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# The Framework North London Housing Strategy



## Foreword

The Framework North London Housing Strategy represents the first step towards developing our vision and priorities for the sub-region.

We have been working together as a sub-region since last July. As a partnership, we recognise that while we experience different pressures and political contexts, we also share a number of similarities in terms of our commitment towards tackling the needs of our residents and improving the overall quality of life and environment in which they live.

The Framework Strategy is primarily designed to set out our baseline position. In this context, it specifically focuses upon a number of immediate priorities, most notably in the supply of affordable housing and helping to promote greater mobility and housing choice across the sub-region and beyond. We have a strong delivery track record in these areas with our partners, and are committed to developing joint solutions, building upon the early outcomes of our work as a sub-region, to make the case for and maximise investment opportunities across the sub-region and London as a whole.

We recognise that to be truly effective, our approach as a sub-region cannot be solely concerned with housing supply issues. There are significant challenges within the private sector and improving the quality and condition of housing across all tenures - all set within the context of developing and supporting balanced and sustainable communities. Specific objectives have been identified within the Framework for these areas, although we recognise these are not fully developed and require more work.

We are also aware that as boroughs, we cannot work in isolation. Our Framework Strategy is effectively our initial 'blueprint' to enable us to seek the views and gain the full engagement of all our partners - including housing associations, residents and other stakeholders. It will be used to help us consider the implications, challenges and opportunities of sub-regional working, as we look to evolve a more comprehensive strategy for North London, with clearly identified targets and actions which can be signed up to by all our partners. In doing so, we will be better placed to contribute to and help shape the London Housing Strategy and thinking of the London Housing Board in developing future regional strategies.

As Housing Directors, we very much welcome your contribution and thoughts on our Framework, and look forward to working with you as partners in driving this forward in the coming months.

### **Brian Reynolds**

Deputy Chief Executive &  
Director of Social Affairs  
London Borough of Barnet

### **Rob Turner**

Assistant Director of Housing  
London Borough of Enfield

### **Neil Litherland**

Director of Housing  
London Borough of Camden

### **Stephen Clarke**

Director of Housing  
London Borough of Haringey

### **Andy Jennings**

Director of Housing  
London Borough of Islington

### **Frances Mapstone**

Chief Housing Officer  
City of Westminster

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# PART 1 - Strategic Context

## 1. Our Vision

This document sets out the approach of the six local authority partners in the North London sub-region towards developing a North London Housing Strategy. We are a partnership of the six boroughs of Barnet, Camden, Enfield, Haringey, Islington and Westminster.

Our boroughs differ significantly. There are, however, a number of similar pressures, particularly around the supply of affordable housing. We are committed to work together to maximise high quality affordable housing opportunities for our residents. We aim to meet need in the broadest sense - we recognise a continuum of need from acute housing need and multiple deprivation to making the market work for key workers and those on low and moderate incomes. We will work to build and support vibrant, balanced and sustainable communities. We aim to maximise and make optimum use of resources for the North London sub-region.

In this Framework Strategy we set out the needs of our communities, our commitment to meeting them and our approach and ability to collectively deliver. We set a direction of travel to further develop our shared objectives and a platform for engaging other key partners.

We are positive about the strategic emphasis the Government has given to housing through the Sustainable Communities Plan. Here we set out our approach to delivering against the vision set out in this plan. We put forward our objectives to the London Housing Board, and our commitment to delivering against the objectives of its strategy. This is a prospectus for investment in North London based on two key factors - our demonstrable need and our track record and ability to deliver effectively to meet that need.

Our message is that we are committed to making the new regional approach to housing investment work - we welcome it, but with reservations. Above all we ask the London Housing Board that its investment decisions should benefit all London boroughs and all Londoners - it should recognise the needs of our sub-region and our ability to deliver its programme.

We recognise that there is still much work to do and there are issues on which we differ that we still need to debate. Our Members and residents are key to the approach we develop across the sub-region; their views and input will be essential. Our partners in delivery are also important. The launch of our framework will enable our key RSL partners to join us in refining the approach set out in this document and to develop a focussed plan of action.



## 2. Our Shared Aims and Objectives

We recognise that by working together across the sub-region we can achieve more than on our own. Also, by building a platform to work with partners in other sub-regions and on a London-wide basis we will be better able to meet the needs of our communities and be in a position to make the most of opportunities such as in the Thames Gateway and other growth areas.

Working together within the sub-region we are able to develop common solutions to shared challenges. We will develop opportunities to share costs, we will share best practice and we will integrate a variety of other strategic partnerships within our sub-regional approach - whether with boroughs in other regions or sub-regions, specific RSL partners or other statutory, voluntary and private sector partners.

We will develop our work programme within the following framework:

### Increasing the supply of permanent affordable housing

- Maximising resources for North London
- Ensuring a balance of investment across the sub-region
- Agreeing an annual programme of sub-regional investment that ensures we are able to meet a diverse range of housing need
- Looking for opportunities through established partnerships to develop in areas beyond the sub-region
- Lobbying Government and the London Housing Board to ensure flexibility in funding to enable individual boroughs to meet local housing need.

### Meeting the needs of homeless households

- To meet priority need and our statutory responsibilities
- To reduce the use of bed & breakfast accommodation and improve the quality of temporary accommodation through a programme of procurement of self-contained accommodation
- To relieve overcrowding and assist households living in unsuitable housing
- To provide Supporting People services that will promote choice and independence and which offers pathways out of social exclusion, homelessness and dependency
- To support vulnerable households to live independently
- To ensure that procurement strategies for temporary accommodation support our objective to enhance mobility across new and existing permanent stock.

### **Investing in the intermediate market**

- To develop a range of intermediate housing solutions, including a balance of rented and shared ownership options
- To assist key workers to live as well as work in the region
- Working with RSL partners to maximise the potential for shared ownership
- To provide avenues into home ownership
- Setting targets for key worker and intermediate development each year
- To agree a shared definition of key workers and those eligible for intermediate housing, while recognising local priorities
- Explore opportunities to integrate borough approaches on key worker registers, and to develop a sub-regional and regional approach to operating nominations.

### **Promoting mobility and choice**

- Instituting a system across the sub-region to enable tenants, homeless households and key workers to exercise choice to meet their housing needs
- Developing a promotional campaign to encourage mobility across the sub-region, North London and wider South East
- To analyse the appropriateness of the 'local connection' in homelessness allocations within a sub-regional and regional context
- To expand the choice based agenda to Supporting People services and to develop a move-on strategy for supported housing including homelessness hostels.

### **Contributing to the development of balanced and sustainable communities**

- Develop joint working and implement good practice to assist vulnerable and disadvantaged members of the community
- Integrate our housing strategy with borough regeneration, neighbourhood renewal and economic development strategies
- Develop regeneration initiatives focused on increased mobility in the sub-region
- Ensuring appropriate balance between tenant transfers and homeless households in nominations to importing boroughs
- To direct regeneration investment towards excluded neighbourhoods
- Recognising the needs of BME households and developing partnerships with BME specific RSLs
- Promoting training and employment opportunities
- Ensuring a sustainable distribution of specialist Supporting People services across the sub-region.

### **Meeting the need for Supporting People services:**

- To collaborate in the delivery of the Supporting People programme including the development of sub-regional Supporting People services where it is not appropriate to provide these on a local basis
- To investigate opportunities to co-ordinate and pool resources
- To ensure that Government formulae changes adequately reflect the need for Supporting People services
- To set out our requirements for capital investment in the delivery of the programme
- Ensuring co-ordination of homeless provision and support services for high needs groups within the sub-region and where appropriate with other sub-regions.

### **Improving the quality of all housing across the sub-region:**

- To ensure the decent homes standard is met across all social housing in the sub-region by 2010
- To work with RSL partners to ensure the decent homes standard is met
- To encourage the Government to recognise the specific funding needs of our RSL partners with an ageing stock profile
- To commission sustainable housing of good design
- To maximise the level of investment aimed at improving the standard of accommodation in the private sector
- To ensure supported housing and hostels are fit for purpose.



## PART TWO

### The North London Sub-Region: Developing our strategy through Evidence of Need

#### The North London Sub-Region

The North London sub-region stretches from the Houses of Parliament and the British Museum in the South to the M25 in the North. The sub-region includes the very heart of central and inner London as well as areas more rural in character. It encompasses a whole spectrum of challenges and communities found in a major capital city.

