbon footprint and help solve the climate emergency.

- Important
- Somewhat important
- Neither important nor unimportant
- Somewhat unimportant
- Unimportant
- Don't know

15. Do you have any further comments on the subject of 'improving the quality, standard and safety of housing'?

[comment box]

Supporting our residents to lead safe, independent and active lives

Households are increasingly likely to have older members and live to older ages than before. Helping them to enjoy their home for longer is important. This will allow households to maintain an excellent quality of life for as long as possible. We will work closely with partners to help residents remain in their homes, and to expand their opportunities.

For more information, please see page 8 of the housing strategy summary.

16. Providing more support to help households keep their tenancies and access services.

- Important
- Somewhat important
- Neither important nor unimportant
- Somewhat unimportant
- Unimportant
- Don't know

17. Supporting and promoting activity to improve the physical and mental wellbeing of residents.

- Important
- Somewhat important
- Neither important nor unimportant
- Somewhat unimportant
- Unimportant
- Don't know

18. Ensuring that there is a joined-up approach across housing, health, social care and other partners to support residents according to their needs.

- Important
- Somewhat important
- Neither important nor unimportant
- Somewhat unimportant
- Unimportant
- Don't know

19. Do you have any further comments on the subject of 'supporting our residents to lead safe, independent and active lives'?

[comment box]

Strengthening communities and embracing diversity

The first step to a strong community is having a place to call home. Strong communities are built by active and empowered residents. We want to give residents control over the future of where they live. Empowered residents are better able to make the right decisions for their communities and make sure Lewisham's welcoming, dynamic tradition continues into the future.

Our vision is that Lewisham is a welcoming place of safety for all. We are proud to offer sanctuary to people fleeing violence and oppression.

For more information, please see page 9 of the housing strategy summary.

20. Guaranteeing the rights of council tenants affected by council-led developments, and ensuring residents have a strong voice in decisions about the future of their estates.

- Important
- Somewhat important
- Neither important nor unimportant
- Somewhat unimportant
- Unimportant
- Don't know

21. Promoting the rights of residents in the private rented sector.

- Important
- Somewhat important
- Neither important nor unimportant
- Somewhat unimportant
- Unimportant
- Don't know

22. Offering sanctuary to those fleeing violence and oppression.

- Important
- Somewhat important
- Neither important nor unimportant
- Somewhat unimportant
- Unimportant
- Don't know

23. Do you have any further comments on the subject of 'strengthening communities and embracing diversity'?

[comment box]

24. Are there any other priorities not mentioned above, or in the housing strategy summary, that you think we should address in our housing strategy 2020–26?

Please briefly say why you think these priorities are important:

[comment box]

25. Where did you hear about this consultation?

- Lewisham Council's website
- Other website (please specify below)
Free text box to follow
- Lewisham Life magazine
- Social media
- Email
- My councillor
- Other (please specify below)
A free-text box to follow

26. Standard equalities questions to be added

DRAFT

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HOUSING SELECT COMMITTEE			
Report Title	Housing and Mental Health		
Key Decision	No	Item No.	5
Ward	All		
Contributors	Director of Housing Services		
Class	Part 1	Date:	16 th December 2019

Reasons for lateness and urgency

This paper is distributed late as it was not possible to publish it during the period of heightened political sensitivity in the pre-election period for the recent general election. The paper needs to be considered by the committee at this meeting in order for the committee to be able to complete the rest of its work programme over the remaining meetings of the 2019/20 municipal year.

1 Purpose

- 1.1 This report updates Housing Select Committee on the progress of the development of a mental health handbook to help housing practitioners deliver housing services in Lewisham.
- 1.2 This handbook has been designed as a practical tool for housing staff to help residents who have low level mental ill health. There are a number of areas where work is ongoing; officers continue to work with partners to develop this handbook.

2 Recommendations

- 2.1 It is recommended that Housing Select Committee notes the work to date, the areas of continued work, and the content of the draft mental health handbook, as outlined in appendix A

3 Policy context

- 3.1 The contents of this report are consistent with the Council's policy framework. It supports the following priorities of the Council's corporate strategy 2018-22:
 - Open Lewisham
 - Giving children and young people the best start in life
 - Delivering and defending health, social care and support
 - Building safer communities

3.2 It also supports the delivery of the Council's Housing Strategy 2015-2020, specifically the objective of helping residents at times of severe and urgent housing need and the Council's Health and Wellbeing Strategy: Health and Wellbeing for all by 2023.

4 Background

4.1 In 2016/17 Housing Select Committee carried out an in-depth review of housing and mental health. At its meeting on 7 March 2017, Housing Select Committee discussed the housing and mental health review draft report and agreed the recommendations.

4.2 Officers in the strategic housing division were asked to provide a response to these recommendations. The report was submitted for review to Mayor and Cabinet on 19 July 2017 and Housing Select Committee on 6 September 2017.

4.3 Mayor and Cabinet welcomed the report and agreed with the recommendations in the report stating that:

- Officers should work with housing provider partners and third sector organisations, as relevant, in order to action these recommendations.
- A small working group should be formed, comprised of specialist officers from the main housing providers operating in the borough. The group will look into the most effective ways to achieve the aims of the review, while considering the following:
 - Ensuring that housing associations and other partners focus their work on mental health appropriately. In particular, being clear on the distinction between the roles of housing providers and mental health professionals.
 - Ensuring that housing associations are not given responsibilities that they are not resourced to provide, which would have a detrimental impact on other core functions of the service they deliver.

4.4 Housing Committee welcomed the response from Mayor and Cabinet and have seen the works progress to date.

5 Update

5.1 Following the review, officers formed a working group to work on the recommendations and improve partnership working. A number of partners were asked to join the group and contribute, including:

- Advice Lewisham
- Family Mosaic
- Housing Strategy and Programmes, LBL
- Lewisham and Bromley Mind

- Lewisham Homes
- London and Quadrant
- Mental Health Joint Commissioning
- Neighbourhood Coordinators, LBL
- Phoenix Community Housing
- Prevention, Inclusion and Public Health Commissioning, LBL
- Private Sector Housing Agency, LBL
- SCAIT, LBL
- Single Homeless Intervention and Prevention, LBL
- South London and Maudsley NHS Trust

5.2 A recommendation arising from the Committee's review was that *'Housing providers and local partners, including the Council, SLAM, Mind, and other local organisations that regularly deal with mental health issues, should work together to develop an agreement/protocol on dealing with cases of low level mental health.'*

- 5.3 The working group, chaired by Lewisham and Bromley Mind, met frequently during the financial year 2018/19, and considered best practice and protocols produced by other local authorities. It was agreed by the group that a handbook would be more appropriate in order to focus on a lower level of mental ill health and establish a shared understanding of service provision.
- 5.4 The working group produced a handbook for use by officers working in areas where they may come into contact with individuals experiencing lower level mental ill health. The handbook covers an introduction to mental ill health and the borough. It describes the role of housing providers in helping their residents who may be suffering mental ill health.
- 5.5 The handbook also includes:
- a guide to local mental health pathways and community services available to Lewisham residents
 - how the information-sharing processes operate
 - information on capacity and the Mental Health Act
 - a directory of partners who may be involved in a resident's care.
- 5.6 A copy of the handbook can be found in appendix A.
- 5.7 The handbook is a useful guide to officers working in housing or mental health. It provides important context to each area and is designed to help staff work more effectively with each other.
- 5.8 Partners signed up or awaiting confirmation of sign up to the commitments in the handbook are:
- Regenter B3 (Brockley PFI), Peabody, Hyde Housing, Hexagon, Housing for Women, Optivo, Clarion.

These partners are in addition to those listed at 5.1.

- 5.9 All housing associations operating within Lewisham will be asked to be a partner listed in the handbook, and to contribute to its further development.

6 Going forward

- 6.1 We expect that the handbook will become part of the induction for anyone joining this area of work. In essence, it is a common operating practice which should help minimise variation in experiences and outcomes for residents. It can also improve professionals' knowledge and partnership working.
- 6.2 The handbook will be produced in accessible formats and published on the council's website. The handbook will be regularly reviewed to ensure it continues to reflect best practise, service and legislation changes.
- 6.3 There has been positive ongoing engagement from the partners listed in this report. There continue to be areas for development to ensure that this handbook has maximum impact:

Key areas of development

- Work with partners to increase engagement with residents on mental health, and explore options to produce a version of this handbook for residents of Lewisham
- Monitor and maintain dialogue with partners around the handbooks use and usefulness, to ensure it is having impact.
- Expand on the commitments from housing and health partners detailed in page 5 of the handbook
- Ensure that any work undertaken in other areas of council activity, particularly around BAME inequalities in mental health, are fed into the handbook
- Following ongoing work with partners on the 'duty to refer' where households are at risk of homelessness, feed this into the handbook
- Develop the handbook for professionals working specifically in homelessness services '

All partners signed up have committed to having a named officer at their organisation to contribute to the maintenance of this handbook. Officers within Housing will work closely with partners already signed up to the commitments within the handbook, to ensure the booklet fulfils its purpose.

- 6.4 The handbook will be finalised and officers aim to have more partners signed up to the commitments within the handbook, prior to the launch. A series of events to launch the handbook will be arranged with the aim to launch in Spring 2020.

7 Financial implications

7.1 This report updates Housing Select Committee on the progress of the development and introduction of a mental health handbook. It will help housing practitioners in the delivery of housing services in Lewisham. As such, there are no direct financial implications from this report.

8 Legal implications

8.1 There are no direct legal implications arising from this report.

9 Equalities implications

9.1 The handbook is focussing on mental health, with a view to improving knowledge about access to mental health services for those with low level mental ill health in the borough. The handbook is designed to have a positive impact and to reduce inequalities arising from mental ill health, specifically around housing.

9.2 We expect that through the development and use of the handbook, understanding and collaboration between partners will improve. This in return will benefit residents.

10 Crime and disorder implications

10.1 There are no specific crime and disorder implications to this report.

11 Background reports and report author

11.1 For further information please contact Rachel Dunn on Rachel.Dunn@lewisham.gov.uk.

Housing and Mental Health Charter

A multi-agency handbook for providers working across the fields of mental health and housing in Lewisham. It has been produced in partnership with representatives from housing, health, Lewisham Council, and community and voluntary sectors.

In partnership with:



Memorandum of Understanding

The partners involved in producing this handbook have made four key minimum commitments to facilitate effective multi-agency working in the best interests of the residents of Lewisham.

Commitment to:

Share this handbook with relevant colleagues at the point of induction

Improve support for residents with low level mental ill health

Work in partnership with one another, developing shared practices and joint resources where appropriate to support a borough-wide approach

Improve our understanding of mental health and the impact we can have on resident wellbeing

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What is mental health?

Much like physical health, everyone has mental health. Good mental health means being generally able to think, feel and react in ways that don't interfere with your everyday life and activities. When someone experiences mental ill health it may become more difficult to cope. Everyday tasks and activities may become difficult.

There are various approaches to mental health and mental illness around the world. In the UK, most health professionals use a set of clinical diagnoses and treatments for mental health problems. However, residents might not always find it helpful to think about their mental health in this way. Depending on the traditions and beliefs of the culture and family they grew up in, they might express their emotions differently and have different ideas about how best to cope. In many cultures, emotional wellbeing is closely associated with religious or spiritual life. There may be complex feelings related to their mental health experiences. It is important to remember that societal stigma and fear of discrimination are still of concern to many.

What is low-level mental ill health?

Mental health problems include a full range of clinical conditions. They can vary in how much they affect an individual. Certain conditions like depression and anxiety are more common. They can often be experienced on a lower level than conditions like schizophrenia or bipolar disorder. This is not always the case, and someone can have severe depression, or well-managed bipolar disorder. This handbook is focused on the lower end of the spectrum of mental ill health, typically where a resident is experiencing early onset of the symptoms or where circumstances are worsening an underlying condition. Subsequently the list below does not cover all mental health conditions.

- **Anxiety** - a normal reaction to stress from financial, family or social problems, or other threats to someone's security or wellbeing. It only becomes a problem when the anxiety gets in the way of daily life. Various symptoms include sweating, trembling, racing heart, the need to visit the toilet or difficulties breathing and panic. Often people avoid the stress by cutting themselves off from answering their phones, opening mail, or responding to attempts to contact them.
- **Depression** - people experience depression in different ways but the most common symptoms are feelings of sadness, trouble with sleep, feeling tired most of the time, negative thoughts and losing interest in social activities that they used to enjoy. When you're depressed, you may have feelings of extreme sadness that can last for a long time. These feelings are severe enough to interfere with your daily life, and can last for weeks or months, rather than days. Depression is quite common, and about 15% of people will have a bout of severe depression at some point in their lives.
- **Dementia** - dementia is a group of related conditions that all impact functions of the brain. Symptoms depend on which part of the brain is affected and can include memory loss, confusion, mood changes and a range of other difficulties with day-to-day tasks. For example the resident might be forgetting self-care or appointments, unable to carry out usual tasks like shopping, paying rent and keeping their accommodation in good condition.
- **Hoarding** - people with hoarding problems or disorder save and collect items and find it difficult to part with those possessions. Over time this can lead to the build-up of clutter in the home, which can make it difficult for people to use rooms for their intended purpose and may even create a hazard to their safety. Clutter may build up in people's home for different reasons (e.g. feeling low or worrying that something bad might happen if they were to let go of particular items). Hoarding becomes a problem when it affects the ability of a person to live comfortably and safely in their home.

Housing services

All the housing providers who have signed up to this handbook have made a commitment to the mental health of their tenants. This document provides a resource and a shared aspiration for housing in Lewisham.

Social housing

Registered providers (also known as housing associations, social housing landlords or registered social landlords) house tenants and leaseholders from varying backgrounds. Some residents will be affected by mental ill health during their tenancy.

Mental health and housing circumstances often affect each other. The following commitments show some of the ways that housing providers can support tenants.

Housing commitments:

- Train staff to help them provide advice and support to residents.
- Assess and record information about vulnerabilities, including mental ill health, at the point of sign up.
- Multi-agency collaboration and maintaining good working relationships with partner organisations.
- Have a specific process to help residents keep their tenancies, including those with mental ill health. This might be through dedicated staff, housing management, repairs, or welfare and benefits teams.
- Refer and signpost residents appropriately.
- Protect tenants through enforcement action, and follow the Care Act 2014 and Equality Act 2010.

Training and mental health awareness

Housing providers will ensure staff are trained on mental health and help residents keep their tenancy. Levels of support will vary depending on the type of accommodation.

Vulnerability assessment

As a minimum, housing providers will assess residents' needs at start of a new tenancy. They should record any needs or support requirements that are disclosed, both in order to tailor day-to-day service, where possible, and react appropriately to any problems.

Housing providers will ask residents for information and encourage disclosure. This will be treated in accordance with legislation and shared only with those with whom it would be appropriate.

Multi-agency collaboration

Housing providers attend multi- agency meetings, including domestic abuse and anti-social behaviour multi-agency risk assessment conferences, police or safer neighbourhood meetings, and case conferences. They will also call professionals' meetings for complex cases, to ensure multi-agency working.

Keeping tenancies

All providers help residents where there are concerns about their ability to keep their tenancy. This can be because of self-neglect, hoarding, anti-social behaviour linked to mental health, substance misuse, or for another reason. A provider's role is often significant as they can visit residents at home and may be the first to identify a concern.

Some do this through a dedicated individual or team, while others split this function across housing management, welfare benefits and repairs teams.

Referrals and signposting

Housing providers can refer and signpost residents to statutory and non-statutory services. They will:

- work collaboratively
- stay involved where appropriate
- share information in accordance with data sharing protocols.

Protecting tenants

Housing providers will view enforcement action, such as injunctions or possession as a last resort and will always try to use early intervention and multi- agency partnership working first. Unfortunately, sometimes this is unsuccessful and legal proceedings are necessary.

Providers are committed to protecting all residents. They always have to demonstrate that the action taken is legitimate and proportionate, taking into account the circumstances and needs of the resident.

Private landlords

Private landlords in Lewisham are often individuals with only one or two properties. They are still expected to provide safe and secure accommodation for residents in line with all relevant legislation. Our private sector housing agency is responsible for enforcement in the private rented sector. You can contact them on 020 8314 6420.

Local services

Service map

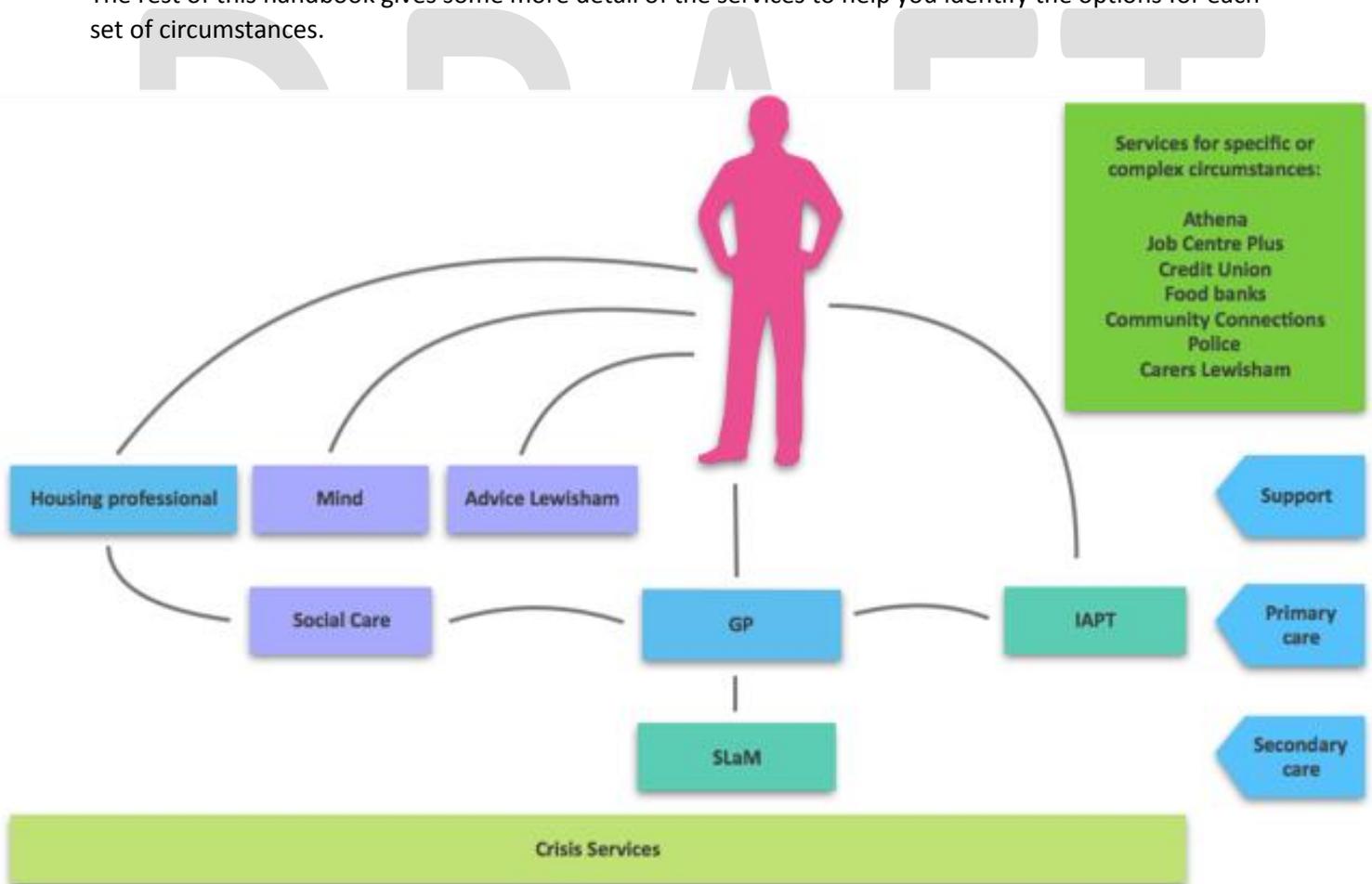
The diagram below shows the resident and some of the key services they can access, either through self-referral and disclosure or by going through their GP.

Residents should be encouraged to:

- approach their GP about options available to them
- tell their housing officer about anything that might affect their tenancy, so they get appropriate help.

Some clinical and higher-level support is 'secondary' care, meaning that a resident has to go through 'their GP first.

The rest of this handbook gives some more detail of the services to help you identify the options for each set of circumstances.



Directory
on pages
13-15

Community services

We should encourage residents to act for themselves where they are experiencing mental ill health. Housing providers should still follow their processes for when a resident discloses a disability or health need, but more tailored services in the community may also help. The following are some community services which residents can access independently. It is not a complete list, and there is a wide range of often very targeted organisations and charities in the borough, which may be able to give advice and support.

Advice Lewisham

Freephone 0800 231 5453, 9am to 5pm Monday to Friday

Provides advice, information and assistance on a range of issues including welfare benefits, debt, housing advice, employment and career options. Specific housing advice is available from Shelter every Monday afternoon at the Leamore Centre. Home visits are available for some users and there is language support available.

Mind's peer support

Weekly group activities for anyone with a mental health problem. Provides a pathway to more community contact and to informal support from others who have lived through similar experiences.

Mind's community support service (CSS)

Supports adults of all ages with mental health problems who are under the care of their GP, IAPT, or who have a mental health problem which is not being treated.

A team of mental health advisers (MHA) provides one-to-one advice and guidance about community-based problems such as debt or social isolation. These issues might be making their mental health problems worse, or being made worse by their mental health problems. The MHAs can help people plan solutions to their problems and find ways of managing their mental health better.

Mindful Mums

Helps pregnant women and new mums learn how to stay emotionally well and develop confidence and social connections during pregnancy and the first year of birth. Groups take place at the children and family centres in the borough. Crèche facilities may be available.

Clinical services

Every resident should have a GP, who is the first step for care and support. This link can be used by residents to find a GP. They will then need to follow the instructions for registering as a patient:

<http://www.lewishamccg.nhs.uk/your-health/Pages/GP-surgeries-in-Lewisham-.aspx>

These services are designed for self-referral or for the GP to refer a resident onwards. They are clinical services aimed at the medical treatment and management of mental health conditions.

Improving access to psychological therapies (IAPT)

If you want to talk to someone about your concerns you can contact our IAPT service. It is mainly for people who have mild to moderate mental health difficulties, such as depression, anxiety, phobias and post-traumatic stress disorder.

This service is run by SLaM and it offers:

- counselling and psychological therapy
- courses, workshops and group work
- guided self-help.

Contact the IAPT service on 020 3049 2000. You can also fill out an online referral form at www.slam-iapt.nhs.uk/lewisham.

South London and Maudsley NHS Foundation Trust (SLaM)

Provides specialist care and support for individuals suffering with mental ill health. After a referral, individuals will receive a comprehensive psychiatric assessment:

- within 24 hours for urgent referrals
- within seven days for priority referrals
- within 28 days for routine referrals.

The service will only accept referrals from GPs, primary care services and local authority social care teams.

Primary care mental health (PCMHS)

Comprehensive multidisciplinary health and social care interventions for people with mental health problems. This is for people who require a level of care and support beyond that available from their GP or other primary service but who might not meet the threshold for secondary mental health care. The service provides longer-term help within the community and is accessed via the GP.

Crisis services

Sometimes a resident may experience a mental health crisis and it may be this is the first presentation of mental ill health you are aware of. In a crisis, emergency action will be needed. There are three crisis options:

If you believe someone is experiencing a mental health crisis, or acting and behaving in a way that is putting their health and or other people at risk, you can call the crisis helpline any day, any time.

Mental health crisis telephone helpline 0800 731 2864

This telephone helpline operator is employed by the South London and Maudsley NHS Foundation (SLaM). All calls are free.

If there is an imminent risk of harm to self or others, go to the nearest accident and emergency (A&E) department, where your resident can be seen by a mental health specialist.

University Hospital Lewisham
Lewisham High Street
Lewisham
SE13 6LH

If there is immediate danger, call 999 and ask for the emergency services

Other services

This handbook does not provide a complete list of all services in the borough. There are a lots of smaller or more specialist services which may be useful. There are also specific services for a variety of things that may affect or be affected by mental health needs. Here are a few examples of the type of additional support in Lewisham.

Athena

Resources and support for those experiencing gender-based violence

www.refuge.org.uk/our-work/our-services/one-stop-shop-services/athena

Jobcentre Plus

For employment and benefits-related issues

www.gov.uk/contact-jobcentre-plus

Credit unions

For financial management and access to affordable lending

www.lewishampluscu.co.uk/

www.crownsavers.co.uk/

Food banks

Supply food for people in need

www.lewisham.foodbank.org.uk

www.lwcc.org.uk/special-events/food-bank.php

www.ecclesia.uk

Community Connections

Work to reduce social isolation and low mental wellbeing, with a good network of local services

www.ageuk.org.uk/lewishamandsouthwark/services/community-connections

Carers Lewisham

Support for those providing care to friends or family

www.carerslewisham.org.uk

Information Sharing Guidance

There are many reasons why agencies may want to share information about a particular resident.

A joined-up approach often helps partners manage a resident's care. It means they can support the resident without artificial service boundaries.

It can also be important for the wellbeing of the resident, other residents and staff working with them to understand any specific needs or risks.

Information sharing, particularly in the context of health and mental wellbeing, is a protected area. The General Data Protection Regulations mean that individuals must:

- be told why their information is being held
- consent to it being shared
- have a right to prevent their information being shared and
- be able to request the deletion of any data held.

Organisations must be able to show how data will be processed, provide a privacy statement when data is collected, and abide by the rest of their obligations under data protection regulations.

Partners in this handbook have set out and agreed the following protocol for information sharing:

1. Establish that the resident has capacity

The resident can only consent if they have mental capacity. If they don't, there will be alternative steps to follow. See appendix 2 for guidance on establishing capacity.

2. Request consent from the resident

Get this consent in writing, and be specific about who they permit information to be shared between.

Only in exceptional circumstances should you contact the service or agency without the resident's consent. You will need to give the agency/service clear reasons for doing so.

Also, the resident must be informed that you are making the approach, even when they have not consented to it.

3. Contact the service or agency about the concern

If the resident does not take part or declines to give consent, you may have a concern that there will be outstanding risks or unmet needs as a result. If so, you should contact the agency or service you wanted to share information with and establish if the resident is known to them.

Advise the resident that you are planning to contact the agency or service without their consent. Give them your reasons for doing so. You will also have to give these reasons to the agency or service.

4. If the resident is known, but has not given consent, you should present your concern

The service you report it to should then try to talk to the resident about the concern you have raised and report any relevant and imminent risk of harm to the reporting service.

5. Escalate immediately if there is a threat of harm to the individual, other residents or staff

All agencies should be responsible for the safety and wellbeing of individuals in the case and should, as far as possible, act to reduce any risk while promoting the rights of an individual and their privacy.

DRAFT

Appendix 1

Partner directory

This directory provides contact information for agencies or teams rather than individual services. The service contacts are provided in the body of the handbook. This is not a complete list.



