

March 2023

Croydon Council

Appendix 1: Outcome of Statutory and Other Consultations



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1. Executive summary

- 1.1. On 16th November 2022, Croydon Council's Cabinet approved arrangements for consulting with residents on options for the future of the Regina Road Estate, Norwood. An aerial image of the consultation area ('hereon in referred to as 'the estate') is provided below.
- 1.2. The statutory consultation about the future of the estate started on 13th December 2022 and concluded on 26th January 2023.
- 1.3. The purpose of this report is to provide an overview of the feedback from the statutory consultation through three key sources:
 - Sessions held with a resident-appointed Independent Tenant and Leaseholder Advisor (ITLA)
 - Survey responses to the written consultation letter and accompanying draft tenant and leasehold/freehold offers both in writing and via an online form.
 - Specific sessions held with the project team with a focus on tenure specific concerns, property specific concerns and to inform the future design of the estate, if a demolition and rebuild option is progressed.
- 1.4. In addition, this report also takes account of ad-hoc feedback through an outreach exercise starting November 2022 and spanning the consultation period.
- 1.5. Our methodology, response numbers and approach to the analysis are outlined within this report.
- 1.6. Engagement levels for the statutory consultation have been analysed per household for the avoidance of double counting responses received through multiple channels (i.e. households who have attended face to face sessions and participated in the survey)

Table 1: Engagement in statutory consultation

Engagement	Overall number of households	% of possible households on the estate
Survey (online)	33	21%1
ITLA meetings	13	8%
Group Consultation Sessions	20	13%
Total Response	49	31%2
(via Survey, ITLA attendance and face to face)		

1.7. Engagement levels for the outreach exercise are outlined in Table 2, with total outreach engaging with 79% of households on the estate.

Table 2: Engagement via outreach activity (November 2022-January 2023)

Activity	Number of households	% of possible households on the estate
Outreach	127	79% (in total)

1.8. Residents responding to the question in relation to regeneration or refurbishment showed a stronger preference for regeneration, with 26 of 30 survey responses selecting 'strongly agree' to a regeneration option and 21 of 30 survey responses selecting 'strongly disagree' to a refurbishment option.

¹ Four anonymous responses have been disregarded to for this count

² Excluding double counting households that completed more than one engagement method

- 1.9. Specific concerns raised in relation to the draft tenant offer were as follows:
 - Rights of temporary tenants
 - Rehousing options for tenants (specifically concerns about rent balances)
 - Bedroom entitlement for tenants (specifically concerns about proposed anti-social behaviour and rent clauses)
 - The number of offers of accommodation
 - Tenant improvements
 - Allocation of homes and waiting list prioritisation
 - Concerns about the decant process
- 1.10. Specific concerns raised in relation to the draft leasehold/freehold offer were as follows:
 - Valuation and the lack of EWS1 forms
 - Whether choice is available for returning to the estate for shared equity/ownership options



2. Introduction

- 2.1. This document sets out the outcome of the 6-week statutory consultation exercise with residents of the Regina Road estate captured within the red line boundary set by Croydon Council outlined in image 1. The consultation has been focused on the views of residents in relation to four key areas:
 - The views of residents on the demolition and rebuild of homes within the estate boundary
 - The views of residents on the refurbishment of homes within the estate boundary
 - The views of residents on the draft tenant offer an offer for Secure Tenants and Temporary Tenants residing on the estate, if a demolition and rebuild option was to be progressed
 - The views of residents on the draft leasehold/freehold offer an offer for Leaseholders and Freeholders living on and off the estate, if a demolition and rebuild option was to be progressed.
- 2.2. To capture as many views as possible, the views of residents have been captured through a variety of means during the consultation period:
 - Sessions held with a resident-appointed Independent Tenant and Leaseholder Advisor (ITLA)
 - Survey responses to the written consultation letter and accompanying draft tenant and leasehold/freehold offers both in writing and via an online form.
 - Specific sessions held with the project team with a focus on tenure specific concerns, property specific concerns and to inform the future design of the estate, if a demolition and rebuild option is progressed.
- 2.3. In addition to the consultation period sessions, there has been an intensive outreach exercise conducted between November 2022 and January 2023.

