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CHAPTER 1

INTRODUCTION

1.1 The Sustainable Communities Plan published in February 2003 required each region in England to establish Regional Housing Boards (RHBs) charged with:

- producing regional housing strategies;
- advising Ministers on the allocation of housing capital investment for their region; and
- ensuring that housing policies are better integrated with the other key strategies at the regional level to ensure sustainable communities.

1.2 The London Housing Board (LHB) was established in March 2003. Chaired by the Regional Director, Government Office for London (GOL), the Board comprises representatives from the Greater London Authority (GLA), London Development Agency (LDA), Association of London Government (ALG), Housing Corporation (HC) and English Partnerships (EP).

1.3 The LHB works closely with the Housing Forum for London that brings together regional organisations: GOL, GLA, LDA, ALG, HC and the London Housing Federation (LHF), together with representatives from the private and voluntary sectors and other public sector employers. A wider range of stakeholders are involved in the Forum's four policy sub-groups:

- Supply;
- Homelessness;
- Private sector housing; and
- Decent homes, neighbourhood renewal and regeneration.

1.4 The LHB produced the first London Housing Strategy (LHS) "Homes and Communities in London" in August 2003¹, and also made recommendations to Ministers on the allocation of the £2.1 billion regional housing pot for London for 2004/5 and 2005/6.

1.5 This Strategy has been developed in response to a request from Government for all RHBs to produce up-dated regional housing strategies by June 2005 that are closely aligned with, and cover the same timespan as, their regional spatial

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strategy. In the case of London this means aligning the LHS to the Mayor's London Plan, which covers the period to 2016.

1.6 This is the last London Housing Strategy that will be produced under the current regional housing arrangements. The Government has accepted a recommendation in the Barker Review to achieve better integration between housing and planning by merging RHBs with Regional Planning Bodies (RPBs). It has now consulted on a proposal to transfer responsibility for producing Regional Housing Strategies to Regional Assemblies. In the case of London it is proposed that the Mayor be given responsibility for producing the London Housing Strategy and advising Ministers on the allocation of housing capital investment in London.

Achievements since 2003

1.7 The London Housing Strategy 2003 set out eleven key targets.

- *23,000 new homes from all sources per annum by 2005/06*
- *10,000 affordable housing completions per annum by 2005/06*
- *Achieving a balance of 70% social housing and 30% intermediate provision (in terms of units) within the affordable housing target*
- *Meeting Government target of ending the use of bed and breakfast accommodation for households with children by March 2004, except in emergency*
- *Achieving and sustaining two-thirds reduction in rough sleeping by 2005/06*
- *Achieving a reduction of 45% in non-decent social rented homes by 2005/06*
- *Achieving a decrease of 6% of non-decent private homes containing vulnerable households by 2005/06*
- *Achieving 3,000 completed cases of released equity per year through HouseProud by 2005/06*
- *Produce proposals for providing key worker housing with no, or minimum, subsidy*
- *Ensuring 6 boroughs/ public sector organisations arrange 'land for homes' deals with the private sector*
- *Achieve 3 affordable housing schemes around existing town centres and 3 schemes around existing transport interchanges*

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1.8 Good progress has been made on the majority of these, as set out below.

- Just over 23,000 homes were added to London's housing stock in 2003 from all sources (including new build, de-conversions and empty homes brought back into use), meeting this target earlier than anticipated. On-going work will be needed to sustain and further increase the numbers of new homes, to meet London's housing requirements in the long term.
- Numbers of new affordable homes built each year have risen - from 6,100 in 2002/03 to just over 7,800 in 2004/05. Latest projections indicate that in 2005/06, over 9,100 new affordable homes will be added to London's housing stock with further rises anticipated in the following year. And in 2005/06 around 2,500 more households will be assisted to purchase existing homes through equity loan schemes.
- In 2003/04, a balance of 70% social housing to 30% intermediate housing was achieved within new affordable housing provision, although the total of affordable housing completions was well below current requirements. However, over the next few years although overall affordable completions will grow, the balance between intermediate and social housing supply is projected to change in favour of intermediate housing. During 2006 to 2008, a balance of nearer 50:50 is anticipated. This is partly as a result of Government priority to assist key public sector workers, in order to strengthen recruitment and retention in London's essential services. However, given the serious shortage of social housing available to the most vulnerable London residents, future investment programmes will need to redress this balance.
- This target was achieved on time. By March 2004, all London Boroughs had met the Government target that no families with children should be placed in B&B accommodation for more than 6 weeks, and 20 boroughs had no families at all in B&B.
- The Government's target to reduce rough sleeping by two thirds nationally by 2002 was achieved. But in London, the estimated 612 rough sleepers in 1998 had reduced by only 48% to 320 in June 2002. This reduction has since been sustained, but with only a further 1% reduction to 311 rough sleepers in June 2004, there is still some more work to do to achieve the national target in the capital.
- There is insufficient data currently available at the regional level to ascertain the precise reduction in non-decent social rented homes to date. However, over 53,000 council homes were made decent between 2001 and April 2004. And since 1997, 13 London boroughs have transferred over 44,000 dwellings to RSLs unlocking £456 million in private finance, and £524 million has been made available to 10 Arms Length

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Management Organisations covering 135,000 tenants.

- Schemes recommended by the Board for funding from the discretionary funding pot for private sector renewal in 2004/05 and 2005/06 are forecast to improve the homes of up to 7,800 vulnerable households in the private sector.
- Since August 2004, HouseProud has referred 2,000 applications for equity release to London boroughs to process. If this level of assistance to vulnerable home owners continues, it seems likely that, in total, at least 3,000 cases will be completed by the end of 2005/06.
- The London Wide Initiative developed by EP will use value capture mechanisms to ensure that long term public subsidy is minimised. The first of 2,000 affordable homes for sale through this initiative will be completed in 2005/06.
- A range of land for homes deals have happened including: RSL schemes in Brent, Croydon, Islington and Tower Hamlets funded from the innovative pot delivering new supply on discounted local authority land; several estate redevelopment schemes across the capital where land is made available for private sector housing to cross-subsidise the re-provision affordable housing and increase supply; and EP's current London-wide Initiative, where 15 sites have already been acquired and the Mayor has given a commitment to support the initiative using land in GLA Group ownership, the first of which has already been announced as the LDA's 'Gallions 2' site in the Royal Albert Basin.
- Progress is being made to deliver several housing schemes in town centres and around transport interchanges, including developments in Feltham, Hounslow and Barking town centres and at Vauxhall Cross, Greenwich and Seven Sisters stations. Some of the schemes are still at quite an early stage in the development process.

Development of the London Housing Strategy 2005-16

1.9 This strategy has been developed through a range of processes. In June 2004 the Board undertook an initial consultation on the key issues that the strategy should address. This was sent to a large number of individuals and organisations in the housing world – London boroughs, housing associations, the building industry, land owners, trade associations, voluntary sector housing groups, tenants and residents organisations and equalities groups along with other local and regional agencies.

1.10 Following this initial 'issues' consultation, in November 2004 the Board launched a draft of the London Housing Strategy for a formal consultation. The

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draft strategy was distributed to the same wide range of individuals and organisations as for the earlier consultation.

Tenant Involvement

1.11 The ALG Stakeholder Taskforce was set up in Autumn 2003 to consult with local residents, tenants and key housing organisations with the aim of ensuring their views were fed into the London Housing Strategy 2005-16.

1.12 A consultation programme took place between January and May 2004 comprising:

- Surveys : More than 500 questionnaires were distributed through tenants' meetings at borough level and established tenant's federations. Questionnaires were also sent to all London boroughs and a range of voluntary and statutory organisations asking which housing and community issues were of greatest concern to them;
- Seminar : a half day seminar for London Councillors and senior officers was held in late April 2004 to discuss and consult on key issues for London's housing. Workshop sessions gave members a chance to debate their principal concerns for the future of London's housing;
- Site visits : During March 2004, taskforce panel members went on separate tours of housing development sites and projects in each of the five HC sub regions. The aim was to view and analyse good practice examples and to hear about difficulties overcome in the process of delivering housing at a local level. The site visits culminated in working lunches with local tenants, officers and members from each sub region;
- Oral evidence : In May 2004, a selection of the respondents to the survey were invited to two half day evidence sessions to discuss their responses.

1.13 The taskforce produced a report in July 2004 '*Through the Eyes of Londoners*' with a number of key recommendations for the strategy.

Equalities Impact Assessment

1.14 The Board has undertaken an Equalities Impact Assessment (EQIA) looking at potentially adverse impacts of the 2003 Housing Strategy, the process of developing the 2005 strategy, and the key issues that should be included in the 2005 strategy. There have been four elements to the EQIA, which has been carried out alongside the development of the strategy:

- A wide-based steering group/ sounding board;
- A set of new information on key equalities issues identified by putting together the housing needs surveys of all London boroughs;
- A full review of all recent reports on the housing experience in London of equalities target groups; and

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- A full consultation process with representative organisations led by independent experts.

1.15 The combined data from Borough housing needs surveys has for the first time enabled the creation of a London-wide information database on housing need, both for London as a whole and for each of the sub-regions – the ‘Sub-Regional Strategy Support Studies (SSSS)’ - due to be published in summer 2005. This project, looking particularly at housing needs in relation to ethnicity, special needs, and the dynamics of migration, has contributed to the evidence base for the Strategy. Additionally, recommendations resulting from the consultation with equalities groups have informed the development of the strategy.

1.16 The strategy has also been informed by:

- Input from the Housing Forum for London and its policy sub-groups;
- Two taskforces established by the Board looking at Land Assembly and Development, and Sustainable Communities: Mobility and Choice;
- A consultation conference on private sector housing arranged by the Private Sector Sub-Group of the Housing Forum for London;
- Two consultation events with homeless people in late 2004 - one with single homeless people and one with homeless families – co-ordinated by the GLA and hosted by Broadway and Kings Cross Homelessness Project;
- Board member organisation meetings with various interest groups.

Evidence Base

1.16 Alongside the development of the strategy, the GLA, on behalf of the Board, has developed a sound evidence base to underpin the Strategy. Because its potential scope is very large, in the first instance the evidence base:

- focuses on the topics listed in the ODPM’s 2004 guidance for regional housing boards in Developing Regional Housing Strategies;
- is structured along the lines of the model recommended in the ODPM’s 2004 Housing Market Assessment Manual, but includes additional areas as required;
- is based on quantitative data rather than qualitative information or policy analysis.

1.17 A draft evidence base report was produced for the launch of the draft LHS in November 2004. Consultation on the evidence base took place in the period following the launch, and the evidence base was further developed in response to comments received and to the evolving needs of the London Housing

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Strategy.

1.18 Behind the evidence base report, a technical annexe is being developed, with detailed tables, explanations and definitions. Once completed, this will be available on-line and will form a resource for future pan-London, sub-regional and borough housing strategies as well as providing an information source for other stakeholders. Arrangements will be put in place for the longer-term management of the evidence base to ensure that it is kept up-to-date as new information becomes available.

1.19 The final evidence base report published alongside this strategy also highlights areas where comprehensive and/or up to date information is lacking that need to be addressed.

Investment to support delivery of the London Housing Strategy

1.20 On 22 March 2005, Ministers announced that the Regional Housing Pot allocation for London for 2006/ 07 and 2007/08 would be £2,279 million. This strategy sets the context for the Board's recommendations to Ministers on the allocation of that funding for housing investment in London. The Board's full recommendations to Ministers are available as a separate publication on the GOL website.

1.21 In making their recommendations the Board took account of guidance from Ministers, which set out some key expected outcomes, including minimum expected investment levels for some programmes such as the Key Worker Living (KWL) Programme.

1.22 A summary of the level of investment recommended by the Board is shown below, under the key headings.

London Housing Pot 2006-08 Recommendations (£m)

<i>New Supply</i>		<i>Building Sustainable Communities</i>	
New Social Rented Housing	New Intermediate Housing	Decent Homes in all sectors	Other initiatives, including estate renewal and temporary to permanent pilots
1,331	403	465	80

ⁱ The 2003 London Housing Strategy can be found on the GOL website at <http://www.gos.gov.uk/gol/docs/202207/203190>.

CHAPTER 2

CONTEXT

2.1 This Strategy is set within the context of:

- National policies and priorities
- Other pan-London strategies
- Sub-regional and local housing strategies

National policies and priorities

2.2 In January 2005, building on the Sustainable Communities Plan, the Government set out its five year plans for housing and sustainable communities in *Homes for All* and its partner strategy *People, Places and Prosperity*. Achieving a better balance between housing availability and the demand for housing in all regions remains a key national housing priority. This means a step change increase in the supply of new housing in London and the wider south east by 2016. The Sustainable Communities Plan called for an additional 200,000 new homes over and above 2001 plans in London and the four growth areasⁱ. Kate Barker's Review of Housing Supplyⁱⁱ re-emphasised the need for a step change in the delivery of new homes on a national basis.

2.3 Tackling homelessness is an important component of achieving a better balanced housing market, and the Government has set a national target to halve the number of households in temporary accommodation by 2010. The Government believes that this needs to be tackled both by putting in place strategies to prevent homelessness and reduce repeat homelessness as well as investing in new supply designed to provide permanent accommodation.

2.4 Good quality public services are vital to providing sustainable communities where people want to live and stay. In London, the South East and the East of England, high house prices are making it difficult to recruit and retain key workers with the necessary skills and experience. The ODPM's 'Key Worker Living' programme for 2004-06 provided £690m across the three regions to help with housing for workers in key front line services such as in the education, health and community safety sectors. The ODPM intend to continue the Key Worker Living Programme into 2006-08, and have also introduced a new scheme to help first time buyers more widely.

2.5 The Government also wishes to see significant progress in all regions in reducing the numbers of non-decent homes, bringing all social housing into decent condition by 2010 and to achieve a 70% reduction in the proportion of vulnerable people living in non-decent homes in the private sector. Local

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authorities are preparing Options Appraisals for sign off by July 2005 and settled plans for achieving the decent homes standard.

2.6 The Government have recognised that deprivation and poverty have become more concentrated in particular areas, and that poor housing can be part of a wider range of problems. The Government wishes to see action to build mixed communities with jobs, accessible services and robust infrastructure alongside new housing.

2.7 In March 2005, the Government launched its new strategy for environmentally sustainable development, '*Securing the Future*', and it is important that action on London's housing needs enhances the environment.

2.8 Other priorities that Government have asked RHBs to take into account in producing their strategies are:

- The Supporting People (SP) programme, that seeks to promote and maintain the independence of vulnerable people to help them stay in their own homes
- The needs of black and ethnic minority communities bearing in mind that minority ethnic communities experience housing conditions that are significantly worse than the rest of the population
- To recognise the unique accommodation needs of gypsies and travellers

Pan-London strategies

2.7 The London Housing Strategy should be consistent with other key regional strategies to ensure sustainable communities and the wider objectives of sustainable development.

The London Plan

2.8 The Mayor's Spatial Development Strategy, the London Plan, published in February 2004 sets out a vision for London to become an exemplary sustainable world city. The London Plan is a strategic plan setting out an integrated social, economic and environmental framework for the future development of London to 2016. The Plan sets out spatial policies for housing development, including policies and targets for increasing the supply of housing, including the provision of affordable housing, making better use of existing housing, improving housing choice and special needs housing. The key aims of this Strategy are in line with the London Plan.

The London Economic Development Strategy: Sustaining Success

2.9 The London Economic Development Strategy was published by the LDA in January 2005. This replaces the 2001 Economic Development Strategy

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'Success through Diversity'. The Strategy sets out a plan for the sustainable, equitable and healthy growth and development of London's economy to 2016. It identifies and sets out areas for action and intervention on four main themes, including investment in London's places and infrastructure, ensuring the need to create sustainable communities with adequate and affordable housing and the other services and facilities they require.

The Mayor's Transport Strategy

2.10 The Mayor's Transport Strategy published in July 2001 sets the policy framework for transport in London over the 10 years to 2011. The Transport Strategy aims to increase the capacity, reliability, efficiency, quality and integration of the transport system to produce the world class transport system the capital needs. An effective transport infrastructure is vital to support the development and maintenance of sustainable communities. The Mayor published a revise to his Transport Strategy in August 2004.

London Housing Advice Strategy

2.11 Published by the Mayor in December 2004 in partnership with Shelter, the London Housing Advice Strategy focuses on the role of housing advice in preventing homelessness. Its vision is that by 2016 all people in housing need in London will be able to access timely, high quality advice and assistance to help them resolve their housing problems well before their situation reaches crisis point and they become homeless.

The Mayor's Children and Young People's Strategy: Making London better for all children and young people

2.12 Published in January 2004, this strategy covers all children from birth to 18 and is based on the UN Convention on the Rights of the Child. It includes key actions on housing and homelessness, focusing on the use of temporary accommodation and housing for refugee and asylum seeking children.

The Mayor's Older People's Strategy

2.13 This forthcoming strategy is written for and by older people as well as for all Londoners so that the needs of older people living in London are adequately identified and addressed both now and in the future. The Mayor's vision is for London's older people to have choice and control over their lives and to have their contribution to all spheres of life in London valued. The strategy will contain key action that will help make a difference to the lives of all older people living in London to be taken forward by the GLA, working in partnership with key stakeholders.

London Supporting People Strategy and local Supporting People strategies

2.14 A London Supporting People Strategy is to be published by the ALG in July 2005 to provide the vision for housing and support for vulnerable people

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in the capital. The Supporting People strategy aims to support the London Boroughs and providers in securing the best services for London's vulnerable people. It provides a framework for the joint commissioning of services and aims to secure the maximum value from London's resources. As well as providing a strategic London view, a number of priorities are identified for cross London action through boroughs and providers working together.

London Resettlement Strategy

2.15 The forthcoming London Resettlement Strategy, due for publication in July 2005, will set out how London agencies will work together in partnership to improve resettlement outcomes for London's offenders and thereby reduce offending. A foundation document for partnership working between statutory and voluntary sector agencies and the criminal justice system over coming years, the strategy also encompasses significant changes in the way offenders will be managed under the new National Offender Management Service. The Strategy sets out aims and recommendations for action under 8 'Pathways', of which accommodation is one, as access to sustainable accommodation on release is a significant factor in preventing re-offending.

2.16 Other relevant pan-London strategies include the GLA/ALG London Domestic Violence Strategy (November 2001), the forthcoming London Anti-Social Behaviour Strategy (being produced by a partnership of organisations including the GLA, ALG, Housing Corporation and GOL), the Mayor's Ambient Noise Strategy (March 2004) and the Mayor's Biodiversity Strategy (July 2002). The Mayor's Climate Change Adaptation Strategy is currently being formulated and is due to be published in 2006.

Sub-regional and local housing strategies

2.17 Costs, supply and demand for housing are spread unevenly across London, and local housing markets may not parallel administrative boundaries. For example, areas with highest housing need are not the same as those with the most potential for affordable housing. Joint working between boroughs on a sub-regional and pan-London basis is therefore essential. The 33 London boroughs have established a range of cross-borough and sub regional partnerships to encourage the delivery of more housing and to more effectively manage existing stock.

London's Housing Sub-Regions



2.18 There are five housing sub-regions in London (see left). Created over two and-a-half years ago, all are well established partnerships which include boroughs and key stakeholders within their geographical area. Sub-regions are now the level at which HC funding for new development and home ownership

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initiatives is provided, with sub-regional nominations to each new scheme. Other funding, for example, for private sector renewal, is also now delivered on this basis.

2.19 Each sub-region is a mix of inner and outer London boroughs, recognising that opportunities to meet housing need and create mobility for residents are better delivered by making investment decisions over wider geographical areas and which join boroughs with more limited land opportunities with those with greater scope for development, including boroughs with both high and lower land values.

2.20 All five sub-regions have now published housing strategies and put in place joint working arrangements to ensure delivery of programmes, delivery of efficiencies and sharing of best practice. All now employ dedicated officers to manage their work programmes and to continue development of their strategies, for instance, through sub-regional BME and key worker strategies.

2.21 The sub-regional housing strategies have helped inform the development of this strategy and this strategy will inform the further development of sub-regional strategies. Similarly borough housing and homelessness strategies have informed the development of both this Strategy and the sub-regional strategies, and will in turn be influenced by those strategies.

ⁱ The four growth areas are Thames Gateway, Milton Keynes/South Midlands, Ashford and London-Stansted-Cambridge-Peterborough

ⁱⁱ The Final Report of the Barker Review of Housing Supply 'Delivering Stability: Securing our future housing needs' can be accessed at: http://www.hm-treasury.gov.uk/consultations_and_legislation/barker/consult_barker_index.cfm#report

CHAPTER 3

VISION

3.1 In 2005, London faces the challenge to maintain a strong and dynamic economy, while avoiding social polarisation and promoting the diversity that contributes so much to making London a true world city. Housing has a key role to play in meeting that challenge. The vision of this 2005 London Housing Strategy is for:

- *Enough good quality homes to meet the housing needs of all Londoners, especially the less well off.*
- *Housing choices which enable all of London's diverse population to find homes they can afford and that meet their needs as their circumstances change – as families grow, when disability or age means a need for more support, or to be near jobs, schools, or support networks.*
- *A city made up of communities*
 - *with a mix of incomes, economic activity, and tenures*
 - *where adequate infrastructure supports good quality, well managed homes*
 - *where Londoners of all ethnic backgrounds and other diverse groups feel safe and welcome*
 - *where residents and tenants can influence how homes and neighbourhoods are managed.*

The Challenge

3.2 London has a highly successful & productive economy which makes a substantial contribution to the rest of the UK. On top of the resulting job opportunities, London is a good place to live for many because of its diverse mixture of people, its cultural attractions and nightlife, and its wide range of shopping. As a result, London attracts consistently high numbers of young people both from within the UK and internationally. International in-migration is vital to London's economy and cultural life and has been particularly strong over the last decade, off-setting the out-migration of older age groups to other parts of the UK. The younger age profile of the capital also increases London's natural population growth.

3.3 However, as London's success has continued to attract people into the capital, continued high demand for housing, combined with an inflexible housing supply, have driven up house prices. Over the last 20 years, London's population has grown rapidly from 6.8 million in 1983 to 7.3 million in

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2003, and growth is projected to continue to around 8.1 million in 2016. And the number of households has grown at an even faster rate as average household sizes continue to fall across the UK. At the same time, new house building declined in the early 1980's, largely due to the dramatic fall in council house building, and has remained more or less flat since.

3.4 Problems of market housing affordability in London are now acute particularly for those on low to moderate incomes, and in 2004, affordable housing was the top priority for Londoners asked how to improve the city as place to live. For instance, in 2003 the average price of a property stood at over 8 times an average nurse or firefighter's salary, and 7 times an average teacher's salary.

3.5 London is also a city of great contrasts and is over-represented at both the top and bottom of the income scales. Despite the average Londoner having more disposable income than elsewhere in the UK, London also has a higher level of unemployment than elsewhere in the UK (7% in 2003). Unemployment is generally concentrated in wards in central and particularly inner-East London, and is closely associated with high levels of deprivation in those areas, which also in many cases have high concentrations of social housing. Unemployment is highest among lower skilled workers, and competition for low-skilled work in London seems likely to increase as employers demand higher skills and costs drive low-skilled work out of the capital.

3.6 The unemployed and those on the lowest incomes have the least scope for home ownership, and also face barriers to renting in the private sector, such as the usual requirement for a deposit. At the same time, since 1996 numbers of local authority and RSL lettings have seen a sustained decline. This has contributed to increasing levels of homelessness, growing numbers of people living in temporary accommodation, and rising overcrowding over the last decade.

3.7 London's diversity is one of its great strengths. London is already one of the most diverse cities in the world, and as London's population is growing, its composition is changing further. The impact of migration has changed London's age structure; people moving to London tend to be young adults, while those moving out are mostly older workers, retired people and young families. This trend is projected to increase over the next 15 years. Nearly one third of Londoners are from black and minority ethnic communities, including some mainly white minority groups such as Irish, Cypriot and Turkish communities, and some with very specialised housing needs such as Gypsies and Travellers. Additional housing needs to be accompanied by the necessary facilities to ensure a good quality of life, together with the social infrastructure necessary to enable communities to operate, such as places of worship. In London, this is made a more challenging task by the size and diversity of London's different communities, as well as the impact of poverty.

3.8 Some of London's diverse communities and individuals are disadvantaged by where they live, and some also experience direct and indirect

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discrimination. In relation to housing, black and ethnic minority London residents are over-represented on measures of homelessness, overcrowding, disrepair, and satisfaction with their housing. All too often, the design of the built environment ignores the needs of disabled people, who are more likely to live in unsuitable or inaccessible housing without essential amenities. Older people leaving the city cite the low quality of housing as one of the reasons for leaving, and overcrowded, poor quality housing can exacerbate the health problems and poor educational achievement associated with child poverty.

3.9 The challenge in building the homes London needs in the 21st century is to ensure that affordable, decent housing is available to all London residents, and to bring housing for the most vulnerable individuals and communities, and those living in the most deprived areas up to the same standard as the rest.

Action for the Future

3.10 The strategy sets out the policies and actions to be taken by Board member organisations and wider stakeholders to deliver the vision above, as well as areas for further research and development under eleven key aims:

<i>Increasing the Number of Homes</i>	<i>Building Sustainable Communities</i>
<ul style="list-style-type: none">○ <i>Increasing new supply</i>○ <i>Delivering more affordable housing</i>○ <i>Meeting the need for supported housing</i>○ <i>Ensuring new housing is of high quality</i>○ <i>Reducing the number of empty homes</i>	<ul style="list-style-type: none">○ <i>Improving the quality of existing homes</i>○ <i>Preventing homelessness and reducing repeat homelessness</i>○ <i>Tackling Overcrowding</i>○ <i>Empowering Tenants and Residents</i>○ <i>Creating mixed communities</i>○ <i>Improving Housing Management</i>

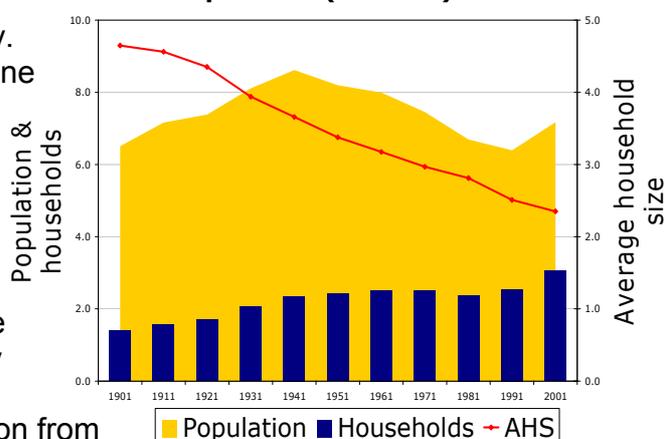
CHAPTER 4

INCREASING THE NUMBER OF HOMES

Increasing new supply: Where are we now and where do we want to be?

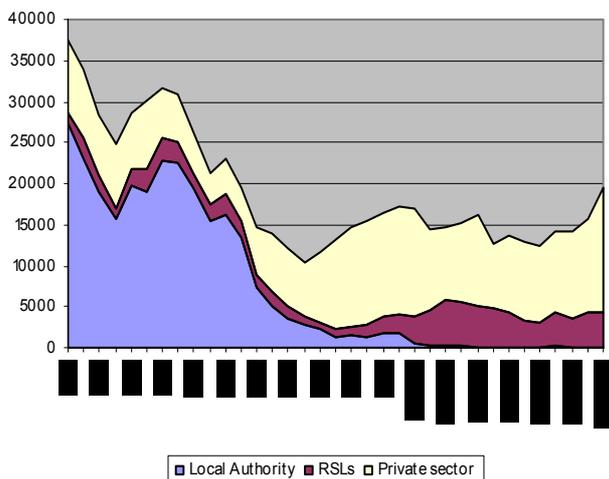
4.1 The population of London rose to a historic peak in the 1940s, after which it declined almost continuously. However, driven by a long-term decline in average household size throughout 20th century, there was a consistent increase in the number of households. Thus, even as the population was falling, the need for new homes was increasing. Since the early 1990s the population has risen again, driven by net international migration and the migration of younger people to London from the rest of the UK. This growth is expected to continue, with 800,000 more people living in London by 2016.ⁱ

London Population (millions) 1901-2001



4.2 However, the supply of housing has not kept up with increased demand over recent years. House building rose significantly after World War II, peaking in the late 1960s. Since then it has largely been declining.ⁱⁱ The fall has been particularly sharp in the social housing sector.

Housing Completions, London: 1970 to 2003



Chapter 4: Increasing the number of homes

4.3 As the chart above shows, new build completions have started to rise again in the last couple of years particularly in the private sector, but at present the reasons for this are not clear. Gross new build completion figures since 1997 are shown below:

New Build Housing Completions in London, 1997-2005	
Year	Gross completions
1997/98	13,623
1998/99	12,864
1999/00	12,787
2000/01	14,423
2001/02	14,021
2002/03	15,764
2003/04	19,416
2004/05	23,924

Source: ODPM Housing Statistics

4.4 Against this, additional sources of new supply have included conversions and bringing empty properties (both non-residential and residential) back into use as homes, resulting in a total net supply in 2003 of around 24,000 homes.ⁱⁱⁱ

4.5 This compares with the London Plan minimum target of 23,000 from all sources between 2001 and 2016 while aiming

towards 30,000 homes each year:

- to address the backlog of existing need
- to meet the demands of population and household growth
- to replace outdated stock.