Service	Description	Contact
Step 1 - Housing Where a resident is identified as having low-level mental ill health or other unidentified need, the housing provider should manage this internally through existing processes, support and services. They should also encourage the resident to inform their GP and refer to any relevant and appropriate services in the borough.		
Lewisham Homes	Lewisham Homes is our biggest social landlord, currently managing 12,500 tenanted homes and 5,000 leasehold properties on behalf of Lewisham Council. Most Lewisham Homes residents live in general needs accommodation, but there are also 18 sheltered schemes. Over 4,000 of their residents are recorded as potentially vulnerable, including 600 who have declared a mental health problem. Lewisham Homes offers a range of support including: <ul style="list-style-type: none"> • a dedicated welfare benefits team • minor property adaptations • internal redecoration • social inclusion projects in partnership with the Albany in Deptford. They're based at the Old Town Hall, Catford Road, Catford SE6 4RU (Mon–Fri).	housingmanagement@lewishamhomes.org.uk 0800 028 2028 (option 5 for housing management)
L&Q	Residents can access services through L&Q's website, by visiting local neighbourhood housing offices, over the phone, by email or by arranging a home visit by a case manager or property manager. L&Q offers a tenancy sustainment service which helps residents/vulnerable residents manage their tenancies. Vulnerable residents are identified in a number of ways including:	

	<ul style="list-style-type: none"> • support from mental health champions who are tasked with identifying the signs of poor mental health and signposting employees and residents to support networks and services • operational staff identifying a need during a visit to a tenancy • a resident directly requesting support by contacting L&Q • contractors identifying a need, possibly from observing or visiting a home to do a repair • an external agency that is aware of a resident's need and informs L&Q • a high amount of arrears being flagged up from their account <p>a potential need established before, or on, allocation of a dwelling.</p>	
Phoenix	Phoenix Community Housing (PCH) is a gateway housing association that operates with a resident-led board. They manage 6,500 properties in Bellingham, Whitefoot and Downham. All of their tenants are nominated by Lewisham Council. Their housing stock is mainly general needs. As a landlord, they are responsible for managing tenancies and leases, property repairs and maintenance and cleaning, and grounds maintenance. They operate out of a community hub based centrally, and provide a wide range of community regeneration activities to benefit residents and the wider community.	correspondence@phoenixch.org.uk 0800 028 5700
Private Sector Housing Agency	The Private Sector Housing Agency is responsible for private landlord regulation and enforcement in the borough. It can be contacted if a private sector tenant is, or is suspected to be, experiencing illegal housing conditions.	020 8314 6420
<h3>Step 2 – Community services</h3> <p>Prevention and community care are the first step for most residents with low-level mental ill health. Residents should be encouraged to seek support independently, and organisations listed below are well placed to help them. Another recommended early step is for the resident to contact their GP to share their concerns and allow them to access further support if this is identified as a need. Where behaviour may be impacting on a tenancy, the Single Homeless Intervention and Prevention Team can help develop a prevention plan to reduce the risk of homelessness.</p>		
Advice Lewisham	Advice Lewisham offers community advice and support, delivered in partnership with agencies such as Shelter and Citizen's Advice Lewisham. Residents can self-refer for support and advice.	0800 231 5453

Bromley, Lewisham and Greenwich Mind	Bromley Lewisham & Greenwich Mind is a registered charity which works alongside people with mental health needs and dementia in the London boroughs of Bromley Lewisham and Greenwich to improve the quality of their lives. They work with a wide range of organisations to help maximise the effectiveness of the support they provide, and to contribute to the development of clear, coherent care pathways. Their services are free, and they are jointly commissioned by Lewisham Council.	Peer support and LCW: 020 3288 0760 Integrated dementia service: 020 3228 5960 Mindful Mums: 07850 639818
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Step 3 – Clinical services

It is essential for residents to approach their GP to access appropriate clinical services. GP details are not provided below as each resident should have a local GP. Clinical services may be appropriate where a mental health condition is diagnosed. Secondary care may be required for more complex cases. Referrals can also be made to social care, or providers may wish to liaise with the neighbourhood coordinators to join up primary care, social care and housing.

Adult social care: neighbourhood coordinators	The neighbourhood coordinators are based within adult social care. However, they work across both social care and health to promote multi-disciplinary ways of working. They do not provide a service directly to the public but aim to support professionals to help them navigate their way through health and social care pathways. The focus is on individual patients and service users with complex needs who need input from professionals across a wide range of disciplines. They work closely with GPs and district nurses as well as adult social care staff. Colleagues who are experiencing difficulties with co-ordinating care and support for their service users can contact them for advice.	Via SCAIT: SCAIT@lewisham.gov.uk 020 314 7777 (option 1)
Adult social care: Social Care Access and Information Team (SCAIT)	SCAIT is the first point of call for most adults with care and support needs. They take referrals from the public or other professionals for adults with learning disabilities, adults with physical disabilities or older people who are struggling to manage at home. The mental health teams have their own social workers and occupational therapists. They can give information and advice to anyone with care and support needs, but can only provide a service to those who are eligible under the Care Act 2014. They are the responsible authority for all safeguarding referrals.	SCAIT@lewisham.gov.uk 020 314 7777 (option 1) Out of hours emergency only – call 020 8314 6000 and ask for the duty social worker

Health: SLaM	SLaM deals with working-age adults between 18 and 65 to provide secondary adult mental health care. Lewisham residents are generally referred into secondary services, by GP, A&E, inpatient services or police. The 'front door' of the service is assessment & liaison at Southbrook Road, who triage and assess new referrals. 90% of these referrals come from GPs. The assessment and liaison service aims to stabilise people approaching crisis point within 12 weeks. SLaM also manages the IAPT service, improving access to psychological therapies, for lower-level need.	02032282017
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Appendix 2

Mental capacity and the mental health act

The Mental Capacity Act (MCA) 2005 covers a person's ability to make decisions. These can be simple things, such as shopping and what to wear, or more complicated decisions about housing, their health or who they spend time with. There are four areas to be considered when making a judgment about someone's ability to be involved in the decision making process. These can be either to wholly make the decision or to contribute to the decision-making process. A capacity assessment should be made by the person asking the individual for a decision. They do not need to be a mental health professional, but may seek the advice of a mental health or social care professional if it is decided that the individual does not have capacity at that time and further action is required.

Can the individual...

- understand relevant information (*when presented in an appropriate way - they should understand the reasonably foreseeable consequences of doing something or doing nothing*)?
- retain information (*for long enough to make the decision*)?
- use or weigh up the information (*to make the decision*)?
- communicate their wishes, views and feelings (*in some way or another*)?

If someone has mental capacity to make a decision, even if it is unwise, then they can make that choice and face the consequences (e.g. people are free to smoke). There is no obligation to give an alternative option if someone with capacity makes an unwise choice.

The Mental Capacity Act 2005 refers to P as the person who may lack capacity and D as the person who decides if P has capacity. The act is clear – if you are 'doing something' to P (evicting, referring

on, calling an ambulance, etc) then you are D. You can't expect someone else to decide if P has capacity but you can seek help.

D must assume P has capacity

You can't decide P lacks capacity based on appearance, age, condition (including medical conditions such as dementia or mental illness), their behaviour, because they are making an 'unwise' choice or until you have made all possible steps to support them.

Capacity is time and decision-specific and needs an underlying cause

'P lacks capacity' isn't clear enough. What decision do they lack the ability to make?
e.g. 'P lacks capacity to decide [to pay their rent/to call an ambulance/to be referred].'

'P lacks capacity to decide X' isn't very clear. Is this a changeable situation or not?
e.g. 'P lacks capacity to decide X when relevant and [the decision couldn't be delayed/things won't change].'

It is helpful to add 'because of [dementia/a mental illness/intoxication/head injury, etc]'. This last point has to be 'an impairment of, or a disturbance in the functioning of, the mind or brain' (MCA). It could be temporary (e.g. alcohol) but D should then consider if the decision could be delayed.

When making a capacity decision, it may be that D finds that P has capacity, doesn't have capacity at that time to make that decision or that P has *some* capacity.

If P lacks the relevant capacity – D may have to make the decision for them – this is called a 'best-interest decision'.

Making a decision for someone else

D cannot decide what is best for P based on P's appearance, age, condition nor any aspect of P's behaviour. D must consider all the relevant circumstances. In particular, consider:

- Might P regain capacity and could the decision be postponed?
- Can P be involved at all, either at the time, via a previous written statement or previously held views?
- What beliefs/values/other factors would P consider if they could?
- Who would P want consulted? Has P named anyone? Who cares for P or is involved in P's welfare?
- What does D think P would do, if P had capacity? Not what would most people do, but what would P do?
- Relevant circumstances are defined broadly 'those of which D is aware and it is reasonable to regard as relevant'.

There is some recognition of the nature of the decision being made – calling an ambulance for someone who is unconscious is a quick decision needing less consideration and this is understood.

If D has done all this and considers it is in P's best interest, then D can make a decision or commit an act.

Recording these decisions

The record needs to include:

- why option a, over option b
- why D didn't consider option c
- what were the important factors
- who gave D the relevant information.

D should ensure that the record demonstrates to someone outside the decision (possibly a court), that D completed all the necessary steps and has a rationale for the decision they made.

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Housing Select Committee			
Title	Resident engagement in housing development: Summary of evidence	Item	6
Contributors	Scrutiny Manager		
Class	Part 1	Date	16 December 2019

Reasons for lateness and urgency

This paper is distributed late as it was not possible to publish it during the period of heightened political sensitivity in the pre-election period for the recent general election. The paper needs to be considered by the committee at this meeting in order for the committee to be able to complete its in-depth review within the 2019/20 municipal year.

1. Background

- 1.1 As part of its work programme for 2019/20 the committee agreed to carry out an in-depth review of resident engagement in housing development. The scope of the review was agreed at the committee's meeting on 4th June 2019.
- 1.2 Since then a wide range of evidence has been gathered for the review through committee evidence sessions, public engagement workshops and meetings with other local authorities. A full list of the evidence gathering activity for the review is set out in section 5.

2. Purpose of paper

- 2.1 The purpose of this paper is to present a summary of the evidence collected in order to inform the committee's discussion and consideration of possible recommendations to Mayor and Cabinet.
- 2.2 The summary of evidence is set out in **Appendix A**.

3. Recommendations

- 3.1 The committee is asked to note and comment on the evidence presented and consider and agree any recommendations to Mayor and Cabinet.

4. Policy context

- 4.1 The Council's [Corporate Strategy \(2018-2022\)](#) outlines the Council's vision to deliver for residents over the next four years. This includes the following priority outcomes that relate to the provision of new affordable homes:
 - *Tackling the Housing Crisis* – Providing a decent and secure home for everyone
 - *Building and Inclusive Economy* – Ensuring every resident can access high-quality job opportunities, with decent pay and security in our thriving and inclusive local economy.
 - *Building Safer Communities* – Ensuring every resident feels safe and secure living here as we work together towards a borough free from the fear of crime.

- 4.2 The *Homes for Lewisham*, Lewisham's Housing strategy (2015–20), also includes the following priority outcomes that relate to the provision of new affordable homes:
- *Key Objective 1* – Helping residents in times of severe and urgent housing need.
 - *Key Objective 2* – Building the homes our residents need.
 - *Key Objective 4* – Promoting health and wellbeing by improving our resident's homes

4. Key lines of enquiry for the review

- 4.1 The review sought to consider how the council and its housing partners engage with communities around housing development and the following key lines of enquiry were agreed at the committee's meeting on 4th June 2019:
- *How does the council, and its housing partners, currently engage with communities around regeneration and housing development?*
 - *What has the council learned from previous engagement and how has this influenced subsequent engagement and consultation?*
 - *How does the council engage with often-excluded groups (young people and BAME, for example) and how does this affect the relationships between the council and residents?*
 - *What role can TRAs and similar bodies play in community engagement and how is the creation of new TRAs and similar facilitated through our partner organisations?*
 - *What is the role of councillors in bringing communities along with developments and what opportunities are there for member development?*
 - *What can we learn from how other local authorities carry out engagement and consultation on housing development?*

5. Evidence gathering timetable for the review

- 5.1 The review has drawn on national research, evidence from council officers and local partners, and the views of local residents. The evidence gathering timetable of the review was as follows:

4th June 2019 - scoping paper (attached as Appendix B)

The Committee received a scoping paper presenting the most relevant and up-to-date guidance on resident engagement and housing development in order to provide background research and inform the scope of the review.

10th July 2019 - first evidence session (see Appendix C)

The Committee received evidence on the approach to resident engagement in Lewisham, including case studies on previous developments, from Council and Lewisham Homes officers.

August to October 2019 - call for evidence on the council website

A call for evidence inviting residents to submit their views and opinions in relation to the review. This was promoted via social media.

5th September 2019 - workshop with the RB3 (Brockley PFI) residents

Residents provided their views on, among other things, the best ways for residents to be informed and involved; obstacles to engagement; and how to reach as wide a range of people as possible.

18th Sept 2019 - meeting with LB Hackney's Head of Estate Regeneration

Discussions centred on Hackney's recent experience and practice with resident engagement in relation to housing development.

18th September 2019 - second evidence session (see *Appendix D*)

The Committee received evidence from key local housing partners on their approach to resident engagement in housing development, including Phoenix Community Housing and Peabody. L&Q were also invited.

30th September 2019 - meeting with residents local to Hillcrest Estate

Residents provided their views on the best ways for residents to be informed and involved; how to reach as wide a range of people as possible; and what should be done differently in the future.

3rd October 2019 - workshop with TRAS on Pepys Estate

Residents provided their views on the best ways for residents to be informed and involved; how to reach as wide a range of people as possible; and what should be done differently in the future.

10th Oct - meeting with LB Southwark's Community Engagement Manager

Discussions centred on Southwark's recent experience and practice with resident engagement in relation to housing development.

30th October 2019 - third evidence session (see *Appendix E*)

The Committee received evidence from TPAS (the Tenant Participation Advisory Service), a national tenant engagement organisation and author of the National Tenant Engagement Standards.

1st Nov 2019 - meeting with Homes for Lambeth's Head of Operations

Discussions centred on Lambeth's recent experience and practice with resident engagement in relation to housing development.

6th December - meeting with Lewisham Homes New Development Team

Discussions centred on Lewisham Homes' recent experience and plans for resident engagement in relation to housing development. (*see Appendix F*)

6. Additional evidence gathering

- 6.1 As well as the evidence gathered through the activity set out above, officers and councillors also attended the following:
- Achilles Street “Bring it to the table” engagement event – 4th September
 - Forest Estate Residents Association meeting – 19th September
 - Tanners Hill Tenants and Residents Association – 26th September
 - Bampton Tenants and Residents Association meeting – 17th October
 - Urban Design London “Meaningful Engagement” event - 4th December

7. Legal implications

- 7.1 Any recommendations will be submitted to Mayor and Cabinet, which holds the decision making powers in respect of this matter.

8. Financial implications

- 8.1 There are no direct financial implications arising out of this report. However, the financial implications of any specific recommendations will need to be considered in due course.

9. Equalities implications

- 9.1 There are no direct equalities implications arising from this report. The Council works to eliminate unlawful discrimination and harassment, promote equality of opportunity and good relations between different groups in the community and to recognise and to take account of people’s differences.

For more information on this report please contact John Bardens, Scrutiny Manager, on 020 8314 9976

Resident engagement in housing development: A scrutiny review by the Housing Select Committee

Summary of evidence and main themes

December 2019

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Early resident engagement

- 1.1 Engaging with residents early on in the housing development process was a key theme throughout the review – from the best practice and guidance presented in the scoping paper through to the feedback from the community engagement exercises carried out as part of the review.
- 1.2 Early engagement is a key theme of the Mayor of London’s 2018 *Good Practice Guide to Estate Regeneration*, which states: “Early engagement is essential, and residents should be given opportunities to be involved from the outset in developing the vision, options appraisals, design, procurement, and delivery of schemes”.¹
- 1.3 The London Assembly Housing Select Committee’s 2015 *review of estate regeneration* also included in its summary of good practice: “Keep an open mind: involve residents from the outset and present a range of options where possible. Don’t present a ‘fait accompli’.”²
- 1.4 In evidence from officers, the committee heard that resident engagement on housing development in Lewisham begins at a very early stage, as soon as potential sites for new homes are identified. Engagement will often begin with an initial “ideas event” with local residents, to talk about existing and future homes and to understand the local identity and

¹ [Better Homes for Local People: The Mayor’s good practice guide to estate regeneration](#), February 2018, p10

² [Knock it Down or Do it Up? The challenge of estate regeneration, London Assembly](#), February 2015, p42

context of the site, as well as local door knocking (at various times of the day to make sure that a wide range of people are heard).³

- 1.5 Officers stated that early engagement is not just for talking about new homes, but for finding out about what people think of their local area and what issues and concerns there might be. Officers stressed the importance of building relationships and getting genuine buy-in from residents and noted that spending more time on early engagement can save a significant amount of time and money further down the line.
- 1.6 The Lewisham Homes development team said that, going forwards, resident engagement will feature more proactive outreach work and stakeholder mapping in order to develop a clearer understanding of the local area, relevant site history, and engagement preferences from the beginning of the process – once it has been established what it is possible to do on a particular piece of land but before any designs. This will involve working closely with the Lewisham Homes community relations team and speaking to local councillors and businesses, as well as residents and housing officers earlier on. This level of early engagement is not expected to delay development.

Case study: PLACE/Ladywell

The PLACE/Ladywell development was cited as an example of resident engagement starting at a very early stage with the creation of an on-site consultation “nook” to generate interest and engage people in the proposals. The “nook” attracted more than 600 people over the course of the consultation and continued to be used by local organisations after the consultation, which helped to stimulate a greater sense of community in the area.

- 1.7 Phoenix Community Housing, a resident-led housing association, which owns and manages 6,000 homes in Lewisham, said that it aims to ensure that residents have an opportunity to get involved at every stage of the development process. Phoenix are aiming to deliver an increasing number of new homes in Lewisham, and as all of the proposed sites sit within existing communities and estates (infill) the impact on existing residents is an important consideration for them.⁴
- 1.8 Residents are engaged at the beginning of the development process, when a site is initially being considered, in order to ask about their priorities for their neighbourhood (while at the same time stressing the importance of delivering new homes). Phoenix are conscious of the risk that existing residents may see investment in new homes as something that doesn't benefit them and are trying to align the new homes programme with the interests and aspirations of existing residents.
- 1.9 To help with this, Phoenix has developed a set of commitments to residents affected by new homes. This includes prioritising and funding wider environmental improvements identified by residents (see Ravensbourne Estate case study below). Phoenix said their approach involves a lot of up-front work to understand residents' priorities, and open and honest conversations to come up with solutions, and that it is intended to address the question: *what's in it for us?* There are still objections, but Phoenix aim to bring residents with them on the development journey rather than presenting proposals as a done deal.

Phoenix case study – Ravensbourne Estate

Phoenix carried out five consultation events at different stages in the development process to reach as many residents as possible. As well as presenting new build proposals, the events were focused on the improvements residents would like to see

³ See Appendix 2

⁴ See Appendix 5

in their area. Issues identified by residents included the provision of a community facility; new refuse facilities; parking issues; and empowering residents to manage landscaped areas for their children to play. Phoenix subsequently committed to addressing these issues as part of a package of works.

- 1.10 Early resident involvement also arose as a strong theme in the community engagement exercises carried out as part of the evidence gathering for the review. In a meeting with a small group of residents local to an estate in the south of the borough, Hillcrest, there was a strong feeling that residents should have been engaged much earlier on a recent development proposal. There was a perception that the development process was well underway before local residents were given the chance to be involved, and that they were effectively presented with a done deal following minimal consultation. The group felt that discussions with residents should start with a blank piece of paper, be open and honest, and rather than offer solutions, pose problems and involve residents in co-design.⁵
- 1.11 Similarly, a group of Tenant and Residents' Associations (TRAs) from the north of the borough called for engagement to be more proactive and strategic. They felt that residents should be informed and involved from the outset so that plans can be tailored in response to feedback at the initial ideas stage.⁶
- 1.12 National tenant engagement specialists, TPAS, also suggested starting engagement with a blank piece of paper and "building up", noting that communities have a huge amount of knowledge and experience about where they live.⁷
- 1.13 A number of the local authorities engaged with as part of the review stressed the importance of engaging residents from the outset and identifying local issues and context early on. Camden, which describes its approach to its council-led housing schemes as "community led", said that it seeks to build homes and schemes that address local issues, from housing need to reducing crime, and that it ensures that "residents are involved in the design and development from the outset and throughout".⁸

Identifying local issues and context

- 1.14 In a meeting at LB Hackney, it was noted that their process involves mapping key local stakeholders and talking to estate management teams, housing officers, and ward councillors early on in order to identify local issues that could be addressed as part of the development, such as parking or anti-social behaviour problems, for example. It was noted that getting to know and understand the community at an early stage can help to engage more effectively throughout the development process, including with hard-to-reach groups.⁹
- 1.15 In a meeting at LB Southwark, it was noted that where delivery is based on the council's estates they prepare engagement plans based on local intelligence gathered early on in the process. It was noted that there can be a tension between good quality engagement and time, but that as each site is different, it is important to be aware of site history when planning engagement.¹⁰

⁵ See Appendix 6

⁶ See Appendix 7

⁷ See Appendix 9

⁸ See Appendix 13

⁹ See Appendix 4

¹⁰ See Appendix 8

Case Study: Home Park

The Home Park development in Lewisham was cited as an example of when building more knowledge about local issues and concerns early on would have helped with the engagement process. In response to proposals for new homes on the estate, residents responded by expressing concern about existing issues on the estate, including a recent serious crime, which residents felt had not been addressed properly. Officers said that it took a long time following this for the council to rebuild trust and reassure residents that the development could help with a number of the issues on the estate.

- 1.16 At the first evidence session the committee noted that while there is a growing number of people who support the building of new homes, there is also a growing number of people opposed to development, which should be taken into account in resident engagement.
- 1.17 A 2016 study by the *Centre for London*, a politically independent, not-for-profit think tank, looked at how effective engagement can help in dealing with opposition to residential development, and made a number of observations about the early involvement of residents.¹¹
- 1.18 The study, which focused on the reasons people oppose development in their area, stressed the importance of genuinely listening residents in order to better understand the concept of “place attachment” – where someone’s neighbourhood comes to form an integral part of their identity – given that place attachment has been identified as one of the most powerful motivations for opposition.¹²
- 1.19 The report cited research showing that, when understood, place identity can be harnessed to win local people around to support local development, and argued that by listening carefully to residents, to develop a nuanced, site-specific understanding of how people identify with their local area, more homes can get built with less opposition. The report noted that most developers assess the character of a local area before design work and suggested that adding an assessment of residents’ “sense of home” could be a valuable addition.¹³
- 1.20 Similar points were made during the community engagement exercises carried out as part of the review. The group of residents from the south of the borough, for example, argued that developers should recognise the uniqueness of areas and listen to resident suggestions. They said that architects should walk around estates to understand the landscape and that desktop designs without understanding the ‘on the ground’ situation were a waste of time and money. The group of TRAs from the north of the borough specifically called for “local heritage plans” to preserve and promote local history.¹⁴

Trust, transparency and information

- 1.21 In the visit the LB Hackney, it was noted that they had a lot of work to do on some estates to rebuild trust following many years of failed new homes proposals. When engaging residents in the development process, they said that it is important to be clear early on about the key stages at which they can influence, and how best to do this. They also said that it is important to be clear about what’s feasible – noting, for example, that if you explain where it is unviable to refurbish homes due to their poor condition, it can sometimes be residents who push for regeneration.¹⁵

¹¹ [Why people oppose residential developments in their back yard](#), Centre for London, July 2016

¹² *ibid*, pp31-3

¹³ *ibid*, p33

¹⁴ See Appendix 7

¹⁵ See Appendix 4

- 1.22 National tenant engagement experts, TPAS, stated that enabling residents to scrutinise plans is an important step in building confidence and trust and that engagement should be planned to achieve transparency and accountability. Developers should be available to residents, provide answers, and be open and transparent about decision making and funding.
- 1.23 Trust and transparency were also key themes in the community engagement exercises carried out as part of the review. In the workshop with the TRAs from the north of the borough it was noted that, as well as earlier engagement, residents wanted to have open and honest discussions with developers to find solutions to residents' requests and for residents' practical views to be listened to. Residents' also wanted to see their promises kept and design details, such a play areas and communal spaces, not lost post planning.¹⁶
- 1.24 Other groups of residents engaged with felt that more information should be provided to address residents' concerns. The group from the south of the borough highlighted concerns about overcrowding, emergency vehicle access, local amenities and public transport, and felt that local service providers should be engaged to address these. A group of residents at a Brockley PFI Engagement Panel meeting said it would be useful to see information about the impact on communal and green areas; parking and road safety; local crime; local transport; and domestic waste. In the visit the LB Hackney, it was noted that they explain to residents where any money that is being made (from private sales, for example) goes as there can sometimes be suspicion otherwise.
- 1.25 The Centre for London study of why people oppose development also discussed the importance of early engagement in terms of "framing", noting that residents tend to make sense of proposals through discussion with others and that the way facts are presented (or "framed") has a big impact on how people respond to those facts.¹⁷
- 1.26 The report cited research showing that explaining the effects of high house prices on family life and children, for example, significantly reduces opposition to development. It said that this shows how important it is to start communication with residents early in order to frame new housing development as a social necessity that benefits real people, and noted that framing can also help address concerns relating to services early on. At the first evidence session, the committee also stressed the importance of getting early engagement right in order to prevent misinformation from spreading.
- 1.27 A 2015 report on infill development by *Future of London*, an independent housing a regeneration policy network, stated that paying early attention to the narrative, as well as identifying and working with community leaders, is time well spent well, and that an important part of working with existing communities is about how you tell the story of change. The report also discusses confronting cultural and social attitudes towards density and space and winning people over to the idea that increasing the local population is good for neighbourhoods – for example, by providing more customers for local shops and increased funding for services.¹⁸
- 1.28 A 2019 roundtable on community engagement, held by the *Centre for London*, found that early and prolonged relationship building with local people was good practice in communicating the potential benefits of a development to an area. Good local engagement was viewed by some practitioners as a way of improving schemes and even raising densities. Participants discussed examples of residents pushing for higher densities where they felt in control – there was a feeling that residents are not against high densities, but against bad design.¹⁹

¹⁶ See Appendix 7

¹⁷ [Why people oppose residential developments in their back yard](#), Centre for London, July 2016, pp35-7

¹⁸ [Delivering Infill Development: A London 2050 briefing paper](#), Future of London, January 2015

¹⁹ [Capital Homes: Trust, design and community engagement](#), Centre for London, July 2019

- 1.29 The report also noted that demonstrating local benefits can be powerful and mentioned cases of developers changing the narrative of development from simply changing the built form to revitalising a community through providing training, employment opportunities, community assets and facilities. TPAS also said that while engagement on infill development should acknowledge the impact it will have on neighbours it should also promote the benefits. Some caution was expressed in the roundtable, however, about the time demands of engagement where developments are time sensitive and cost constrained.²⁰

Engagement during the planning process

- 1.30 It was noted during the first evidence session for the review that early resident engagement is separate to formal consultation during the planning process, which involves making comments on specific planning grounds. The committee heard from officers that residents that come to consultation events before the planning stage are informed that they if they want to make representations on planning grounds these would need to be submitted separately during the planning stage.
- 1.31 The committee expressed some concern about the differences in the resident engagement carried out before the planning stage and the consultation during the formal planning process. It was noted during the review, however, that the council is currently looking into information and communications during the planning process in response to recommendations of the council's Local Democracy Review.²¹
- 1.32 During one of the visits carried out as part of the review it was noted that one south London local authority is amending its statement of community involvement to include a development consultation charter setting out the consultation requirements for developers' pre-planning applications, which depend on the scale of the development. The charter is then considered as part of the planning application process.²²

²⁰ See Appendix 14

²¹ [Lewisham Democracy Review: A democratic and open Lewisham](#), 2019

²² See Appendix 8

Active and ongoing engagement

- 2.1 The ongoing engagement process and the particular methods used was another key theme among the evidence gathered during the review.
- 2.2 The Mayor of London's 2018 guidance on estate regeneration, for example, discusses a range of methods, but states that developers should be open to suggestions from residents and stakeholders about developing more effective mechanisms. The 2015 London Assembly report on estate regeneration states that active and ongoing engagement is essential to leverage the support of residents and notes the value of on-site engagement and working with community leaders.
- 2.3 In evidence from officers, the committee heard that, depending on the scale of the project, ongoing engagement would typically include one or two consultation events, where ideas and concepts from initial engagement are more developed. Engagement would continue throughout construction and following completion to ensure that developments are constantly improved [graphic]. Residents are provided with feedback in a variety of ways following engagement. One of the key ways is publishing "you said, we did" statements online, setting out written responses to comments received during engagement [graphic].²³ LB Hackney also find the "you said, we did" approach useful.