3. Methodology

- 3.1. The approach to the consultation was to ensure that a wide range of views from the estate were captured in a variety of ways. The views of those residing within the red line are captured in this analysis, regardless of voter eligibility. The views of residents in the consultation period were captured in four key ways:
 - Sessions with the ITLA
 - Survey responses
 - Face to face sessions with the project team
 - Through outreach activity (a proportion of which was conducted ahead of the launch of the statutory consultation but is included within this analysis)

Consultation launch overview

- 3.2. The consultation was launched in writing to all households across the estate. Residents were provided with an overview letter; a copy of the draft tenant offer and a copy of the draft leasehold/freehold offer. Both offers were sent to every household, regardless of tenure. Consultation letters were hand delivered by the Council on 13th December 2022.
- 3.3. Within the letter, the consultation 'red line area' was shared with households along with dates for drop in surgeries with the outreach team, contact details for the ITLA and contact details to request documentation in large print or community languages.
- 3.4. Residents were offered to respond to the consultation through a QR code, online survey or via the ITLA's (with contact mechanisms through mobile phone, in writing, freephone and email)

ITLA sessions

3.5. Public Voice London has been recruited for ITLA services on the estate by a panel of residents.

- 3.6. During the consultation period the ITLA's held five drop-in sessions for residents to raise concerns and provide feedback in relation to the options of rebuild and refurbishment. Sessions were held on:
 - 15th December 2022
 - 21st December 2022
 - 11th January 2023
 - 14th January 2023
 - 25th January 2023
- 3.7. Public Voice have attended a meeting of the resident-led group 'Regina Road Resident Support Group (RRRSG)' on 18th January 2023, at the request of RRRSG leads.
- 3.8. Public Voice have also attended the Council-arranged in-person and online consultation sessions.
- 3.9. ITLA sessions were attended by 13 separate households.

Surveys

- 3.10. Survey responses were completed online as well as in writing during face-to-face sessions with the council and in the estate office during drop in sessions, in flat 62 Regina Road. The Council's contact centre and engagement teams were briefed on the collection of survey responses, however no residents approached either in order to respond to the consultation.
- 3.11. The survey questions are available at Appendix 1 of this report. In total, 37 residents provided a response to the survey, with four doing so anonymously.

Engagement sessions – online and face to face

- 3.12. During the duration of the statutory consultation period, a variety of face to face and online sessions were advertised to those living on the estate. Sessions were focused on:
 - An opportunity for residents to speak with the project team
 - Providing residents with detailed information about the proposed options (both refurbishment and rebuild) and for leaseholders to raise tenure specific concerns.
 - An opportunity for residents to shape the design of the estate, should a rebuild option be progressed

3.13. Sessions were held both online and face to face, either in the on-site office or at a local venue, Stanley Arts Centre. The session outline and attendance are outlined in the below table. Total attendance at the engagement sessions were 20 residents.

Table 3: Session dates and attendance numbers

Session Title	Date	Number of resident attendees ³
Design Session 1 (in person)	14 th December 2022	8
Design Session 1 (online)	19 th December 2022	4
Estate Drop-in session (in person)	10 th January 2023	9
Tower Block Refurb session (in person)	13 th January 2023	4
Tower Block Refurb session (online)	16 th January 2023	2
Design Session 2 (in person)	17 th January 2023	2
Leaseholder session	19 th January 2023	1
Design Session 2 (online)	19 th January 2023	1
Leaseholder session (online)	23 rd January 2023	1
Estate drop-in session (face to face)	24 th January 2023	2

Regina Road Resident Support Group

³ Some residents attended more than one engagement session during the consultation period. Each household has been counted once in Table 1 of this report.

- 3.14. The Regina Road Resident Support Group (RRRSG) has been set up by a group of residents across the estate and the RRRSG has informed the council that they have 66 resident members.
- 3.15. The council is aware that the RRRSG have met at least twice during the consultation period.
- 3.16. The RRRSG have provided a letter to the council by way of a collective response. A copy of the letter is provided at appendix 1 of this report, publication of this letter is with the agreement of RRRSG.
- 3.17. The council does not have a log of RRRSG members and therefore the response level to the consultation via the RRRSG hasn't been included in the overall number of households engaged, to avoid potential double counting.

Engagement response levels

- 3.18. Direct response levels via the Survey, Resident Sessions and the ITLA surgeries capture 31% of those living on the estate (49 households). This is a lower percentage than those reached / engaged with through the "outreach" sessions, during the same time period we can speculate that reasons for this may be:
 - Residents have engaged through the RRRSG and provided a collective response to the consultation.
 - Residents have engaged with the council via early engagement activity and through outreach, and therefore feel their views have already been captured elsewhere.
 - Architectural ideas related to the potential future design of the estate (if a regeneration option were to be progressed) were not available at the start of the consultation process, and in fact the process itself has helped to shape this. It would be easier for people to comment on a defined proposal in this regard.
 - Perceptions of a lack of action from the Council (e.g. physical improvements on the estate) may result in some indifference / fatigue from residents.