4.6 Recent research commissioned by the House Builders Federation (HBF) suggests that the mix of size of homes being provided is also an issue, with projections of a steady rise in market demand for larger homes, alongside a decline in demand for smaller homes^{iv}. ODPM records of housing completions in London, however, suggest that the proportion of 3-bed and larger market homes completed has declined over the last decade, whereas the proportion of 1- and 2-bedroom homes provided by the market has risen^v. Growing shortages of larger homes in London will lead to prices for such homes rising more quickly than average. The danger is that, unaddressed, such trends will lead to more polarised communities by further squeezing out middle income households, including many key workers. The GLA will continue to monitor the size mix of market provision against a benchmark that at least three quarters of new private homes should have 2 or more bedrooms.

4.7 There is a range of inter-related issues and barriers that could be limiting the delivery of additional homes including:

- lack of physical and social infrastructure needed to support new housing developments;
- inadequate incentives for local authorities and developers to bring forward land suitable for housing development;

Chapter 4: Increasing the number of homes

- difficulties in land assembly for sites in multiple ownership and remediation requirements on some brownfield sites;
- delays and uncertainties in the planning system, including concerns about density, building height and design and the capacity of local authorities;
- the high subsidy costs of affordable housing, particularly in areas with high land values;
- lack of capacity in the construction sector to deliver substantially more housing;
- barriers to major investments in new private rented housing.

4.8 This profile of needs and challenges has implications not only for funding and land resources, but also the capacity of the construction industry in terms of labour, skills, management, and methods of construction – both in housing and in the necessary supporting infrastructure development.

The aim of this strategy will be to ensure that more people can be housed by increasing the supply of new homes of appropriate sizes in each sector.

How do we get there?

Targets

The target for the supply of housing needed to begin to meet London's housing needs is set out in the London plan – at least 23,000 a year from all sources and aiming towards 30,000, assuming an average household size of 2.38 persons.

4.9 The GLA's 2004 Housing Requirements study has estimated that 35,400 homes a year are needed annually between 2002 and 2012 to meet the existing backlog in housing need and demand and to meet the projected growth in household population. However, a target of 35,400 new homes per year could not be achieved in the short term given current levels of house building and the challenges which need to be overcome.

4.10 The GLA's Housing Capacity Study will go on to identify the long term potential for land for housing. As well as assessing whether there is sufficient capacity to meet the 30,000 aspirational aim, the study will assess whether the capacity is available to meet the total requirement estimated in the Housing Requirements Study. The Housing Capacity Study will be completed in July 2005, and will form the basis of the Mayor's proposals for new regional and borough housing targets to be published at the end of 2006 as formal alterations to the targets in the published London Plan. The Mayor's proposals will be consulted on and subject to an Examination in Public in summer 2006.

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Means

4.11 The Board members are working together with London boroughs through sub-regional partnerships and with other key stakeholders including housing associations, private homebuilders and developers, and retailers on this agenda. A variety of work is underway in the following areas:

- Encouraging both public and private sectors to bring forward sites;
- Land assembly and remediation;
- Ensuring appropriate infrastructure;
- Construction sector capacity;
- Investment in new private rented housing;
- Tackling barriers to delivery;
- Ensuring the planning system works more effectively.

Encouraging both public and private sectors to bring forward sites

4.12 The ALG is working with the boroughs to develop proposals for incentives for local authorities to increase the delivery of housing including releasing more land for housing.

4.13 To ensure that its own assets make a strategic contribution to the supply of sites for development, the Government has embarked on a number of initiatives to make the most effective use of surplus land owned by public-sector bodies. For example, EP has worked with Defence Estates on a programme aimed at rationalising the MoD's London property assets and consolidating its activities on to a limited number of core sites. The surplus sites that emerge are likely to provide opportunities for new homes.

4.14 GOL is working with members of the Board to identify the barriers to redevelopment of commercial sites - like some supermarkets, leisure centres etc - to provide more housing within mixed use developments, and explore means of tackling such barriers.

4.15 The GLA is working with key stakeholders (including the LHF, the House Builders Federation, EP and the HC) to develop best practice on sustainable mixed tenure developments to challenge negative developer perceptions.

4.16 The Mayor is reviewing how the landholdings of the GLA group – the LDA, Transport for London (TfL), the Metropolitan Police Authority (MPA), and the London Fire and Emergency Planning Authority - can bring forward housing development, in particular to assist first time buyers.

Land Assembly and Remediation

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4.17 EP and the LDA are aligning their land assembly and remediation activities with both this strategy and the London Plan to maximise their contribution to delivering more housing. Their enabling role is becoming increasingly relevant in difficult to develop areas, for example previously developed land.

Ensuring Appropriate Infrastructure

4.18 The GLA and the LDA are developing some models to explore how infrastructure investment might be funded from development.

4.19 In addition, the recently published Thames Gateway strategy identifies a number of specific infrastructure projects being delivered to support that growth area. For instance, a total of £1 billion has been allocated for transport, £60 million is being invested in Primary Care Trusts and £40 million is being invested in new universities and colleges.^{vi}

4.20 Master planning is underway at key locations in the London-Stansed-Cambridge-Peterborough corridor to ensure new housing is supported by appropriate transport and social infrastructure. £5 million has already been allocated to construct a spine road at Haringey Heartlands, and £10 million to assist in the development of a state-of-the-art transport interchange at Dalston, Hackney.

4.21 It is also important to plan for social as well as other physical infrastructure and to ensure adequate provision is made for community facilities and places of worship.

Construction Sector Capacity

4.22 The LDA is working with its partners on the London Construction Flagship Initiative to guide future investment in learning and skills training in the London construction industry. The Agency's partners include the Learning and Skills Councils, CITB-Construction Skills, Summit Skills, further and higher education institutions, Job Centre Plus, GOL and the TUC.

4.23 The GLA is working with the HC, EP and the LDA to explore ways to better exploit the potential to deliver more homes and faster through the use of modern methods of construction, including attracting developers and those with other relevant skills from outside the UK.

Investment in New Private Rented Housing

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4.24 The Board supports the Treasury's work with major institutional investors and landlords to remove disincentives within the tax system to investment in new private rented housing^{vii}.

Tackling barriers to delivery

4.25 The GOL is working with boroughs which consider they have the potential to deliver a substantial increase in new homes (in excess of the 2004 London Plan targets) to support them in addressing the barriers to delivering more homes, for example where new infrastructure is needed.

4.26 The GOL is working with boroughs which are encountering barriers to meeting London Plan targets to develop and implement action plans to address these barriers.

4.27 This work will be kept under review, particularly in the light of the forthcoming publication of the GLA's housing capacity study and upcoming alterations to London Plan borough targets.

4.28 Additionally, the GLA will shortly be looking at the action required to deliver an increase in housing output, building on their forthcoming capacity study.

Ensuring the Planning System Works More Effectively

4.29 The GLA will lead work with partners to identify reasons why planning applications for some housing developments are unsuccessful. They will commission a research project to report by December 2005.

4.30 The Mayor will issue by June 2005 the final version of the housing provision SPG which gives guidance to boroughs, developers and landowners on maximising housing provision within the framework of London Plan policies.

4.31 The Mayor will use his powers where necessary to ensure that borough policies on housing provision and density are consistent with the London Plan, and, in relation to strategic developments, to ensure development proposals make most effective use of available land, are at appropriate densities, and achieve an appropriate mix of provision in terms of market and affordable housing, including size and type of dwelling in the affordable element. Similarly, the Secretary of State will use his powers to ensure the delivery of national policies on planning for housing.

4.32 The Government has also introduced measures to improve the planning system through the Planning and Compulsory Purchase Act 2004 and through new planning policy guidance. For example, the Act strengthened the regional

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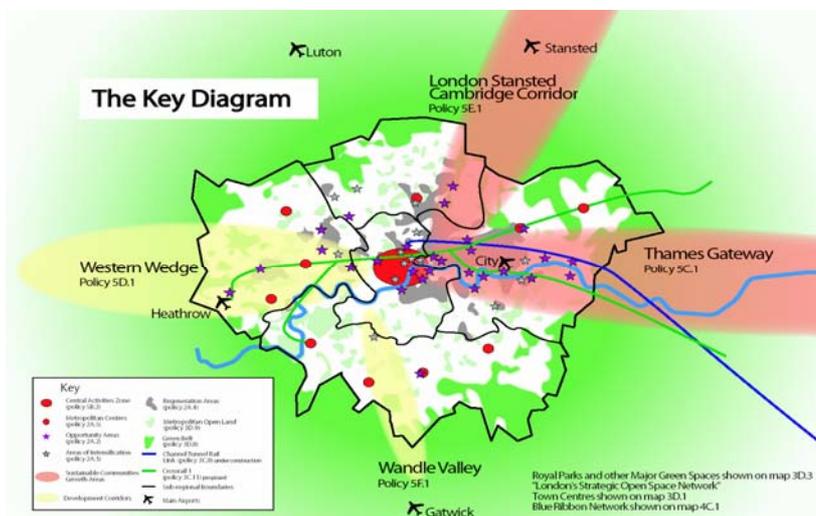
tier of planning so that it now carries the same legal weight as the local level. In London this is the London Plan and this will help ensure that housing is considered more formally at a strategic level. At local level, the Act introduces more flexible Local Development Frameworks, enabling local planning authorities to adapt their plans to changing circumstances more quickly. Recently updated *Planning Policy Guidance Note 3: Housing* requires applications for housing on land allocated, but no longer needed for, industrial or commercial use to be considered favourably for housing or mixed use development.

The location of new homes

4.33 There is a clear need to ensure an effective distribution of new supply across London; to achieve more balanced housing markets, to meet housing need and to promote more sustainable communities. The GLA's Housing Capacity Study 2000 remains the most comprehensive study of the potential for new housing across London, and the borough targets derived from it, and shown in table 3A.1 of the London Plan, are the best available basis for monitoring housing supply in the short term. These will be reviewed following the Mayor's new Housing Capacity Study to be published in the summer of 2005. The latter will form the basis for new borough targets to be published in 2006, as mentioned above. The new study will take into account that the phasing of new development will depend upon sites coming forward and, in many cases, on investment in new infrastructure.

The London Plan Key Diagram

4.34 New homes are needed in all parts of London, in line with the borough targets as set out above. However, the Sustainable Communities Plan growth areas – in Thames Gateway and the area in north London forming part of the London-Stansted-Cambridge corridor – provide some of the principal areas for substantial numbers of new homes. Significant capacity in growth area boroughs is already included in the supply targets set out above and the new capacity figures to be published in the summer are likely to include further increases in these areas. It is anticipated that by



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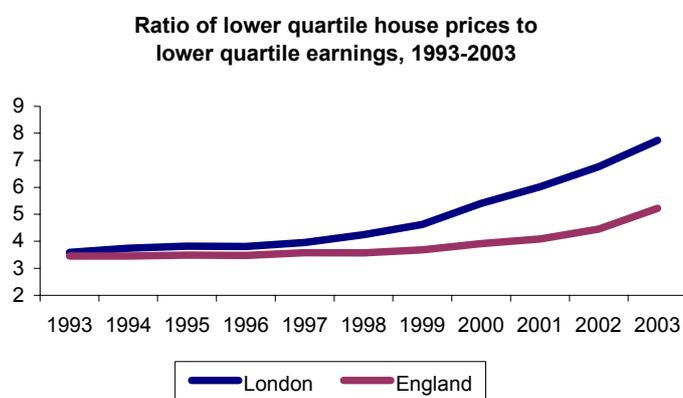
2016 at least 59,000 homes will be built in the East London area of the Thames Gateway, supported by appropriate infrastructure^{viii}.

4.35 In addition the London Plan sets out Opportunity Areas and Areas for Intensification throughout London, particularly where good public transport links exist. Opportunity areas can typically accommodate at least 5,000 jobs or 2,500 homes or a mixture of the two. They include major brownfield sites and places with potential for significant increases in density. Areas for Intensification have considerable potential for increases in residential and other uses through development or regeneration. These areas are shown on the Key Diagram (above right). The 2005 Housing Capacity Study will identify further opportunities. In addition, the Opportunity Boroughs initiative identifies boroughs which have the will and capacity to deliver a significant uplift in new homes, with a view to addressing and removing barriers to delivery. In planning for sustainable communities, it will be essential to ensure appropriate provision of local services, amenities and facilities in all these areas.

Delivering more affordable housing: Where are we now and where do we want to be?

Affordability

4.36 The failure of supply to meet demand has contributed to sharp increases in London's housing costs. The ratio of house prices to earnings for first time buyers is increasing, and home ownership is now beyond the means of many Londoners. This drives growing economic and social polarisation in the capital and undermines its ability to recruit and retain the workers who provide essential services. Lack of affordable housing is the most common reason for people wanting to leave London, particularly amongst key workers.^{ix}



4.37 Affordability problems in London are becoming more acute. The ratio of lower quartile house prices to lower quartile earnings has risen by 50% nationally over the last 10 years. But in London it has more than doubled.^x

Provision of Affordable Homes

4.38 The London Plan set a target to move overall housing supply closer to meeting identified needs by achieving at least 23,000 new homes per annum, and suggested that of these around 8,000 should be social rented and around 3,500 intermediate. The GLA subsequently published a Housing Requirements Study in 2004 which looked at both the backlog of existing housing needs and projected future housing needs of Londoners. The Study suggested that over the next ten years, around 35,000 homes will be needed per annum, of which 20,800 should be social and 2,500 intermediate.

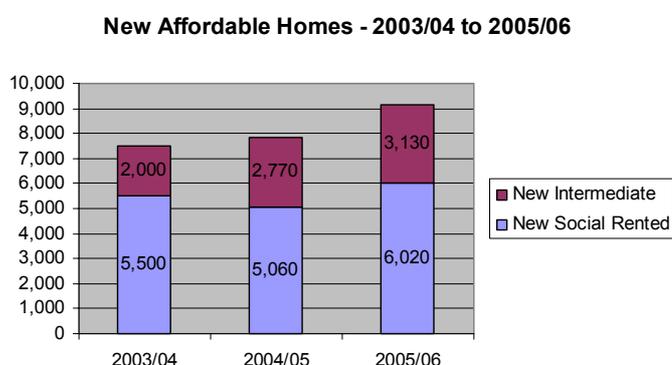
4.39 In 2003 around 24,000 homes were added to London's housing stock – including both new build, net gains from residential and non-residential conversions, and empty homes brought back into use. Of the new additions, around 7,500 were affordable homes, comprising 5,500 for social rent and 2,000 for low cost sale, including shared ownership. Over 90% of these affordable homes required some form of public subsidy with the remainder provided by the

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private sector through s106 planning agreements^{xi}. Clearly the current level of affordable housing provision – and particularly social housing - is not meeting identified needs, although the investment and planning decisions leading to these new homes were made before both the requirements study and the formal adoption of targets in the London Plan.

4.40 The total number of households assisted into affordable housing in 2003/04 was higher through the funding of almost 4,000 'Homebuy' purchases of existing homes.

4.41 Projected completions of affordable homes from all sources between 2003/04 and 2005/06 are shown below:



4.42 Since 1980, Right To Buy sales have reduced London's stock of social housing by over 250,000. At the same time, there has been a dramatic fall in the number of social rented homes being built (see chart at 4.2). This has resulted in a gradually reducing stock of social housing in London, which has been a significant

factor in the record growth in overcrowding and use of temporary accommodation.

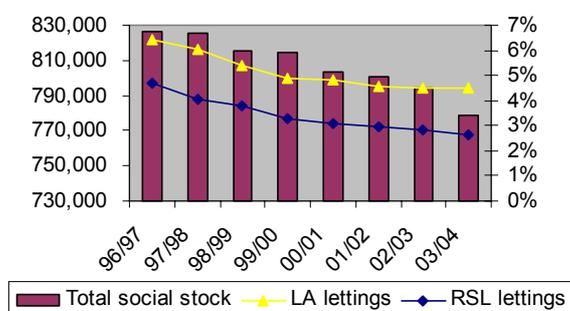
4.43 No information is currently available on numbers of intermediate housing in London and there is a need for further research to inform decisions about the extent and distribution of need and supply. The GLA will commission research to establish a database of existing intermediate housing that will provide a baseline against which to monitor new provision and the extent of loss to the private market over time. This will enable improved targeting of new developments and better use of existing schemes.

Falling Lettings

4.44 Another key factor in the current high levels of unmet housing need has been the consistent decline in the numbers of lettings available to new social tenants. In London RSLs, lettings to new tenants each year (i.e. not counting transfers) have reduced by around 30% since 1996/97 (from just over 9,000 to a little over 6,000) even though London's RSL stock has been increasing. And local authority lettings to new tenants have also been declining as a proportion of the reducing council stock. If the percentage of the stock being let to new social tenants was still at 1996/97 levels, this would have resulted in an additional 16,000 lettings in 2003/04.

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London lettings to new social tenants as a percentage of the social stock, since 1996/97



4.45 This suggests that fewer social tenants must be leaving the social sector in London each year. Reasons for this are not fully understood and further research is needed, but it seems likely to be due to a combination of factors:

- RTB has enabled better off tenants to leave the sector, and this together with other social changes, has contributed to increasing residualisation

among the remaining social tenants, so that they are less able to afford to move out to other forms of housing. Since 1996, owner occupation in London has become increasingly unaffordable for those on lower incomes (see 4.37). Also, changes in Housing Benefit rules so that private sector rents are not now always met in full even for those on the lowest incomes may have made moving from social to private renting a less affordable option.

- RTB sales have a delayed impact on numbers of lettings as a dwelling which is sold under RTB might not otherwise have come up for re-letting for some years. It may be that the full effect of RTB sales on lettings is only just starting to be felt.

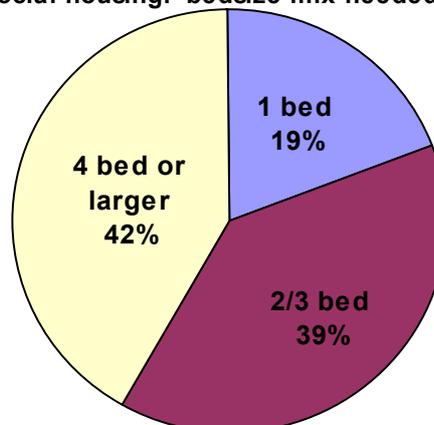
Need for Larger Homes

4.46 Over recent years falling household sizes, perceived demand and funding arrangements have all led to the development of smaller homes in the social sector. While there is still a demand for one or two bedroom homes, there is a substantial and unmet need for larger homes. This is demonstrated in the dramatic reversal of the previous long-term decline of overcrowding in the social sector over the last ten years.

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4.47 Census data indicates that around 60% of the severely overcrowded households currently in social rented housing require three or more bedrooms, and 2004 data from the Sub-regional Strategy Support Studies suggests that this figure may now be as high as 73%, although some large households may be more appropriately re-housed as two smaller households. It has been estimated that between 2002 and 2012 19% of new social housing should have 1 bedroom;

Social housing: bedsize mix needed



39% should have 2/3 bedrooms and 42% should have 4 or more bedrooms^{xii}. However, the average proportion of homes built in the social sector with 4 or more bedrooms over the last ten years has only been around 6%.^{xiii} There is also a need for a larger proportion of intermediate housing provision to be family homes; to tackle retention problems in key public services and to meet the needs of those households who are currently leaving London due to affordability problems. The 2004 Housing Requirements Study suggests that at least one third of intermediate homes should be 2 bedroom or larger.

Meeting Diverse Housing Needs

4.48 In order to better ensure suitable provision of affordable housing to meet the needs of all groups and communities, there is a need to improve the data we have on their housing needs, and ability to access existing provision. Improving our understanding of the degree to which provision and supply diverge for equalities groups could enable future targets to be set to close the gap between them and the wider community. The Sub-regional Strategy Support Study carried out by the GLA, ALG and Sub-Regional Housing Partnerships will report shortly on many of these needs.

Gypsies and Travellers

4.49 ODPM has estimated that nationally, there is a shortage of approximately 3,000 to 4,500 authorised pitches for Gypsies and Travellers. According to the last published caravan count carried out by local authorities on behalf of ODPM in July 2004, there were 847 gypsy sites in London, 209 of which were on unauthorised sites. The overall number of sites has remained broadly stable since 2002. However, the number of authorised sites has fallen by 100 with a corresponding increase in unauthorised sites over that time.

4.50 Research carried out for ODPM in 2002 found that authorised sites in London had an average 14.1 pitches per site, slightly lower than the national

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average, and that, nationally, sites developed in the last twenty five years tended to be smaller than those developed prior to 1980^{xiv}. Discussion with Gypsies and Travellers for the Equalities Impact Assessment (EQIA) of the strategy has suggested that there may now be a shortage of sites with enough pitches to accommodate larger extended families.

4.51 In 2005/06, ODPM provided £8 million of Gypsy Site Refurbishment Grant (GSRG) nationally to cover both refurbishment and the provision of new permanent sites by local authorities. The level of need for new sites will become clearer in due course, as the Housing Act 2004 now requires local authorities to assess the needs of Gypsies and Travellers in their area and to include a plan for meeting their accommodation needs within local housing strategies.

Current Programmes

4.52 The bulk of the HC's current (2004-06) investment programme, totalling £1.5 billion across the two years^{xv}, is targeted on schemes that will increase the supply of affordable housing in London, with the remainder providing financial assistance to households purchasing existing homes. The delivery of this programme is managed on a sub-regional basis, allied to sub-regional protocols for nominations and allocations to the resultant housing including Social Rented Housing and the KWL programme.

4.53 The current programme is made up of a variety of products:

- Social rented housing;
- The KWL programme; and
- Other low cost home ownership.

4.54 Almost fifty percent of the current programme will provide permanent homes for social rent. The majority of the lettings to these new homes (an estimated 61%) will be to BME households, including 1,500 new homes to be provided by BME housing associations. This level of lettings exceeds a target of 55%, and reflects the high levels of housing need in the BME communities. An estimated 62% of the total 2004-2006 social rented programme will provide homes for both statutory and non-statutory homeless households, and 5% of the programme is expected to provide supported housing for groups such as frail older people, young people at risk and people with physical difficulties^{xvi}.

New social rented homes are let on assured tenancies, at target rents defined by the Government's rent restructuring policy. They are let on the basis of housing need and larger developments should have lettings plans outlining how they will contribute to establishing sustainable communities.

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4.55 The KWL Programme for 2004-06 contains a range of schemes to help key workers gain access to housing in London. They range over intermediate rent, shared ownership, and Homebuy including a special London Challenge Teacher Market Purchase Homebuy to help retain experienced teachers. The Government's priority clients for KWL are public sector workers in front line jobs in health, education and community safety services. Additional eligible groups include local authority planners, social workers, and occupational therapists in all London boroughs, and also teachers in further education institutions. There are some concerns that the eligible groups are too narrowly focussed, and the Board would like to see a wider definition adopted in future programmes to enable a greater range of key workers to access affordable home ownership. The programme is funded centrally and managed and marketed by selected housing associations, who act as Zone Agents covering each of the sub-regions.

4.56 Other low cost home ownership provides assistance to non-key workers who need help to access the housing market in London, including a new build shared ownership programme, with priority given to existing social housing tenants and those on local authority waiting lists, and an open market Homebuy programme.

Under intermediate renting, homes are provided for rent to be let on assured shorthold tenancies, at rents that are no higher than 80% of local market level. This housing is for people who are not yet ready or able to enter home ownership, but who can afford a rent higher than an affordable rent.

Shared ownership offers purchasers the opportunity to buy a proportion of a property and to rent the remainder, with an option to increase the proportion they own. The rent on the portion of the housing that is owned by the landlord is set with regard to the affordability of the client group.

Open Market Homebuy schemes, including those for Key Workers and London Challenge Teachers, assist people to buy existing homes on a shared equity basis.

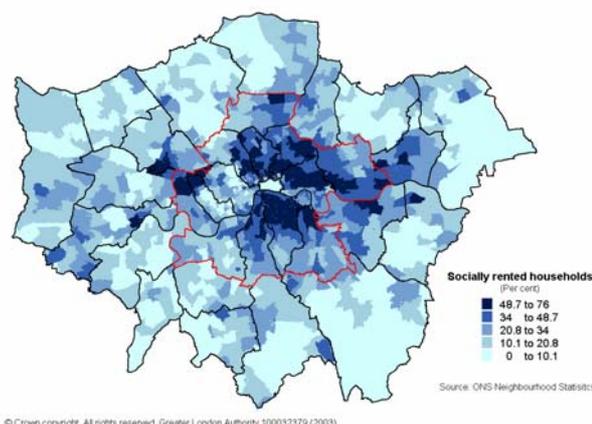
Location of affordable housing

Chapter 4: Increasing the number of homes

4.57 There is evidence that social

housing is currently unevenly distributed, and at borough level the differences, seen on the map (right), are quite stark - ranging from as high as 52% of all homes in Hackney being social rented down to only 8.5% in Redbridge. The concentration of social housing in inner and particularly inner-East London is associated with higher levels of joblessness and deprivation, which is damaging to social cohesion.

Proportion of socially rented households in neighbourhoods across London, 2001



The aim of this strategy is to increase the output of new affordable housing, especially social rented housing, to reduce the backlog of housing need and make progress towards meeting new need for all Londoners. Additionally, the strategy seeks to slow declining rates of lettings in the social rented sector. In particular, the strategy aims to increase numbers of larger social rented homes to combat overcrowding. And, this strategy aims to consider the existing spread of social housing when locating new affordable homes to help encourage more mixed-tenure neighbourhoods and a more balanced mix of tenures across the capital.

How do we get there?

Targets

The London Plan has set a strategic target that 50% of new homes from all sources each year should be affordable. Within that target the London Plan has set an objective that 70% of this should be social and 30% intermediate. Based on the London Plan target for overall supply of at least 23,000 additional homes each year, this would imply at least 11,500 new affordable homes each year from all sources of which 8,050 should be social rented and 3,450 intermediate.

4.58 Clearly, this is a challenging target, requiring a significant increase particularly in social rented house building over current levels. The Mayor has

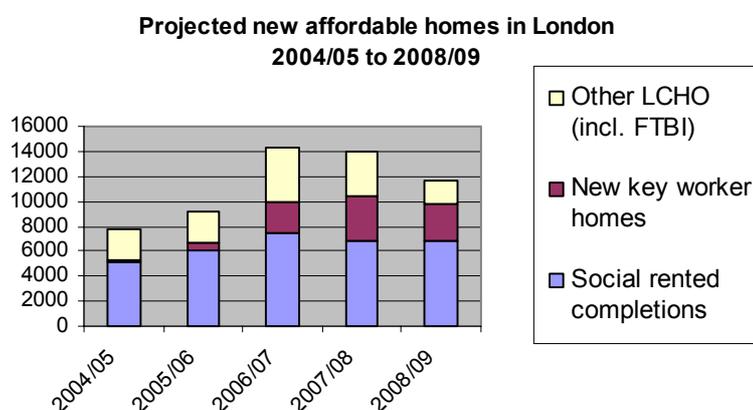
Chapter 4: Increasing the number of homes

stated that these affordable housing targets will be kept under review in relation to a range of considerations. These include output achieved, availability of public subsidy and updated assessments of housing need and demand. The first review of the London Plan is expected during 2006/07. Additionally, central Government has set a target to increase the supply of new social housing by 50% - an extra 10,000 social rented homes per year nationally by 2008 - to deliver the homelessness strategy *Sustainable Communities: settled communities; changing lives*.

4.59 Numbers of new social and intermediate homes built in the medium term (2006-08) will be a consequence of various different funding streams including:

- Past and future investment through the Board
- Numbers of homes built through other Government subsidised programmes such as the KWL programme;
- Numbers of affordable homes which can be built without subsidy, through Section 106 agreements.

4.60 Current projections of new affordable homes over the 5 years from 2004/05 are shown in the table below.



4.61 These figures are based on the Board's recommendations to Ministers, and assume a move towards providing more larger social rented homes to tackle issues of overcrowding.

4.62 Across this five year period, the projected completion of over 57,000 new affordable homes from all sources is in line with the total affordable supply target above. And on top of this, between 1,500 and 2,600 households will be given financial assistance to buy existing homes each year up to 2007/08.

4.63 In 2003/04, a balance of 70% social housing to 30% intermediate housing was achieved within new affordable housing provision. However, over the next few years although overall affordable completions will grow, the balance between intermediate and social housing supply is projected to change in favour of intermediate housing. During 2006-08, a balance of nearer 50:50 is anticipated.

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This is partly as a result of the Government's priority to assist key public sector workers, in order to strengthen recruitment and retention in London's essential services. However, given the serious shortage of social housing available to the most vulnerable London residents, future investment programmes will need to redress this balance. The Board is recommending switching future regional housing pot investment away from intermediate housing programmes and into social rented housing to start to bring the ratio back closer to the 70:30 London Plan strategic objective and to contribute to the Government target on social rented homes. By 2008/09, the proportion of social rented to intermediate housing coming from all sources is forecast to be around 60:40.

4.64 The Board has recommended to Ministers that 35% of HC allocations for social rented housing in 2006-08 should be for 3 bedroom or larger homes. This is designed to achieve a balance between achieving an increase in the supply of social rented homes, and moving towards meeting the identified need for larger homes. The Board would also like to encourage local authorities negotiating s106 agreements for provision of affordable homes to have regard to the need for larger homes in their area.