Westminster, Camden and Islington are densely developed central London boroughs, while Barnet and Enfield, as outer London boroughs, comprise a mix of town centre urban communities with areas of open countryside to the north. Haringey is a mainly residential area and is often described as an outer London borough with inner city challenges.

*The region is one of great contrast - it is home to some of the most deprived communities in the country and some of the most affluent.*

Extremes of wealth and deprivation exist in each of the six boroughs. The sub-region experiences high levels of homeless demand and increasingly unaffordable housing markets.

1,360,000 people live in the sub-region, almost a fifth of London's population. Barnet, with nearly one quarter of the sub-region's population, is London's second most populous borough:

Barnet	314,561
Camden	198,027
Enfield	273,563
Haringey	216,510
Islington	175,787
Westminster	181,279
	1,359,727

Source: Census 2001

Note: At the time of this report's completion, the accuracy of the census for the Westminster City Council area is very much in dispute, with the City Council believing that the real population is considerably higher than the 181,000 produced by the One Number Census in 2001. An independent report compiled by MORI has suggested that a more accurate figure might be closer to 214,000.



## A snapshot of our boroughs

### Barnet

- London's second most populous borough
- One ward in top quartile for deprivation, six more in 2nd quartile
- 26% from BME communities
- Home buyers need to earn £90,000 to purchase average property
- Need for additional 4,550 affordable homes per annum over 5 years from 2000.

### Camden

- 56th most deprived local authority in England; 10 wards in 10% most deprived in England, 4 in the 5% most deprived
- 33rd most polarised local authority in England
- 27% from BME communities
- Homebuyers need to earn over £115,000 to purchase an average property
- 15,000 businesses providing employment for approximately 240,000
- Third largest contributor to London's GDP, over 1% of Britain's GDP
- 6.6% unemployment
- Around 10,000 users of Supporting People services including 3,500 hostel bedspaces.

### Enfield

- London's northern most borough
- 14th most deprived authority in London; 4 wards in 10% most deprived
- 33% from BME communities
- Home buyers need to earn over £30,000 to purchase cheapest properties, or £25,000 to rent
- Annual shortfall of 4,465 affordable homes
- About one third of the borough is residential, another third is Green Belt land.

### Haringey

- Outer London borough with inner London challenges
- 9 wards in 10% most deprived in England
- 34% from BME communities
- 193 different languages spoken
- Home buyers need to earn nearly £30,000 to purchase cheapest properties
- 7.3% of the population unemployed - January 2003
- Annual shortfall of 3,951 affordable homes
- 11,000 households receive a Supporting People service and 28% of Supporting People spending is on support for the homeless and those at risk of homelessness.

### Islington

- London's 2nd most densely populated borough
- 4th most deprived authority in London
- Polarised socio-economic profile
- 25% from BME communities
- Home buyers require income of over £90,000 to afford the average property
- Housing Need Study - annual shortfall of 2,083 affordable homes.

### Westminster

- Majority of wards more deprived than average for UK, 2 in the 10% most deprived
- 27% of the population from BME backgrounds and over 130 ethnic minority communities
- First time buyers require income of over £130,000 to afford the average property
- Quarter of population moves on every 2 years
- Housing Needs Survey - 62% of council tenants had an income of less than £10,000 compared with a City-wide average of 30%
- Annual shortfall of 2,285 affordable homes generates 2.2% of nation's GDP with over 500,000 jobs
- Unemployment 4.9% in February 02.

### Homelessness and temporary accommodation

The shortage of affordable housing and a lack of viable options have led to high levels of demonstrable housing need and homelessness across the sub-region.

Data from Housing Investment Programme (HIP) returns shows that across the sub-region 56,616 households are registered on local authority housing registers (April 2003), 25% of these in Haringey.

#### Households on Housing Register, 1999-2003

	1999	2000	2001	2002	2003
Barnet	5,004	5,489	6,732	7,030	8,738
Camden	6,302	5,884	8,614	8,147	8,961
Enfield	4,263	6,001	8,845	7,264	9,496
Haringey	7,409	9,510	10,344	12,585	14,264
Islington	12,428	11,590	6,427	8,161	8,566
Westminster	7,028	8,099	8,855	6,881*	6,591
Total	42,435	46,573	49,817	46,896	56,616

Source: 2003 HIP Strategy Statistical Appendices

\* 31st March 2002

In 2002/03 the six boroughs accepted 7,144 households as homeless (a quarter of the London total). At the end of June 2003, the six authorities were supporting 16,432 households in temporary

accommodation. Of these, 1,372 households were living in bed and breakfast hotels, a 20% reduction since June 2002 (Homelessness in London bulletin, June 2003, GLA).

#### Homelessness acceptances 1998/99-2002/03

	1998/99	1999/00	2000/01	2001/02	2002/03
Barnet	1,048	1,109	1,159	1,112	838
Camden	1,555	1,338	1,021	1,111	1,329
Enfield	754	793	1,007	1,150	1,191
Haringey	975	1,716	1,362	1,094	1,315
Islington	1,176	1,298	1,556	1,387	1,397
Westminster	1,266	1,152	1,075	1,154	1,074
Total	6,774	7,406	7,180	7,008	7,144

Source: 2003 HIP Strategy Statistical Appendices

Homelessness 2002/03

	Acceptances	Households in temporary accommodation @ 31/3/03	Households in bed & breakfast @ 31/3/03	Lettings to homeless (LA+RSL)
Barnet	838	1,973	49	962
Camden	1,329	1,320	255	680
Enfield	1,191	2,678	158	639
Haringey	1,315	4,019	94	577
Islington	1,397	1,421	85	952
Westminster	1,074	3,106	824	611
Total	7,144	14,517	1,465	4,421

Source: 2003 HIP Strategy Statistical Appendices

*Camden and Westminster experience some of the highest numbers of people sleeping rough in the country with almost 150 rough sleepers recorded in these two boroughs in March 2003.*



## Reduction in social lettings

Despite a small rise in the past year in the number of new social lettings available to help meet housing demand, in the sub-region we are experiencing a longer term downward trend. In 2002/03, new lettings were 14% lower than in 1999/00, and

homeless acceptances outnumbered new social lettings by nearly 500. Had the number of new lettings remained at 1999/00 levels over the past three years, the North London boroughs would have been able to accommodate an additional 2,540 households in permanent social housing.

New social lettings (Local Authority and RSL) 1999/00 to 2002/03

	1999/00	2000/01	2001/02	2002/03
Barnet	834	994	794	941
Camden	1,670	1,420	1,185	1,144
Enfield	1,100	957	876	914
Haringey	1,281	1,135	1,066	1,050
Islington	1,649	1,545	1,421	1,451
Westminster	1,168	1,332	1,182	1,159
North London	7,702	7,383	6,524	6,659

*Includes all new local authority secure lettings and introductory tenancies and all new RSL lettings. Excludes transfers, mobility lettings, mutual exchanges and non-secure tenancies converted to secure. Source: 2003 Housing Investment Programme, HSSA/Housing Operational Information.*

## Deprivation and polarisation of communities

Our boroughs are characterised by areas of wealth juxtaposed to pockets of multiple deprivation. Thirty-seven wards in the sub-region are among England's 10% most deprived.

In recognition of the significant deprivation that exists across North London, five of the six boroughs are in receipt of the Government's Neighbourhood Renewal Fund. We will work to ensure that our sub-regional strategy complements programmes to tackle deprivation and supports the development of balanced and sustainable communities.

**Islington** - Has some very wealthy areas, but it is perhaps surprising that all of its wards are in the top 20% most disadvantaged in the country. It is England's 9th most deprived borough and the 4th most deprived in London.

**Haringey** - Experiences a similar profile with around 40% of residents living in its most deprived nine wards - all among the 10% most deprived in England.

**Westminster** - Is commonly seen as an affluent place but two of its wards are among the 10% most disadvantaged in the country, and over half are more deprived than the national average.

**Camden** - Is one of the most polarised boroughs in the country, with 4 wards among the 5% most deprived in England.

**Enfield** - Experiences a spread of wealth and deprivation, with wards in every decile of the IMD. 11 of Enfield's wards are among the 20% most deprived nationally and 4 among the 20% least deprived.