Case study: Edward Street

The Edward Street development was noted as an example of early resident engagement influencing a development. The project was initially called PLACE/Deptford, but was renamed Edward Street following resident feedback that the "PLACE" name didn't capture the sense of the area. Changes were also made to the shape and orientation of the building in response to feedback.

Case study: Bampton Estate

Bampton Estate was noted as an example of where ongoing resident involvement during a lengthy consultation period [screenshot] helped to shape the direction, size and scale of the development, by taking into account resident comments on cycling routes, local connections, and the design of the public realm.

A range of methods

- 2.4 In written evidence, Peabody stressed the importance of having a portfolio of methods so that all stakeholders have the opportunity to contribute their ideas. Methods outlined by Peabody ranged from formal meetings, exhibitions and resident steering groups to individual appointments, attendance at resident gatherings, informal drop in sessions and fun days, and newsletters, text messages and email. Residents have also been given a say in the choice of materials used in certain schemes. And on a recent scheme in Battersea residents contributed their ideas to develop artwork for the scheme that was meaningful to residents [graphic].²⁴
- 2.5 The Lewisham Homes development team are looking to make use of a range of methods. They have recently carried out "walk and talks" with local residents as part of early engagement, and, going forwards, are planning to underpin this with digital engagement on the Commonplace platform. In addition to drop-ins at different times of the day and focus sessions for specific groups, they are also looking to establish Steering Groups for certain projects, with residents responsible for establishing the terms of reference and code of conduct. For some projects residents are also being trained on appointing architects and selecting construction teams and being included in the discussions around the complex

²³ See Appendix 2

²⁴ See Appendix 11

finances and budgets involved. Given the collaborative approach with the community from the outset, Lewisham Homes said that the final submission to planning should be akin to a joint submission.

- 2.6 Feedback from the community engagement exercises during the review also stressed the importance of using a wide range of engagement methods. The group of TRAs from the north of the borough suggested online engagement and newsletters providing regular updates up to the start of construction and community events for local residents. Another group suggested email, notices on announcement boards, and community events such as historical walks.²⁵
- 2.7 Among a small group of residents from the south of the borough there was a preference for in-person and on-site engagement. They suggested using on-site community centres and warned against an overreliance on digital engagement.²⁶
- 2.8 The time and location of engagement was also a strong theme. The group from the south of the borough were particularly unhappy with the location and timing of the consultation events for recent development proposal, which were held away from the estate between 4-8pm, which the group felt excluded many people. Another group noted that standard consultation events and meetings are not accessible to everyone and that those held in the evening, for example, can make it difficult for those with children, among others, to give their views.

Case study: Achilles Street

Achilles Street was cited by Lewisham officers as an example of the importance of the location of in-person engagement. After holding a consultation event away from the estate, some residents said that the council was trying to hide away.

- 2.9 At the first evidence session the committee noted the importance of face-to-face engagement, stating that it can be a better way of addressing people's concerns, listening to feedback and explaining the borough's housing need. The committee noted that door-knocking and in-person engagement is particularly important on infill developments, where, unlike estate regeneration, the council is not making an offer to all residents and some people may be wondering what's in it for them.²⁷
- 2.10 In the visit to LB Hackney it was noted that online engagement is not widely used with housing development, given the very local geography, and that social media has been used with mixed results. The design process was, however, cited by LB Hackney, and a number of others during the review, as one of the best ways to engage constructively with the community.

Design stage involvement

- 2.11 There are a wide range of ways residents could be involved at the design stage including, for example, in the appointment design teams. It is important, however, according to LB Hackney, to be clear with residents what role they will have, especially whether or not it is a decision-making role.²⁸
- 2.12 LB Hackney also noted that it is important to link back at the design stage to the priorities and concerns identified by residents during early engagement, as some issues, such as parking, for example, can be addressed through design. It is again important, however, to be clear about what might be feasible – public realm improvements, for example, can be expensive if clear guidelines are not given.

²⁵ See Appendix 7 and 3

²⁶ See Appendix 6

²⁷ See Appendix 2

²⁸ See Appendix 4

- 2.13 Guidance from the *Design council* on infill development notes that involving residents at the design stage in particular could provide opportunities to tackle social and environmental problems. The opportunities of new development may not be immediately obvious to residents, however, and it may take time to build confidence with residents who have suffered from issues, such as anti-social behaviour, that good design can help reduce these problems. Allowing residents to influence design at an early stage can help. The guidance notes that involving residents may require different ways of working and additional resource and discusses providing skilled support and facilitation from independent providers as one possible measure (this is discussed further in the next section).²⁹
- 2.14 Homes for Lambeth has also included the involvement of residents in the design process (where they are being re-housed) in its *Housing Design Principles* for the new homes they build. One of the other key methods they support is a monthly Resident Engagement Panel meeting for each estate to update residents on their scheme.³⁰
- 2.15 Similarly, LB Southwark established (in 2014) a charter of principles on resident involvement in the development of new homes in estates, which includes the key principle that consultation on new sites will be led by local “project groups” of residents and local councillors. Project groups meet three or four times, with the first session including training with an independent advisor.³¹
- 2.16 Project group membership is drawn from a mixture of TRA representatives and residents who express an interest at initial drop in sessions. Anyone living within the vicinity of the potential site, taking into account natural boundaries such as railway lines and major roads, is invited to drop in sessions. In those areas where there has been little take up of the offer to form project groups, the way residents are involved has had to be adapted to ensure they continue to be engaged.
- 2.17 The involvement of local groups and the design process was also mentioned during the community engagement exercises of the review. The TRAs from the north of the borough suggested establishing “panels” to provide residents with a meaningful role in decision-making. They also advocated the involvement of residents in the detail of regeneration schemes through design reviews, citing engagement with architects as an example of where engagement has gone well in the past.³²

Boundaries and levels of engagement

- 2.18 The geographic boundaries of engagement was also a topic of discussion. There was a feeling in one resident group that the whole community should be involved in discussions about where to put local housing, as local people have valuable local knowledge. And with major developments, it was suggested that everyone affected within a certain area, taking into account local geography, should be engaged.³³
- 2.19 TPAS said that engagement on infill development should acknowledge the impact it will have on neighbours and that there should be boundaries for different levels of engagement, but that developers should be prepared to talk to anybody.

²⁹ [Involving local residents in the design of small and infill sites](#), Design Council, 2016

³⁰ See Appendix 10

³¹ See Appendix 8

³² See Appendix 7

³³ See Appendix 6

- 2.20 Lambeth also noted that it is important to recognise that residents want to engage on different levels, from short video animations to newsletters on business plans. The authority has also recognised that communities are often based around interests and activities, not necessarily where they live, and has provided a physical engagement hub on each estate regeneration for running events, often around key decision points. Events like this have allowed Homes for Lambeth to increase awareness and understanding among a broader range of residents.³⁴
- 2.21 Engagement on different levels was another theme from the review's community engagement. One group suggested that engagement should aim to meet the visual and verbal preferences of residents and that imagination was required to devise creative engagement exercises, such as on-site exhibitions and community theatre. There was a strong feeling among all groups that engagement should be in plain English and jargon-free.
- 2.22 LB Southwark has produced an engagement plan template, which includes questions about the purpose, key stakeholders, and what residents need to contribute, intended to guide the engagement process. TRAs are consulted about draft engagement plans. The authority also endeavours to involve residents who may be moving into the new homes once completed.³⁵
- 2.23 Involving a wide range of stakeholders was another theme in the review's community engagement. The TRAs from the north of the borough said that having local leaders on board, such as block reps, for example, could make a significant difference. There was also a feeling among a number of groups that local Councillors play a key role.
- 2.24 The LGA's guidance on engagement is also supportive of the greater involvement of frontline Councillors in engagement and the development of proposals. The guidance notes that local Councillors generally have a close relationship with stakeholders and lead local opinion and can often broker a compromise. Frontline Councillors are also able to empathise more with the community and are more sensitive to the subtle consequences of decisions, and ought to be encouraged to provide a steer.³⁶
- 2.25 The *Centre for London* study of opposition to development, mentioned in the previous section, argues that Councillors need to be given additional support and suggests that one way of boosting the quality of debate around housing development could be to hold "town hall seminars" bringing together architects, urban designers, councillors and council officers to explore issues around development – such as improving the quality of high-density schemes, for example. Events like this could help equip councillors and officers with the expertise and confidence to guide developers and defend against opposition. The report also suggests that inviting residents groups to such events could give all stakeholders a common language and help make debates more constructive.³⁷
- 2.26 LB Camden is piloting a new peer-to-peer engagement model where local residents, known as "Community Liaison Advisors" (CLAs), are employed to help tailor the approach to delivering community-led regeneration.³⁸
- 2.27 On a recent estate regeneration development (of around 300 homes) CLAs worked with officers to set out principles of inclusive and collaborative engagement. CLAs then identified a range of communication tools to inform and involve residents and set out a clear feedback mechanism to show how residents have influenced the process.

³⁴ See Appendix 10

³⁵ See Appendix 8

³⁶ [New Conversations: LGA guide to engagement](#), LGA, 2017, pp88-93

³⁷ See Appendix 12

³⁸ See Appendix 13

2.28 The authority said that the CLAs had helped residents to understand the regeneration process and encouraged residents to be actively involved in the appointment of lead architects.

Open and honest engagement

2.29 Another common theme from the community engagement of the review was honesty, openness and transparency. There were calls for discussions to be open and honest and a feeling from some of a lack of confidence in new homes consultation process. One group warned of “token” and “tick box” consultation exercises and the feeling of consultation “being done to” residents as opposed to being given an opportunity to influence.³⁹

2.30 As discussed in the previous section, the group of TRAs from the north of the borough wanted open and honest discussions with developers in order to find solutions, for their views to be listened to, and for promises to be kept. TPAS also said that engagement should be planned to, among other things, achieve transparency, as enabling residents to scrutinise plans is an important step in building trust.

2.31 The *Centre for London's* 2019 roundtable on community engagement also noted that honesty is undervalued, with some participants saying that developers and local authorities are not entering into honest engagement with the public, or each other, about potential limitations and constraints. Some participants felt that there needs to be better management of expectations, noting that the development industry can be reluctant to say ‘no’ and explain the financial and other constraints at play. The report noted that while councils acting as developers can deliver benefits it can also create suspicion about the role of the local authority and the interests they serve. The report commented that local people are pragmatic and perceptive enough to understand potential trade-offs and that there is therefore capacity for greater honesty in the system.⁴⁰

TRA involvement

2.32 The committee heard from officers that Tenant and Residents’ Associations (TRAs) are involved throughout the resident engagement process in Lewisham. While they are not always representative of a local area, they often better understand the local area and the views of local people.

2.33 A number of other authorities engaged with during the review also said that TRAs are involved in the engagement process, where established. On an estate in Hackney the TRA has served as the resident steering group for the ongoing regeneration project.

2.34 TRA involvement also came up during the community engagement for the review. The TRAs from the north of the borough suggested that contact details of key people involved in the development of proposals should be made available to TRAs. Other groups said that more TRAs should be encouraged, formed and engaged.

2.35 Officers noted that ongoing engagement with residents and TRAs can lead to better quality developments that local residents feel proud of. The Council wants to engage with as many people as possible, but engagement varies from scheme to scheme, and ensuring good attendance at consultation events is a significant challenge. This is particularly the case with “hard-to-reach” or “seldom-heard” groups.⁴¹

³⁹ See Appendix 7

⁴⁰ See Appendix 14

⁴¹ See Appendix 2

Hard-to-reach groups and capacity building

- 3.1 Engagement with hard-to-reach groups was a specific key line of enquiry for the review. It's a difficult term to define precisely, with various similar terms used interchangeably by different sources – such as “under-represented”, “seldom-heard”, “often-excluded”, and “need-to-reach”, for example.
- 3.2 A scrutiny review of engagement with hard-to-reach groups by Haringey Council, however, provides a useful, albeit broad, explanation: “*Those groups which are difficult to engage with from an organisational perspective because they do not feel empowered to do so, or due to barriers which may be overcome*”.⁴²
- 3.3 In written evidence, Peabody set out a number of specific examples, including older people, those who are time poor, groups who may be hostile to plans, groups with limited language capacity, and those with mobility issues.⁴³
- 3.4 The committee heard from officers that engaging with hard-to-reach residents is one of the toughest challenges for resident engagement. Ensuring good attendance at consultation events is a significant challenge with hard-to-reach groups, particularly those who might feel uncomfortable or intimidated attending typical public consultation meetings.⁴⁴
- 3.5 Officers outlined a number of recent initiatives intended to increase engagement with hard-to-reach groups, including engaging with people through the [Evelyn Community Store](#); the Achilles Street “[Bring it to the table](#)” events [graphic]; and the provision of translators for residents who may be more confident expressing their views in another language. Officers also noted the importance of engagement material being easy for residents to understand, clear, and jargon-free.
- 3.6 Other creative methods being considered include fun days, soft play and mobile cinema. While online engagement is increasingly being used – Team Catford, for example, have successfully used the online consultation platform, Commonplace [graphic] – officers said that it is still underused as a consultation tool.
- 3.7 Lewisham Homes’ approach to engaging with hard-to-reach residents is informed by their early outreach work to understand the area. This includes identifying specific groups (age-related or faith-related, for example) and vulnerable residents (those with support workers, for example) and enabling them to engage. This might be through engagement at community hubs, such as GP surgeries, schools, and market places, and, as mentioned earlier, local “walk and talks” and online engagement. This should enable a wider range of people, particularly those who wouldn’t normally attend a meeting or workshop, to give their views at a time and place that is more comfortable and convenient for them. In recognition that every community is different, however, engagement activity will be regularly reviewed with the community to continuously improve.

Case study: Achilles Street

The Achilles Street “Bring it to the Table” events were intended to provide an opportunity for residents to ask questions and express their views about the estate in a more informal setting. Once a week, from afternoon to evening, in one of the community rooms on the estate, residents are able to drop in to have an informal conversation over free cakes and sandwiches. Discussions were focused on finding

⁴² [Scrutiny Review of Engaging with ‘Hard to Reach Communities’](#), Haringey Council, March 2010, p8

⁴³ See Appendix 11

⁴⁴ See Appendix 2

out what residents think about where they live and helping with their queries about the process, rather than talking about any particular plans for development.

- 3.8 One of the key ways Phoenix seeks to engage with a wider range of residents is through an informal consultation event it calls “Chat and Chips” [graphic]. As the name suggests, “Chat and Chips” is an event where residents are asked for their views on current and future plans over free fish and chips. Phoenix held seven “Chat and Chips” events last year, engaging with more than 400 residents, 64% of which were residents they had not engaged with before.⁴⁵
- 3.9 Phoenix consider ways to engage with particular groups from the beginning of the development process and carry out targeted door-knocking. Phoenix’s tenancy sustainment officers also help with identifying vulnerable tenants, older people, disabled people, or young people who may not be engaging.
- 3.10 Peabody also discussed the importance of identifying hard-to-reach communities and making targeted contact – either by going out to them or specifically inviting them to attend engagement events. It was noted that typical engagement exhibitions and drop-in sessions are not effective methods for engaging with a number of hard-to-reach groups.
- 3.11 In a meeting with a group of residents from the north of the borough, a lack of support for disabled residents to attend engagement meetings and events was identified as an issue – with the group noting, for example, that there were none at the meeting they were in.⁴⁶
- 3.12 In Phoenix’s experience, young people, aged 18-25, tend to be the hardest to reach and most under-represented during engagement. Peabody also noted that young people are notoriously difficult to reach. To increase general levels of engagement among this group, Phoenix are providing training and support for small groups of young people. Peabody on the other hand has set up an innovative virtual reality workshop for a public realm project in Thamesmead to encourage young people to feed into plans and help formulate designs [graphic].⁴⁷
- 3.13 How to improve engagement with hard-to-reach groups was also a topic of discussion in the community engagement exercises for the review. A group of residents from the south of the borough suggested that other Council departments might be able to help identify and engage with vulnerable groups and individuals. Care workers, for example, could help identify people who have just been discharged from hospital, while health visitors could help identify new and isolated mothers. The group also suggested engaging people through local libraries and providing sports programmes to engage young people.⁴⁸
- 3.14 A group of residents from the north of the borough suggested holding family and community events, directly involving young people; notices and events in schools and community hotspots; and a permanent section on new developments in *Lewisham Life*. The group stressed the importance of going out into the community and engaging groups where they gather - for example, places of worship, toddler groups, disability groups – rather than relying on a narrow number of groups to speak for the whole community. They also suggested keeping a register of people who aren’t digitally connected.⁴⁹
- 3.15 At the first evidence session the committee stressed the importance of door knocking to engaging with hard-to-reach groups, particularly those who might find public meetings

⁴⁵ See Appendix 5

⁴⁶ See Appendix 3

⁴⁷ See Appendix 11

⁴⁸ See Appendix 6

⁴⁹ See Appendix 7

intimidating. One member recounted how they had been approached by a resident at a public consultation event who was supportive of the development, as they were living in overcrowded conditions, but felt too intimidated to speak up at the meeting.

- 3.16 TPAS praised the innovative hard-to-reach engagement methods outlined by officers in first evidence session. They said that in order to engage with “need-to-reach” groups (as they described them) the first steps are having a customer relationship management system in place and carrying out analysis of the community in relation to equalities.
- 3.17 In terms of engagement methods, TPAS said that local volunteers should be recruited, supported and trained to be involved in the engagement process (to influence, co-design and scrutinise) but to recognise when recruiting volunteers that the majority of people do not have lots of spare time.
- 3.18 Engagement activity that involves significant time commitment can be off-putting to many people. To reach certain groups, especially those who are time poor, engagement should be increasingly focused around short bursts of work, such as task and finish groups, over a few days. Residents should also be asked how they would like to organise themselves to be engaged on a project, if they do at all – imposing engagement models on residents should be avoided.⁵⁰
- 3.19 TPAS said that often the first challenge is to connect and relate to the communities you’re working with to build their trust. The biggest challenge can be speaking the right language with the community to build the trust and respect to work together positively and constructively. This can take time, particularly where communities have a long history of bad experiences, but the key is having well-trained staff to speak to communities and support communications back to council officers so that everyone understands each other.
- 3.20 In order to be able to assess the impact, TPAS also recommends that any engagement activity should be planned, monitored and measured, and regularly reviewed with the community that you’re engaging with.

Resident support and capacity building

- 3.21 The committee heard from officers that there is a wide range of support in place to help residents of Lewisham Homes to engage effectively. This includes free housing courses and help setting up Tenant and Resident Associations (TRAs). Officers noted that building capacity among residents can help to create a more informed and collaborative process, as well as give residents more confidence to challenge decisions. As noted early, Lewisham Homes are currently training resident steering groups to help with the appointment of architect and construction teams. They have also invited steering groups from other London boroughs to come and share their experience with interested residents in Lewisham.
- 3.22 TPAS said that tenants, leaseholders and community members should be provided with the appropriate levels of support to be help residents understand and take a meaningful and active part in the process. It was noted that communities affected by significant housing development often want expert, independent advice.⁵¹
- 3.23 Lambeth has used Independent Resident Advisors (IRAs) on estate regeneration schemes for some time. Each of their current estate regenerations schemes has its own IRA responsible for supporting and advising residents of their rights throughout the process. IRAs also support

⁵⁰ See Appendix 9

⁵¹ *ibid*

engagement with hard-to-reach groups on an estate by estate basis. The IRAs know their estates and residents well and are able to direct and carry out targeted door knocking.⁵²

- 3.24 In Hackney, Independent Tenant and Leaseholder Advisors (ITLA) have been used successfully with large-scale estate regeneration projects. They have been particularly useful for engaging with hard-to-reach groups. On the King's Crescent Estate regeneration project, for example, after struggling to engage with the Turkish Community, the council liaised with the ITLA, who had local knowledge and was aware that a number of Turkish residents were keen gardeners. The council then held a number of consultation events in nearby gardening areas. They also held a Halloween disco to engage with younger people. The authority noted, however, that it would only use an ITLA for large-scale regeneration project or particularly complex infill sites.⁵³
- 3.25 Lewisham Homes' has not used ITLAs, or similar, for a number of years. They noted, however, that they can be quite useful on estate regeneration schemes, helping guide residents through the process and providing an independent opinion on information from the council. They are particularly helpful where there has been an element of activism on a scheme. It was felt that they are of less value, however, with infill developments, and that the budget could be better used for other engagement initiatives.
- 3.26 The 2018 Mayor of London guidance on estate regeneration recommends providing independent capacity-building and advocacy support for residents if they request it. The 2015 London Assembly review of estate regeneration also notes that some capacity building is likely to be required to enable communities to participate as fully as possible, and that in some cases, independent resident advisers have been appointed by a residents to support engagement activity.
- 3.27 TPAS, which provides an Independent Tenant Advice service (ITA), said that ITAs are essential to regeneration projects, and stressed that communities should be given the opportunity to choose their own. In response to questions from the committee, TPAS noted that ITAs should constantly demonstrate they are there to represent the views of the community. Residents should accompany ITAs at project meetings and be copied in to correspondence. Some ITAs also ask residents to monitor and agree their activity.⁵⁴

⁵² See Appendix 10

⁵³ See Appendix 4

⁵⁴ See Appendix 9

Appendix 2

Resident engagement in housing development – first evidence session

LB Lewisham and Lewisham Homes – 10th July 2019

James Masini (Regeneration & New Supply Manager, LB Lewisham) delivered a presentation on Lewisham's approach to engaging residents on housing development in their area. The following key points were noted from the presentation:

- 1.1 The engagement process begins at a very early stage. This might include an "ideas event" with residents or local door knocking. There will be an initial consultation event and sometimes a second event depending on the scale of the project. There will also be engagement throughout the construction phase and after completion.
- 1.2 It was noted that this engagement is separate to consultation during the formal planning process.
- 1.3 Engagement exercises attract varying numbers of people. An event around the PLACE/Ladywell development, for example, involved 600 people over six days. Smaller developments tend to attract less interest.
- 1.4 It was noted that engaging with residents often leads to better quality development. The council wants to engage as many people as possible, but it was noted that ensuring good attendance at consultation events is a significant challenge. This is particularly the case with hard to reach groups.
- 1.5 Examples of innovative responses to this challenge were discussed, including engaging people through the Evelyn Community Store and the Achilles Street "Bring it to the table" events.
- 1.6 Lewisham Homes has a programme of support in place to help residents engage effectively, including free housing courses for residents and help with setting up Tenant and Resident Associations.
- 1.7 Other creative methods the council is considering include fun days, soft play and mobile cinema. Online engagement, although being used more, is still underused as a consultation tool. The online consultation platform, Commonplace, for example, has been used successfully by Team Catford.

The committee asked a number of questions. The following key points were noted:

- 1.8 The committee expressed concern about the differences in resident engagement carried out before the planning process and consultation during the formal planning process.
- 1.9 It was noted that consultation by the local planning authority during the formal planning process involves making comments on specific planning grounds. This is separate and different to the broader discussions about an area and/or development that take place as part of resident engagement carried out by the Council and Lewisham Homes before a development goes to planning.
- 1.10 The Achilles Street "Bring it to the table" events have been running every Wednesday since June. There are 87 properties on the estate and attendance has been about 10 households per night, half of which have been returning households.
- 1.11 The committee stressed the importance of door knocking in terms of engaging hard-to-reach groups and those who might find public meetings intimidating.

- 1.12 One member noted that they had been approached by a resident at a recent public consultation event who said that they were desperate for the development to go ahead as they were living in overcrowded conditions, but that they felt like they couldn't speak up at the meeting.
- 1.13 The committee noted that door knocking on infill developments is particularly important because, unlike estate regeneration, the council is not making an offer to all residents and some local residents may be wondering what's in it for them.
- 1.14 The committee noted the importance of face-to-face conversations and that they can be a better way of addressing people's concerns, listening to feedback and explaining the borough's housing need.
- 1.15 The committee noted while there is a growing number of people who support development, there is also a growing number of people who oppose development.
- 1.16 The committee stressed the importance of getting early engagement right in order to prevent misinformation from spreading.
- 1.17 Lewisham Homes carry out door knocking on their infill developments, at various times of the day, to make sure that a wide range of people are heard.
- 1.18 Engagement exercises like the Bring it to the table events at Achilles Street are an important part of early engagement. Engagement like this is more about finding out what residents think about where they live, rather than talking about the plans for a particular development.
- 1.19 It was noted that the best way of measuring the effectiveness of engagement is the quality of the schemes. Developments with a high degree of resident involvement tend to be higher quality.
- 1.20 The proposed residents' charter is a response to new rules on estate ballots from the Mayor of London.
- 1.21 The residents' charter will apply to every estate regeneration where a ballot is required. The ballot requirement applies to projects that involve GLA funding, the demolition of any social homes and the construction of 150 or more homes.
- 1.22 Achilles Street is the only development in the new social homes programme that requires a ballot.
- 1.23 Tenant and Resident Associations (TRAs) are involved throughout the engagement process. TRAs often better understand the local area and the views of local people. TRAs are not always representative of a local area, but it is useful to engage with them from an early stage.