4. Outreach activity

- 4.1. Ahead of the launch of the statutory consultation, intensive outreach activity has been conducted across the estate with a focus on residents' homes, estate, quality of life, wellbeing, and involvement. The approach due to the historical issues on the estate was focused on building relationships first through listening and engagement.
- 4.2. In addition to a door-knocking exercise, ten sessions were held across the following dates:
 - Mondays (5pm 8pm) 14th November; 21st November and 28th November 2022
 - Wednesdays (5pm 8pm) 16th November; 23rd November and 30th November 2022
 - Saturdays (10am 3pm) 12th November; 19th November, 26th November,3rd
 December 2022 and 14th January 2023
- 4.3. Upon the launch of the consultation, the outreach team offered support in responding to the consultation responses. In total the outreach team managed to reach 79% of those living on the estate.
- 4.4. The reader must note that outreach response levels have continually changed throughout the outreach and engagement activity, increasing and decreasing levels of response and percentage outreach can be associated with residents moving out of the consultation area. A new vacant property may result in increased response rate (if the resident has not engaged with the outreach activity) or a decreased response rate (if the resident has engaged with the outreach activity and then has left the estate).

5. Approach to Analysis

- 5.1. A variety of different methods have been offered to residents to engage with the statutory consultation process which have both generated qualitative and quantitative feedback sources as outlined in the methodology.
- 5.2. Altair has conducted analysis as follows as set out in the table below:

Table 4: analysis breakdown

Analysis type	Data sources captured
Qualitative analysis – theme-based analysis	 Council led sessions Survey – free text responses ITLO sessions Feedback via outreach activity (within the consultation period)
Quantitative analysis	Survey: agree – disagree scales

- 5.3. Duplicate paper and online responses were received for four individuals; for duplicates, online responses have been included for the quantitative analysis, however feedback from both online and paper responses have been included in the qualitative analysis.
- 5.4. After the closure of the consultation, eight additional responses have been received, these responses have been included in both the qualitative and quantitative analysis.
- 5.5. Four anonymous surveys have been received, the feedback from these have been included in the qualitative analysis, yet excluded from the quantitative analysis, due to uncertainties of tenure type and residency/ownership within the estate.

6. Feedback - Demolition and Rebuild Option

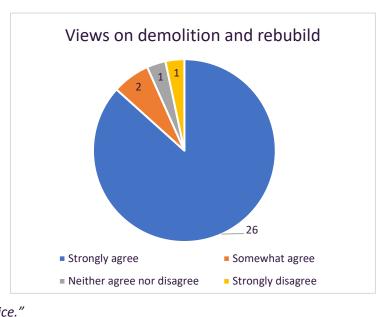
6.1. Of the 30 residents responding to this question, 26 selected 'strongly agree' to a demolition and rebuild option, followed by three selecting 'somewhat agree' and one resident selecting 'neither agree nor disagree' and one resident selecting strongly disagree.

Graph 1: Survey responses – resident views: demolition and rebuild.

6.2. Comment based feedback from residents responding to the survey included:

"Time and resources would be better spent building homes that make that mandate rather than being beholding to the buildings already standing."

"These buildings are awful and need to be knocked down and rebuilt. They are so cold, and the storage heaters do not suffice."



"The blocks should be demolished, been living here for 25 years and hate being here, building very old, bad plumbing, blocked pipes, bath sink, water coming from flats above on many occasions, cold dusty draughty lifts breaking down smells unpleasant, people still smoking on stairs in lifts, dropping cigarettes in floor, disgusting rubbish everywhere by some of the tenants, also rubbish and waste being dumped here by non-residents, nobody seems to care, I think it's time to get rid"

6.3. Those who engaged with the ITLA and in the council sessions raised concerns about the quality of accommodation within the low-rise blocks as well as the more publicly known issues within the towers in the estate.