**Barnet** - Is on average the most affluent borough in the sub-region, but has one ward in the top 20% of deprived wards.

### Income and affordability - the need for intermediate housing

Some households in unsuitable housing will be able to remedy the problem themselves by adapting their home or moving, but many on low and moderate incomes who once would have sought to buy are no longer able to afford to do so.

House prices are high and continue to rise in most parts of London - the North London sub-region is no exception. Private sector rents are often out of reach of those on low incomes and many private landlords are increasingly reluctant to take households who are in receipt of housing benefit.

IMD 2000 banding for wards in North London boroughs

Band	Barnet	Camden	Enfield	Haringey	Islington	Westminster	Total
5% (top 421)		4	2	6	2		14
10% (top 841)		6	2	3	10	2	23
15% (top 1262)		2	3	5	6	2	18
20% (top 1683)	1	1	4	2	2	1	11
25% (top 2104)	1	3	4			1	9
30% (top 2524)		3	2	1		1	7
35% (top 2945)	1	2	1			2	6
40% (top 3366)	2		3			1	6
45% (top 3786)	2	1	2	2			7
50% (top 4207)			1			5	6
55% (top 4628)	2			2			4
60% (top 5048)	2	1	1	1		2	7
65% (top 5469)	3	1	1			2	7
70% (top 5890)	1	1	2	1			5
75% (top 6311)	2		1			1	4
80% (top 6731)	1					1	2
85% (top 7152)	1		1				2
90% (top 7573)		1	1			1	3
95% (top 7993)			1			1	2
100% (8414)	1		1				2
Total	20	26	33	23	20	23	145
Borough rank	158	34	95	28	9	98	

*The implications of Government rent restructuring is likely to accentuate affordability issues within the social housing sector.*

Borough surveys of housing need estimate the impact of house prices and market rents on people's ability to resolve their housing need. Enfield's housing need survey found that 94% of the households that need to move within the borough in order to resolve their housing needs are unable to market rent or buy. In Camden 97% of newly forming households are unable to afford market housing within the borough. In Haringey, 84% of households living in unsuitable housing (and needing to move within the borough) cannot afford market housing despite the supply of some of the least expensive property in the sub-region.

An analysis of house prices and market rents makes it clear why so many households are unable to resolve their housing needs. Data from the Land

Registry shows that the average price of a dwelling in Westminster and Camden is in excess of £360,000, with flats averaging nearly £290,000 in Camden and almost £390,000 in Westminster. Westminster's housing need survey found that 62% of council tenants had an annual income of less than £10,000 and 75% of newly forming households had an income of less than £30,000.

Away from central London, the average price of housing is still out of reach for many. In Enfield, the borough with the lowest average house price, the average cost of a flat is still almost £150,000.

According to recent research by the Joseph Rowntree Foundation, five of our boroughs are among the top 30 in the country in terms of house price to income ratios. Westminster, where average house prices are nearly 8 times working household incomes, is the top ranked authority. When looking at the proportion of households unable to purchase dwellings even at lower quartile house prices, four North London boroughs are in the top 26 nationally.

Average dwelling prices and private sector rents

	Average price of dwelling Jan-Mar 03	% change on previous year	Average rent (£) per week for houses, maisonettes and flats, Nov 2002 - Jan 2003			
			One bed	Two bed	Three bed	Four+ bed
Barnet	272,314	9.8	174.00	225.25	290.24	437.33
Camden	366,844	6.5	230.17	297.33	413.47	484.40
Enfield	199,516	26.3	157.22	191.20	254.81	313.24
Haringey	224,897	17.0	175.21	220.55	281.46	321.05
Islington	281,812	1.5	215.20	259.03	350.00	442.50
Westminster	424,954	2.7	279.66	347.53	554.21	717.14
London	239,533	12.1	204.40	234.81	291.53	388.61

Source: HM Land Registry June 2003 to March 2003 and GLA Private Sector Rents Bulletin Winter 2002/03

Key workers are particularly disadvantaged in these areas of high housing costs. As the table below shows, in most areas key workers earn less than half the income required to purchase a property in the lower price quartile. In Westminster and Camden, key public sector workers earn only one-quarter of the income required to purchase such properties.

Across the sub-region we recognise the importance of creating and sustaining an intermediate housing market - a market accessible to those who aspire to home ownership but are being locked out by spiralling housing costs. There is a danger that our boroughs will increasingly become places where only the better off and those on benefits live. We need to bridge the divide between these two extremes, building balanced communities where those who work and earn low or moderate incomes can also afford to live.

#### House price to income ratios

	House price to income ratio	% of households unable to buy in lower price quartile	Income of key workers as a % of income required to purchase in lower price quartile				
			Teacher	Police Officer	Social Worker	Nurse	Average
Barnet	5.04	78.7	45.5	51.2	37.3	39.1	43.3
Camden	7.09	87.8	27.0	29.3	22.6	23.0	25.5
Enfield	4.17	73.2	55.2	62.2	45.3	47.4	52.5
Haringey	5.45	75.7	57.6	62.3	45.4	47.5	53.2
Islington	6.95	85.6	35.5	38.4	29.7	30.3	33.5
Westminster	7.92	90.0	27.4	29.7	22.9	23.3	25.8
London	4.79	76.0	49.4	54.4	40.3	42.0	46.5

Source: Steve Wilcox, 2003, *Can work - can't buy: local measures of the ability of working households to become home owners*, Joseph Rowntree Foundation.

#### Supporting People

The introduction of the Supporting People programme in April 2003 will enable greater scope to develop a coherent strategy for housing related support services. For the first time, we are able to analyse the geographical distribution of services and their correlation to a range of deprivation and need indicators, using data from each of the boroughs.

## Unsuitable housing and Decent Homes

Around 11% of households in Westminster and Barnet live in unsuitable or inadequate housing. This figure rises to 17% in Enfield. In Haringey almost a third of households live in accommodation that is unsuitable or inadequate for their needs. The main problem affecting around a half of those living in unsuitable accommodation in Haringey is the disrepair or unfitness of their property.

Unfit dwellings as (% of dwellings)

	LA stock	RSL	Other public	Total private	Owner occupation	Total
Barnet	155 (1.3)	0(0)	17 (2.9)	6,429 (5.8)	3,857 (5.2)	6,601 (5.0)
Camden	66 (0.3)	732 (8.3)	0 (0)	9,546 (16.9)	2,975 (11.8)	10,344 (11.3)
Enfield	153 (1.2)	4 (0.1)	0 (0)	3,776 (3.9)	2,091 (2.6)	3,936 (3.4)
Haringey	543 (3.0)	768 (8.3)	0 (0)	11,807 (17.5)	6,251 (13.0)	13,118 (13.9)
Islington	3,036 (10.1)	759 (6.5)	0 (0)	3,081 (7.0)	1,259 (4.5)	6,876 (8.0)
Westminster	387 (3.0)	1,054 (8.1)	0 (0)	4,444 (5.1)	1,676 (3.6)	5,885 (5.2)
Total	4,340 (3.9)	3,317 (5.9)	17 (0.6)	39,083 (8.4)	18,109 (6.0)	46,760 (7.4)

Source: 2003 HIP Strategy Statistical Appendices

*56% of local authority housing across the sub-region falls below the Government's Decent Homes Standard. All boroughs are pursuing options to bring their stock up to this standard by 2010.*

Within the RSL sector the position is less clear. However, the fact that unfit RSL dwellings are concentrated in the central London boroughs, where the stock profile is significantly older, is perhaps an indication of the difficulty the sector will have in meeting the standard by 2010. A key priority for the sub-region will be to audit and map non-decent housing in the RSL sector and formulate a response on the basis of this evidence.

## PART 3

### Working in Partnership: A framework for delivery

#### 1. Increasing the supply of permanent affordable housing

##### Our Objectives

- Maximising resources for North London
- Ensuring a balance of investment across the sub-region
- Agreeing an annual programme of sub-regional investment that ensures we are able to meet a diverse range of housing need
- Looking for opportunities through established partnerships to develop in areas beyond the sub-region
- Lobbying Government and the London Housing Board to ensure flexibility in funding to enable individual boroughs to meet local housing need.

We are committed to expanding the supply of affordable housing in our sub-region to meet the broad range of need in our boroughs. We will work to maximise the level of investment we are able to attract to North London and to make best use of the resources available to us. We are committed where possible to meeting need in borough and ensuring that our programme delivers new supply throughout the sub-region.