Resolved: the committee noted the report.

Appendix 3

Housing Select Committee – resident engagement in housing development review

Notes from workshop with RB3 (Brockley PFI) Leaseholder Engagement Panel

5th September 2019

Kate Donovan (Area Manager, Pinnacle), Chantelle Barker (Project Manager, Pinnacle), and John Bardens (Scrutiny Manager) were present.

The workshop was based around table discussions on a set of questions. Participants separated into small table groups to discuss and then reported back to the wider group.

The questions that the groups focused on during the workshop related to: the best ways for residents to be informed and involved; useful information; obstacles to engagement; advice and support; and how to reach as wide a range of people as possible.

The key points of the workshop are summarised below.

- 1.1 On the best ways for residents to be informed and involved, the groups suggested a number of tools including online (in particular email) engagement, letters and notices on announcement boards, local assemblies; door knocking and social events such as historical walks.
- 1.2 In terms of information that it would be helpful to see at some stage during the engagement process, the groups suggested information about: communal and green areas; parking and road safety (such as issues with speeding and moped crime; other crime (such as drug dealing); plans for local transport; and plans for domestic waste.
- 1.3 In terms of obstacles to engagement the group said that it was important to provide residents with several weeks' notice of any events; to consider transport issues for those without support when considering a venue. In terms of format, the group said that the ability to communicate through the website would be important for those unable to attend meetings. The group noted that there is a lack of support for disabled residents to engage – noting, for example, that there were none at this meeting, which was held in the evening.
- 1.4 In terms of advice and support, the availability of independent advice was suggested by one table. Independent advice was also considered by some residents as a good way to hear from as wide a range of people as possible – as was door knocking and holding events at times that work for different groups.

Appendix 4

Housing Select Committee – resident engagement in housing development review

Notes from meeting with Karen Barke, Head of Estate Regeneration & Interim Head of Housing Supply Programme, London Borough of Hackney

18th September 2019

Cllr Aisling Gallagher (Housing Select Committee) and John Bardens (Scrutiny Manager) were present. Some of the key points of the discussion are set out below:

- 1.1 The Mayor of London's good practice guide to estate regeneration contains many examples of good practice in relation to resident engagement, including two case studies from Hackney.
- 1.2 Hackney has had to do a lot of challenging work to rebuild trust with residents on estates where there has been many years of failed proposals. (King's Crescent Estate, for example).
- 1.3 Resident engagement should start early and be regular and take into account the key points at which residents can be involved.
- 1.4 It is important to be clear with residents about the stages during the engagement process at which they can influence the development and how they can best do this.
- 1.5 The design process was cited as one of the best ways to engage constructively with the community. This could include being involved with appointing design teams.
- 1.6 It is important to be clear what role residents will have at the design stage, including whether or not it is a decision-making role.
- 1.7 It is important to get to know and understand the community in order to engage effectively, including with hard-to-reach/seldom-heard groups.
- 1.8 On the King's Crescent Estate, for example, after struggling to engage with the Turkish Community, Hackney held consultation events in gardening areas after being informed by the estate's ITLA, who had local knowledge, that a number of the Turkish residents are gardening enthusiasts. They also held a Halloween disco to engage with younger people.
- 1.9 It is important to talk to the local estate management team, local housing officers, and ward councillors in order to identify local issues, such as parking or anti-social behaviour problems.
- 1.10 Hackney has found the "you said, we did" approach helpful with resident engagement.
- 1.11 The use of an Independent Tenant and Leaseholder Advisor (ITLA) has also been helpful with large-scale estate regeneration projects. An ITLA would only be used for particularly complex infill sites.
- 1.12 The resident offer is particularly important with infill development.
- 1.13 Hackney has moved from a site-by-site approach to estate regeneration to a programme-wide approach.
- 1.14 Hackney explains to residents where any money that is being made goes – from private sales, for example. There can be suspicion otherwise.
- 1.15 It is important to be clear during engagement about what might be feasible – public realm improvements, for example, can be expensive if clear guidelines are not given.

- 1.16 It is important to link back to early engagement and what residents' priorities were. There are some priorities, such as parking, that can be addressed through design.
- 1.17 Tenant and Resident Associations (TRA) are involved in the engagement process where they are established. On the Colville Estate regeneration, for example, the TRA has formed the resident steering group for the project.
- 1.18 Other key local stakeholders will be mapped.
- 1.19 It is important to explain where it is unviable to refurbish homes due to poor condition. It can sometimes be residents who push for regeneration.
- 1.20 It is important to engage on measures to mitigate noise and dust during construction.
- 1.21 Hackney has recently started carrying out post-occupancy evaluations in order to ask questions about size, storage and room size. This can help with engagement on future projects. They also work with residents on financial viability.
- 1.22 Online engagement is not widely used with housing engagement. Social media has been used with mixed results.
- 1.23 Hackney piloted a local lettings policy with the King's Crescent Estate, which gave priority for new social rent homes being built to residents living close to the development sites in priority need, such as under-occupying and overcrowded for example.

Resident engagement in housing development - evidence session

Phoenix Community Housing – 18th September 2019

Angela Hardman (Head of Development, Phoenix Community Housing) delivered a presentation on Phoenix's approach to engaging residents through the development and delivery of new homes. The following key points were noted from the presentation:

- 6.1 Phoenix are aiming to deliver an increasing number of new homes in Lewisham. The majority of their development programme is due to be delivered over the next 3-4 years.
- 6.2 All of the sites Phoenix will be developing sit within existing communities and estates. The impact on existing residents is an important consideration when thinking about how to deliver.
- 6.3 Phoenix's approach to resident engagement on housing development, called "building together", sets out a number of commitments to residents affected by new homes.
- 6.4 When Phoenix was established a number of promises were made to residents and Phoenix are looking to follow a similar approach with the delivery of new homes.
- 6.5 Phoenix wants to develop proposals together with residents in a similar way to how it has with improvements to properties in the past.
- 6.6 They also intend to engage residents when they start to buy land for development in order to hear residents' views on affordable housing options such as shared ownership for example.
- 6.7 Phoenix aims to ensure that residents have an opportunity to get involved at every stage. This includes considering and funding environmental improvements identified by residents
- 6.8 Phoenix are conscious of the risk that existing residents may see investment in new homes as something that's not necessarily for them and want to ensure that the new homes programme is aligned with the interests and aspirations of existing residents.
- 6.9 Establishing and understanding existing residents' priorities and ideas for environmental improvements comes through the consultation process when developing new homes.
- 6.10 Phoenix's approach is intended to address the question "what's in it for us?".
- 6.11 Residents are engaged at the beginning of the development process, when development is initially being considered on a certain piece of land, to ask what's important to them in their neighbourhood, while stressing the importance of delivering new homes.
- 6.12 They also intend to discuss with residents the balance between maximising new homes and economic viability.
- 6.13 At later stages in the process, residents will help select architects. Residents will also be involved in the selection of contractors and how to minimise disruption during construction and ongoing engagement during construction. During the construction of Hazlehurst Court, for example, Phoenix offered free coffee and cake at the Green Man community centre while the foundations were being laid.

- 6.14 Phoenix also carry out post-occupancy surveys with residents to gather feedback to help improve future developments.
- 6.15 Phoenix recognises that some of the money being invested in new homes has been raised through the rental stream that existing residents pay.
- 6.16 If environment improvements are identified and committed to, they are funded and put into a programme to be delivered over the course of the development programme.
- 6.17 One of the different ways Phoenix seeks to engage residents is through an informal resident consultation event it calls "Chat and Chips", where residents are asked for their views on current and future plans while enjoying free fish and chips.
- 6.18 They held seven "Chat and Chips" events last year and engaged with more than 400 residents, 64% of which were residents that they had not engaged with previously.
- 6.19 Other methods include newsletters, door-knocking and looking at hard-to-reach groups.
- 6.20 On a recent development Phoenix have found that the use of 3D polystyrene models is a particularly useful way of engaging residents and discussing options and proposals. It can be difficult for some people to get a sense of a development from 2D plans alone.
- 6.21 In terms of engaging with hard-to-reach and under-represented groups, Phoenix's tenancy sustainment officers help to identify vulnerable tenants, older people, disabled people, or young people who may not be engaging.
- 6.22 They also use data to identify potential groups that may be interested in a new development. For a new intergenerational scheme Melfield Gardens, for example, Phoenix has started looking into how to engage with different groups right from the beginning of the process. The idea is to attract residents who are under-occupying in order to generate chain lets.
- 6.23 One of the other commitments is to try to establish a local letting policy for Phoenix residents. On a previous development, Hazlehurst Court, a third of new homes were allocated to residents that were under-occupying existing Phoenix homes. This generated more than 60 chain lets.
- 6.24 From carrying out resident engagement on a recent development, Ravensbourne Estate, Phoenix established a number of commitments. The commitments included providing a community facility, new refuse facilities, addressing parking issues, and looking into ways to empower residents to manage some of the landscaped areas so that their children could play there.
- 6.25 Phoenix carried out five consultation events at different stages in the process to reach as many residents as possible and so that most of the issues could be resolved by the time it came to submitting plans.

The committee asked a number of questions. The following key points were noted:

- 6.26 Phoenix's approach to resident engagement on housing development involves a lot of up-front work to try to understand residents' concerns and come up with solutions through open and honest conversations. They do still get objections, but they want to bring residents on the journey rather than presenting a proposal as a done deal.
- 6.27 The funding for Phoenix's new homes programme comes from GLA grant funding, refinancing, rental income subsidy, and support for social homes from Lewisham

Council. Building on their own land allows Phoenix to provide a high proportion of homes for social rent.

- 6.28 There are no resident ballots proposed in Phoenix's new homes programme.
- 6.29 In Phoenix's experience, young people aged 18-25 tend to be the hardest to reach and under-represented during engagement. Younger young people, under 18s, tend to use the Green Man Community Hub, but not 18-25s. The typical cohort tends to be older people and some families.
- 6.30 Phoenix are also trying to engage smaller groups of young people by providing training and support.
- 6.31 While Phoenix's development programme consists of mostly small infills, they are still calling it regeneration.

Resolved: the committee thanked the representatives from Phoenix for their presentation and noted the evidence provided.

Appendix 6

Housing Select Committee - resident engagement in housing development review

Notes from meeting with group of residents local to Hillcrest and High-Level Drive

30th September 2019

One resident lived on the Hillcrest Estate, two lived on nearby roads, and two were members of the Sydenham Society. The discussion was centred on a set of six questions, which had been sent around in advance. Some of the key points of their feedback are noted below:

- 1.1 In relation to now-withdrawn development proposals on the estate, the group were unhappy with the location and timing of the consultation events.
- 1.2 The consultation events were held a long way from the estate itself and it was felt that the timing of the public consultation events, 4-8pm, excluded many people.
- 1.3 It was felt that everyone affected by a major development within a certain area, taking into account local geography, should be engaged.
- 1.4 The whole community should be involved in discussions about where to put local housing as local people have valuable local knowledge.
- 1.5 Engagement should also involve local services to address concerns about these.
- 1.6 It was felt that residents should be engaged earlier – residents should not be presented with a done deal involving one evening consultation well away from the site involved.
- 1.7 With a recent development proposal, it was felt that the process was well underway before local residents were involved.
- 1.8 Discussions with residents should start with a blank piece of paper. Discussions should be open and honest. Solutions should not be offered – problems should be posed and residents involved in co-design.
- 1.9 Developers should recognise the uniqueness of areas and listen to suggestions. Developers should also acknowledge when they have made mistakes.
- 1.10 Architects should walk around estates to understand the landscape. It was felt that desktop designs without understanding the 'on the ground' situation are a waste of time and money.
- 1.11 In terms of engagement methods, in-person and on-site engagement was preferred. On-site community centres should be used.
- 1.12 There should not be an overreliance on digital engagement tools such as Commonplace.
- 1.13 Local Tenant and Resident Association's (TRAs) should be encouraged, formed and engaged.
- 1.14 Ward Councillors should be engaged.
- 1.15 A planning officer should attend consultation events.
- 1.16 It was queried whether it is appropriate for Lewisham Homes to carry out consultation as they are not independent.
- 1.17 With a recent development proposal, it was felt that the design pictures used in the consultation boards were misleading. It was felt that dull colours were used to depict the estate, including play and games areas, as run down and unused, while wide-angle, full

colour images were used to depict the proposals. Some of the design images produced did not include existing buildings.

- 1.18 It was noted that pictures could be very influential, particularly for those who may only pay a quick visit to a consultation event.
- 1.19 The headers of two consultation event letters for a recent development only referred to one site on the estate when the events were in relation to all sites on the estate. It was felt that this could have given the impression to some residents that the events were not be relevant to them and prevented them from being involved.
- 1.20 It was felt that the feedback presented on the consultation excluded some of the points made and didn't accurately reflect the concerns. Information presented only included the concerns that had already been addressed. The concerns petitioned by local tenants and residents were not acknowledged.
- 1.21 There needs to be more information to address concerns about congestion and overcrowding, emergency vehicle access, use of garages, lack of amenities, lack of public transport, and lack of a community centre.
- 1.22 There was criticism of a public meeting held in response to local opposition to a recent development on the Hillcrest Estate. It was felt that the meeting should have enabled residents to properly voice their concerns, however a high proportion of time was allowed for the consultants, including the appointed architects, to present their proposals again.
- 1.23 The meeting was held on a weekday in the Civic Suite. There was no agenda and it fell on the same night as an England World Cup Game.
- 1.24 One member of the group mentioned resident ballots and spoke about a loss of trust and felt that it was unclear what would happen if residents voted against a development.
- 1.25 Other Council departments might be able to help identify some hard-to-reach groups. Care workers might be able to help identify people who may have just been discharged from hospital and health visitors might be able to help identify new and isolated mothers.
- 1.26 Engaging people through local libraries was also suggested as a way of reaching some hard-to-reach groups.
- 1.27 A multi-use games area, with a sports programme, would help to engage young people.
- 1.28 It was felt that local engagement would be vastly improved if the community centre on the estate was re-opened for use by tenants and residents.
- 1.29 Facilities on the estate should be regularly improved for existing residents – upgrades should not be dependent on new housing being built.
- 1.30 Given the lack of transport, community facilities and the hilly topography on the estate, it was queried whether any new housing would provide 'lifetime homes'.

Housing Select Committee – resident engagement in housing development review

Notes from workshop with Tenant and Resident Associations on Pepys estate

3rd October 2019

Cllr Aisling Gallagher (Housing Select Committee), Chantelle Barker (Head of New Initiatives, Lewisham Homes), and John Bardens (Scrutiny Manager) were present.

The workshop was based around table discussions on a set of questions that had been shared in advance. Participants separated into small table groups, chose the questions to discuss and then reported back to the wider group.

The questions that the groups focused on during the workshop related to: the best ways for residents to be informed and involved; how to reach as wide a range of people as possible; and what should be done differently in the future. The key points of the workshop are summarised below.

(Photographs of the groups' full written comments are also attached.)

Engagement methods

- 1.1 On the best ways for residents to be informed and involved, the group suggested a number of tools including, online engagement and newsletters, with regular updates up to construction, and community events held in different locations, with all residents in the area made aware.
- 1.2 It was also suggested that the contact details of key people involved in the development of proposals should be made available to residents and TRAs.
- 1.3 One table noted that events and meetings are not always accessible for everyone. Meetings held in the evening, for example, can make it more difficult for those with children to give their views.
- 1.4 A numbers of tables also warned of “token” and “tick box” consultation exercises, and the feeling of consultation “being done to” residents as opposed to being given the opportunity to influence the process.
- 1.5 One table suggested “panels” to provide residents with a meaningful role in decision-making and also advocated the involvement of residents in the detail of regeneration schemes through design reviews, for example.
- 1.6 Engagement with architects was cited by one group as an example of where engagement has gone well in the past.
- 1.7 There were calls from a number of tables for more co-design and co-production with residents.
- 1.8 Another table said that it was also important that engagement starts early, with residents informed and involved from the outset, so that plans can be tailored in response to feedback at the ideas stage.
- 1.9 There were calls for engagement to be more strategic and proactive through the development of local masterplans.

- 1.10 There was a strong feeling among the groups that engagement should be in plain English and jargon-free. One table said that engagement should aim to meet the visual and verbal preferences of residents and that imagination was required to devise creative engagement exercises, such as on site exhibitions and community theatre.

Hard-to-reach groups

- 2.1 On the topic of what the council can do to ensure that it hears from as wide a range of people as possible (particularly so-called hard-to-reach and under-represented groups), the group suggested several methods, including:
- 2.2 Family and community events; directly involving young people; notices and events through schools and other community hotspots; community theatre; door-to-door visits; and a permanent section in Lewisham Life on new developments.
- 2.3 The group stressed the importance of going out into the community and engaging people through, for example, places of worship, toddler groups, disability groups, and not relying on a few groups to speak for the whole community. One group also suggested keeping a register of people who aren't digitally connected
- 2.4 One table said that engagement with residents should start with what the community needs and the benefits that a development could bring. Another group felt that there needed to be a sense of urgency to get people involved.
- 2.5 There was also discussion about overcoming the history of poor relationships and mistrust built up over the years. There was a feeling that there's nothing to show for the years of consultation and engagement in the past and that residents are only engaged when things have already been decided.

What should be done differently

- 3.1 In terms of what residents would like to see done differently, the groups said they wanted to see earlier engagement. They wanted to be able to have open and honest discussions with developers to find solutions to residents' requests, and for practical views to be listened to. They also wanted to see their promises kept and design details, such a play areas and communal spaces, not being lost post planning.
- 3.2 The group said that it was important for a wider range of people and groups to be engaged. They said that having good local intelligence is key to this, and that having local leaders on board, Block reps, for example, can make a significant difference. There was also a feeling that local Councilors should play a key role.
- 3.3 The groups called for a local masterplan to coordinate all of the regeneration in a ward, and across boroughs, and to help old and new communities and developments integrate. One group specifically called for a local "heritage plan" to preserve and promote local history. Another table suggested engaging with charities that successfully run community centres and other facilities in other areas.

There were also a number of other comments more related to the planning process, rather than pre-planning engagement. These included:

- 4.1 It was felt that residents and TRAs should be given advance notice of any plans in their areas due to go to planning committee, and that they should have the opportunity to engage with planning committees before planning permission is given. One table said that the major findings of planning committees should be displayed at local community hotspots.

- 4.2 It was also felt that a dedicated planning officer should be assigned to local communities to create local masterplans in order to join up various developments and help residents get the best deal. A number of tables said that s106 and CIL money should be ringfenced and spent on local needs and infrastructure of the community.

Housing Select Committee – resident engagement in housing development review

Notes from meeting with Jessica Leech, Community Engagement Manager, London Borough of Southwark

10th October 2019

Cllr Aisling Gallagher (Housing Select Committee) and John Bardens (Scrutiny Manager) were present. Some of the key points of the discussion are set out below:

- 1.1 In 2014 Southwark carried out a significant consultation and established a charter of principles on resident involvement in the development of new homes (in estates).
- 1.2 One of the key principles was that consultation on new sites would be led by local project groups of residents and local councillors in each area.
- 1.3 In 2015 Southwark asked residents to identify sites where new council homes could be built, using an online map and talking to TRAs.
- 1.4 It was a collaborative process – tenants recognised the need for new council homes.
- 1.5 In 2015 Southwark worked with people borough-wide to develop the design principles that should be adopted.
- 1.6 This identified, for example, a preference for separate kitchens and living rooms; the value placed upon green spaces on estates; and how the sense of space contributed to a sense of wellbeing and value of place.
- 1.7 Project group membership is drawn from a mixture of TRA representatives and people who express an interest at initial drop in sessions.
- 1.8 The wider engagement process involves discussions with ward Cllrs, TRAs, open drop-ins, project groups, meeting three or four times, with the first session including training with an independent advisor.
- 1.9 Those that are invited to open drop ins are anyone who lives in the vicinity of the potential site, taking into account natural boundaries such as railway lines and major roads, and ensuring that rows of houses or parts of estates, where development is proposed, are not excluded.
- 1.10 It is the council's view that through collaborative working it is able to design proposals that can be supported locally and bring benefit to the community within which they are located whilst delivering new council homes for local tenants and others in desperate need of a home they can afford to rent.
- 1.11 Southwark carried out an evaluation of four schemes, two that worked well and two where there were challenges, to find out how residents felt.
- 1.12 In some areas there was little take up of the offer to form project groups and the way residents were involved in the design process adapted to ensure that residents continued to be engaged.
- 1.13 Residents groups for one site expressed concern about involving residents that are not living on the estate affected and on another residents in private homes near a proposed development complained that they were not involved.
- 1.14 Some residents have requested repairs to existing properties first.

- 1.15 There have been sites that Southwark has not been able to move forward.
- 1.16 Southwark also carried out a Housing Commission in 2013 to assess the state of housing in Southwark, which, without an ALMO had not qualified for funding for decent homes.
- 1.17 This included community and stakeholder engagement on what should be the way forward for housing and establishing a Futures Steering Board of council tenant and homeowner representatives, with independent facilitation and the capacity to co-opt members.
- 1.18 The Futures Steering Board is very supportive of building council homes and has been a good forum to talk about the challenges and get insight on working with tenants. It is however quite resource intensive for key officers.
- 1.19 In 2017 Southwark made amendments to the charter and engagement process.
- 1.20 This included stating the importance of TRAs in the process and recognising that one size does not fit all and on some occasions the council may wish to modify the way in which it works.
- 1.21 Council officers will also now prepare engagement plans based on gathering local intelligence much earlier in the process where delivery is based on the council's estates.
- 1.22 The council will also endeavour to involve residents who may move into the new homes when they are completed.
- 1.23 There is another review planned of the council's wider engagement process.
- 1.24 There are plans to provide guidance and toolkits for staff, to run master classes and training for staff, and to involve people from the community and voluntary sector in the training.
- 1.25 Southwark has an engagement plan template, which asks a series of questions to guide the engagement process. This includes questions about purpose, stakeholders, and what residents need to contribute. TRAs are also consulted about draft engagement plans.
- 1.26 There can be a tension between good quality engagement and time, but each site is different. It is important to be aware of site history when planning engagement.
- 1.27 Southwark produced a template Terms of Reference for setting up project groups, which is flexible based on local intelligence.
- 1.28 There's a difference between letting people know something is happening and helping them to shape it.
- 1.29 Who should be involved in projects should be informed by sensible analysis of the geography of the estate.
- 1.30 There are different levels of engagement depending on the stake someone has in the development.
- 1.31 There are significant barriers to setting up TRAs in terms of resourcing support.
- 1.32 Southwark's new homes programme also includes infill development.
- 1.33 Southwark is also amending its statement of community involvement to include a development consultation charter setting out the consultation requirements for developers pre planning application. Requirements depend on the scale of the development. The charter is then considered as part of the planning application process.

- 1.34 The statement of community involvement in a planning document with legal force.
- 1.35 It is important to be clear which stakeholders the council has a responsibility for, i.e. tenants, while recognising that leaseholders are as much part of local communities. The council has a relationship with everyone.

Appendix 9

Kevin Farrell, Senior Associate, TPAS, delivered a presentation on resident engagement in housing development.

The presentation covered TPAS's National Engagement Standards, good practice for Independent Tenant Advisors (ITAs), how to engage with "need-to-reach" communities, engagement on infill development, and aspects of the social housing green paper.

The work being carried out by the council and Lewisham Homes was acknowledged by the TPAS representative, as was the research carried out for the review.

Some of the key points of the presentation included:

- Engagement should be planned to, among other things, achieve accountability and transparency. This is one of the first issues that will concern residents. Developers should be available to residents, have dialogue, provide answers, and be open and transparent about decision making and funding.
- Engagement should be allocated sufficient resources. It is important to have the right people and resources to support communities through an often stressful and anxious period of change.
- Tenants, leaseholders and community members should be provided with the appropriate levels of support to be effectively engaged. This includes capacity building to help residents understand and take a meaningful and active part in the process. It is important to understand the existing level of knowledge among residents as this varies from community to community.
- Volunteers should be recruited, supported and trained so that they can influence, co-design and scrutinise. There should be mechanisms in place to enable residents to influence thinking and decisions.
- Communities have a huge amount of knowledge and experience about where they live and engagement should start with a "blank piece of paper" and build up. Enabling residents to scrutinise plans, funding, designs etc is an important step in building confidence and trust.
- Communities affected by housing development often want expert advice. Independent Tenant Advisors (ITA) can provide advice to residents independent from the council.
- TPAS, which provides an ITA service, believes ITAs are essential to regeneration projects and that communities should be given the opportunity to choose their own ITA.
- In order to engage with "need-to-reach" (also referred to as "hard-to-reach") groups, there are some important initial steps, such as having a customer relationship management system in place and carrying out analysis of the community in relation to equalities.
- Engagement should be planned, monitored and measured so its impact can be assessed, and regularly reviewed with the community you're engaging with.

- It is important to understand residents' preferred channels of engagement and engagement activity should be used to gain further insight into communication preferences.
- Engagement on infill development should acknowledge the impact it will have on neighbours but also promote its benefits. There should be boundaries for different levels of engagement. Developers should take an inclusive approach and be prepared to talk to anybody. There should be excellent resident liaison.

The committee asked a number of questions and a discussion followed. The key points noted were:

- The first challenge with engagement is to connect and relate to the communities you're working with and to build their trust.
- The biggest challenge is speaking the right language and translating between the developer and the community. Key to this is having well-trained staff to speak to communities and translate back to council officers in a way they can understand.
- Speaking the right language can help build the trust and respect necessary to work together positively and constructively. It can take time, however, where communities have a long history of bad experiences. It helps to focus on the solutions to problems.
- On the Carpenters Estate, Newham, TPAS worked with the community to co-design a residents' charter. The community produced the charter and presented it to the council. This process created a dialogue, provided the community with an opportunity to highlight its priorities, and built trust.
- In order to assert their independence, some ITAs ask residents to monitor and agree to their activity. Residents should accompany ITAs at project meetings and be copied in to correspondence. ITAs should constantly demonstrate they are there to represent the views of the community.
- When recruiting volunteers to be involved in the engagement process it's important to recognise that the majority of people do not have lots of spare time. Engagement activity that involves significant time commitment can be off-putting. Engagement is increasingly about short burst of work, such as task and finish groups, over a few days.
- It's also important to ask residents how they would like to organise themselves to be engaged on a project, if they do at all. Developers should avoid imposing engagement models on residents.