Means

4.65 The main means through which more affordable housing will be made available to better meet need are:

- The social rented housing programme
- Intermediate housing programmes, including
 - The KWL programme
 - The First Time Buyers Initiative (FTBI)
 - Other low cost home ownership
- Levering in more private finance;
- Making more efficient use of public subsidies;
- Section 106 planning agreements with developers;
- Promoting moves out of London for social tenants through moveUK;
- Targeting low cost home ownership schemes at existing social tenants;
- Cash Incentive schemes; and
- Seeking to ensure the spatial distribution of new affordable housing meets housing need and creates more mixed and sustainable neighbourhoods.

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The social rented housing programme:

4.66 The HC investment programmes will deliver around 80% of the new social rented homes set out at 4.60 above. The HC will allocate funding for this programme at the sub-regional level, tied to sub-regional nomination arrangements for the new homes. London's boroughs, working together through the sub-regional partnerships, have a key role to play in delivery of the social rented programme. Each sub-region has developed its own housing strategy to identify the specific housing requirements in its area to be met through those sub-regional allocations. And the sub-regional partnerships also have a role in monitoring programme delivery. Some of the sub-regions have developed sub-regional RSL funding guides, and the North sub-region is developing a sub-regional RSL performance monitoring system.

4.67 ODPM has recently consulted on a draft Circular *Planning for Gypsy and Traveller Sites* which sets out a requirement that local authorities identify suitable sites for gypsies and travellers in their development plan documents. Publication of the final circular is currently expected in autumn 2005. The London Plan already states that boroughs should continue to have regard to the accommodation needs of gypsies and travellers, working with neighbouring boroughs and districts to assess their needs and review each borough's capacity to meet them. Specifically, UDP/ LDF policies should protect existing sites; set out criteria for identifying the suitability of new sites and identify any shortfalls.^{xvii}

4.68 HC permissible purposes are being extended to enable RSLs to receive public funding to provide and manage Gypsy and Traveller sites. RSLs will therefore be invited to bid for funding to provide or renovate sites for Gypsies and Travellers in London as part of the 2006-08 HC approved development programme.

Intermediate housing programmes:

4.69 The KWL programme: This centrally funded programme will continue to provide homes for the Government's priority public sector workers with a range of products as described above.

4.70 The First Time Buyers Initiative (FTBI): This new initiative was announced by the DPM on 26 September 2004^{xviii}. It will give first time buyers an opportunity to buy their first home on a shared equity basis. Half of these homes will go to key workers, with eligibility for the other half being determined in London by the Board. EP are leading work to deliver 15,000 new homes nationally. For instance in London the London Wide Initiative (LWI) is a pilot programme, run by EP, to generate 4,570 new homes, 1,900 of which will be

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affordable homes for sale contributing to the FTBI (see paragraph 4.79 below), with another 1,580 being affordable homes delivered through section 106 agreements. The first homes from the LWI will be completed in 2006/07. The LWI will use value capture mechanisms to ensure that long term public subsidy is minimised. The Mayor of London is reviewing how GLA group landholdings can bring forward housing development, including the FTBI.

4.71 Other Low Cost Home Ownership (LCHO): There will be several elements to this programme, which will primarily focus on schemes to provide much needed new homes or free up social housing, including new build Homebuy and shared ownership as described above. ODPM is also consulting on an extension to the Homebuy scheme to offer social tenants the opportunity to own a share of their home, with landlords able to use the proceeds to provide new social housing. This is in addition to RTB and Right to Acquire (RTA) which enable many social tenants to buy their home outright, at a discount in many cases.

4.72 The GLA and the LDA are undertaking a feasibility study of a new low cost home ownership model. The model is based on gifted or discounted land held by a Community Land Trust (a non-profit organisation democratically owned and controlled by its members and the local community). The CLT then leases the land on a long lease to a Mutual Home Ownership Trust (MHOT), a form of housing co-operative, which enables members access to lower mortgage costs on a corporate basis with flexible monthly payments based on 30-35 per cent of income, and to accumulate an equity stake in the property.

4.73 Clear systems will need to be in place to monitor all elements of the intermediate housing programme – delivery, allocations, future relets and recycling of the subsidy. Local authorities, as strategic housing bodies, through the sub-regional partnerships, have a role to play in ensuring intermediate housing is effective. For example, the East and South-East sub-regions have joint shared ownership registers, and the South-East sub-region has a strategy for shared ownership and key worker housing.

4.74 At present, many members of the Islamic community feel they are not able to share in RTB and other low cost home ownership schemes because they prefer not to use traditional mortgage finance, which is not compatible with Islamic (Sharia) law. Currently mortgage finance that is Sharia-compliant cannot be used for purchases under these schemes, for legal reasons. To address this, in March 2005, ODPM published a consultation paper *Non-Standard Mortgages for Purchasing Social Dwellings* seeking to widen the sources of finance available to local authority tenants who wish to buy their homes. ODPM and the HC are exploring ways of addressing similar issues arising in respect of sales by RSLs and the wider LCHO programme.

Levering in private finance

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4.75 The expanded housing PFI programme announced in the 2004 Spending Review will provide local authorities with the opportunity to build more homes for rent, both through new-build schemes and through estate remodelling at higher density to support decent homes delivery. The Board will work to encourage London Boroughs to take up this funding.

4.76 EP is also developing models for leveraging in private finance into delivering affordable housing, building on the experience of the LWI.

Making more efficient use of public subsidies

4.77 Housing development is often approached on a site-specific basis, limiting the ability to reap economies of scale in the construction process. By approaching development across a portfolio of sites rather than on an individual site by site basis, new supply chain management techniques can be employed. In addition costs can be assessed and balanced across a portfolio. This process of cross subsidisation provides an opportunity to stretch any public sector contribution to housing delivery.

4.78 For example, the HC is committed to making efficiency gains in the procurement of new social housing supply both through improvements to the allocation of investment and through improvements to procurement, including promoting the use of supply chain partnering in the RSL sector. These efficiency savings will build on the savings already achieved across the HC Investment programme nationally for 2004-06, where an 8% saving in grant in real terms was achieved by a variety of means, including the introduction of the partnering pilot. The HC is undertaking a project *Value for Grant* with ODPM to ensure that these efficiencies do not compromise development quality.

4.79 Similarly, the LWI, referred to above, is aimed at creating a delivery mechanism that combines high quality design, modern construction methods, cost efficiencies and speedy delivery. EP has created a portfolio of development sites across London and sought construction partners to employ innovative methods of construction to develop the programme. With the partners sharing the risks inherent in the development process, and the costs and returns being spread across the portfolio, the initiative should lead to more efficient housing delivery. The process has been led and seed-funded by the public sector and the private sector response has been exceptional.

4.80 EP is also running a competition for the ODPM to demonstrate that it is possible to build good quality cost-effective housing. The competition will provide around 1,000 homes nationally on sites provided by EP or other public sector bodies, including 179 homes on one of the LWI sites. A minimum of 30% of the homes will be built to a target cost of £60,000 and the remainder, larger and smaller units, will be built at an equivalent cost-efficiency. All homes must

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achieve the Building Research Establishment's EcoHomes "Very Good" standard or equivalent.

4.81 In addition, the Housing Act 2004 provides for the HC to pay grants to organisations other than registered social landlords, such as developers and house builders. A primary aim of this approach is to test whether further efficiency gains can be achieved. This will be tested through the *New Partnerships in Affordable Housing* initiative launched in March 2005, with allocations to be confirmed later in the year. Subject to the successful outcome of the competition, HC resources will in future be open to bids from both RSLs and non-RSLs. The DPM also announced recently that ODPM will be looking at other means of making better use of public subsidies to deliver low cost housing.

Section 106 Agreements

4.82 Guidance on principles for application of Section 106 contributions in relation to use of social housing grant and in relation to off-site provision is given in the Mayor's draft Affordable Housing SPG. The ALG is working with the boroughs to seek support for greater consistency across London in the approach to negotiating Section 106 agreements with the aim of attracting more housing developers to work in London. London's sub-regional partnerships have also been considering ways to improve Section 106 agreements for delivering affordable housing - for instance, the South West sub-region is currently developing a model s106 agreement drawing on the best practice within each of its boroughs.

Promoting moves out of London through moveUK

4.83 It has been estimated that nearly 300,000 social tenants in London would consider a move, and 42,000 of these would consider a move outside London^{xix}. Alongside information on local vacancies available through choice based lettings schemes, London Boroughs and RSLs should promote the new moveUK service being launched later in 2005 which brings together information about job opportunities and social housing around the country.

Targeting of low cost ownership schemes

4.84 Targeting low cost home ownership schemes at existing social tenants, thereby freeing up social housing. Ministers have asked the Board to recommend eligibility criteria for half of the FTBI in London. The Board will seek to prioritise existing social tenants who wish to use this route to buy their first home. Existing social tenants and those on the housing register are also given priority in the existing shared ownership programmes. Additionally, the new social Homebuy scheme will produce more social lettings in the long term as landlords are enabled to reinvest sale proceeds in new social housing.

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Cash Incentive Schemes

4.85 Cash Incentive Schemes (CIS) run by some local authorities also help to free up council housing by providing cash grants to qualifying social tenants to purchase on the open market. Such schemes currently help around 400 tenants per year across London^{xx}.

4.86 ODPM has already commissioned detailed research into the role of the social sector nationally to be published later this year, and will also be commissioning a review of current allocation arrangements later this year. These pieces of research may assist in understanding the decline in social lettings, and how to tackle it.

Location of new affordable housing

4.87 Decisions about how to direct investment in new affordable housing across the region should support the aims of this strategy to maximise the numbers of new affordable homes and at the same time to contribute to communities where people want to live and work, seeking to achieve a better balance of tenures across London and at the neighbourhood level.

4.88 Maximising the numbers of new affordable homes will mean investing in areas which have the capacity to deliver.

4.89 Building communities where people want to live and work means investing in line with sustainability criteria, such as those developed by ODPM and published in '*Sustainable Communities: Homes For All*'. In particular, this will mean ensuring all new housing is well connected with existing or planned good transport links, job opportunities, and near to good local services such as schools and nurseries, GPs, food shops and other retail services, as indicated in the London Plan and recent consultation draft London Plan Supplementary Planning Guidance on Housing Provision^{xxi}.

4.90 Equally importantly, achieving more sustainable communities in London means working towards a more balanced spread of social and intermediate housing across London, as well as a greater mix of tenures at the neighbourhood level (see paragraph 5.112 and following). A more mixed balance of tenures would contribute to more socially inclusive communities with a wider range of incomes and levels of economic activity. Such communities are more likely to be able to sustain jobs, shops, and other local services. Decisions on where to site new social rented and other affordable housing – across London, at the sub-regional level, and at the neighbourhood level - over the period of the strategy will be an important contribution to achieving this aim.

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4.91 The Board will seek to ensure the spatial distribution of new social and intermediate housing meets housing need, subject to the overarching aim of creating more mixed and sustainable neighbourhoods and balancing the mix of tenures across the capital. To achieve this will mean getting the best possible balance between:

- Investment to help support delivery of borough LDF/ UDP targets for affordable housing, which should be based on an assessment of all housing needs in an area, and a realistic assessment of supply taking account of the most robust available estimates of housing capacity;
- Supporting affordable housing development within the London ends of the Thames Gateway and London-Stansted-Cambridge-Peterborough Corridor growth areas
- Supporting affordable housing development in the Opportunity Areas and Areas for Intensification set out in the London Plan, which have the capacity to deliver significant numbers of new homes, including affordable homes.

4.92 The HC will ensure its Investment Guidance for London for 2006-08 and future periods is in line with the aims of this strategy. In putting together its future programmes, the HC will ensure it takes account of borough LDF/ UDP targets for affordable housing, and identified borough capacity including within growth areas, opportunity areas and areas for intensification. This will ensure investment in a spread of development opportunities, which meet strategic priorities across the capital, in both high and lower value areas.

4.93 At the neighbourhood level, planning guidance already encourages local planning authorities to support the development of mixed and balanced communities in order to avoid areas of concentrated deprivation. In addition, ODPM has consulted in *Planning for Mixed Communities* on changes to Planning Policy Guidance (PPG) for Housing, including proposals to allow boroughs to set the threshold above which affordable housing can be sought at lower than 15 dwellings or 0.5 hectares in certain circumstances. This would facilitate a better mix of housing on smaller development sites. Responses to the consultation, which closed on 15th April 2005, are currently being considered and practice guidance that outlines the principles of creating mixed communities will be published alongside announcements on the consultation in summer 2005. And the Government is currently consulting on the reform of S.106 Agreements and will ensure that any reform supports the development of mixed communities.

4.94 In line with the above, the Board will test out a new approach to HC allocations, seeking to consider existing concentrations of social and affordable housing, and other measures of sustainability such as levels of income deprivation and economic activity, in those neighbourhoods immediately surrounding proposed new social housing developments. The Board will model

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the impact of using neighbourhood level data from the census and the Indices of Multiple Deprivation to avoid placing new social rented housing in those neighbourhoods which already have high levels of social housing or high levels of deprivation, with a view to introducing this or a similar approach as a factor in allocation decisions beyond 2008.

4.95 The HC will also ensure its sustainability toolkit is applied. All RSLs must use this tool kit to assess each proposed housing development to avoid adding to existing high concentrations of social housing and of deprivation in neighbourhoods. Measures of sustainability will be used in evaluating all housing investment proposals. Such measures could include existing tenure mix, dwelling size mix, child density, the proportion of residents who are or will be economically active, and ethnic mix. Housing Associations are required to use the toolkit before applying for funding for a scheme. The Board proposes promoting the use of this tool kit, in combination with other sustainability criteria – like those developed by ODPM^{xxii}.

Meeting the need for supported housing: Where are we now and where do we want to be?

4.96 London's population is the most diverse in the UK, with a significant number of people requiring either support or adaptations to stay in their own home, or specialist supported accommodation.

4.97 Although London has a generally much younger age profile than the rest of the UK, there are still over one million people in London over the state retirement age. With the growing tendency of affluent Londoners in owner-occupation to capitalise their housing asset and leave the capital around retirement age, older people living in London are far more likely to be on low income, with related poor health, than older people in the rest of the UK. There is a particular concentration of older people living on income related benefits in the north east part of inner London. Additionally, it is likely that there will be significant growth in black and minority elders over the next fifteen years.

4.98 Over 450,000 London households have a disabled person living in them and 16% of the population have a limiting long-term illness.^{xxiii} A third of households containing a disabled person require adaptations to their homes to facilitate independent living.^{xxiv} While it will be possible to meet many households' need in situ, in recent surveys 25,700 people said that they needed to move to specially adapted housing and 18,600 said they would require supported housing. That is, some require adapted housing, some require support and some require both.^{xxv}

4.99 And there are other groups of people whose specific needs for housing support need to be considered. The SP programme identifies 21 different client groups in need of housing-related support, including ex-offenders, people with mental health problems, women fleeing from domestic violence and recovering drug addicts, and currently in London there are supported housing projects working with all of the 21 groups^{xxvi}. For example, it has been estimated that there are at least 70,000 problematic drug users currently in London^{xxvii}, including as many as 45,000 problematic crack cocaine users^{xxviii}. Of these about one third are homeless or in need of housing support^{xxix}. Secure housing is also essential in treating drug users. And although access to sustainable accommodation is a significant factor in preventing re-offending, around a third of prisoners on release report having nowhere to stay.^{xxx}

4.100 The SP programme, launched in April 2003 and providing over £350m of funding in London in 2005/06, aims to improve the quality of housing-related support to vulnerable people. SP funded services are many and various, but can be divided into two broad categories – in accommodation-based services support is accessed only when a person moves into particular accommodation (which could be a temporary stay or as their permanent home) and usually ceases on or within a short time of moving out, as opposed to floating support services where

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support follows the client rather than the accommodation.

4.101 In July 2005, the ALG will publish the London SP Strategy which looks at the levels and nature of need across London for supporting people services – both floating support and accommodation-based services. Rather than replicating that work, this strategy focuses particularly on areas where SP services contribute towards the other aims of this strategy i.e. where new or remodelled accommodation-based services are necessary to ensure the right types of housing are available to meet Londoner's diverse needs, and also where floating support services can contribute to aims such as preventing homelessness. The Board, the ALG and the London SP Forum (LSPF) have worked together to ensure that the two strategies' aims complement each other.

4.102 The London SP Strategy (LSPS) highlights that most client groups prefer to receive support in their own homes in most situations. Thus the LSPS proposes that London boroughs should move towards appropriate commissioning of floating support services to meet this need.

4.103 However, notwithstanding this preference, the LSPS recognises an important continuing role for accommodation-based services where clients need to leave home for reasons of safety or security such as women's refuges; where clients need immediate housing as well as support, for example rough sleepers; or where the clients support needs and preferences can only be met in accommodation which has the communal or specialist facilities and ready access to support from staff and others in similar circumstances that most accommodation-based services provide.

4.104 Within the 2004-06 HC investment programme, some £33m will provide approximately 380 new supported housing units. An additional £13m is funding the rehabilitation of a further 100 units within existing schemes. These are proposed allocations for schemes which have no revenue requirements, or which have revenue funding agreed. This represents around 5% of the total proposed mainstream investment programme. Although provision of supported housing has reduced as a percentage of the total programme, funding allocations have remained broadly steady at around £25m to £30m per year for the last decade. This has usually produced between 350 to 400 units per year.

4.105 Evidence such as that coming from the London Household Survey cited in 4.98 above indicates that there is a need for new accommodation-based services. However, to understand whether current programmes give the right level of provision, there needs to be a greater exemplification of the need and demand for accommodation-based support services across London. It will then be possible to identify more precisely any gaps in provision.

Location of supported accommodation

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4.106 Evidence of where accommodation-based services are located across London and how they relate to local needs is only just beginning to emerge. As from 1 April 2005, each Borough has put a local SP strategy in place to identify the needs of their residents and the priorities for their area. Analysis of these strategies to give a London-wide picture of need is under way. Additionally, on-going reviews of current services will be completed by Boroughs by March 2006, and analysis of this information should provide a good idea of where services are located in relation to need, and where there are local gaps in services.

4.107 However, certain types of service are best planned and delivered on a cross-authority or sub-regional basis, such as those addressing mobile client groups, those assisting small client groups with specialist and complex needs, or where people need to access a service outside their area, for instance for safety reasons. Additionally, for other services, cross-authority commissioning arrangements have the potential to deliver services more efficiently and reduce bureaucracy for providers. For instance, the West sub-region has developed a sub-regional accreditation scheme for SP providers.

4.108 Analysis by ODPM in 2003^{xxxi} suggested that there are four highly mobile client groups for whom cross authority provision is particularly important although, as set out above, this is not the only reason for such services and there will be other client groups in need of cross authority provision. These are:

- Single homeless people
- Those at risk of domestic violence
- People who misuse drugs and alcohol
- Ex-offenders and those at risk of offending

The aim of this strategy is to ensure the right levels of good quality supported housing available in the right places across London to meet need

How Do We Get There?

Means

4.109 As described at 4.106 above, work is still ongoing to understand how well existing provision meets need locally and across London. Therefore it is not appropriate to set particular targets for new supported housing at this stage. By summer 2005 analysis of local SP strategies will be able to provide a regional picture of support needs. Additionally, boroughs are currently working to complete service reviews for all existing services by end of March 2006. These two pieces of work between them will provide evidence both for the need for support services, and whether current provision is meeting that need. The Board

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and LSPF are working together to ensure that this evidence feeds into future commissioning of new supported accommodation. It is anticipated that appropriate targets for the supply of new supported housing in London could therefore be set in 2006.

4.110 Should further need for particular accommodation-based services emerge, there will be two main means of addressing this:

- Re-developing out of date supported housing, including for a different client group where appropriate; and
- Bringing together capital and revenue funding for supported housing to facilitate new development.

4.111 Cross-borough or sub-regional joint commissioning will be the key means to ensure that cross authority client groups are catered for within any new provision.

Redeveloping out of date supported housing

4.112 Re-developing unpopular or hard to let supported housing, such as sheltered accommodation in bed-sits with shared bathroom facilities, provides an opportunity for developing supported housing that more closely meets needs. In particular, the LSPS raises concern about the level of shared bathroom provision, as most users express a preference for self-contained accommodation when asked. Current provision should be reviewed in order to identify potential schemes for redevelopment. The LSPF and the Board are working together to identify criteria, which all bids for capital investment for remodelling or re-provision of services should meet. These criteria will ensure that there is an established need for any remodelled accommodation-based service, which fits with identified local and sub-regional strategic priorities.

Bringing together capital and revenue funding to develop new supported housing

4.113 Again, criteria are being developed jointly by the LSPF and the Board which aim to ensure that provision of new supported accommodation meets a demonstrable need and is supported by revenue funding. The criteria will be published as part of the HC 2006-08 Bidding Guidance.

4.114 In addition, developing and improving floating support services – particularly cross-borough and sub-regionally - will be important (see 5.50). Many vulnerable people require relatively low levels of support which floating support schemes can often best meet. Appropriate provision of floating support will ensure new and remodelled supported housing are not developed unnecessarily.

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Cross Authority Services

4.115 Commissioning of cross-authority services is being taken forward by the sub-regional housing partnerships. For instance, the South West sub-region has developed a cross authority scheme for BME elders as well as a mother and baby unit, and Enfield has commissioned a floating support scheme together with Barnet and Haringey for women fleeing domestic violence. The ALG have asked all London boroughs, as a minimum, to ensure that their local strategy includes a cross authority statement, committing them to support cross authority work. Additionally, the commitment to cross-authority provision will be assessed by ODPM as part of ensuring local SP strategies are fit for purpose.

4.116 If, as a result of ongoing service reviews, any change of use is recommended for a cross-authority service, boroughs will be expected to justify the proposal to the LSPF, who will monitor the level of provision for the four cross authority client groups. It is also likely that some of these services will be formally designated so that they cannot be decommissioned without the agreement of the Secretary of State. Particular issues relating to each of the four cross-authority groups mentioned in paragraph 4.108 above are discussed below.

4.117 The Government's drugs strategy (2002) recommends that more accommodation is made available for drug mis-users. Drug Action Teams are charged with ensuring that all those who come into contact with the Criminal Justice system as a result of drug related offending receive a co-ordinated care package that assesses and addresses individuals' housing needs. Some clients needs will best be met through a place in a specialist accommodation-based service, but in cases where clients already have suitable accommodation, a package of floating support may be more appropriate. RSLs who wish to bid to provide new specialist accommodation in the Housing Corporation's 2006-08 investment programme, need to involve key stakeholders including the HC in discussion prior to bidding, and be able to demonstrate that such new provision reflects local and sub-regional identified needs.

4.118 Work has also progressed through the London Resettlement Board to develop a London-wide strategy for resettling and rehabilitating ex-offenders which is expected to be published in July 2005. The aim of the draft strategy which was issued for consultation in April 2005 is to ensure coordinated services support the resettlement of ex-prisoners across London, including access to both mainstream and supported accommodation on release. In particular, the Probation Service is working closely with the SP programme in London to ensure any supported accommodation needs across the capital are planned and addressed subject to available funding.

4.119 Tackling the current silt up of voluntary sector homeless hostels will be

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one of the key means to ensure a continuing supply of supported accommodation for single homeless people. Further details on this are at paragraph 5.69 below.

4.120 To ensure sufficient supported accommodation for women fleeing domestic violence, the Government has invested £10.4 million of capital funding in London since 1995 to support new refuge provision, as well as the improvement of existing refuges.

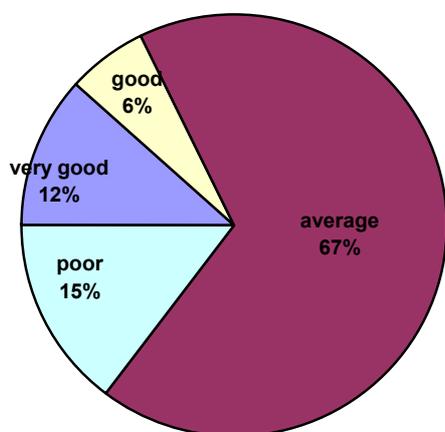
Ensuring new housing is of high quality: Where are we now and where do we want to be?

Design Quality

4.121 The London Plan requires that all new developments should achieve the highest possible intensity of use compatible with the local context, including, where appropriate well-designed tall buildings. The Plan sets out a density matrix for residential developments based on location and transport accessibility^{xxxii}. The implementation of this policy will be reviewed by the GLA to inform the first review of the London Plan.

4.122 However, there is a risk that achieving these levels of density while under pressure to supply more homes quickly, will lead to the quality of these developments and the homes within them being compromised. This would not be satisfactory for either the people who have to live in those homes or, where they involve affordable housing, the public purse.

London design quality assessment



4.123 For instance, in the 2004 CABE report *Assessing the design quality of new homes* was based on an audit of 100 private and publicly funded housing developments in London, South East and East regions, less than one fifth of the schemes were assessed as 'good' or 'very good'.

4.124 Although the London schemes tended to follow good practice in layout and scored well on transport accessibility, the factors that distinguished the very good schemes tended to be either architectural or those related to good quality public realm - in particular those which created noteworthy new pieces of townscape.

4.125 The 15% of developments identified as poor performed badly on nearly all criteria showing failure in both the design process and the planning regulatory regime to intervene and improve proposals.

4.126 The aim for future new housing developments is that, while maximising the potential of sites, they should be attractive and enhance the public realm, provide for a mix of uses, be accessible to all and safe to use and be environmentally

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sustainable. Therefore, it is paramount that high levels of design quality are achieved. The London Plan sets out clear policies promoting good quality and sustainable design, and the LHF has also published two design guides which help to show how to make high density work, in particular for families.

Construction Quality

4.127 All schemes seeking HC funding have to meet minimum design and construction requirements and be covered by appropriate warranties. Additionally, the HC recommends higher standards to be met where possible. These requirements and recommendations cover space standards, layout, noise, light, energy and environmental efficiency, accessibility and sustainability.

4.128 In particular, the Lifetime Homes standard is a recommended standard and since April 2005, achieving a 'Good' level under the EcoHomes environmental assessment has been a minimum requirement, with the recommendation being to exceed this level. Additionally, 68% of new build schemes for sale and rent in development currently approved by the HC and 75% of KWL schemes use a modern method of construction.

Environmental Sustainability

4.129 The environmental efficiencies of buildings in the UK are low. Water and energy use is higher than it needs to be. There are considerable efficiency savings to be made in the household sector. Water efficient fittings and appliances can achieve water savings of up to 26%. Buildings account for almost 50% of total UK energy consumption. Dwellings are heavy users of energy, generating 16% of the total UK carbon dioxide emissions.

The aim of this strategy is to promote high quality design and construction as well as environmental sustainability in the supply of new homes

How do we get there?

Targets

This strategy will contribute to national Government targets by:

Having a design champion within each London borough's planning department, and to set up a design champion's network in London;

Aiming for 30 more developments to gain a Building For Life Award for Excellence by 2010, contributing to ODPM's national target;

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Continuing to exceed the HC's national target that 25 per cent of new homes they fund will use Modern Methods of Construction;

Improving minimum energy standards for all new homes, reducing carbon emissions by around a further 25 per cent.

4.130 The London Plan also seeks to ensure that all new housing is built to Lifetime Home standards and that 10% of all new housing will be wheelchair accessible or easily adapted to being so. This will help ensure that homes are more flexible and adaptable for people's changing housing needs.

Means

4.131 The main means of achieving high quality new housing are:

- Strengthening local authorities' design capacity and expertise;
- Embedding good design into the development process;
- Adopting the 'Secured by Design' Principles;
- Developing the eligibility criteria for receiving grant funds;
- Establishing the use of modern methods of construction; and
- Incorporating environmental sustainability into the design and construction of new housing.

Strengthening local authorities' design capacity and expertise

4.132 This aim would be advanced by ensuring that there are people in each local authority with the expertise and capacity to promote excellent design and to review all planning applications to that end. GOL is already working with Urban Design London and others to support the strengthening of urban design work in boroughs. So far, 29 boroughs have nominated a design champion.

Embedding good design into the development process

4.133 An Urban Design Code is a set of rules to guide the physical development of a place, providing clarity for developer and community. Design coding can cover standards relating to strategic access, parking, open space, architectural design, or establishing quarters and character areas in larger scale

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developments. They are the mechanism to deliver the vision in the master-plan or development framework, and ideally the decision to prepare a design code is taken at the outset of the master-planning process. This is when community engagement is sought. Projects which have used design codes include Greenwich Millennium Village in London. The Commission for Architecture and the Built Environment (CABE) are evaluating a recent programme of Urban Design Code pilots, and if successful the Board would want to encourage their use throughout the capital.

4.134 The Board also wants to encourage more developments in London to achieve Building For Life awards. These awards, jointly sponsored by CABE, the Civic Trust and the HBF, were introduced in 2002 and depend on performance against a set of 16 criteria including aspects of character and identity, design of streets, pedestrian access and open space, construction, environmental impact of the development, range of tenure and accommodation, use of advances in construction/technology, the promotion of community cohesion and whether buildings can be easily remodelled. London developments have received 8 out of the 26 awards made so far, and the Board expects London to achieve a further 30 by 2010, contributing to ODPM's target to achieve 100 awards nationally.

4.135 The Board would also like to encourage developers to consider accessibility for wheelchair users and mobility issues, not only within the design of individual homes, but also in wider estate designs.

Promoting the adoption of 'Secured by Design' principles into the design of new housing

4.136 One of the Government's key objectives for the planning of new housing is to encourage designing for community safety, which is strongly supported in the London Plan. New housing development should take account of the principles of "Secured by Design" - the police initiative to encourage the building industry to adopt crime prevention measures in development design. This initiative to assist in reducing the opportunity for crime and the fear of crime by creating a safer and more secure environment needs to apply widely in both private and public sector developments.