##### Our Track record

The sub-region's boroughs have a strong record of delivering new affordable housing. This has been achieved through individual borough planning policies and funding provided either from the Housing Corporation or through Local Authority Social Housing Grant.

Over the five years to 2002/03 our programmes collectively delivered over 6,000 units of affordable housing for rent and 1,000 shared ownership dwellings.

#### New RSL rented dwellings

	1998/99	1999/00	2000/01	2001/02	2002/03
Barnet	99	269	232	56	174
Camden	87	133	148	112	93
Enfield	124	557	338	402	361
Haringey	N.A.	105	202	273	239
Islington	41	74	215	211	200
Westminster	198	250	422	218	173
Total	549	1,388	1,557	1,272	1,240

Source: 2003 HIP Strategy Statistical Appendices

## New RSL shared ownership dwellings

	1998/99	1999/00	2000/01	2001/02	2002/03
Barnet	0	0	12	30	10
Camden	16	0	18	25	6
Enfield	55	0	32	26	69
Haringey	N.A.	25	64	58	118
Islington	0	38	39	0	73
Westminster	36	33	116	77	70
Total	107	96	281	216	346

Source: 2003 HIP Strategy Statistical Appendices

### Developing our programme of new supply

Despite our success in delivering new affordable housing we know that need outstrips supply. This underpins our commitment to maximise supply opportunities.

Across five of our boroughs we estimate that an additional 24,471 new units are required each year to address the backlog of need and newly arising need.

	Backlog of existing need	Newly arising need	Annual requirement	Supply of affordable units	Net affordable housing requirement
Barnet	471	5,042	5,513	963	4,550
Camden	1,241	7,159	8,400	1,263	7,137
Enfield	1,978	3,327	5,305	840	4,465
Haringey	1,032	4,631	5,663	1,712	3,951
Islington	640	2,538	3,178	1,095	2,083
Westminster	1,082	2,211	3,293	1,008	2,285
Total	6,408	24,908	31,352	6,881	24,471

*Backlog of existing need: number of households currently living in unsuitable housing that need to move to resolve their housing need and cannot afford to buy/market rent.*

*Newly arising need: new households forming that are unable to buy or market rent, plus ex-institutional population moving into the community plus other households falling into need plus others moving into the area that cannot afford to buy/market rent.*

## 2003/04

We have agreed our £128 million 2003/04 ADP programme. The new provision element of our allocation is £112million, and this will enable us to deliver 1,307 new homes.

We have devised an allocation of resources for the 2003/04 programme that is based on TCI, HNI and the availability of sites. We have developed a nominations protocol incorporating a host borough premium of 25% of nominations which ensures that local need will be met in every development. Over and above the initial 25% premium, we look to make the most of local housing opportunities by maximising in-borough nominations before taking up “exported” nominations in partner boroughs. The sub-region will

also look to play a key role in the development of pan-London arrangements as part of the work currently being led by the ALG to ensure consistent treatment of all nominations (including relets) and mobility options to residents.

We will build on this approach when we agree our programmes for 2004/05 and 2005/06.

## Beyond 2003/04

We will continue to work together to maximise the investment we are able to attract and deliver optimal use across the sub-region. The north London strategic sites identified in the Mayor’s draft London Plan will form the backbone of our future programme:

Site Name	Principal Borough	Total Units 2002-06	Total Units 2007-11	Total Units 2012-16	Total Units 2002-16
Cricklewood Railway Lands/Brent Cross	Barnet	0	2,000	3,000	5,000
Hendon RAF East Camp Site Graham Park Estate	Barnet	800	3,400	1,600	5,800
Mill Hill East Tube Station/Inglis Barracks	Barnet	350	1,550	700	2,600
Spur Road, Stonegrove Estate, Edgware School	Barnet	0	530	530	1,060
West Hendon Estate	Barnet	500	500	500	1,500
King’s Cross	Camden	0	1,300	0	1,300
Edmonton Partnership Initiative	Enfield	727	0	0	727
Haringey Heartlands	Haringey	0	1,400	0	1,400
Hornsey High Street	Haringey	483	0	0	483
Arsenal FC	Islington	0	557	0	557
Ashburton Grove, N5	Islington	622	0	0	622
Lough Road, N7	Islington	848	0	0	848
Gatliff Road	Westminster	0	200	0	200
Paddington Basin	Westminster	500	750	750	2,000
		4,830	12,187	7,080	24,097

### Differential Costs

We believe that successful operation of sub-regional arrangements are dependent on allocations not being solely cost driven, allowing our programme to be delivered across each of the boroughs.

Although we will continue to use the HNI to provide a baseline for distribution of allocations across North London, with the new sub-regional approach the Housing Corporation has moved away from the use of the HNI as a basis for distributing resources.

### 2003/04 London ADP Allocations compared to HNI Scores

Sub-Region	2003/04 ADP Allocations	% of programme	ADP Allocations if based on HNI	% of programme
East	£126m	23%	£146m	26%
North	£128m	23%	£139m	25%
South East	£84m	15%	£67m	12%
South West	£87m	16%	£83m	15%
West	£126m	23%	£117m	21%
Total	£552m	100%	£552m	100%

If cost becomes the predominant driver for funding allocations, there is a danger that we will not achieve future allocations that are HNI equivalent as our costs are likely to be higher than the other sub-regions. We believe that the London Housing Board and the Housing Corporation must acknowledge differing costs in provision and the fact that resources must be distributed to enable need to be met locally where possible to help foster sustainable communities.

Unit cost differentials reflect the impact of boroughs' individual affordable housing policies, differing expectations from authorities and the Housing Corporation in relation to the appropriate level of TCI/Grant Rate payable and differences in unit sizes. In consultation with the Housing Corporation we will agree a benchmark that is appropriate for each borough. Where costs are reduced to below that level this will be reflected in the distribution of nominations between boroughs.

### Achieving balance in supply

There is a diverse profile in the demand for affordable housing across the sub-region. As the numbers of households increase, the demand for smaller units tends to increase. However, all boroughs in our sub-region have large numbers of households currently overcrowded in units of all sizes, and also need to give priority to delivering larger 4 bed plus units in their programmes. We will factor the need for a mix of units into our programme of new supply and ensure that it is reflective of the demand profile across the sub-region. We also require wheelchair, mobility and lifetime homes housing. In order to help meet this demand we will adopt a requirement that 10% of new homes across the six boroughs should be built to wheelchair standard and that these units should reflect the general size mix of the overall programme.

The sub-region have also agreed three key areas for future capital investment in new accommodation based Supporting People schemes and to improve the quality of existing services. To meet these commitments £18 million will be needed across the sub-region in 2004/05.

### Flexibility and Local Funding

The Government announced its intention to abolish Local Authority Social Housing Grant (LASHG) in February 2003. LASHG had been a key component in individual boroughs' development programmes.

The loss of LASHG may have a significant impact on our planned investment. In 2002/2003 the six north London boroughs invested a total of £24.3m through LASHG and had budgeted to spend £12.6m in 2003/2004.

LASHG expenditure (£'000)

	1998/99	1999/00	2000/01	2001/02	2002/03
Barnet	3,926	4,344	5,836	4,073	6,316
Camden	928	782	3,479	2,275	468
Enfield	2,432	1,680	2,784	1,562	2,306
Haringey	194	57	2,761	3,404	3,798
Islington	200	288	1,048	3,337	1,052
Westminster	7,099	4,371	10,254	5,136	10,341
Total	19,187	17,854	33,280	27,127	24,281

Source: 2003 HIP Strategy Statistical Appendices

We do not expect that this pipeline of development will be fully funded under the interim arrangements the Government has put in place to support the 2003/04 programme.

LASHG allowed for flexibility in investment and the ability to meet need locally. While we recognise the place for strategic direction of resources at a regional level, we believe there is also a place for flexibility in funding that allows us to respond to need and demand at the local level, and as opportunities arise. We have successfully lobbied the London

Housing Board to support a replacement funding regime when transitional arrangements come to an end, and we will look to further develop this proposal through the Housing Association Liaison Officers Group.