7. Feedback – Refurbishment Option

7.1. Of the 30 residents responding to question in relation to refurbishment within the survey, 21 selected 'strongly disagree' to the option of the Council continuing to refurbish homes within the consultation area, followed by two selecting 'somewhat disagree', two selecting 'somewhat agree' and five selecting 'strongly agree'

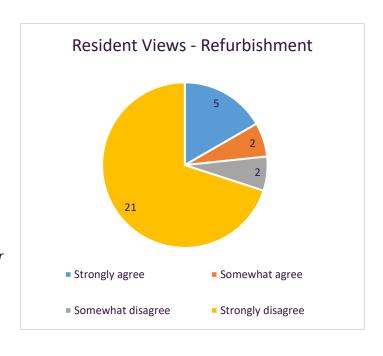
Graph 2: Survey responses - resident views: refurbishment

7.2. Comment based feedback in response to this question in the survey included the following:

"It would be beneficial for all residents if this refurbishment happened since we ALL have issues within the state of our homes" (strongly agree)

"Rebuild NOT refurbish" (strongly disagree)

"A new construction will be better for the environment, because the new apartments will be warmer because of new fabrics and insulation." (strongly disagree)



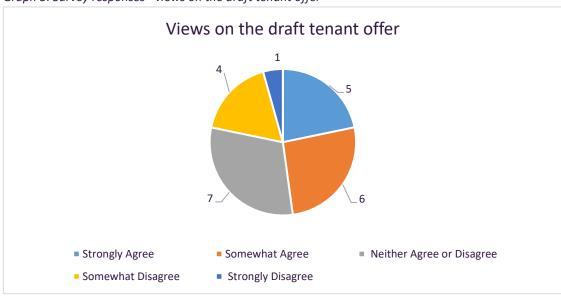
"waste of time refurbing out dated buildings" (strongly disagree)

"Some Homes in the Blocks will be adequate with good refurbishment" (somewhat agree)

7.3. Outside of the survey, minimal feedback was provided through the ITLA and during the council led session from those living on the estate in relation to their views on a potential refurbishment option, in the main, residents focused on the detail of the draft tenant and leasehold/freehold offers rather than the proposal to refurbish. We believe this may be partly due to the nature of the design options being worked on during the consultation period rather than presented to residents beforehand (i.e. detail around quantum, tenure split, etc).

8. Feedback – Draft Tenant Offer

8.1. Of the 23 residents responding with views on the draft tenant offer, five selected 'strongly agree' for how strongly they agree or disagree with the draft tenant offer, followed by six selecting 'somewhat agree, seven selecting 'neither agree or disagree', four selecting 'somewhat disagree' and one selecting 'strongly disagree.'



Graph 3: Survey responses - views on the draft tenant offer

8.2. Comment based feedback in response to this question included the following:

"I believe it gives you very clear outlines of the plans and our rights as a residence of Regina Road. I also believe he gives you a number of options that you can pick which suits your own personal needs. Also gives you very clear information on the help and compensation we will receive, if we need to leave our homes." (strongly agree)

"Draft Options appears fair and less stressful to secure tenants" (strongly agree)

"As promised we will be guaranteed an offer of new home on new estate if re-built and also financial support to all residents during move and rent at social rent level" (somewhat agree)

"Council to make at least 5 offers of a new home, residents to return to regina road on secure tenancy at social rent, improve home loss payment to more than £7.8K" (somewhat disagree)

"I do not agree that a single person secure tenant who started with a two bedroom should now have to downsize....." (somewhat disagree)

"we need to know how many offers will be made to us" (somewhat disagree)

8.3. Residents meeting with the ITLA and during face to face sessions provided feedback in relation to their views on the Draft Tenant Offer, including through the attendance of the ITLA at the Regina Road Resident Support Group meeting. Direct feedback about the draft tenant offer is outlined in the table below:

Table 5: tenant offer feedback

Element: Draft Tenant Offer	Overview / key requests for change
Rights of Temporary Tenants "Residents in Temporary Accommodation within the Regina Road site plan will continue to bid for a permanent home or be offered accommodation in the private rented sector. There will be one suitable offer made. The Council will consider giving those in temporary accommodation a higher priority to move" (pg. 2 Draft Tenant Offer)	 Residents have asked that consideration is given to giving temporary tenants residing on the estate secure tenancies Residents have asked that more than one offer of accommodation is provided to temporary tenants. The RRRSG have requested that Temporary Tenants are given the same rights as secure tenants. (appendix 1 – letter from Regina Road Resident Support Group)
Rehousing options for Council Tenants: "The Council will not rehouse any tenant against whom a suspended possession order has been made if the terms of suspension of the Order have been breached and/or if any breaches are not remedied. The Council will not rehouse any fixed term tenant who fails too satisfactorily complete the introductory period and where a Notice has been served under s.128 Housing Act 1996 (save where the Notice is suspended on statutory review); Tenants who have rent arrears will not be eligible to move into a new build" (pg 4, Draft Tenant Offer)	 Residents have asked that consideration is given to those who are withholding rent due to disrepair concerns to be entitled to return to a new build property. Within the letter from the RRRSG residents have requested that "Rent arrears and anti-social behaviour should not disqualify residents from having a right to return to the site once the new development is complete" (appendix 1- Letter from Regina Road Resident Support Group)
Bedroom size entitlement	Residents have asked for due consideration of the application of the