Developing grant eligibility criteria

4.137 It is proposed that this aim will be reflected in the criteria that define eligibility for receiving grant funds from the HC and other sources of funds over which public sector agencies have control. The Board will accordingly assess existing criteria and their application, and seek to change such criteria or their application by relevant agencies as necessary to ensure the quality standards set out are met and to encourage developments that exceed those standards.

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Providing value for money will be a continuing principle in the supply of high quality homes.

4.138 This will be tested in the HC's New Partnerships in Affordable Housing – a £200m programme to provide more affordable homes at better value for public money, while at the same time ensuring the homes that are funded fit with the definition of a sustainable community set out in Appendix 1 of the ODPM five year plan, *Sustainable Communities: Homes for All*. Not only must they be built sustainably and to a high standard of design, they must also form part of new or existing communities of, normally, mixed tenure housing with good access to jobs, amenities and services.

4.139 In the 2004-06 investment programme, the HC required schemes to meet EcoHomes 'Good' rating. It will raise the minimum standard to EcoHomes 'Very Good' level for all new investment. Providers of shared ownership and new build Homebuy are also advised to aim to match these standards. Research has been commissioned to determine how the housing association sector can meet the increasing environmental performance required for new homes, while maintaining other quality and value for money requirements.

Establishing the use of modern methods of construction (MMC)

4.140 Such methods have the potential to produce high quality housing as well cost efficiencies and faster delivery, but their use is presently very limited. Since 2004/05, the HC has had a national target that 25% of all new schemes it funds will make use of modern methods of construction, including off-site manufacturing using innovative factory built sub-assemblies and components. Use of such methods not only speeds up delivery but also helps to minimise defects and waste. In the HC's New Partnerships in Affordable Housing programme developers will have to demonstrate how they are optimising the use of MMC or equivalent innovative processes to improve operating costs, reduce energy consumption and whole life costs, reduce defects on completion, and provide better value overall. The GLA is also working with the HC, EP and the LDA to explore ways to better exploit the potential to deliver more homes and faster through the use of modern methods of construction.

Incorporating Environmental Sustainability

4.141 All developments should also meet the highest standards of environmentally sustainable design and construction. This will include measures to re-use land and buildings and to conserve energy and resources in construction. It means developments should reduce the impacts of noise, pollution and flooding and conserve the natural environment, promoting bio-diversity where possible. This Strategy

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will seek to integrate with other relevant initiatives including the London Sustainable Development Initiative, London Plan Supplementary Planning Guidance on sustainable design and construction, guidance produced by local authorities and the LDA's research on sustainable construction to ensure that new developments meet sustainability criteria.

4.142 In response to concerns about noise in homes expressed during public consultation on the Mayor's Ambient Noise Strategy, a study of options for ways forward *Quiet Homes* was carried out, and published in October 2004.

4.143 Developers should ensure access to green space in line with the Mayor's Biodiversity Strategy *Connecting with London's Nature* and the *Building Green* guide. The provision of trees in conjunction with housing should follow the "right place, right tree" checklist in the Mayor's Tree and Woodland Framework.

4.144 New homes need to comply with energy policies in the London Plan for larger scale developments and with borough plans for smaller developments. The London Plan (see Policy 4A.7 – 4A.10) requires new developments to be energy efficient and incorporate renewable energy. Currently 12 boroughs are requiring similar policies for all developments referred to them and this number is constantly increasing as UDPs are reviewed. New homes also need to comply with building regulations. In 2002 ODPM strengthened the regulations in this area to improve energy performance by 25%. ODPM plans to raise the standards again in 2005 to further improve the performance of new dwellings.

4.145 New homes need to comply with air quality policies in the London Plan. Developers must consider measures to reduce emissions, for example by reducing the need for residents to travel by car and considering indoor air quality in design and construction.

4.146 Further means to achieve sustainability aims could include:

- ODPM exploring the scope for incorporating water conservation into the Building Regulations and will consult on detailed proposals in 2005;
- Encouragement of voluntary standards across all tenures, such as the Building Research Establishment's EcoHomes Standard, currently used in assessing all new developments funded by the HC;
- Design new housing to reduce impact on pollutant emissions - including energy efficient buildings, improving fuel efficiency, CHP plants, renewable energy technologies, converting to cleaner fuels in existing buildings, community heating schemes;
- Minimise impact of associated traffic related emissions - i.e. minimise impact

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from increased traffic flows from construction/residential/servicing vehicles by reducing car parking spaces, design of local road network, encourage cycling facilities, public transport links and so on; and

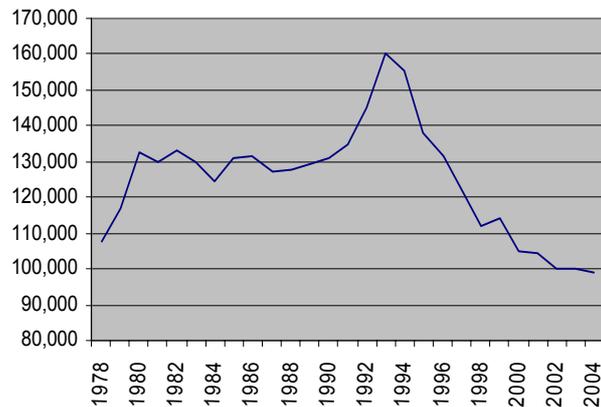
- Reduce exposure of new residential populations in areas of existing poor air quality - i.e. consider distance of housing from busy roads or industry, ventilation design.

Reducing the number of empty homes: Where are we now and where do we want to be?

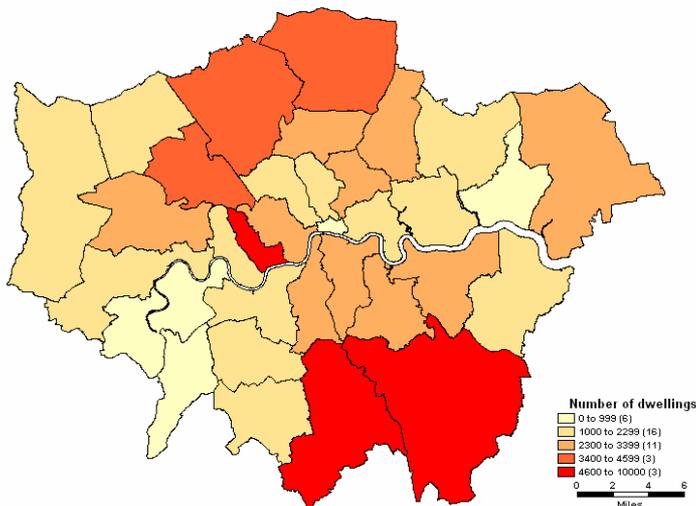
4.147 There were 99,047 empty homes in London in April 2004.^{xxxiii} Although this is the lowest number since the 1970s and there has been a consistent decline since the early 1990s, the decline has levelled out over the past three years. Empty homes still account for 3.2% of total housing stock in London.

Over 83,000 of these empty homes are in the private sector and 37,000 have been empty for more than 6 months.^{xxxiv}

Empty Homes in London, 1978 - 2004



Vacant private sector dwellings, April 2004



4.148 In London, empty homes are found in areas with the highest house prices such as Kensington and Chelsea in central London, but there are also pockets in outer London in boroughs such as Croydon. A survey of the owners of long-term empty properties showed that many were not planning to bring their properties back into use in the near future, but were holding them for capital appreciation.^{xxxv}

4.149 These empty homes represent not just a wasted of resources to London, but also act as magnets for crime and anti-social behaviour.

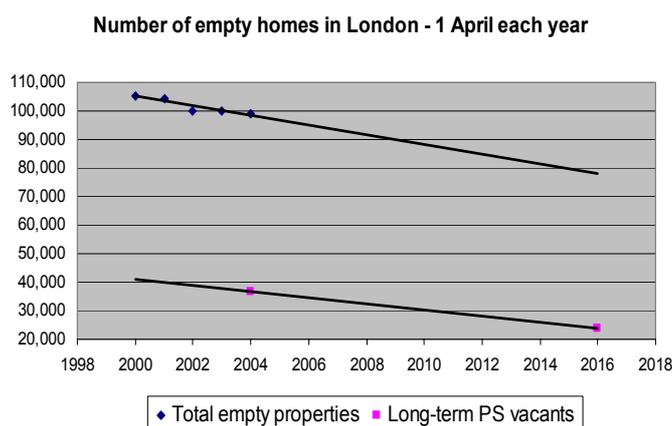
The aim of this strategy is to reduce the number of empty homes, especially those private sector homes that have been vacant for more than 6 months.

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How do we get there?

Targets

4.150 Over the last 5 years there has been a reduction of over 6,000 empty homes in London. The Board would like to see these reductions



continue.

Extrapolating this trend based on current stock levels suggests total empty homes could fall to 79,000 by 2016, or 2.5% of the current stock. This would be in line with most estimates of the level of short term vacancies (for example, before

sale, or re-letting or while waiting for probate) necessary for an efficient housing market.

Therefore the Board has set a target to reduce total empty homes in London to 2.5% of the total stock by 2016. Additionally, in line with London Plan monitoring arrangements, the Board would like to see those private sector homes which have been empty for more than 6 months reduce to at most 1% of the total private sector stock by 2016. That would be equivalent to a reduction to 23,600 long-term empty private homes based on the current stock.

Means

4.151 It is proposed that the main means through which this aim and targets be pursued are:

- Use of statutory powers;
- Providing owners of empty properties with information and advice;
- Encouraging housing associations to play a greater role in re-developing empty properties;
- Promoting better communication between RSLs, LAs and the private sector;

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- Local authorities and sub-regional partnerships funding area renewal initiatives;
- Using empty property grants in return for local authority nomination rights; and
- Removing or reducing council tax discounts.

Encouraging local authorities to make full use of the statutory powers available

4.152 Sub-regional arrangements can enable boroughs to work more effectively together to reduce empty homes. For instance, the North sub-region has created sub-regional teams to co-ordinate initiatives on empty properties. The Board would like to encourage other sub-regions to consider similar arrangements which can provide economies of scale and enable sharing of specialist skills and knowledge.

4.153 Empty Dwelling Management Orders (EDMOs) provided for in the Housing Act 2004) are available from autumn 2005 and should give local authorities a means of taking effective action on homes that have empty for a long time (excluding second or holiday homes) and that are not on the market, primarily through taking over the management temporarily. The greatest impact of EDMOs may be their potential rather than actual use. Even though the number of EDMOs finally granted may be relatively low, the threat of their use could act as an incentive to owners to bring their property back into use voluntarily. These orders will therefore form an important part of every authority's toolkit for tackling empty homes. ODPM have established a team responsible for implementation of the Act and equipping local authorities with the knowledge and skills to use new mechanisms to return empty homes into use. The GLA will work with the ODPM to ensure boroughs are fully aware of and able to make use of the new mechanisms available to bring empty homes back into use.

4.154 There will be circumstances where an EDMO may not be appropriate. Therefore Compulsory Purchase Orders (CPOs) and other enforced sales will remain an important measure of last resort to underpin borough's empty property strategies. Newham and Westminster are examples of boroughs which already have successful and effective CPO strategies. However, the process of compulsory purchase of empty homes is complex, resource intensive and lengthy. The ALG is working with the boroughs to review best practice and barriers in the use of CPOs and whether pan-London expert support services in this area would help bring more homes back into use.

Advice on empty properties

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4.155 Providing owners of empty properties with information and advice about rental opportunities, including information on the potential income they could generate and assurances about commonly perceived risks of renting out property and how to manage them. This will involve boroughs working together in sub-regions to provide training to landlords who work across boroughs. This will include addressing landlords' concerns about the roll-out of the Local Housing Allowance and potential problems caused by direct payments of housing benefit.

RSLs re-developing empty properties

4.156 Housing associations will be encouraged to play a greater role in re-developing empty properties and renting them out by providing them with funding for purchasing or leasing empty properties, including such properties in disrepair, where this offers good value for money and where rents can be kept at reasonable levels. Purchasing properties enables them to be brought back into use for permanent social housing, but in some cases the level of disrepair involved makes this poor value for money. Additionally in many cases owners do not wish to sell but may be prepared to lease out their property, providing them with a guaranteed income and the return of the property in a reasonable condition at the end of the lease. Private Sector Leasing (PSL) and Housing Association Leasing (HALS) schemes allow local authorities and RSLs to use such properties as temporary housing for people in housing need – mainly homeless households. The Empty Homes Agency has developed a common lease for PSL, in consultation with stakeholders, which has been approved by the Council of Mortgage Lenders.

Promoting better communication between partners

4.157 One example of why RSLs may be reluctant to get more involved in PSL activity is because of the financial risks e.g. due to housing benefit delays. Partnership approaches can help to overcome such barriers through, for instance, sharing of financial risks. To promote better communication and co-operation between RSLs, local authorities and private owners, the Board would like to encourage all boroughs to set up Empty Property Forums or other similar arrangements to enable RSLs and private owners to exchange views with their local authority and to tackle the barriers to getting involved locally. Sub Regional partnerships will review arrangements in their areas with a view to promoting better communication.

4.158 In addition to the above, the Board would also like to encourage public landlords to consider letting to short-life housing associations or housing co-operatives where properties are empty awaiting refurbishment or demolition. Short-life organisations make use of such properties to house people in housing need but usually people who would not be statutorily homeless, such as many single homeless people.

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Area renewal funding

4.159 Local authorities and sub-regional partnerships funding area renewal, including returning flats above shops and redundant commercial premises to use, can also play an important role in regeneration in areas such as town centres needing renewal.

Using empty property grants in return for local authority nomination rights.

4.160 Local authorities can provide grants and loans to owners of empty properties to help meet housing needs in their areas.

Removing or reducing council tax discounts

4.161 The Local Government Act 2003 enabled local authorities to remove or reduce council tax discounts on long-term empty properties. About half of London's boroughs have removed such discounts and about a quarter have reduced them.^{xxxvi} The Board would like to see all boroughs working to remove or further reduce such discounts.

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Endnotes

- ⁱ Mayor of London (2004) The London Plan, page 54
- ⁱⁱ Prime Minister's Strategy Unit (2004) London Project Report
- ⁱⁱⁱ GLA Housing Completions monitoring 2004
- ^{iv} House Builders Federation (2005) Room to Move?
- ^v ODPM (2004) Housing Statistics 2004
- ^{vi} ODPM (2005) Creating Sustainable Communities: Delivering the Thames Gateway
- ^{vii} HM Treasury (March 2005) Discussion Paper *Real Estate Investment Trusts*
- ^{viii} Mayor of London, LDA & Thames Gateway London Partnership (April 2004) The London Thames Gateway Development and Investment Framework
- ^{ix} 30% of those who want to leave cite housing as the reason for wanting to do so (MORI in Prime Minister's Strategy Unit (2004) London Analytical Report).
- ^x ODPM/ONS figures 2004
- ^{xi} GLA Housing Completions monitoring 2004
- ^{xii} GLA (2004) Housing Requirements Study
- ^{xiii} GLA (2004) Housing provision SPG
- ^{xiv} ODPM (2003) Local Authority Gypsy / Traveller Sites in England
- ^{xv} Housing Corporation 2004/2006 Allocation Statement for London
- ^{xvi} Housing Corporation 2004/2006 Allocation Statement for London
- ^{xvii} Mayor of London (2004) London Plan
- ^{xviii} See ODPM (2005) Sustainable Communities: Homes for All
- ^{xix} Housing Corporation (2004) Sector Study 39 Affordable Housing in London: Who expects to move and where?
- ^{xx} ODPM Housing Strategy Statistical Appendix Data
- ^{xxi} GLA (2004) Housing Provision The London Plan (Spatial Development for Greater London) Draft Supplementary Planning Guidance
- ^{xxii} ODPM (2005) Sustainable Communities: Homes for All, Appendix 1
- ^{xxiii} ONS 2001 Census
- ^{xxiv} Some of these requirements are quite minor alterations to facilitate independent living
- ^{xxv} GLA (2002) London Household Survey
- ^{xxvi} ALG (2005) London Supporting People Strategy
- ^{xxvii} Greater London Alcohol and Drugs Alliance (2003) London: The Highs and Lows
- ^{xxviii} Greater London Alcohol and Drugs Alliance (2004) An Evidence Base for the London Crack Cocaine Strategy

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^{xxix} Audit Commission (2004) Drug Misuse Reducing the Local Impact

^{xxx} Social Exclusion Unit (2002) Reducing Re-offending by Ex-prisoners

^{xxxi} ODPM (2003) Focus on the Future

^{xxxii} Mayor of London (2004) The London Plan policy 4B.3 and table 4B.1

^{xxxiii} ODPM Housing Strategy Statistical Appendix Data

^{xxxiv} ODPM Housing Strategy Statistical Appendix data

^{xxxv} MORI on behalf of the Empty Homes Agency (2003) Problem Properties? Developing a better understanding of why homes are left empty

^{xxxvi} GLA (2004) Empty homes in London. At the time the questionnaire was conducted, 5 boroughs had not removed or reduced their discount, and 5 boroughs were unable to provide the information requested.

CHAPTER 5

BUILDING SUSTAINABLE COMMUNITIES

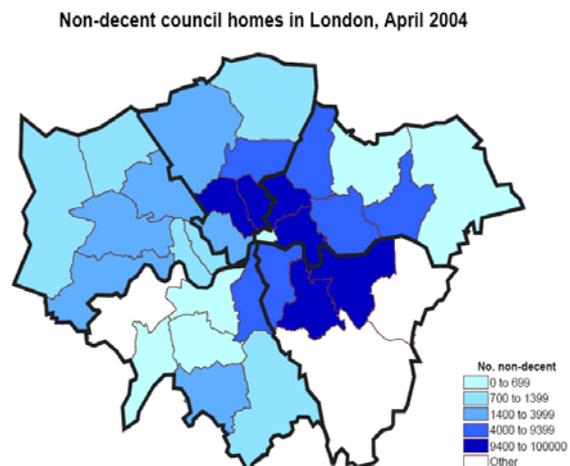
Improving the quality of existing homes: Where are we now and where do we want to be?

5.1 A decent home is one which is wind and weather tight, warm, and with modern facilities. To meet the Government's Decent Homes standard a home must:

- Meet the statutory fitness standard for housing;
- Be in a reasonable state of repair;
- Have reasonably modern facilities and services (kitchens, bathrooms, toilets); and
- Provide a reasonable degree of thermal comfort (effective insulation and heating).ⁱ

5.2 About 36% of London's dwellings – or 1.1 million homes - failed to meet this standard in 2001. Overall, the level of non-decent homes in London was slightly higher than the national average (36% compared with 33%). This difference is mirrored in the 2001 tenure profiles: 35% of private stock was non-decent in London (32% nationally) and 41% of social stock (38% nationally). This includes nearly a quarter of a million council homes and 59,000 housing association homes.ⁱⁱ Additionally, there are poor standards of design and provision on some sites for Gypsies and Travellers.

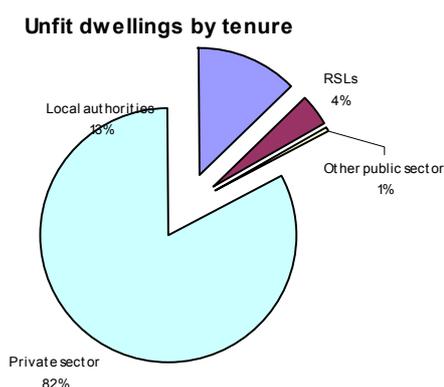
5.3 East London accounts for a higher proportion of non-decent homes than any other sub-region, with 30% of all non-decent council homes, followed by the North and South-East sub-regions with 27 per cent and 22 per cent respectively. The number of non-decent homes in the East sub-region is more than twice that found in west or south west London. The same pattern is reflected in the projected costs of making council homes decent, with the highest costs in East London at an average £13,500 per non-decent



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dwelling and the lowest in the South West at an average £4,500 per non-decent dwelling. The total cost to bring London's council homes up to a decent standard is currently estimated at £2.7 billion, an average of £11,000 per non-decent dwelling.

5.4 Nationally, 43% of vulnerable households (defined as in receipt of income or disability benefits) in the private sector were living in non-decent homes in



2001, as opposed to 29% of other householdsⁱⁱⁱ. Private sector housing – both owner occupied and private rented – accounts for 75% of London's housing stock, and includes some 72% of all non-decent homes in London and 82% of all unfit dwellings.^{iv} Rates of unfitness are greatest in the private sector with 7% of private sector dwellings in London being unfit as opposed to 5% of local authority and 3% of RSL dwellings. Disrepair is the

most common cause of unfitness, followed by inadequate food preparation facilities and dampness. Disabled Facilities Grants (DFGs), private sector renewal funding and schemes such as House Proud are helping address poor conditions in the private sector.

5.5 Indicative data suggests that BME households in the private sector are disproportionately more likely to live in housing in a state of disrepair. In interviews, 51% of BME households reported living in housing in disrepair as opposed to 29% of white households in London^v. National evidence from the English House Condition Survey (EHCS) 2001 supports this, showing that 40% of BME households were living in non-decent homes as opposed to 32% of white households, and these differences were most marked among owner occupiers. Schemes such as HouseProud are helping to address this, with about 40% of users of the scheme currently coming from Black and Asian communities. There is also evidence that frail elderly households, people with physical, sensory or learning difficulties, and those with mental health problems are much more likely to live in housing in disrepair. In interviews, 22% of all such special needs households reported living with disrepair as opposed to 3.6% of all households.^{vi}

5.6 However, there is a pressing need to improve our knowledge of where vulnerable people including vulnerable BME households are living in the private sector so that efforts at ensuring they are living in decent accommodation can be targeted and monitored accordingly. The sub regional partnerships have commissioned studies for developing sub-regional private sector strategies which may assist with this. For instance, the North sub-region has commissioned BRE to identify the factors that contribute to non-decent homes using detailed mapping systems of non-decent housing at a very local level. The study is due

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for publication in summer 2005.

5.7 Thermal comfort is the most common reason for failing the Decent Homes standard in all tenures, affecting 23% of all homes across the country in 2003^{vii}. Housing is also responsible for over 40% of London's emissions of carbon dioxide. In 1996, 17% of London's households were spending more than 10% of their overall income on fuel to adequately heat the home and 34% were spending over 10% of disposable income (after housing costs) on heating the home^{viii}. By 2001, fuel poverty had reduced, with somewhere between 400,000 and 500,000 households spending over 10% of disposable income on fuel costs^{ix}. However, there is still a need across all sectors, but particularly in private sector housing, to tackle poor energy efficiency. This would help further reduce fuel poverty, thereby assisting other Government targets such as that to eradicate child poverty in a generation, as well as contributing to environmental goals such as sustainability and climate change.

5.8 Improving the quality of homes in all tenures will achieve improvements in the health of Londoners. The effects of poor housing on health include:

- Inadequate heating is associated with higher levels of winter mortality from cardiovascular and respiratory diseases;
- Damp and mould are associated with respiratory problems including aggravation of asthma;
- Poor maintenance, including of electrical and space heating systems, can lead to unsafe homes and increased risk of accidents, carbon monoxide poisoning and fire;
- Specific risks from particular materials;
- Poor sound insulation reduces privacy and may lead to noise nuisance, and may be associated with mental health problems, sleep disturbance and poor educational attainment in children.

5.9 There is also a need to continue to improve standards in temporary accommodation. Although there has been a very substantial improvement over the last two years, largely as a result of successfully reducing the use of Bed and Breakfast (B and B) accommodation for families, there are still many people living in temporary accommodation and in voluntary sector hostels that are in poor condition.

The aims of this strategy are to ensure that all social tenants in London have a decent home and to improve the housing conditions of vulnerable homeowners and private tenants in London so that the proportion who have a decent home is increased.

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An additional aim of the strategy, is that vulnerable BME and vulnerable frail elderly and disabled households are not disproportionately living in poor condition private sector housing.

How do we get there?

Targets

The Government has set national targets in relation to decent homes which the Board has adopted for London, namely that:

- ***By 2010 all social housing in London is decent;***
- ***70% of vulnerable private sector households live in decent housing by 2010 and 75% by 2020.***

The Mayor's Energy Strategy also sets a number of relevant targets. Proposal 3 of that strategy states that there should be no occupied dwelling in London with a SAP rating of less than 30 by 2010, and less than 40 by 2016. Proposal 5 states that London should work to eradicate fuel poverty in London, based on disposable income, which should at least match progress nationally.

Means

5.10 Means to achieve decent homes targets and reduce fuel poverty will be different in different sectors:

- Local authorities accessing extra Government funding to bring their own stock up to a decent standard through three options, all of which require the separation of local authorities' strategic and management functions;
- The HC working with RSLs to ensure that their stock meets the target;
- Undertaking major refurbishment of social stock, where necessary, through area or estate renewal schemes;
- Renovating Gypsy and Traveller sites to a higher standard;
- Engaging with private tenants and landlords to tackle the worst private sector stock using the new Housing Health and Safety Rating System (HHSRS) and HMO Licensing schemes;
- Ensuring wider access to programmes to assist vulnerable home owners

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improve their homes;

- Better targeting of funding available through the Energy Efficiency Commitment;
- Accreditation of private landlords who provide good quality homes;
- Adopting common inspection standards for temporary accommodation;
- More effective working with energy suppliers to access additional resources.

Local authority stock

5.11 The means through which all local authority stock is to be made decent are clear and set out in ODPM's Decent Homes Target Implementation Plan. All stockholding local authorities are required to have in place plans for meeting the Decent Homes target by 2010. Where no such plans existed at the launch of the Sustainable Communities Plan, local authorities were required to complete, by July 2005, a stock option appraisal to determine the best route for bringing their stock up to the Decent Homes standard. The Government has provided additional funding for local authorities that have insufficient resources to meet this target through three options, all of which involve separating the housing management and strategic housing functions – Arms Length Management Organisations (ALMOs), the Private Finance Initiative and Stock Transfer, including putting in place a gap-funding scheme as a last resort for those boroughs who wish to make stock decent through transfer but face negative stock values.

Housing association stock

5.12 Housing association stock will be brought to a decent standard by 2010 primarily through housing associations investing their own resources. Significant progress has already been made by housing associations in London working towards meeting the standard. Over 80% of associations in London are already on course to fully achieve the Decent Homes Standard by 2010.^x Remaining associations are working with the HC to ensure that appropriate measures are in place to ensure that they will be able to do so.

Estate or area renewal

5.13 Estate or area renewal schemes can also provide a good solution to tackling non-decent homes where major refurbishment or replacement of stock is needed. Such schemes can provide high quality homes in an improved environment, and may offer the potential to increase the total number of homes and more mixed and sustainable communities in addition to meeting local housing needs. An increasing number of authorities are undertaking estate

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renewal initiatives that lever in additional resources to meet the decent homes standard. These are often linked to transfers of stock to housing associations and to redevelopment at higher densities that can create mixed developments that utilise the land values tied up in social housing stock. These should see no loss in overall social housing. The Board is recommending funding be made available in 2006-08 to support a number of such schemes. Details of criteria and how to apply will be published once Ministers have made final decisions on the Board's proposals.

5.14 When carrying out estate renewal programmes, social landlords have the opportunity to improve disabled access of both individual homes and the wider estate environment. Both local authorities and RSLs should seek to incorporate as many of the Lifetime Homes Standard criteria as possible, within cost constraints, taking into account the location and layout of each home.

5.15 Estate renewal programmes also give social landlords the chance to think creatively about other changes to meet tenants needs and aspirations. To support this, the HC has funded the Free Form Arts Trust in London to work with communities on existing estates to develop practical ideas for achieving change and improvement in estate environments.

Renovating Gypsy and Traveller sites

5.16 The extension of the HC permissible purposes mentioned at 4.68 will also enable refurbishment of Gypsy and Traveller sites. RSLs will therefore be invited to bid for funding to renovate sites for Gypsies and Travellers in London as part of the 2006-08 HC approved development programme.

Tackling the worst private sector stock

5.17 The new Housing Health and Safety Rating System (HHSRS) introduced in the Housing Act 2004 comes into force in autumn 2005 and will apply to all dwellings. This will replace the current housing fitness regime with an evidence based risk assessment process, covering 24 broad categories of housing hazard, including factors not covered or inadequately covered in the housing fitness standard. The HHSRS assessment is based on the risk to the potential occupant who is most vulnerable to that risk. For instance, stairs which are safe for an elderly person will be safe for all. A variety of possible action is open to the local authority, ranging from Improvement Notices through to Demolition Orders for the most serious hazards. This new system will particularly assist in tackling the worst conditions in the private sector, but to be effective local authorities need to provide information which encourages private tenants to bring fitness issues to their attention.

5.18 From autumn 2005 it will become mandatory for local authorities to licence larger, high-risk houses in multiple occupation (or HMOs). The authority must be

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satisfied that the HMO is reasonably suitable for occupation by the number of people in question, having regard to prescribed standards of amenities and facilities, and that the HMO is owned or managed by a fit and proper person. The Board will explore whether a London-wide or sub-regional approach to licensing would prevent problem landlords simply moving across borough boundaries.

Vulnerable Home Owners

5.19 The Board will encourage wider access to programmes like HouseProud which assist vulnerable home owners to improve their homes through equity release products. Houseproud will develop an Islamic compliant product, and an equity loan product for those who cannot afford to pay regular interest on a loan.

Targeting information

5.20 Local authorities should target information about Decent Homes funding sources such as equity loans and energy efficiency grants to, for instance, all those applying for disabled facilities grants.