### Planning and Affordable Housing and Section 106 Schemes

The six North London authorities have developed their Affordable Housing Policies separately. Current policies can be briefly summarised (noting that the boroughs are at different stages of revising their respective UDPs)

**Barnet** – for sites of 15 units or more, between 30% and 50% of units must be affordable. The amount of affordable housing and the split of social rented and intermediate is judged on the basis of an appraisal of the merits of each individual site and the availability and level of grant subsidy.

**Camden** – for sites of 15 units or more, a target of 50% affordable housing with a guideline of 35% rented and 15% intermediate. Delivery of 50% requires grant subsidy and the level of affordable housing might need to be revised if no subsidy is available.

**Enfield** – for sites of 25 units or more a requirement for 25% affordable housing. Mix and tenure are negotiated depending on individual site circumstances. TCI levels are discounted on a sliding scale dependant upon the priority of the units compared to local need. There is current consideration of increasing the threshold and proportion required.

**Haringey** - for sites of 15 units or more there is a current requirement to provide a minimum of 25% of units for affordable housing. Grant subsidy is required to deliver affordable units. The current UDP is under review as well as new supplementary planning guidance for affordable housing. Consultation is due to begin in late September 2003.

**Islington** – for sites of 15 units or more a requirement for 35% affordable – 25% social rented and 10% key worker. Grant is capped at 50% of the maximum TCI

**Westminster** – for sites of 15 units or more a requirement for 30% affordable housing – 25% to meet general housing needs and 5% for key workers. Grant subsidy is required to deliver the affordable housing.

The North London boroughs will work to develop a broad approach which accentuates the common themes within their policies, taken in the context of the existing UDP policies. This approach will also need to reflect the new Government advice outlined in the draft revised PPG3 and the emerging Regional Planning Guidance contained in the Mayor's Spatial Development Strategy – the draft London Plan.

The draft PPG3 sets out the Regional Planning Board's responsibility for co-ordinating housing needs assessments reflecting the sub-regional dimension. In this context requirements for both new housing and the use of existing stock will be developed. However, the draft states that Regional Policy Guidance should avoid setting out detailed policies for affordable housing for inclusion in local plans.

*Affordable housing should be defined in terms of the relationship between income and market but not normally defined by reference to tenure.*

This is a key issue to be resolved by the boroughs together with the Regional Planning and Housing Boards.

Planning policy is expected to have regard to the costs of bringing sites to the market, including the implications of competing land uses; making reasonable assumptions on the level of public subsidy available and the need for the proposed development to be attractive to lenders of private finance. Therefore, while the six boroughs will work to produce greater transparency this will not result in a wholly uniform approach across all the authorities.

## **Development opportunities beyond the sub-region**

While there is a clear need for housing investment to be spread across London to enable local needs to be met, we in the North London sub-region acknowledge and are mindful of the aims of the Communities Plan to direct resources towards the growth areas. North London boroughs are keen to access opportunities beyond the sub-region, as this improves opportunities for mobility and increases housing choice for our residents. We have for a number of years been actively working with partner authorities, in London and beyond, to achieve this. We will look to build on our existing relationships, but will also look to work with the London Housing Board and regional development agencies to ensure access to opportunities in growth areas is available for the North London boroughs.

## **Our partnerships with RSLs**

There are currently more than 180 RSLs operating in the six North London boroughs, although not all are regularly involved in development. We recognise that there is a general move towards rationalisation and consolidation in the RSL sector and expect the number of developing RSLs to decline in the future.

In light of this we will be working to identify a core group of RSLs with which we will work to deliver new homes both in the sub-region and beyond. We have invited key RSL partners to join us at a conference in September 2003 when we will look to develop this strategy further.

Delivering the planned Housing Corporation programme is critical, not only to ensure we maximise supply opportunities, but also to secure Treasury support for increased housing investment. We will therefore be selecting development partners with a demonstrable track record

on delivery, and will be working to achieve improved performance in order to ensure the challenging targets set out in the Communities Plan are achieved, reflecting joint commissioning and partnering arrangements.

## **Egan Principles and Modern Methods of Construction**

We will work to ensure that developments within the sub-region fully meet the objectives set out in the Egan agenda. This relates not only to the procurement method but also to the expectation that cost savings can be achieved in the initial construction and the lifetime costs of buildings, compared to traditional practices.

In addition we support the Deputy Prime Minister's initiative to maximise the use of modern methods of construction to speed up the delivery of accommodation and increase the quality of the accommodation provided, ensuring volume is available across the sub-region's programme.

*All RSL developments produced in north London should be built to Eco-Homes Pas standard as a minimum.*

## **Supporting People services**

Supporting People will require us to bring an increased focus on the design and development of housing which meets the needs of vulnerable people. We will share the expertise which has been developed by each of the boroughs in a new development standard for Supporting People services. This will include design briefs for a range of specialist services and guidance on site densities for supported housing. We will also work towards a common approach towards the proportion of supported housing which can appropriately be included in general needs developments.

## 2. Meeting the needs of homeless households

### Our Objectives

- To meet priority need and our statutory responsibilities
- To reduce the use of bed & breakfast accommodation and improve the quality of temporary accommodation through a programme of procurement of self-contained accommodation
- To relieve overcrowding and assist households living in unsuitable housing
- To provide Supporting People services that will promote choice and independence and which offers pathways out of social exclusion, homelessness and dependency
- To support vulnerable households to live independently
- To ensure that procurement strategies for temporary accommodation support our objective to enhance mobility across new and existing permanent stock.

*The sub-region includes boroughs with some of the highest levels of homeless demand in the country. We have developed innovative solutions and service developments in response to this need.*

We each published Homelessness Strategies in July 2003, setting out how we intend to tackle homelessness locally. We will develop a sub-regional approach that supports borough level and pan-London Homelessness Strategies.

We acknowledge that, given current trends in the demand for and supply of affordable housing, we will need to continue to provide temporary accommodation for the homeless for the foreseeable future. Also, it is acknowledged that for many households, the stay in temporary accommodation will be for a number of years. In the North London sub-region we are committed to making that stay in temporary accommodation as positive an experience as possible, to improving the quality of life for homeless households, and to ensuring that the accommodation we procure is of good quality.

As noted in Part 1 of our strategy, in 2002/03 the boroughs of the sub-region accepted a homelessness duty to just over 7,000 households. In three of our boroughs, acceptances were greater than the number of new social housing lettings available (Council and RSL lettings), and there was an overall deficit of nearly 500 units across the sub-region. At the end of June 2003 the boroughs supported 16,432 households in temporary accommodation, including 1,372 in bed & breakfast hotels. Westminster is by far the biggest user of bed & breakfast, with 48% of the total.

Boroughs have been very successful in reducing the number of families living in bed & breakfast hotels, with assistance from the Government's Homelessness Directorate. We are on track to meet the Government's March 2004 bed & breakfast reduction target.

Westminster and Camden both face considerable difficulty in securing temporary accommodation located within their own borough boundaries due to the high cost of housing. Therefore although both are heavy users of temporary accommodation, many of their families are placed in other parts of London. Meanwhile Haringey has become home to a large number of homeless households placed by other boroughs as it has a substantial private rented sector in the east of the borough. Supporting households who are placed out of borough is an issue on which all boroughs are committed to working jointly.

Sub-regional allocation of capital resources will mean that for many households, the opportunity of being rehoused permanently will come in a borough outside their “home” borough. As part of our temporary accommodation procurement and allocation strategies, we will work to ensure that such accommodation is located both in borough and within the sub-region whenever possible. We will work collectively to analyse how temporary accommodation procurement strategies can contribute to

our objectives of enhancing mobility and achieving sustainable and balanced communities and how temporary accommodation can be optimised to underpin our sub-regional approach to investing in permanent affordable housing supply.

We recognise the need to ensure that the appropriate Supporting People services are available to people in temporary accommodation including hostels. We feel that much more can be done to improve the co-ordination of accommodation and support services and that this will ensure improved health and community safety, and better access to education and employment opportunities for all homeless people. We will work together to develop clear pathways out of homelessness through the provision of good quality prevention support services and to tackle the root causes of homelessness with a view to reducing the number of homeless households in North London. The combination of these measures will mean that investment in social housing will yield a high return in terms of social inclusion and sustainability.