"To qualify for this offer, the conditions of the Allocation Policy must be met, and tenants should have a clear rent account and no history of anti-social or other unacceptable behaviour in their council tenancy" (pg 10, Draft Tenant Offer)	rules in regards to tenancy history (anti-social behaviour/unacceptable behaviour) Residents have asked that consideration is given to those who are withholding rent due to disrepair concerns to be entitled to an additional bedroom
Offer of accommodation "Tenants will be entitled to a maximum of one or two direct offers of accommodation" (pg 8, Draft Tenant Offer)	 Residents have asked for five additional offers of accommodation (as indicated in the comment above and within appendix 1 – letter from Regina Road Resident Support Group)

8.4. Additional feedback in relation to concerns not captured in the draft tenant offer are as follows:

Table 6: additional tenant offer feedback

<i>"</i>		
Element	Overview	
Tenant improvements	 Residents raised concerns about whether they would be compensated for improvements made to the home by the council. 	
	 The RRRSG have also stated "we have spent hundreds, if not thousands of pounds making our flats vaguely liveable in light of the council's and Axis's malpractice. Tenants who have invested in their properties should be repaid, either by providing receipts for the work carried out or by a one off ex-gratia payment decided by surveyors" (appendix 1 – letter from Regina Road Resident Support Group) 	
Rental charges	Residents have asked rent to remain the same as their current rent level/social rent level (indicated)	

	within appendix 1 – letter from Regina Road Resident Support Group)
Concerns about potential decant process	Residents raised concerns about being displaced off the estate to return and raised that they would prefer to move once into new accommodation, if possible
Concerns about the allocation of homes	 Residents were unclear about their prioritization on housing waiting lists if a demolition option was sought. Some cited their experiences of waiting for new accommodation for a long time.

9. Feedback – Draft Leasehold/Freehold Offer

9.1. Feedback in relation to the draft leasehold/freehold offer only includes leaseholders/freeholders responding to this question. Of the ten responding to the question, six stated 'neither agree nor disagree' to the question, followed by two selecting 'strongly agree', and one selecting 'somewhat agree' and one selecting 'somewhat disagree'

Views on the draft leaseholder/freeholder offer

1
2
4
Strongly Agree
Somewhat Disagree
Strongly Disagree
Strongly Disagree
Strongly Disagree
Strongly Disagree

Graph 4: Survey responses - Resident views on the draft leaseholder/freeholder offer

9.2. Comment based feedback received from leaseholders was as follows:

"I am concerned about getting the appropriate value and with the house market at it's lowest, the compensation should be more" (somewhat agree)

"Until I get the full breakdown am not going to agree" (neither agree nor disagree)

9.3. Residents meeting with the ITLA and in attendance at the sessions raised the following key concerns about the leasehold/freehold offer:

Table 7: leaseholder/freeholder offer feedback

Element of the draft leasehold/freehold Offer	Overview/key requests for change
4.2 Valuing	Leaseholders have asked that the valuation of
"the surveyor will send you a written offer for your home. This	the property should be at the level if a EWS1 form was in place

will be the market value of your property"	
Shared Equity/ Shared Ownership – return to the estate	 Leaseholders have asked if more than one offer of a shared equity/shared ownership home can be made
	 Leaseholders have asked if there is the option to choose a home based on preference (e.g. floor level and a particular facing view)

Appendix 1 — Response letter from Regina Road Resident Support Group

Dear Susmita.

I hope you are keeping well. I am writing to you on behalf of Regina Road Residents Support Group, whose membership is made up of 66 Regina Rd residents. The group have fully considered the consultation documents regarding the upcoming ballot.

Regina Road residents have had to endure decades of dangerously inadequate housing along with disregard, disrespect and discrimination from those appointed to supposedly keep them safely housed, as evidenced in the ARK report. With this context in mind, and with the associated economic, physical, emotional and social cost, RRRSG expect the following changes to be made to the tenant offer:

1. Tenants should be made at least 5 offers of a new home at lettable standard. All offers should meet their housing needs* and be within their area of choice. A review process will be in place if a resident feels that none of these offers meet their needs.

The group feel strongly that if their homes are to be demolished, a strong commitment from the council to meet their needs must be written into the ballot. Current residents have been disappointed to see their neighbours being made offers of homes that do not meet their need, are outside of their area of choice, are in a state of disrepair, or that require months' worth of work to bring up to a lettable standard. We don't want this to keep happening.

*this includes the exclusion of living spaces in any bedroom calculations and the consideration of additional bedroom requirements based on specific needs, e.g. disability

2. Residents returning to Regina Road should return to secure council tenancies at social rents, set in line with the LB Croydon rent setting policy

Residents ask that Croydon Council commit to offering them secure council tenancies at social rent, in line with those they currently have at Regina Rd.

3. Rent arrears and anti-social behaviour should not disqualify residents from having a right to return to the site once the new development is complete.

Given the appalling conditions of the flats and the way tenants have been historically ignored and left to deal with issues themselves, we feel that we should not be penalised because of breaches of tenancy such as rent arrears and antisocial behaviour. We have been left to live in appalling conditions for years. Our right to return should not be precluded by such challenges. Moreover, this unnecessary provision is not included in the GLA guidance and the Mayor's Good Practice for Estate Regeneration, meaning that it is unnecessary and Draconian for you to be including this for Regina Road, especially given both the current cost of living crisis and the extent of disrepair in the properties.

4. The £7.8k home loss payment is the minimum to be offered

We have spent hundreds, if not thousands of pounds making our flats vaguely liveable in light of the council's and Axis's malpractice. Tenants who have invested in their properties should be repaid, either by providing receipts for the work carried out or by a one off ex-gratia payment decided by surveyors

5. Those residents who are on temporary, probationary or other than secure tenants of the council will be treated the same as secure tenants and will have all of the same options available to them as per the tenant offer

We were appalled to learn that temporary accommodation tenants have been moved into the blocks at Regina Rd after your surveys showed you the severity of the issues across the blocks. Whilst we acknowledge that you have now stopped this practise, those residents who have been moved in without being made aware of the extent of disrepair in the flats should be offered the same rights as those on secure tenancies. This is also in line with the guidance provided by the GLA which you have committed to following.

- 6. If any new properties are to be built, the council tax banding and service charge will be made known before residents are offered a place
- 7. Adult children at home who are registered for housing with the council will be made an offer of separate accommodation
- 8. Should a tenant move either to a new home on the estate or elsewhere in Croydon the council will either provide a suitable contractor to undertake the move, disconnection and reconnection of all white goods, internet, satellite TV, redirection of mail up to 3 months and a service to fit curtain rails etc, etc in the new home
- 9. The council will provide dedicated officers to oversee the regeneration and moves and provide a bespoke service to vulnerable tenants (including those who are elderly, those with disabilities and those with English as a second language) who will require extra support during this time

We expect to see the following detailed in the ballot, as per GLA guidelines:

- 1. Estimated number of new homes
- 2. Future tenure mix (e.g how many secure tenancies, how many 'affordable tenancies', private tenancies etc)
- 3. Any associated social infrastructure
- 4. Details of the full right to return or remain for social tenants living in homes that are to be demolished
- 5. Details of the offer for leaseholders/ freeholders of homes that are be demolished
- 6. Commitments relating to ongoing open and transparent consultation and engagement.

We will be present at the cabinet meeting and look forward to hearing the findings of the consultation.

Yours sincerely,

Regina Road Residents Support Group

Appendix 2 — Engagement plan and ballot timeline

Engagement overview

Month	Key Activities
March 2023	Estate drop-in
	 Leaseholder and Tenant-specific sessions
	Block by block sessions
	Community Activity
	Design Exhibition
April 2023	Estate drop-in
	Community Activity
	Estate drop-in
	 Outreach activity (conducted by the ITLA service)
Continuous activity	ITLA surgeries

Ballot timeline

Date	Activity
Landlord Offer published	11 th April 2023
Ballot paper dispatch	26 th April 2023
The voting period	26 th April 2023 – 22 nd May 2023
Closure of ballot	22 nd May 2023
Issue of result	23 rd May 2023
Results letter posted	26 th May 2023