Accreditation Schemes

5.21 Around one third of boroughs run schemes which accredit landlords who meet certain property standards. The Board would like to encourage all boroughs to adopt such schemes. Through the London Landlord Accreditation Scheme (LLAS), most boroughs also provide joint training and support to landlords so that they are aware of their obligations for instance around health and safety. The Board would like to encourage all boroughs to actively participate in and promote this scheme.

Temporary Accommodation Standards

5.22 The Board wants to ensure that all forms of temporary accommodation provide a reasonable standard of accommodation through encouraging all boroughs to adopt common standards for inspection. ODPM will be clarifying minimum standards for temporary accommodation bringing together existing statutory standards such as fitness and overcrowding through statutory guidance in 2005.^{xi} The GLA will continue to collect and disseminate information on the standards of bed and breakfast hotels and other shared temporary accommodation, and will modernise the current manual system, replacing it with a web-based system from autumn 2005, *Setting the Standard*, which will be easier to use and administer.

More effective working with energy suppliers to access additional resources

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5.23 The focus in addressing energy efficiency and fuel poverty needs to be on improved co-ordination of resources and services and enhanced delivery. This will include more effective working with energy suppliers, who have significant resources through the Energy Efficiency Commitment. Competition and commercial concerns militate against co-ordination of activity in this area.

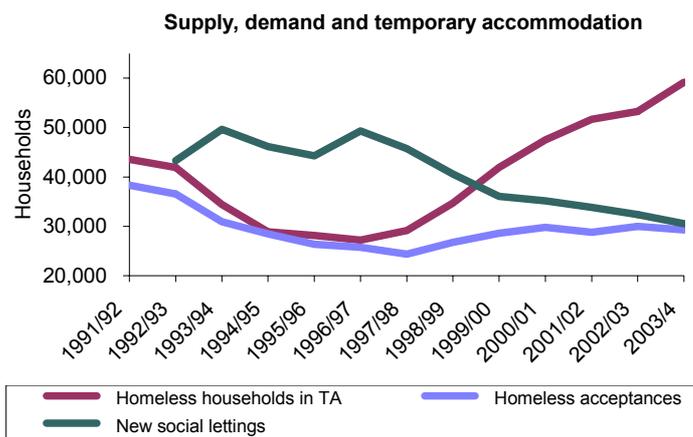
5.24 Various other areas of further work could ultimately contribute:

- Clarifying confusion over the range of funding options available and improving access to information and advice, which is inconsistent across London, and could be better co-ordinated through the existing Energy Advice Centres;
- Exploring options for innovative solutions such as combined heat and power;
- Working with the new Climate Change Agency to develop strategic proposals.

Preventing homelessness and reducing repeat homelessness:

Where are we now and where do we want to be?

5.25 Partnership working between government, boroughs, RSLs and the voluntary sector resulted in a major success in the ending of the use of bed and breakfast accommodation for homeless families^{xii}.



5.26 However, there are now record numbers of households living in temporary accommodation. At the end of March 2005, there were almost 62,000 households placed in temporary accommodation by London boroughs under homelessness legislation – an increase of around 5,000 per annum over the last five years^{xiii}. Of these, 3,150 are vulnerable single people

living in bed and breakfast hotels^{xiv} that are often inappropriate for people with support needs. The two largest categories of temporary accommodation in London are private sector leasing schemes (where social landlords manage homes leased from private landlords), which account for around 37,650 households, and the use of hard to let social sector stock as temporary accommodation – accounting for a further 9,850 households. In addition, in December 2004 there were almost 6,300 households who were homeless at home^{xv} i.e. in an arrangement whereby a household for whom a duty has been accepted is able to temporarily stay in the accommodation from which they are being made homeless, or temporarily stay in other accommodation found by the applicant. The average length of stay in temporary accommodation is increasing and now stands at around two and a half years.

5.27 There are also substantial numbers of people living precariously as part of others' households, including around 16,000 asylum seekers who receive subsistence payments, but no accommodation.^{xvi} These are people who have chosen to remain in London rather than be dispersed around the country and are therefore not entitled to accommodation. Asylum seekers on subsistence only support are especially likely to be in poor quality and/ or overcrowded accommodation.

5.28 Furthermore, the number of asylum seekers who receive no public support at all is likely to have risen – despite a fall in total UK asylum applications since

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late 2002 – for several reasons. The Home Office has noted a rise in the numbers who have not applied for support (28% of all asylum applicants in 2003)^{xvii}, support was withdrawn from many in-country applicants during 2003-04 under Section 55 of the Nationality and Immigration Act^{xviii}, and refugee agencies have reported a huge rise in destitute asylum seekers who have lost public support following a failed asylum claim, but who the Home Office has recognised cannot be returned to their country of origin for practical or humanitarian reasons.^{xix} Section 9 of the Asylum & Immigration (Treatment of Claimants) Act 2004, withdrawing support from failed asylum seeker families, can be expected to generate a further small but significant increase in numbers without support in London in 2005 and beyond.

5.29 Given that asylum seekers currently are barred from taking paid employment, and available evidence indicates that households in refugee and asylum seeker communities are much less likely than the average household (either regionally or nationally) to be able to support extra members arriving with few resources of their own, it seems likely that many asylum seekers without public support, including in London, are at risk of destitution and homelessness.

5.30 Temporary accommodation being used by both the National Asylum Support Service (NASS) and social services departments to house asylum seekers is currently outside the scope of forthcoming Government guidance and the Joint London Boroughs Code of Practice on the use of Hotel/ Hostel Accommodation for the placement of homeless people, which sets agreed minimum standards for hotels and other shared accommodation used for homeless households and commits boroughs to inspect this type of accommodation annually.

5.31 In addition, it has been estimated that between 30% and 46% of single people living in voluntary sector hostels in London are ready to move on but cannot, due to a shortage of accommodation to move to. Most of these people have low or no support needs.^{xx} There are about 15,000 single homeless people living in voluntary sector hostels, so at a conservative estimate, at least 4,500 people are waiting to move out of hostels and into settled accommodation. Apart from the negative impacts on the people concerned, this is also a waste of SP resources, as it means a large number of hostel residents no longer have the support needs for which their service is funded.

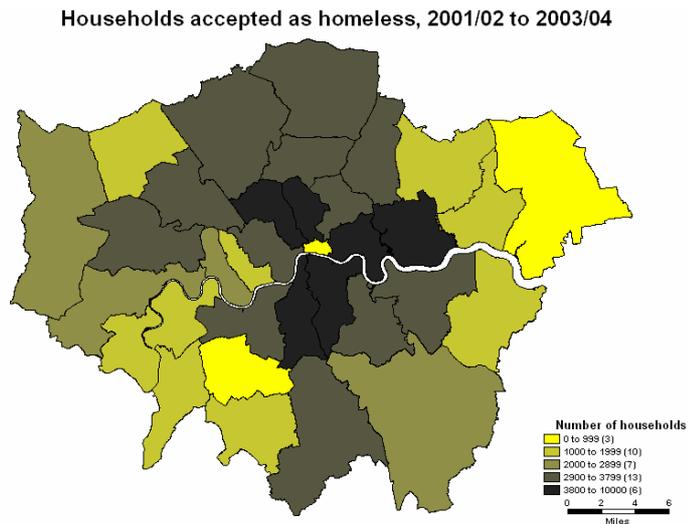
5.32 Finally, although rough sleeping has fallen significantly over the period since 1998, there is still further work to be done in this area to ensure these reductions are sustained and built on to achieve the national target in the capital. The Government's target to reduce rough sleeping by two thirds by 2002 was achieved at a national level, but in London, the estimated 612 rough sleepers in 1998 had reduced by only 48% to 320 in June 2002. This reduction has since been sustained and improved with a further 9% reduction to 265 rough sleepers in June 2004. During the year April 2003 to March 2004, outreach teams in

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London worked with 3,534 rough sleepers of whom 1,669 (47%) were new clients^{xxi}.

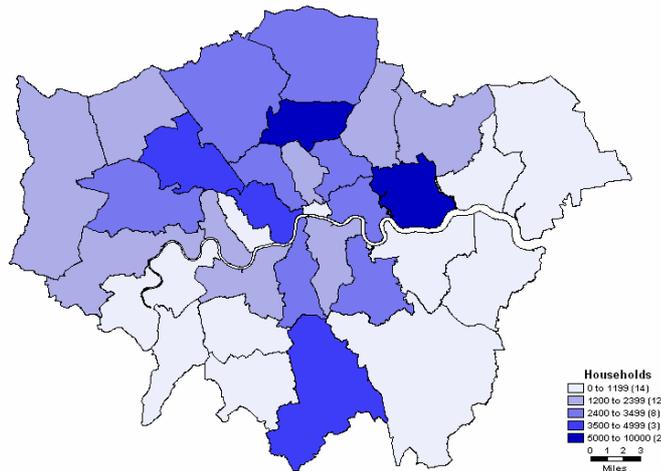
5.33 BME communities are significantly over-represented among homeless households. While 27% of London's population are in BME groups, in 2003-04 almost 60% of households accepted as homeless came from black and minority ethnic backgrounds^{xxii}.

5.34 Boroughs with high numbers of homeless acceptances include most of the inner city (apart from the inner West) and parts of outer London, particularly in North London. Camden and Westminster within the North Sub Region also record high levels of rough sleepers (over 150 in March 2003). Looking at the maps of social housing supply and homelessness together, there appears to be some correlation between high levels of social housing and high levels of homelessness.



5.35 This map shows homeless households accommodated by each local authority, and may not exactly match up with the actual locations of homeless households as some of them are accommodated 'out of borough'. The boroughs placing the highest numbers of households in temporary accommodation are Haringey and Newham. As with homeless acceptances, boroughs north of the river seem to be dealing with higher levels of people in temporary accommodation.

Homeless households in temporary accommodation, December 2004



5.36 The negative impacts of living in temporary accommodation are well documented. They include poorer physical and mental health, poor educational

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attainment, social isolation and damage to both formal and informal support networks, getting stuck in the poverty trap and difficulties accessing services such as primary health care, employment, training and education (both for adults and children) and schemes such as Sure Start. The strategy will aim to improve mechanisms for monitoring the quality of this accommodation and support cross-borough procurement that improves both quality and value for money.

5.37 The negative impacts of homelessness on health are also well known. For example, research has demonstrated people sleeping rough and other mobile people experience particular difficulties registering with general practitioners (GPs), and that many have to rely on targeted primary care services or accident and emergency units.^{xxiii}

5.38 While many factors can cause homelessness, the decline in the supply of affordable housing is a significant factor in the increased use of temporary accommodation in London. The number of homeless acceptances is actually below the level of the early 1990s and falling. There were 6,060 acceptances during the first quarter of 2005. The proportion of local authority lettings going to homeless people increased to over 40% between 1999/00 and 2002/03, although in the last year this has fallen back to 37%^{xxiv}. However, the supply of all lettings to new tenants has fallen sharply since the mid-1990s and, even with this greater priority on allocating to homeless families, the numbers in temporary accommodation have been increasing steadily by about 5,000 a year.

5.39 The causes of homelessness are diverse, but most homeless households in London emerge from existing households. For example, in the third quarter of 2004, evictions by families and friends accounted for 50% of cases, and domestic violence for 8%, while evictions by private landlords accounted for 8%^{xxv}.

5.40 Education, training and employment often provide the key routes out of homelessness (and play an important role in homelessness prevention), yet the experience of homelessness and living in temporary accommodation makes it particularly difficult for people to work or participate in training or education. Additionally, the combination of high rents and the structure of the housing benefit system mean that for many homeless households living in private sector temporary accommodation, working is not financially viable.

5.41 For example, a recent survey found that 77 per cent of homeless households in temporary accommodation had no family member working. For those with children, childcare was cited as the main barrier to employment. In addition, high levels of rent, combined with the uncertainty and instability of being in temporary housing act as a barrier to seeking or sustaining employment or training.^{xxvi}

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The aims of this strategy are that:

- ***homelessness is reduced and more homelessness is prevented;***
- ***the use of temporary accommodation is reduced to minimal levels;***
- ***being in temporary accommodation does not deepen social exclusion***
- ***the use of unstable, short-term and unsuitable temporary accommodation is ended;***
- ***the number of people in hostels waiting to move on is reduced through provision of appropriate accommodation and support.***

How do we get there?

Targets

The Government has recently set a national target to halve the numbers of people in temporary accommodation by 2010. The Board will seek to match the national target in London

5.42 Modelling undertaken for the strategy suggests that this will be a very challenging target to meet in London. Prevention measures and current projections of new social rented supply alone will do little more than halt the increase in households living in temporary accommodation. In addition to sufficient resources, legislative changes will be needed to enable greater use of the private sector to provide settled homes if the target is to be met. At the same time, the Board will seek to ensure that accommodation provided to homeless households is of reasonable quality, and takes account of affordability issues. The Board will look for a commensurate reduction in the number of vulnerable households in the worst forms of temporary accommodation, for example, by halving the numbers of vulnerable single people placed in bed and breakfast hotels.

5.43 In addition, the Board will seek to significantly reduce the number of single homeless people in voluntary sector hostels who are ready to move on but for whom no accommodation is available, and to sustain this reduction by ensuring a planned process and range of appropriate housing and support options are available for single people staying in hostels. There is insufficient data available to set a specific numerical target at present, but the Board will revisit this following the outcome of the MAP2 project (see 5.69 below).

Means

5.44 Aside from increasing the supply of housing, there are a number of other means of reducing homelessness, mitigating its negative impacts, and minimising the use of temporary accommodation, particularly where it is of poor

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quality, including:

- Preventing more people from becoming homeless in a variety of ways:
 - spreading best practice
 - better performance monitoring
 - a pan-London Housing Advice strategy
 - better advice for young people
 - providing appropriate support services
- Converting more temporary accommodation into permanent accommodation;
- Encouraging more use of the private rented sector;
- Creating specifically tailored solutions for groups of people who are particularly vulnerable to homelessness;
- Ensuring that those living in temporary accommodation have access to statutory services and to high quality, joined-up support;
- Ensuring that the remaining temporary accommodation is of good quality and well managed.

Homelessness prevention

5.45 Spreading best practice: The work that London boroughs undertook as part of their Bed & Breakfast Reduction Plans helped identify a number of new initiatives on homelessness prevention. The ODPM has issued various policy briefings and best practice guidance on this issue over the last two years, including running a roadshow for local authorities at GOL in July 2004. They have also commissioned an evaluation of homelessness prevention schemes and a good practice guide to be published later in the year. ODPM will promote and disseminate it widely. The ALG is also currently examining different practices among some London Boroughs with a report to be launched in July 2005. These reports will provide an opportunity to spread best practice in proactive prevention among all boroughs.

5.46 Examples of best practice include referring households to mediation services where the potential cause of homelessness is relationship breakdown, especially between young people and their parents or carers; mediating with a private sector landlord where eviction is being threatened; advice desks in county courts to help those threatened with eviction; providing a rent or deposit guarantee; debt counselling to help clear arrears; approved lettings schemes to enable households secure tenancies in the private sector; and identifying triggers for repeat homelessness and providing floating support or advice services as a prevention measure.

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5.47 Better performance monitoring: Two new best value performance indicators on homelessness were introduced in April 2005 to measure both the effectiveness of housing advice in preventing homelessness, and the levels of repeat homelessness. An amended BVPI on domestic violence also includes a measure of how effective local authorities have been in preventing repeat homelessness due to domestic violence. These, together with ongoing data on homeless applications, acceptances, and numbers in temporary accommodation will allow clearer monitoring and feedback about boroughs' performance on prevention, and ODPM's Homelessness Implementation Team will provide one to one support to authorities which struggle to perform.

5.48 Implementing the pan-London Housing Advice Strategy: Advice can be a vital tool in preventing both statutory and non-statutory homelessness, and needs to be made as widely accessible as possible. Following the 2003 LHS, a London Housing Advice Strategy was published in December 2004. This focuses on improving the quality of housing advice in London. This will be achieved by, for example, improved monitoring, training, and widening accessibility and referral routes. The Housing Advice Strategy will need the commitment of a wide range of organisations across London if it is to be successful and the Board will seek to ensure such commitment. Implementation of the Strategy Action Plan is being overseen by a steering group with representation from the GLA, ODPM, ALG, Association of Housing Advice Services and Shelter.

5.49 Greater provision of housing advice for young people: 16-17 year olds have high needs for housing and homelessness advice and a Legal Services Centre Research Centre UK study found that 18-24 year olds are seven times more likely to have reported homelessness problems, yet eleven times less likely to have obtained advice than over 25 year olds. Evidence from youth access law centres projects indicates, though, that 16-17 is the peak age for demand for advice on homelessness problems. With the links between homelessness and crime, current potential is lost for cutting crime or ASB through prevention advice on housing, homelessness and related problem.

5.50 Providing appropriate floating support services: For many vulnerable households, providing appropriate floating support services will be key in assisting them sustain their tenancy and thus in preventing homelessness and reducing repeat homelessness. The term floating support is used here to cover a range of support provided to tenants and residents in 'general needs' accommodation across all tenures. This can range from light touch support to people with low support needs through to more intensive support for people with higher levels of need. It includes support provided for a limited period, usually to assist someone settle into a new home, and that provided on an on-going basis. Such services could be developed where a need is established in local and regional supporting people strategies.

5.51 However, it is important to recognise that not every case of homelessness

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is preventable, and so there is a continuing need for a strong homelessness safety net. As well as action to prevent homelessness in as many cases as possible, local authority homelessness strategies must ensure support for those where homelessness becomes unavoidable, ensuring an adequate supply of good quality accommodation – both interim and more settled – for people who lose their home.

Temporary to permanent accommodation

5.52 Converting more temporary accommodation into permanent accommodation, includes improving access to, and the sustainability of, private rented homes for those at risk of becoming homeless. Various ways of doing this are currently being explored and ODPM is currently assessing the efficiency and value for money of each, as well as the wider impacts of this policy. This assessment should be completed by summer 2005. The Board will consider whether to recommend any such schemes for funding in light of this analysis, once completed.

Encouraging more use of the private rented sector

5.53 There is a widely shared view that the private rented sector could contribute more to alleviating housing pressures in London including addressing the backlog of people living in temporary accommodation – both statutory and non-statutory homeless people. In fact, modelling undertaken for the strategy suggests that unless much greater use is made of the private sector to provide settled homes for those accepted as homeless or threatened with homelessness, it will be difficult through prevention and new social rented supply alone to do much more than halt the increase in the numbers of households in temporary accommodation. Currently the private sector can only provide a source of settled accommodation where qualifying offers of assured short-hold tenancies are accepted by households owed a homelessness duty. ODPM have said in their recent strategy, *Sustainable Communities: settled homes; changing lives*, that they will examine options for making greater use of the private rented sector, including consultation later in 2005 about possible changes to the homelessness legislation.

5.54 In particular, there are currently 33,000 households in temporary accommodation living in self-contained homes leased from a private landlord, but managed either by the local authority or an RSL. In some cases, these homes are of good quality and leases with owners are long enough to give the potential for a more settled home, although more work is needed to quantify this potential. However, two issues must be tackled before such private sector leased homes could provide long term sustainable accommodation.

5.55 The first is affordability. Most private sector leasing schemes produce rents which are not only well above social rents, but often even higher than the

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average market rent for the area. Offering such a settled home to a family without tackling this affordability problem creates a severe poverty trap for people on low incomes, and creates barriers for people to get into work. New funding solutions are needed, such as the 'block grant' system being piloted in East London – see 5.62 below.

5.56 The second issue is around incorporating private sector leasing schemes into the choice-based lettings framework, and at the same time speeding up the waiting times for all those who need to move home within the social sector. Homeless applicants may feel more willing to accept a private sector home as a settled solution, and remain on the housing register if they wish to access social housing, if they have faith that they will be able to access a home from the register in a reasonably short time. The aspiration of this strategy is for homeless applicants and people currently living in social rented homes in London to have the same freedom to move – to be nearer a good school, nearer to a good job, nearer to family or support networks – as those in the private sector. Speeding up the lettings system for all existing and potential social tenants will also assist in tackling overcrowding, and in preventing future homelessness. Choice based lettings systems have the potential to tackle these issues (see paragraphs 5.97 and following below), providing a reasonable number of lettings are made available through them.

5.57 Aside from private sector leasing schemes, means of realising the perceived potential of the private sector include:

- Providing advice, training and support to landlords and tenants about management, sustaining tenancies, vulnerable clients, anti-social behaviour etc. Current initiatives, such as the London Landlord Accreditation Scheme and London Landlords' Day make a valuable contribution – see 'Improving Housing Management' below for more details. Some authorities also provide mediation services between tenants and landlords where private sector tenancies are threatened with termination and some offer landlords or agents finder's fees to allow potentially homeless households to take up a tenancy in the private sector;
- Supporting potential tenants in finding private sector accommodation, for example, providing households on low incomes with money or security for a rent deposit;and
- Landlord accreditation or approved lettings schemes, which some local authorities run as a homelessness prevention measure and to reassure potential tenants about the standards of accommodation and management, and relative security or tenure they can expect. For example, landlords may agree to let good quality homes to homeless households for a reasonable period (i.e. longer than 6 months) with guarantees about rent levels.

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5.58 Making greater use of the private sector to tackle homelessness will depend on a continuing adequate supply of suitable private rented accommodation. The private sector in London has remained steady at around 16% of London's housing stock for at least the last ten years. However, different solutions may be required if future market changes either reduce its overall size, or reduce the sub-set of landlords prepared to work with boroughs to house homeless families.

Specific solutions

5.59 Specific solutions will be needed in some cases. For instance, the London Resettlement Strategy for ex-offenders makes a number of recommendations to ensure that adequate assessments of housing needs are carried out with prisoners before and during custody to prevent loss of existing accommodation and to reduce the numbers of prisoners released with no accommodation to go to.

5.60 As well as increasing the number and quality of refuge places, the Government is supporting new approaches to domestic violence and homelessness prevention, such as Sanctuary schemes that provide extra security and effective advocacy to help victims of domestic violence stay in their own homes, where it is safe and they choose to do so.

5.61 This strategy supports the mechanisms for providing safe and appropriate housing for refugees set out in the Government's recently published national integration strategy^{xxvii}. These include access to existing schemes such as rent deposit schemes and SP resources, as well as the piloting of a new programme *Sunrise* to provide personal casework support, including housing advice, to newly recognised refugees. The Sunrise pilots will look at whether such specialist personal casework support can reduce the risk of newly recognised refugees becoming homeless, and can help clients find settled housing more quickly. In the long term however, the best prospect of securing decent housing for people newly recognised as refugees in London must lie with increasing the overall supply of affordable homes in the capital.

Access to high quality support

5.62 Ensuring homeless people have access to high quality support, including statutory services, such as health, education and social services as well as support to gain employment, training and life skills is essential to ensure that the experience of being homeless does not result in increased social exclusion. Those living in temporary accommodation need to remain connected to effective support services to ensure that their health does not suffer, that their children do not have disturbed education and that they are able to remain in or return to employment. Examples of schemes to promote this include:

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- the GLA/ALG NOTIFY system which aims to improve access to services for households in temporary accommodation by notifying relevant agencies when homeless people move into and out of temporary accommodation and between local authorities. The system particularly benefits the children of homeless households by ensuring that the relevant education, health and social services providers know their whereabouts and so can plan and deliver services to them more effectively. A reporting tool for NOTIFY will be in place in summer 2005 and this will also much improve the quality and comprehensiveness of information about homeless households in London;
- a pilot scheme, *Working Future*, being jointly undertaken by the GLA, East Thames Housing Group and the London boroughs of Waltham Forest, Newham and Redbridge to provide a range of support and advice to tackle worklessness among homeless families in long term temporary accommodation. The pilot, which will run for two years up to September 2007, aims to overcome barriers to work faced by these households through advice and assistance around issues such as childcare, transitional benefits and access to training as well as by challenging discriminatory attitudes and stereotypes of homeless people among employers. In addition, Working Future will pilot a new funding model for a hundred households in private-sector leased (PSL) temporary accommodation in Waltham Forest and Redbridge to overcome the 'poverty trap' disincentives faced by many in temporary accommodation. For these households, a block grant to the local authority replaces an element of housing benefit so that households pay an average social rent (around £80 instead of £300). If this project is successful, it could pave the way for future reform of the current housing benefit (HB) rules for those in temporary accommodation, and DWP have confirmed that no changes to HB subsidy rules for temporary accommodation are anticipated until the block grant pilot has been evaluated; and
- the Hostels Improvement Programme, a national Government programme, which aims to make a step change in the training and support available in voluntary sector hostels, together with improvements to hostel accommodation.

5.63 During 2005, ODPM will be asking 2500 households in temporary accommodation about their experiences. Results of this survey will also assist in understanding the problems homeless people face, the impacts of different types of temporary accommodation and the services people need to stay in their homes. ODPM will also be reviewing the way homelessness statistics are collected, to improve understanding of who is homeless and the circumstances in which they are living.

5.64 The Government's Cross Cutting Review on Tackling Health Inequalities identified homeless people as a group who may require targeted interventions to address poor health outcomes. ODPM have set out five positive outcomes for

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health and homelessness partnerships in their document, 'Achieving positive shared outcomes in health and homelessness'. These are:

- Improving health care for homeless families in temporary accommodation;
- Improving access to primary health care for homeless people;
- Improving substance misuse treatment for homeless people;
- Improving mental health treatment for homeless people;
- Preventing homelessness through appropriate, targeted health support.

5.65 In line with this ODPM guidance, Boroughs, PCTs and voluntary organisations working with homeless people should work together to achieve these outcomes and agree performance assessment measures for each.

Improving standards in temporary accommodation

5.66 ODPM will be issuing statutory guidance in 2005 setting minimum standards for temporary accommodation. This strategy will promote those standards across all temporary accommodation in London, including that provided to asylum seekers by NASS and Social Services. In addition, during 2005/06 the GLA will modernise and expand its system for monitoring the quality of temporary accommodation in London, and the new easier to use monitoring information will assist boroughs in improving standards.

5.67 Additionally, the hostels improvement programme will contribute to better standards of temporary accommodation for hostel residents by addressing physical problems such as shared rooms, lack of space for training/ employment/ treatment services, underpinned by a step change in the approach to working with residents. This national Government programme will provide investment of around £60 million for London hostels.

Further development

5.68 Further development work is needed in a number of areas including tackling the backlog of single homeless residents, ascertaining whether current levels of lettings to homeless households are sustainable and adopting a more sub-regional approach to homelessness.

Tackling the single resident homeless hostel backlog

5.69 Tackling the backlog of single homeless hostel residents waiting to move on across London (including those in second stage accommodation) will be informed by the outcomes of the North London sub-region's MAP2 project, which

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is looking to develop approaches to tackling this issue within that sub-region. The National Housing Federation (NHF) is also undertaking relevant research. There will be no one simple solution given the complex set of issues, such as the priority given to lettings between statutory homeless, non-statutory homeless and other people on the housing register; differing support needs; the extent to which boroughs place statutory homeless people in voluntary sector hostels; and the extent to which hostel residents would qualify as statutorily homeless if they approached their local authority. Additionally, the impact of the decant programme and the overall loss of around 400 bed-spaces across London arising from the Hostels Improvement Programme on the number of residents waiting to be resettled is not yet clear. Aside from increasing housing supply, useful approaches could include:

- Clarifying the extent of and reasons for high numbers of hostel residents awaiting move-on, through SP service reviews;
- More floating support services and assistance to maintain tenancies;
- Continued development and improvement of homelessness prevention initiatives, including ensuring that the good practice developed by local authorities and funded by ODPM to prevent statutory homelessness extends to non-statutory single homeless people;
- Greater use of the private rented sector, in tandem with initiatives to alleviate the poverty trap to make private renting a sustainable option for people on low incomes, more widespread availability of rent deposit schemes (possibly the development of a regional rent deposit scheme), and the development of innovative schemes, such as house-sharing, and the use of accredited private landlords and licensed HMOs;
- Development of minimum move-on quotas for every London borough or sub-region;
- Full participation, with appropriate support and advice, by single homeless people in choice based lettings and mobility schemes;

Sustainability of current levels of letting

5.70 Work is also needed to ascertain whether current levels of lettings to homeless people are sustainable in light of other objectives, and whether there is any scope to increase this proportion by agreeing and making more effective use of nominations protocols between local authorities and housing associations (including sub regional approaches). For example, reviewing and developing the pan-London nominations protocol that has been established, as strategic development sites come on stream could help and Greenwich is currently piloting a pan-London nominations scheme. However, it is recognised that increasing

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the proportion of lettings going to homeless families is likely to lengthen waiting times for others on the housing register, such as overcrowded families in social rented homes waiting for transfers.

Tackling homelessness sub-regionally

5.71 The Board will consider with ODPM how to encourage more local authorities to adopt more sub-regional approaches to tackling homelessness and put forward practical proposals for doing so. Given the scale of the problem, together with the uneven spread of new supply and homelessness and demand, sub regional and pan-London solutions are important. The 33 London boroughs have established a range of cross-borough and sub regional partnerships to encourage the delivery of more housing and to more effectively manage existing stock. The Board will build on these. They include the following:

- A number of cross-borough choice based letting schemes are in operation (see 5.97 and following below);
- Work has started on sub regional strategies on homelessness prevention, housing advice, and procurement of temporary accommodation; and
- A pan- London Inter Borough Temporary Accommodation Agreement, which forecasts supply and demand for temporary accommodation in each borough, has been in operation for over a year now. The model forms a basis for discussions between authorities when a homeless household has to be placed out of borough.