### 3. Investing in the Intermediate Market

#### Our Objectives

- To develop a range of intermediate housing solutions, including a balance of rented and shared ownership options
- To assist key workers to live as well as work in the region
- Working with RSL partners to maximise the potential for shared ownership
- To provide avenues into home ownership
- Setting targets for key worker and intermediate development each year
- To agree a shared definition of key workers and those eligible for intermediate housing, while recognising local priorities
- Explore opportunities to integrate borough approaches on key worker registers at a sub-regional level, and to develop a sub-regional and regional approach to operating nominations.

We know that significant numbers of people on low and moderate incomes are unable to afford market solutions to address their housing need locally, creating risk that our communities will become increasingly polarised. This underpins our commitment to supporting a viable intermediate housing market in the sub-region.

This market is particularly important for meeting the housing needs of those key workers who provide essential services in London, but are priced out of the private housing market. Central to our approach is the recognition that, while proximity to work is clearly important, it is not practicable for key workers to always live

in the borough in which they work. We believe there is real benefit in working collectively to deliver housing solutions to attract and retain London's key workers. We are committed to integrating our approach with borough level and London-wide economic development strategies.

Key worker housing needs to be appropriately distributed if it is to effectively contribute to London's economy and to the delivery of high quality public services throughout London. Through investing in the intermediate market we aim to ensure that we can help create more sustainable communities in our more deprived neighbourhoods. In addition, key worker investment in the Central London areas of our sub-region offers significant strategic advantages, with their excellent transport links across the whole capital.

The North London boroughs have been developing policies for key workers. We have each identified key worker groups that will receive priority for housing, with a common core based around those eligible to benefit from Government funding - teachers, social workers, the police service and NHS workers. We will build on our borough policies to develop an integrated sub-regional definition.

The Government now has a firm commitment to provide more housing for the intermediate market, and has announced through the Sustainable Communities plan that £1 billion of funding will be available for key worker schemes. The challenge fund was launched in autumn 2002 with £200 million to fund schemes in the South East which could be ready for occupation by April 2004 and which had planning consent.

Through working together and with local employers, we wish to ensure that this investment can be effectively targeted to address the key pressure points for recruitment and retention of our priority key worker groups, by identifying schemes in the location, of the unit size and at the cost that will meet the needs of key workers.

*We are committed to delivering an appropriate mix of intermediate housing for rent and for ownership, for the benefit of existing tenants and others unable to afford housing in the open market.*

We believe that shared ownership offers a route into home ownership that needs further development, particularly in the light of the recent changes to Right to Buy that have limited home ownership options for many of our tenants.

The sub-regional strategy forms a framework into which each local authority's own key worker strategies will fit. Through the strategic framework we will develop a better understanding of the housing needs of those in the intermediate economic market and what housing interventions we can make which are likely to have a positive impact on the recruitment and retention of those whom we identify as key workers. Each borough may choose to give a differing level of

support to this within its other strategic housing priorities, however we recognise the need to develop a sub-regional approach to ensure thorough research in understanding the social and economic effects of lack of adequate access to housing for our region and to support a range of housing provision.

In order to facilitate the efficient access to the key worker accommodation produced, we will investigate the feasibility of integrating our borough level approaches to registering key workers and operating nominations into key worker accommodation.

It remains to be seen whether this will involve developing a common waiting list across the North London boroughs or enabling better co-ordination between our existing systems.

We do believe that where possible we should look to simplify access for key workers and to assist developing RSLs. Combining our datasets may also provide us with a powerful means of informing future investment programmes.

In the expectation that each of the London sub-regions may adopt sub-regional approaches to managing key worker information, we will liaise across London to ensure that data collection methods are compatible. This could potentially allow for the generation of data for the whole of London, and a tool to drive the allocation of intermediate market resources in London and neighbouring regions.



## 4. Promoting Mobility and Choice

### Our Objectives

- Instituting a system across the sub-region to enable tenants, homeless households and key workers to exercise choice to meet their housing needs
- Developing a promotional campaign to encourage mobility across the sub-region, London and wider South East
- To analyse the appropriateness of the ‘local connection’ in homelessness allocations within a sub-regional and regional context
- To expand the choice based agenda to Supporting People services and to develop a move-on strategy for supported housing including homelessness hostels.

We believe that promoting mobility and empowering residents to choose where to live is fundamental to making our strategy stick. A sub-regional approach to new development and nominations means we must consider a sub-regional approach to lettings. We believe this can offer significant benefits to us and for our residents and will position us to respond to opportunities in the Thames Gateway and other growth areas when these materialise.

We know we must deliver our strategy in a way that works for our residents and we need them to respond positively to housing opportunities in areas where they may not naturally chose to live. Key to this is working to promote the benefits of moving to other boroughs and areas outside of London, giving residents freedom to choose housing options most suitable for them. We are therefore committed to instituting a system of choice in lettings as a means of creating a sub-regional “market” for social housing. Early results from our choice based lettings pilots are extremely

encouraging. People are responding to the new way of accessing housing, are making informed choices, and we are dramatically reducing void times.

Extending choice means a significant shift from our traditional approach, but we believe it will provide residents with genuine options, enable movement of people throughout the sub-region, and beyond, and the prospect of better meeting people’s housing needs and aspirations. This will include maximising opportunities through existing initiatives such as LAWN and developing new options to support cross-regional mobility with Councils outside of London as part of the Housing Corporation’s proposals to top-slice funding within London’s affordable housing investment programme next year.

As a sub-region, we are made up of both “importing” and “exporting” boroughs. Camden and Westminster, where development opportunities are limited and costly and affordable housing demand at extremely high levels, need to access housing outside their borough boundaries in order to satisfy demand.

*Outer London, while also experiencing high levels of housing demand, has substantially greater development opportunities and is likely to be where much of the future new social housing will be located.*

Recognising this, we intend to institute a system that enables mobility of residents throughout the sub-region, so that all households (including homeless households and existing tenants who wish to transfer) are empowered to choose to move.

Implementing a choice-based lettings approach across the sub-region can make this work. Rather than maintaining the rigid allocations systems with which we currently work, we are looking to respond to customer demand, creating a market where, as far as possible, people are free to choose where and how they want to live and restrictions on mobility are removed.

We will work together to analyse the likely impact of amending the local connection rules given the new sub-regional approach to supply. We will consider our position and press Government for change if our analysis proves it necessary.

*However, it is most important that we encourage and facilitate mobility among residents in order to make best use of sub-regional resources and to satisfy customer demand.*

Five of our six boroughs are currently piloting choice based lettings systems. Barnet, Camden, Islington and Westminster are partners in the Camden led “Home Connections” pilot, while Haringey has its own “Haringey Homesearch” scheme. Enfield is currently reviewing its allocations scheme and the results of the other choice space lettings pilots. Early results from these pilots show that people do in fact have different housing needs and aspirations and, armed with proper information about what is available in the social housing market, are making realistic choices about their housing futures.

Results so far show that in Barnet, for instance, applicants have bid for higher floor level properties than on their application form. Significant numbers of applicants in Camden and Westminster are reviewing their previous areas of choice and bidding for suitable properties when they become available. There are even instances of home seekers in need of wheelchair adapted properties bidding for non-adapted properties in order to see whether these could be adapted at a later stage. Less popular blocks in parts of Camden and Barnet are going to slightly lower pointed bidders because the high pointed bidders are deciding to save their points for a better location or property type.



Choice for housing applicants is currently limited by borough boundaries, which are increasingly being challenged by customers and the new housing investment arrangements.

*Across the sub-region, we are seeking to develop a common assessment model that will provide a common system of priorities to facilitate cross-borough moves.*

This will not only make cross-borough mobility easier, it will also reduce repeat assessments and simplify the lettings process for RSLs that work with more than one local authority.

We have recently secured funding for 'The Move-on Alternatives Project', a ground breaking project that recognises that social housing cannot meet the move-on needs of all those who live in temporary supported housing, and that other move-on housing options have to be pursued. In addition it recognises a need to undertake a radical rethink of service provision to reflect the realities of the current availability of new council and housing association lettings including the need to develop strategic approaches to tackling the move-on problem in London.