Housing Select Committee – resident engagement in housing development review

Notes from meeting with Paul Simpson, Head of Operations and Engagement, Homes for Lambeth

1st November 2019

Cllr Stephen Penfold (Housing Select Committee) and John Bardens (Scrutiny Manager) were present. Some of the key points of the discussion are set out below:

- 1.36 Lambeth is currently engaging with residents on [six estate regeneration schemes](#) in the borough: Cressingham Gardens; Knights Walk; Westbury; Fenwick; Central Hill; and South Lambeth. Engagement has been ongoing since 2015 in some cases.
- 1.37 Lambeth has produced 10 Housing [Design principles](#) that will need to be met by every new home they build. This includes involving residents in the design process where they are being re-housed.
- 1.38 Lambeth has also produced Key Guarantees on estate regeneration, setting out what secure tenants and home owners can expect from the council. This includes, for residents choosing to stay on their estate, being involved in the design of the new homes and the estate as a whole and influencing decisions around the phasing of building new homes and the construction works.
- 1.39 The Key Guarantees were first published in July 2015 and, following a review by TPAS, re-published in 2016.
- 1.40 Lambeth has used Independent Resident Advisors (IRAs) on estate regeneration schemes for some time. Each of the six current estate regenerations schemes has its own independent advisor. The IRAs role is to support and advise residents of their rights throughout the process, but not advise them on how to oppose a development.
- 1.41 Lambeth has established, and supports, a monthly Resident Engagement Panel (REP) meeting for each estate to update residents on the scheme. Each REP has terms of reference, but is able to work in its own way.
- 1.42 Lambeth avoided using local TRAs as a forum for regular updates on estate regeneration as TRAs have a broader role. It also wanted to avoid overlapping discussion with general housing management issues.
- 1.43 As well as a website for storing relevant information about the scheme, there are regular (4-6 weeks) Newsletters for each estate. This helps to inform residents and prevent misunderstandings. IRAs are given the opportunity to contribute to newsletters. There are also weekly or fortnightly drop-in session on each estate held together with the IRA.
- 1.44 Engagement with hard-to-reach groups is considered on an estate by estates basis and through working with IRAs. The IRAs know their estates, the residents they see and those they do not. They are then able to carry out targeted door knocking.
- 1.45 Door knocking has its limitations, however, so (social value / social investment) engagement events and activities have also been organised to target particular communities and reach new groups.

- 1.46 It was recognised that communities are often based around interests and activities, not necessarily where they live. So on each estate there is a physical engagement hub for running events. Engagement like this allows the council to meet a broader range of residents and increase awareness and understanding among residents. It's important to focus engagement around key decision points.
- 1.47 It is important to recognise that resident want to engage on different levels, from short animations to newsletters on business plans to sessions of design. Some residents may be interested in finances and funding but commercial sensitivity needs to be considered carefully.
- 1.48 It's important to be clear, across the programme, about where residents are going to be involved in, what they can influence, and what they will be informed about, so that residents understand the boundaries.

The Peabody Approach to Resident Engagement around Housing Development

Introduction

Peabody has over 150 years of history, experience and expertise in working with residents. Our mission is to help people make the most of their lives by providing good quality homes, working with communities and promoting wellbeing.

- We develop and help create great places at scale – designing, building and maintaining homes and neighbourhood.
- We are working to enhance our local impact through building long term partnerships which includes our relationship with our residents but also with other local stakeholders in the neighbourhoods in which we work.
- Our engagement with residents is at the heart of what we have set out to do, namely to grow and use our position of influence to create positive change.

We can't do any of this work effectively unless our residents and the communities in which we work have the opportunity to become involved by being consulted about our work both during the planning stage and onward throughout the time they live in a Peabody home or in the proximity of one.

Range of Methods

There are many different ways in which residents can be engaged, and at the end of this paper a list is included of many of the ones we use⁵⁵ to reach out to residents. These vary from the statutory formalised consultation exhibitions which can be used to communicate plans during the formal planning process to more informal methods such as drop in sessions and contacting community groups and Councillors. A portfolio of options is essential in order that all stakeholders have the chance to contribute their ideas.

A good example of where a variety of methods are in use at Thamesmead, Peabody's largest regeneration project, where in addition to the standard meetings there is an opportunity to engage with the plans in a large variety of ways including; through the website www.thamesmeadnow.org.uk, various resident groups, an information centre to enable residents to ask questions in person and they hold a variety of events which are also promoted through forms of social media such as Instagram, Twitter and Facebook as well as the more traditional fliers and posters to reach as large an audience as possible.

⁵⁵ Appendix A – Methods of Engagement

Hard to Reach Communities

There are many groups who are difficult to reach as part of the engagement process. Standard exhibitions and drop in sessions will not be effective methods to use with certain groups. Young people, for example, are notoriously difficult to reach, older people, people who are time poor and groups who may be hostile to the plans, and groups with limited language capacity or mobility issues can also be more isolated from the debate. For these groups it is important to go to them, or specifically invite them to attend. Recent resident consultation at Parkside in Lewisham held with young people on play equipment took place during a nursery session, and a youth club session, although it was still open to the wider community.

Our Thamesmead team ran a virtual reality workshop allowing residents to work with VR software to help formulate designs for a public realm project (Claridge Way). In this way it was possible to engage with young people in particular as they were very interested in using this medium to feed into plans.

Similarly with local interest and pressure groups the development team from Peabody would look to invite to meet with the group to listen to their specific concerns away from the setting of a generic planning meeting to see if there is any potential for common ground and to establish any room for negotiation as part of the planning process.

Supporting Residents [building capacity]

We are fortunate in having resources within Peabody to call upon to assist us in supporting residents through the consultation process if required. We have colleagues available in community development, employment and training, and an older persons team, to assist us with advice and guidance, and in some cases with practical support for residents. All these specialists can help us work with in the communities we work with over the long term to improve 'capacity'⁵⁶ 'so they are able to engage with us more fully. With 'capacity' in mind we do try to get our engagement pitched at the right level, so that residents who may not have good literacy or numeracy skills are still able to contribute to the debate affecting their community.

In this way residents contribute through steering groups and focus groups to the ongoing conversations in long term regeneration schemes which lead to planning applications. Specialist training can be provided to help residents manage committee work and to be able to interrogate the information they are given by Peabody and our contractors as part of the steering process. Resident steering groups have become a vital part of the decision making

⁵⁶ Community capacity building is about promoting the 'capacity' of local communities to develop, implement and sustain their own solutions to problems in a way that helps them shape and exercise control over their physical, social, economic and cultural environments,

process affecting their communities on our regeneration project, as can be seen currently at Thamesmead and also at St Johns Hill in Battersea.

We will look to form partnerships with other organisations in the area where we work, as appropriate, to assist with the engagement process. Currently our community development colleagues are working together with a school at Lewisham to run parenting classes as an example of the sort of support Peabody can help provide as part of our longer term commitment to communities, which goes well beyond planning. This team are also providing activities and training for our younger residents, so there is additional support to residents throughout the regeneration process and beyond.

The Role of Councillors

Councillors have a vital role to play in supporting the residents through the consultation process by being a source of information between Peabody and residents, providing the interface between the parties and by signposting the consultation to community leaders, and other interested groups within the community to distribute information more widely. The local intelligence of councillors about their community should help Peabody target engagement activity to reach the widest audience.

Regular briefing of ward councillors will mean they will be able to disseminate the information to the wider community on our behalf. For example one of the councillors we work with in Wandsworth comes back to us for comment on social media posts which concern our planning application. This is extremely helpful for Peabody as we are able to provide accurate information and reach more of the community, but it is also helpful for the councillor as he knows we are responsive to him and the wider community he serves.

Another example of working together with councillors is at The Moorings, a local area within Thamesmead which has established a Neighbourhood Forum with the support of Peabody, and local councillors attend these forum meetings where local plans are discussed and the local communities input is being used to help design the redevelopment of the former social club which is being refitted by Peabody along with funding from the GLA.

Providing Feedback & Influence on Outcomes

The influence on outcomes from engagement can be hugely significant during the planning process. An example would be the design competition held at Thamesmead to decide the preferred option for their new library. A number of architects submitted proposals of options for the design of this library, and it was the one which was most popular during the consultation with the general public that was the one Peabody went to planning with. In this way it is possible to really give local people a sense of ownership of a building within the public realm.

We aim to give residents feedback on their engagement and this can be shown by the evolution of a planning application. Current engagement at Archway campus, Islington provides a useful example of where the engagement is shaping the plans during the planning application process. The key with all schemes seems to be to begin consulting with the community and neighbours of a development from an early stage, to allow for changes to be made before the planning application is submitted.

At Archway local residents have had concerns which are often raised during the engagement process. These worries were around massing, the proximity of the new development to existing homes and the impact this will have on privacy. These concerns of residents there have resulted in changes to the massing. To achieve this the greatest density has been moved further away from the closest neighbours. Although this does not mean that there has been a reduction in the number of homes we are planning to develop, we have been able to be responsive to this by changing the massing.

Residents also have an important contribution to make to the choice of materials used in the scheme, vitally important as they are the ones who are going to look at it and live with it. Similarly in this scheme there has been an issue with concerns around privacy. As pictured this has contributed to the evolution of the plans for the North Wing Gallery.

There are many ways of giving feedback which include by newsletter, website or holding events to let people know how their opinions have shaped our plans. We have also created project booklets of major projects such as this example from The Moorings intended to summarise how we have arrived at particular designs through previous consultation⁵⁷. This was issued to residents before we started on site.



Archway, North Wing Gallery

Pictured above is an attractive building with an access gallery which was originally designed as a steel framed structure which would be open above balustrade height. However as a response to feedback from the neighbourhood options for potential screening are being considered because of privacy concerns of the local neighbours.

⁵⁷ Attached - Your Moorings Booklet

At Thamesmead the Wolvercote Road Steering Group directly feeds into the masterplan for the regeneration of the Wolvercote Road area which is currently being designed by architects who use feedback on their designs from this group to shape those overall plans. There is also a South Thamesmead Forum which consists of an open group of residents across the whole south area of Thamesmead. This group is an information sharing forum to allow residents to understand the plans taking place across the whole area, and their feedback is often incorporated in plans going forward, particularly if there is a strong opinion on a particular subject.

Resident engagement at St Johns Hill, Battersea, has influenced outcomes throughout the regeneration process that is currently taking place. This is an old Peabody estate which is being regenerated at greater density because the old 1930s homes were no longer fit for purpose. This is being achieved over three phases. A Residents Steering Group was established to guide the regeneration through the first phase and on to completion. The residents have contributed their ideas and been part of the process throughout from the early stages when they helped to choose the architects and the contractors, and contributing their ideas to the planning process. This has included contributing their ideas to the artwork delivered on the scheme. This has resulted in artwork that is meaningful to the residents of the old homes and local community. It is entirely appropriate that the artwork links the new homes to the old and this has been achieved through the resident's involvement. At many new developments the artwork seems to have very little connection with the neighbourhood, and consultation has been key in drawing the strands of development and community together here.⁵⁸

About the Brick Relief Sculptures
Phase One redevelopment St Johns Hill

The Sculptures on the new buildings celebrate the philanthropy of George Peabody, his unique values and how that translated into life on the original estate. They explore the history and memories from the original Peabody St John's Hill estate.

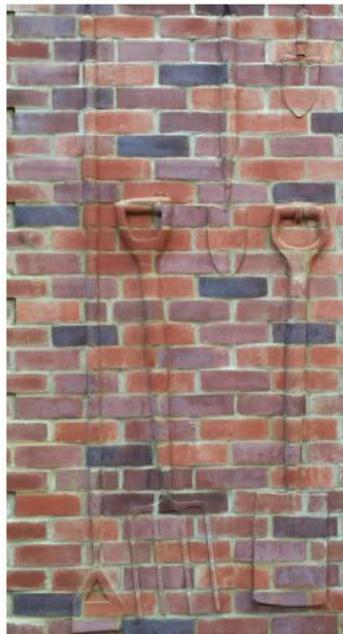
How natural light falls on the works determines their clarity, so as light changes throughout the day the sculptures appear more or less defined.

Each of the images were developed following workshops, discussions and events with tenants and local people and attempt to give a flavour of what life was like when the estate was built. Each work is placed in a suitable context and location to reflect its original purpose and to develop a Sculpture trail throughout the site.



Tools

The Tools sculpture reflects the culture of self-help that existed on the estate: homes were offered to those who helped themselves. The central square that used to be opposite this piece became allotments during the second world war and tools such as these would have been used.



Sink

Communal washing facilities were the only source of hot water on the estate. These washrooms became important social meeting places.

Uniform

The Uniform sculpture represents the many men from the estate who went in to the services or were porters. It also reflects the moral code tenants had to adhere to in order to gain a home.



⁵⁸ Pictured overleaf three of the brick sculptures from phase one St Johns Hill, SW11

Pictured three of the brick sculptures at St Johns Hill

It is also possible to discover through this kind of engagement activity preferences that residents have, which we may have previously had no idea about. At the Parkside scheme in Lewisham there has been ongoing consultation throughout phases 1 to 4 of this scheme. The context of this scheme is this one is where Lewisham Homes residents have moved to new Peabody homes as part of a land transfer regeneration scheme of mixed tenure over multiple phases. Through engagement associated with planning the Peabody team have found out that social rent tenure residents do not like underfloor heating. They do not like open plan living and they do not like living in tower blocks. Although we were not aware of these preferences in time to influence the designs for social homes in phase one, they have been fed through to the design team and these preferences have informed the plans for subsequent phases.

Evaluation of Engagement Activity

A successful planning application can be a tangible sign of positive engagement activity, with few objections. Other ways in which we can start to measure the engagement of residents could be the numbers in attendance at meetings, the feedback we receive, and the hits on a consultation website or responses to text messages. Surveys that have been completed and knowledgeable feedback from councillors can all show us that residents and the wider community are interested and have been informed about our plans.

In consultation exercises leading up to planning we would always hope to be able to demonstrate how this engagement has influenced the plans. Please see overleaf for an example of how we have been able to demonstrate the changes to planning which have been made as a result of resident engagement from the Archway scheme.

Welcome to this follow-up consultation event. We wanted to provide residents on the residential roads immediately to the north of the site with some more detailed information on how the plans relate to your properties. Please see the images below for more information on how the plans have evolved since we began consulting the local community back in 2015. Following the first set of consultation events, a series of changes were made to blocks 5B and 5C which are the two northernmost new residential buildings proposed. We have amended these again since our follow-up consultation event in July and we look forward to hearing your views on the current plans.

BLOCK 5B and 5C MASS AND FORM Consultation events November 2015

- 5B proposed as 8 storeys across
- 5C proposed as ranging from 4, 5 and 7 storeys
- 8 storey building proposed along Highgate Hill
- 12 storey building at the apex of the site



BLOCK 5B and 5C MASS AND FORM Consultation events July 2017

- 5B proposed as 7 storeys
- 5C proposed as staggered from 2 to 7 storeys
- 8 storey building removed along Highgate Hill
- Additional massing added to the apex building bringing it up to 20 storeys



Haworth
Tompkins

calfordseaden

Farrer Huxley Associates

MONTAGU
EVANS

PHILIP PARK

conisbee

Newington

For further information please contact Daniel Stern at
archway@peabody.org.uk or telephone 020 7234 3668

The Challenges

Challenges can include hard to reach communities already discussed here, but also consultation fatigue when a community has been involved in regeneration proposals for a number of years. For example at Parkside in Lewisham, because the residents have had the opportunity to be involved for around 10 years, and all the social rent tenants have now been decanted from the old Lewisham stock to new Peabody homes there is much less interest in future outcomes. Therefore it becomes much more difficult to maintain the same degree of interest in engagement. So for a recent engagement exercise for outside gym equipment held on this scheme, the engagement was kept it very simple. A leaflet to choose pieces of preferred equipment rather than anything more involving. This seems appropriate when a high level of consultation has already achieved good feedback on the contents of the new linear park, and the desire for outside gym equipment had already been established.

At Thamesmead when we took over in 2014 the area was a product of under investment and broken promises by previous organisations who managed it. This has created cynicism amongst residents who did not believe any of the improvements under discussion were going to come to fruition, making engagement very difficult in the early stages. However as buildings start to come out of the ground and public areas are being improved, this cynicism is softening, but the team there feel there is still some way to go before the residents are able to fully trust and engage with us.

The Future

There will be more updates and information available online for residents to look at in the future. Large scale regeneration projects are likely to increasingly use apps to engage with the general public over plans which will impact on multiple communities and they will be able to capture real time data which may be very useful. Innovation such as the virtual reality workshop described here, and the increasing use of three dimensional images as a result of technological advances has the potential to make engagement more exciting and also easier for residents to understand.

Social media can be effective when reaching the part of the audience who are technologically savvy, but it will be important not to leave behind the traditional methods involving face to face meetings and written communication in the future. For older people and those who are less comfortable with technology for whatever reason, it is important that they are not left behind during advances in engagement technology. You will still need to reach out to residents to get them to engage with an app, particularly with young people, so outreach at youth events, drop in sessions and fun days are still likely to be part of the process for some time to come.

At Peabody we know that our residents want to engage with us in an increasingly varied number of ways. We will look to continuously improve our methods of engagement so the

conversation with our residents remains meaningful and they can provide valuable input into the shape of their communities for the foreseeable future.

Appendix A - Range of Methods

This list is not intended to be exhaustive, but it will give some idea of the variety of methods we use.

Meetings

Structured Meetings & exhibitions

Resident Steering groups and focus groups, but also less formal meetings such as;

Drop in sessions, fun days, stalls

Door knocking

Individual appointments

Going to residents gatherings such as coffee mornings, youth clubs

Correspondence such as;

Newsletters

Letters

Text messages

Email

DVD

Translation services can be made available depending on the demographic of the community we are trying to reach

Social media

Websites

Facebook

Instagram

Twitter

Apps

Centre for London, STOPPED: why people oppose residential development in their back yard, July 2016

Summary of key relevant points from report:

- 1.1 This study by the Centre for London (a politically independent, not-for-profit think tank) focused on why people oppose development in their area. The study noted that opposition from local residents can have a meaningful impact on supply (slowing things down, adding costs, and reducing units) but that while it's easy to caricature opposition as NIMBYism this explanation has been roundly criticised by academic researchers.
- 1.2 Based on a literature review and interviews with resident groups and industry experts the study identified a number of typical areas of concern* and discussed the importance of resident engagement in addressing several of these. Recognising, however, that each development will have its own blend of issues specific to its location, history and demographics the final report also stressed the importance accurately understanding opposition before tailoring solutions to any particular development.

(*Services; Trust; Outsiders; Place; Politics; Engagement; and Disruption)
- 1.3 Under the section on Engagement, the report cites academic research suggesting that residents are more likely to support development if they can influence it. The report notes, however, that engagement is often poor – statutory planning consultations kick in too late and budget cuts have led to more proactive engagement work being scaled back.
- 1.4 The study found that some developers have begun taking the lead on engagement, referring to the example of a developer of a 500-unit scheme in a West London town centre writing to all residents in the borough and holding weekly resident meetings for two years.
- 1.5 The report also notes, however, that the methods of engagement are perhaps more important than the quantity. It cites academic criticism of consultation in which information is collected without any intention of being used and stresses that “engagement is only effective if it goes beyond collecting information to genuinely listening to residents”, to “both listen to residents and to be seen to be listening”.
- 1.6 Under the section on Place, the report goes on to discuss the importance of listening in order to understand people’s “place identity” or “place attachment” – when the look and feel of the place someone lives comes to form an important part of their identity.
- 1.7 According to the report, place attachment has significant implications for residential development in London. It cites empirical research suggesting that place attachment is among the most powerful motivations for opposition. But also cites research showing that place identify can be harnessed to win local people around to support local development.
- 1.8 The report acknowledges that not all sites benefit from strong local identities, but maintains that by listening carefully to residents to develop a nuanced, site-specific understanding of how people identify with their local area, more homes can get built with less opposition.

- 1.9 The report notes that most developers assess the character of a local area before design work and suggested that adding an assessment of residents' sense of home could be a valuable addition. (See Ealing in scoping paper for example)
- 1.10 Under the section on Politics, the report discusses the influence of "framing" and the importance of early engagement. The report notes that residents tend to make sense of proposals through discussion with others and that the way facts are presented (or "framed") has a big impact on how people respond to those facts. The report cited research showing that explaining the effects of high house prices on family life and children, for example, significantly reduces opposition to development.
- 1.11 The report states that developments can therefore receive very different levels of opposition depending on how residents first become aware, and that the influence of framing shows how important it is to start communication with residents early in order to frame new housing development as a social necessity that benefits real people.
- 1.12 Framing can also help address concerns relating to services early on, while early engagement can help to build or rebuild trust by making and keeping small commitments - for example, instead of winding down maintenance, keep going and rebrand under the regeneration project.
- 1.13 The report also argues that Councillors need to be given additional support and suggests that one way of boosting the quality of debate around housing development could be to hold "town hall seminars" bringing together architects, urban designers, councillors and council officers to explore, for example, how the quality of high-density developments can be improved.
- 1.14 According to the report, events like this could help equip councillors and officers with the expertise and confidence to guide developers and defend against opposition. The report also suggests that inviting residents groups to such events could give all stakeholders a common language and help make debates more constructive.

Camden's Community Infrastructure Programme and Community Liaison Advisors

Notes from report submitted to Camden Housing Scrutiny Committee Dec 2018

Camden plans to directly deliver 1,100 council homes and 300 affordable homes to rent as part of its Community Investment Programme (CIP) – its long-term programme of investment into in schools, homes and community facilities.

Camden notes that CIP housing schemes are often complex requiring engagement and commitment over time and describes its approach to development as “community led”.

It says that it seeks to build homes and schemes that address local issues – from housing need to reducing crime – and ensures that “residents are involved in the design and development from the outset and throughout”.

This ranges from residents helping to select architects to co-developing decant strategies and local lettings plans and includes paying for residents to attend workshops to help them understand and participate in the regeneration process.

Camden is also piloting a new peer-to-peer engagement model where local residents, known as “Community Liaison Advisors” (CLAs), are employed to help tailor the approach to delivering community-led regeneration.

On a recent estate regeneration development (of around 300 homes) CLAs worked with officers to set out principles of inclusive and collaborative engagement.

CLAs then identified a range of communication tools to inform and involve residents and set out a clear feedback mechanism to show how residents have influenced process.

Other engagement activity included home visits; letters hand-delivered by CLAs; drop-ins; exhibitions; estate newsletters; site visits; walkabouts with architects; resident training in design and appraisal, and a setting up a ward-member-led steering group.

Camden said CLAs have helped residents to understand the regeneration process and encouraged residents to be actively involved in the appointment of lead architects.

<https://www.camden.gov.uk/west-kentish-town-estate>

<https://cip.camden.gov.uk/>

<https://cip.camden.gov.uk/housing/>

<https://cip.camden.gov.uk/housing/council-homes/>

<https://www.camden.gov.uk/community-investment-programme>

Centre for London, Capital Homes: Trust, design and community engagement (roundtable report), July 2019

Summary of key relevant points from report:

- 1.1 This paper presents a summary of expert roundtable discussions held on the topic of trust, design and community engagement in housing development in May 2019.
- 1.2 The introduction to the report noted that engagement is often viewed as tokenistic, rather than as part of a genuine effort to involve local communities in decision making, and asked how can better engagement create the housing that London needs, and the type of places that communities value, as pressure for new development intensifies?
- 1.3 Given the low uptake of community powers such as neighbourhood plans, the paper noted that most people's experience of engagement on housing development will be the thumbs-up or -down planning process, as opposed to a discussion about how a neighbourhood is going to change as a whole.
- 1.4 Early and prolonged relationship building with local people was noted as good practice in conveying the potential benefits of a development to an area, as was the need to maintain different levels of formal and informal engagement over the course of the project.
- 1.5 The report noted that good local engagement was viewed as a way of improving schemes and even raising densities. Roundtable participants discussed examples of residents pushing for higher densities where they felt in control. There was a feeling that residents are not against high densities, but against bad design.
- 1.6 The report noted the demonstrating local benefits can be powerful and mentioned cases of developers changing narrative of development from simply changing the built form to revitalising a community through providing training, employment opportunities, community assets and facilities.
- 1.7 There was some discussion about whether arrangements could be more formalised as a "deal" between local residents and developers, where the community negotiated on their own behalf the benefits to be delivered from new building.
- 1.8 Some caution was expressed, however, about the time demands of engagement where developments are time sensitive and cost constrained.
- 1.9 The report noted that honesty is undervalued, with some participants saying that developers and local authorities are not entering into honest engagement with the public or each other about the potential limitations and constraints.
- 1.10 Some felt that there needs to be better management of expectations, noting that the development industry can be reluctant to say 'no' and explain the financial and other constraints at play. The report also noted that while councils acting as developers can deliver benefits it can also create suspicion about the role of the local authority and the interests they serve
- 1.11 The report noted that local people are pragmatic and perceptive enough to understand potential trade-offs and that there is therefore capacity for greater honesty in the system.

Appendix 15

Future of London, *Delivering Infill development: A London 2050 briefing paper*, 2015

Summary of key relevant points from report:

- 1.1 This report focuses on the infill development, the main barriers, and how to win the support of the existing community.
- 1.2 It notes that increasing densities in existing locations plays an important role in meeting housing need, that London has capacity for infill development at significant scale [SHLAA capacity chart], but that thoughtful schemes may improve existing communities and provide benefits beyond contributing to housing targets.
- 1.3 The report states that local concerns are to be expected, but that that winning local support within existing communities is crucial and part of this is about acknowledging negative impacts and mitigating them wherever possible – whether by allocating some homes for existing residents or by investing in shared amenities.
- 1.4 The report states that an important part of working with existing communities is about how you tell the story of change. It said that paying early attention to the narrative, and identifying and working with community leaders, is time well spent.
- 1.5 While big sites take years but offer eventual benefits to existing residents, the report notes that the benefit to existing residents of infill development may not be so clear and that local communities will use their voice to prevent change unless the process is carefully managed.
- 1.6 The report also discusses confronting cultural and social attitudes towards density and space and winning people over to the idea that increasing the local population is good for neighbourhoods – providing, for example, more customers for local shops and increased funding for local services.

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Appendix B

Housing Select Committee			
Title	Resident engagement in housing development	Item	7
Contributors	Scrutiny Manager		
Class	Part 1	Date	4 June 2019

Reasons for lateness and urgency

This report is late due to the shorter-than-usual time period between this and the previous meeting of the committee and the need to ensure that the committee has sufficient information to scope the proposed in-depth review.

The report is urgent and cannot wait until the next meeting of the Housing Select Committee as the committee has a limited number of meetings in the 2019/20 municipal year in which to complete the proposed in-depth review.

1. Purpose of paper

- 1.1 As part of its work programme the Committee has agreed to undertake an in-depth review of resident engagement in regeneration and housing development.
- 1.2 This paper sets out the rationale for the review, provides some background information and sets out proposed key lines of enquiry for discussion and agreement by the Committee.
- 1.3 The in-depth review process is outlined at [Appendix 1](#).

2. Recommendations

The Select Committee is asked to:

- Note the contents of the report.
- Consider and agree the proposed key lines of enquiry and timetable for the review (outlined in sections 7 and 8).

3. Policy context

- 3.1 The Council's [Corporate Strategy \(2018-2022\)](#) outlines the Council's vision to deliver for residents over the next four years. Delivering this strategy includes the following priority outcomes that relate to the provision of new affordable homes:
 - *Tackling the Housing Crisis* – Providing a decent and secure home for everyone
 - *Building and Inclusive Economy* – Ensuring every resident can access high-quality job opportunities, with decent pay and security in our thriving and inclusive local economy.