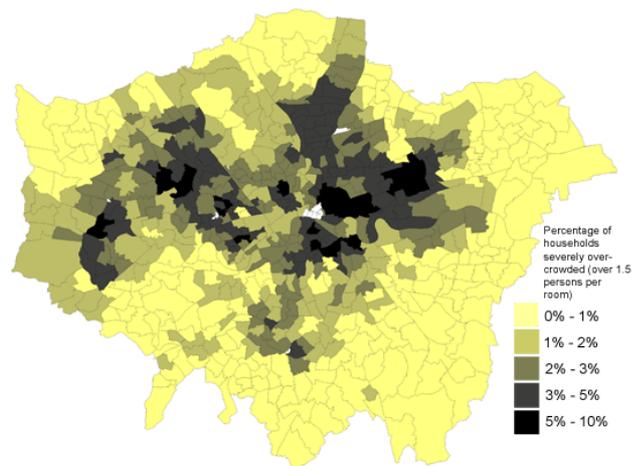
Tackling Overcrowding: Where are we now and where do we want to be?

5.72 London has the highest rates and severity of overcrowding in the country and there has been a 20% increase in overcrowding since 1991, reversing a long-term decline. According to the 2001 census, over 150,000 households (5% of the total) were overcrowded and 61,000 were severely overcrowded.^{xxviii} Over a quarter of a million children in London live in overcrowded homes.^{xxix} More recent 2003/04 data indicates that the problem is worsening, with 187,000 households (6% of the total) now overcrowded^{xxx}.

5.73 Census data shows that in the ten years to 2001, severe overcrowding has almost doubled in the council sector and has grown by a third across all tenures in London – whereas it has fallen outside London. Overcrowding is now, for the first time, higher in the social than private sector^{xxxi}. This is partly due to families needing larger accommodation (see 4.46 and 4.47 for more details), but also due to households that need two smaller homes sharing one.

5.74 Overcrowding is concentrated in the poorest areas and contributes to a worsening of existing deprivation. It is linked to poor health notably infectious diseases such as TB, and lower achievement in education^{xxxii}, and evidence suggests overcrowding may be a background factor in youth anti-social behaviour^{xxxiii}.

Severe overcrowding in London, 2001: Percentage of households in London wards with over 1.5 persons per room



5.75 Overcrowding is almost four times more common amongst all minority ethnic groups than White British households; one in thirty of all White British households in London is overcrowded, compared to one in eight BME (non-White British) households. Some communities are particularly severely affected. For instance, a third of Bangladeshi households and over a fifth of Pakistani and Black African households are overcrowded. Comparison of maps of overcrowding, tenure and BME population suggest that different communities face overcrowding within different sectors. Overall, overcrowded Black households are more likely to be renting in the social sector, whereas Asian households, (with the exception of Bangladeshis) are more likely to be living in the private sector.^{xxxiv}

5.76 However behind this broad picture, the reasons for overcrowding among

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BME groups are complex and will be different for different communities and individuals. In some cases, large, sometimes multi-generational families, simply need larger accommodation. But in other cases, overcrowded households would be better re-housed in two smaller homes. Further work is needed to understand the complexities so as to be better able to find appropriate solutions. There is also a need to collect further data in relation to the extent of overcrowding within London's refugee and asylum seeker communities, to inform estimates of housing demand and to ensure that future asylum reception and support policy does not contribute to worsening overcrowding.

The aim of this strategy is to ensure that overcrowding is reduced and more overcrowding is prevented, and to reduce the gap between levels of overcrowding in BME and non-BME communities.

How do we get there?

Target

The Board has asked the HC to target 35% of its 2006-08 allocations for social rented housing towards homes with 3 or more bedrooms.

5.77 This will be an important step in the right direction towards meeting the identified need for larger homes in the social sector set out at paragraphs 4.45 and 4.46. The target will be reviewed for future programmes in light of ongoing monitoring of levels of overcrowding.

Means

5.78 The main means of reducing overcrowding are to:

- Increase the supply of larger homes in the social rented sector;
- Extend or de-convert existing social rented homes where possible;
- Encourage under-occupiers of social rented homes to move to smaller homes;
- Use HC targets for lettings to BME households and allocations to BME RSLs to assist in tackling inequalities;
- Use the HHSRS to tackle the worst overcrowding in the private sector.

Increasing the supply of larger homes in the social rented sector

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5.79 Reflecting targets for the supply of larger homes in the HC's investment guidance will be an important means of encouraging the development of more larger social rented homes.

5.80 To ensure that RSLs are not deterred from bringing forward scheme proposals which include larger homes, the Board has asked the HC to ensure that their investment criteria continue to be applied on a scale neutral basis and to signal this approach very clearly in their 2006-08 Investment Guidance. The HC has taken account of both grant per unit and grant per person in assessing bids in the past, although past guidance has not explicitly stated this. For future investment programmes, while grant per unit will remain a consideration, the average unit size and number of persons housed per unit, particularly for social rented housing, will be equally important factors in achieving the strategy's aim of increasing the proportion of larger homes. Thus an assessment of the grant required per person housed will be an important factor in the consideration of bids. Similar considerations will also apply to the provision of new sites for Gypsies and Travellers.

5.81 There is also a need to tackle disincentives to developing larger homes which result from the higher day to day management and maintenance costs associated with higher child densities, and restrictions on income for larger homes built into the rent restructuring formula for social rents. Such issues are being considered as part of ODPM's review of the rent restructuring regime

5.82 Extending and de-converting existing social rented homes

5.83 Extending an existing home can often provide a better value solution than building a new home from scratch, and the Board would like to encourage RSLs and local authorities to extend or de-convert existing social rented homes to provide larger units, where this provides value for money and meets the needs of tenants.

Encouraging under-occupiers of social rented homes to move to smaller homes

5.84 At present, eight per cent of households in the social sector in London are under occupying by two or more bedrooms (around 64,000 households) but less than one in eight of those are on the transfer list, hence actively looking to move. When those with one bedroom above the bedroom standard are also considered, the numbers of households under-occupying social rented housing rises to 30% or 240,000 households.^{xxxv} This contrasts with only 1,507 transfers within London local authority stock to dwellings with fewer bedrooms in 2003/04.

5.85 There are some incentive schemes already in place, including financial incentives such as assistance with moving costs and dedicated officer support to provide advice and assistance to those who wish to move. However, uptake of

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these incentives has historically been low. Research suggests that financial incentives are important, but that support, communication, dedicated officer time, arranging moves, decorating new homes etc – are all as important.^{xxxvi} Also anecdotal evidence suggests that some schemes may be overly targeted by, for example, only assisting in moves to one-bedroom accommodation. In other cases, the specific desires of particular under-occupiers are not fully understood. Property type and area are key in any decision to move, and suitable alternative accommodation being available in the right area could also be a key factor. Clearly there is potential for local authorities to develop more attractive packages to significantly increase movement among under-occupiers.

5.86 Additionally, there will be scope for boroughs to increase moves out of London to lower demand areas of England, by for instance, providing financial incentives to receiving authorities.

5.87 Assisting more under-occupying households who wish to move will be one part of the solution to overcrowding, but clearly this can never provide the whole answer given that such moves are limited by the right properties being available in the areas under-occupiers wish to move to, and the fact that such moves are voluntary.

Use HC targets for lettings to BME households and allocations to BME RSLs to assist in tackling inequalities

5.88 The HC's Regional Investment Strategy for 2004-2006 has two targets for BME housing. Similar targets will need to be considered for the future:

- 55% of the current ADP programme will meet the housing needs of BME households; and
- a minimum of 15% of allocations will be targeted both directly and indirectly to BME housing association sponsored projects.

These targets will contribute towards meeting the aim here.

Using the HHSRS to tackle overcrowding in the private sector

5.89 Crowding and space forms one of the twenty-four categories of housing hazard in the new assessment framework brought in by the Housing Act 2004. In cases of serious overcrowding, local authorities have recourse to a range of possible enforcement action such as making a Prohibition Order to restrict the number of permitted occupants.

Empowering tenants and residents: Where are we now and where do we want to be?

5.90 The Government's commitment to promote citizen engagement and choice in public service delivery^{xxxvii} has a great resonance in the housing sector. Engaging tenants in decisions over how their housing is managed has become a central element of housing policy, from ballots over governance models and funding arrangements to promoting self-management through TMOs. More recent moves to give those in need of affordable housing more choices about where they live – for example, through choice based lettings schemes - should promote greater sustainability in the long term.

Tenant and resident participation

5.91 Tenant and resident participation is a two way process that involves both tenants and their landlords in the sharing of ideas, where tenants are able to influence decisions and take part in what is happening. This can bring benefits such as improved service delivery, better communication and greater choices for tenants over their home and the area where they live.^{xxxviii} This can result in tenants feeling they have a greater stake in their community.

5.92 Since 2000 all local authorities have been required to negotiate a Tenant Participation Compact (TPC) with their tenants, with financial assistance to build tenant capacity available through the Government's Section 16 Tenant Empowerment Grant programme. Compacts enable tenants to take part in and influence decisions affecting their homes and local communities. Good compacts have been successful in opening dialogue between tenants and landlords, making it clear that tenants have a role to play and strengthening their bargaining power and skills base. However, research into their performance^{xxxix} criticised compacts for being too focussed on process rather than delivery, and lacking teeth in effectively holding landlords to account and achieving real change. The same research found the most difficult aspect of implementation has been involving young people and older people, lessees and BME people. More guidance on these issues will be included in the revised Framework document due for publication in March 2005. Tenants were also often unaware of compacts.

5.93 Nevertheless, the opportunities are available for local authority tenants to be as much involved in the management of their housing and neighbourhoods as much as they want to be – from being informed through to running housing management functions. For instance, where local authorities have set up ALMOs, tenant representation is required at Board level, with the usual arrangement being tenants making up one third of ALMO Board members (alongside one third local authority representatives and one third independents). Additionally, since 1994 council tenants have had a legal Right to Manage^{xi} and

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by 2002, an estimated 84,000 homes nationally were managed by TMOs, where an incorporated resident managed body has taken over housing management functions from the landlord. Two thirds of these TMOs are in London^{xii}, and most are established within local authorities although they do occur in some housing associations^{xiii}. In most cases, TMOs perform very effectively, doing better than their host local authority and comparing favourably with the top 25% of local authorities in England across a range of indicators.^{xiii}

5.94 Whilst there is no requirement at present for housing associations to develop compacts with their tenants, the HC has a clear involvement policy, which has been backed up by grant funding to help associations work with residents and to help residents expand their confidence and influence with their landlords. The policy feeds into the overall assessment of RSL performance, and the HC also ensures that action is taken where an association is failing to meet adequate performance standards. Currently, over half of London's housing associations (259), ranging from very large organisations to quite small bodies, have tenants represented on their boards.

5.95 Section 2 of the HC's Regulatory Code spells out that housing associations must:

- Seek and be responsive to residents' views and priorities;
- Reflect residents' interests in their business strategies;
- Have effective complaints and compensation procedures;
- Provide opportunities for residents and other stakeholders to comment on their performance;
- Enable residents to play their part in decision making;
- Provide opportunities for residents to explore and help to determine how services are provided.

5.96 If the private rented sector is to become a more viable and sustainable housing option, prospective tenants should have the opportunity to influence the management of their housing. Disrepair and enforcing repairs are two of the main issues facing private sector tenants who, compared to tenants in social housing, have little influence in decisions about how their housing is managed. Individuals can make representation to their landlord, but without the support of a wider network of tenants this can be difficult. In London, there are only two mutual organisations representing the interests of private sector tenants, Brent Private Tenants' Rights Group and Camden Federation of Private Tenants.

Choice based lettings (CBL) schemes

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5.97 Choice based letting (CBL) schemes allow applicants for social housing, including tenants who wish to transfer, to apply for vacancies which are advertised. This can help give social tenants more say about where they want to live. They have a higher stake in their community as a result. The same can be true of choice based lettings and mobility (CBLM) schemes which involve authorities working together to advertise vacancies to applicants across authority boundaries.

5.98 In addition to increasing satisfaction for tenants and housing staff, contributing to more sustainable communities and reducing homelessness, accelerating the development of choice based lettings schemes could also contribute to reducing under-occupation and overcrowding. A pan-London scheme could also help to better match supply and demand, since the capacity for delivering new housing and the excess demand for housing are often in different sub regions within London.

5.99 ODPM's Sustainable Communities Plan set the target that all local authorities should have a choice based letting (CBL) system in operation by 2010^{xliv}. This was taken further in ODPM's five year national strategy, *Homes for All*, which promotes the operation of CBL on a sub-regional and regional basis and encourages the extension of CBL to cover low cost home ownership and the private rented sector, as well as social housing.

5.100 At present, participation in choice based lettings or cross-authority mobility schemes is optional for landlords. Despite this, the progress made in London has been exceptional, and, to date, 21 London boroughs and a significant number of London's large developing RSLs are involved in ten CBL schemes. Seven of these are borough-based schemes and three operate on a sub-regional basis with a small percentage of cross-borough lettings. Three boroughs plan to join existing sub-regional schemes later in 2005 and a further seven boroughs are actively considering introducing borough based or joining sub-regional schemes. To assist in this the HC, LHF and ALG have developed a tri-partite protocol for cross-borough lettings in London. The feedback so far on existing schemes – from both customers and local authorities - is generally very positive, with increased client and staff satisfaction.

5.101 Up to now social lettings have largely taken place within boroughs, but there have been various schemes to help social tenants who wish to move across London or to other regions, such as Housing Organisation Mobility and Exchange Services (HOMES) and London Alliance West and North (LAWN). These schemes are to be transferred to a new scheme, moveUK, that is being introduced in 2005 by ODPM. To assist in distributing allocations of new sub-regional supply of social rented housing between boroughs, the HC, LHF and ALG developed a protocol for sub-regional nominations in London. The sub-

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regions have each adapted this to reflect local priorities.

The aim of this strategy is

- ***to improve the levels and quality of tenant and resident participation across all sectors***
- ***To maximise choice and mobility on a pan-London basis in the allocation of affordable housing, including accessible housing***
- ***To contribute towards the creation of sustainable communities, both in existing communities, and new communities particularly in major developments.***

How do we get there?

Targets

ODPM has set all local authorities a target of introducing CBL schemes by 2010. This strategy sets a more ambitious agenda for choice and mobility in London to enable social housing tenants and applicants to exercise the choice to move within and between borough boundaries.

This includes:

- ***Encouraging boroughs and RSLs to operate or participate in CBL schemes by March 2008, two years earlier than the ODPM target;***
- ***Proposing that regional and sub-regional allocations of appropriate new supply take place through CBLM schemes by March 2008;***
- ***Encouraging boroughs and RSLs to offer a proportion of re-lets to applicants through a pan-London CBLM scheme by 2010; and***
- ***Setting clear milestones by December 2005 for the development of pan-London choice and mobility, incorporating an accessible housing register.***

Means

5.102 Work is needed to map the nature and extent of tenant and resident participation in London, to better identify where gaps exist. In the meanwhile, improving tenant and resident engagement in decisions affecting their homes and neighbourhoods will be promoted in a number of ways, including:

- Promoting more meaningful tenant and resident participation in the social sector;
- Developing appropriate structures for tenant and resident consultation on

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housing issues at a regional and strategic level;

- Considering how best to empower private tenants and residents;
- Developing mutual models for low cost home ownership;
- Giving social tenants and applicants more choices about where they live by promoting mobility and choice based lettings schemes;
- Promoting options to increase tenure choice.

Promoting more meaningful tenant and resident participation in the social sector

5.103 Boroughs should create effective structures for tenant and resident participation, using TPCs as a bedrock to build real and meaningful partnerships with tenants in decision making. RSLs should develop tenant participation policies that build on the HC's Involvement Policy and the commitment to community engagement signalled by the LHF's iN Business for Neighbourhoods programme, and that reflect the approach to tenant participation outlined in the new National Framework for TPCs. In particular, TMOs can provide examples of good practice in developing community empowerment and control. Through active tenant participation TMOs can act as a focus for other community and regeneration initiatives, giving people control over their neighbourhoods and their future and helping to strengthen communities and the social links that bind people together.

Developing appropriate structures for tenant and resident consultation on housing issues at a regional and strategic level

5.104 Appropriate regional structures would, in particular, help to ensure that tenants and residents can properly influence the implementation of and any future reviews of the LHS. GOL will be commissioning research to consider how best to take this forward.

Empowering private tenants and residents

5.105 If the private rented sector is to play a greater role in easing London's housing pressures, prospective tenants need to feel that they have a greater influence over their housing management – both at a local and a regional level. The creation of a London-wide network would help to empower private sector tenants. An appropriate regional forum for private sector tenants would also enable private tenants and residents to better feed their views through to future regional housing strategies. This issue will also be considered by the research GOL will commission as mentioned above.

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5.106 Also, testing the feasibility of the Community Land Trust model of Mutual Home Ownership is currently being undertaken by the GLA and the LDA^{xiv}. Please see 4.72 for further details.

Promoting mobility and choice based lettings

5.107 The London Choice and Mobility Steering Group is co-ordinated by the ALG and involves a range of stakeholders including representatives from Sub-Regional partnerships, LHF, RSLs, ODPM, GOL, GLA and HC. The Steering Group has taken the lead in developing pan London choice and mobility and will further explore:

- integration of the pan-London Accessible Housing Register with the development of wider choice and mobility systems to better enable disabled people to find appropriate housing;
- promoting options to increase tenure choice by investigating ways of integrating appropriate intermediate housing and the private sector in pan-London CBLM; and
- developing more effective links with the MoveUK scheme for promoting moves out of London.

5.108 In addition the ALG is carrying out two pieces of research to help inform the development of pan-London choice and mobility. These are *The Impact of a pan London CBL scheme on Homelessness and Temporary Accommodation* and *The Motivators for Mobility & Marketing Strategies*. The research will be completed by autumn 2005.

5.109 The delivery of pan-London choice and mobility will be dependent on a number of factors including

- Balancing the responsibilities of social landlords to meet the needs of people who are already their tenants and the needs of homeless households;
- Finding appropriate ways to administer a scheme which is efficient, effective, and accessible to all users, including vulnerable people;
- Developing appropriate I.T. systems; and
- Understanding any resource implications for landlords and other stakeholders.

5.110 The London accessible housing register will provide information about the level of accessibility of all vacant accessible social housing in London, drawn

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from data held in choice based lettings schemes. Over time, this could build up accessibility information for all social housing in London, as well as new private sector developments. Integral to the development of the AHR will be the provision of appropriate advice, support and advocacy for disabled people.

Promoting options to increase tenure choice

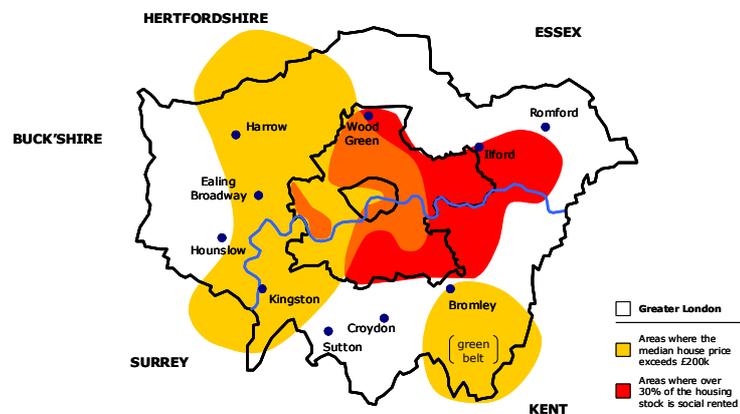
5.111 The Government has acknowledged the growing gap in wealth between homeowners and those who do not own such an asset, and in a time of rising house prices, the advantages and financial security that this can bring.^{xlvi} A range of options into low cost home ownership are available (see 4.55 and following). Local authorities, in partnership with provider RSLs, need to ensure residents in their areas are fully aware of their choices.

Creating Mixed Communities: Where are we now and where do we want to be?

5.112 One of the key features of a sustainable community is that it is ‘a well integrated mix of decent homes of different types and tenures to support a range of household sizes, ages and incomes’.^{xlvii}

5.113 There is currently an uneven spatial distribution of socio-economic groups in London, which is potentially damaging to social cohesion. In very broad terms, the wealthiest households are concentrated in the inner-western arc, and outer south east, whereas the most deprived households are concentrated in inner, and particularly inner-east London. This is shown on the map above with the

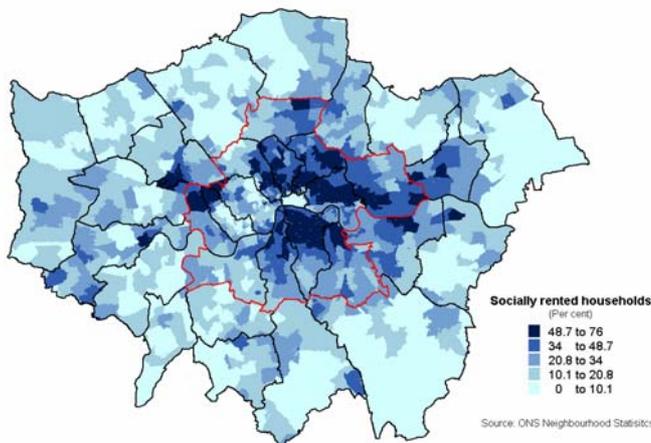
Overlapping wealth and poverty in London



yellow areas representing the former, the red the latter and the orange the areas where these overlap and polarisation is greatest.^{xlviii} But there are also pockets of deprivation in the wealthy areas. For example, both Westminster and Kensington and Chelsea receive some neighbourhood renewal funding.

5.114 There is a clear correlation between concentrations of social rented

Proportion of social rented homes at neighbourhood level across London, 2001



housing (left), joblessness and deprivation (below), with less than 50% of Inner London’s social tenants in employment.^{xlix} Social housing is unevenly distributed and at borough level the differences are quite stark - ranging from as high as 52% of all homes in Hackney being social rented down to only 8.5% in Redbridge.

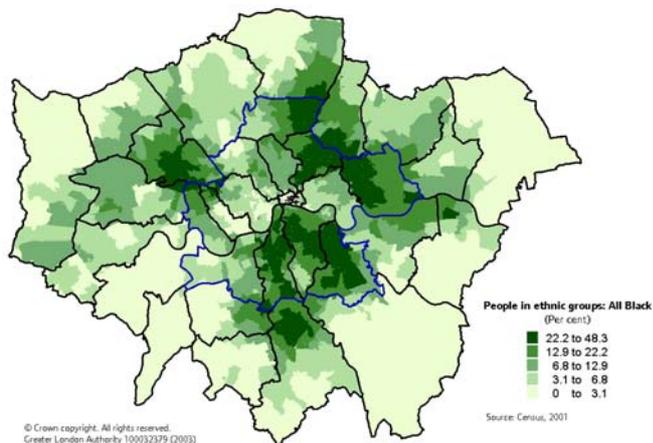
5.115 Clearly lack of

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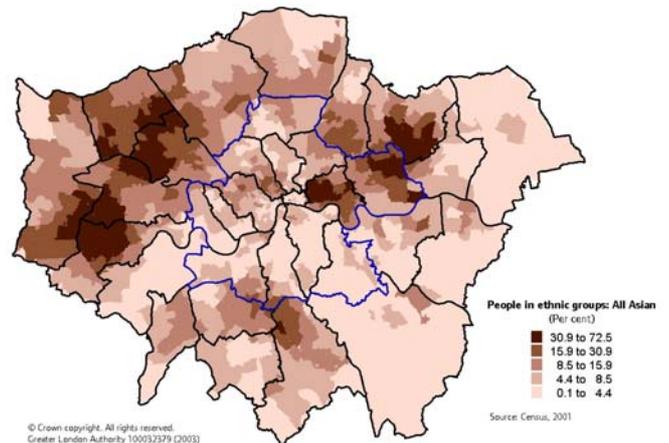
5.118 London's population is the most ethnically diverse of any region in the UK, with 27% of the population from a black and minority ethnic background,

Proportion in Black ethnic groups by neighbourhood



rising to over 50% in some boroughs.¹ These groups tend to be concentrated in different areas as the maps of the black ethnic population (to the left) and the Asian ethnic population (below) show. Research has found that better advice and support, as well as improved information about prospective areas is needed, particularly for people from BME groups moving into non-traditional BME areas who may encounter racial prejudiceⁱⁱ, although such information would also benefit others as well.

Proportion in Asian ethnic group by neighbourhood



The aim of this strategy is to encourage more mixed neighbourhoods – in terms of income, economic activity, tenure, household size, ethnicity; more sustainable communities and a more even spread of social housing across London.

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How do we get there?

5.119 In the interests of sustainability, social cohesion and equality, there is a need to ensure that sites across all of London continue to be exploited for affordable housing (including Gypsy and Traveller sites), and that new developments and regeneration lead to more mixed and sustainable communities. Using investment and lettings policies to achieve a better mix will in turn enable local services such as local shops, banks, and transport to survive.

Means

5.120 Means proposed to encourage the development of more mixed and sustainable communities are:

- Applying existing and proposed planning guidance to ensure development does not further concentrate deprivation;
- Using planning policies to ensure that intermediate and social rented housing is truly affordable;
- Using sustainability criteria for judging investment and lettings proposals;
- Promoting choice and mobility among tenants, ensuring support and advocacy assistance where needed;
- Promoting estate renewal and best practice in designing and planning;
- Developing good practice in managing mixed community sites and anti-social behaviour, and recommending its incorporation into planning guidance.

Planning guidance

5.121 Planning guidance already encourages local planning authorities to support the development of mixed and balanced communities in order to avoid neighbourhoods of concentrated deprivation.ⁱⁱⁱ In addition, ODPM has consulted in *Planning for Mixed Communities* on changes to PPG for Housing, including proposals to allow boroughs to set the threshold above which affordable housing can be sought at lower than 15 dwellings or 0.5 hectares in certain circumstances. This will facilitate a better mix of housing on smaller development sites. Responses to the consultation, which closed on 15 April 2005, are currently being considered and practice guidance that outlines the principles of creating mixed communities will be published alongside announcements on the consultation in summer 2005. And the Government is currently consulting on the reform of S.106 Agreements and will ensure that any

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reform supports the development of mixed communities.

Tackling affordability

5.122 The London Plan expects UDP policies to define affordable housing as housing designed to meet the needs of households whose incomes are not sufficient to allow them access to decent and appropriate housing in their borough. And the changes to national PPG for Housing proposed by ODPM (as mentioned above) include a proposal to ensure that development documents set an appropriate affordability level at local level, looking at the relationship between local income levels and house prices or rents. The Mayor has proposed Supplementary Planning Guidance to the London Plan which would set such an affordability level for London.

Developing and using sustainability criteria for investment and lettings policies

5.123 The HC will ensure its sustainability toolkit^{liii} is properly applied by all RSLs bidding for funding, to ensure that proposed housing developments avoid adding to existing high concentrations of social housing and of deprivation in neighbourhoods. In addition, the HC will model the impact of using neighbourhood level data from the census and the Indices of Multiple Deprivation to avoid placing new social rented housing in those neighbourhoods which already have high levels of social housing or high levels of deprivation, with a view to introducing this or a similar approach as a factor in allocation decisions beyond 2008.

5.124 The Sub Regional Partnerships will also look at whether measures of sustainability could be developed and adopted for lettings policies, building on the HC's sustainability toolkit and the definition of a sustainable community developed by ODPM^{liv}. Such measures could include existing tenure mix, dwelling size mix, child density, the proportion of residents who are or will be economically active, ethnic mix etc.

Promoting mobility and CBL

5.125 Promoting mobility and choice based lettings can give tenants a greater stake in their community by giving them more choices about where they live - see paragraph 5.97 and following above. It is important that, as cross-authority choice based lettings schemes develop sufficient advocacy and support is available to assist applicants. Some tenants and applicants, for example those with literacy problems or mental health issues, might need help to use these systems. But there is an additional need to provide information and advice about new areas. For example, information about schools and child care provision for families, and support for people from BME groups moving into non-traditional BME areas. Support, advice and advocacy is also integral to the proposal to

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develop an accessible housing register for disabled housing applicants.

Estate and area renewal

5.126 Estate or area renewal schemes involving large-scale refurbishment or replacement of local authority or RSL stock can support the development of more mixed and sustainable communities, in addition to other aims of this strategy such as increasing overall numbers of homes and tackling non-decent social housing. Where there is the potential to increase the total number of homes without any loss of social homes, new intermediate and private sector homes can contribute to a greater mix. Many such schemes are underway across London, generally as part of wider regeneration or neighbourhood renewal programmes

Promoting best practice guidance on designing, planning and building for mixed communities

5.127 There are many examples of successful mixed communities and some best practice has already been developed – in terms of building design, area planning and management. Further work on articulating and spreading this best practice remains important though – particularly in addressing concerns held by some developers that mixed communities lead to a reduction in property values. The Board proposes pulling together existing best practice guidance, and combining it with other best practice in design, planning and building conducive to successful mixed communities. This best practice guidance will feed into the review of the London Plan.

Developing good practice in managing mixed community sites and anti-social behaviour

5.128 Not only do mixed communities need to be planned and designed well, they also need to be managed well. The Board proposes pulling together some best practice guidance on how to manage diverse communities so as avoid potential pitfalls and ensure they function well.

Improving Housing Management: Where are we now and where do we want to be?

5.129 High standards of housing management are essential to create and sustain communities in which people want live and work now and in the future. Housing management encompasses a wide range of activities including repairs and maintenance, estate management, Gypsy and Traveller site management, rent collection, letting empty properties and tackling antisocial behaviour, and the majority of contact between tenants and landlords.

5.130 Housing Management can play a key role in tackling all the problems affecting disadvantaged neighbourhoods outlined throughout this chapter, e.g. preventing homelessness and tackling overcrowding. Social housing managers in particular work with individuals and communities to find solutions to these problems in partnership with other agencies, such as Social Services, Health Authorities, and the police. For this reason many social landlords now provide, or work with others to provide, a wide range of services to residents under the banner of Neighbourhood Management. The rolling out of this form of joined up service delivery across the capital is a challenge that faces all housing providers and is particularly important in those areas where there are numerous landlords and a mix of tenures.

5.131 In recent years Government policy has been to encourage local authorities to move to a strategic and enabling role with regard to housing needs within their area, and to separate this strategic role from their own landlord role. Authorities have followed a range of options best suited to their local circumstances including transferring some or all of their stock to a Housing Association or setting up an ALMO. In London 3 authorities have transferred all of their housing stock, while 9 authorities have set up ALMO's and a further 4 are in the process of applying for ALMO status.

5.132 Over the same period, housing associations have grown significantly, increasing the number of units under management through new investment and management of stock on behalf of others in addition to outright transfer. Of London's 400 plus housing associations, the overwhelming majority continue to be responsible for the delivery of their own housing management; however, some smaller organisations now have these services delivered by partner organisations, normally other associations.

5.133 In the social sector, housing management is regulated and inspected by the Audit Commission. The Audit Commission's Comprehensive Performance Assessment (CPA) framework for local authorities includes a rating for individual services such as housing. Since the introduction of CPA in 2003, the performance of London authorities in their CPA housing scores has improved

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across the board.

Overall Scores		
London's 33 Boroughs	2003	2004
Excellent	7	8
Good	8	12
Fair	9	8
Weak	6	5
Poor	3	0

5.134 The assessment of housing association performance is presented publicly in HC Assessment (HCA) reports and summarised by reference to 'traffic lights'. Individual associations are assessed against the criteria of viability, governance, management and development and receive a green, amber or red rating – four greens are essential for partnering associations receiving HC investment allocations. In 2005 analysis of the performance of the 95 London RSLs with more than 250 homes, shows:

	Green	Amber	Red
Viability	86	6	3
Governance	82	10	3
Management	83	10	2
Development	54	7	1

5.135 Analysis of Audit Commission inspection of services to residents of housing associations with over 1,000 homes will be published by the HC in September 2005.

5.136 Although the majority of social landlords have been assessed as providing good management standards, tenant satisfaction surveys consistently show that, nationally, social tenants from BME communities tend to be less satisfied with their landlords than other tenants. And in tenant satisfaction surveys carried out by 20 London boroughs during 2003/04, BME council tenants were less satisfied with their landlord than other tenants in 16 of those boroughs. Reasons for higher levels of dissatisfaction among BME tenants are not fully understood, and the HC will be undertaking a research project during 2005/06 to understand why this is the case.

5.137 Extrapolating from the number of rented dwellings leads to an estimate of between 70,000 and 80,000 private landlords in the London area. Although many landlords operate very professionally, there is evidence of poor standards of housing management in some parts of the private rented sector. The key issues facing private sector tenants include disrepair, fit and proper landlords and agents managing their homes, and the return of tenancy deposits at the end of a tenancy. The difficulties these issues can cause for sustainable communities has been recognised by Government, with the introduction of mandatory HMO licensing, the HHSRS and other measures in the recent Housing Act 2004.

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5.138 As at 1 April 2004, the private sector had the worst levels of unfitness for human habitation in London, with 7% of private sector dwellings being unfit as opposed to 5% of local authority and 3% of RSL dwellings. See 5.4 for more information on private sector disrepair issues.

5.139 Disputes over non-return of tenancy deposits are consistently among the most common issues of concern reported to advice agencies working with private rented tenants. The ODPM Survey of English Housing has consistently indicated that 1 in 5 private sector tenants consider their landlord to have unreasonably withheld deposit money from their last tenancy.

The aim of this strategy is to achieve good quality and consistent housing management throughout all sectors in London, bringing all providers up to the standard of the very best and seeking the delivery of joined up local services through the extension of neighbourhood management.

How do we get there?

Targets

- *To improve the satisfaction of social housing residents with their landlord, home and the areas in which they live;*
- *To further increase the number of local authorities and housing associations achieving the good and excellent ratings in Audit Commission inspections;*
- *To extend good practice in housing management to the private rented sector, the Board commends the London Landlord Accreditation Scheme's target to increase the number of accredited landlords to 10,000 by 2010.*

Means

5.140 A number of ways of improving standards of housing management within the social sector are already in place. These include:

- Inspection and regulation regimes;
- Contractual arrangements;
- Business Planning arrangements;
- Neighbourhood approaches to housing management;
- On-going research, and dissemination of good practice.

5.141 Means to drive up housing management standards in the private sector will include:

- Encouraging private tenants to bring fitness issues to the attention of local authorities and encouraging boroughs to engage with private landlords and to use the new measures in the Housing Act 2004 (see 5.17 for more details);
- Landlord accreditation schemes;
- Provision of advice and support to landlords;
- Effective structures in place for tenant and resident participation;

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- Tenancy deposit protection schemes.

Social Sector Management

5.142 The Audit Commission's inspection and rating system is a key means of improving standards across all social landlords. The HC also stipulates its expectations of housing associations in its Regulatory Code.

5.143 Local authority contractual arrangements with ALMO's specify standards and are a means for local authorities to monitor and ensure high standards, and similar contractual arrangements exist between local authorities and the housing associations managing stock on their behalf. Local authority housing association groups exist in some areas and provide a forum for local authorities to coordinate the delivery housing services across housing associations in their borough.

5.144 Local Authority Housing Revenue Account (HRA) Business Plans and RSL Business Plans outline how landlords in each sector will deliver on key targets. In addition to the business plan, landlords will have a range of other policies and procedures around specific issues. For instance, following the Anti-Social Behaviour Act 2003 social landlords have produced and published their policies on tackling anti-social behaviour (ASB), and the London ASB strategy pulls together initiatives to tackle ASB across London and across service areas and between key organisations i.e. the police and local authorities.

5.145 Neighbourhood renewal approaches can also complement and improve housing management services. For instance, neighbourhood wardens, initially funded by ODPM in the most deprived boroughs, provide a uniformed semi-official presence, with the aim of improving the environment, quality of life and safety. Wardens may undertake a range of activities from arranging children's activities to acting as official witnesses in cases of harassment or anti-social behaviour. Through their presence on the ground they can take immediate action on a range of liveability issues such as fly-tipping, graffiti or abandoned vehicles. All of these activities assist the wider housing management role, and can help improve tenant satisfaction with their local area.

5.146 The NHF's iN business for neighbourhoods initiative is a sector wide programme aimed at delivering a step-change in the performance of housing associations^{iv}. Those associations adopting these principles make specific commitments on the themes of customers, neighbourhoods and excellence. Associations owning more than three quarters of the sector's stock nationally have made this commitment.

5.147 Through the joint protocol for the selection of sub-regional development partners, the HC, ALG and LHF recommend that housing associations seeking Partner Status for future investment should demonstrate a commitment to the principles of iNBusiness for Neighbourhoods.

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5.148 The ALG, HC and NHF (including the LHF) are frequent commissioners of research and policy development work in the area of housing management. Likewise all three organisations actively promote good practice through a range of techniques. The Board expect to see good practice similarly applied to the management of Gypsy and Traveller sites.

Private Sector Management

5.149 There are two types of landlord accreditation scheme in London. The London Landlord Accreditation Scheme (LLAS) is a scheme which focuses on driving up management standards among landlords by providing training to inform landlords of their obligations to their tenants and the wider community in relation to, e.g. tenancy law, health and safety issues, and so on. The majority of London boroughs, as well as the major landlord bodies, are participating in the scheme which was launched in July 2004. The aims of the scheme are to provide landlords across London with information and professional development opportunities to allow them to operate a successful business, provide their tenants with safe and high quality accommodation, to reduce the need for intervention from local authorities, and to accredit those landlords who attain the required standards.

5.150 Additionally, individual borough schemes focussing on physical property standards exist in around one third of London local authorities. The Board would like to encourage all London authorities to participate in such accreditation schemes.

5.151 Accreditation for both types of scheme is, however, voluntary and will not reach all landlords. There is a role for local authorities and Government to improve the information available to landlords and to encourage them to participate in accreditation schemes.

5.152 Examples of existing advice for landlords include the London Landlords Day - an annual conference for private sector landlords run by the London Private Sector Housing Partnership with workshops on a range of topics such as management obligations, legal issues, finance and investment trends. This must be supplemented by on-going support and advice services at a local level.

5.153 Creating effective structures for private tenants to influence landlord decisions will play an important role in improving private sector management standards. See 5.104 and 5.105 above for more details.

5.154 From 2006, under the Housing Act 2004, landlords will be required to participate in one of two types of tenancy deposit protection scheme – a custodial or an insurance scheme. This should substantially reduce disputes over non-return of deposits. In a custodial scheme, landlords pay deposits into an account

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held centrally by the scheme administrator. In an insurance scheme, the landlord keeps the money but any failure to repay money to the tenant is covered by insurance such as that operated by the Association of Residential Letting Agents (ARLA).

5.155 All schemes will be required to have internal dispute resolution systems. Where, at the end of a tenancy, tenant and landlord cannot agree over what amount should be returned to the tenant then it will be open to either to take the matter through the internal dispute resolution, following which the scheme administrator must ensure that the tenant receives any sums owing. Additionally, as now, tenants will be able to take such matters through the county courts.

5.156 ODPM will be running a competitive tendering process later this year to ensure appropriate schemes are established.

Future Developments

5.157 The Law Commission's proposal's on tenure could assist in ensuring both landlords and tenants better understand their rights and obligations.

5.158 New tax incentives to bring more professional landlords into the sector and to encourage energy efficiency measures could also prove important. For further details, please see the discussion paper *Real Estate Investment Trusts* published by HM Treasury in March 2005.

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Endnotes

- ⁱ For further details please see ODPM (2004) A Decent Home: The Definition and Guidance for Implementation
- ⁱⁱ 2001 English House Condition Survey; Local authority HIP returns and RSL RSR returns
- ⁱⁱⁱ 2001 English House Condition Survey report
- ^{iv} 2001 EHCS (non-decent homes) and local authorities HIP returns for April 2003 (unfitness)
- ^v Draft Sub-Regional Strategy Support Studies 2004
- ^{vi} Draft Sub-Regional Strategy Support Studies 2004
- ^{vii} ODPM English House Condition Survey Key Findings for 2003 Decent Homes and Decent Places
- ^{viii} DETR (1996) English Housing Condition Survey Energy Report
- ^{ix} Mayor of London (2004) Green Light to Clean Power: The Mayor's Energy Strategy
- ^x Housing Corporation (2004). Sector Study 32: Housing Association progress towards Decent Homes Standard.
- ^{xi} ODPM (2005) Sustainable Communities: Homes for All
- ^{xii} The number of people sleeping rough in London fell by 57% between 1998 and 2004. Nationally there was a 73% reduction. The number of homeless households placed in B&B accommodation fell by 13% between June 1998 and 2004, to 3,203, of which 287 were families
- ^{xiii} Homelessness in London bulletin, London Research Centre, 1998; GLA temporary accommodation figures, 2004
- ^{xiv} Homelessness among single and adult-only households, paper by the GLA to the Housing Forum for London's Homelessness Sub Group, October 2004
- ^{xv} GLA Monthly Temporary Accommodation Monitoring
- ^{xvi} Home Office UK Asylum Statistics 2003 and 2004
- ^{xvii} Home Office UK Asylum Statistics 2003
- ^{xviii} Between January 2003 and March 2004, 10,300 applicants were refused NASS support under section 55 of the Nationality Immigration and Asylum Act 2002, a large majority of whom were likely to have been in London. See Mayor of London (2004) Destitution by design: Withdrawal of support from in-country asylum applicants – an impact assessment for London
- ^{xix} GLA (2005) Into the Labyrinth: Legal Advice for Asylum Seekers in London
- ^{xx} GLA (2003) Silting up? A survey of London hostels about move-on accommodation and support, and Homeless Link (2004) No room to move?
- ^{xxi} Combined Homelessness and Information Network (2004) Annual Report: All Outreach Teams April 2003 – March 2004

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- ^{xxii} Fifty eight per cent of households accepted as homeless were known to come from a BME background in both 2002/3 and 2003/4 and they made up 57% of the total in the second quarter of 2004/5 (ODPM homelessness statistics based on local authority P1E returns)
- ^{xxiii} GLA (2003) Access to Primary Care – A joint Mayor of London and London Assembly Scrutiny Report
- ^{xxiv} ODPM Housing Investment Programme Data
- ^{xxv} ODPM homelessness statistics based on local authority P1E returns
- ^{xxvi} Shelter (2004) Living in Limbo
- ^{xxvii} Home Office (2005) Integration Matters
- ^{xxviii} ALG (2004) Overcrowding in London, page 3. Based on Census 'persons per room' measure, where a household with over 1 person per room is overcrowded and one with over 1.5 persons per room is severely overcrowded.
- ^{xxix} ODPM data supplied to ALG. Based on Survey of English Housing for 2001-3, using 'bedroom standard' measure of overcrowding: a household which lacks one bedroom according to the bedroom standard is overcrowded, and a household that lacks two is severely overcrowded.
- ^{xxx} ODPM (2003-04) Survey of English Housing
- ^{xxxi} ALG (2004) Overcrowding in London.
- ^{xxxii} ODPM (2004) Overcrowding: the impacts on health and education
- ^{xxxiii} Murray, R. (1974) 'The influence of crowding on children's behaviour', in, Canter, D., Lee, T. (Eds) Psychology and the Environment, London, Architectural Press.
- ^{xxxiv} London Housing (2004) Briefing: Overcrowding in London
- ^{xxxv} ODPM (2003-04) Survey of English Housing
- ^{xxxvi} DETR (2001) Managing Under Occupation: A Guide to Good Practice in Social Housing
- ^{xxxvii} ODPM and Home Office (2005) Citizen Engagement and Public Services: Why Neighbourhoods Matter
- ^{xxxviii} TPAS (2004) Subject Guide: Tenant Participation
- ^{xxxix} ODPM (2003), Interim Evaluation Tenant Participation Compacts
- ^{xl} The Leasehold Reform Housing and Urban Development Act 1993 gives council tenants the right to take over management functions from their local authority
- ^{xli} ODPM (2002) Tenants Managing: An Evaluation of Tenant Management Organisations in England
- ^{xlii} TPAS (2004) Subject Guide: Tenant Management
- ^{xliii} ODPM (2002) Tenants Managing: An Evaluation of Tenant Management Organisations in England
- ^{xliv} ODPM (2003) Sustainable Communities: Building for the Future

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^{xlv} GLA (2004), Community Land Trusts and Mutual Home Ownership: A Research Report for the Mayor of London

^{xlvi} ODPM (2005) Sustainable Communities: Homes for All

^{xlvii} ODPM (2003) Sustainable Communities: Building for the Future

^{xlviii} PMSU (2004) London Project

^{xliv} PMSU (2004) London Project slide 32

ⁱ GLA analysis of the 2001 Census data: Ethnic groups in London and other districts, October 2003

ⁱⁱ LAWN (2004) Making the Move

ⁱⁱⁱ ODPM PPG3, and DETR Circular 6/98 (planning and affordable housing).

ⁱⁱⁱⁱ Derek Long and Mary Hutchins, Housing Corporation and John Moores University (2003, 3rd Edition) A Toolkit of Indicators of Sustainable Communities.

^{iv} ODPM (2005) Homes For All, Appendix 1

^v NHF (2003) In Business for Neighbourhoods: Action for Change

Delivery Plan

Delivery Plan

Objectives	Aims	Targets	Means			
				Delivered By	Lead Organisation	When
Increasing new supply	<ul style="list-style-type: none"> To ensure that more people can be housed, by increasing the supply of new homes of appropriate sizes in each sector 	<ul style="list-style-type: none"> At least 23,000 net increase per annum from all sources (new build, conversions and bringing empty homes back into use) London Plan annual targets breaking the total down at borough level. 	<ul style="list-style-type: none"> Bringing forward surplus public sector and other brownfield land for new housing 	EP & LDA	GLA	Ongoing
			<ul style="list-style-type: none"> Ensuring delivery of at least London Plan targets for new homes in all boroughs through action planning, and supporting opportunities to deliver in excess of London Plan targets where possible. 	GOL & Boroughs	GOL	Ongoing
			<ul style="list-style-type: none"> Using statutory planning powers in relation to strategic developments to ensure proposals make most effective use of land, are at appropriate densities, and deliver an appropriate mix of dwellings in terms of affordability, bedroom size mix etc. 	GLA	GLA	Ongoing
Delivering more affordable housing	<ul style="list-style-type: none"> To increase the output of new affordable housing, especially social rented housing, to reduce the backlog and make progress towards meeting new need in London. 	<ul style="list-style-type: none"> Target of 50% of new homes to be affordable, of which 70% to be social rented and 30% intermediate housing. 	<ul style="list-style-type: none"> Social rented programme, including provision of sites for Gypsies and Travellers KWL Products Other Low Cost Home Ownership products Efficiency savings 	HC & RSLs	HC	Ongoing
			<ul style="list-style-type: none"> First Time Buyers Initiative, including London Wide Initiative 	EP & LDA	EP	From 2005-06 onwards
			<ul style="list-style-type: none"> Scrutiny of individual planning applications to maximise affordable housing 	GLA & Boroughs	GLA	Ongoing
			<ul style="list-style-type: none"> Housing Private Finance Initiative 	Boroughs & RSLs	ALG	Ongoing
	<ul style="list-style-type: none"> To slow declining rates of social 		<ul style="list-style-type: none"> Promote moves out of London, linking up with moveUK CIS schemes 	Boroughs/ RSLs	ALG	Ongoing

Delivery Plan

Objectives	Aims	Targets	Means			
				Delivered By	Lead Organisation	When
	lettings		<ul style="list-style-type: none"> Target LCHO at existing social tenants 	RSLs & Boroughs	ALG	Ongoing
	<ul style="list-style-type: none"> To increase numbers of larger social rented homes to combat overcrowding 	<ul style="list-style-type: none"> To direct 35% of the HC's 2006 to 2008 Social Rented Programme to develop new 3 bedroom and larger homes 	<ul style="list-style-type: none"> See means outlined under 'Tackling Overcrowding' aim 			
	<ul style="list-style-type: none"> To consider the existing spread of social housing when locating new affordable homes to encourage more mixed-tenure neighbourhoods and a more even spread of social housing across London 		<ul style="list-style-type: none"> Ensure Sustainability Toolkit for investment is applied Further testing of the neighbourhood approach – see development section. 	HC	HC	2005 for 2006/08 programme
Meeting the need for supported housing	<ul style="list-style-type: none"> To ensure the right levels of good quality supported housing in the right places across London to better meet need 	<ul style="list-style-type: none"> No specific target given unclear evidence base at time of writing strategy 	<ul style="list-style-type: none"> New & remodelled Supported Housing through HC investment programmes 	HC & RSLs	HC	Ongoing
			<ul style="list-style-type: none"> Sub-regional commissioning to meet needs of cross-authority client groups 	Boroughs	ALG	Ongoing

Delivery Plan

Objectives	Aims	Targets	Means			
				Delivered By	Lead Organisation	When
Ensuring all new housing is of high quality	<ul style="list-style-type: none"> ▪ To promote high quality design and construction, as well as environmental sustainability in the supply of new homes 	<ul style="list-style-type: none"> ▪ To have a design champion within each London borough's planning department, and to set up a design champion's network in London; ▪ To aim for 30 more developments to gain a Building For Life Award for Excellence by 2010, contributing to ODPM's national target; ▪ To continue to exceed the national HC target that 25 per cent of new homes they fund will use Modern Methods of Construction; ▪ To improve minimum energy standards for all new homes, reducing carbon emissions by around a further 25 per cent. 	<ul style="list-style-type: none"> ▪ Implement grant eligibility criteria to ensure all new affordable housing meets high design quality standards, including adopting Eco Homes Very Good standard 	HC	HC	July 2005 and onwards
			<ul style="list-style-type: none"> ▪ Adopting design codes if pilots are successful 	GLA & boroughs	GLA	From 2006
			<ul style="list-style-type: none"> ▪ Promote adoption of "Secured by Design" principles on new housing developments 	HC, RSLs and HBF with the Metropolitan police	HC	Ongoing
			<ul style="list-style-type: none"> ▪ Strengthening local authorities' design capacity and expertise by encouraging nomination of design champions in all boroughs. 	GOL/ Urban Design London/ Boroughs	GOL	By end of 2005
			<ul style="list-style-type: none"> ▪ Establish the use of modern methods of construction in the ADP programme 	HC/ RSLs	HC	Ongoing and for 2006/08 programme
			<ul style="list-style-type: none"> ▪ Use planning powers to ensure new homes to comply with London Plan energy and air quality targets 	GLA & Boroughs	GLA	Ongoing

Delivery Plan

Objectives	Aims	Targets	Means			
				Delivered By	Lead Organisation	When
Reducing the number of empty homes	<ul style="list-style-type: none"> ▪ To reduce the number of empty homes, especially those private sector homes that have been vacant for more than 6 months 	<ul style="list-style-type: none"> ▪ To reduce the total number of empty homes to 88,000 by 2010 	<ul style="list-style-type: none"> ▪ Support boroughs in use of statutory powers i.e. Empty Dwelling Management Orders and Compulsory Purchase Orders 	ALG & GLA	ALG	Ongoing
			<ul style="list-style-type: none"> ▪ Employing Empty Dwelling Management Orders to take over the management temporarily of suitable empty homes, and using CPOs as a last resort 	Boroughs	ALG	Ongoing
			<ul style="list-style-type: none"> ▪ Providing information & advice to owners of empty properties on renting and management 	Boroughs & Empty Homes Agency	ALG	Ongoing
			<ul style="list-style-type: none"> ▪ Encouraging RSLs to play a greater role in redeveloping and managing empty properties 	HC, RSLs & Boroughs	HC	Ongoing
			<ul style="list-style-type: none"> ▪ Funding essential works to empty properties as part of area renewal strategies, and giving empty property grants where appropriate 	Boroughs	ALG	Ongoing
			<ul style="list-style-type: none"> ▪ Consider removing or reducing Council Tax discounts on long-term empty properties 	Boroughs	ALG	Ongoing
Improving the quality of existing homes	<ul style="list-style-type: none"> ▪ To ensure that all social housing meets the decency standard 	<ul style="list-style-type: none"> ▪ By 2010 all social housing in London is decent 	<ul style="list-style-type: none"> ▪ Developing option appraisals for Local Authority owned stock and then implementing agreed plans to deliver the investment needed to achieve and maintain the decency standard 	Boroughs	ALG	Ongoing
			<ul style="list-style-type: none"> ▪ RSLs investing their own resources to deliver decent homes 	RSLs	HC	Ongoing
			<ul style="list-style-type: none"> ▪ RSLs bidding for funding to refurbish Gypsy and Traveller sites 	RSLs	HC	Autumn 2005
			<ul style="list-style-type: none"> ▪ Estate or Area Renewal schemes 	Boroughs & RSLs	ALG	Ongoing

Delivery Plan

Objectives	Aims	Targets	Means			
				Delivered By	Lead Organisation	When
	<ul style="list-style-type: none"> ▪ To improve the housing conditions of vulnerable homeowners and private tenants in London so that the proportion who have a decent home is increased. 	<ul style="list-style-type: none"> ▪ 70% of vulnerable private sector households live in decent housing by 2010 and 75% by 2020 ▪ Mayor's Energy Strategy targets in relation to thermal comfort and fuel poverty: by 2010 there should be no occupied dwelling in London with a SAP rating of less than 30 and by 2016 none less than 40. 	<ul style="list-style-type: none"> ▪ Engaging with private landlord bodies to ensure implementation of the measures in the Housing Act 2004 (HHSRS & HMO licensing) ▪ Encouraging private tenants to report fitness issues ▪ Ensuring wider access to assist vulnerable home owners to improve their homes ▪ Better targeting of funding through the Energy Efficiency Commitment ▪ Advice & support to vulnerable homeowners on accessing equity based loans to improve properties ▪ Accreditation of private landlords who meet good property standards ▪ Adopting common standards for inspection of temporary accommodation <p>(Some of these also contribute to other aims such as improving housing management, and similarly some means there will contribute to the aim here)</p>	Boroughs	ALG	Ongoing
	<ul style="list-style-type: none"> ▪ To ensure that vulnerable BME and vulnerable frail elderly / disabled households are not disproportionately living in poor condition private sector housing 		<ul style="list-style-type: none"> ▪ providing information to those applying for disabled facilities grants about other funding sources such as equity loans and energy efficiency grants which will help bring their home up to a decent standard if necessary 	Boroughs	ALG	Ongoing

Delivery Plan

Objectives	Aims	Targets	Means				
				Delivered By	Lead Organisation	When	
Preventing homelessness and reducing repeat homelessness	<ul style="list-style-type: none"> ▪ To ensure that homelessness is reduced and more homelessness is prevented ▪ To reduce the use of temporary accommodation to minimal levels 	<ul style="list-style-type: none"> ▪ To halve the numbers of Londoners living in temporary accommodation by 2010 	<ul style="list-style-type: none"> ▪ Incorporating prevention measures into homelessness strategies, including specific schemes for particular client groups as appropriate. 	Boroughs	ALG	As homelessness strategies are reviewed	
			<ul style="list-style-type: none"> ▪ Encouraging use of private rented sector to provide more settled homes ▪ Advice, support & training to private landlords, and tackling landlords' negative perceptions of HB claimants through schemes such as the London Landlord Accreditation Scheme and Landlords Day conference ▪ Expanding rent deposit schemes 	Boroughs	ALG	Ongoing	
			<ul style="list-style-type: none"> ▪ Pilot approaches to converting temporary to permanent housing, contingent on ODPM assessment of value for money. 	Boroughs, working with RSLs.	ALG	2006/07 & 2007/08	
	<ul style="list-style-type: none"> ▪ To ensure that being in temporary accommodation does not deepen social exclusion 			<ul style="list-style-type: none"> ▪ Continue fully utilising the NOTIFY system to ensure homeless households remain connected to key services when they move 	GLA, Boroughs & Primary Care Trusts	GLA	Ongoing
				<ul style="list-style-type: none"> ▪ East London pilot to charge affordable rents in temporary accommodation and support families into work 	East Thames Housing Group, GLA, Newham, Redbridge, Waltham Forest	GLA	For two years up to September 2007, with evaluation complete by end 2007

Delivery Plan

Objectives	Aims	Targets	Means			
				Delivered By	Lead Organisation	When
	<ul style="list-style-type: none"> ▪ To end the use of unstable, short-term and unsuitable temporary accommodation ▪ To reduce the number of people in hostels waiting to move on through provision of appropriate accommodation and support 	<ul style="list-style-type: none"> ▪ To make reductions in the use of the worst forms of TA commensurate with general reductions in the use of TA e.g. halving numbers of single homeless people placed in B&B hotels. 	<ul style="list-style-type: none"> ▪ Working together to achieve the 5 outcomes for health and homelessness identified by ODPM 	Boroughs, PCTs & Voluntary Sector	ALG	Ongoing
			<ul style="list-style-type: none"> ▪ Hostels Improvement Programme 	ODPM and hostel providers	GOL	2004/05 to 2007/08
		<ul style="list-style-type: none"> ▪ promote forthcoming minimum standards for temporary accommodation across London, including in TA provided to asylum seekers by NASS and Social Services 	ODPM, GLA, NASS & Boroughs	GLA	Setting the standard launch in October 2005	
		<ul style="list-style-type: none"> ▪ Further development work to be undertaken – see Research and Development section below 				
Tackling Overcrowding	<ul style="list-style-type: none"> ▪ To ensure overcrowding is reduced and more overcrowding prevented 	<ul style="list-style-type: none"> ▪ To direct 35% of the HC's 2006 to 2008 Social Rented Programme to develop new 3 bedroom and larger homes 	<ul style="list-style-type: none"> ▪ Increasing supply of new larger social rented homes through clear signposting of scale neutral investment criteria in investment guidance 	HC	HC	July 2005
			<ul style="list-style-type: none"> ▪ Extending or de-converting existing social homes where appropriate 	HC, RSLs & Boroughs	HC	2006/08 investment programme

Delivery Plan

Objectives	Aims	Targets	Means			
				Delivered By	Lead Organisation	When
			<ul style="list-style-type: none"> Promoting mobility out of London through the moveUK scheme and developing more attractive incentive schemes to encourage under-occupiers to move within London 	Boroughs/ RSLs	ALG	Ongoing
			<ul style="list-style-type: none"> Using the HHSRS to tackle the worst overcrowding in the private rented sector 	Boroughs	ALG	Ongoing
			<ul style="list-style-type: none"> To reduce the gap between levels of overcrowding in BME and non-BME communities 		<ul style="list-style-type: none"> Use HC targets for lettings to BME households and allocations to BME RSLs to assist in tackling inequalities 	HC & BME RSLs
Empowering Tenants & Residents	<ul style="list-style-type: none"> To improve levels and quality of TP across all sectors 		<ul style="list-style-type: none"> Promote meaningful tenant participation throughout the social sector, building on existing structures (TP aims also support the aim to improve housing management) 	HC, LHF, RSLs, ALG & Boroughs	HC for RSLs ALG for Boroughs	Ongoing

Delivery Plan

Objectives	Aims	Targets	Means			
				Delivered By	Lead Organisation	When
	<ul style="list-style-type: none"> ▪ To maximise choice and involvement in accessing housing in London ▪ To increase opportunities for voluntary moves within boroughs, sub-regions, across London, and to other regions ▪ To contribute towards the creation of sustainable communities, both in existing communities, and new communities particularly in major developments. 	<ul style="list-style-type: none"> ▪ Boroughs and RSLs to operate or participate in CBL schemes by March 2008; ▪ Regional and sub-regional allocations of appropriate new supply to take place through CBLM schemes by March 2008; ▪ Boroughs and RSLs on a voluntary basis to offer a proportion of re-lets to applicants through a pan-London CBLM scheme by 2010. 	<p>Giving social tenants and applicants more choices about where they live by promoting mobility and choice based lettings schemes, including:</p> <ul style="list-style-type: none"> ▪ assessing the feasibility of integration of the pan-London Accessible Housing Register with the development of wider choice and mobility systems to better enable disabled people to find appropriate housing; ▪ promoting options to increase tenure choice by investigating ways of integrating appropriate intermediate housing and the private sector in pan-London CBLM; and ▪ developing more effective links with the MoveUK scheme for promoting moves out of London. <p>(CBL will also contribute to the mixed communities aims)</p>	Boroughs through Sub-Regional partnerships, LHF, RSLs, ODPM, GOL, GLA and HC working together in a CBL Steering Group	ALG	CBL in every borough by 2008, and pan-London mobility scheme in operation on a voluntary basis by 2010
			<ul style="list-style-type: none"> ▪ Develop a pan London accessible housing register for use within the CBL framework 	GLA	GLA	April 2007
			<ul style="list-style-type: none"> ▪ Ensure London residents are fully aware of different tenure choices 	Boroughs	ALG	Ongoing
Creating mixed communities	<ul style="list-style-type: none"> ▪ To encourage more mixed neighbourhoods, in terms of 		<ul style="list-style-type: none"> ▪ Apply existing and proposed planning guidance to ensure development does not further concentrate deprivation, and to ensure intermediate housing is affordable 	GLA & Boroughs	GLA	Ongoing

Delivery Plan

Objectives	Aims	Targets	Means			
				Delivered By	Lead Organisation	When
	income, economic activity, tenure, household size, ethnicity <ul style="list-style-type: none"> ▪ To promote more sustainable communities and a more even spread of social housing across London 		<ul style="list-style-type: none"> ▪ Sustainability criteria for investment in new affordable housing to be applied 	HC	HC	Ongoing and for new investment decisions for 2006/08
			<ul style="list-style-type: none"> ▪ To review local lettings plans to ensure sustainability issues are addressed 	Boroughs & RSLs through Sub-Regional Partnerships	ALG	By March 2007
			<ul style="list-style-type: none"> ▪ Using estate renewal schemes to create more mixed and sustainable communities 	Boroughs & RSLs	ALG	Ongoing
Improving Housing Management	<ul style="list-style-type: none"> ▪ To achieve good quality and consistent housing management throughout all sectors, bringing all providers up to the best standards ▪ To seek the delivery of joined up local services through the extension of neighbourhood management 	<ul style="list-style-type: none"> ▪ Improving social tenants satisfaction with their homes, neighbourhoods and landlords ▪ To further increase the number of LAs and RSLs achieving 'good' and 'excellent' ratings in Audit Commission inspections ▪ To increase the number of accredited private sector landlords 	<ul style="list-style-type: none"> ▪ No new means are suggested for social sector ▪ Provide information to private landlords about accreditation and encourage them to join the LLAS ▪ Advice, training and support to private landlords outside of the LLAS 	Boroughs	ALG	Ongoing

Delivery Plan

Delivery Plan

Research & Development work

Objectives	Aims	Workstream	Developed By	Lead Organisation	Timescales
Increasing new supply	<ul style="list-style-type: none"> ▪ To ensure that more people can be housed, by increasing the supply of new homes of appropriate sizes in each sector 	<ul style="list-style-type: none"> ▪ Develop proposals for incentives for local authorities to increase the delivery of housing including releasing more land for housing 	ALG & Boroughs	ALG	September 2006
		<ul style="list-style-type: none"> ▪ Identify the barriers to redeveloping commercial sites – like some supermarkets, leisure centers etc - to provide more housing, and explore means of tackling such barriers 	GOL	GOL	End of 2005
		<ul style="list-style-type: none"> ▪ To report on the actions required to deliver an increase in housing output, building on the forthcoming housing capacity study. 	GLA	GLA	February 2006
		<ul style="list-style-type: none"> ▪ Develop best practice on sustainable mixed tenure developments to challenge negative developer perceptions 	GLA & Key Stakeholders (LHF, House Builders Federation, EP & HC)	GLA	March 2006
		<ul style="list-style-type: none"> ▪ Developing some models to explore how infrastructure investment might be funded through development 	GLA & LDA	GLA	End of 2005
		<ul style="list-style-type: none"> ▪ Explore ways to better exploit the potential to deliver more homes and faster through the use of modern methods of construction, including attracting developers and those with other relevant skills from outside the UK. (Also contributing to aim of raising the design quality of new homes) 	GLA, LDA, EP & HC	EP	Summer 2006
		<ul style="list-style-type: none"> ▪ Identify reasons why planning applications for some housing developments are unsuccessful 	GLA	GLA	December 2005
Delivering more affordable	<ul style="list-style-type: none"> ▪ To increase the output of new affordable housing to reduce the backlog and 	<ul style="list-style-type: none"> ▪ To explore with ODPM means of providing non-traditional mortgage products for low cost home ownership 	HC national study	HC	2005/06

Delivery Plan

Objectives	Aims	Workstream	Developed By	Lead Organisation	Timescales
housing	make progress towards meeting new need in London, and to slow declining rates of lettings in the social sector	<ul style="list-style-type: none"> ▪ Feasibility study to look at the Community Land Trust/ Mutual Home Ownership model (also contributing to tenant empowerment aim) 	LDA & GLA	LDA	Summer 2005
		<ul style="list-style-type: none"> ▪ Developing models for levering in private finance into delivering affordable housing, building on the experience of the London-Wide Initiative 	EP	EP	2006/07
		<ul style="list-style-type: none"> ▪ Work to ensure that RSL efficiency savings do not compromise development quality, and to evaluate programme of grants to non-RSLs. 	HC national study, working with ODPM	HC	2005/06
		<ul style="list-style-type: none"> ▪ Seek support for greater consistency across London in the approach to negotiating S.106 agreements with the aim of attracting more housing developers to work in London 	ALG & Boroughs	ALG	Initial report in 2005, with final conclusions in summer 2006
		<ul style="list-style-type: none"> ▪ To contribute to and examine implications of ODPM research for ways to address declining social lettings 	GOL	GOL	2005/06
		<ul style="list-style-type: none"> ▪ To establish a database of existing intermediate housing as a baseline from which to monitor new provision 	GLA	GLA	Summer 2006
		<ul style="list-style-type: none"> ▪ Sub-Regional Strategy Support Study improving data on housing needs of equalities groups, and identifying where there are gaps. 	GLA, ALG & Sub Regional Partnerships	GLA	Summer 2005
	<ul style="list-style-type: none"> ▪ To consider the existing spread of social housing when locating new affordable homes to encourage more mixed-tenure neighbourhoods and a more even spread of social housing across London 	<ul style="list-style-type: none"> ▪ To test out a new approach to Housing Corporation allocations, seeking to consider existing concentrations of social and affordable housing, and other measures of sustainability such as levels of income deprivation and economic activity, in those neighbourhoods immediately surrounding proposed new social housing developments, with a view to introducing such an approach as a factor in allocation decisions beyond 2008. 	HC national study	HC	2005/06

Delivery Plan

Objectives	Aims	Workstream	Developed By	Lead Organisation	Timescales
Meeting the need for supported housing	<ul style="list-style-type: none"> ▪ To ensure the right levels of good quality supported housing in the right places across London to better meet need 	<ul style="list-style-type: none"> ▪ Building the evidence base on the need and availability of supported housing through analysis of SP service reviews and Borough SP strategies, with a view to setting future targets for supported housing provision. 	ALG & Boroughs	ALG	<ul style="list-style-type: none"> • Analysis of strategies by summer 2005 • SP service reviews completed by end of 2006
Ensuring new housing is of high quality	<ul style="list-style-type: none"> ▪ To promote high quality design and construction, as well as environmental sustainability in the supply of new homes 	<ul style="list-style-type: none"> ▪ Exploring ways to better exploit the potential to deliver more homes and faster through modern methods of construction 	GLA, HC, EP & LDA	GLA	Summer 2006
		<ul style="list-style-type: none"> ▪ To review the implementation of the density policies in the London Plan 	GLA	GLA	April 2006
		<ul style="list-style-type: none"> ▪ Consideration to further strengthening environmental protection in design of new homes in future alterations to the London Plan 	GLA	GLA	2007
Reducing the number of empty homes	<ul style="list-style-type: none"> ▪ To reduce the number of empty homes, especially those private sector homes that have been vacant for more than 6 months 	<ul style="list-style-type: none"> ▪ To review and promote best practice and barriers around CPOs and EDMOs, and to look at options for drawing on expert experience of CPOs within boroughs, EP and LDA 	ALG with boroughs and Sub-Regions	ALG	September 2006
		<ul style="list-style-type: none"> ▪ To review empty property arrangements and promote better communication between partners in tackling empty homes 	Sub-Regional partnerships	ALG	March 2007
Improving the quality of existing homes	<ul style="list-style-type: none"> ▪ To ensure that all social housing meets the decency standard and to improve the housing conditions of vulnerable homeowners and private tenants in London so that the proportion who have a decent home is increased 	<ul style="list-style-type: none"> ▪ Further exploration of ways to improve energy efficiency and fuel poverty clarifying the confusion over the funding available, working with Energy suppliers and Energy Advice Centres. 	Boroughs	ALG	Ongoing
		<ul style="list-style-type: none"> ▪ Exploring options for innovative solutions such as combined heat and power and working with the new Climate Change Agency to develop strategic proposals. 	GLA	GLA	March 2007

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Objectives	Aims	Workstream	Developed By	Lead Organisation	Timescales
		<ul style="list-style-type: none"> Improving knowledge of where vulnerable people are living in non-decent accommodation in London, building on North London Sub Regional study 	Sub Regional Partnerships	ALG	March 2006
	<ul style="list-style-type: none"> To ensure that vulnerable BME and vulnerable frail elderly/ disabled households are not disproportionately living in poor condition private sector housing 	<ul style="list-style-type: none"> Development of Islamic compliant loan products, and equity loan products for those who cannot afford ongoing interest 	Houseproud	GOL	March 2006
Preventing homelessness and reducing repeat homelessness	<ul style="list-style-type: none"> To ensure that homelessness is reduced and more homelessness is prevented To reduce the use of temporary accommodation to minimal levels 	<ul style="list-style-type: none"> Spread best practice on homeless prevention throughout all London Boroughs 	ALG	ALG	Following report launched in summer 2005
		<ul style="list-style-type: none"> Implementation of the London Housing Advice Strategy Implementation Plan, and development of better housing advice for young people 	GLA, working with ODPM, Shelter, AHAS, ALG & CLS	GLA	Launch of Implementation Plan end of May 2005.
		<ul style="list-style-type: none"> Ascertain whether there is scope to increase the current proportions of lettings going to homeless people 	ALG & Boroughs	ALG	March 2006
		<ul style="list-style-type: none"> Develop more sub regional approaches to tackling homelessness 	Sub Regional Partnerships	ALG	Ongoing
		<ul style="list-style-type: none"> Modernise and expand the system of monitoring temporary accommodation standards across London 	GLA	GLA	2005/06
	<ul style="list-style-type: none"> To reduce the number of people in hostels waiting to move on through provision of appropriate accommodation and support 	<ul style="list-style-type: none"> Clarification of extent of and reasons for high numbers of people waiting to move on from hostels 	Boroughs through SP service reviews	ALG	By end of March 2006
		<ul style="list-style-type: none"> Development of a pan London action plan following report of MAP2 North Sub Regional Research 	GLA working with ALG, boroughs RSLs and voluntary sector	GLA	By end of 2006
Tackling Overcrowding	<ul style="list-style-type: none"> To ensure overcrowding is reduced and more 	<ul style="list-style-type: none"> Collect further data in relation to overcrowding among refugee and 	ALG	ALG	April 2007

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Objectives	Aims	Workstream	Developed By	Lead Organisation	Timescales
	<ul style="list-style-type: none"> overcrowding prevented ▪ To reduce the gap between levels of overcrowding in BME and non-BME communities 	<ul style="list-style-type: none"> asylum seeker communities ▪ To identify the aspirations of those living in overcrowded conditions, including exploration of whether second and third generation BME communities will want to live in multi-generation households 	HC national study	HC	2005/06
Empowering Tenants & Residents	<ul style="list-style-type: none"> ▪ To improve levels and quality of TP across all sectors ▪ To maximise choice and involvement in accessing housing in London ▪ To increase opportunities for voluntary moves within boroughs, sub-regions, across London, and to other regions ▪ To contribute towards the creation of sustainable communities, both in existing communities, and new communities particularly in major developments. 	<ul style="list-style-type: none"> ▪ Map the nature and extent of TP across London to better identify gaps, and develop more appropriate structures for regional and strategic engagement with tenants and residents in all tenures, including consideration to the establishment of a private sector tenants network. 	GOL	GOL	2005/06
		<ul style="list-style-type: none"> ▪ To assess the impact of a pan London CBL scheme on homelessness and temporary accommodation, and to look at the motivators of mobility and marketing strategies 	ALG	ALG	Autumn 2005
		<ul style="list-style-type: none"> ▪ Further explore appropriate ways to administer a pan-London CBL scheme including development of appropriate IT systems. 	CBL Steering Group	ALG	March 2008
Creating mixed communities	<ul style="list-style-type: none"> ▪ To encourage more mixed neighbourhoods, in terms of income, economic activity, tenure, household size, ethnicity ▪ To promote more sustainable communities and a more even spread of social housing across London 	<ul style="list-style-type: none"> ▪ To contribute to good practice in managing mixed tenure sites, research on 'pepper potting' which will look at the issues associated with this issue in blocks of flats. 	HC, EP & Joseph Rowntree Foundation	HC	2005/06
Improving Housing Management	<ul style="list-style-type: none"> ▪ To achieve good quality and consistent housing management throughout all sectors, bringing all providers up to the best standards 	<ul style="list-style-type: none"> ▪ To understand why BME tenants are consistently less satisfied with their landlords than other tenants 	HC national study	HC	2005/06

Delivery Plan

Objectives	Aims	Workstream	Developed By	Lead Organisation	Timescales
	<ul style="list-style-type: none"><li data-bbox="405 225 748 363">▪ To seek the delivery of joined up local services through the extension of neighbourhood management				

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Affordable Housing	This includes two sub-categories: social housing, where rent levels are set in line with the Government's rent restructuring regime and intermediate housing which includes a mix of low cost home ownership and other reduced cost rental housing
Approved Development Programme (ADP)	The annual capital plan drawn up by the HC and available to housing associations for investment in housing. It forms the annual cash limit and agreed programme by heading. The ADP now forms a part of the Regional Housing Pot
Arms Length Management Organisations (ALMOs)	Bodies set up by local authorities with responsibility for management of and improvements to the local authority's housing stock . This is part of separating the strategic and management roles of local authorities. Additional funding is available to ALMOs that are assessed as providing 'good' (2 star) services by the Audit Commission
Association of London Government (ALG)	The ALG represents local government in London and its member organisations include 32 London boroughs and the Corporation of London
Audit Commission	An independent body responsible for ensuring public money is used economically and effectively
Bed and Breakfast Information Exchange (BABIE)	A database of the standards and costs of hotels, shared annexes and other private sector shared accommodation used by London boroughs for accommodating homeless households. Administered by the GLA, it is being modernised to be accessible to users and will be renamed 'Setting the Standard'
British Property Federation (BPF)	A trade association set up to represent to Government the interests of the property owning and investment industry
Building Research Establishment (BRE)	A research-based consultancy, certification and testing business covering the built environment and associated industries

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Choice Based Lettings (CBL)	Different from the traditional way of allocating housing from a waiting list, choice based lettings schemes allow applicants for social housing, including tenants who wish to transfer, to apply for vacancies which are advertised
Commission for Architecture and the Built Environment (CABE)	An agency supported by Government to drive up design standards, including skills
Confederation of British Industry (CBI)	A trade association representing all sectors of business in the UK (covering a work force of 6 million) which lobbies to help UK businesses compete more effectively.
Community Housing Task Force (CHTF)	A Government unit created in May 2001 to assist local authorities, tenants and acquiring housing associations through the process of stock transfer. Its role was later widened to assist local authorities and tenants through the Options Appraisal process, and the transition to ALMO or PFI.
Compulsory Purchase Order (CPO)	An order made by a private or public body (usually a local authority or government department) with the relevant statutory powers which, after confirmation by the Confirming Minister gives the right to acquire specified land and buildings compulsorily.
Decent Homes Standard (DHS)	The national minimum standard of decency that all social landlords should aim to meet by 2010. This now also applies to homes occupied by vulnerable households in the private sector. A decent home must (a) meet the statutory minimum standard for housing; (b) be in a reasonable state of repair; (c) have reasonably modern facilities and services; and (d) provide a reasonable degree of thermal comfort.
Department for Education and Skills (DfES)	The Government department with responsibility for education and skills training.

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Department of Transport, Local Government and The Regions (DTLR)	The Government department that had responsibility for local government, transport and the regions until 2002
Department of Work and Pensions (DWP)	The Government Department that is responsible for delivering support and advice to people, of working age, employers, pensioners, families and children and disabled people.
Eco-homes Standard	An authoritative rating system for new, converted or renovated homes. The standard assesses buildings in terms of energy, water, pollution, materials, transport, ecology, land use and health and well-being.
Empty Homes Agency (EHA)	A charitable organisation that advises local authorities, housing associations and property interests on bringing empty homes into use.
English Partnerships (EP)	A non-governmental organisation established in 1993 to promote (predominantly physical) urban regeneration. It has a role for regeneration issues that affect more than a single region.
European Structural Funds	These funds support two main programmes aimed at benefiting London areas of severe disadvantage: Objective 2 is targeted geographically at 13 boroughs and Objective 3 is to tackle barriers to labour market participation
First Time Buyers Initiative (FTBI)	A Government programme announced in January 2005 to give first time buyers an affordable way to buy their first home on a shared ownership basis. In many cases, buyers will have the opportunity to buy further shares leading to full ownership over time.
General Needs Index (GNI)	A formula that combines indicators of housing needs and conditions into an overall index formerly used as a basis for allocating capital investment resources between regions and districts.

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Government Office for London (GOL)	Works with partner organisations throughout London, acting as a bridge between Whitehall and the London community, to deliver policies on behalf of the ODPM, Department for Transport, Department for Education and Skills, Department of Trade and Industry, Department of Work and Pensions, Home Office, the Department for Culture Media and Sport and the Department for the Environment, Food and Rural Affairs.
Greater London Authority (GLA)	Made up of a directly elected Mayor and Assembly, the GLA has is responsible for transport, policing, fire and emergency planning, economic development, planning, culture and environment in London. The Mayor sets the budget for the GLA, London Development Agency, Transport for London, the Metropolitan Police Authority and the London Fire and Emergency Planning Authority which together are known as the GLA group.
Home Energy Conservation Act (HECA)	The Home Energy Conservation Act, which looks for a 30% improvement in domestic energy efficiency by 2010 and gives boroughs a duty to report on delivery of this relative to a 1995 baseline.
Homebuy	Schemes under which existing social tenants, those on housing waiting lists, and key workers can purchase a home on the open market with an interest-free equity loan. A planned extension to the Homebuy scheme will enable social tenants to buy a share in their existing home, with the possibility to move into full ownership in the future.
Home Improvement Trust (HIT)	A "not for profit" company limited by guarantee working on behalf of older homeowners and those with disabilities to make equity release more accessible in order to fund repairs, improvements or adaptations. HIT works with local authorities in London on the HouseProud scheme.

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Home Improvement Agencies	The agencies, which started in the 1970s, are small non-profit making bodies managed locally by local authorities, housing associations or charitable bodies to help older, disabled or vulnerable people remain independently in their homes. The agencies help with resources and funding for repairs and home improvements
House Builders Federation (HBF)	The trade federation for private house builders in England and Wales. The HBF works with central, regional and local government and a wide range of third parties, including non-governmental organisations and the rest of the business community across a range of policy areas. These include: planning, housing, regeneration, design and economic and regional development.
HouseProud	A scheme that is promoted jointly by London boroughs and the GLA to release equity in owner occupied homes for improving the quality of life in the home.
Housing associations	Housing associations are non-profit making organisations that provide homes and housing services to people in housing need and key workers. They are the main developers of new social housing, and the majority of housing associations are also Registered Social Landlords.
Housing Corporation (the)	A non-departmental body, sponsored by the ODPM. The HC is responsible for investing public money in Registered Social Landlords and other new partners and for protecting that investment, ensuring it provides decent, affordable homes and services for residents.
Housing Health and Safety Rating System	A new framework of evidence based risk assessment introduced by the Housing Act 2004 which replaces the housing fitness standard.

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Housing Investment Programme (HIP)	The annual capital strategy and expenditure programme drawn up by local authorities for investment in housing. Funding for the Housing Investment Programme now comes out of the Regional Housing Pot.
Intermediate housing	A collective term for all forms of both LCHO (e.g. shared ownership) and sub-market rented housing (primarily for key workers), but excluding social rented housing. Prices will be above social rents, but substantially below open market levels
Key Worker Living Programme	<p>A scheme helping key workers in London, the South East, and East of England to buy a home, upgrade to a family home or rent a home at an affordable price. Key workers who may get help in London are:</p> <ul style="list-style-type: none">• nurses and other NHS staff;• teachers in schools and in further education and sixth form colleges;• police officers and some civilian staff in some police forces;• prison service and probation service staff; and• social workers, educational psychologists, planners, occupational therapists and speech and language therapists employed by local authorities.
Lifetime Homes Standard	The standard is designed to accommodate the changing needs of occupants of housing throughout their lives. There are 16 standards promoted in the Rowntree Foundation report 'Meeting Part M and Designing Lifetimes Homes' such as wider doorways, wheelchair access, downstairs toilet and provision for a future stair lift.
Local Authorities West and North (LAWN)	A scheme originally developed by 12 West and North London boroughs to find ways of promoting inter-regional mobility. The initiative was expanded to include all London boroughs under the direction of the ALG. The scheme was further extended to include any interested District Councils in the South East where there are housing 'hotspots', and is now part of moveUK.

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Local Development Framework (LDF)	The local development documents, set out in the form of a portfolio, which collectively deliver the spatial planning strategy for the local planning authority's area.
Local Strategic Partnerships (LSPs)	Cross-sectoral, cross-agency umbrella partnerships matching local authority boundaries, which are focused on and committed to improving the quality of life and governance in a particular locality. They tackle multi-faceted problems, seeking to align services in a way that effectively meets needs and aspirations. They play a central role in delivering the Neighbourhood Renewal Unit's strategies
London Climate Change Agency	The London Climate Change Agency will be the primary action agency to deliver the Mayor's Energy Strategy and a pioneer in reducing the impacts of climate change in large cities.
London Development Agency (LDA)	The LDA is the Mayor's agency for business and jobs and is also the capital's Regional Development Agency. Established in 2000, it is responsible for developing and implementing the capital's economic development strategy, which includes delivery of additional housing in London as one of the key objectives. The LDA is the major landowner in the Thames Gateway, and is also playing a key role in bringing forward land for housing in other London Plan priority areas.
London First	A business-led not-for-profit campaign set up in the early 1990s to improve the promotion of London. It includes 330 private sector organisations and most of London's further and higher education institutions.)
London Housing Board	The Regional Housing Board for London. (see Regional Housing Board entry)
London Housing Federation (LHF)	The trade body of housing associations working with and in support of members and other partners to promote the values and strategic interests of the social housing sector in London.

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London Plan (The)	see Spatial Development Strategy
London-Stansted-Cambridge Corridor	One of four designated growth areas in the South East where additional growth is being managed in a sustainable way. The London end of the corridor includes parts of the London Boroughs of Enfield, Haringey, Redbridge, Waltham Forest and Hackney.
moveUK	A new on-line homes and jobs mobility service, bringing together information on access to social housing, job vacancies and a range of information on areas people want to move to across the country. Schemes such as HOMES and LAWN are being transferred to this new national scheme which will be launched in summer 2005.
National Asylum Support services (NASS)	The Government Agency supporting and accommodating asylum seekers around the country
National Audit Office (NAO)	A statutory body that reports to Government on spending of central government money through financial audits and assessments of value for money. It is headed by the Comptroller and Auditor General who is an officer of the House of Commons.
National Strategy for Neighbourhood Renewal	This strategy aims to narrow the gaps between the most deprived neighbourhoods and elsewhere. Neighbourhood Renewal Fund (NRF) is available to the 20 most deprived boroughs in London (out of 88 nationally). Its use, agreed by LSPs, is to improve services in the most deprived areas against nationally set floor targets.
New Deal for Communities (NDC)	NDC Partnerships established in 10 neighbourhoods across London that bring local communities together with mainstream service providers and local stakeholders to tackle the problems in their neighbourhoods in an intensive and co-ordinated way.

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NOTIFY	A system developed by the GLA/ALG and administered by the GLA which aims to improve access to services for households in temporary accommodation by notifying relevant agencies (social services, health, education and housing) when statutorily homeless people move in and out of temporary accommodation and between London boroughs
Office of the Deputy Prime Minister (ODPM)	From May 2002, the Government department that is responsible for local government and the regions.
Planning Policy Guidance Note 3: Housing	The guidance setting out the Government's policies for planning in relation to housing.
Private Finance Initiative (PFI)	In a PFI transaction, a private sector service provider is given responsibility for designing, building, financing, and in some cases, managing assets, from which a public service is delivered
PSA (Public Service Agreement) Plus Review	The PSA Plus Review of Decent homes was set up to assess the risk by identifying shortcomings in the current decent homes delivery plan and recommend changes to improve it
Regional Housing Board (RHB)	ODPM's Sustainable Communities Plan introduced new regional arrangements to help deliver sustainable communities, including the creation of a Regional Housing Board in each of the nine English regions. The Board is responsible for drawing up the Regional Housing Strategy (i.e. in London, the London Housing Strategy) and making recommendations to Ministers about Regional Housing Pot funding.
Regional Housing Pot (RHP)	A new single pot for housing investment that replaces and combines the resources formerly allocated to each region through the Housing Corporation's Approved Development Programme (ADP) and the local authority Housing Investment Programme (HIP).
Regional Planning Guidance (RPG)	This sets out the Government's policies on different aspects of planning specific to different areas of the country. They include

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	the framework under which Unitary Development Plans are to be prepared.
Registered Social Landlord (RSL)	The technical name for social landlords that are registered with the Housing Corporation, most of which are housing associations, but there are also trusts, co-operatives and companies.
Regulatory Statistical Return (RSR)	An annual housing monitoring questionnaire sent to housing associations by the Housing Corporation.
Rethinking Construction	The report of the Construction Task Force chaired by Sir John Egan, aiming to improve the way the construction industry operates with a customer-led focus concentrating on continuous improvement through innovation, partnering, benchmarking, supply-chain management, and driving out waste.
Standard Assessment Procedure (SAP) rating	Measure of energy efficiency and cost in the use of buildings.
Section 106 (S106)	An agreement made, under Section 106 of the Town and Country Planning Act 1990, between a local planning authority and developers specifying, for instance, that a proportion of a development site will be reserved for affordable housing. Section 106 agreements run with the land and apply to successive owners.
Shared Ownership	A form of low cost home ownership developed to help people who cannot buy a home outright. A household buys a share of the property and pays rent on the remaining shared not owned. Households can gradually buy further shares until they own outright.
Small Landlords Association (SLA)	A national membership body for landlords of private housing offering advice and lobbying services.
Social housing	Rented housing usually provided by either a local authority or Registered Social Landlord at rent levels no higher than those generated by Social Housing Grant (SHG) funded developments

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Social Housing Grant (SHG)	Capital grant provided by the HC to fund housing associations to develop social housing.
Spatial Development Strategy	The policy that will shape London over the next 20 years. It was published by the Mayor as the London Plan in February 04.
Supporting People (SP)	A working partnership of local government, service users and support agencies delivering housing related services to vulnerable people and providing the opportunity to improve their quality of life through a stable environment enabling greater independence.
Sustainable Communities	Places where people want to live and work, now and in the future. They meet the diverse needs of existing and future residents, are sensitive to their environment, and contribute to a high quality of life. They are safe and inclusive, well planned, built and run, and offer equality of opportunity and good services for all.
Thames Gateway	Identified by Government as one of the four growth areas for new housing, this is an area extending for 40 miles along both sides of the River Thames from London docklands to Southend in Essex and Sheerness in Kent.
Unfit housing	The housing unfit standard is a set of basic requirements that homes should meet to be acceptable places to live. The standard is set down in Section 604 of the Housing Act 1985 as amended by the Schedule 9 to the Local Government and Housing Act 1989.
Unitary Development Plan (UDP)	A document containing all the planning policies relevant to an area, both the local authority's strategic framework and the detailed proposals for the use and development of land. All London Boroughs prepare UDPs