## **5. Contributing to the development of balanced and sustainable communities:**

### **Our Objectives**

- Develop joint working and implement good practice to assist vulnerable and disadvantaged members of the community
- Integrate our housing strategy with borough regeneration, neighbourhood renewal and economic development strategies
- Develop regeneration initiatives focused on increased mobility in the sub-region that support 'importing' boroughs to meet need
- Ensuring appropriate balance between tenant transfers and homeless households in nominations to importing boroughs.
- To direct regeneration investment towards excluded neighbourhoods.
- Recognising the needs of BME households and developing partnerships with BME specific RSLs
- Promoting training and employment opportunities
- Ensuring a sustainable distribution of specialist Supporting People services across the sub-region.

### **Deprivation and neighbourhood renewal**

Deprived areas tend to be characterised by high levels of social housing with significant numbers of people from BME communities. The situation is no different in the North London sub-region. As noted earlier, five of our six boroughs are in receipt of Neighbourhood Renewal Funding in recognition of the significant levels of deprivation that exist. The Local Strategic Partnerships that have been established in each borough have access to just over £19 million in each of the three years from 2003/04 from the

Neighbourhood Renewal Funding to target disadvantage, and also have the capacity to direct significant mainstream resources, including housing resources, to tackle deprivation. We will therefore be seeking to integrate our strategy with the sub-regional neighbourhood renewal and economic development objectives, and direct resources to those neighbourhoods that have been largely excluded from receiving mainstream resources.

### **Meeting the needs of BME households**

National and local studies have consistently shown that BME communities suffer disproportionately from poor housing conditions, unemployment, low income levels, benefit dependency, homelessness, ill-health and discrimination - the manifestations of social exclusion. There is a clear link between ethnicity and deprivation; research has shown that BME households on the whole are most likely to be living in the most deprived parts of our sub-region.

In the North London sub-region, we are committed to meeting the needs of our diverse community. Across the sub-region, approximately 27% of our population is from BME communities (2001 Census, groups other than “White”), ranging from 22.8% in Enfield to 34.3% in Haringey. The largest ethnic minority groups are Black African, Black Caribbean and Indian (collectively about 14% of the sub-region’s population) although Camden also has a substantial Bangladeshi community that comprises over 6% of its population.

In addition, there is a substantial proportion - 16% of people - who are White, but not British. This group might well include many new arrivals from Eastern European countries who are most likely to be significantly disadvantaged. The sub-region also has a higher

proportion of residents who were born outside the UK than is the case in London - 33% compared with 27%. Over one-quarter of those are from outside the European Union.

*While each borough has its own strategy for meeting the needs of ethnic minority communities, as a sub-region we are committed to building on partnerships with BME RSLs, and to maximising development opportunities where specific needs of BME communities can be met.*

This will be supported by a joint mapping exercise to identify the specific BME communities living within the sub-region to help formalise our approach towards the allocation of resources within new housing developments to meet BME needs.

### **Asylum Seekers and Refugees**

It is recognised that asylum seekers and refugees, are by definition, likely to have high needs. For example, these groups tend to have greater problems with their health and mental well-being. Additionally a more transient population with language needs can impact upon educational attainment and in turn the children of asylum seekers are likely to require extra assistance to succeed at school. To meet this need boroughs and other agencies must be able to plan and resource these services accordingly.

Borough	Asylum Seeking H/hold placed in temporary accommodation by London Boroughs*	London Boroughs Support of Destitute Asylum Seekers and NASS assisted cases**	% of London's total number of asylum seekers
Barnet	483	1897	2.85%
Camden	596	1456	2.19%
Enfield	848	2984	4.49%
Haringey	2110	6605	9.94%
Islington	1506	3337	5.02%
Westminster	717	522	0.78%
Total	6260 <b>Households</b>	16801 <b>Individuals</b>	

NB These figures do not include refugees or asylum seekers who have moved to boroughs of their own volition.

Sources:

\*GLA Homelessness in London Bulletin No.44. March 2003

\*\* London Asylum Seeker Consortium

Meeting these needs will have an impact upon service provision and the funding of those services. Detailed above are figures for asylum seekers living in the North London sub-region.

Data around asylum seekers is becoming better but needs to improve if boroughs and agencies are to be able to effectively plan services. Figures on refugees are even more difficult to elicit because once leave to remain has been granted, refugees are at liberty to move around.

Whilst most asylum seekers do not obtain housing through the 1996 Housing Act, there are a significant numbers who are housed through the National Asylum Seekers Service into temporary accommodation. Statistics indicate that this has led to significant clustering. This clustering can lead to distortions in local housing markets and cause problems in fostering community cohesion and developing stable communities.

For those asylum seekers left to make their own housing arrangements, some will stay with friends and family, often leading to overcrowding. Others are more likely to end up in unfit and sometimes unsafe accommodation. This needs to be tackled through proactive enforcement activity.

### Mobility of residents

Sustainability of communities will not be achieved if boroughs “export” only their most vulnerable households through the sub-regional nominations protocol. In North London, we will therefore ensure that, through our mobility and choice initiatives, an appropriate balance between homeless households and tenant transfer applicants is maintained, supported by local lettings plans. Communities will be built around people who want to live in a neighbourhood, rather than people being forced to move to places not of their choosing.

*It is also important that, where vulnerable households move between boroughs, they are supported no matter where they reside.*

Our Supporting People and Homelessness Strategies will be co-ordinated and joint initiatives developed to ensure this happens.

We have inherited disparities in the distribution and coverage of Supporting People services for BME communities and we recognise this may cause difficulties for some communities in accessing services. We will strive to correct any such anomalies and to ensure our services take full account of the specific language and cultural needs of our communities. This will be an underpinning key driver of our strategy.

## 6. Meeting the need for Supporting People Services

### Our Objectives

- To collaborate in the delivery of the Supporting People programme including the development of sub-regional Supporting People services where it is not appropriate to provide these on a local basis
- To investigate opportunities to co-ordinate and pool resources
- To ensure that Government formulae changes adequately reflect the need for Supporting People services
- To set out our requirements for capital investment in the delivery of the programme
- Ensuring co-ordination of homeless provision and support services for high needs groups within the sub-region and where appropriate with other sub-regional areas.

The launch of Supporting People Programmes on 1 April 2003 brings a requirement for administering authorities in London with their commissioning partners, the Primary Care Trusts and the London Probation area to work closely. Commissioning Bodies have been established in each of the boroughs in North London to determine the strategy and priorities for the local programme.

Well established links already exist between each of the Supporting People Programmes in North London which have met regularly for the last 2 years. We are now ready to commit to the next phase of co-operation which will start with the first ever map of the supply of Supporting People services across the sub-region and a jointly agreed and prioritised statement of needs for capital investment in Supporting People services.

In time, and through the service review and re-commissioning processes, these maps will allow us to address what appear to be over-concentrations of services in some areas and relative under-provision in others. They also provide an opportunity for all of the commissioning partners in the sub-region to consider how the resources can best complement a range of local health and community safety programmes.

North London has been very successful in building the infrastructure of housing related support services, which will address the needs of vulnerable people in the sub-region. The total investment in Supporting People services is just over £118 million, of which £93 million is accommodation related and £25 million is floating support type services. We have a responsibility to ensure the Government fully understands the needs of our communities and continues to provide the appropriate level of funding for North London. We will join with the ALG in the endeavour to make the case for resources for London. Supporting People spend is committed as follows:

<b>Primary Vulnerable Client Group</b>	<b>Total Spend Across the Sub-Region '000</b>	<b>% of Total Spend</b>
Older People	18,491	15.6
Mental Health	22,686	19.2
Learning Disability	7,957	6.7
Physical Disability/Sensory Impairment	1,727	1.4
Single Homeless	29,514	25
Vulnerable Young People	6,905	5.8
Offenders	2,283	1.9
Domestic Violence	2,604	2.2
Teenage Parents	416	0.35
Generic Support	14,735	12.4
Homeless Families	4,074	3.4
Alcohol	2,398	2
Drug	505	0.42
HIV/AIDS	867	0.7
Refugees	1,140	1
Rough Sleepers	2,042	1.7
<b>Total</b>	<b>118,344</b>	<b>99.7</b>

Supporting People services in North London are characterised by the challenges they currently meet in providing support to over 45,000 vulnerable households. Many of our services are to the most vulnerable people who present with a multiplicity of complex needs. And further challenges lie ahead in meeting the Government's targets for further reducing rough sleeping, delayed discharges from hospital and re-offending.

We will achieve these targets by ensuring our provider organisations are fully involved in the development of our strategies and equipped with the resources to address our priorities. The scale of the operation is considerable; we currently contract with over 332 separate provider organisations.