- *Building Safer Communities* – Ensuring every resident feels safe and secure living here as we work together towards a borough free from the fear of crime.
- 3.2 The *Homes for Lewisham*, Lewisham’s Housing strategy (2015–20), includes the following priority outcomes that relate to the provision of new affordable homes:
- *Key Objective 1* – Helping residents in times of severe and urgent housing need.
 - *Key Objective 2* – Building the homes our residents need.
 - *Key Objective 4* – Promoting health and wellbeing by improving our resident’s homes.

4. Background

- 4.1 London is facing a significant housing shortage and many residents in Lewisham are struggling to access housing that is genuinely affordable and appropriate to their needs.
- 4.2 The average house price in Lewisham, as of March 2019, is £400,000. This is a fourfold increase since the year 2000 and more than 13 times the current average salary in Lewisham of around £30,000. There are also 10,000 households on the housing register in Lewisham, and 2,000 homeless households in temporary accommodation.¹
- 4.3 In July 2012 the Council embarked on a programme to build 500 new social homes in response to a series of on-going housing challenges, most notably an enduring under-supply of new affordable homes available to the Council to meet housing demand.
- 4.4 The new administration has set a target of a further 1,000 new social homes by 2022.
- 4.5 This is a step change for the Council from affordable housing enabler to a direct delivery agent of new homes. This process requires that the Council examines the land it owns to assess how new homes can be delivered.
- 4.6 This can be through infill developments on under-used space or by more comprehensive rebuilding of wider areas. The programme will be delivered in collaboration with the Council’s housing delivery and management agent Lewisham Homes.
- 4.7 At Mayor and Cabinet in March 2019, officers received approval to invest in feasibility work on the 1,000 homes programme.² The approval related to the first tranche of directly delivered council homes and is expected to yield a significant number of infill units on underutilised land.
- 4.8 The majority of the Council’s development work is expected to take place on land the Council owns, and therefore tenants in properties managed by Lewisham Homes, and tenants within the Brockley PFI are most likely to be affected by development. The Council intends to work with both organisations

¹ [London Datastore](#)

² [Mayor and Cabinet, Wednesday, 27th March, 2019 6.30 pm](#), item 20

to engage with residents through existing Tenants and Residents Association networks and Resident Engagement Panels.³

- 4.9 Previous development work by the Council has involved a range of resident and community engagement activity. This has included: public consultation events; face-to-face sessions with residents, stakeholder groups and local businesses; resident steering committees; surveys, letters, posters and door knocking. It has also included developing sets of commitments to residents in order to guide the development process.⁴
- 4.10 The Council has recently carried out consultation on the establishment of a Resident Charter, which would set out the minimum guaranteed offer for all residents whose homes would be demolished and rebuilt as part of Council-led redevelopment. The Council has also made a commitment to carry out a resident ballot on all proposals that involve the demolition of existing homes to deliver new homes. It is anticipated that the first resident ballot will be held on the Achilles Street development.
- 4.11 The seven draft principles of the proposed Resident Charter are set out below:⁵
1. *Before any estate regeneration, a Residents' Ballot will take place to give you a say in the future of your estate. To help you make an informed decision, we will make you a formal offer - in writing – which you can then choose to accept or reject in the ballot.*
 2. *We guarantee to build more homes for social rent. Any proposals for estate regeneration will be driven by our priority to increase genuinely affordable homes.*
 3. *We will regularly communicate with all residents writing to everyone at least once every three months in the run up to a Residents' Ballot and throughout the design, planning and eventual construction process, presenting transparent information that is accessible to everyone.*
 4. *Everyone will help shape the proposals and all estate residents will be encouraged to participate in the design process and nominate individuals to form a Residents' Steering Group which will work alongside the Council's Estate Design Team to help inform decisions through the design, planning and construction phases.*
 5. *If you are a Council tenant who wishes to stay, you will be guaranteed a new home at a social rent level, with the same tenancy conditions that you have today and a Housing Needs Assessment will ensure you are provided with a home that matches your requirements.*
 6. *If you are a resident leaseholder or freeholder who wishes to stay, you will be guaranteed to remain in home ownership. You will be given the opportunity to transfer the equity from your current home, into a new home.*
 7. *We will always strive to create and strengthen thriving communities that are inclusive and sustainable for existing and new residents, supporting new jobs, choice of shops, leisure and high quality open space wherever we can.*

³ [Mayor and Cabinet, Wednesday, 10th October, 2018 6.30 pm, item 299](#)

⁴ [Mayor and Cabinet, Wednesday, 12th December, 2018 6.30 pm, item 345](#)

⁵ [Mayor and Cabinet, Wednesday, 10th October, 2018 6.30 pm, item 299](#)

5. Relevant guidance and analysis

- 5.1 A wide range of relevant research and guidance on resident engagement in housing has been published by a number of organisations.
- 5.2 Key points from a selection of the most relevant reports are summarised below in order to provide further background and context as the committee sets the scope of its review.
- 5.3 ***Better Homes for Local People*, the Mayor of London’s Good Practice Guide to Estate Regeneration**, 2018, sets out the Mayor’s expectations for how local authorities and housing associations should engage with residents as part of all estate regeneration schemes. It sets out practical guidance, principles and examples of good practice (see case studies below).
- 5.4 According to the guidance, for estate regeneration to be a success there must be resident support for proposals, based on full and transparent consultation from the very start of the process, and meaningful ongoing involvement of those affected.⁶
- 5.5 The report describes early engagement as “essential” and states that residents should be given opportunities to be involved from the outset in developing the vision, options appraisals, design, procurement, and delivery of schemes.⁷
- 5.6 As well as social tenants, resident leaseholders and freeholders, councils and housing associations should seek to consult with private tenants or those living in temporary accommodation, as well as non-resident leaseholders and freeholders. Councils and housing associations should also engage with Tenant and Resident Associations (TRAs), or similar resident representative bodies, where they exist.⁸

Case study: Landlord social impact monitoring (Countryside)⁹

Ealing Council, L&Q housing association and the developer Countryside were involved in the Acton Gardens estate regeneration scheme.

They wanted to measure the social impact of their actions, and report on residents’ feelings and experiences of the regeneration throughout the process.

Independent academic researchers were commissioned to interview residents on both the existing and the regenerated parts of the estate and in the surrounding area (544 households in total).

Through in-depth interviews they were able to gain a deep understanding of how residents felt about the estate regeneration, and how it could be a successful social regeneration as well as a physical one.

The research will be carried out every two to three years during the 13-year lifetime of the regeneration process to measure progress against its indicators

As well as recognising the value that residents place on their connections with friends and neighbours in the area, the research identified further areas that would require attention in the coming years.

⁶ Mayor of London, *Better Homes for Local People*, 2018, p4

⁷ *ibid*, p10

⁸ *ibid*, p11

⁹ *ibid*, p32

In particular, these included ensuring that existing residents of the estate fully understand the re-housing process; and working to accommodate local organisations that offer informal, but very important, support services to the community.

- 5.7 The report sets out a range of potential consultation and engagement methods (see below), but states that Councils, housing associations and partners should always be open to suggestions from residents and other stakeholders about developing more effective consultation and engagement mechanisms.¹⁰
- 5.8 The report also notes that many estates include businesses providing local services and employment and states that owners and operators of businesses should also be engaged, and that any proposals should give weight to the importance of minimising disruption to those businesses and retaining local employment opportunities.¹¹

Direct proactive engagement of a wide group of residents – e.g. through surveys, votes, and ‘door-to-door’ conversations.

Involvement of residents in developing the detail of proposals – e.g. through specialist resident committees, forums, and workshops; steering groups with resident representation; and meetings of Tenant and Resident Associations and neighbourhood forums.

Broader opportunities for residents to be kept updated and engage – e.g. through ‘drop-in’ days and public meetings; letter, email, and newsletter updates; and web-based consultation tools, such as Commonplace, or Online forums, such as Facebook pages for the estate.

- 5.9 The report recognises that often residents may need support to engage more effectively and states that Councils, housing associations and their partners should provide independent capacity-building and advocacy support for residents if they request it. Residents should also be given an opportunity to select their own Independent Tenant and Leaseholder Advisors (ITLAs – see case study below), paid for by landlords, and to de-select them if they are unhappy with the advice or support that they are receiving.

Case study: Landlord funding of an Independent Tenant and Leasehold Advisor (London Borough of Hackney)¹²

Hackney Council wanted to ensure that residents on one of its regeneration schemes were as engaged as possible and so has funded an Independent Tenant and Leaseholder Advisor (ITLA) for over 10 years.

An ITLA’s purpose is to provide independent and impartial advice to residents on all aspects of the proposals for the future of their homes, enabling them to fully interact with, and play an informed role in, the process.

Their first task was to assist Hackney to set up a steering group. Council officers attend to report on progress and answer questions. The ITLA coordinates the meetings, agendas and minutes, providing an independent and impartial record.

The ITLA spends a considerable amount of time on the estate engaging residents to encourage participation. They also feedback to vulnerable and elderly residents who are unable to make meetings or drop-in sessions.

¹⁰ *ibid*, p11

¹¹ *ibid*, p12

¹² *ibid*, p30

The ITLA has helped the local authority engage with hard-to-reach tenants and leaseholders, and is also an extra pair of eyes and ears on the ground, which helps flag up any potential risks and highlights concerns and views of the residents.

Case study: Tenant involvement in regeneration (London Borough of Enfield)

Enfield Council in north London started from the position that the regeneration of Alma Estate would only succeed if it was supported by residents.

Following discussions with tenants, it was agreed that all of the replacement council homes would be larger than the existing homes, and therefore also significantly larger than the London Housing Design Guide.

The design and configuration of the replacement homes was led by residents via a series of design workshops facilitated by the project architects.

The new social homes are larger than the planned private ones on the estate. This was important, not only to ensure that residents are gaining, not losing, space but also because by providing larger council homes it is hoped that there will be more space for families with children

The experience of preparing plans for the redevelopment of Alma Estate has had a positive impact on residents who have grown in confidence and have become empowered to do more in their local community

5.10 The adoption of Resident Charters is also covered by the guidance: “*Resident Charters set out councils’ or housing associations’ commitments to residents at an early stage of the discussions over estate regeneration proposals and can be an effective way to engage residents*”. The guidance states that Resident Charters can be adopted for an individual estate regeneration project, or as a broader statement to cover multiple projects or a programme.

5.11 ***New Conversations***, the LGA guide to engagement, 2017, provides guidance on engagement for councillors and officers. As well as setting out a wide range of engagement techniques and case studies, the guidance also discusses the role of frontline councillors.

5.12 The guidance notes that:¹³

Councillors [...] are at the front line of engagement. They’re going to have to live by a decision day after day, lobbied by residents. It’s their electoral fortune at risk – and they’re often going to be a resident themselves.

Within this, councillors can sometimes undermine decisions the council makes, by choosing to oppose them. However, they can also make a project come to life. Local politicians generally have a close relationship with stakeholders and often lead local opinion. They can broker a compromise and bring together a coalition of the willing. To make the most of this, good engagement needs to be rewarded, recognised and plugged into the council’s corporate mission.

5.13 The guidance goes on to discuss the role of frontbenchers, opposition groups and frontline councillors in the development of proposals and engagement, noting that frontline councillors can help establish closer connections with affected groups in the community:

Including a range of councillors in a project often leads to compromises on a set of proposals as concerns come to light. A fear of things being watered down like this is often the reason why Frontline councillors are excluded, but fighting

¹³ LGA, *New Conversations*, 2017, pp88-9

through this must be part of the new conversation councils are having. Frontline councillors should no more be bypassed than residents.

Good officers [...] ought to encourage councillors to provide a steer. There's sometimes a misplaced fear of less senior politicians in a similar way as there is of residents. Officers and executive councillors live and breathe their projects, so tend to race ahead and become overly rational about what needs to happen. Frontline councillors are a tonic to this. They're able to empathise more with the community and are sensitive to the subtler consequences of decisions. Empowering councillors by asking them to lead steering groups guarantees that you've got someone constructively asking the hard questions – keeping you connected to the concerns of affected groups.

Case study: Community researchers in Camden

Camden Council recruited a range of local people to be paid as “community researchers”, rather than relying on external and expensive agencies who don't know the lie of the land. Researchers range from parents who need flexible hours to the long-term unemployed.

After receiving training (in participatory appraisal and quantitative research techniques) their work included face-to-face interviews and raising awareness about local issues. They have so far gathered information on topics such as public health, and consulted residents on social housing policy.

- 5.15 The LGA guidance also includes a *Back of a clipboard* starter kit on engagement for councillors (written by Cllr Peter Lamb, based on his experiences as a local councillor in Crawley) which sets out five approaches for councillors to become as engaged as possible with residents and local businesses.¹⁴ (see [appendix 2](#))
- 5.16 The **London Assembly Housing Select Committee** carried out a scrutiny review of estate regeneration in 2015. The review looked at how to improve the process of regenerating housing estates and found, among others things, that there needs to be far greater clarity about the purpose of proposed regeneration and better collaboration between landlords and residents in exploring and evaluating the options.¹⁵
- 5.17 The final report, ***Knock it Down or Do it Up?: The challenge of estate regeneration***, set out a number of principles under three themes: decision-making, finance and communications. It is intended to provide a guide for community groups, councillors and housing professionals to some of the best ways to work together to regenerate estates. The conclusions in relation to decision-making and communications are the most relevant to this review and are summarised below.
- 5.18 On decision-making, the review stated that most important is clarity on a scheme's key drivers. This is particularly the case when changes have occurred to the policies or financial circumstances underpinning the scheme: “*the absence of clear information can lead to accusations of post hoc rationalisation, which degrades or, in some cases, completely destroys the trust underpinning*

¹⁴ *ibid*, pp90-3

¹⁵ London Assembly, *Knock it Down or Do it Up?*, 2015, p4

*effective collaboration between communities, housing providers and other regeneration partners”.*¹⁶

- 5.19 The report noted that, “*in any proposals for change there will always be those who gain and those who lose, and being clear about this is also an important principle, no matter how difficult the ensuing conversation will be*”. The report highlighted comments from Professor Becky Tunstall of York University: “*It might be that there will have to be losers and if you say that to people at the beginning, it will be easier to accept*”.¹⁷
- 5.20 The report also discussed the importance of understanding residents’ needs in order to ensure that the local community benefits from any proposals. The report acknowledged that this can be complicated and demands application and cited the below case study as an example:¹⁸

Case study: Understanding Residents’ Experience of the Whitecross Estate, Islington

In 2010, Peabody, a housing association, commissioned Publica, a public realm and urban design company, to develop a vision and principles for the future of the Whitecross Estate based on residents’ experience. This was in response to a request from residents for this kind of approach.

Publica reported on the history of the estate and resident demographics, as well as the buildings, public realm and routes used through the estate.

Residents’ views were gathered by accompanying individuals and groups on walks around the estate, offering perspectives on diverse experiences of estate life, such as car parking, stairwells, the market, play areas, mobility, light pollution and so on.

This data, together with evidence gathered at public meetings, informed the final report, which also included Peabody’s aspirations for the estate, and developed a series of 15 principles for the estate’s future.

Peabody now hopes to deliver the overall upgrade programme of redesigned public spaces on the estate by September 2017. It is also consulting on small scale infill development on parts of the estate.

- 5.21 The report noted that active and ongoing community engagement is essential in order to ensure that the “active support of residents and neighbours can be leveraged”.
- 5.22 One of the important ways to promote positive engagement, the report stated, is to secure the enthusiasm of community leaders. The report set out examples of how this can be achieved, such as setting up resident steering groups and using them as a communication channel with residents, and making sure that local councillors are actively engaged and spreading the work locally.¹⁹
- 5.23 Offering a range of communication methods, from paper-based to face-to-face can also maximise the chance of positive engagement from all sections of the community. Having an on-site office, with some late-night opening, for example, can help to ensure that residents who have day-time commitments are able to engage as easily as possible.²⁰
- 5.24 The report noted that some capacity-building is likely to be required to enable communities to participate as fully as possible, referring to comments from the

¹⁶ *ibid*, p10

¹⁷ *ibid*, p12

¹⁸ *ibid*, p17

¹⁹ *ibid*, p27

²⁰ *ibid*, p30

London Tenants' Federation: "if you want communities to engage from the grassroots, then they need support". In some cases, independent resident advisers, appointed by a panel of residents, have been used to support engagement activity. Merton and Sutton were cited as examples.²¹

- 5.25 While the intensity of engagement will vary over the course of a scheme, the report stressed that active communications should be an important aspect of 'business as usual', and that "constantly taking the community pulse in this way helps providers to anticipate and address issues early, before they become serious problems".²²
- 5.26 Where serious problems have arisen and relationships have broken down, the report noted an example from Southwark of where trust between residents and providers has been improved by the creation of an independent body:²³

Case study: Creation Trust on the Aylesbury Estate

Creation Trust is a charity dedicated to making sure that residents living on the Aylesbury Estate receive the benefits of the area's regeneration and are supported through the process. More than half the places on Creation's Board of Trustees are reserved for resident members, including both tenants and leaseholders, so that local people have real influence over the decisions made. Creation Trust works closely with Southwark Council and Notting Hill Housing Trust (the developer) to ensure that the Aylesbury Area Action Plan is adhered to. It is part-funded by Southwark Council but has also been eligible for funds from the National Lottery and the Football Foundation to deliver additional projects for residents.

- 5.27 The review acknowledged that that engagement programmes with a selection of activities like those discussed are expensive, but noted that residents are a key resource and that "tapping their experience of what will work and what won't can not only short-circuit issues which arise but also develops resilient relationships which will be vital for nurturing the sustainable and diverse communities to which we aspire".
- 5.28 The **Design Council** published a Technical Paper on *Involving local residents in the design of small and infill sites* in 2016. It discussed the challenges of small and infill sites, the benefits of involving residents, and sets out guidance and techniques for engaging with tenants and residents (see table below).
- 5.29 Given that a significant proportion of the homes to be built as part of Lewisham's 1,000 home programme will be infill developments this guidance may be relevant to this review.
- 5.30 The guidance notes that involving local tenants and residents in the design of small and infill spaces can help to unlock land for new homes while also raising the quality of both the new homes and the place as a whole, providing an opportunity to tackle social and environmental problems.
- 5.31 It also recognises, however, that while small and infill sites can provide opportunities to make the best of publicly owned land, they are often sensitive,

²¹ *ibid*, p31

²² *ibid*, p32

²³ *ibid*, p33

and almost always complex because of the impact on, and proximity to, an existing community.

- 5.32 The paper states that it may take time to build confidence with residents who may have suffered from anti-social behaviour in the past that good design can help reduce these problems. And although the opportunities presented by new development may not be immediately obvious to residents, influencing the design at an early stage offers a chance of addressing some of these issues. Involving residents in design helps identify issues and solve problems.
- 5.33 The guidance notes that involving local residents may require different ways of working and additional resources to get the process going, but highlights one of the steps to engaging residents is providing skilled support and facilitation, preferably from independent providers. It states that “facilitators need to be skilled in engagement techniques as well as having an understanding of design” and that “working with designers from the outset is essential to respond to needs and explore options, including those that would not have been conceived of by residents and officers themselves”.²⁴

Design Council: Some techniques for engaging with tenants and residents

- 1 Identify the area around the site that will be affected by development, and residents whose needs must be considered.
- 2 Develop contacts with residents by speaking to people known to be active in the area: ward councillors, community workers, tenants’ groups, people connected to local community organisations and facilities such as community centres, schools, churches, etc
- 3 Initially work with a small group of interested people as a Working or Steering Group. You could expand membership of an existing group e.g. Tenants and Residents’ Group or Parish Council.
- 4 Appoint and work with a community engagement facilitator, who has design expertise and skills, or ensure that a design team is part of the process; preferably the design team that will be carrying out the work.
- 5 With the facilitator organise workshops and visits to successful projects with a view to raising aspirations, an understanding of design principles and what can be achieved; be careful not to raise unrealistic expectations.
- 6 Analyse the area to find out what works well, defining characteristics that are valued, and problems to be addressed. Do this on site as part of walkabouts and note findings down on maps of the area.
- 7 Ensure that this work, and all subsequent project work, is broken down into manageable parts. This is essential to include as many people as possible, avoid some individuals becoming overloaded but also to ensure a focus on delivery.
- 8 Develop Vision and explore options

- 5.34 The **LGA’s good practice guide on tenant engagement, *Engaging and empowering tenants in council-owned housing, 2019***, produced in partnership with TPAS (Tenant Participation Advisory Service), presents the findings of research carried out on tenant engagement delivered by councils across the country. The guide looks at a range of engagement methods, including the growing use of digital engagement techniques.
- 5.35 On digital engagement, the report notes that many organisations are embracing alternative ways to engage and communicate with resident and that many

²⁴ Design Council, *Involving local residents in the design of small and infill sites*, 2016, p4

traditional in-person involvement activities are moving online. It states that “the benefit of enabling greater opportunity for digital involvement broadens the reach and sometimes quality of engagement. Going digital will mean you are able to involve more tenants on their own terms, provided you are committed to engaging in this way and responding as you would to a collective group”. Examples noted in the review include the use of: online forums; online surveys; virtual groups; email communications replacing postal; and use of social media platforms.

5.36 The guidance also sets out a number of self-reflection questions on digital engagement:²⁵

- Do you know which areas and neighbourhoods have access to broadband?
- Do you know of areas and neighbourhoods without access to broadband?
- Are you aware of residents who have email?
- Are you aware of residents preferred communication / engagement channels?
- Have you got a digital engagement/inclusion strategy that addresses the barriers to on line engagement?
- Have you approaches in place to engage with residents without access to broadband or technology?

6. Meeting the criteria for a review

6.1 A review into resident engagement in housing development meets the criteria for a scrutiny review because:

- The issue affects a number of people living, working and studying in Lewisham
- The issue is strategic and significant
- This issue is of concern to partners, stakeholders and the community
- Scrutiny is likely to add value – Lewisham Council is currently working on a programme to deliver 1,000 new social homes by 2022. This will involve various levels of resident engagement so now would be a good time for the committee to review current practice in order to consider if there are areas of improvement which could support the Council achieve its strategic objectives.

²⁵ LGA, *Engaging and empowering tenants in council-owned housing*, 2019, p27

7. Key lines of enquiry (KLOE)

7.1 It is proposed that the review draws on evidence from Council officers, key local partners, as well national research and relevant experts, within the following key lines of enquiry:

- *How does the council, and its housing partners, currently engage with communities around regeneration and housing development?*
- *What has the council learned from previous engagement and how has this influenced subsequent engagement and consultation?*
- *How does the council engage with often-excluded groups (young people and BAME, for example) and how does this affect the relationships between the council and residents?*
- *What role can TRAs and similar bodies play in community engagement and how is the creation of new TRAs and similar facilitated through our partner organisations?*
- *What is the role of councillors in bringing communities along with developments and what opportunities are there for member development?*
- *What can we learn from how other local authorities carry out engagement and consultation on housing development?*

8. Timetable

First evidence session – Wednesday 10 July

8.1 Focus of the session: the council, its partners' and other local housing providers' approach to resident engagement on housing development, both in relation to infill development and wider redevelopment programmes.

8.2 To include example case studies of resident engagement; techniques and methods used; examples of early engagement; examples of resident involvement, support and capacity-building; examples of engagement with often excluded, vulnerable and hard-to-reach groups; evidence of engagement influencing outcomes; evidence of evaluation, challenges and lessons learned.

Committee to discuss and agree further information required

8.3 To receive evidence from senior Council officers and key housing partners, including: Lewisham Homes, RB3, Phoenix, L&Q and Peabody.

Committee to discuss and agree any further suggestions

8.4 To include resident engagement case studies on recent developments, including: Mayow Road, Hazlehurst Court, PLACE/Ladywell, and Edward Street.

Committee to discuss and agree any further suggestions

Additional evidence-gathering

- 8.5 To request written evidence from other local authorities and housing providers. For example, LB Hackney; LB Camden; LB Southwark.
Committee to discuss and agree suggestions
- 8.6 To request written evidence from relevant community and resident groups, in particular resident groups in Lewisham Homes and RB3 housing.
Committee to discuss and agree suggestions
- 8.7 To attend upcoming engagement events in Lewisham and out of borough.
Scrutiny manager to discuss with officers and identify potential events
- 8.8 To ask for public engagement through a call for evidence on [council website](#).
Scrutiny manager to draft for member agreement
Council communications team to publicise on social media
Committee members to promote among their own networks

Second evidence session – Wednesday 18 September

- 8.9 To receive evidence from relevant resident and community groups.
- 8.10 To receive evidence from other local authorities and housing providers.
- 8.11 To receive evidence from expert witnesses, for example:
- [TPAS \(Tenant Advisory and Participation Service\)](#) - tenant engagement organisation and author of the [National Tenant Engagement Standards](#).
 - [The London Tenants Federation](#): a tenant-run membership organisation which brings together borough and London-wide representative social housing tenant organisations.
 - [G15](#) - the group of London's largest housing associations
 - [Centre for London](#) - a politically independent think tank which has produced a number of reports on housing, including, [STOPPED: Why People Oppose New Residential Developments in Their Back Yard](#).
 - [Prof Rebecca Tunstall, Centre for Housing Policy, York University](#) – researcher on social housing management, tenant participation, and neighbourhood regeneration, and witness for the London Assembly Housing Select Committee's [2015 review of estate regeneration](#).
 - [Prof Loretta Lees, Leicester University](#) – researcher on urban regeneration and evidence contributor to London Assembly Housing Select Committee's [2015 review of estate regeneration](#).

Committee to discuss and agree further witnesses – the committee may wish to consider its options following written evidence received.

Scrutiny manager to continue researching potential witnesses.

Third evidence session – Wednesday 30 October

- 8.12 Depending on the volume of evidence the committee chooses to consider, the number of witnesses it would like to hear from, and the level of response to any calls for evidence, there is capacity for a third evidence session if needed.
- 8.13 Depending on the availability of witnesses, this session could be focused on receiving evidence from resident and community groups or other local authorities and housing providers and expert witnesses.

Final report and recommendations – 16 December

- 8.14 Committee to consider final report presenting all the evidence and agree recommendations for submission to Mayor and Cabinet.

9. Further reading

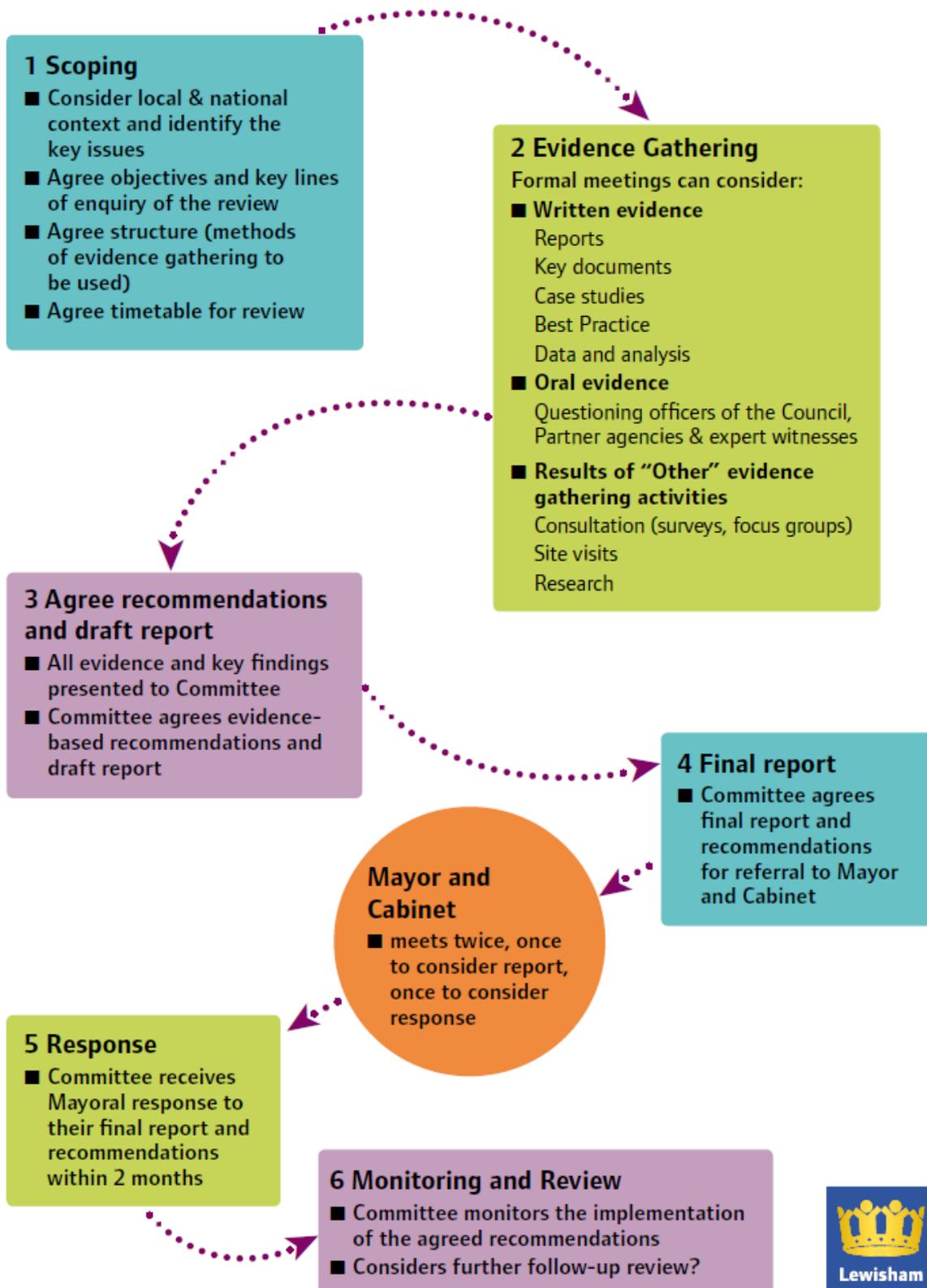
- [Estate regeneration: resident engagement and protection](#), MHCLG, 2016:
Government guidance on how landlords, developers and local authorities should engage with residents throughout an estate regeneration scheme.
- [STOPPED: Why People Oppose New Residential Developments in Their Back Yard](#), Centre for London, 2016:
“This report looks behind the NIMBY stereotype and identifies seven specific types of public concern around urban change in London.”
- [Estate Regeneration: more and better homes for London](#), London First, 2017:
“This report considers what more can be done to support the physical regeneration process to help deliver, amongst other objectives, more new homes where this has been selected as the best option. It highlights three key issues that must be addressed to support a new wave of regeneration, setting out a series of key considerations on each”.
- [Delivering infill development](#), Future of London, 2015
“This briefing paper and related roundtable discussion have been framed by these big questions: What are the main barriers to delivering infill development? How can they be overcome or mitigated, and who should bear this responsibility? Is infill housing development a threat to other uses, or is it an opportunity for new placemaking? What attitudes do existing communities have towards infill development and how can organisations delivering these sites respond?”

10. Further implications

- 10.1 At this stage there are no specific financial, legal, environmental or equalities implications to consider. However, each will be addressed as part of the review.

For further information please contact John Bardens, Scrutiny Manager, on 02083149976 or email john.bardens@lewisham.gov.uk,

How to carry out an in-depth review



Appendix 2

‘Back of a clipboard’ engagement list – a starter kit for frontline councillors

Below is a five-step starter kit for being as engaged as possible with your residents and local businesses. It was written by Cllr Peter Lamb, based on his experiences as a local councillor in Crawley.

In all of the engagement you do, however, be aware that your role as councillor exists in two capacities. The first is as a representative of the council (and there will be advice both from your council and from the LGA on how to do this).⁵⁵ The second is as a representative of your political party (if you are in one, in which case you’ll have separate guidance on this). A big part of getting the engagement right will be in balancing these two things – so you’re able to fulfil your role both as a representative of the council in the community, and as a representative of community concerns within the council.

1. Get out there

With all the new technology connecting us, it’s all too easy to forget that the best way to engage is often face-to-face. Not every part of the community has the ability to access the internet regularly. Online communication usually requires residents to opt-in to hear what you have to say, meaning you preach to the converted. Many still prefer to speak to a real person for example at:

Advice surgeries: These provide residents with the opportunity to meet their local representative and raise any issues they might have. All that’s needed is an accessible venue, somewhere to sit and a bit of advertising.

Mobile surgeries: Surgeries provide an opportunity to reach out to harder-to-engage parts of the community, instead of waiting for residents to come to a venue.

Community events: One of the best ways of engaging with your local community is through participating in local events.

2. Keep people in the loop

Though people are busy, most would still like to know what is going on in their community. Regular information from local representatives can help to build the trust upon which future engagement can be based. There is much evidence to support the assertion that people are more receptive to engagement that informs and are far less keen on engagement that seeks to promote a particular point of view or sectional interest. Here are a few ways of keeping your residents in the loop effectively:

Newsletters: Give some thought to the design. With all the junk mail a person gets these days, you have at most a couple of seconds to grab their attention.

Direct mail: People will often read letters which come through their door, particularly if they’re addressed to them personally. While direct mail may be too expensive for regular newsletters, it can be useful for communicating about a particularly important issue. For example, when planning permission is being sought for a project which you do not believe is in the area’s best interests, it may help drive up the number of objections (be aware that, if you’re on a planning committee yourself, this isn’t allowed).

E-newsletters and text messages: A fast and cheap way of reaching residents. Online services like MailChimp are a good idea if you’re doing this, as anything involving complex designs or mail outs to a large number of people are likely to be blocked without one. Also, remember that no council resources can be used for party political communications, so be

clear whether you are acting as a representative of the council or of your party when you are sending out a communication.

3. Reach out

Networks of engagement already exist which can help you to connect with your residents. Here are a few ways of reaching out:

- **Make the most of the council:** Although Communications and Community Engagement teams have been put under pressure due to budget cuts, almost every local authority still employs officers in these roles. Ask them how they can help you engage with local people.
- **Work with other agencies:** Reach out and partner with parish councils, neighbourhood policing teams or the many other bodies which represent residents.
- **Community networks:** Highly-connected people influence community opinion. To persuade them is to persuade others. Examples may include the chair of a residents' association, school governors and long-serving teachers, local small businesspeople and publicans, religious leaders and neighbourhood watch co-ordinators.

4. Use the media

Despite the rise of newer channels, 'traditional media' remains an important means of communication.

Local newspapers: The falling number of local reporters means that newspapers are more willing to accept pre-prepared content.

TV/ Radio: TV and radio remain popular channels, and while the opportunity to communicate a message via the airwaves is rare, the potential reach is considerable.

Blogs/online radio: Some local news blogs and online radio sites now have a similar audience size to their analogue equivalents.

5. Go digital

Digital media can offer a global audience, yet fail to make solid contact with the community you want it to. It also poses risks. Representatives can find themselves held to account years later for a misjudged comment made in a moment of madness. Nonetheless, digital channels can be powerful if used in the right way.

Google Alerts: Once you've put a term into Google Alerts, you will receive an email whenever a new story relating to it is published online which allows you to keep on top of issues that are important in your local areas for example a supermarket development. This is vital real time information to enable you to engage appropriately in relation to current and emerging issues.

FixMyStreet: Users submit practical problems in the community – like a broken paving slab or some graffiti – to the local authority, and councillors can respond and comment.

Facebook: Individual councillors often don't automatically attract huge numbers of local residents to their profile, groups or pages. This doesn't mean it isn't useful for engaging, but you need to go to where people are, by following or liking other appropriate pages set up by local groups or individuals.

Twitter: As with Facebook, Twitter offers a potentially global reach but requires people to actively engage with you.

NextDoor: A neighbourhood based forum for local people to exchange ideas.

Surveys/Polls/Petitions: While you will also need to use other methods to advertise your survey, poll or petition, online tools can be a powerful two-way route to community engagement and to taking the temperature of opinion around issues in your area. There are various ways of running a survey or a poll online for free, including on Facebook or Twitter, or on specific sites like Survey Monkey.

Personal website or blog: A channel of communication exclusively within your control.

This guide was compiled by Cllr Peter Lamb, Leader of Crawley Borough Council. You can read an extended version [here](#).

Source: LGA, [New Conversations](#), 2017

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Resident Engagement

Housing Select Committee | 10th July 2019



What will we cover?

1. Our approach to resident engagement
2. Past experiences
3. Main challenges
4. How can we improve?



Planning consultation drop-in May 2019 at Somerville Youth Centre

Resident Engagement in Lewisham

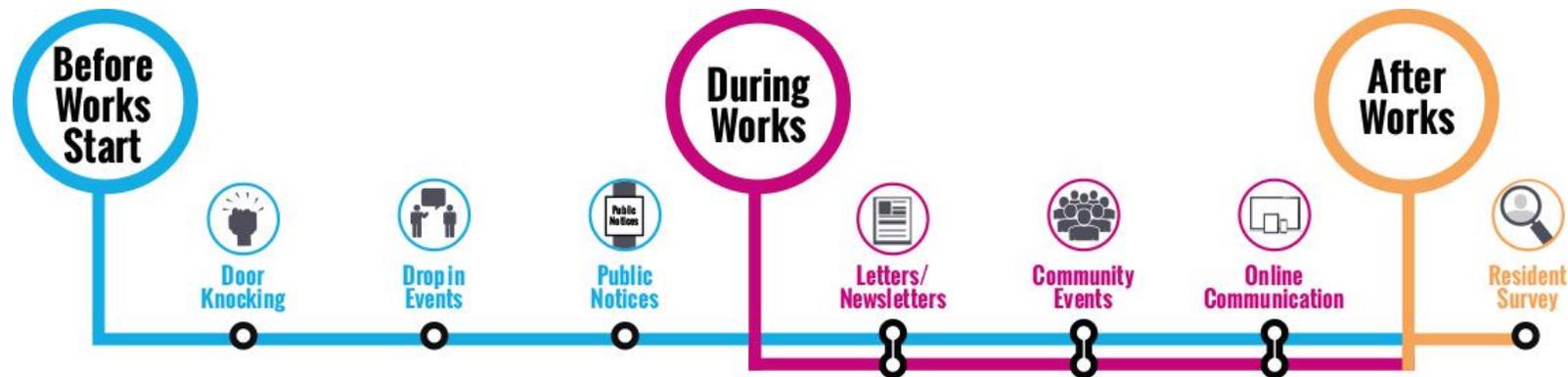
- Consultation takes many forms and officers from both the Council and our development agent, Lewisham Homes, work hard with those most impacted by proposals.
- Our process begins as soon as potential sites for new homes are identified. This continues through planning, construction and after completion.
- We try to reach out to as many people as possible and the Community Relations team at Lewisham Homes work with the TRAs and residents directly to understand any existing issues that might come up when discussing new homes.
- This helps to build relationships, trust and the ability to have honest dialogue with residents.



Picture of typical initial estate resident engagement

Resident Engagement in Lewisham

- Consultations usually begin with an 'ideas event'. At this initial session we talk about their existing and, if relevant, future homes as well as understanding of local identity and context of the site.
- This is followed by an initial consultation where ideas and initial concepts are more developed.
- Depending on the size of the scheme and/or the amount of concerns, there would either be a second consultation event or an exhibition before proposals are submitted to planning for a decision.
- This consultation is separate to more formal consultation process that is part of the planning process. More information on the engagement expectations during the planning process are set out on the Council's website.



Source: <https://www.lewishamhomes.org.uk/new-homes/listening-to-residents/>

Case Study 1: PLACE/Ladywell

In September 2016, a consultation nook was created in front of the Ladywell site to talk to local people about PLACE/Ladywell.

We offered free coffee to passers-by in exchange for a discussion about the forthcoming development, and for their ideas what sort of community/commercial uses should happen on the ground floor

Over 6 days we spoke to 572 people, and used their input to shape the ground floor uses at PLACE/Ladywell.

The consultation nook was then used for the next 6 months to host community events, to build a network of local creative people and generate positivity towards the development.

Some of the events held included:

- Local short film screening night
- Youth radio station training
- Christmas craft workshops
- Local artist in residence



Attendance

- Attendance varies from scheme to scheme. Some sites attract very little attention, particularly where proposals are likely to cause less impact on the surrounding area.
- Where schemes are larger or are perceived to have a greater impact, we can expect a higher level of participation. The events hosted by Team Catford have attracted more than 300 people.
- We want more schemes where people want to share their views. Engendering a collaborative approach to development will lead to better developments.
- We consider every comment and we've had some genuinely positive results from engaging early with local residents and businesses.



Consultation on the New Cross Gate Area Framework

Case Study 2: Edward Street

The first consultation event was held in Charlottenburg Park on Saturday 10 June 2017 and was attended by 30 people

The second consultation event was held in the Evelyn Community Centre on Saturday October 21 2017 and attended by 20 people

Although neither event attracted a large amount of attendees, the consultation was very successful and stimulated some great ideas

The people who attended were local and had interesting points to make, both in support and against the Edward Street development

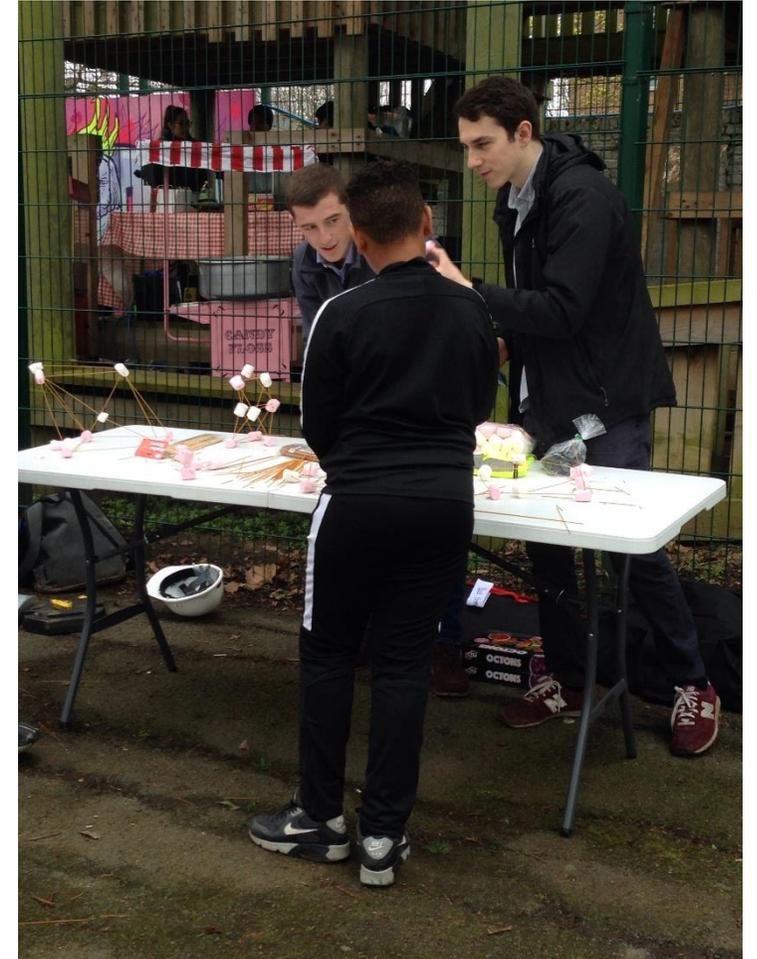
The points shared influenced the development of the scheme, and we were able to clearly set out the changes at the events

The response at the second event was much more positive than the first and part of this was residents' could see that we had listened



Excluded, vulnerable and 'hard to reach' groups

- One of the biggest challenges we face is reaching out to people on our estates for whom attending an exhibition is not something they are comfortable doing.
- Breaking down this barrier is one of the hardest, yet most important things that we are trying to address going forward.
- We work with translators where appropriate. Recently, we translated documents on Bampton in other languages.
- Trying to reach people who do not see our work as a priority is challenging. The Community Store at Evelyn estate provides a great way of doing this.



Home Park Youth event with AECOM focussed on learning about engineering skills.

Case Study 3: Achilles Street

Work has been ongoing since January 2016 to look at proposals for redeveloping the Achilles Street estate in New Cross

From December 2018 we have been working to deliver a Resident Ballot to decide whether or not the redevelopment proposals should go ahead

To ensure that we are speaking to all of the residents on Achilles Street, we have used various different methods of engagement.

- Public exhibitions
- Multiple Rounds of door knocking
- Councillor led meetings
- One on one visits

We are currently delivering a round of engagement called **“Bring it to the Table”**

This focuses on breaking down the traditional barriers to resident engagement, by inviting all residents to come and share food with us and discuss any concerns they have about the proposals in an informal setting.



Bring it to the Table is based on the estate so that residents feel comfortable and don't need to travel.

You said, we did....

All consultation material is made available on Lewisham Council or Lewisham Homes website after events where a map of the borough is provided for easy access to all schemes

We record and consider all comments carefully and respond to these so at each stage as part of a 'you said we did' section showing how we have responded to comments raised



Case Study 4: Bampton

- Overview of Bampton engagement process to date

Ongoing	 <p>Updates on Lewisham Homes' website</p>	 <p>Attendance at TRA meetings</p>	 <p>Letters to affected residents to invite to events and update</p>
July 2017	<p>Ideas event on the estate (marquee in the grounds of the estate)</p> <p>Meeting with local councillors</p> <p>Visits to Northmoor residents</p> <p>Translation of letter and FAQs in to Arabic and French for Northmoor residents, alongside offer of translation service for meetings</p>		
November 2017	<p>Letters to invite residents to form a play focus group</p> <p>Engagement with local schools on play and new homes (St Georges CoE primary and Forest Hill school)</p>		
December 2017	<p>Consultation event on the estate (bottom of one of the blocks)</p>		
May 2018	<p>Exhibition event in local church</p>		
May 2019	<p>Visits to Northmoor residents</p> <p>Second exhibition event in tenant hall on estate</p>		

Case Study 4: Bampton

Extract from consultation boards for Bampton showing the 'you said we did' approach

● Parking bay (42)

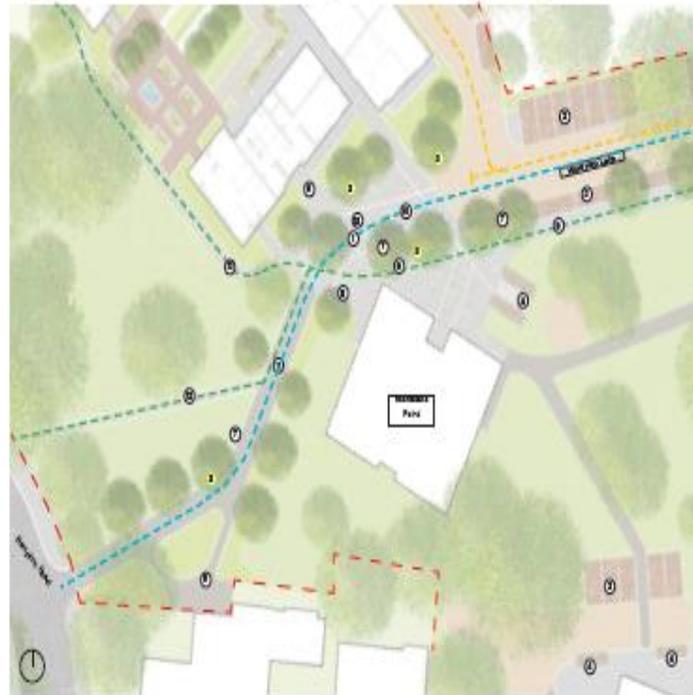
● Accessible parking bay (5)

▲ Active electric vehicle charging point (9)

▲ Passive electric vehicle charging point (9)

New shared pedestrian-cycle path

The new proposal will not extend Windrush Lane as previously. Instead, Windrush Lane will stop by Standlake Point by way of a shared surface provision which aims to further integrate the existing tower and the new development. A new two way cycle path and re-provided footpath at the end of Windrush Lane improves links between Bampton Road and Perry Vale.



Plan of Windrush Lane extension

You said that you are concerned about the estate feeling separated and traffic increasing.

We have revised the design proposal and retained Windrush Lane as a no through road. A combined pedestrian-cycle path will improve access from Bampton Road.

--- Car route

--- Bicycle route

--- Pedestrian route

The use of traffic calming measures and hierarchy of surface materials will highlight change of use from pedestrian to vehicular and shared space. Lighting sympathetic to the site context will provide clear and safe routes to new paths.

Examples from other developments



Shared surface example



Roadside rain garden example



Example of cycle hoops

Case Study 5: Marnock Rd



Before we were granted planning permission, we spent time listening to what local people had to say about our proposals.

You said

Our response

There are too many houses in the space

We've reduced the number of homes we plan to build from seven to six. This allows for more space between the existing flats and the new homes and means we can keep more green space.

We don't want to lose our parking provisions

Our designs include 12 parking spaces. We will work with people who rent garages here to provide alternative garage space elsewhere.

We're concerned about privacy

The new homes will be built 18 meters away from the existing homes.

We think all of the new properties should be council homes

All of the homes we want to build on Marnock Road will now be council homes.



Capacity Building

- Lewisham Homes run a number of events which help to improve confidence alongside a range of community projects, which enables us to build positive relationships with residents and empower them to engage in the process and become involved in shaping their area.
- Example: Residents from Bampton estate set up a TRA following attendance the course and proactively engaged with the development plans.
- Free workshops for residents about Community Land Trusts and different forms of development.
- Working with London Metropolitan University, Lewisham Homes run courses in:
 - Improving Housing Services (3 day course), and;
 - An introduction to housing (1 day course)
- These are free for LH residents to attend and funded by Lewisham Tenant's Fund.



The first graduates from the Improving Housing Services course

Lessons Learned

Get to know the community as early as possible

Home Park: No engagement prior to initial event – This unlocked a number of underlying issues relating to crime which made initial engagement difficult.

Location is crucial

Achilles: Event held in Goldsmiths which was off the estate and in a part of the college that was difficult to find and inaccessible. This sent out totally the wrong message.

Good material

Well prepared material to show context and detail
Physical models are really helpful.

Lessons Learned

Clarity about what is being consulted on

Not “should we build more social homes”, but “how do we build more social homes in a way that also benefits the local area”

Timing

Making sure events held at different times that work for residents (weekend, and after working day)

Follow up

Communication and keeping residents updated that can lead to distrust.

Less technical language

Making sure that people understand what is being said in plain language.

Doing things differently

Think creatively to target those who live in our borough but we never see at events. We want to ensure that the quietest voices are also heard.

Fun Days, soft play events, mobile cinema, Evelyn Community Store - Reaching those who would struggle with the logistics of a formal meeting.

Web-based consultation. This will never replace 1:1 Conversations but online tools make it easier for everyone to contribute. We have used the innovative online tool <https://www.commonplace.is/> on two sites to date.

More face-time with our residents. Getting to know our consultees. Go beyond Housing Need Surveys and be a friendly face to with about their neighbourhood and the world in general.



Doing things differently

Providing translation services as required. Particularly where we have a good understanding of the local demographic.

Comprehensive planning ahead for each scheme that identifies stakeholders so we can tailor our approach to different types of schemes.

Ensuring that there are independent voices and specialist support where needed e.g. focussed on training and engaging hard to reach groups.

Learning from others – we frequently attend events outside the borough or led by others and exchange best practice with peers; drawing on best practice.

We also host and participate in exhibitions and debates on best practice around engagement and topics like community self-

build



Case Study 6: Evelyn

Lewisham Homes in partnership with Fareshare and Evelyn TRA set up a Community Store/ People's Supermarket

Aim was to reduce food poverty, improve opportunities for residents but also to develop better relationships, particularly with more hard to reach groups

This offers improved opportunity to discuss the prospect of future improvements to the estate

It was set up in February 2019 and currently has 40 members and 15 volunteers (as shown on the picture).



COMMUNITY COLLABORATION

The need to renew decades-old public housing and to build new homes directly affects thousands of Londoners, however, politicians and the industry are now recognising that success can be achieved only by putting residents at the heart of the process. Working closely with residents at all stages—and beyond, for maintenance and management—does not just mean solving immediate local issues; done well, it can also generate wider advocacy. The challenge of demanding housing targets requires more central government funding and streamlined methods of procurement, but quality—in engaging and empowering communities, in design, in delivery and management, and in every other aspect—must be the priority running through public housing projects from start to finish.

The following three projects have shown exemplar community engagement and involvement.



Community Land Trust

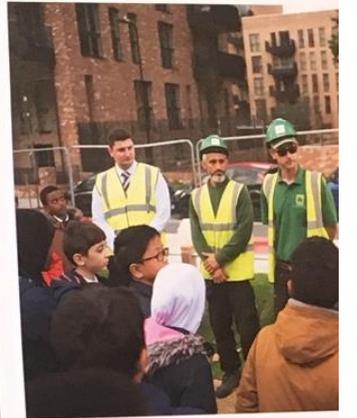
These 11 affordable homes for the CLT on land contributed to Lewisham Council, are the result of a unique local competition in which residents and members of the community voted for Anolis. The first purpose built CLT project in London, the scheme is 100 per cent affordable with each home sold at a price linked to local wages. One lead home cost £165,000 and two beds cost £246,000, less than half the market price for homes in the same neighbourhood.

Address: Land adjacent to Braemar Close, SE28
LB Lewisham
Completion: June 2020
Client: Lewisham Citizens, London CLT
Architect: Anolis

Acton Gardens

This project delivers 3,453 new mixed nature homes through the comprehensive redevelopment of the South Acton Estate. In 2006, when Acton Gardens was selected as Ealing Council's development partner, 80 per cent of the residents in the estate agreed to leave. Now, most residents want to stay and are being rehoused in the new scheme. The community is the constant thread through the process and has an active ongoing role.

Address: Enfield Road, South Acton, W3—LB Ealing
Completion: December 2028
Client: Acton Gardens (Countrywide Properties and L&C)
Architect: Stish, HTA, Alison Brooke Architects, Maccreanor Lavington, POKO, Levitt Bernstein, Alice and Morrison



Questions

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BUILDING TOGETHER



Our approach - *Building Together*



- Sets out the proposed *commitments* Phoenix will make to its residents affected by the new homes programme
- In line with our Community Gateway Model we want to make sure residents are closely involved throughout the new homes programme and a programme of environmental improvements
- The commitments respond to the question “What's in it for us?”



What's in it for us?

There is a risk that existing residents will see new the homes programme that is not for them and even taking much-needed investment away from their neighbourhoods

How do we ensure that the new homes programme and the interests and aspirations of existing Phoenix residents are aligned?



- Retain our focus on the community
- Clear funded commitments and a cross organisational approach



Our Commitments

- New homes will be developed with residents needs at the heart of their design and future management.
- Residents will have opportunities to influence including:
 - ✓ the brief to architects
 - ✓ priorities for wider environmental improvements
 - ✓ regular meetings with the contractor when building work starts, local consultation to understand concerns
- We will minimise disruption to residents and take account of vulnerable residents
- Prioritise and fund environmental improvements where existing homes are affected by the new homes programme
- Work with LBL to establish local lettings policy to enable local Phoenix tenants to apply for the first lettings maximising chain lettings
- Provide assistance where people are required to move home either temporarily or permanently.



Phoenix New Homes Programme

Phoenix Development Programme 2018 - 22									
Scheme		Homes	AR	LAR	SO	SALE	SOS	PCF	
<u>On site</u>									
Forster House	Works only	24	0	24	0	0	Mar-17	Mar-20	
Woodbank Road	Works only	4	0	4	0	0	Mar-17	Oct-19	
9-19 Rushey Green Road	Acq & Works	45	0	45	0	0	Jul-19	Mar-21	
Riverpark Gdns (Springbank)	Works only	8	0	0	8	0	Jul-18	Oct-19	
		81	0	73	8	0			
<u>Active Pipeline</u>									
Arcus Road Phase 1	Works only	28	0	28	0	0	Feb-21	Sep-22	
Melfield Gardens	Works only	37	0	18	12	7	Jan-21	Aug-22	
Downham Enterprise Centre	Acq & Works	30	0	20	10	0	Oct-21	Aug-22	
26 Beckenham Road	Works only	3	0	3	0	0	Oct-19	Jun-20	
Ravensbourne CC	Works only	21	0	21	0	0	Jun-20	Aug-21	
Farmstead Road	Works only	24	0	24	0	0	Jul-20	Jan-22	
Glenbow Road	Works only	1	0	1	0	0	Sep-20	Sep-21	
Purchase & Repair	Acq & Works	20	0	20	0	0	n/a	n/a	
		164	0	135	22	7			
Totals		245	0	208	30	7			



Track Record.....



Hazelhurst Extra Care



We are committed to designing and constructing new homes to a high quality that meet the needs of our residents and communities.



The Fellowship



The Green Man

Ravensbourne Estate Sites, Downham

Summary

Consists of 2 sites owned by PCH within an existing estate.

Currently a Community Centre, MUGA & Phoenix garage site

We have held 2 pre-planning application meetings with Lewisham who are supportive of our proposals.

We have held 4 consultation sessions with residents of the estate and neighbouring properties.

The proposal features a replacement Community Centre.

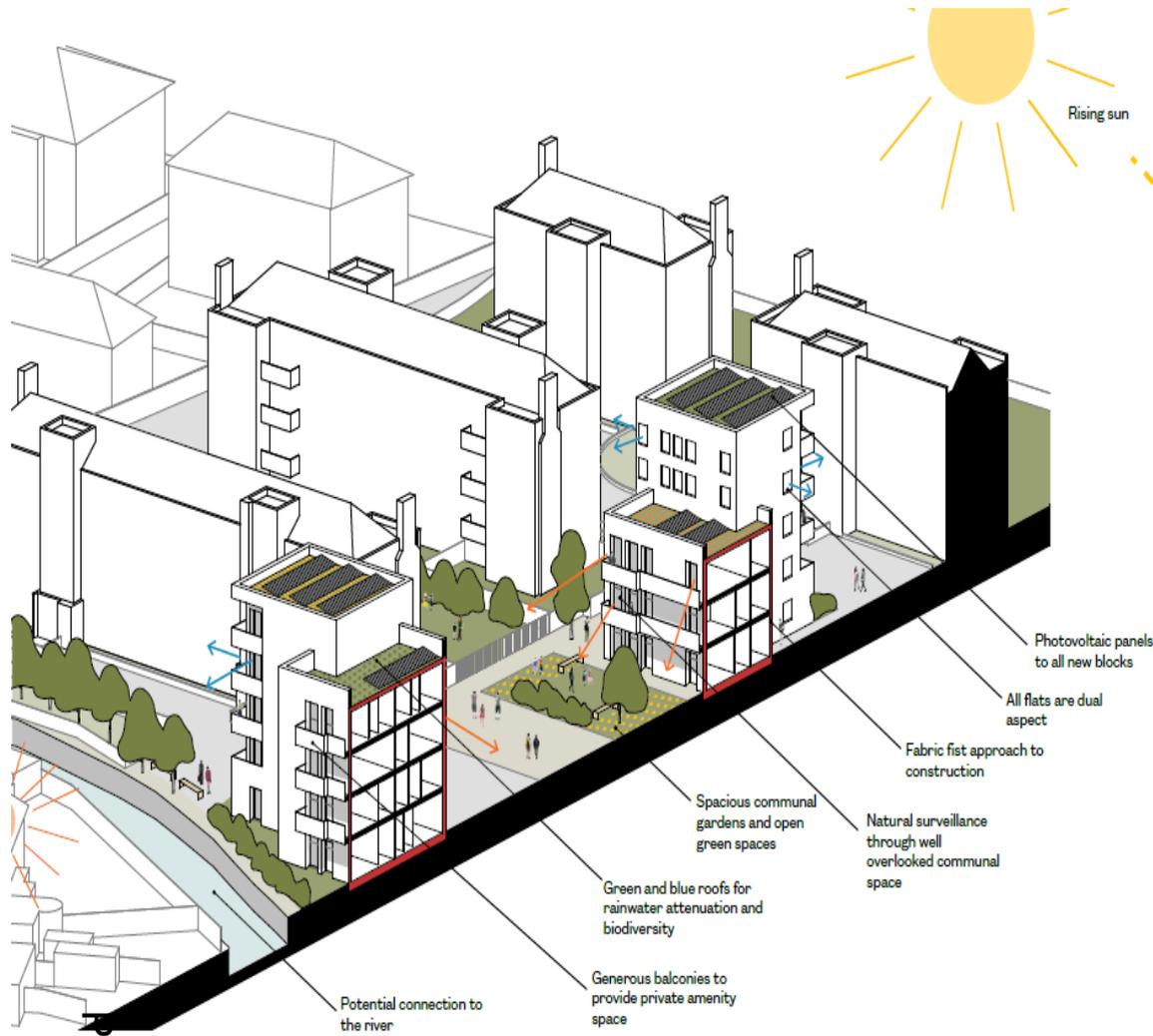
We are anticipating submitting a planning application in October 2019. We will start the development in June 2020, with completion in September 2021.

We will build a total of 21 new homes, all for London Affordable Rent, with the following mix:

- 8 x 1B homes (39%)
- 10 x 2B homes (48%)
- 3 x 3B homes (13%)



Proposals



We will negotiate a local lettings policy with Lewisham for flats on the scheme, potentially making available new flats to Phoenix residents who are downsizing.

Consultation:

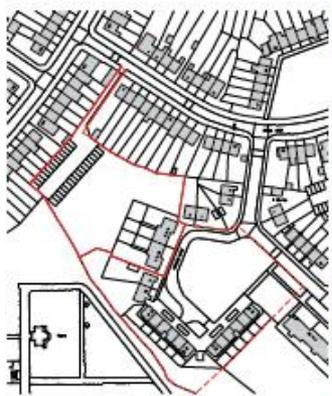
We have held 4 consultation events for residents and neighbours of the estate.

The focus of the events has been what improvements residents would like to see to the wider area, as well as presenting our new build proposals.

The events have been well attended generally and we have taken on board residents concerns where possible.

Wider issues identified on the estate include lighting, use and condition of refuse arrangements, parking and access to green space.

We are prioritising addressing some of these issues as part of a package of works.



Chingley Close/Arcus Road

Site Description:

- Disused and overgrown former allotment site
- 31 existing garages, currently used for storage and unwanted fly tipping
- A block of 8no.1 bed flats owned by Phoenix (to be demolished)

Development Proposals:

- Build 28 new 2&3 bed homes
- An all affordable scheme
- New blocks are 2, 3 & 4 stories
- New access road creates mews development
- Creates new homes for up to 120 people



ARCUS ROAD GARAGES AND DISUSED ALLOTMENT SITE

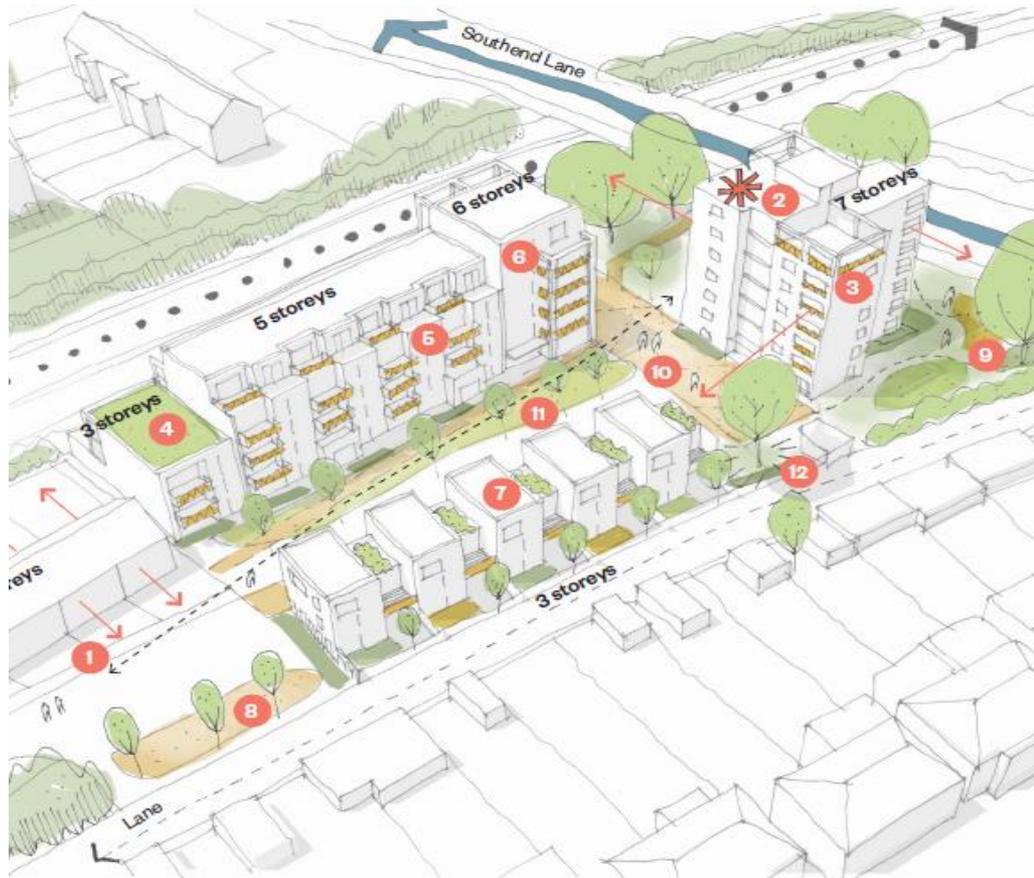
PETER BARBER ARCHITECTS



Melfield Gardens



Melfield Gardens proposals



Site Description:

- A block of 16no. bedsits in poor condition

Development Proposals:

- Up to 42 new homes designed for older persons
- An all affordable scheme
- New blocks are 3,4 & 5 stories
- Units are a 1 bed plus design providing a flexible and adaptable living space
- considering intergenerational housing with Goldsmiths providing 8 bed spaces for postgraduate students in return for regular volunteering to support independent living.
- Attractive to under occupiers in family sized homes
- Encourages chain lettings
- To be designed and built using 'Passivhaus' standards

Questions?



Kevin Farrell

Senior Associate

who are we?



We're Tpas, England's leading tenant engagement experts. Our membership is made up of local tenants and landlord organisations, covering over 2.2 million homes.

TPAS: Creating the conversations that matter

We specialise in...

- Regeneration
- Stock transfers
- Mergers
- Demergers
- Structural or governance changes to organisations and communities



Some of our regeneration projects

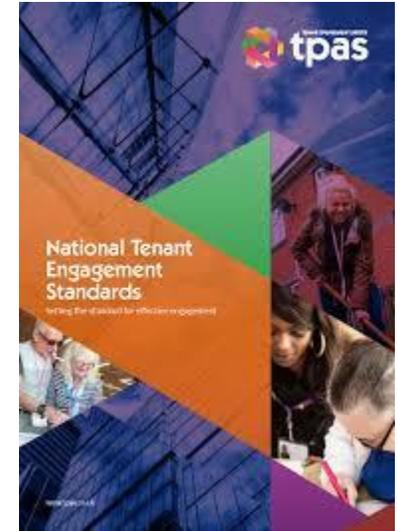
- Canning Town & Customs House ITA (LB Newham)
- Carpenters Lane Estate ITA (LB Newham)
- LB Havering ITA
- Pendleton PFI ITA(Salford City Council)
- Serpentine Court ITA (Milton Keynes Council)
- Foxhill Estate ITA (Curo HA, Bath)
- Montague Road Estate ITA (LB Waltham Forest)



Tpas National Engagement Standards

What are they?

A set of flexible, practical and clear principles of how tenants, landlords and contractors can find smarter solutions to improve services, save money and bring long-lasting change to communities.



What are they?

A set of flexible, practical and clear principles of how tenants, landlords and contractors can find smarter solutions to improve services, save money and bring long-lasting change to communities.

What they cover?

1. Engagement strategy
2. Resources for engagement
3. Information and insight
4. Influence and scrutiny
5. Community engagement
6. Valuing engagement



The engagement thread 1

- Engagement is planned to improve services and develop communities and also achieve accountability and transparency.
- Sufficient resources are allocated to engagement to ensure its effective in delivering planned outcomes.
- Appropriate levels of support are provided so tenants, leaseholders and community members can be effectively engaged.
- Volunteers are recruited, supported and trained, so they can influence, co-design and scrutinise.

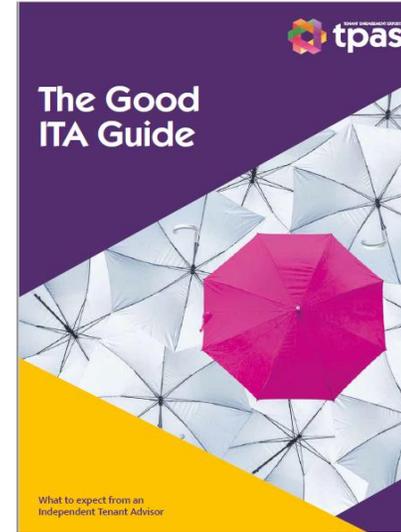
The engagement thread 2

- The organisation understands preferred channels of engagement and links their approach to a digital inclusion strategy.
- Information gathered is used to gain insight and influence services so that they reflect tenant, leaseholder and community profiles and preferences.
- Engagement is planned, monitored and measured and has clear aims, objectives and outcomes.

Tpas Good ITA Guide

What is it?

- A guide that sets out what tenants, leaseholders, residents and landlords should expect from an Independent Tenant Advisor (ITA)



Why appoint an ITA?

- A good ITA should operate to raise the standard of advice on offer and help make the process of change as straightforward and transparent as possible.



The 6 best practice principles

1. A clearly defined project plan
2. Excellent communication and multiple ways tenants can get in touch
3. Approachable recognisable advisors
4. A focus on raising capacity – informed and participate fairly
5. Support in decision-making to be robust and impartial
6. Never make promises that can't be delivered and act with integrity at all times

Need-to-reach groups

Some assumptions to start with

1. The landlord has a customer relationship management system with a database that is updated, daily.
2. The landlord has carried out analysis of the make up of its communities and in relation to the 9 equality strands
3. An Equality Impact Assessment will be carried out for the project in question.

The basics

The approach to engagement is planned, monitored and reviewed regularly with tenants, leaseholders and communities. Engagement methods used reflect the profile of the organisations tenants, communities and housing types.



The basics 2

Opportunities to develop the capacity of the community are offered, monitored and measured so that projects are sustainable and result in the increased take up of opportunities locally and improved outcomes.



The basics 3

- New technologies are used
- Preferred channels of engagement are understood
- Appropriate engagement methods are used
- Information gathered is used to gain insight
- Help communities to look outward and learn from others
- Customer insight and profiling is applied
- Changes are evaluated with tenants, leaseholders etc

We haven't talked about.....

.....Stakeholders

- Community groups
- Faith groups
- Communities of interest
- Shop owners
- School
- Police, Health, Social Services



In-fill sites

The issues

- Where do you draw the boundaries?
- Who do you offer services and advice too?
- Who do you involve?
- Avoiding an atmosphere of 'Us & Them'
- Understanding the various impacts an infill will have on surrounding neighbours and businesses



Possible solutions

- A number of hard and soft boundaries spreading out from the centre
- Be prepared to talk with anyone
- Take an inclusive approach – tenants, L/H, owner-occupiers
- Be tenure blind and business-friendly
- Demonstrate understanding and empathy for those affected by the uncertainty and the physical works
- Provide excellent resident liaison through well trained staff

The Green Paper

Empowering residents and strengthening the Regulator



- Friends and family test extended to social housing
- A ‘consumer’ rating alongside existing ratings on governance and financial viability – league tables
- Linked to development funding?
- New KPI for complaints performance
- Regulator be given stronger ‘teeth’ to ensure consumer standards are met – reviewing “Serious Detriment Test”

Tackling stigma & celebrating thriving communities



- It is committed to reducing stigma
- Seeks views on investing in community initiatives and events, like street parties
- Invites suggestions
- Flags up Benefit to Society



The Green paper and resident engagement



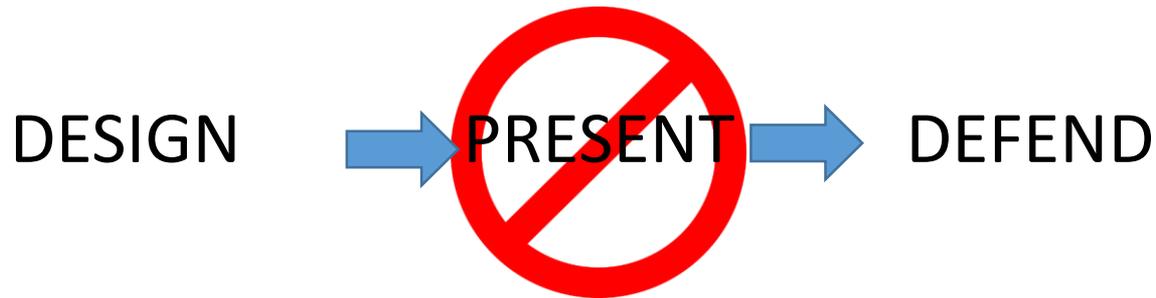
- **For the sector:**
- Raising of the profile and importance of engagement and listening to residents
- Backed up by the possibility of regulating and enforcing and even linking to funding



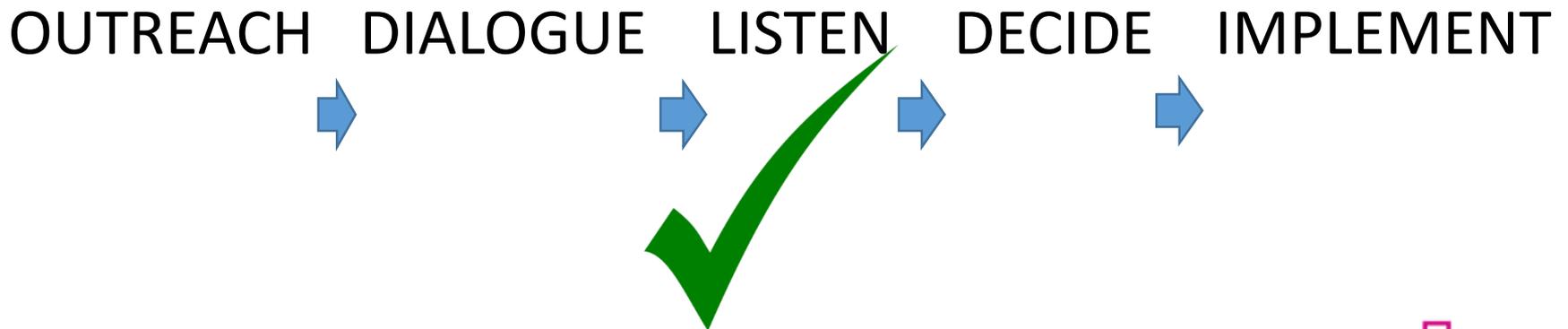
Questions

Approach to Development and Resident Involvement

Collaborative Approach



TRANSPARENCY, PRO ACTIVE NOT REACTIVE



Page 192 Thriving communities and places people are proud to call home

Collaborative Approach

- **Proactive, bespoke and tailored to the needs of the community – not a one size fits all approach.**
- **Will there be delays to the new homes programme with this approach?**
 - more intensive
 - run in parallel with site investigation and further development work stages
 - **BENEFITS all** - approach makes successful developments- residents know what works/doesn't work currently, their insight is vital to ensure quality homes that are affordable to build, manage, maintain and live in are achieved, with a sustainable, cohesive community and demonstrable legacy

Development Team

A new expanded development team - focus is on stakeholders

Experienced team of 12 from RP, LA & Private practice background.

- Commercial and socially committed, energetic and target focused having delivered varied programmes from infill through to large scale regeneration and masterplanning
- Range of skills and experience in:
 - project & Programme management
 - New Build development
 - Design, planning & delivery
 - Regeneration, Masterplanning & stakeholder engagement
 - Supported housing
 - Major acquisitions
- We work as a team!



The delivery of the Mayor's Target new social rented homes **MUST be a collaborative approach with the community from the outset of each scheme**. All in the team live this approach – evidence of such?

Evidence – one example of many

Context:

Haringey were creating a Tottenham Strategic Regeneration Framework (SRF) and Area Action Plans – setting out the vision, priorities and key transformation actions to deliver comprehensive social, economic and physical regeneration in Tottenham over the next 20 years.

Chantelle led her team to develop grassroots engagement and involvement with the local community to fully influence aspirations

Collaborative approach:

- Project called Tottenham's Future engaged over **3,600** people ranging from 10-80 years old- gangs, NEET's, vulnerable adults, community groups and third sector, faith groups, schools, etc in 6 weeks. Pop up's, community liaison groups established, door knocking, 1-2-1 meetings. The report was considered by Cabinet in March 2014 with recommendations from the community that were agreed as principles for Tottenham development.
- 14 Residents were trained on film making and soundtrack production as an intergenerational project by BBC production crew members. They wrote, interviewed local residents and community leaders, directed and produced the film called Our Voice. Accredited AQA Introduction to Film Making qualification. Film was showcased at the Town Hall to Executive team of the Council, Leader and Cabinet Members and the public.
<https://www.youtube.com/watch?v=nkqTAmQt7d8>
- Capacity built gang members and ex offenders, some still on tags from Northumberland Park, 4th most deprived ward in London on design with a City architectural practice McAslan & Partners. Their vision was presented to the GLA as a Ted Talk, with the then Mayor of London in the audience
- Members of the community wanting to get back into employment were trained and paid as Community Engagers who carried out a community research in their locality. Valuable insight was gained through peer engagement. They got a Level 2 Community Research qualification.
- Resident Steering groups and Community Champions were established throughout Tottenham where no TRA. Residents were trained on design development leading to a Design Code and Technical Charter supported by the Council and architects were co-procured. Material choices and construction processes influenced.

Outcomes:

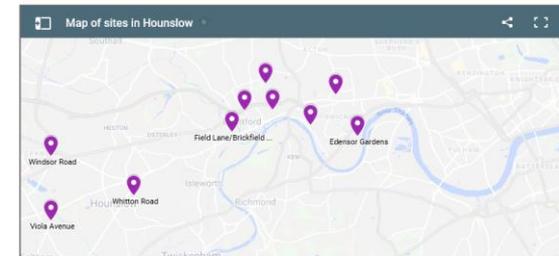
- 3 former gang members gone on to university, one of which is now an architect, several NEET's are working or in apprenticeships, all of the 11 community engagers were supported into employment, 1 young person involved in the film has established a social enterprise organising youth and family support conferences called Succeed to the Max. 4 residents involved in the Tottenham's future project now work for the Council in the development and communities team, one is a trainee Project Manager

OUTREACH & RESEARCH

- Walk and talk with the estate – identification of opportunities, ownership
- Stakeholder mapping with the community- community engagers
- Digital engagement- Stickyworld, Commonplace <https://hounslow5000pledge.commonplace.is/>
- Events at different times of the day and days– drop in’s, pop up’s in streets and markets, coffee mornings, gender or faith only, specific focus sessions for target groups like green space, cycling, focus sessions specific to older in life, parents, childrens’ centres, school’s, GP practice, disability groups, where young people are hanging out
- Informal face to face communication with active presence within the community, home visits
- Engagement with established group’s and community organisations e.g. Positive Ageing Council, Neighbourhood Communities Development Partnership Group
- Translation and interpreting
- Community activities- fun days co-designed – families
- Additional support for vulnerable people
- Those living in temporary accommodation
- Engage with Ward Councillors and take on board their insight



Map of projects



DIALOGUE AND LISTEN

- Capacity building- officers, independent specialists or by residents from other London boroughs or Lewisham
- Avoid jargon and complicated maps/diagrams
- Community Design Safety Champions
- Listen, then you said, we did together – ongoing and open for all to see
- Keep all engaged, involved and communicated with according to their preference- newsletters- visual - pictures of the team and other activities, letters, Commonplace, estate noticeboards, social media platforms, meetings and events, home visits, door knocking
- Dedicated phone number and address and officers

Decide and implement

- Improve quality of life and life chances to develop a positive legacy – local ownership opportunities- social enterprises- security for site- Change Makers programme, accredited training, job opportunities
- Co-design and implementation – steering groups and representation at Planning consultation and construction management plans, viability detail
- Ensure it is evident what the community influenced
- Holistic approach and joined up working across services- health and wellbeing
- Potential development opportunities from infill garages sites etc to larger sites will have a consultant and project team appointed who will be evaluated on their social value offer. Residents will be trained to sit on the procurement panel.
- Partnering London Metropolitan University and Lewisham College, CrackedIt- pathways.



Feedback

- Feedback is valuable
- We want to do reviews with the community we are working with so we can continuously improve

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