We see tremendous potential to tackling the problems that face our communities by working together. We have a vision of:

- close co-operation in the development of our Supporting People strategies and the delivery of the Supporting People programme across North London
- strong relationships between commissioners, service providers and service users
- services that not only benefit our residents directly, but also encourage them to become more independent. By doing this, we are complementing our strategies for tackling poor health, homelessness, crime and other aspects of social exclusion.

We have identified three key areas of focus - investment in extra care; the need for specialist and high support accommodation for high needs groups and provision for vulnerable homeless.

### **Investment in Extra Care**

A significant proportion of Supporting People services are for older people, providing either short-term interventions or a very low level of support and advice. However, all six boroughs have identified that there are increasing numbers of highly vulnerable older people who require higher levels of support and for which there is very little provision. This includes older people with dementia and mental health problems.

The sub-region is committed to a strategy of enabling older people to remain independent for longer and to offering a broader range of choice with their housing options and support, which avoids forcing them into residential or nursing care. To achieve this there is a need both to remodel existing sheltered provision and to develop more extra care sheltered accommodation, which can easily adapt to the changing physical and support needs of the frail elderly.

The sub-region is committed to extending the benefits of extra care sheltered housing to a broader client group, including people with a learning disability who are living longer but who often suffer the illnesses of old age much earlier in their lives.

### **Housing and Support for High Needs Groups**

There are considerable housing demands in the sub-region from people who have significant and/or complex support needs and who either do not want or do not need nursing and residential care. This includes people with significant mental health problems and younger adults with a learning disability who want the choice of their own home without having to share in line with the Government's White Paper on 'Valuing People'.

Haringey's strategic review of accommodation for people with mental health problems identified a significant number of patients whose discharge is delayed due to lack of specialist supported self-contained accommodation. The review uncovered significant void levels in shared schemes with patients refusing this type of accommodation, and found that most people with mental health problems wanted their own home.

We are committed to expanding specialist and more intensive support services offered to these people and to developing supported housing, which offers self-contained accommodation, while at the same time providing the peer support and social contact offered by shared schemes. To achieve this there is a need for capital investment both to remodel and improve the facilities of existing services that are not self-contained and to provide new self-contained units with communal facilities and support close to hand.

We will explore whether the new choice based lettings scheme for social housing can be expanded to include vulnerable tenants in supported housing. We will also explore the role of Supporting People services in supporting vulnerable households in using new schemes to improve their housing choices and options.

## Provision for the Vulnerable Homeless

*All six boroughs recognise the need to provide support that tackles the causes of homelessness and which helps the existing homeless to set up a sustainable home for themselves.*

This recognition is reflected in the substantial level of Supporting People resources committed to vulnerable homeless households. The sub-region is committed to the key objective of the Supporting People programme to prevent tenancy failure, eviction and homelessness amongst vulnerable households. The sub-region will work on developing good practice and a joint approach in this area, particularly with regard to joined up working with Probation, the Prison Service, the NHS and Supporting People providers.

The better usage of existing floating support services available to the region will be a key component to this approach. However, there is a need to develop more direct access provision that can both assess and support the needs of rough sleepers with multiple needs and which can help them develop their life skills before they move on to more permanent forms of supported accommodation.



Similar provision is needed for the increasing numbers of homeless 16 and 17 year olds that are now being accepted as homeless under the new Homelessness Act and for highly vulnerable homeless households who present with complex needs (mental health problems and/or substance misuse) and who are not known to Health and Social Services.

### **Improving the Quality and Standard of Homeless Hostels and Accommodation Based Services**

The quality of hostel accommodation is a particular concern in some areas of North London. We have a number of large hostels which pre-date 1900, characterised by poor space standards and an unacceptable requirement for sharing facilities. Accessibility for people with mobility difficulties is also poor. Significant capital investment will be required to ensure they are in fit condition to play their part in delivering homelessness strategies.

### **Commitment to joint working**

Our joint approach to the delivery of Supporting People services across North London establishes a new pattern of joint working between housing authorities and other commissioning partners.

*We recognise significant differences in the need for housing related support services across our boroughs.*

But we believe that joint working will allow us to develop much more effective solutions to the needs of vulnerable people, to use our resources more flexibly to provide greater geographical coverage, to take opportunities to meet specialist service requirements and to provide more choice for service users.

This is a milestone in the development Supporting People. For the first time our Commissioning Bodies will have a mechanism for jointly agreeing priorities, the opportunity to undertake joint commissioning in a structured way, and the prospect of co-ordinating service delivery and sharing resources. We are confident this will result in more effective service delivery and significant improvements in the health and well being of our communities.

## 7. Improving the quality of all housing across the sub-region

### Our Objectives

- To ensure the decent homes standard is met across all social housing in the sub region by 2010
- To work with RSL partners to ensure the decent homes standard is met
- To encourage the Government to recognise the specific funding needs of our RSL partners with an ageing stock profile
- To commission sustainable housing of good design

- To maximise the level of investment aimed at improving the standard of accommodation in the private sector
- To ensure supported housing and hostels are fit for purpose.

All boroughs are pursuing options to bring their stock up to the decent homes standard by 2010. Most consider the ALMO route the most viable to release the necessary funding. The position across the sub-region is as follows:

	LA stock	No. Non-decent @ 1.4.03	% Non-decent @ 1.4.03	Plans
Barnet	11,605	4,881	42%	ALMO Round 3 bid
Camden	25,690	16,327	64%	ALMO Round 3 bid
Enfield	12,782	3,938	31%	Options appraisal 2002/03
Haringey	18,050	10,493	58%	Options appraisal
Islington	30,054	19,093	64%	ALMO Round 3 bid
Westminster	12,963	8,834	68%	ALMO from April 2002
Total	111,144	63,566	57%	



However, within the RSL sector the position is less clear and we do not have data as to the position across the sub-region. There will be significant variations across the sector. Much of the stock is new and meets the decent homes standard. However, in Central London there is a significant amount of ageing RSL stock that is likely to be costly to make 'decent'. There is a danger that RSLs will chose to dispose of such stock if the requisite funding cannot be secured.

The Communities Plan is unclear as to how the Government expects the delivery of decent homes in the RSL sector to be funded. We would ask Government and the London Housing Board to recognise the specific needs of certain RSLs with a Central London stock profile, and enter into dialogue with us and our RSL partners about investing in such stock so as not to lose it as affordable housing.

#### **Private sector**

We also recognise the need to improve conditions within private sector housing across the sub-region and to ensure that our work here dovetails with our neighbourhood renewal strategies and our objective to deliver balanced and sustainable communities.

Over 80% of unfit dwellings in the sub-region are found in the private sector - and this is a significant factor in driving levels of housing need and demand for affordable housing across our boroughs. In Haringey and Camden for example over 15% of the total private sector stock is unfit.

We also recognise the Government's drive to improve conditions in the private sector through the draft Housing Bill, by reiterating in the Communities Plan the need for local authorities to enhance their strategic housing role through increased private sector intervention and by targeting funding at private sector renewal.

Our existing work at borough level is already well developed through, for example, measures to tackle fuel poverty, reduce the number of vacant properties and to ensure that minimum standards are maintained in HMOs. We will work to develop and commission joint private sector initiatives at a sub-regional level, maximising the proposed allocation of resources by the London Housing Board and with other sub-regions at a pan-London level. We recognise the particular benefit that joint work can deliver in this area as borough boundaries have little relevance to the state of this particular sector.

## Abbreviations/Glossary

<b>ADP</b>	Approved Development Programme - Housing Corporation funding for providing new/refurbished affordable housing.
<b>ALG</b>	Association of London Government.
<b>BME</b>	Black & Minority Ethnic.
<b>GDP</b>	Gross Domestic Product.
<b>HIP</b>	Housing Investment Programme.
<b>HMO</b>	House in Multiple Occupation.
<b>HNI</b>	Housing Needs Index.
<b>IMD</b>	Index of Multiple Deprivation.
<b>LASHG</b>	Local Authority Social Housing Grant.
<b>RSL</b>	Registered Social Landlord.
<b>TCI</b>	Total Cost Indicator.
<b>UDP</b>	Unitary Development Plan - The overall plan for the development and land use in the borough.

Jointly produced by the  
North London sub-region:

