



Housing



Study

MAIN REPORT

September 2005

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SECTION A: CONTEXT FOR REPORT

This report is the result of a Housing Needs Assessment undertaken by Fordham Research on behalf of the London Borough of Enfield. Divided into five sections, it aims to provide an overview of the current housing situation and potential requirement for additional affordable housing. Data collection and analysis for the assessment has been implemented in line with ODPM guidance, which was published in 2000 in an attempt to standardise Housing Needs Assessments. These assessments are a key piece of research for Local Authorities, informing the development of Affordable Housing Policy.

The report's first section is devoted to setting the scene in Enfield and to defining the key themes particular to housing in Enfield. The second section provides a summary of data collection, the range of information collated and its importance for assessing housing need. The third section works through the three stages of the model, as outlined by ODPM guidance, in order to assess whether there is a shortfall or surplus of affordable housing in Enfield. The fourth section considers the housing requirements of specific groups and the fifth considers the degree to which the housing market is in balance.



1. INTRODUCTION

1.1 Introduction

This report contains the third comprehensive survey of housing need carried out on behalf of the London Borough of Enfield by *Fordham Research*. The survey closely follows guidance set out by the *Office of the Deputy Prime Minister* in '*Local Housing Needs Assessment: A Guide to Good Practice*' (July 2000). It should be noted that throughout this report reference is made to the ODPM Guidance, although at the time of publication the Department was titled DETR.

In following ODPM Guidance this survey provides key estimates on the numbers and types of households in housing need and how needs levels are likely to change in the future. This information is coupled with an analysis of the supply of affordable housing to estimate the requirement for additional affordable housing. The survey also provides detail on certain crucial matters, such as the types of affordable housing which can meet housing need and suggested affordable housing policy responses (such as target and threshold levels).

This report is also designed to provide key data across all housing tenures. This requirement has been brought into focus as part of the Audit Commission's Comprehensive Performance Assessment (CPA). The CPA includes the requirement for local authorities to consider 'balancing housing markets' and hence this report also looks at issues wider than just affordable housing.

1.2 Scope of the Report

The range of purposes for housing needs surveys has broadened considerably since they became a requirement in the early 1990's. This report is designed to provide key data across all housing tenures. The main issues addressed are:

- (i) Information required for the local and sub-regional housing strategy
- (ii) Key information for housing and affordable housing planning policy
- (iii) Balanced housing markets analysis consistent with the Audit Commission's Comprehensive Performance Assessment (CPA).

The report includes detailed analysis of a wide range of data. The following is a summary list of the information used:

- (i) A random survey of 3,179 households was completed in Enfield (2,176 postal questionnaires, with a response rate of 19.4% and 1,003 personal interviews, as discussed further in Chapter 3). This is essential to provide information on levels of housing need, aspiration and demand. It is also important for analysis, because the Census of 2001 does not contain any income information. Such data is required for an informed study of the housing market. This fieldwork was completed between 8th January 2004 and 18th February 2004.
- (ii) A survey of estate agents to establish the pattern of house prices and rents across Enfield (Chapter 4).
- (iii) Housing supply information. This is obtained from official sources, and is important to establish the supply of affordable housing from existing tenancies (Chapter 8).
- (iv) Discussions with key stakeholders to establish the key housing issues in Enfield (Chapter 2).

The housing needs survey analysis presented here provides robust evidence upon which affordable housing policy matters can be reliably based. This has certainly been the view of many inspectors regarding surveys which use the same methodological approach as that used in Enfield.

1.3 Key points from the housing needs assessment guide

The basis for carrying out housing needs assessment has been standardised by the publication of the Guide (Full title: *Local Housing Needs Assessment: A Guide to Good Practice – ODPM Housing, July 2000*), it is therefore important to summarise its key features.

(i) Introduction

This Guide, published in July 2000, has gone a long way to filling the gap which has been apparent ever since, in Circular 7/91, the Government told councils they could seek affordable housing provided that there was evidence of housing need (without ever explaining what ‘need’ meant).

(ii) Definition of housing need

The definition of housing need controls which households are defined as being in need, and indirectly affects what constitutes affordable housing. Affordable housing is, in principle, designed to address the identified housing need. The Guide defines a household in housing need as one

which is living in housing that is not suitable for its requirements and who cannot afford to resolve this unsuitability within the private sector housing market.

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Guide**

'Housing need refers to households lacking their own housing or living in housing which is inadequate or unsuitable, who are unlikely to be able to meet their needs in the housing market without some assistance.' Appendix 2 (page 116)]

(iii) Procedure

An 18 staged procedure is set out in the Guide. This is aimed at producing an estimate of the net need for new affordable housing. Thus the Guide is very much geared to the requirements of planning for clear indications of the affordable housing requirement. The following table reproduces the stages from the key table of the Guide.

Table 1.1 Basic Needs Assessment Model: (from Table 2.1 of ODPM Local Housing Needs Assessment: A Guide to Good Practice)

Element and Stage in Calculation

B: BACKLOG OF EXISTING NEED

1. Backlog need existing households
2. *minus* cases where in-situ solution most appropriate
3. *times* proportion unable to afford to buy or rent in market
4. *plus* Backlog (non-households)
5. *equals* total Backlog need
6. *times* quota to progressively reduce backlog
7. *equals* annual need to reduce Backlog

N: NEWLY ARISING NEED

8. New household formation (gross, p.a.)
9. *times* proportion unable to buy or rent in market
10. *plus* ex-institutional population moving into community
11. *plus* existing households falling into need
12. *plus* in-migrant households unable to afford market housing
13. *equals* Newly arising need

S: SUPPLY OF AFFORDABLE UNITS

14. Supply of social relets p.a.
15. *minus* increased vacancies & units taken out of management
16. *plus* committed units of new affordable supply p.a.
17. *equals* affordable supply
18. Overall shortfall/surplus

Source: Local Housing Needs Assessment: A Guide to Good Practice ODPM 2000

NB This table has been adapted from Table 2.1 of the Guide, by removing the suggested data sources.

1.4 Summary

Housing needs surveys have become, over the past decade, a standard requirement for local authorities across Britain. The publication of *Local Housing Needs Assessment: A Guide to Good Practice* by ODPM in July 2000 has now standardised the form of such assessments. They are designed to underpin housing and planning strategies by providing relevant data for them.

In addition to focussing on the need for affordable housing, this study addresses housing requirements across all housing tenures. This is with a view to producing information, which will assist policy making in relation to both housing and planning policy, as well as the Comprehensive Performance Review.

2. ENFIELD: CONTEXT AND KEY ISSUES

2.1 Introduction

The purpose of this chapter is to establish key themes relating to housing in Enfield. It begins with analysis of existing data sources to present a picture of the character of Enfield and goes on to summarise some of the main findings from the interviews with key stakeholders. Full details of the stakeholder interviews can be found in Appendix A4. The purpose of this chapter is to provide background context for the analysis of the survey data.

2.2 The character of Enfield

LB Enfield is located on the northern edge of Greater London, bordering London boroughs to the south, such as Haringey and Barnet, as well as more rural areas to the north in Hertfordshire and Essex. Consequently Enfield covers a diverse span of different communities and land-uses.

Enfield supports a wide-ranging portfolio of industries concentrated in the Lea Valley industrial corridor and following major road links along the Great Cambridge Road (A10) and the North Circular Road. However, approximately one third of the land space in Enfield is green-belt land. The north-western areas are dominated by the protected greenfield area around Hadley Wood. These open spaces are marketed as a major tourist attraction in Enfield with a variety of parks and wildlife havens such as Whitewebbs Park, Forty Hall Park or Trent Country Park. Enfield is linked to central London via the London Underground Piccadilly line that also provides direct access to Heathrow International Airport. Enfield also has good links with Luton, Stansted and London City International Airports.

The Census (2001) recorded a total population of 273,559 making up 110,398 households. The population and total number of households have both since increased in the last decade as is typical of most London boroughs. Any population growth, combined with the limited scope for new housing due to a lack of vacant or underused land fit for development, is likely to have increased the pressure on the local housing market. This is accentuated in London as there are so few development opportunities in the surrounding boroughs either, meaning the demand cannot be met through neighbouring housing markets.

The figures below, based on analysis of HIP information, place Enfield in a wider London context in relation to key housing indicators. The results show the level of vacant stock, the level of unfit property, the proportion of households on the Housing Register and the proportion of homeless households in temporary accommodation. Analysis indicates that Enfield has a high level of vacant stock and high levels of homeless households in temporary accommodation (falling within the highest third of all London boroughs in both cases). The latter provides a key indication of the pressure on the social rented stock as the council is unable to accommodate homeless households within the sector and increasingly have to resort to often inappropriate temporary accommodation measures. Results also indicate a significant demand for social rented housing with 8.5% of all households on the Housing Register, although this is not unusual in London and 13 other boroughs have higher proportions of households on the Housing Register. Results also suggest that the quality of stock in Enfield is in good condition, with only 3.4% of dwellings assessed to be unfit (placing Enfield in the lowest third of all London boroughs).

Figure 2.1 Housing characteristics in Enfield and the rest of London



Source: ODPM HIP return 2003

In keeping with other London boroughs, Enfield has significantly higher average residential property prices than the England and Wales average. Indeed, Land Registry figures for the 4th quarter of 2003 show the average sale price for residential property in Enfield to be almost £210,000. This will inevitably impact upon the levels of need in Enfield, placing home ownership beyond the reach of many households.

In terms of household characteristics, Enfield has a diverse range of communities, with 22.9% of the population from BME groups and a further 15.9% defining themselves as White but non-British. (Census 2001). Some 12.8% of the population classified themselves within the White Other group, but detailed categories for the ethnic group of those within this classification are not yet available. The current Census data shows that the largest identified ethnic minority populations were Black Caribbean (5.3%), Black African (4.3%) and Indian (4.0%). There is also a significant Irish population (3.1%). The steady flow of immigration into the capital may mean that these figures may change meaning that housing policy and procedures must be able to be sensitive to these changes. LB Enfield has responded to these challenges by adopting a Black and Minority Ethnic housing strategy in November 2000.

The London Plan (2004) has become the spatial development strategy for all London boroughs to work within. The Plan states that “Affordable housing and public transport improvements should generally be given the highest importance” in planning obligations (*Policy 6A.4 Priorities in planning considerations*). LB Enfield falls into the North sub-region of the plan. The table below demonstrates the development targets set by the London Plan.

Table 2.1 Indicative annual average phasing of growth in homes proposed by the London Plan

Sub-region	Average Annual no. of new homes per year to 2016	Phasing of Development		
		Period 2002-06 – average each year	Period 2007-11 – average each year	Period 2012 -16 – average each year
Central	7,100	8,100	6,700	6,600
East	6,900	8,300	6,400	6,100
West	3,000	3,600	2,800	2,600
North	3,100	3,100	3,100	3,200
South	2,800	3,200	2,700	2,600
London Total	23,000	26,300	21,700	21,100

Source: The London Plan (2004)

Whilst the North sub-region targets are less than half those for the Central or East sub-regions the targets are still very significant, particularly as the North sub-region is constituted by four boroughs (Enfield, Barnet, Haringey and Waltham Forest). By comparison the Central sub-area consists of seven boroughs and the East sub-region of ten. Sub-regional targets have been translated into borough targets that are shown below for the North London sub-region below. The London Plan strategic affordable housing target has been set at 50% of all housing developments.

Table 2.2 Provision for additional homes targets in North London sub-region 1997 – 2016

<i>London Borough</i>	<i>Total target</i>	<i>Annual Monitoring Target</i>
<i>Barnet</i>	17,780	890
<i>Enfield</i>	13,180	660
<i>Haringey</i>	19,370	970
<i>Waltham Forest</i>	9,140	460
TOTAL	59,470	2,980

Source: *The London Plan (2004)*

2.3 Local stakeholder views

To provide background context for the survey analysis, information on the current housing situation in Enfield, and views on the issues and problems to be addressed, have been collected from a number of key stakeholders. Their comments are summarised in the points below. A full summary of the comments provided by local stakeholders is presented in Appendix A4.

Housing requirements:

- (i) Key stakeholders commented that the level of housing need was acute in Enfield with a significant gap between need and supply. Visible indicators of need are high (9,496 households on the Council’s Housing Register at 2003).
- (ii) The situation relative to adjoining Local Authorities also indicated an acute problem although the perception of Enfield as a ‘leafy borough’ was often felt to mask this.

Supply:

- (iii) One of the main problems in addressing the housing needs in Enfield is the high cost and low availability of land. Private developers indicated the lack of suitable sites and strong competition as the main reason for limited housing development in Enfield. Where development opportunities do arise the majority of units produced were one or two bed flats.

(iv) RSLs operating in Enfield also indicated a shortage of suitable sites to develop, and where sites did arise they were often outbid by private developers. One RSL indicated that the cheapest land to purchase was often ex-council owned, but there were still significant additional costs to make the land suitable for development.

Particular groups:

A number of specific groups of households were identified as experiencing particular difficulties in Enfield. These included:

- (v) Young growing families who lack opportunities to move to suitable larger accommodation.
- (vi) People who need accessible housing, particularly people who are wheelchair users.
- (vii) Young people, often on housing benefit, who do not receive priority in the allocation process and may be shunned by private sector landlords.

2.4 Summary

The picture emerging in Enfield is that there is a significant shortage of social housing stock and in particular shortages of larger family units. This situation is exacerbated by the limited opportunities to develop appropriate housing due to the high cost and lack of available land. Private developers are more competitive at securing any land that is available and have largely concentrated provision on smaller flat type dwellings.

It is felt that the difficulties of securing appropriate accommodation are most acute for growing families and those with support needs. The general view among stakeholders is that there is an acute shortage of affordable housing in Enfield and that the ability to adequately address these needs is hindered by a lack of suitable land to develop on.

SECTION B: SURVEY AND INITIAL DATA

This section first reports on the fieldwork used to collect data for analysis. It proceeds to describe house price and financial information obtained from primary data collection methods, which are key parts of data used in the analysis in Section C.



3. SURVEY WORK, VALIDATION AND COMPARISONS

3.1 Introduction

The primary survey element of the study (used to assess the overall requirement for additional affordable housing) was based on a hybrid approach involving a combination of personal interviews and a postal survey. A sample of addresses were selected, at random, from the council tax register to cover all tenure groups and sub-areas within Enfield. This Chapter reports on the outcome of the primary survey work, provides information on the procedures used to take account of survey bias and compares results with other data sources.

3.2 Base figures

The basic information used to determine the number of households comes from a number of different sources. The main ones are the Council's H.I.P. return (for 2003), the council tax register and 2001 Census results. The aim is to provide an estimate of the number of households at the time of the survey.

At the time of the Census the number of households in Enfield was estimated to be 110,398. Results from the 2003 HIP return indicate a total of 111,610 occupied dwellings. This is a good starting point although account needs to be taken of additional households that are sharing dwellings (living in Homes in Multiple Occupation). The Council have provided some further information suggesting a total of 3,695 additional households in HMOs. Using this information we estimate the following bases for analysis:

Total number of households in Enfield = 115,305 (111,610+3,695)

Analysis of the survey data indicated the presence of a small number of student-only households living in the private rented sector. Student households are a special case, particularly in relation to affordable housing. Most have low incomes but do not generally qualify for affordable housing due to the short-term nature of their residence. Although student-only households raise their own housing issues, as these do not directly impact on the need for affordable housing, they are not addressed in this study. Analysis of the data shows an estimated 687 student-only households in the Enfield Borough. Removing these student-only households means the total households used for analysis is therefore 114,618 (115,305-687).

It should however be noted that student households can form part of the projection of housing need. Such households will appear as part of the projection where information based on past trends suggests that such households have moved into 'ordinary' residential accommodation.

3.3 Household profile

The table below shows an estimate of the current tenure split in Enfield. Information for this came from Council H.I.P. forms and the 2001 Census.

Table 3.1 Number of households in each tenure group

<i>Tenure</i>	<i>Total number of households</i>	<i>% of households</i>	<i>Number of returns</i>	<i>% of returns</i>
<i>Owner-occupied (no mortgage)</i>	34,641	30.2%	1,001	31.5%
<i>Owner-occupied (with mortgage) ①</i>	49,438	43.1%	1,325	41.7%
<i>Council</i>	11,919	10.4%	440	13.8%
<i>RSL</i>	6,508	5.7%	165	5.2%
<i>Private rented ②</i>	12,112	10.6%	248	7.8%
TOTAL	114,618	100.0%	3,179	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

NOTES ① - Includes shared ownership

② - Includes 'tied' accommodation

An important aspect of preparing data for analysis is 'weighting' it. As can be seen from the table above, social survey responses never exactly match the estimated population. In this instance the survey has a higher response from council and owner-occupied (no mortgage) households and a lower response for RSL, private rented and owner-occupied (with mortgage) households. As a result it is necessary to 'rebalance' the data to correctly represent the population being analysed. This approach is recommended in the Guide.

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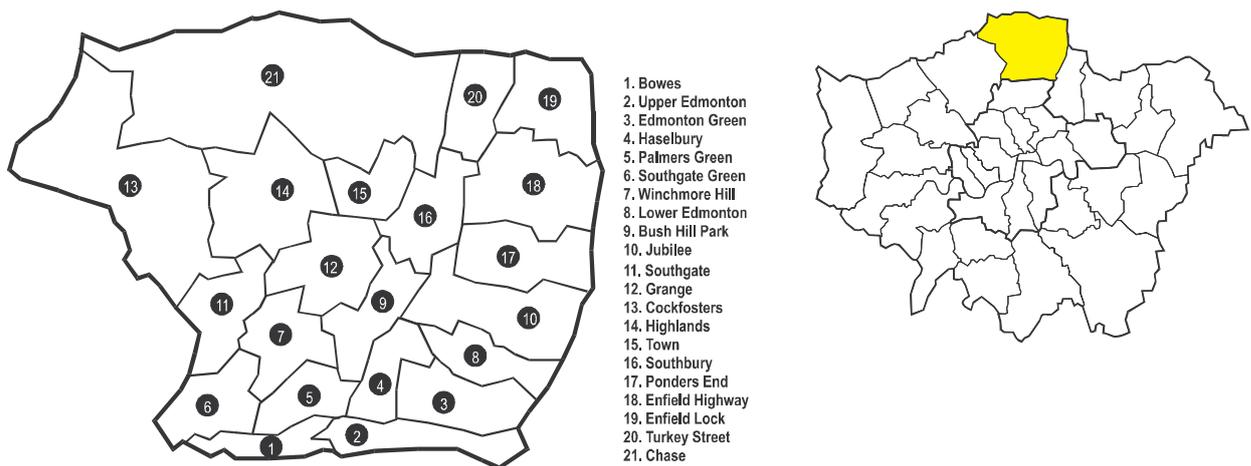
'If inconsistencies are found between survey results and benchmark sources, there may be a case for re-weighting the data in-line with the distribution indicated by the benchmark source.'
[Section 4.2 (page 54)]

There are diminishing returns to weighting survey data. Thus weighting by 6 variables is not twice as good as weighting by three: indeed it may add no further accuracy at all provided that the first factors are suitably chosen. This survey was weighted by the following five variables:

- Tenure (from 2001 Census and H.I.P. data)
- Twenty-one wards (from council tax register)
- Household type (Table KS20 of 2001 Census)
- Accommodation type (Table KS16 of 2001 Census)
- Car ownership (Table KS17 of 2001 Census)

The proportion of households of various types in the survey was weighted so as to almost match the proportion shown in each of these groups in the above sources. The distributions of data for these variables are shown below.

Figure 3.1 Housing needs survey study area



Source: London Borough of Enfield - Housing Needs Survey 2005

Table 3.2 Number of households in each sub-area

<i>Sub-area</i>	<i>Total number of households</i>	<i>% of households</i>	<i>Number of returns</i>	<i>% of returns</i>	<i>Sub-area postal response rate (%)</i>
<i>Chase</i>	5,483	4.8%	183	5.8%	21.5%
<i>Turkey Street</i>	5,159	4.5%	138	4.3%	16.3%
<i>Enfield Lock</i>	5,895	5.1%	162	5.1%	19.2%
<i>Cockfosters</i>	5,226	4.6%	156	4.9%	18.2%
<i>Highlands</i>	5,411	4.7%	203	6.4%	23.7%
<i>Town</i>	6,034	5.3%	189	5.9%	26.4%
<i>Southbury</i>	5,323	4.6%	147	4.6%	20.2%
<i>Enfield Highway</i>	5,371	4.7%	126	4.0%	14.7%
<i>Southgate</i>	3,820	3.3%	177	5.6%	19.8%
<i>Grange</i>	5,236	4.6%	205	6.4%	23.9%
<i>Bush Hill Park</i>	5,130	4.5%	138	4.3%	18.9%
<i>Ponders end</i>	5,469	4.8%	107	3.4%	14.7%
<i>Jubilee</i>	5,273	4.6%	102	3.2%	14.0%
<i>Winchmore Hill</i>	5,343	4.7%	153	4.8%	21.2%
<i>Haselbury</i>	5,550	4.8%	119	3.7%	16.5%
<i>Lower Edmonton</i>	7,519	6.6%	159	5.0%	19.9%
<i>Southgate Green</i>	5,184	4.5%	187	5.9%	21.7%
<i>Palmers Green</i>	5,304	4.6%	146	4.6%	17.1%
<i>Edmonton Green</i>	6,101	5.3%	136	4.3%	19.1%
<i>Bowes</i>	4,955	4.3%	134	4.2%	18.3%
<i>Upper Edmonton</i>	5,831	5.1%	112	3.5%	15.6%
TOTAL	114,618	100.0%	3,179	100.0%	19.4%

Source: London Borough of Enfield - Housing Needs Survey 2005

Table 3.3 Number of households by household type

<i>Household type</i>	<i>Total number of households</i>	<i>% of households</i>	<i>Number of returns</i>	<i>% of returns</i>
<i>Single pensioner</i>	15,555	13.6%	424	13.3%
<i>2 or more pensioners</i>	8,310	7.3%	304	9.6%
<i>Single non-pensioner</i>	20,244	17.7%	460	14.5%
<i>2 or more adults, no children</i>	37,676	32.9%	1,052	33.1%
<i>Lone parent</i>	7,115	6.2%	206	6.5%
<i>2+ adults, 1 child</i>	11,523	10.1%	323	10.2%
<i>2+ adults, 2+ children</i>	14,193	12.4%	410	12.9%
TOTAL	114,618	100.0%	3,179	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

Table 3.4 Dwelling type

<i>Dwelling type</i>	<i>Total number of households</i>	<i>% of households</i>	<i>Number of returns</i>	<i>% of returns</i>
<i>Flat/maisonette</i>	40,011	34.9%	1,041	32.7%
<i>Terraced house</i>	40,484	35.3%	1,136	35.7%
<i>Detached/semi-detached house</i>	34,123	29.8%	1,002	31.5%
TOTAL	114,618	100.0%	3,179	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

Table 3.5 Levels of car ownership

<i>Car ownership</i>	<i>Total number of households</i>	<i>% of households</i>	<i>Number of returns</i>	<i>% of returns</i>
<i>None</i>	32,537	28.4%	857	27.0%
<i>One</i>	52,243	45.6%	1,497	47.1%
<i>Two</i>	23,726	20.7%	692	21.8%
<i>Three or more</i>	6,112	5.3%	133	4.2%
TOTAL	114,618	100.0%	3,179	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

3.4 Comparisons with secondary data sources

Opportunity was taken to draw on as many sources of secondary data that were available. This included information at national and regional level as well as some information available at the borough-level.

The secondary information was used to not only validate survey results (as described above) but also to provide some context to the household survey results. Additionally, for some parts of the analysis secondary data was the only source available (e.g. when studying the supply of affordable housing). These sources are listed in the table below alongside an indication of the geographical coverage which they can and can't be analysed at.

Table 3.6 Coverage of secondary data sources

Source of data	Coverage		
	Borough	Regional	National
2001 Census	✓	✓	✓
2001/02 S.E.H.	x	✓	✓
2001 EHCS	x	✓	✓
New Earnings Survey	✓	✓	✓
H.I.P. returns	✓	✓	✓
Land Registry data	✓	✓	✓
P1(E) homeless returns	✓	x	x

This section shows some of the main findings from the survey of local households and sets them in context with comparisons with similar regional and national figures drawn from a number of secondary data sources indicated above.

The table below shows current housing tenure in Enfield. This information is compared with that from the Census and also the S.E.H. The table shows that Owner-occupation levels are relatively high in Enfield particularly when compared with the London average, whilst the proportion of households in the social rented sector is noticeably lower than for both London and England as a whole. The private rented sector in Enfield is significantly lower than the London average, but around the average nationally. It is also interesting to note the difference in figures for private renting between the S.E.H. and the Census.

Table 3.7 Housing tenure in Enfield, London and England

Tenure	Enfield (survey) ①	London (2001 Census)	England (2001 Census)	England (S.E.H. 2001/02)
Owner-occupied (no mortgage)	30.0%	22.1%	29.2%	29%
Owner-occupied (with mortgage)	42.9%	34.5%	39.5%	42%
Council	10.3%	17.1%	13.2%	14%
RSL	5.6%	9.1%	6.1%	6%
Private rented	11.1%	17.3%	12.0%	10%
TOTAL	100.0%	100.0%	100.0%	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005, Census (2001), Survey of English Housing (2001/02)

NOTES ① - Based on all households including student-only households

The table below shows household type groups in Enfield, London and England. The data suggests that households in Enfield are more likely than London as a whole to comprise solely of pensioners although levels are lower than for England. Additionally, data suggests that Enfield has a much lower proportion of non-elderly single person households than in London but above levels for England as a whole. The Census data for the last four categories has been merged into one as slightly different definitions are used between *Fordham Research* and the Census.

Table 3.8 Household types in Enfield, London and England

Household type	Enfield (survey)	London (2001 Census)	England (2001 Census)
Single pensioner	13.5%	12.7%	14.4%
2 or more pensioners	7.2%	5.7%	9.3%
Single non-pensioner	17.9%	22.0%	15.7%
2 or more adults, no children	32.9%		
Lone parent	6.2%		
2+ adults, 1 child	10.0%	59.6%	60.6%
2+ adults, 2+ children	12.3%		
TOTAL	100.0%	100.0%	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005, Census (2001)

In terms of dwelling types, the results of the study suggest that Enfield has a lower proportion of flats or maisonettes when compared with London but significantly higher than for England as a whole. In contrast levels of terrace property are higher than both levels in London and England. The percentage of detached and semi-detached houses in Enfield is slightly above levels in London but significantly below national levels.

Table 3.9 Dwelling types in Enfield, London and England

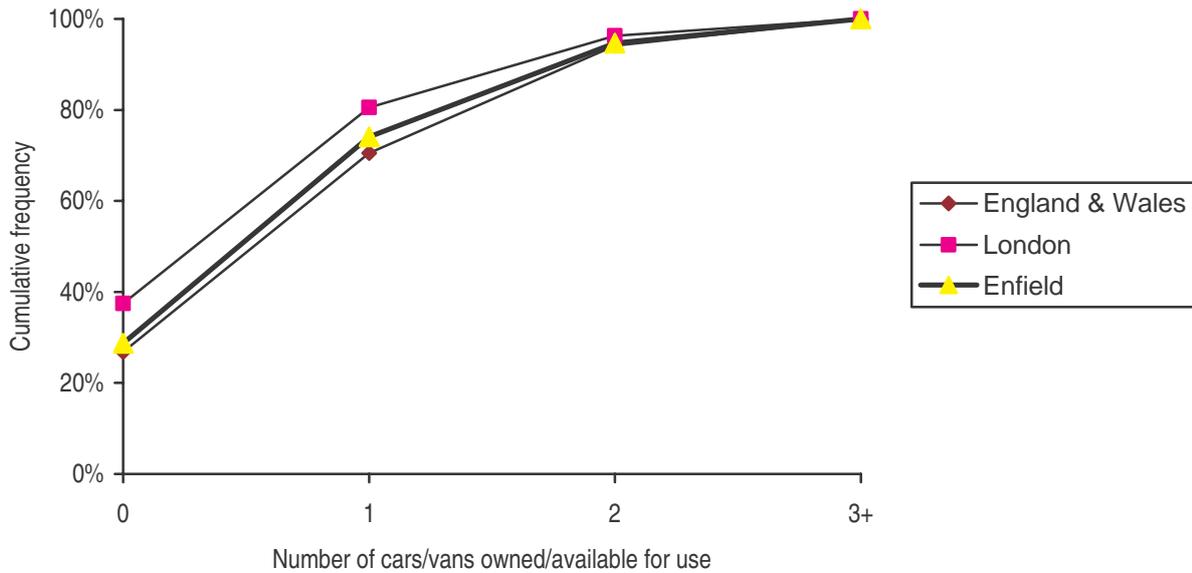
Dwelling type	Enfield (survey)	London (2001 Census)	England (2001 Census)	England (2001 EHCS)
Flat/maisonette	35.1%	48.8%	19.7%	18.7%
Terraced house	35.2%	25.9%	25.8%	29.7%
Detached/semi-detached house	29.7%	25.3%	54.5%	51.6%
TOTAL	100.0%	100.0%	100.0%	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005, Census (2001), English House Condition Survey (2001)

Information was also collected in the Enfield survey on levels of car ownership/availability. Although not directly linked to housing, it is a useful variable that provides some indication of wealth. The figure below shows a cumulative frequency of car ownership in Enfield, London and England. The regional and national data are taken from the 2001 Census.

The figure shows that the level of car ownership/use consistently falls below that of London but above the level recorded for England and Wales as a whole. An estimated 28.7% of Enfield households have no use of a car/van. For London this figure is 37.5% and for England and Wales as a whole it is 26.8%.

Figure 3.2 Car ownership in Enfield, London and England



Source: London Borough of Enfield - Housing Needs Survey 2005, Census (2001)

3.5 Summary

A household survey was carried out in Enfield using a combination of face-to-face interviews and a postal questionnaire. When excluding student-only households in the private rented sector the total sample for analysis was 3,179. This is a significant amount of data and enables reliable analysis of housing need in accordance with ODPM guidance. The survey data was weighted so as to be representative of all households within Enfield. In total there were an estimated 114,618 applicable resident households at the time of the survey.

Comparison with existing secondary data sources suggests that Enfield has higher levels of owner-occupation and lower levels of social rented housing when compared with both national and regional estimates. Enfield is more likely to contain single pensioner households and less likely to contain single non-pensioner households than London as a whole. In terms of dwelling type, Enfield has a higher incidence of flats/ maisonettes and a lower incidence of detached and semi-detached dwellings than England as a whole, but the opposite is true when the dwelling stock is compared to London.

4. LOCAL HOUSING MARKET STUDY

4.1 Introduction

This chapter sets out the results of an analysis of housing market prices and rents in Enfield. Information was collected from two sources:

- The land registry
- A survey of local estate and letting agents

An examination of the land registry data provides a context of the property price situation in Enfield. Then a sequence of analysis based on information collected from estate/letting agents leads to figures that show the minimum price/rent of housing for a range of dwelling sizes.

4.2 Reasons for housing market study

The level of market prices and rents is a key factor in this study for two main reasons:

- (i) Market prices and rents indicate the cost of market housing in Enfield. A major reason for government interest in prices is to address the needs of households that cannot afford this cost. Hence the existence of social rented housing and low-cost home ownership options, which offer partial ownership. Thus it is important to establish the entry levels to both home ownership and private renting.
- (ii) The price/rent information indicates the contours of the housing market in Enfield. This is important for the council when considering not only the level of subsidy required to produce new social rented and other non-market priced housing, but also the degree to which it should attempt to manage the new-build market in accordance with government guidance.

This chapter is devoted to identifying the first of the above elements: the cost of housing.

4.3 Government guidance on the study of housing markets

The Guide makes several references to market studies:

ODPM Guide	<i>'The relevance of data on private sector housing costs stems primarily from the role of such data in facilitating analyses of affordability, which are central to most local housing needs assessment models. The essential feature of such models is that they measure the extent to which a given group of households can afford to meet their housing needs through the private market. Generally, most attention is focused on the price of properties for sale. However, some models also take account of private sector rent levels'. Section 7.3 (page 94]</i>
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ODPM Guide	<i>'Typically, local authorities can draw on two or three sources of house price information. These include; direct contacts with local estate agents; county-wide monitoring by county councils; local or regional data available in published or unpublished form from the major national mortgage lenders (particularly Halifax and Nationwide); and data from the Land Registry'. Section 7.3 (page 95]</i>
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ODPM Guide	<i>'An alternative approach to defining current threshold prices is to derive appropriate figures in consultation with local estate agents. Although it appears more subjective, this latter approach has a number of advantages. Firstly, it enables properties in poor condition to be screened out. Secondly, it is better able to reflect the whole market rather than being limited to the market share of the mortgage lender concerned. Lastly and most importantly, the properties can be specified in terms of size and type, matched to particular household types'. Section 4.3 (page 58]</i>
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These extracts say, in summary:

- (i) Housing market information is essential to the assessment of affordability.
- (ii) There are various secondary and primary sources for such information.
- (iii) There are some advantages to the primary data route: obtaining information directly from estate agents, since that reflects the true entry cost of housing, and is not particular to one mortgage source.

The best route to meeting these requirements is by using a combination of secondary data (the Land Registry, which covers all transactions) and primary data in the form of an estate agents survey.

In keeping with comments above, we concentrate upon price variations rather than the study of the whole market. This is because in terms of affordability of local housing, the important factor is its price, not its location relative to wider housing markets.

4.4 National, regional and local picture

The Land Registry compiles information on all residential land transactions. Analysis of this data is made available for recent quarterly periods, for geographical areas including council areas and more highly disaggregated postcode districts, and by four main dwelling types.

This data is therefore very versatile, and can potentially provide a valuable picture of the housing market, both in comparing LB Enfield with other parts of the country and in showing what is occurring at a very local level, i.e. within Enfield.

Information from Land Registry shows that nationally between 1998 and 2003 average property prices in England and Wales rose by 83.5%. For the London region the increase was 95.9%, whilst in Enfield the figure was 102.5%.

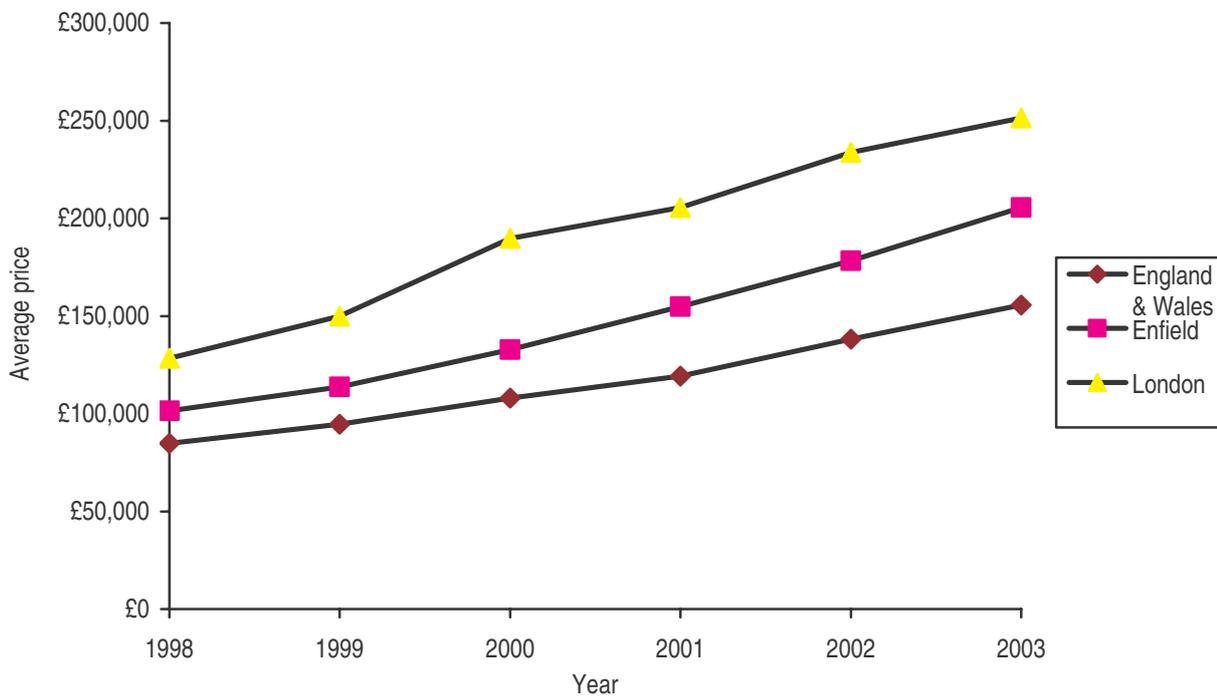
The table below shows average prices in the 4th quarter of 2003 for each of England & Wales, the London region and Enfield. The table shows that average prices in Enfield are 28% higher than those for England & Wales as a whole but are around 80.5% of the London average.

Table 4.1 Land Registry prices (4th quarter 2003)

<i>Area</i>	<i>Average price</i>	<i>As % of E & W</i>	<i>Lower quartile price*</i>
<i>England & Wales</i>	£163,584	100.0%	-
<i>London</i>	£260,659	159.3%	£160,000
<i>Enfield</i>	£209,933	128.3%	£144,000

* These figures are provisional

Source: HM Land Registry, Property Price Data, 2003

Figure 4.1 Land Registry price changes 1998 –2003

Source: HM Land Registry, Property Price Data, 2003

The table below shows average property prices for Enfield for each dwelling type (from Land Registry data). This data is compared with regional and national price information. The volume of sales is also included for both areas.

Table 4.2 Land Registry average prices and sales (4th quarter 2003)

Dwelling type	Enfield		London		England & Wales	
	Average price	% of sales	Average price	% of sales	Average price	% of sales
Detached	£501,729	4.3%	£519,681	4.1%	£248,943	22.7%
Semi-detached	£296,863	16.4%	£287,070	16.3%	£147,196	27.9%
Terraced	£204,860	40.1%	£271,187	32.3%	£123,231	33.0%
Flat/maisonette	£147,326	39.3%	£222,148	47.3%	£154,598	16.4%
All dwellings	£209,933	100.0%	£260,659	100.0%	£163,584	100.0%

Source: HM Land Registry, Property Price Data, 2003

Terraced houses were the most common property sold in Enfield (40.1% of all sales) with an average price of £204,860. The volume of flats/maisonettes sold is notably higher than for the whole of England & Wales whilst the proportion of detached houses is significantly lower. Activity within the Enfield housing market is more consistent with the London profile than the national profile.

The high volume of sales of flats/maisonettes suggests that these would be the main property type accessed by first time buyers.

During 2003, 6,058 properties were sold in total across Enfield. This means that 1,515 properties were sold at or below the lower quartile price, which was £140,000 for 2003 as a whole.

The larger proportion of (expensive) detached dwellings sold in England and Wales than in Enfield, makes the overall average price in Enfield appear closer to the national figure than if the data was standardised. Further commentary and analysis of the effects of standardising house prices can be found in Appendix A2 of this report.

4.5 Estate agents' information

(i) General

We carried out a detailed survey of estate agents in Enfield. The methodology and approach used to carry out this survey are discussed in more detail in Appendix A2. A total of fifteen estate and letting agencies gave information about the local housing market. The housing market survey was carried out over a two-week period in January 2004.

It is important to gain an understanding of price variations within Enfield and so the agencies' locations were chosen to give the widest possible coverage across the borough. Generally agents were found to operate in one of three distinct housing market areas: Southgate (the most expensive, containing Winchmore Hill, Grange Park & Palmers Green ('1-2% cheaper')), Edmonton (the least expensive) and Enfield town (lying in the mid-range). However the western side of Enfield Town also contains slightly more expensive properties, such as those in Chase Side. One agent said that 'the A10 divides the town into East and West; and the general progression is for people to move from Tottenham to Edmonton, Edmonton to East Enfield, then to West Enfield, Southgate and on into Hertfordshire'. It was also reported that Southgate 'was not much of a lettings market' compared to the other areas in Enfield.

Many agents reported that prices were 'fairly stable over the last 12 months' with little or no real rise although a few claimed that they had risen. Prices were deemed to have 'increased fiercely over the last 10 years, making first-time buyers few and far between', especially in Enfield and Southgate, but less so in Edmonton. Some agents reported that they had 'seen an increase since the beginning of this year'.

In terms of general supply and demand, the lettings market contained 'too much property and not enough tenants' in Enfield, whereas it was perceived that the sales market was variable but in general did not satisfy demand, keeping prices up. One agent in Enfield town claimed that they had '1 property for every 20 or 30 buyers'.

Across Enfield there was thought to be a shortage of 4 bed properties, which were mainly '1930s or Victorian – consisting of a downstairs bathroom which is not very popular, or 3 bedrooms and 2 receptions which are often converted'. Similarly in Edmonton agents reported that '1 or 2 bed flats are in short supply', pushing up the price at a greater rate than for houses; and that often 1 bed properties are actually studio flats.

New build developments were thought to be rare in Enfield, particularly in Southgate, and few agents could provide recent prices for these types of property.

(ii) Detailed estate agents survey results: second-hand dwelling prices

If we take averages of the prices identified by individual agents for each dwelling size and price level, the property price results are as presented in the table below. Average and minimum rents were also collected from agents. As is commonly found, rents are a little less variable across Enfield than the property prices. Average monthly mid-range rents ranged from £660 pcm (one bed) to £1,230 pcm (four bed).

Table 4.3 Minimum and average property prices/rents in Enfield (all areas as of January 2004)

<i>Property size</i>	<i>Minimum price</i>	<i>Average price</i>
<i>1 bedroom</i>	£123,000	£140,500
<i>2 bedrooms</i>	£150,500	£171,000
<i>3 bedrooms</i>	£221,000	£264,500
<i>4 bedrooms</i>	£280,500	£329,500
<i>Property size</i>	<i>Minimum rent (£/month)</i>	<i>Average rent (£/month)</i>
<i>1 bedroom</i>	£600	£660
<i>2 bedrooms</i>	£735	£800
<i>3 bedrooms</i>	£885	£990
<i>4 bedrooms</i>	£1,090	£1,230

Source: Fordham Research Survey of Estate Agents 2004

Figure 4.2 Minimum & average property prices in Enfield (all areas as of January 2004)

Source: Fordham Research Survey of Estate Agents 2004

(iii) Detailed estate agents survey results: newbuild prices

There is limited newbuild development occurring in Enfield, with the main explanation provided for this being the lack of available land for development. However, we obtained agents' estimates for the prices of these properties as well as approaching developers directly. Sites contacted included *Avebury House* developed by Bellway Homes and *Watermead Court* developed by George Wimpey. As can be seen the starting prices for newbuild are clearly more expensive than Enfield-wide average sale price.

Table 4.4 Average newbuild prices in Enfield

Property size	Average newbuild price
1 bedroom	£147,500
2 bedrooms	£220,000
3 bedrooms	£319,000
4 bedrooms	£441,500

Source: Fordham Research Survey of Estate Agents 2004

4.6 Appropriate price level for the affordability test

The previous section showed the results produced by averaging the figures obtained from all estate agents for minimum and average prices in each of the four size categories.

However in order to decide what price level is the most appropriate to use for assessing whether or not a household is able to access the housing market it is necessary to consider two aspects:

- The appropriate measure of price (e.g. minimum or average prices/costs); and
- How to deal with a situation where significant price variations have been identified within the council area.

On the first point, we use the minimum prices collected in the estate agents survey, since these have been designed to represent the 'entry level' into the housing market. For consistency we will also use minimum private rental costs as part of the affordability test.

ODPM Guide	<i>'The most commonly used affordability test involves comparing estimated incomes of unsuitably housed households against 'entry level' house prices' Section 4.3 (page 57]</i>
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ODPM Guide	<i>'approaches which compare maximum prices payable against average house prices are certainly questionable' Section 4.3 (page 57]</i>
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Turning to the question of price variation within the area, our analysis indicates three main housing market areas within Enfield. Prices to the south-west of Enfield around Southgate were significantly more expensive than other areas. To the north of Enfield, around Enfield Town, average prices were slightly lower. To the south-east, around Edmonton, average prices were lower still and show it to be the cheapest area.

These price patterns were further borne out by postcode district analysis of Land Registry data available from the 4th quarter of 2003. The main difference to emerge between the primary data collected and the Land Registry data was that the area in the south-east around Edmonton was described as being slightly cheaper than the primary data collected from agents suggested.

Although rental prices are generally less variable there was some evidence of a similar pattern of variation as with house prices, with the south-west area being the most expensive (Southgate) and the north (Enfield) and south-east (Edmonton) being slightly cheaper.

This raises an issue of the appropriate price assumptions to use in assessing overall Enfield-wide affordability, since it could be objected that a household who could afford market priced housing by moving a reasonable distance should not be assessed as being in housing need. In this case the term 'reasonable distance' is taken to mean 'within the borough of Enfield' and it is recognised that some households would therefore need to move from their current locality to afford private sector housing.

Taking account of these factors the assessment of affordability within Enfield is based on a single price regime using data collected for the north-eastern area around Enfield Town and the south-eastern zone around Edmonton (the cheaper parts of the Enfield). Due to the undeveloped and sparsely populated nature of much of the north-west area of Enfield (Enfield Chase) primary data was difficult to obtain for this area. However analysis of Land Registry data for the postal code zone EN4 0 shows that there were few sales in this area in Q4 of 2003. The sales that did occur were predominantly of larger and more expensive properties. This suggests that any data collected from this area would have been excluded from the final set of minimum and average prices used to derive the suitable level of affordability for Enfield.

The table below shows the average and minimum prices derived from the cheaper areas of the borough of Enfield (north-east Enfield and south-east Edmonton). The minimum prices form the basis for the assessment of affordability which is commented on further in Chapter 5.

Table 4.5 Minimum and average property prices/rents – based on north-east Enfield and south-east Edmonton (as of January 2004)

<i>Property size</i>	<i>Minimum price</i>	<i>Average price</i>
<i>1 bedroom</i>	£109,000	£124,000
<i>2 bedrooms</i>	£136,500	£154,500
<i>3 bedrooms</i>	£196,500	£222,000
<i>4 bedrooms</i>	£236,000	£277,500
<i>Property size</i>	<i>Minimum rent (£/month)</i>	<i>Average rent (£/month)</i>
<i>1 bedroom</i>	£580	£635
<i>2 bedrooms</i>	£700	£765
<i>3 bedrooms</i>	£820	£915
<i>4 bedrooms</i>	£985	£1,135

Source: Fordham Research Survey of Estate Agents 2004

4.7 Relative housing outgoings

Typical outgoings for the minimum 'entry level' prices and rents, as well as average and new build prices established from the market survey have been calculated. These are set out in the table below and compared to outgoings for newly built social rented housing. The estimates are based on prices obtained from all agents contacted in Enfield.

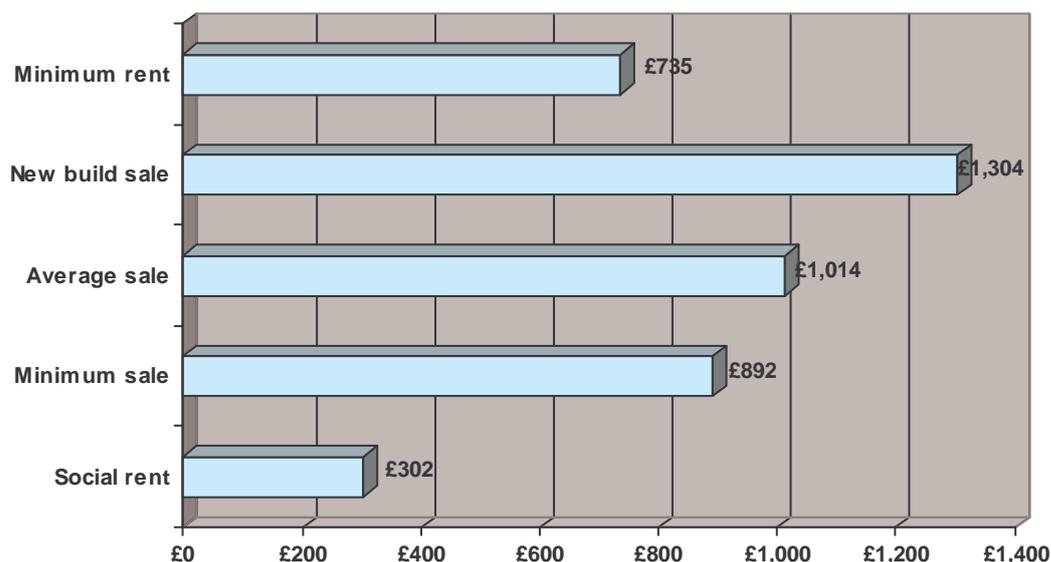
Table 4.6 Typical outgoings per month (excluding service charges, utility bills, maintenance etc)

Property size	Outgoings £ per month				
	Social rent	Minimum sale	Average sale	New build sale	Minimum rent
1 bedroom	£237	£729	£833	£874	£600
2 bedrooms	£302	£892	£1,014	£1,304	£735
3 bedrooms	£348	£1,310	£1,568	£1,891	£885
4 bedrooms	£400	£1,663	£1,953	£2,617	£1,090

Source: Fordham Research Survey of Estate Agents 2004

NOTES Based on a Nationwide Building Society variable rate 25 year repayment mortgage at 5.14%:

Figure 4.3 Typical outgoings per month for 2 bedroom property



Source: Fordham Research Survey of Estate Agents 2004

The data suggests that at present, weekly outgoings for minimum priced property are above those for social rented accommodation. It is also evident that outgoings for minimum rent are cheaper than minimum purchase for all property sizes.

4.8 Summary

An analysis of the local housing market is a crucial step in any housing study. In this report information was drawn from both the Land Registry and local estate/letting agents to provide the context for local property prices/rents. Analysis indicates that prices in Enfield rose by 102.5% in the period 1998 to 2003. This is above both national and regional increases.

The average property price in Enfield in 4th quarter 2003 was 28% higher than for England & Wales as a whole, although standardising prices (taking account of variations in dwelling types) shows average prices much higher than the national average (commented on further in Appendix A2).

Contact with estate agents indicated that prices vary considerably within Enfield, with the south-west area around Southgate the most expensive. The north and east of Enfield around Enfield Town were found to be slightly cheaper than Southgate. Edmonton and the south-east were found to be the cheapest.

Focusing on the cheaper parts of Enfield the housing market survey suggests that average property prices in the borough range from about £124,000 for 1 bedroom properties to about £277,500 for 4 bedroom properties. Minimum prices for each property size range from 83-88% of the average price. Average monthly private rentals vary according to the size of the dwelling, and range from £635 to £1,135 per month.

5. FINANCIAL SITUATION OF HOUSEHOLDS

5.1 Introduction

This chapter considers the current financial situation of households in Enfield and sets out the methods used to determine affordability. The financial information is required along with that in the previous chapter to feed into a detailed assessment of affordability. The main financial capacity measures used were annual gross income (excluding benefits), weekly net income (including non-housing benefits) and the amount of savings.

ODPM Guide

'An accurate estimate of household income is one of the most important pieces of information that has to be obtained from a housing needs survey' Section 3.6 (page 39]

The issue of affordability is crucial in assessing both backlog and newly arising needs in Enfield. The latter sections of this chapter concentrate on the assessment of affordability for existing households and also considers the slightly different methods used when assessing potential households.

5.2 Household income

Survey results for average household income for Enfield are shown below. Household income is taken to include the earned income of the head of household and their partner (if applicable) as well as income from any other household members in employment. Additionally, the information includes estimates of income from investments. State benefits information is split between housing related and non-housing related benefits. Generally, housing related benefits are not included within income figures provided although non-housing benefits are. Calculations are made as part of the survey analysis of both gross and net household incomes.

Gross income: Is that received by the head of household/spouse/partner and other household members from employment (wages and salaries) and investments (including interest and dividends from investments and private pensions) before any deductions for income tax and National Insurance are made.

Net income: Is gross income minus National Insurance contributions and tax at the appropriate rate. The main tax allowances were applied.

Table 5.1 Average household income

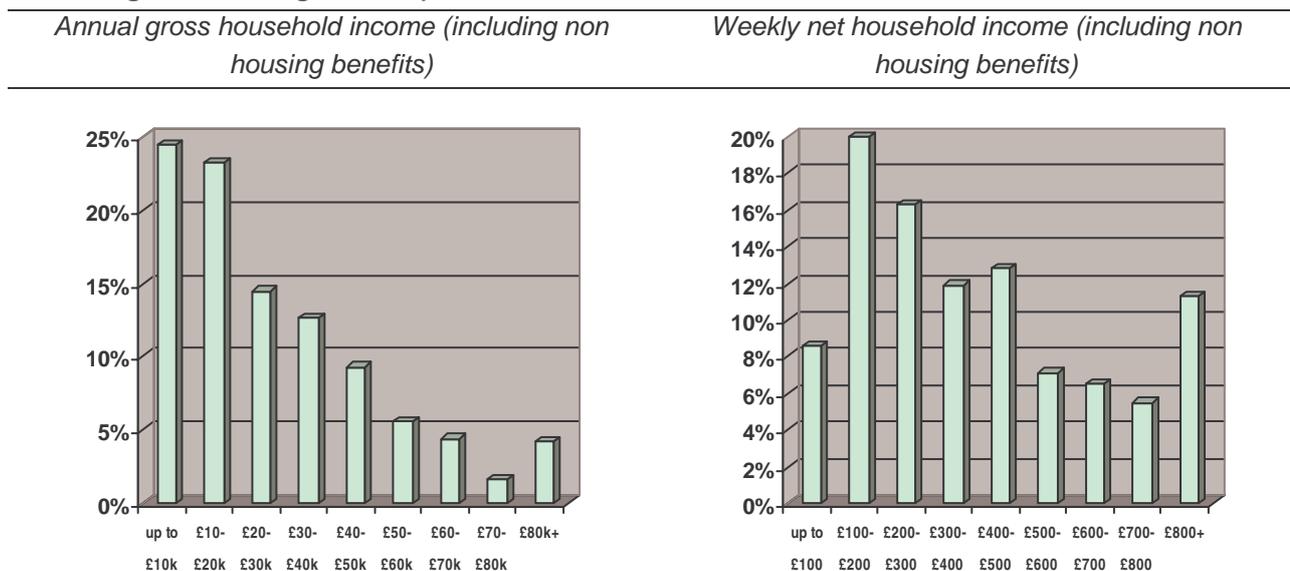
<i>Household income</i>	<i>Average household income</i>
<i>Annual <u>gross</u> household income (including non-housing benefits)</i>	£27,913
<i>Weekly <u>net</u> household income (including non-housing benefits)</i>	£420

Source: London Borough of Enfield - Housing Needs Survey 2005

The survey estimates that the annual gross household income (including all non-housing benefits) in Enfield is £27,913. This figure is a mean, the survey data suggests that the median (mid-point) income is £23,400 and there is a wide range of income levels for different households in Enfield.

This is confirmed by the figure below which shows that incomes in Enfield are quite polarised. It is estimated that a quarter of households have an income of below £10,000 per annum whilst 10.2% have incomes above £60,000 per year. This finding will clearly impact on individual households abilities to afford market housing.

Figure 5.1 Distribution of annual gross household income and weekly net household income (both including non-housing benefits)



Source: London Borough of Enfield - Housing Needs Survey 2005

5.3 Comparisons of household income

The table below compares income estimates from a number of different sources. It is important to appreciate that comparing income estimates is very difficult to do because of the different ways in

which the information is presented. The differences in estimates reflect the different purposes for which the information is used and, therefore, do not make any one source better than the other. Some of the key differences that occur include looking at individuals rather than households, only looking at those in employment, or taxpayers, also there is an issue about whether or not and which benefits are included. Finally different sources base their figures on place of employment whilst others are based on place of residence.

We have therefore drawn on a number of different sources to put Enfield results in a national and regional context. The data sources, what they measure and time periods used are:

- Inland Revenue, income earned by taxpayers by place of residence (2000/01)
- New Earnings survey, employee earnings by place of work (2003)
- Family spending, household earnings by place of residence (2001/02)

The table below shows income estimates from each of these sources. To make them comparable figures for the % of England have also been given. It is clear that each of these sources gives different results although all suggest that incomes in Enfield are around the national average and below the London average.

Table 5.2 Comparison of different sources of income information

	<i>Inland Revenue</i>		<i>New Earnings</i>	<i>Family</i>
	<i>Mean</i>	<i>Median</i>	<i>Survey</i>	<i>Spending</i>
<i>England</i>	£20,800	£15,000	£25,651	£28,652
<i>London</i>	£27,000	£17,600	£36,022	£39,572
<i>Enfield</i>	£20,800	£15,900	£25,267	-
<i>Enfield as % of England</i>	100%	106%	99%	-
<i>Enfield as % of London</i>	77%	90%	70%	-
<i>London as % of England</i>	130%	117%	140%	138%

Source: London Borough of Enfield - Housing Needs Survey 2005

The table below shows the differences by tenure of gross annual income including non-housing benefits (mean, median and lower quartile figures are given for Enfield). For comparison, national figures from Family spending (2001/02) have been added (means). As might be expected, the households with the lowest average incomes are those who rent from the council or an RSL.

Table 5.3 Gross household income by tenure

Tenure	Enfield (survey)			England (mean)	Enfield as % of England
	Mean	Median	Lower quartile		
Owner-occupied (no mortgage)	£22,927	£15,600	£7,800	£23,036	99.5%
Owner-occupied (with mortgage)	£39,495	£33,800	£23,400	£40,040	98.6%
Council	£11,773	£7,800	£5,200	£13,000	90.6%
RSL	£11,630	£9,100	£6,500	£15,132	76.9%
Private rented	£19,532	£14,300	£7,800	£26,364	74.1%
ALL HOUSEHOLDS	£27,913	£23,400	£10,400	£28,652	97.4%

Source: London Borough of Enfield - Housing Needs Survey 2005, Family spending (2001/02)

The data shows that although the overall average income figure for Enfield is not much lower than that for England, households in the private rented sector show incomes considerably lower than those in the equivalent tenure nationally.

Data on net annual income including non-housing benefits by tenure is presented below. It shows that the differences by tenure are reduced once taxation is taken into account, although the same trends remain.

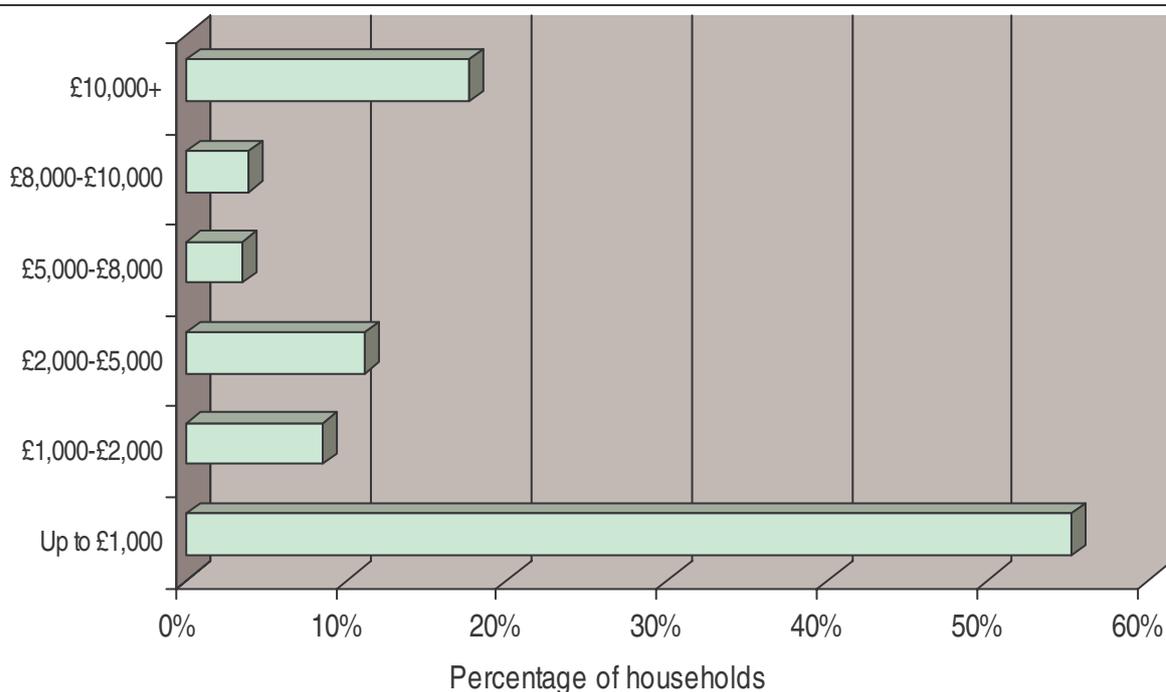
Table 5.4 Net household income by tenure

Tenure	Enfield (survey)		
	Mean	Median	Lower quartile
Owner-occupied (no mortgage)	£18,647	£14,300	£7,800
Owner-occupied (with mortgage)	£29,820	£26,728	£17,888
Council	£10,358	£7,644	£5,200
RSL	£10,258	£9,100	£5,928
Private rented	£15,852	£13,156	£7,644
ALL HOUSEHOLDS	£21,833	£17,888	£9,776

Source: London Borough of Enfield - Housing Needs Survey 2005

5.4 Household savings and equity

The distribution of savings is shown in the figure below. As with incomes there is a noticeably polarised trend. An estimated 55.3% of households had less than £1,000 in savings whilst 17.6% had savings of over £10,000. The average household has £3,220 in savings. The median amount of savings was estimated to be only £500 per household – again significantly below the mean figure.

Figure 5.2 Household savings

Source: London Borough of Enfield - Housing Needs Survey 2005

In the case of owner-occupiers, information was collected about the amount of owned equity. The average owner-occupier was estimated to have around £146,575 in equity. Those with no mortgage had an average equity level of around £185,000.

The table below shows savings and equity by tenure. It is clear from the results that owner-occupiers (no mortgage) have the highest savings levels. Households in social rented housing show very low levels of savings.

Table 5.5 Household savings and equity by tenure

Tenure	Average amount of savings		Average amount of equity	
	Mean	Median	Mean	Median
Owner-occupied (no mortgage)	£5,535	£3,500	£185,127	£200,000
Owner-occupied (with mortgage)	£2,764	£500	£119,564	£125,000
Council	£803	£0	-	-
RSL	£335	£0	-	-
Private rented	£2,393	£0	-	-
ALL HOUSEHOLDS	£3,220	£500	£146,576	£200,000

Source: London Borough of Enfield - Housing Needs Survey 2005

5.5 Household characteristics and income

The table below summarises key financial information by other household characteristics including household type, special needs and ethnic origin. The results indicate that pensioner and lone parent households have the lowest average incomes whereas households containing children have income levels above the Enfield average. Savings and equity levels are highest for pensioner households. Special needs households show significantly lower levels of income and equity than non-special needs households but slightly higher levels of savings. By ethnic origin, Black & Black British and Mixed & Other ethnic groups show the lowest average income, savings and equity levels. Households planning to move out of Enfield within two years have higher than average income and equity; those that have moved to Enfield in the past two years have lower than average savings and equity.

Table 5.6 Household income and other household characteristics

Characteristic	Average gross annual household income (including benefits)		Average amount of savings		Average amount of equity	
	Mean	Median	Mean	Median	Mean	Median
Household type						
Single pensioner	£9,961	£7,800	£4,822	£3,500	£126,382	£200,000
2 or more pensioners	£17,627	£13,000	£5,260	£3,500	£159,823	£200,000
Single non-pensioner	£23,235	£23,400	£2,241	£500	£74,227	£40,000
2 or more adults, no children	£37,277	£31,200	£3,455	£500	£121,147	£125,000
Lone parent	£11,745	£7,800	£937	£0	£29,272	£0
2+ adults, 1 child	£34,965	£31,200	£2,821	£0	£107,051	£125,000
2+ adults, 2+ children	£37,807	£32,500	£2,512	£500	£107,167	£125,000
Special needs						
Special needs	£16,461	£11,700	£3,601	£500	£86,624	£40,000
No special needs	£29,243	£23,400	£3,176	£500	£109,948	£125,000
Ethnic group						
White	£28,385	£23,400	£3,403	£500	£114,000	£125,000
Mixed*	£19,004	£13,000	£2,967	£0	£50,797	£0
Asian & Asian British	£30,541	£23,400	£2,684	£500	£98,815	£125,000
Black & Black British	£24,429	£19,500	£2,208	£0	£64,867	£2,500
Chinese & Other*	£24,508	£18,200	£1,393	£0	£113,801	£125,000
In/Out-migrant households						
H'holds moving to Enfield in last 2 years	£28,370	£23,400	£2,064	£0	£46,967	£0
H'holds planning to leave Enfield in next 2 years	£33,968	£31,200	£2,900	£500	£115,548	£125,000
ALL HOUSEHOLDS	£27,913	£23,400	£3,220	£500	£107,523	£125,000

Source: London Borough of Enfield - Housing Needs Survey 2005

NOTES: * Figures based on small sample so treat with caution.

5.6 Response rates to financial questions

Provided in the table below are details of the response rate to financial questions on the survey form, namely the information collected relating to households' levels of income and savings. This information is important in the assessment of housing need. Whilst it is inevitable that some households will refuse to answer this question (due to the sensitive nature of the information required) it is important that as many households as possible do provide the information required. This fact is stressed during the interviewer/surveyor briefing stage of the survey.

Table 5.7 Response rates to financial questions

<i>Response</i>	<i>Income question</i>	<i>Savings question</i>
<i>Provided information</i>	86.1%	77.2%
<i>Stated "Don't Know"</i>	2.0%	3.5%
<i>Refused to provide information</i>	11.9%	19.3%
TOTAL	100.0%	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

The level of response to both of the financial questions in the Enfield survey was good, in particular the response for the income question showed 86.1% of respondents provided information. This compares with a total of 77.2% of respondents who provided savings information. (The difference in these figures is largely a result of savings information only being collected in the postal survey, whilst income information was collected from both the postal survey and the personal interviews.) The response rate of 96.9% for the question concerning the age of the head of household, gives an indication of the level of response obtained from non-financial questions. The good response to these important questions leads us to conclude that the statistical validity of the survey has not been jeopardised by a poor response to the financial questions on the survey form.

Response numbers and rates for the financial questions can be presented by tenure, although these do come with some caveats:

- This study was based on information obtained from both postal and personal surveys. As data on savings and equity was only obtained in the personal survey, whilst income data was obtained in both, the number of respondents, and to a lesser extent response rates (as financial information is more likely to be completed in the personal survey), are not comparable.

- The information provided below includes the 15 respondents that did not state their tenure but did give financial information (their tenure has been imputed).

- The table below includes cases which were excluded from the analysis (eg: student households).

Overall there are no distinct trends shown between response rate and tenure.

Table 5.8 Financial information response numbers and rates by tenure

Tenure	Income question		Savings question		Equity question	
	Number of responses	Response rate	Number of responses	Response rate	Number of responses	Response rate
Owner-occupied (no mortgage)	839	83.2%	216	65.5%	251	77.5%
Owner-occupied (with mortgage)	1,189	89.7%	260	77.2%	254	75.8%
Council	363	83.3%	163	85.3%	-	-
RSL	128	78.5%	65	95.6%	-	-
Private rented	227	88.7%	72	91.1%	-	-

Source: London Borough of Enfield - Housing Needs Survey 2005

5.7 Summary

The collection of financial information is a fundamental part of any Housing Needs Survey. The survey estimates that average annual gross household income (including benefits) in Enfield is £27,913. The response rate for the financial questions was good, with 86.1% of survey respondents giving information on their income and 77.2% answering the question on savings: this compares for example with a response rate of 96.9% for the question concerning the age of the head of household (for more information see Appendix A3). The average income figure conceals wide variations among different tenure groups with social renting households showing average incomes significantly below this figure. The average also disguises the polarisation of household incomes within Enfield. Almost a quarter of households have an income of below £10,000 per annum whilst 10.2% have incomes above £60,000 per year.

6. AFFORDABILITY

6.1 Housing expenditure of existing households

The assessment of affordability for households is carried out using a single test based on the cost of housing and the financial ability of each household to afford housing of a suitable size in the private sector housing market. Adjustments are made to the test depending on income levels and household composition such that affordability realistically assesses the ability of each individual household to afford suitable housing in the local housing market.

The first step in the procedure is to estimate how much housing will cost for each individual household. This is done for both owner-occupied and private rented housing and is based on the costs shown in the housing market chapter. The table below shows estimated weekly outgoings for each of owner-occupation and private renting. In the case of owner-occupation the costs are based on a 100% repayment mortgage over 25 years (using the current base rate of the Nationwide Building Society). As discussed in the housing market chapter, the minimum prices used for the affordability threshold are based only on price data from north-east Enfield and south-east Edmonton, excluding prices from the (more expensive) Southgate area.

Table 6.1 Cost of housing in Enfield (per week)

<i>Property size</i>	<i>Owner-occupation</i>	<i>Private rent</i>
<i>1 bedroom</i>	£149	£134
<i>2 bedroom</i>	£187	£162
<i>3 bedroom</i>	£269	£189
<i>4 bedroom</i>	£323	£227

Source: London Borough of Enfield - Housing Needs Survey 2005

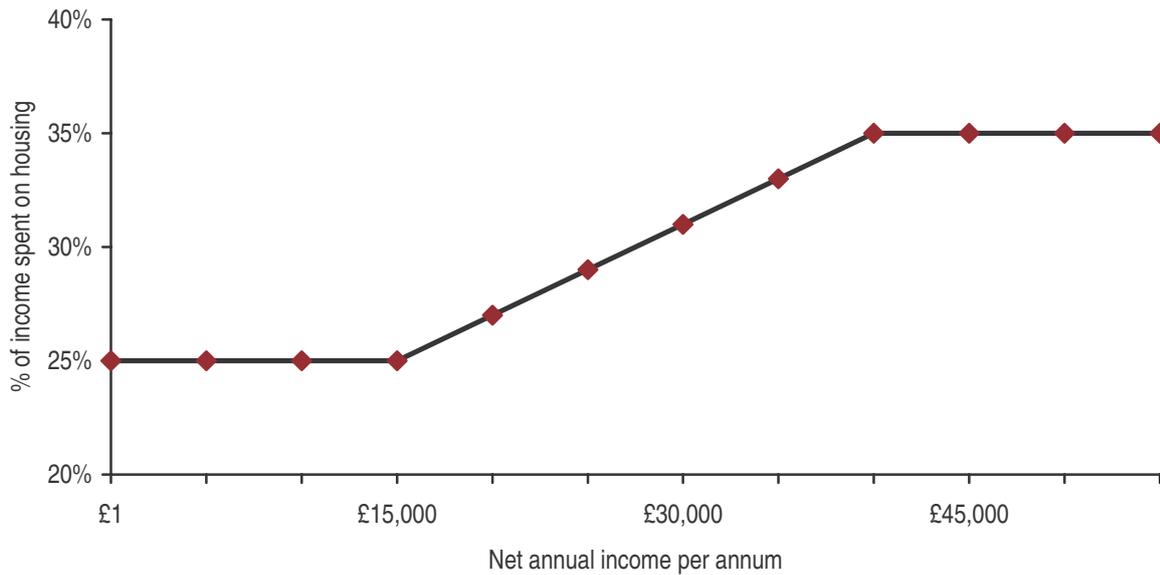
It can be seen from the table that the estimated cost for owner-occupation is higher for all sizes of accommodation.

Additionally, in the case of owner-occupation adjustments are made to take account of any savings or equity that a household may have to put towards the purchase of a different home. For example, if a household requires a property costing £100,000 then the estimated weekly outgoing is £133 per week. If the household has £50,000 in savings and/or equity then the purchase price is reduced to £50,000 and hence the outgoings are reduced to £67 per week. In such a case the household would only need to have sufficient income to cover the £67 and not the full purchase cost of the property. In many cases, owner-occupiers will have sufficient equity to buy a suitably

sized property without the need for any additional outgoings. In such cases the household will automatically be deemed able to afford market housing. In the case of private renting no adjustments are made for savings or equity levels.

Having established weekly outgoings required a threshold for affordability is established. For this purpose the threshold for affordability has been determined on the basis of the household’s net income (inclusive of all non-housing benefits). The figure below indicates the scale used.

Figure 6.1 Affordability ratios – thresholds for affordability



Source: London Borough of Enfield - Housing Needs Survey 2005

The figure above indicates that the threshold for affordability varies according to the income of the household. A household earning up to £15,000 (net) per annum is assumed to be able to afford up to 25% spent on housing costs. A household earning £40,000 per annum or more is assumed to be able to afford 35% of their net income to be spent on housing. For those on incomes between £15,000 and £40,000 the threshold for affordability increases by around 2% per £5,000. The 25% of net income starting point is consistent with government guidance. The upper limit of 35% is a product of the experience of Fordham Research at housing needs enquiries in London, which has shown that this figure is much less likely to be disputed as a means for calculating affordability - and thus makes the affordable housing requirement findings more robust.

ODPM Guide	<p><i>‘These rent:income ratios are normally calculated comparing rent with net income.....A threshold level of 25-30 per cent of net income may be adopted.....Where the appropriate entry level [property] price equates to a higher proportion of a household’s income, the household is deemed to be in need of subsidised housing’. Section 4.3 (page 58)</i></p>
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On request by the Council an upper limit of 30% has also been used to provide a comparative estimate for housing need. This has no affect on the total estimate of housing need. The reason for this is that studies have shown households spending over 30% of their incomes on housing costs are likely to face financial difficulties which may result in homelessness.

In assessing affordability ratios, as the Guide makes clear, it is also important to take account of residual income which is affected by size and composition of the household.

**ODPM
Guide**

'Residual income calculations normally start from net income and take account of the number and age of household members supported by a given income. This is done through the application of an 'income equivalence scale'; examples of such scales include the Income Support/Housing Benefit 'Applicable Amounts' and the McClements (1977) scale'. Section 4.3 (page 58)

For the purpose of the survey a net equivalent income has been calculated using the McClements equivalence scale. Depending on the size and composition of the household a factor is derived and applied to net income levels based on the following.

Table 6.2 Net income adjustment values using the McClements equivalence scale

<i>Type of household member</i>	<i>Equivalence value</i>
a. Married head of household	
<i>i.e. a married couple of 2 adults</i>	1.00
<i>1st additional adult</i>	0.42
<i>2nd (or more) additional adult</i>	0.36 (per adult)
b. Single head of household	
<i>i.e. 1 adult</i>	0.61
<i>1st additional adult</i>	0.46
<i>2nd additional adult</i>	0.42
<i>3^d (or more) additional adult</i>	0.36 (per adult)
c. Child aged:	
<i>16-18</i>	0.36
<i>13-15</i>	0.27
<i>11-12</i>	0.25
<i>8-10</i>	0.23
<i>5-7</i>	0.21
<i>2-4</i>	0.18
<i>Under 2</i>	0.09

Source: Harmonised Concepts and Questions for Government Social Surveys

A worked example of the use of equivalence values is shown below:

A household containing a married couple and two children; one aged nine and one aged four with a net household income of £300 per week. The total equivalence value for this household is $1.0+0.23+0.18 = 1.41$. Consequently the households equivalised net weekly disposable income is £213 ($=£300/1.41$).

Overall levels of affordability are then assessed by comparing whether the cheapest housing cost (whether it be rental or mortgage cost) for the property size required is greater than the affordability threshold determined by the equivalised net disposable income of the household.

In summary the measure of affordability used in the survey is defined below:

Overall affordability:

A household is unable to afford private sector housing if:

The cost of housing (either to rent or to buy – whichever is the cheaper) exceeds 25-35% of net equivalised disposable household income.

It is possible to provide an indication of the range of income required to afford market housing in Enfield. The table below shows this for the cost of private rented housing. The table shows the annual equivalised net household income (including non-housing benefits) required based on a 30% affordability threshold (the mid-point of the affordability threshold range). It is important to note that these are the costs for private rented housing and that where households have equity and/or savings the cost of owner-occupation will be reduced and may require a lower equivalised net annual income than illustrated below.

Table 6.3 Equivalised net annual income required to afford market housing using 30% affordability threshold (without discount for savings and equity)

<i>Property size</i>	<i>Equivalised net annual income required</i>
1 bedroom	£23,266
2 bedroom	£28,080
3 bedroom	£32,760
4 bedroom	£39,347

The table indicates that to afford the cheapest one bed market housing (at an estimated cost of £134 per week) would require a minimum equivalised net annual income of £23,266. For a four bedroom dwelling, the minimum equivalised net annual income required is £39,347. It is important to reiterate that these are the costs for private rented housing only and that the cost of owner-occupation may be lower depending on the level of the households savings and/or equity.

Given the cost of market housing in Enfield and the financial analyses detailed above it is possible to define what constitutes affordable housing in Enfield. Affordable housing is housing that is available for those with net household incomes less than those indicated above. More specifically the definitions of the two affordable housing options available - social rented housing and intermediate housing (which are discussed further in chapter 11) - are presented below. It is important to note that the costs for affordable housing includes service charges.

Affordable social rented housing is defined as housing which is available to:
 a household requiring a one bedroom property with a net equivalised income of less than £11,440,
 a household requiring a two bedroom property with a net equivalised income of less than £14,560,
 a household requiring a three bedroom property with a net equivalised income of less than £16,640,
 a household requiring a four bedroom property with a net equivalised income of less than £19,136.

Affordable intermediate housing is defined as housing which is available to:
 a household requiring a one bedroom property with a net equivalised income between £11,440 and £23,266,
 a household requiring a two bedroom property with a net equivalised income between £14,560 and £28,080,
 a household requiring a three bedroom property with a net equivalised income between £16,640 and £32,760,
 a household requiring a four bedroom property with a net equivalised income between £19,136 and £39,347.

6.2 Potential household affordability

The Housing Needs Survey ascertained whether or not potential households (namely persons who currently live as part of another household and commented on further in the following chapter) would be able to access the private sector housing market by asking the following question to the survey respondent.

'Will they be able to afford suitable private sector housing in the London Borough of Enfield (this can either be rented or bought) excluding the use of housing benefit?'

This would appear to be broadly in line with ODPM guidance which says:

ODPM Guide

'It is difficult to estimate the incomes of future newly forming households. Unless potential household members are interviewed specifically, it is not practical to collect complete income data relating to this group through a housing needs survey. Even where the fieldwork includes concealed household interviews, there are doubts as to the value and reliability of any income data which might be collected.' Section 4.4 (page 62)

The ODPM guide goes on to suggest that the affordability profile of newly forming households (in the recent past) could be used as a check on the more subjective measure used. This however can

only work in areas where recently forming households can provide a reasonable profile for households forming in the future. In areas where there are acute shortages of housing and prices are high, newly forming households from the recent past will be biased towards those that can afford or are able to access the housing market. Those that can't afford defer formation of their household or move away from the council area. In consequence the profile of recently forming households will be biased towards those that can afford. This difficulty is recognised by the ODPM.

**ODPM
Guide**

'Use should also be made of data from surveys on the number and characteristics of households which have actually newly formed over the recent period (1-2 years), where these households have moved from a previous tenure of living with parents/relatives/friends/other. These are likely to be more reliable, although even here care is needed. Some potential households may not have been able to form owing to [a] lack of suitable, affordable housing'. [Our emphasis] Section 2.4 (page 25)

6.3 Other affordability models

The ODPM Guide discusses some other models for calculating affordability, two of which are outlined below:

- **Lending multipliers**

Based on the method used by mortgage lenders to establish the amount of money they would be prepared to give to a household to purchase a home, this approach converts gross household incomes via a standard multiplier (usually 3 for one person and 2.5 for two people) to an estimate for the house price the household would afford. This is then compared to actual house prices to establish those unable to afford. This method however takes no account of the fact that those on lower incomes will be able to afford a smaller proportion of their income towards the cost of housing and it is not sensitive to interest rate changes. Furthermore this method does not calculate the ability of households to afford private rented housing.

- **Subjective affordability**

This uses respondents' stated preferred tenure to establish housing need. All those that state a preference for social housing are classified in need in addition to those aspiring market housing but are unable to afford it. This would overstate housing need, by including households that could afford market housing but may not be aware that they can, or want market housing.

The limitations of this approach are recommended by the ODPM.

**ODPM
Guide**

'This approach is not recommended as a sole basis for the assessment of affordability'
Section 4.3 (page 59]

6.4 Summary

Having collected detailed information on the local housing market and the financial situation of households it is important to use appropriate affordability measures to assess their ability to afford market priced housing in Enfield. For existing households a combined affordability test is used to assess whether they can afford to either buy or rent a property of a suitable size. Any equity or savings is also taken into account in determining the overall numbers of households unable to afford. The affordability of potential households is assessed using the judgements of respondents; an approach in line with ODPM Guidance.

SECTION C: THE GUIDE MODEL

This section sets the out calculation of the three key elements of the model outlined in Table 2.1 of the ODPM Guide to Housing Needs Assessment and described in detail in Chapter 4 of the Guide. It aims to indicate the net shortfall/surplus of affordable housing; backlog of existing need, newly arising need and then current supply of affordable housing. This section also considers the implications for affordable housing policy of the overall requirement estimate.



7. BACKLOG OF EXISTING NEED

7.1 Introduction

This chapter of the report assesses the first part of the 'Basic Needs Assessment Model' – Backlog of Existing Need. It begins with an assessment of housing suitability and affordability and also considers backlog non-households (potential and homeless households) before arriving at a total backlog need estimate.

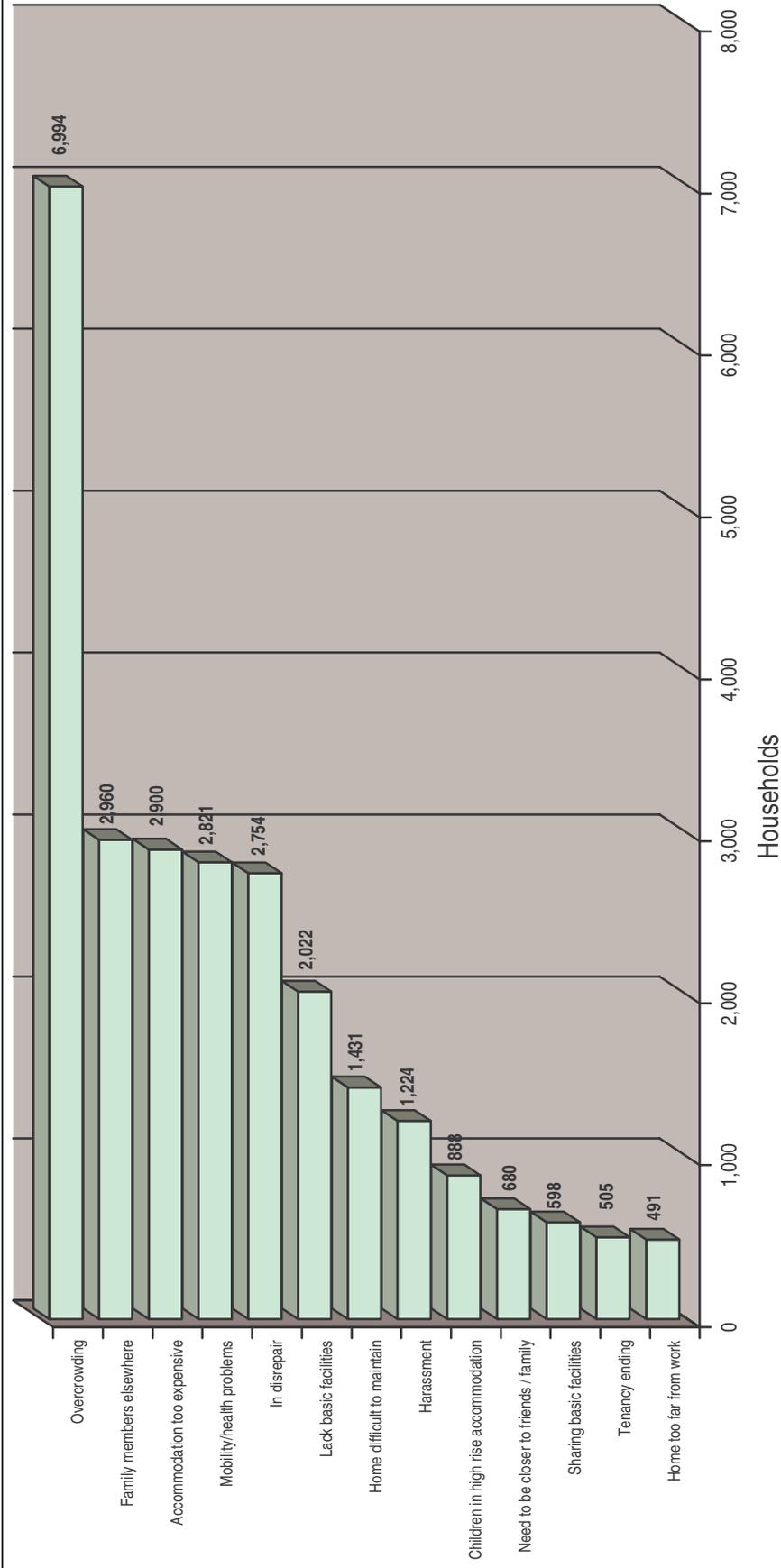
7.2 Unsuitable housing

This section looks at households whose current accommodation is in some way unsuitable for their requirements. It is estimated that a total of 17,931 households (467 responses) are living in unsuitable housing. This represents 15.6% of all households in Enfield. (The 95% confidence interval of the figure of 17,931 for the total households in unsuitable housing is +/- 1,447 or between 16,484 and 19,378.)

The figure below shows a summary of the number of households living in unsuitable housing for each of 13 different factors (ordered by the number of households in each category). The main reason for unsuitable housing by some margin is overcrowding.

7. BACKLOG OF EXISTING NEED

Figure 7.1 Summary of unsuitable housing categories



Source: London Borough of Enfield - Housing Needs Survey 2005

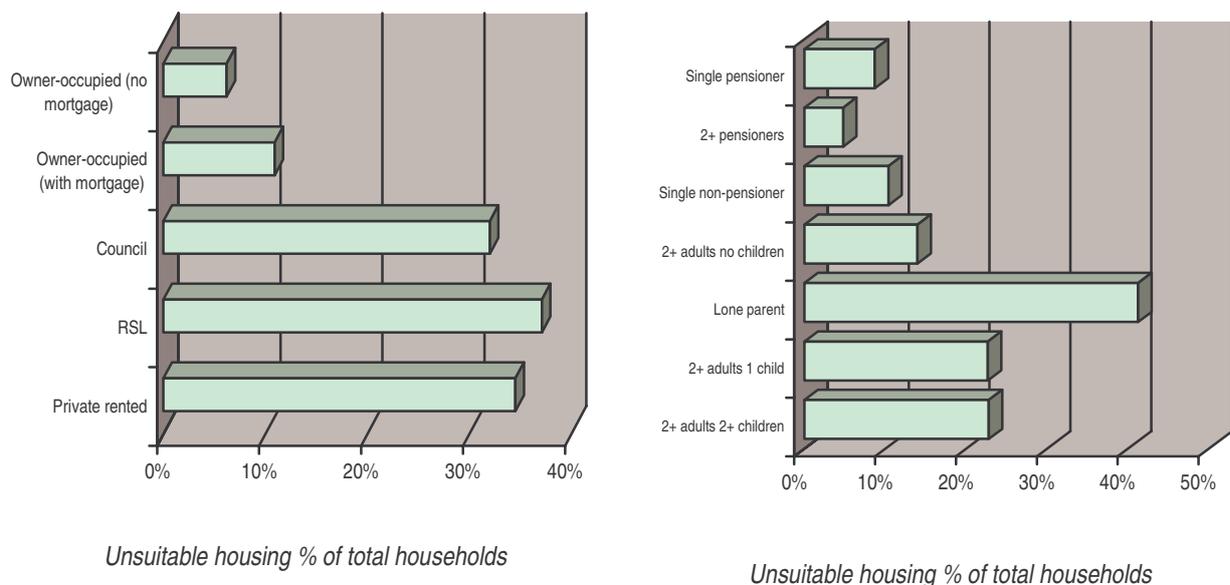
7.3 Characteristics of households in unsuitable housing

The figures and tables below summarise the characteristics of households living in unsuitable housing.

Results of the analysis indicate that households in rented accommodation are much more likely to be living in unsuitable housing than those in owner-occupied accommodation. Some 32.0% of council tenants and 37.1% of all RSL households are living in unsuitable housing as are 34.5% of those in the private rented sector. This compares with 8.9% of all owner-occupying households. Of the 17,931 households in need, however, 7,518 are in owner-occupied accommodation, 3,813 in council property, 2,415 are in RSL dwellings and 4,184 in private rented housing.

All of the household groups with a high propensity to be in housing need are more likely than average to live in the social sector (as can be seen by table 7.2). By household type, lone parent households are most likely to be living in unsuitable housing (41.3%) compared with only 4.8% of households containing two or more pensioners. Some 37.3% of households with special needs are in unsuitable housing compared with 13.1% of all non special needs households. By ethnic group 37.5% of all Black & Black British households are assessed to be living in unsuitable housing compared with 12.0% of all White households.

Figure 7.2 Unsuitable housing, tenure and household type



Source: London Borough of Enfield - Housing Needs Survey 2005

Table 7.1 Unsuitable housing and household characteristics

<i>Household characteristic</i>	<i>In unsuitable housing (number of responses)</i>	<i>Not in unsuitable housing</i>	<i>Number of h'holds in Enfield</i>	<i>% of total h'holds in unsuitable housing</i>	<i>% of those in unsuitable housing</i>
Tenure					
<i>Owner-occupied (no mortgage)</i>	2,144 (56)	32,497	34,641	6.2%	12.0%
<i>Owner-occupied (with mortgage)</i>	5,374 (139)	44,064	49,438	10.9%	30.0%
<i>Council</i>	3,813 (140)	8,106	11,919	32.0%	21.3%
<i>RSL</i>	2,415 (59)	4,093	6,508	37.1%	13.5%
<i>Private rented</i>	4,184 (73)	7,927	12,112	34.5%	23.3%
Household type					
<i>Single pensioner</i>	1,353 (32)	14,202	15,555	8.7%	7.5%
<i>2 or more pensioners</i>	401 (15)	7,909	8,310	4.8%	2.2%
<i>Single non-pensioner</i>	2,102 (45)	18,142	20,244	10.4%	11.7%
<i>2 or more adults, no children</i>	5,284 (136)	32,392	37,676	14.0%	29.5%
<i>Lone parent</i>	2,942 (85)	4,173	7,115	41.3%	16.4%
<i>2+ adults, 1 child</i>	2,612 (70)	8,911	11,523	22.7%	14.6%
<i>2+ adults, 2+ children</i>	3,236 (84)	10,957	14,193	22.8%	18.0%
Special needs					
<i>Special needs</i>	4,442 (113)	7,477	11,919	37.3%	24.8%
<i>No special needs</i>	13,489 (354)	89,210	102,699	13.1%	75.2%
Ethnic group					
<i>White</i>	11,223 (301)	82,666	93,889	12.0%	62.6%
<i>Mixed*</i>	832 (17)	1,707	2,539	32.8%	4.6%
<i>Asian & Asian British</i>	1,793 (47)	5,016	6,809	26.3%	10.0%
<i>Black & Black British</i>	3,654 (89)	6,078	9,733	37.5%	20.4%
<i>Chinese & Other*</i>	428 (13)	1,220	1,648	26.0%	2.4%
TOTAL	17,931 (467)	96,687	114,618	15.6%	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

NOTES: * Figures based on small sample so treat with caution.

Table 7.2 Household type of households in unsuitable housing by tenure

Household type	Tenure					TOTAL
	Owner-occupied (no mortgage)	Owner-occupied (with mortgage)	Council	RSL	Private rented	
<i>Single pensioner*</i>	318 (9)	240 (5)	164 (7)	21 (1)	425 (6)	1,168 (28)
<i>2 or more pensioners*</i>	209 (7)	88 (3)	52 (3)	0 (0)	0 (0)	349 (13)
<i>Single non-pensioner*</i>	275 (6)	821 (17)	385 (12)	129 (3)	677 (11v)	2,287 (49)
<i>2 or more adults, no children</i>	1,112 (29)	1,853 (51)	601 (22)	345 (7)	1,426 (29)	5,337 (138)
<i>Lone parent*</i>	58 (2)	231 (7)	1,289 (46)	826 (21)	538 (9)	2,942 (85)
<i>2+ adults, 1 child*</i>	171 (3)	1,108 (29)	562 (20)	415 (11)	355 (7)	2,611 (70)
<i>2+ adults, 2+ children*</i>	0 (0)	1,032 (27)	761 (30)	679 (16)	764 (11)	3,236 (84)
TOTAL	2,143 (56)	5,373 (139)	3,814 (140)	2,415 (59)	4,185 (73)	17,930 (467)
<i>Single pensioner*</i>	27.2% (32.1%)	20.5% (17.9%)	14.0% (25.0%)	1.8% (3.6%)	36.4% (21.4%v)	100.0% (100.0%)
<i>2 or more pensioners*</i>	59.9% (53.8%)	25.2% (23.1%)	14.9% (23.1%)	0.0% (0.0%)	0.0% (0.0%)	100.0% (100.0%)
<i>Single non-pensioner*</i>	12.0% (12.2%)	35.9% (34.7%)	16.8% (24.5%)	5.6% (6.1%)	29.6% (22.4%v)	100.0% (100.0%)
<i>2 or more adults, no children</i>	20.8% (21.0%)	34.7% (37.0%)	11.3% (15.9%)	6.5% (5.1%)	26.7% (21.0%)	100.0% (100.0%)
<i>Lone parent*</i>	2.0% (2.4%)	7.9% (8.2%)	43.8% (54.1%)	28.1% (24.7%)	18.3% (10.6%)	100.0% (100.0%)
<i>2+ adults, 1 child*</i>	6.5% (4.3%)	42.4% (41.4%)	21.5% (28.6%)	15.9% (15.7%)	13.6% (10.0%v)	100.0% (100.0%)
<i>2+ adults, 2+ children*</i>	0.0% (0.0%)	31.9% (32.1%)	23.5% (35.7%)	21.0% (19.0%)	23.6% (13.1%)	100.0% (100.0%)

Source: London Borough of Enfield - Housing Needs Survey 2005

NOTES: * Figures based on small sample so treat with caution.

Analysis of the ethnic group of households in unsuitable housing by tenure is presented in the table below. It shows that White and Asian & Asian British households in unsuitable housing are most likely to be owner-occupiers, whereas unsuitably housed Black & Black British households are most likely to be in private rented accommodation.

Table 7.3 Ethnic group of households in unsuitable housing by tenure

Tenure	Ethnic Group					TOTAL	
	White	Mixed*	Asian & Asian British	Black & Black British	Chinese & Other*		
Number (number of responses)	Owner-occupied (no mortgage)	1,686 (45)	0 (0)	274 (7)	147 (3)	37 (1)	2,144 (56)
	Owner-occupied (with mortgage)	3,431 (91)	114 (3)	854 (21)	757 (18)	218 (6)	5,374 (139)
	Council	2,213 (85)	223 (7)	202 (8)	1,002 (34)	173 (6)	3,813 (140)
	RSL	1,427 (33)	228 (5)	108 (4)	653 (17)	0 (0)	2,416 (59)
	Private rented	2,466 (47)	267 (2)	355 (7)	1,096 (17)	0 (0)	4,184 (73)
	TOTAL	11,223 (301)	832 (17)	1,793 (47)	3,655 (89)	428 (13)	17,931 (467)
% of ethnic group (% of responses)	Owner-occupied (no mortgage)	78.6% (80.3%)	0.0% (0.0%)	12.8% (12.5%)	6.9% (5.4%)	1.7% (1.8%)	100.0% (100.0%)
	Owner-occupied (with mortgage)	63.8% (65.4%)	2.1% (2.2%)	15.9% (15.1%)	14.1% (12.9%)	4.1% (4.3%)	100.0% (100.0%)
	Council	58.0% (60.7%)	5.8% (5.0%)	5.3% (5.7%)	26.3% (24.3%)	4.5% (4.3%)	100.0% (100.0%)
	RSL	59.1% (55.9%)	9.4% (8.5%)	4.5% (6.8%)	27.0% (28.8%)	0.0% (0.0%)	100.0% (100.0%)
	Private rented	58.9% (64.4%)	6.4% (2.7%)	8.5% (9.6%)	26.2% (23.3%)	0.0% (0.0%)	100.0% (100.0%)

Source: London Borough of Enfield - Housing Needs Survey 2005

NOTES: * Figures based on small sample so treat with caution.

The table below shows the same information, but for those households that are in suitable housing. The data shows that households in suitable housing are most likely to be owner-occupiers for all ethnic groups.

Table 7.4 Ethnic group of households in suitable housing by tenure

Tenure		Ethnic Group					TOTAL
		White	Mixed*	Asian & Asian British	Black & Black British	Chinese & Other*	
Number (number of responses)	Owner-occupied (no mortgage)	29,919 (873)	192 (5)	1,319 (40)	770 (18)	296 (9)	32,496 (945)
	Owner-occupied (with mortgage)	36,798 (1,015)	650 (14)	2,464 (62)	3,590 (83)	562 (12)	44,064 (1,186)
	Council	6,772 (255)	265 (9)	249 (10)	623 (20)	198 (6)	8,107 (300)
	RSL	3,134 (82)	116 (2)	312 (8)	431 (11)	101 (3)	4,094 (106)
	Private rented	6,043 (141)	484 (5)	673 (14)	665 (13)	63 (2)	7,928 (175)
	TOTAL	82,666 (2,366)	1,707 (35)	5,017 (134)	6,079 (145)	1,220 (32)	96,689 (2,712)
% of ethnic group (% of responses)	Owner-occupied (no mortgage)	92.1% (92.4%)	0.6% (0.5%)	4.1% (4.2%)	2.4% (1.9%)	0.9% (1.0%)	100.0% (100.0%)
	Owner-occupied (with mortgage)	83.5% (85.6%)	1.5% (1.2%)	5.6% (5.2%)	8.1% (7.0%)	1.3% (1.0%)	100.0% (100.0%)
	Council	83.5% (85.0%)	3.3% (3.0%)	3.1% (3.3%)	7.7% (6.7%)	2.4% (2.0%)	100.0% (100.0%)
	RSL	76.6% (77.4%)	2.8% (1.9%)	7.6% (7.5%)	10.5% (10.4%)	2.5% (2.8%)	100.0% (100.0%)
	Private rented	76.2% (80.6%)	6.1% (2.9%)	8.5% (8.0%)	8.4% (7.4%)	0.8% (1.1%)	100.0% (100.0%)

Source: London Borough of Enfield - Housing Needs Survey 2005

NOTES: * Figures based on small sample so treat with caution.

7.4 Migration and 'in-situ' solutions

The survey has highlighted that 17,931 households are in unsuitable housing. However it is most probable that some of the unsuitability can be resolved in the households current accommodation and also that some households would prefer to move from Enfield in order to resolve their housing problems.

The extent to which 'in-situ' solutions might be appropriate are assessed by looking at the moving intentions of the unsuitably housed household. The Housing Needs Survey asked households whether they need or are likely to move to a different home within the next five years. Any household in unsuitable housing who stated that they need/are likely to move now is considered not to have an appropriate 'in-situ' solution. Households stating that their move could be avoided

if repairs or adaptations are carried out to their current home are considered to have an appropriate 'in-situ' solution. Those in unsuitable housing who may have wished to move, but did not need/were not likely to or could have avoided the move if repairs or adaptations are carried out were excluded from the analysis as they were not considered to be in housing need.

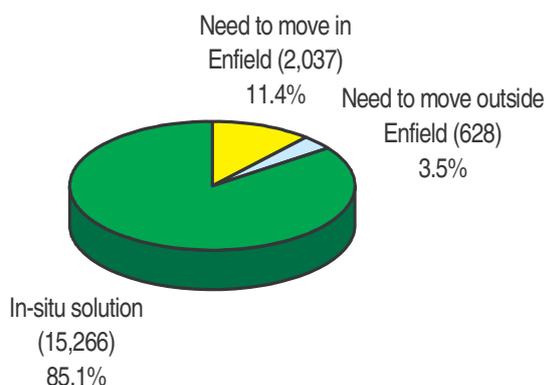
ODPM Guide

'The extent to which in situ solutions could be feasible can be examined by a survey...[using]...a judgement on whether the unsuitably housed main household intends to move. Where this is the case, it may be taken to indicate that an in situ solution is not appropriate'. Section 4.3 (page 56)

The survey data estimates that of the 17,931 households in unsuitable housing 2,665 (or 14.7%) would need to move to resolve their housing problems. This means an estimated 15,266 (85.1%) may be best helped with an 'in-situ' solution.

Of the 2,665 households who need/are likely to move a further question was asked about where they would be looking to live. Households who would be looking to move from Enfield are then excluded from further analysis. In total 76.4% would be looking to remain in Enfield and 23.6% would be looking to move out of Enfield. This means an estimated 2,037 households (54 responses) are living in unsuitable housing and require a move to different accommodation within Enfield. (The 95% confidence interval of the figure of 2,037 is +/- 526 or between 1,511 and 2,563.)

Figure 7.3 Households in unsuitable housing and in-situ requirements



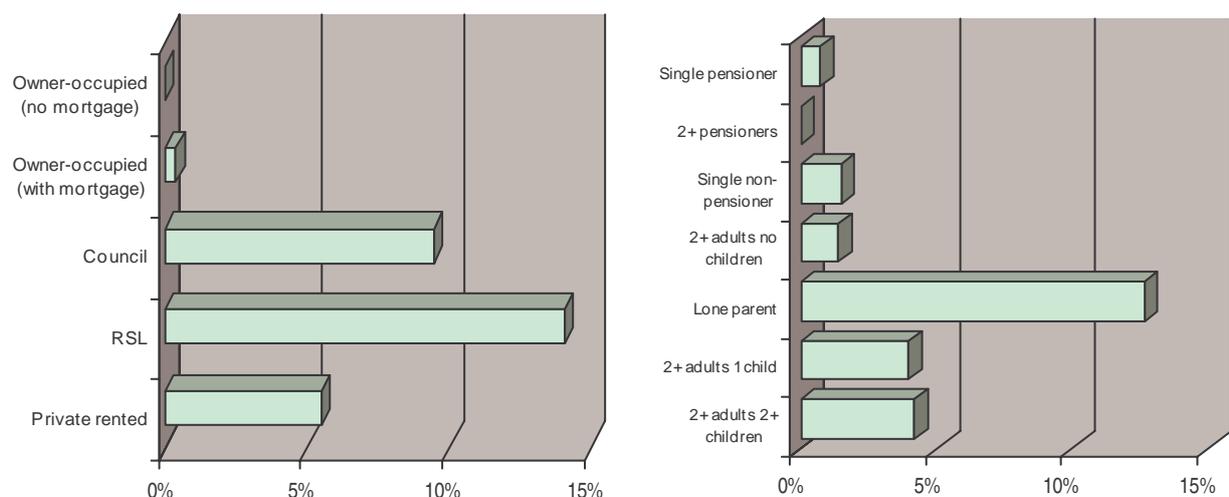
Source: London Borough of Enfield - Housing Needs Survey 2005

7.5 Affordability

Using the affordability methodology set out in Chapter 4 it is estimated that there are 1,744 existing households (48 responses) that cannot afford market housing and are living in unsuitable housing (and require a move to different accommodation within Enfield). This represents around 1.5% of all existing households in Enfield. The results reveal that 85.6% of households living in unsuitable housing (and needing to move within Enfield) cannot afford market housing (1,744/2,037). (The 95% confidence interval of the figure of 1,744 is +/- 488 or between 1,256 and 2,231.)

The figures and table below show the characteristics of households in housing need. The results show that owner-occupied households are much less likely to be in housing need than households living in rented accommodation. In particular some 9.5% of RSL households are assessed to be in need. This compares with 1.5% of all households in Enfield and 0.1% of owner-occupiers. Of all households in need some 78.2% are council or RSL tenants and a further 19.3% are living in the private rented sector. By household type, results indicate that Lone Parent households are more likely to be in need (8.0%) whereas households with two or more pensioners are least likely to be in housing need. Analysis also shows that households containing children are more likely to be in housing need than those that do not. Households containing special needs as well as Mixed (this figure is based on a small sample and should be treated with caution) and Black & Black British households are also more likely than average to be in housing need. This could be attributable to the greater concentration of these households in social rented accommodation.

Figure 7.4 Backlog Housing need, tenure and household type



Source: London Borough of Enfield - Housing Needs Survey 2005

Table 7.5 Backlog need and household characteristics

<i>Household characteristic</i>	<i>In need (number of responses)</i>	<i>Not in need</i>	<i>Number of h'holds in Enfield</i>	<i>H'holds in need as % of total number of h'holds</i>	<i>% of those in need</i>
TOTAL	1,744 (48)	112,874	114,618	1.5%	100.0%
Tenure					
<i>Owner-occupied (no mortgage)</i>	0 (0)	34,641	34,641	0.0%	0.0%
<i>Owner-occupied (with mortgage)</i>	42 (1)	49,396	49,438	0.1%	2.4%
<i>Council</i>	748 (27)	11,171	11,919	6.3%	42.9%
<i>RSL</i>	616 (13)	5,892	6,508	9.5%	35.3%
<i>Private rented</i>	337 (7)	11,775	12,112	2.8%	19.3%
Household type					
<i>Single pensioner</i>	68 (2)	15,488	15,555	0.4%	3.9%
<i>2 or more pensioners</i>	0 (0)	8,310	8,310	0.0%	0.0%
<i>Single non-pensioner</i>	144 (4)	20,100	20,244	0.7%	8.3%
<i>2 or more adults, no children</i>	342 (10)	37,334	37,676	0.9%	19.6%
<i>Lone parent</i>	568 (14)	6,548	7,115	8.0%	32.6%
<i>2+ adults, 1 child</i>	288 (8)	11,235	11,523	2.5%	16.5%
<i>2+ adults, 2+ children</i>	334 (10)	13,859	14,193	2.4%	19.2%
Special needs					
<i>Special needs</i>	486 (15)	11,433	11,919	4.1%	27.9%
<i>No special needs</i>	1,258 (33)	101,441	102,699	1.2%	72.1%
Ethnic group					
<i>White</i>	951 (24)	92,938	93,889	1.0%	54.6%
<i>Mixed*</i>	201 (5)	2,338	2,539	7.9%	2.1%
<i>Asian & Asian British</i>	72 (3)	6,736	6,809	1.1%	4.1%
<i>Black & Black British</i>	454 (14)	9,279	9,733	4.7%	26.0%
<i>Chinese & Other*</i>	65 (2)	1,583	1,648	3.9%	1.4%
Bedroom requirement					
<i>1</i>	266 (8)	59,995	60,261	0.4%	15.3%
<i>2</i>	754 (20)	32,535	33,289	2.3%	43.2%
<i>3</i>	567 (15)	16,639	16,936	3.3%	32.5%
<i>4+</i>	156 (5)	3,975	4,131	3.8%	8.9%

Source: London Borough of Enfield - Housing Needs Survey 2005

NOTES: * Figures based on small sample so treat with caution.

7.6 Housing need and the need for affordable housing

There is a further issue relating to existing households in need. For households in social rented accommodation it is likely that a move will release a social rented home for re-letting and no requirement for additional affordable housing has been created. It has been decided to remove all households in need currently living in social rented accommodation from the estimates of additional requirement. This reduces the backlog figure by 1,365 households to 379 (12 responses).

7.7 Potential and homeless households (backlog (non-households))

The other elements of backlog need are potential and homeless households. Potential households in need are persons who currently live as part of another household (typically with parents) but state that they need or are likely to move to independent accommodation and are unable to afford to do so. The homeless households in need are that element of homelessness that would not have already been accounted for in the main sample survey or the methodology so far employed.

(i) Potential households

In the case of potential households we are wishing to separate any backlog of needs from future (newly arising) needs. In this chapter we define the backlog as potential households who need or are likely to move now and are unable to afford suitable market housing. Such households will also need to have stated that they would be looking to remain living in Enfield. The projection of the future need from potential households can be found in Chapter 7.

ODPM Guide

'Determining... potential households can be achieved by asking the main household respondent for their opinion as to whether the people concerned need separate accommodation...'. Section 4.4 (page 60)

In terms of assessing the backlog need from potential households we only analyse data from those who need/are likely to move home now. We have also taken account of the fact that some of these households will join up with other person(s) when setting up home independently.

ODPM Guide

'Many single person potential households may decide to set up their new home with a partner or friend(s). Since most potential households are single people, there is a danger that the volume of new household formation will be overstated if this is not taken into account, and that the projected composition of newly forming households will be skewed unrealistically towards single, childless units'. Section 4.4 (page 60)

The table below summarises the number of potential households within Enfield and those that are considered within the backlog element of the needs assessment.

Table 7.6 Derivation of the number of potential households (number of respondents)

<i>Aspect of calculation</i>	<i>Number</i>	<i>Sub-total</i>
<i>Number of potential households in Enfield</i>	21,881	(598)
<i>Minus those not needing/likely to move now</i>	-20,150	1,731 (45)
<i>Minus those joining up with other persons</i>	-285	1,446(37)
<i>Minus those moving out of Enfield</i>	-266	1,180 (34)
TOTAL POTENTIAL HOUSEHOLDS	1,180	(34)

Source: London Borough of Enfield - Housing Needs Survey 2005

The survey estimates that there are 21,881 potential households in Enfield, of these 1,731 need or are likely to move now. When taking account of those joining up with other persons this figure is reduced to 1,446, of which 1,180 households (34 responses) would like or expect to remain in Enfield. (The 95% confidence interval of the figure of 1,180 for the total potential households is +/- 402 or between 778 and 1152.)

Not all of these potential households will necessarily be in need. Some may be able to afford suitable private sector accommodation. The potential households were then asked whether or not they could afford to access the private sector housing market without resorting to housing benefit. The table below shows the number of potential households and their affordability by tenure.

Table 7.7 Numbers and affordability of potential households by tenure

<i>Able to afford market housing</i>	<i>Able to afford</i>	<i>Unable to afford</i>	<i>Total potential households</i>	<i>% unable to afford</i>
<i>Owner-occupied (no mortgage)</i>	184	184	368	50.0%
<i>Owner-occupied (with mortgage)</i>	274	215	489	44.0%
<i>Council</i>	0	71	71	100.0%
<i>RSL</i>	0	70	70	100.0%
<i>Private rented</i>	181	0	181	0.0%
TOTAL	639	541	1,180	45.8%

Source: London Borough of Enfield - Housing Needs Survey 2005

It is estimated that of the 1,180 potential households who need or are likely to move now (within Enfield), 45.8% cannot afford local private sector housing, which equates to 541 households (17 responses). (The 95% confidence interval of the figure of 541 is +/- 273 or between 268 and 814.) Analysis by tenure shows that all potential households currently living in social rented accommodation are unable to afford market housing, whilst all potential households currently living in private rented accommodation could afford market housing. These trends should be treated with caution as they are based on a small sample. Furthermore, household formation is not

dependent on tenure and as the potential households are not the household heads their ability to afford does not necessarily relate to their current tenure.

(ii) Additional homeless households in need

The Housing Needs Survey is a 'snapshot' survey that assesses housing need at a particular point in time. There will, in addition to the existing and potential households in need, be some homeless households who were in need at the time of the survey and should also be included within any assessment of backlog need. To assess these numbers we have used information contained in the Council's P1(E) Homeless returns.

The main source of information used is Section E6: Homeless households accommodated by your authority at the end of the quarter. The important point about this information is the note underneath. This should be a 'snapshot' of the numbers in accommodation on the last day of the quarter, not the numbers taking up accommodation during the quarter. This is important given the snapshot nature of the survey. Data compiled from P1(E) forms for September 2003 is shown in the table below.

Table 7.8 Homeless households accommodated by authority at the end of quarter

<i>Category</i>	<i>Quarter to date (30/9/03)</i>
<i><u>Bed and breakfast hotels</u></i>	<u>98</u>
<i><u>Other nightly paid, privately managed accommodation</u></i>	<u>369</u>
<i><u>Hostel accommodation</u></i>	<u>63</u>
<i>Private sector accommodation leased by authority</i>	1,409
<i>Private sector accommodation leased or managed by RSLs</i>	663
<i>Directly with private sector landlord</i>	8
<i>Accommodation within own stock</i>	77
<i>Accommodation within RSL stock on assured shorthold tenancies, or on licence</i>	255
<i>Any other types of accommodation</i>	11
TOTAL	2,953

Source: London Borough of Enfield, P1(E) forms for quarter ending 30th September 2003

Not all of the households in the above table are added to our assessment of existing and potential households in need. This is because, in theory, they will be part of our sample for the Housing Needs Survey. Households housed in private sector accommodation should already be included as part of the housing need – such household addresses should appear on the council tax register from which the sample was drawn. Also those *homeless at home* are likely, in the main, to be existing or potential households who need to move home now and hence would have already been counted during the full housing needs assessment. Households housed in the council or RSL

stock should also already be included and therefore it seems sensible to exclude this element from the backlog of housing need section.

After considering the various categories, we have decided there are three which have not been included in the methodology thus far and constitute the previously unaccounted homeless element. These have been underlined in the table above. Therefore, of 2,953 total homeless households, 530 will be counted as homeless for the purpose of our Housing Needs Assessment.

It should also be noted that some of those households in the 'private sector leased' category are housed outside Enfield and hence would not have been surveyed. These households are not included in the needs assessment calculation, although it could be justified to do so.

7.8 Total backlog need

Having been through a number of detailed stages in order to assess the backlog of need in Enfield we shall now bring together all pieces of data to complete the 'B: BACKLOG OF EXISTING NEED' element of the Basic Needs Assessment model encouraged by the ODPM. This is shown in the following section.

The table below summarises the first stage of the overall assessment of housing need as set out by the ODPM. The data shows that there is an estimated backlog of 1,450 households in need (see stage 5). The final stage is to include a quota to progressively reduce this backlog. A reduction in the backlog of need of 20% per year has been assumed in Enfield. The table therefore shows that the annual need to reduce backlog is 290 dwellings per year.

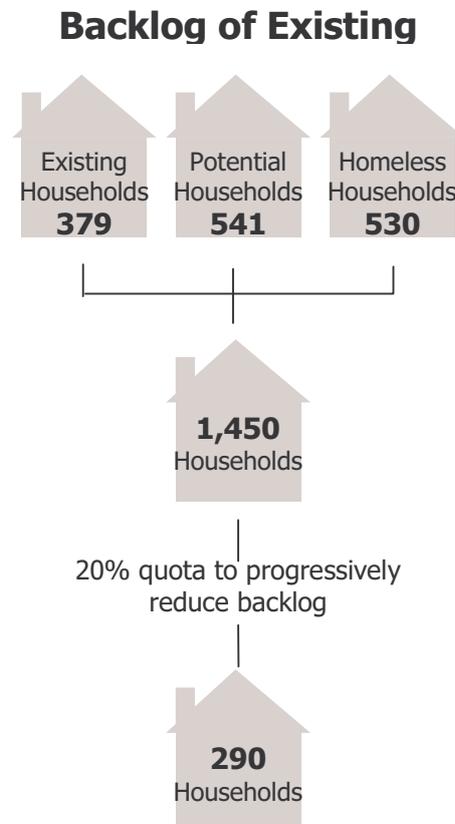
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Guide**

'It is also unrealistic to expect to meet all of any backlog in the planning period. It is recommended that all authorities apply a standard factor of 20% here for comparability (this implies eliminating the backlog over a 5 year strategy period). LA's may then make policy judgements to determine the practical rate at which this backlog can be reduced' Section 2.4 (page 25).

Table 7.9 Basic Needs Assessment Model – Stages 1 to 7

<i>B: BACKLOG OF EXISTING NEED</i>		
<i>Element</i>	<i>Notes</i>	<i>Final number</i>
1. Backlog need existing households	Number of households currently living in unsuitable housing	17,931
2. <i>minus</i> cases where in-situ solution most appropriate	In situ (or outside Enfield) solution most appropriate for 15,894 households	Leaves 2,037
3. <i>times</i> proportion unable to afford to buy or rent in market	85.6% = 1,744 – also remove 1,365 social renting tenants	379
4. <i>plus</i> Backlog (non-households)	Potential = 541 Homeless = 530	1,071
5. <i>equals</i> total Backlog need		1,450
6. <i>times</i> quota to progressively reduce backlog	Suggest 20% as in ODPM report	20%
7. <i>equals</i> annual need to reduce Backlog		290

Source: London Borough of Enfield - Housing Needs Survey 2005

Figure 7.5 Basic Needs Assessment Model – Stages 1 to 7

Source: London Borough of Enfield - Housing Needs Survey 2005

7.9 Summary

This chapter reported on the components contributing to the backlog need element of the needs assessment model. In total it is estimated that 17,931 households are currently living in unsuitable housing (15.6% of all households). Further analysis indicates that households renting accommodation are more likely to be living in unsuitable housing. Of those in unsuitable housing 14.7% needed to move to different accommodation to solve the problem, representing 2,665 households. Of these 2,037 would be looking to remain living in Enfield.

Of the 2,037 households living in unsuitable housing (and requiring a move within Enfield) an assessment of affordability was made involving the consideration of local property prices, the size of dwelling required and their financial situation. It is estimated that 85.6% could not afford local market housing of a suitable size making for an estimated 1,744 existing households in housing need (1.5% of all households). When looking further forward to the additional affordable housing requirements of these households we remove households currently living in social rented housing to produce a final figure of 379.

The other elements of backlog need consider the needs arising from potential and homeless households. Survey results identified a further 541 potential households in housing need (i.e. unable to afford market housing and need/likely to move within Enfield now). Additionally, it has been estimated that there are 530 homeless households who should be included as an additional element of the backlog of housing need. These two elements contribute an additional 1,071 households in need.

Bringing together all the factors of the backlog of housing need (as defined by the ODPM and followed by *Fordham Research*) it is estimated that there is an overall backlog of need of 1,450 affordable homes. Assuming a 20% reduction per year suggests an annual requirement of 290 dwellings to reduce the backlog.

8. NEWLY ARISING NEED

8.1 Introduction

In addition to the Backlog of existing needs discussed so far in this report there will be newly arising need. This is split, as per ODPM guidance into four categories. These are as follows:

1. New household formation (× proportion unable to buy or rent in market)
2. Ex-institutional population moving into the community
3. Existing households falling into need
4. In-migrant households unable to afford market housing

The guidance also suggests that each of these should be calculated on an annual basis. The following sections deal with each of these categories in detail.

8.2 New household formation

This is based on information about households who have formed over the past two years (within Enfield) and affordability. The table below shows details of the derivation of new household formation.

ODPM Guide

'Stage 9 in the basic needs assessment model... involves estimating the proportion of newly forming households who will be unable to afford to access housing in the private market'.
Section 4.4 (page 62)

Table 8.1 Derivation of newly arising need from new household formation

<i>Aspect of calculation</i>	<i>Number</i>	<i>Sub-total</i>
<i>Number of households who have moved in past two years</i>		19,286
<i>Minus moves from outside Enfield</i>	-7,437	11,849
<i>Minus households NOT forming in previous move</i>	-9,747	2,102
<i>Minus households moving to owner-occupation</i>	-840	1,262
<i>Minus households whose move could be avoided</i>	-158	1,104
TOTAL APPLICABLE MOVES		1,104
<i>Times proportion unable to afford</i>		82.3%
TOTAL IN NEED (2 years)		909
ANNUAL ESTIMATE OF NEWLY ARISING NEED		455

Source: London Borough of Enfield - Housing Needs Survey 2005

The table above shows that an estimated 2,102 new households formed within Enfield over the past two years (1,051 per annum). (Unlike the calculation of potential households in backlog need in chapter 6, this is based on data at a household level, rather than an individual level, so there is no requirement to remove individuals joining up – households have the same value regardless of size.) Of these 2,102 new households, it is estimated that 1,104 did not move to owner-occupation or could not resolve the problem with an in situ solution. Of these, 82.3% are unable to afford market housing without some form of subsidy. The annual estimate of the number of newly forming households falling into need is therefore 455 per annum (25 responses for 2 year time-period). (The 95% confidence interval of the figure of 909 for newly arising need from new household formation over 2 years is +/- 353 which means that the 95% confidence interval for annual figure of 455 is between 278 and 632.)

8.3 Ex-institutional population moving into the community

The analysis of the ex-institutional population moving into the community is based on a similar analysis to that used for newly forming households except that it concentrates on households moving from 'institutional' accommodation. In the case of Enfield, the majority of such households identified had moved from temporary accommodation. Again these households are tested for their ability to afford market housing. The table below shows the results of this analysis.

Table 8.2 Derivation of newly arising need from 'ex-institutional' population

<i>Aspect of calculation</i>	<i>Number</i>	<i>Sub-total</i>
<i>Number of households moving in past two years</i>		19,286
<i>Minus moves from outside Enfield</i>	-7,437	11,849
<i>Minus households NOT moving from institutional care</i>	-11,698	151
<i>Minus households moving to owner-occupation</i>	-0	151
<i>Minus households whose move could be avoided</i>	-0	151
TOTAL APPLICABLE MOVES		151
<i>Times proportion unable to afford</i>		100.0%
TOTAL IN NEED (2 years)		151
ANNUAL ESTIMATE OF NEWLY ARISING NEED		76

Source: London Borough of Enfield - Housing Needs Survey 2005

In total it is estimated that 76 households per annum (6 responses for 2 year time-period) fall into the category of 'ex-institutional population moving into the community'. (The 95% confidence interval of the figure of 151 for newly arising need from 'ex-institutional population' over 2 years is +/- 145 which means that the 95% confidence interval for annual figure of 76 is between 4 and 148.)

It is worth noting that this model, in line with the ODPM Guidance, does not include a measurement of households moving into residential care, largely due to the difficulty in ascertaining an accurate estimate for this figure.

8.4 Existing households falling into need

This is an estimate of the number of existing households currently living in Enfield who will fall into housing need over the next two years (and then annualised). The basic information for this is households who have moved home within Enfield in the last two years and affordability.

A household will fall into need if it has to move home and is unable to afford to do this within the private sector without assistance (examples of such a move will be because of the end of a tenancy agreement) Such a household may move to private rented accommodation and have to claim housing benefit or otherwise spend more of their income on housing than would be considered affordable (or indeed a combination of both)).

ODPM Guide

'The basic needs model also identifies two other ways [the second is the next section] in which new needs may arise in a locality. The first of these refers to existing households, previously satisfactorily housed, who fall into need during the period (per year, conventionally)'. Section 4.4 (page 63)

A filter is put on the data to exclude any household moving to owner-occupation because these households at the time of the move (which is when we are interested in) could afford market housing. Households previously living with parents, relatives or friends are also excluded as these are likely to double-count with the potential households already studied. The data also excludes moves between social rented properties. Households falling into need in the social rented sector will have their needs met through a transfer to a different social rented property (and will hence release a social rented property for someone else in need). The number of households falling into need in the social rented sector should therefore, over a period of time, roughly equal the supply of 'transfers' and so the additional needs arising from within the social rented stock will be net zero. Finally the data excludes a group of households who have stated that their previous move could have been avoided if repairs or adaptations had been carried out to their previous home.

Table 8.3 Derivation of newly arising need from households currently living in Enfield

<i>Aspect of calculation</i>	<i>Number</i>	<i>Sub-total</i>
<i>Number of households moving in past two years</i>		19,286
<i>Minus moves from outside Enfield</i>	-7,437	11,849
<i>Minus households forming in previous move</i>	-2,252	9,597
<i>Minus households moving to owner-occupation</i>	-4,811	4,786
<i>Minus households transferring within affordable housing</i>	-1,663	3,123
<i>Minus households whose move could be avoided</i>	-158	2,956
TOTAL APPLICABLE MOVES		2,956
<i>Times proportion unable to afford</i>		84.3%
TOTAL IN NEED (2 years)		2,491
ANNUAL ESTIMATE OF NEWLY ARISING NEED		1,246

Source: London Borough of Enfield - Housing Needs Survey 2005

The table above shows that a total of 2,956 household moves are considered as being potentially in need. Using the standard affordability test for existing households it is estimated that 84.3% of these households cannot afford market housing (as with the main analysis of existing households in need the affordability test is based on the size requirements and financial situation of those households having made a 'potentially in need' move over the past two years). Therefore our estimate of the number of households falling into need within Enfield, excluding transfers between social rented stock, is 2,491 households ($2,956 \times 0.843$) over the two year period. Annualised this is 1,246 households per year (58 responses for 2 year time-period). (The 95% confidence interval of the figure of 2,491 for newly arising need from households currently living in Enfield over 2 years is +/- 581 which means that the 95% confidence interval for annual figure of 1,246 is between 956 and 1,536.)

8.5 In-migrant households unable to afford market housing

This is the final element of newly arising need. Households falling into need in this group are households currently living outside Enfield who are expected to move into Enfield but cannot afford suitable private sector housing. The basic information for this is similar to the above calculation except that it deals with households who are expected to move home to Enfield in the next two years (based on past move information) and these households' affordability. Again a filter is put on the data to exclude any household moving to owner-occupation because these households at the time of the move (which is when we are interested in) could afford market housing. Households whose moves could be avoided through repairs or adaptations are also excluded.

This data does not exclude transfers as none of these households could have transferred within the stock in Enfield at the time of the move. Household formation is not an issue as none of these households could be double-counted because they do not currently live within Enfield.

ODPM Guide	<i>'Households moving into the District and requiring affordable housing can be identified by HN surveys, again using data on recent movers'. Section 4.4 (page 63)</i>
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The table below shows the derivation of the in-migrant element of newly arising need. In total it shows that 3,862 'potentially in need' moves took place in the past two years from outside Enfield. The survey data also shows us that 79.4% of these households cannot afford market housing (as with the main analysis of existing households in need the affordability test is based on the size requirements and financial situation of those households having made a 'potentially in need' move over the past two years). Therefore our estimate of the number of households falling into need from outside Enfield is 3,067 households ($3,862 \times 0.794$) over the two year period. Annualised this is 1,534 households per annum (75 responses for 2 year time-period). (The 95% confidence interval of the figure of 3,067 for newly arising need from households currently living outside Enfield over 2 years is +/- 643 which means that the 95% confidence interval for annual figure of 1,534 is between 1,213 and 1,855.)

Table 8.4 Derivation of newly arising need from households currently living outside Enfield

<i>Aspect of calculation</i>	<i>Number</i>	<i>Sub-total</i>
<i>Number of households moving in past two years</i>		19,286
<i>Minus moves from within Enfield</i>	-11,849	7,437
<i>Minus households moving to owner-occupation</i>	-3,409	4,028
<i>Minus households whose move could be avoided</i>	-166	3,862
TOTAL APPLICABLE MOVES		3,862
<i>Times proportion unable to afford</i>		79.4%
TOTAL IN NEED (2 years)		3,067
ANNUAL ESTIMATE OF NEWLY ARISING NEED		1,534

Source: London Borough of Enfield - Housing Needs Survey 2005

8.6 Summary

The data from each of the above sources can now be put into the Basic Needs Assessment Model as is shown in the table and figure below. It indicates that additional need will arise from a total of 3,311 households per annum.

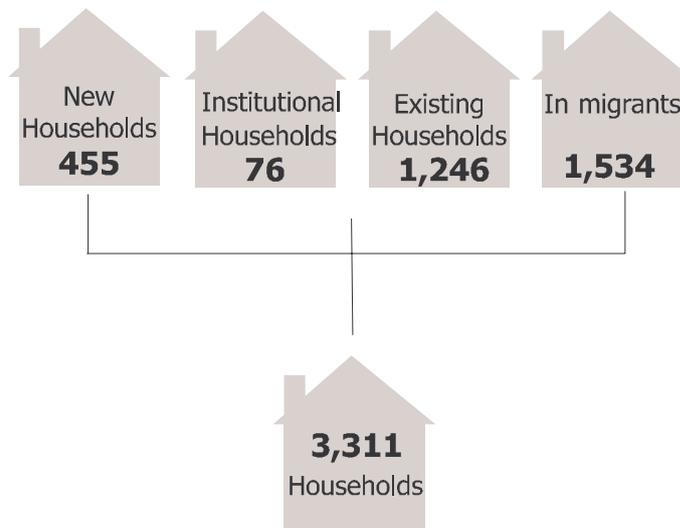
Table 8.5 Basic Needs Assessment Model – Stages 8 to 13

<i>N: NEWLY ARISING NEED</i>		
<i>Element</i>	<i>Notes</i>	<i>Final number</i>
8. New household formation (gross, p.a.)		552
9. Times proportion unable to buy or rent in market	82.3% cannot afford market housing	Leaves 455
10. plus ex-institutional population moving into community		76
11. plus existing households falling into need		1,246
12. plus in-migrant households unable to afford market housing		1,534
13. equals Newly arising need	9+10+11+12	3,311

Source: London Borough of Enfield - Housing Needs Survey 2005

Figure 8.1 Basic Needs Assessment Model – Stages 8 to 13

Newly Arising Need



Source: London Borough of Enfield - Housing Needs Survey 2005

9. SUPPLY OF AFFORDABLE HOUSING

9.1 Introduction

This chapter looks at the current supply of affordable housing from the council and RSLs in Enfield. We shall begin by highlighting the general patterns of supply in the social rented stock over the past three years before making a judgement about which supply figures should feature as part of the needs assessment model that will calculate the overall need for affordable housing in Enfield.

ODPM Guide

'The most important source of supply is typically relets of existing social housing. A basic projection should assume continuance of the same rate of net relets as in the last year or an average over the last 3 years'. Section 2.4 (page 26)

9.2 The Social Rented stock

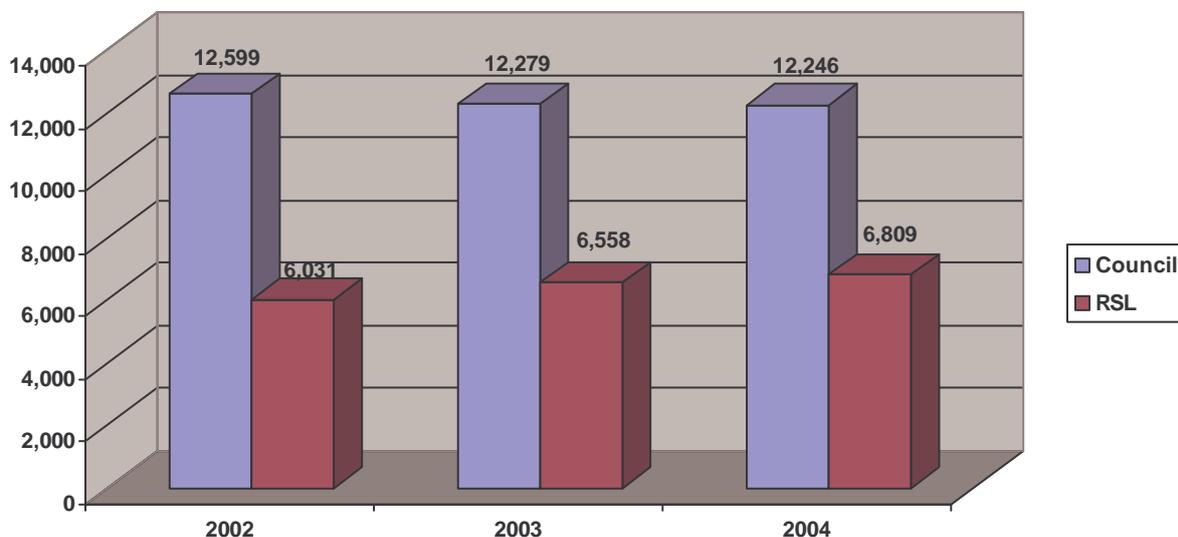
We have studied information from the Council's Housing Investment Programme (HIP) for three years (from 2002 to 2004 inclusive). The table and figure below show the changing levels of council and RSL stock within Enfield between 2002 and 2004.

Table 9.1 Social rented stock numbers in Enfield (2001-2003)

Year	Council Stock	RSL Stock
2002	12,599	6,031
2003	12,279	6,558
2004	12,246	6,809
CHANGE	-353	778

Source: London Borough of Enfield H.I.P. 2002 - 2004

The table shows that whereas the council stock has steadily decreased by 353 units the RSL stock has gradually increased by 778 units between 2002 and 2004. This has resulted in a net gain of 425 properties from the social rented sector over the period 2001/2002 – 2003/2004, which equates to a net loss of 213 properties per year.

Figure 9.1 Council and RSL stock numbers in Enfield (2002-2004)

Source: London Borough of Enfield H.I.P. 2002 - 2004

9.3 The supply of affordable housing

The table below shows an estimate of the supply of lettings from Council owned stock over the past three years. The data shows that the number of lettings has remained fairly constant. The average number of lettings over the three-year period was 634 per annum.

Table 9.2 Analysis of past housing supply – Council rented sector

Source of supply	2001/02	2002/03	2003/04	Average 2001-04
<i>Local Authority</i>				
LA lettings through mobility arrangements	9	12	8	10
LA lettings to new secure tenants	20	12	8	13
LA lettings to new tenants on an introductory tenancy	605	618	618	614
LA lettings to new tenants on other tenancies	2	2	7	4
<i>(Exclude transfers from RSL)*</i>	(7)*	(7)	(8)	(7)
TOTAL	629	637	633	634

Source: London Borough of Enfield H.I.P. 2004

Note (*) In 2001 & 2002 this information was not included on the HIP form. The same proportion of lettings as transfers have been used as an estimate for the missing years.

For the RSL stock we can again look at H.I.P. information. The table below shows the number of lettings over the past three years.

Table 9.3 Analysis of past housing supply – RSL sector

<i>Source of supply</i>	<i>2001/02</i>	<i>2002/03</i>	<i>2003/04</i>	<i>Average 2001-04</i>
<i>Registered Social Landlords</i>	435	431	305	390

Source: London Borough of Enfield H.I.P. 2004

The data in this table also suggests that there has been a decrease in the supply of RSL lettings over the past three years, from 435 in 2001/02 to 305 in 2003/04. The average for the three-year period is 390 per annum.

It should be noted that for the period 2003/04 the H.I.P. data also shows that 43 households transferred from Council to RSL dwellings within Enfield.

Overall the supply of lettings for the last three years indicates an average of 981 per year. (634+390-43).

9.4 New dwellings

From this estimated supply of affordable housing however we also need to deduct lettings made to new dwellings. As one of the main purposes of the survey is to estimate any surplus or shortfall of affordable housing, it is important to avoid double-counting by not including likely future supply through additions to the stock from RSLs (although these new properties will themselves in time produce some relets). This is also a view taken in ODPM guidance.

ODPM Guide

'...it may be more helpful to combine committed and shortfall figures [shortfall including committed new provision] to obtain an overall affordable need estimate, which can then be related to overall planned housing requirements and provision' Section 2.4 (page 26)

Table 9.4 Analysis of past provision of new affordable housing – Average for three years

<i>New affordable housing</i>	<i>2001/02 outturn</i>	<i>2002/03 outturn</i>	<i>2003/04 outturn</i>	<i>Average 2000-03</i>
<i>Number of additional Local Authority dwellings</i>	2	3	2	2
<i>Number of additional RSL rented dwellings (including shared ownership)</i>	428	430	128	329

Source: London Borough of Enfield H.I.P. 2004

The table above summarises information contained in the H.I.P. return for 2004 (Section N). Over the period 2001-02 to 2003-04 an average of 2 additional Local Authority dwellings and 329 RSL rented dwellings were completed per annum. We have taken an average of these figures as the estimate of annual new affordable housing provision. This gives us a figure of 331 affordable housing completions per annum. Therefore our estimated supply of affordable housing is 650 per year (981-331).

9.5 Shared ownership supply

In most local authorities the amount of shared ownership available in the stock is fairly limited (as is the case in Enfield). However, it is still important to consider to what extent the current supply may be able to help those in need of affordable housing. Unfortunately we do not have any information about the exact affordability of the current stock of shared ownership housing in Enfield and hence for the purposes of analysis we have assumed that such housing (second-hand) will be available at prices below those for entry-level market housing.

Therefore we also include an estimate of the number of shared ownership units that become available each year. The latest estimates from the Housing Corporation (2003) suggest that there are 710 households living in shared ownership accommodation. For the purposes of this analysis it is assumed that each dwelling houses one household and that the turnover of shared ownership accommodation is roughly the same as found in the social rented sector. This is estimated at 2.9% (based on the number of lettings and the number of social rented dwellings in 2003) over a 5 year period. Hence we estimate that each year an average of 21 units of shared ownership tenure will become available to meet housing needs ($2.9\% \times 710$). Therefore, the estimate of affordable housing supply becomes 671 per annum (650 + 21).

9.6 Vacant dwellings

As of April 2004, there were 418 vacant dwellings in the social rented stock representing around 2.17% of all social rented stock in Enfield. This is a little above the recommended vacancy rate as suggested by ODPM Guidance.

ODPM Guide

'The change in vacancies is a key factor in the net stock approach. The general principle is that there should be a target vacancy rate to allow normal movement in the housing stock. Typical recommended allowances would be 4 per cent for the private sector with 2 per cent being more appropriate for the social sector'. Section 2.5 (page 28)]

A vacancy rate of 2.0% of the social rented stock in Enfield would be around 377 dwellings (41 dwellings less than the current number vacant). Therefore there is a small quantity of additional vacant properties that should be added to the estimated supply of affordable housing in the area. Assuming that all of this pool of vacant properties could be brought into use over a 5 year period, this would provide around 8 affordable properties annually. Taking these vacant properties into account leaves an estimated supply of affordable housing of 679 (671+ 8).

9.7 Changes in the supply of affordable housing

This covers Stages 15 and 16 of the 'Basic Needs Assessment Model'. Stage 15 is 'minus increased vacancies & units taken out of management', Stage 16 is 'plus committed units of new affordable supply'.

In the case of Stage 15, it would not be sensible to remove from the supply equation the number of properties taken out of management. It is much more sensible to estimate the likely reduction in relets as a result of such losses. Data contained in Table 9.1 suggests that from April 2002 to April 2004 there was a net loss of 353 dwellings from the council rented stock, or 177 per annum. Given an average turnover of around 2.9% (based on the number of lettings and the number of social rented dwellings in 2004) this would equate to a loss of around 5 letting opportunities per annum.

In the case of Stage 16 it seems more logical to exclude committed units as the purpose of the analysis is to show a surplus or shortfall of affordable housing. Including committed units might in some cases show a surplus of affordable housing where in fact the new housing is required to prevent a shortfall. However, we must remember that new affordable housing will in time produce additional relets (in the same way as relet opportunities are lost when dwellings are 'taken out of management').

For Stage 16, as shown by Table 9.1 the RSL stock increased by 778 rental units over the period 2000-01 to 2002-03 which equates to an annual gain of 389 units. Again assuming a turnover rate of 2.9% in this stock this means that the extra supply adds a further 11 letting opportunities per annum. Therefore Stage 16 of the Basic Needs Assessment Model will be represented by 11 letting opportunities gained per annum.

Hence, on the basis of this information it is estimated that average future supply of affordable housing will be 685 units per annum (679-5+11).

9.8 Summary

Relets of existing social housing in the current stock are the most important source of supply. Information provided by the Council for the past three years has been used to assess the position in the London Borough of Enfield.

The table below details the stages in arriving at an estimate of the 685 new lets from the current affordable stock per annum. Analysis of H.I.P. data excluding transfers within the social rented stock for the last three years indicates a supply of relets of 981 per year. Taking account of lettings made to new dwellings the supply estimate is reduced by 331 units per annum. Account is also taken of letting opportunities arising from turnover in the shared ownership stock. This contributes a further 21 letting opportunities per annum with vacant dwellings brought back into use contributing an additional 8.

Units taken out of management and committed units of new affordable supply will lead to a net supply of 6 relets per annum. This leaves a total supply of affordable housing per annum of 685 units. The second table shows how this fits into the Basic Needs Assessment model.

Table 9.5 Estimated future supply of affordable housing (per annum)

<i>Element of supply</i>	<i>Number of units</i>
<i>Average lettings per annum (excluding transfers)</i>	981
<i>Lettings in new housing</i>	-331
<i>'Relets' of shared ownership</i>	+21
<i>Additional lettings in vacant stock</i>	+8
<i>Letting opportunities lost through units taken out of management (Stage 15)</i>	+6
<i>Letting opportunities gained through additional stock (Stage 16)</i>	
ESTIMATED SUPPLY OF AFFORDABLE HOUSING (PER ANNUM)	685

Source: London Borough of Enfield - Housing Needs Survey 2005

Table 9.6 Basic Needs Assessment Model – Stages 14 to 17

<i>S: SUPPLY OF AFFORDABLE UNITS</i>		
<i>Element</i>	<i>Notes</i>	<i>Final number</i>
14. Supply of social relets p.a.	Excludes transfers within social rented stock and includes 'relets' of shared ownership	679
15. <i>minus</i> increased vacancies & units taken out of management	Letting opportunities lost	-5
16. <i>plus</i> committed units of new affordable supply p.a.	Letting opportunities gained	11
17. <i>equals</i> affordable supply	14-15+16	685

Source: London Borough of Enfield - Housing Needs Survey 2005

10. BASIC NEEDS ASSESSMENT MODEL

10.1 Introduction

The table on the following page shows the final figures in the '*Basic Needs Assessment Model*'. This brings together the three key elements that have been calculated in the preceding chapters, namely; the Backlog of Existing Need, Newly Arising Need and the Supply of Affordable Units. The overall output from these three analytical stages represent the estimated net affordable housing requirement across Enfield.

10.2 Total housing need

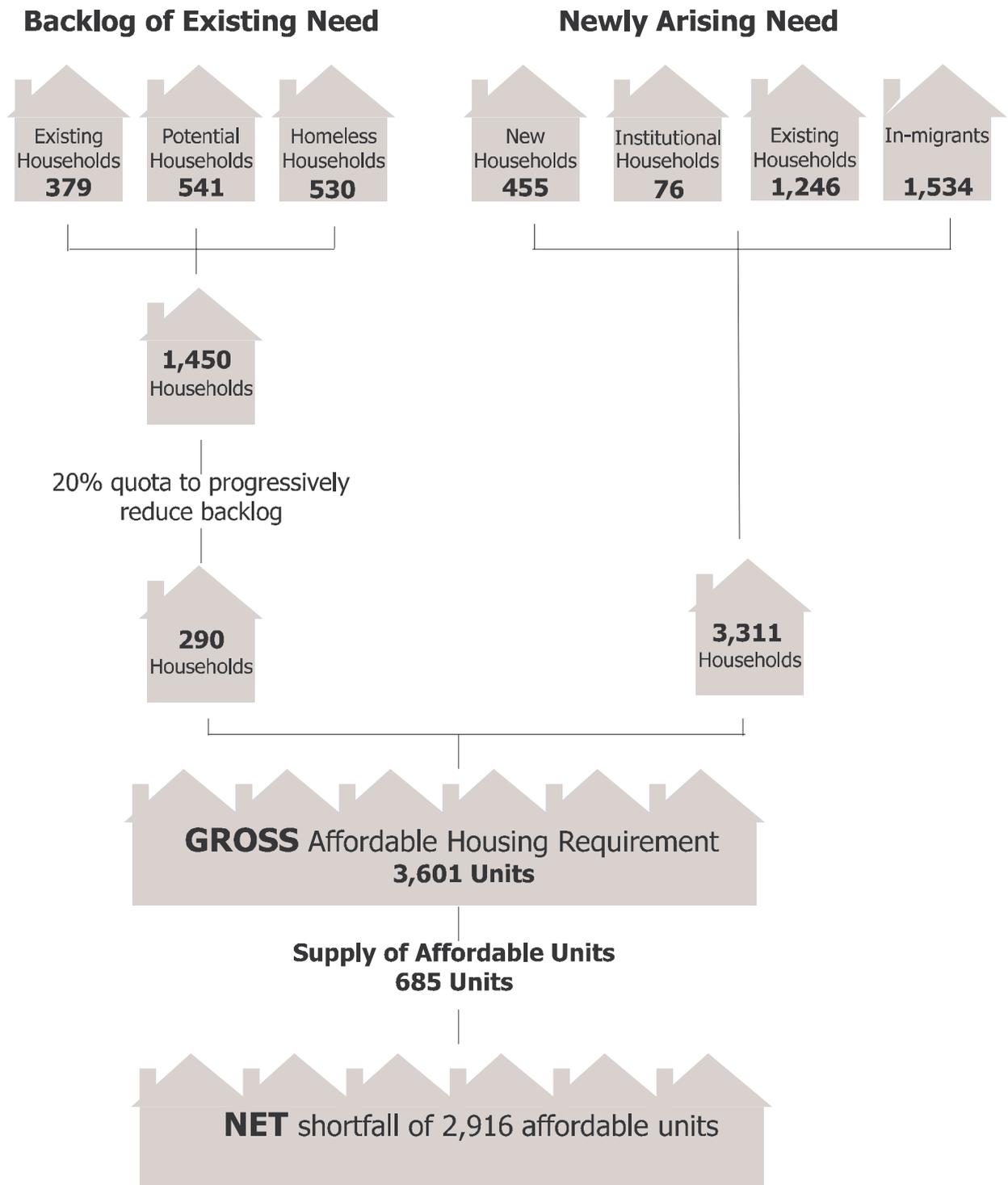
The backlog of existing need suggests a requirement for 290 units per year and the newly arising need a requirement for 3,311 units per annum. These two figures together total 3,601 units per annum. The total estimated supply to meet this need is 685 units per year. This therefore leaves a shortfall of 2,916 units per year if the Council were able to meet all of the current and projected need over the next five years. The figure of 2,916 represents 2.5% of the total number of households in Enfield (114,618).

Table 10.1 Basic Needs Assessment Model

B: BACKLOG OF EXISTING NEED		
<i>Element</i>	<i>Notes</i>	<i>Final number</i>
1. Backlog need existing households	Number of households currently living in unsuitable housing	17,931
2. <i>minus</i> cases where in-situ solution most appropriate	In situ (or outside Enfield) solution most appropriate for 15,894 households	Leaves 2,037
3. <i>times</i> proportion unable to afford to buy or rent in market	85.6% = 1,744 – also remove 1,365 social renting tenants	379
4. <i>plus</i> Backlog (non-households)	Potential = 541 Homeless = 530	1,071
5. <i>equals</i> total Backlog need		1,450
6. <i>times</i> quota to progressively reduce backlog	Suggest 20% as in ODPM report	20%
7. <i>equals</i> annual need to reduce Backlog		290
N: NEWLY ARISING NEED		
8. New household formation (gross, p.a.)		552
9. <i>times</i> proportion unable to buy or rent in market	82.3% cannot afford market housing	Leaves 455
10. <i>plus</i> ex-institutional population moving into community		76
11. <i>plus</i> existing households falling into need		1,246
12. <i>plus</i> in-migrant households unable to afford market housing		1,534
13. <i>equals</i> Newly arising need	9+10+11+12	3,311
S: SUPPLY OF AFFORDABLE UNITS		
14. Supply of social relets p.a.	Excludes transfers within social rented stock and includes 'relets' of shared ownership	679
15. <i>minus</i> increased vacancies & units taken out of management	Letting opportunities lost	-5
16. <i>plus</i> committed units of new affordable supply p.a.	Letting opportunities gained	11
17. <i>equals</i> affordable supply	14-15+16	685
18. Overall shortfall/surplus	7+13-17 (per annum)	2,916

Source: London Borough of Enfield - Housing Needs Survey 2005

Figure 10.1 Basic Needs Assessment Model – summary



Source: London Borough of Enfield - Housing Needs Survey 2005

10.3 The Enfield situation in context

As *Fordham Research* has carried out around a hundred district-wide housing needs assessments since the ODPM Guide was published in 2000, it is possible to provide reasonable indicative levels for the typical levels of affordable housing surplus or shortage found across Britain.

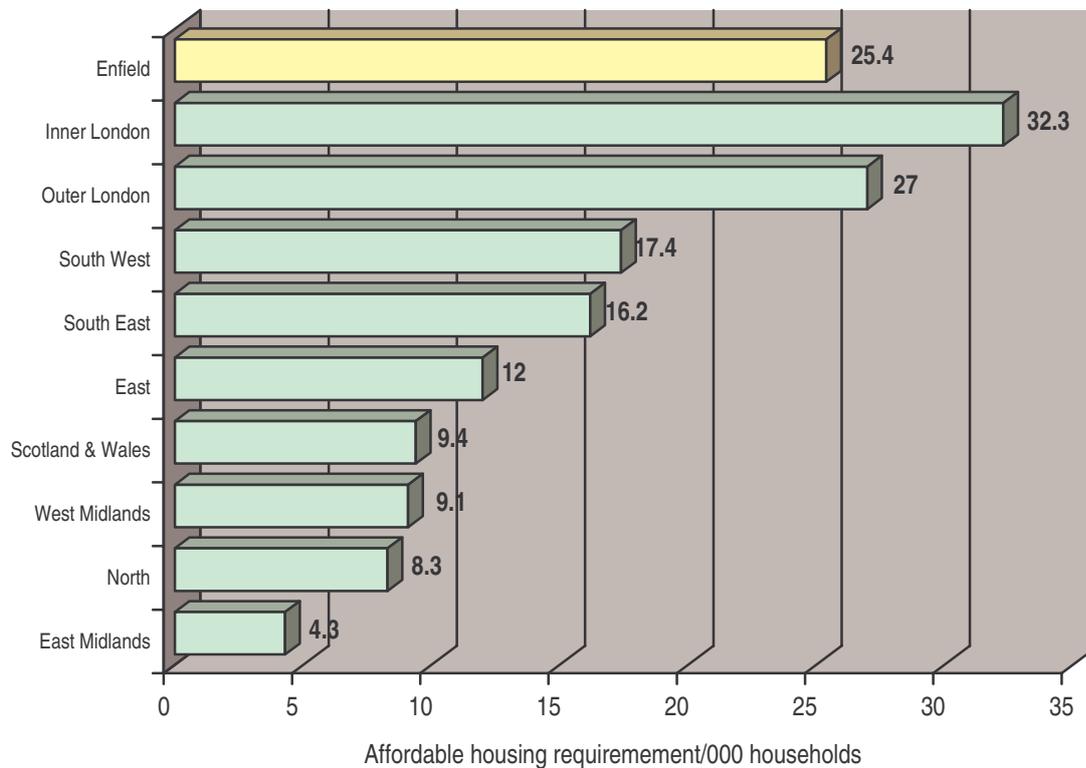
In order to 'standardise' the levels of need/shortage for councils of widely varying scale, the shortfall/surplus of affordable housing has been divided by the numbers of thousands of households in the district.

Table 10.2 Average index numbers for the need for new affordable housing

<i>Region</i>	<i>Number of surveys</i>	<i>Additional affordable homes required per 1,000 households</i>
<i>Inner London</i>	7	32.3
<i>Outer London</i>	11	27.0
<i>South East</i>	17	16.2
<i>South West</i>	11	17.4
<i>East</i>	9	12.0
<i>East Midlands</i>	10	4.3
<i>West Midlands</i>	7	9.1
<i>North</i>	6	8.3
<i>Scotland & Wales</i>	8	9.4
OVERALL TOTAL/AVERAGE	86	15.5

Source: Fordham Research Housing Needs Surveys completed since the publication of the ODPM Guide (i.e. July 2000)

The value for Enfield is 25.4 per 1,000 (calculated as $(2,916/114,618) \times 1,000$). As can be seen, this figure is significantly higher than the national average (15.5) and marginally lower than the average for Outer London.

Figure 10.2 Typical levels of need for new affordable housing

Source: Fordham Research Housing Needs Surveys completed since the publication of the ODPM Guide (i.e. July 2000)

10.4 Basic needs assessment model and sub-area

The survey was designed to cover all wards within the Enfield borough, of which there were a total of twenty-one. It is possible to disaggregate the total need estimate by these wards, as is presented in the table below.

The data shows that over the next five years all of the sub-areas are expected to experience a need for affordable housing. *Southgate Green* and *Southbury* show the highest need as a proportion of existing households (5.5% and 4.9% respectively).

It should be noted that the table refers to where housing need arises not necessarily where households' preferences would be – nor does the table show where housing need should necessarily be met.

Table 10.3 Basic Needs Assessment Model and sub-area (number of responses)

<i>Sub-area</i>	<i>Annual need to reduce backlog</i>	<i>Newly arising need</i>	<i>Total need</i>	<i>Estimated number of h'holds in sub-area</i>	<i>Percent in need</i>
<i>Chase</i>	5	168	173	5,483	3.2%
<i>Turkey Street</i>	20	143	163	5,159	3.2%
<i>Enfield Lock</i>	12	254	266	5,895	4.5%
<i>Cockfosters</i>	19	76	95	5,226	1.8%
<i>Highlands</i>	5	106	111	5,411	2.1%
<i>Town</i>	18	130	148	6,034	2.5%
<i>Southbury</i>	22	238	260	5,323	4.9%
<i>Enfield Highway</i>	14	172	186	5,371	3.5%
<i>Southgate</i>	4	83	87	3,820	2.3%
<i>Grange</i>	5	48	53	5,236	1.0%
<i>Bush Hill Park</i>	5	84	89	5,130	1.7%
<i>Ponders end</i>	22	176	198	5,469	3.6%
<i>Jubilee</i>	5	149	154	5,273	2.9%
<i>Winchmore Hill</i>	5	163	168	5,343	3.1%
<i>Haselbury</i>	14	146	160	5,550	2.9%
<i>Lower Edmonton</i>	16	319	335	7,519	4.5%
<i>Southgate Green</i>	27	258	285	5,184	5.5%
<i>Palmers Green</i>	24	75	99	5,304	1.9%
<i>Edmonton Green</i>	13	189	202	6,101	3.3%
<i>Bowes</i>	13	107	120	4,955	2.4%
<i>Upper Edmonton</i>	23	225	248	5,831	4.3%
TOTAL	290 (29)	3,311 (164)	3,601 (195)	114,618	3.1%

Source: London Borough of Enfield - Housing Needs Survey 2005

10.5 Basic needs assessment model and size requirement

The table below provides an estimate of the size requirement of the affordable housing shortfall. This is based on information about the size requirements of households found in the survey to have a housing need and the size of affordable housing that has been let to new tenants over the past two years (and adjusted back to the annual figure of 685), as identified in the survey.

Table 10.4 Basic Needs Assessment Model and size requirement – assumes no under-occupation (or over consumption) of housing

<i>Size requirement</i>	<i>Annual need</i>	<i>Affordable supply</i>	<i>Overall shortfall/ (surplus)</i>	<i>Shortfall (surplus) as % of need</i>
<i>1 bedroom</i>	1,147	302	845	73.7%
<i>2 bedroom</i>	1,609	254	1,355	84.2%
<i>3 bedrooms</i>	544	123	421	77.4%
<i>4+ bedrooms</i>	301	6	295	98.0%
TOTAL	3,601	685	2,916	81.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

The table clearly shows a shortage of all sizes of home in Enfield. The main shortfall appears to be for one and two bedroom properties, although the four bedroom shortfall is most acute when compared with estimated supply. In the four bedroom category it is estimated that there is only sufficient supply to suitably house 2.0% of those in need (this compares to 26.3% of the one bedroom category).

10.6 Implications for affordable housing policy

Appendix A1 details the key features of current ODPM Affordable Housing policy. This is likely to be changed only slightly if the draft affordable housing sections of PPG3 (published in July 2003) are adopted.

The first implications for affordable housing policy are the choice of an appropriate percentage target and of the site size threshold at which the eventual affordable housing policy will apply.

(i) Percentage target

The Guide to housing needs surveys has its own proposals on how targets should be calculated (contained within Table 8.1 of the Guide). It is therefore worth pursuing the suggested ODPM method to show the expected result. The table below shows an estimate of the likely suggested percentage target from following the ODPM method.

Table 10.5 Calculation of affordable housing target: following ODPM methodology

<i>Element</i>	<i>Dwellings (per annum)</i>
<i>Affordable housing requirement</i>	2,916
<i>Minus affordable supply from planned/proposed provision*</i>	-327
EQUALS	2,579
<i>Projected building rate (estimated)**</i>	473
<i>Minus sites below threshold of 15 units (estimated)***</i>	-94
EQUALS	379
Therefore Target is	2,579/379
EQUALS	680.5%

Source: London Borough of Enfield - Housing Needs Survey 2005

NOTES: * Estimate of supply from Section N of H.I.P. 2004.

** Information on projected building rate estimated from H.I.P. data (2004)

*** Information on the number of dwellings completed on sites of less than 15 units is calculated from the percentage of dwellings that have been built on these sites over the last three years as is calculated in table 10.6 below

Given the results of this table it is clear that at the general level, any target below 50% is justified. In our view there is no real point in varying the target from site to site or from locality to locality; the target is only likely to be varied downwards as a result of this practice. Certainly a target of 50% is justified.

If alternatively, only sites below a threshold of 10 units are excluded from a requirement to provide affordable housing, the projected supply element in the above table would total 415, which would equate to a target of 621.4%.

(ii) Threshold site size

There is more certain guidance on the issue of site thresholds. The Government advice contained in Circular 6/98 and PPG3 (2000) provides a threshold standard of 15 dwellings/0.5 ha for Inner London and 25 for all other areas. However the Circular allows that where there are 'exceptional constraints' the target can be lowered from 25 towards or to 15, in areas outside Inner London. The table below shows the number of residential dwellings completed in the last three years in Enfield by the size of the site. This shows that on average 12.4% of dwellings are built on sites of less than 10 units, 7.6% of dwellings are built on sites between 10 and 14 units and a further 12.7% are built on sites between 15 and 24 units. The last band would not provide an affordable housing contribution if the threshold standard of 25 is used. Given the need for affordable housing identified is much larger than the total projected building rate of 657 units, a significantly lower site threshold is necessary in Enfield to maximise the affordable housing units that can be gained. The inner London standard of 15 dwellings/0.5 ha is justified under current PPG guidance circular 6/98. In the event of guidance allowing lower site thresholds 10 is justified.

Table 10.6 Residential units completed by size of site

Site size	Number and percentage of residential units completed							
	2001-02		2002-03		2003-04		Average	
Total from sites of less than 10 units	121	9.9%	92	20.3%	76	11.6%	96	12.3%
Total from sites between 10 and 14 units	61	5.0%	81	17.8%	33	5.0%	59	7.6%
Total from sites between 15 and 24 units	75	6.2%	119	26.2%	104	15.8%	99	12.7%
Total from sites of more than 24 units	962	78.9%	162	35.7%	444	67.6%	523	67.3%
Total completions	1,219	100.0%	454	100.0%	657	100.0%	777	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

10.7 Summary

The research has shown that for the next five years there is an estimated shortfall of around **2,916** affordable homes per year in Enfield. The immediate implications for affordable housing are that any target is justified on all suitable sites, and that thresholds below the current minimum are necessary.

11. NATURE OF AFFORDABLE HOUSING REQUIREMENT

11.1 Introduction

Having considered the level of housing need in Enfield this chapter studies what types of affordable housing might be most appropriate to meet this need. In principle there are two main types of housing which can be considered (intermediate housing and social rented). Intermediate housing could include a series of different housing options such as low-cost market, shared ownership or discount market rent. The two main types of affordable housing are considered in relation to the size requirement for additional affordable housing.

11.2 Defining intermediate housing

'Intermediate housing' is a term which has come to be used to describe a housing demand for which the supply is neither conventional social rented housing, nor market housing. The term was originally given currency in the 'Homes for a World City' report and continues through the London Plan. The term 'intermediate' housing is now seen as relevant across the country. It has not been very closely defined hitherto and therefore it is important to begin this chapter by doing so, since such a definition is a necessary starting point. There are two broad reasons for doing this:

- (i) Intermediate housing should be clearly distinguished from social rented housing
- (ii) It should also be distinguished from general market housing, and with that the various unclearly labelled variants of (newbuild) 'low cost market' housing which have confused the debate about housing affordability since the publication of Circular 13/96 (the Circular which suggested that low cost market would be one form of affordable housing)

A clear definition of the term is required because, without that, there is little prospect of this particular need being adequately addressed.

It is difficult to provide an absolute set of boundaries for the zone of intermediate housing. Nevertheless, reasonably clear distinctions can be made:

Table 11.1 Definition of intermediate housing

<i>Lower limit of Intermediate housing</i>	<i>Upper limit of intermediate housing</i>
<p>There are several issues:</p> <p>(i) Housing need is defined by ODPM to refer to households who are in unsuitable housing and cannot afford to buy or rent in the market. Affordability is defined by ODPM as excluding housing benefit.</p> <p>(ii) Of those in housing need, so defined, a large proportion can only afford social rented housing. The upper boundary of the cost of such housing is marked by the cost (rent) of new social rented housing.</p>	<p>Again there are several issues:</p> <p>(i) There is a clear upper threshold to intermediate housing, formed by the minimum entry level price of housing to buy or to rent in the market.</p> <p>(ii) The situation is confused by the fact that Government guidance does not recognise the fact that second-hand housing is always cheaper than newbuild housing. By referring to 'low cost market housing' (which is newbuild) Government guidance gives the impression that such low cost market housing is actually cheaper than entry level, second hand housing. This is never the case. In fact low cost market housing is normally at least 130% of the cost of entry level housing. The same is normally true of newbuild market rental housing.</p> <p>(iii) Although the objective situation is quite clear, that second hand housing forms the upper bound of the intermediate housing category, the situation is confused by claims by developers that some form of newbuild market housing should be allowed as 'affordable' given the wording of government advice. This unfortunate situation will continue until Government guidance is clarified.</p>

Source: London Borough of Enfield - Housing Needs Survey 2005

The lower boundary of intermediate housing is, therefore, formed by new social rent levels for different dwelling sizes. Some households in housing need will be able to afford somewhat more than social rents. For affordability purposes, these households fall into the intermediate housing category.

The table above serves to define the term intermediate housing in terms of the households which are covered by it. The definition does not address the question of what type of housing, either second-hand or newbuild, that might meet it. The typical expectation would be various forms of shared ownership, where the incoming household rents part of the equity value from (typically) a Registered Social Landlord, and buys the rest. Shared ownership costs somewhere between 90% and 110% of entry level housing, depending on area. Thus it is only marginally cheaper than outright purchase, in many cases. Other housing variants exist or are being developed, which may more directly meet intermediate housing demand.

11.3 Background

The survey estimates the costs of housing for each type of affordable housing and in each size group (by number of bedrooms) - in terms of estimated outgoings per week. The starting point is the cost of minimum priced market housing. It is obvious that any housing which costs more than the minimum cost of market housing cannot be considered as affordable in the local context: any housing available at a cost below this level will be affordable to some households in need although it is important to estimate the proportions able to afford at any particular level of outgoings.

The table below shows our estimates of the minimum cost of market housing in Enfield and estimated new social rent levels. The market housing figures are taken from the cheaper of private rented or owner-occupied housing for each dwelling size.

Table 11.2 Basic information required for assessment of types of affordable housing required

<i>Size requirement</i>	<i>Minimum priced second-hand market housing (£/week)</i>	<i>Social rent (£/week)</i>
<i>1 bedroom</i>	£134	£55
<i>2 bedrooms</i>	£162	£70
<i>3 bedrooms</i>	£189	£80
<i>4+ bedrooms</i>	£227	£92

Source: London Borough of Enfield - Housing Needs Survey 2005

It can be seen from the table above that for all dwelling sizes, the cost of social rented housing is significantly below that of market housing. Therefore it is clear that intermediate housing will be able to meet some housing need.

The table below shows the estimated breakdown of additional affordable housing requirements by size and type of housing per annum. This is based on information about the size requirements of households found in the survey to have a housing need and the size of affordable housing that has been let to new tenants over the past two years (and adjusted back to the annual figure of 530), as identified in the survey.

Table 11.3 Amount of annual requirement for each type of affordable housing– assumes no under-occupation (or over consumption) of housing

Dwelling size	Type of housing		TOTAL
	Social rented	Intermediate housing	
1 bedroom	638	509	1,147
2 bedrooms	1,185	424	1,609
3 bedrooms	471	73	544
4+ bedrooms	301	0	301
TOTAL	2,595	1,006	3,601

Source: London Borough of Enfield - Housing Needs Survey 2005

The table shows that in total 27.9% of the gross requirement could be met by intermediate housing and the remainder should be social rented housing. However, from these figures it is important to deduct the supply of affordable housing. As with the previous analysis this has been split by social rented and intermediate housing.

Table 11.4 Annual supply for each type of affordable housing

Dwelling size	Type of housing		TOTAL
	Social rented	Intermediate housing	
1 bedroom	284	1	285
2 bedrooms	223	13	236
3 bedrooms	104	10	113
4+ bedrooms	5	1	6
TOTAL	615	26	641

Source: London Borough of Enfield - Housing Needs Survey 2005

The following table therefore estimates the net requirements for each type of affordable housing by size. The table shows that 33.1% of the net requirement is for intermediate housing. Additionally, it is interesting to note that the need for intermediate housing is mainly for smaller one and two bedroom homes, whilst a greater proportion of the social rented need is for larger property sizes.

Table 11.5 Net annual need for affordable housing for each type of affordable housing– assumes no under-occupation (or over consumption) of housing

<i>Dwelling size</i>	<i>Type of housing</i>		
	<i>Social rented</i>	<i>Intermediate housing</i>	TOTAL
<i>1 bedroom</i>	354	508	862
<i>2 bedrooms</i>	962	411	1,373
<i>3 bedrooms</i>	367	63	431
<i>4+ bedrooms</i>	296	(1)	295
TOTAL	1,980	980	2,960

Source: London Borough of Enfield - Housing Needs Survey 2005

11.4 Affordability within the intermediate category

Although the survey suggests that around a quarter of all additional affordable housing could be categorised as ‘intermediate’ this does not imply any particular type of housing. We have therefore sought to provide some more information by looking at four categories of ‘intermediate’ housing based on price. The table below shows the bands of intermediate housing used for analysis.

Table 11.6 Approximate outgoings for different types of intermediate housing

<i>Size requirement</i>	<i>Approximate outgoings (£/week)</i>			
	<i>Cheapest intermediate housing</i>	<i>2nd</i>	<i>3rd</i>	<i>Most expensive</i>
<i>1 bedroom</i>	£55-£74	£75-£94	£95-£114	£115-£134
<i>2 bedrooms</i>	£70-£92	£93-£115	£116-£138	£139-£162
<i>3 bedrooms</i>	£80-£106	£107-£134	£135-£162	£163-£189
<i>4+ bedrooms</i>	£92-£125	£126-£159	£160-£193	£194-£227

Source: London Borough of Enfield - Housing Needs Survey 2005

As per the previous analysis we can estimate the number of households in need who fall into each of these categories. This is shown in the table below. It is clear that the vast majority of those in the ‘intermediate’ category have income/affordability levels at the bottom of the scale. For example, the data suggests that 35.3% of those who could theoretically afford intermediate housing could afford nothing costing more than a quarter of the difference between social rented and market prices. Further to this, three quarters of households in the ‘intermediate’ category could afford nothing more than a half of the difference between social rented and market prices. There are few households with income levels close to the market (8.4% of the intermediate group fall into the ‘most expensive’ category).

Table 11.7 Number of households able to afford at different 'intermediate' housing prices

Size requirement	Approximate outgoings (£/week)					TOTAL
	Social rented housing	Cheapest intermediate housing	2 nd	3 rd	Most expensive	
1 bedroom	638	84	298	48	79	1,147
2 bedrooms	1,185	201	118	99	6	1,609
3 bedrooms	471	70	3	0	0	544
4+ bedrooms	301	0	0	0	0	301
TOTAL	2,595	355	419	147	85	3,601

Source: London Borough of Enfield - Housing Needs Survey 2005

11.5 The implications for targets

Clearly, a number of issues will arise in considering the implications of the above findings for any kind of policy target. Those particularly relevant to our analysis are discussed below.

The amount of affordable housing that can be provided in Enfield is likely to fall a long way short of the requirement identified using either the Basic Needs Assessment Model or even the balancing housing markets mode (commented on further in Chapter 15). As a result, there is an issue of priority.

When housing supply is as limited as it is in this case, it does not follow that the profile of affordable housing supplied should reflect the profile of all households who require it. Some groups will receive much higher priority than others; other groups will in practice rarely if ever reach the top of any waiting list and be offered a home. Experience suggests that the high-priority groups may not be representative of all need. This report provides the evidence for the degree of **need** for affordable housing, split between 'social rented' and 'intermediate'. It is clearly a policy issue, beyond the remit of this evaluation, as to how to allocate scarce **resources** between these two categories of affordable housing.

11.6 Affordability within the intermediate affordability category

The results set out above make it clear that there is a potential 'market' for intermediate housing, as it has been defined for the purpose of this study, among households in need in Enfield. On average just over a quarter of households in need could afford it.

Whether such households' need could be addressed in practice will depend upon the characteristics of the housing that is provided; in particular, the outgoings at which it is made available, and how attractive it is as a housing/tenure 'package' to prospective occupiers.

The implication is that in order to maximise the accessibility of an intermediate housing product, either it must be pitched at costs only a little higher than social rents, or else a series of separate products is needed covering the fullest possible range of affordability.

11.7 Definition of affordable housing in Enfield

Affordable housing is any housing that costs less than minimum market housing. This is estimated through an assessment of the entry-level costs for both buying and privately renting at a point in time. Changes in prices from the base date of this survey (January 2004) will be made through reference to Land Registry data. Changes in private rental costs will be made with reference to any appropriate index available. In the absence of any suitable index the Council will conduct a short housing market survey concentrating on the private rented sector (broad guidance on conducting such a survey can be found in Appendix A2). Housing costs include all mortgage, rent and service charges. The cost of a mortgage is based on interest only at the current base rate of one (or more) of the main mortgage lenders (we tend to use the Nationwide figures). It is usual to assume a 95% mortgage in this calculation as this represents a typical maximum proportion borrowed.

As table 6.1 showed, the weekly cost of the cheapest private rented accommodation in Enfield is lower than the weekly cost of the minimum house prices. This means that the cost of minimum private rented accommodation forms the upper-boundary of affordable housing. It is therefore possible to provide a definition of affordable housing based on weekly housing costs:

Affordable housing is defined as housing which costs:

**Less than £134 per week for a one bedroom property,
Less than £162 per week for a two bedroom property,
Less than £189 per week for a three bedroom property,
Less than £227 per week for a four bedroom property.**

These costs refer to a market survey carried out in January 2004

It should be noted that this definition is 2004 based. The 2004 Annual Survey of Hours and Earnings (ASHE) contains income information for employees in each local authority. Data from the 2004 ASHE suggests that 60% of employees in Enfield would not be able to afford a one bedroom property in the borough on their own.

11.8 Summary

Using information calculated from the survey, we have carried out further analysis to show how much of this need could be met by 'intermediate' housing, available at outgoings between social rents and the minimum cost of (second hand) market housing. The analysis shows that nearly a third (33.1%) of the additional affordable housing requirement could meet needs by such housing.

These findings cannot be translated directly into operational targets in practice. The 32.0% figure is a maximum and would depend on the intermediate housing being both an attractive package and within the affordability distribution mapped out in this chapter. The data suggests that there are relatively few households in need whose financial situation place them close to being able to afford market housing.

There is also the issue of priority. Fundamentally, our analysis has focussed on the totality of need facing Enfield. It does not differentiate between needs with different degrees of urgency or priority. If the supply of both social rented and intermediate housing continues to be severely constrained, and it is only made available to those with the greatest need, the proportion who could afford 'intermediate' housing might well be significantly different.

SECTION D: THE NEEDS OF PARTICULAR GROUPS

This section addresses groups in society which require more detailed analysis. These include public service worker households, older person households and households from Black & Black British and minority ethnic communities. More detailed analysis of households with accessibility and support needs is presented in a separate report.



12. PUBLIC SERVICE WORKERS

12.1 Introduction

The term intermediate housing is often used with reference to specific groups of households such as key public service workers. Key worker is a term often used to encompass all public service workers. It should be noted that Enfield Council follow the ODPM definition of key workers. The latest guidance from the ODPM is that key workers are 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, social workers, educational psychologists, planners (in London), occupational therapists and speech and language therapists employed by local authorities and whole-time junior fire officers.

The survey analysed public service worker households. For the purposes of analysis public service workers were defined as people working in any one of 11 categories. These were:

- Doctor/Nurse/Paramedic
- Health Care - Other
- Social worker
- Education – Teacher
- Education – Other
- Occupational Therapist
- Social Services - Other
- Local Government
- Public Transport
- Police Officer
- Fire Fighter
- Emergency Services - Other

The nature of this study means that the public service workers identified within the survey are those that are resident in Enfield. The data, therefore, includes public service workers resident in Enfield who work outside it's boundaries and excludes public service workers who work in Enfield but live outside. The relative high cost of accommodation in Enfield means it is likely that not all public service workers who would wish to live in the borough are able to do so. The similar affordability profiles in neighbouring boroughs means that there are labour shortages for certain public service worker jobs in both Enfield and the city as a whole.

The analysis of public service workers concentrates on their current housing situation, future demands for housing and affordability (particularly in regard to 'intermediate' housing options).

12.2 Number of public service workers

In total it is estimated that there are 38,437 public service workers living in Enfield. The table below shows the categories of public service workers within Enfield. The main categories of public service worker are health care, education and emergency services.

Table 12.1 Categories of public service worker

<i>Public service worker category</i>	<i>Total number of persons (number of respondents)</i>	<i>% of public service workers</i>
<i>Doctor/Nurse/Paramedic</i>	4,464 (126)	11.6%
<i>Health care – Other</i>	7,005 (191)	18.2%
<i>Social worker</i>	859 (23)	2.2%
<i>Education – Teacher</i>	4,235 (114)	11.0%
<i>Education – Other</i>	5,315 (152)	13.8%
<i>Occupational Therapist</i>	495 (12)	1.3%
<i>Social Services – Other</i>	1,545 (42)	4.0%
<i>Local Government</i>	3,376 (99)	8.8%
<i>Public Transport</i>	3,113 (79)	8.1%
<i>Police Officer</i>	748 (22)	1.9%
<i>Fire Fighter</i>	582 (17)	1.5%
<i>Emergency services – Other</i>	6,700 (186)	17.4%
TOTAL	38,437 (1,063)	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

In total it is estimated that 22,944 households (634 responses) are headed by a public service worker (head of household taken as survey respondent). These households are subject to further analysis. (The 95% confidence interval of the figure of 22,944 for the total public service worker households is +/- 1,594 or between 21,350 and 24,538.)

12.3 Current tenure

The table below shows the current tenure of public service worker households. The results are compared with non-public service worker households. The table shows that a large proportion of public service worker households are already owner-occupiers (84.9%), there are a further 7.6% in social rented housing whilst 7.5% are living in the private rented sector. Non-public service worker households are far more likely to be living in the social rented and private rented sectors and less likely to be living in the owner-occupied sector.

Table 12.2 Tenure of public service worker households

Tenure	Public service worker household		Not public service worker household	
	Number of households	% of households	Number of households	% of households
Owner-occupied (no mortgage)	3,527	15.4%	31,114	33.9%
Owner-occupied (with mortgage)	15,939	69.5%	33,499	36.5%
Council	1,179	5.1%	10,740	11.7%
RSL	571	2.5%	5,937	6.5%
Private rented	1,727	7.5%	10,385	11.3%
TOTAL	22,944	100.0%	91,674	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

12.4 Housing aspirations

The table below looks at the future aspirations of public service worker households. Of the 22,944 public service worker households a total of 49.9% need or are likely to move over the next five years. This figure is slightly lower, around 40%, for non-public service worker households.

Table 12.3 Public service worker households and future moves

When need/likely to move	Public service worker household		Not public service worker household	
	Number of households	% of households	Number of households	% of households
Now	697	3.0%	3,767	4.1%
Within a year	3,064	13.4%	7,833	8.5%
1-2 years	2,865	12.5%	10,700	11.7%
3-5 years	4,827	21.0%	14,659	16.0%
No need/not likely to move	11,491	50.1%	54,714	59.7%
TOTAL	22,944	100.0%	91,674	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

The total number of public service worker households likely/needing to move within the next two years is 6,625 (177 responses) (The 95% confidence interval of the figure of 6,625 is +/- 930 or between 5,695 and 7,555.) The table below shows where these households would like to move. Over a two-fifths (41.9%) of public service worker households want to remain living in Enfield. The figure for non public service worker households is higher, at 53.8%. The proportion of public service workers and non-public service workers that would like to move elsewhere in London is very similar at just under 15%, but public service workers are more inclined to move out of the city completely.

Table 12.4 Public service worker households and location of future moves

Where want to move	Public service worker household		Not public service worker household	
	Number of households	% of households	Number of households	% of households
Within Enfield	2,779	41.9%	11,988	53.8%
Elsewhere in London	981	14.8%	3,324	14.9%
Elsewhere in the South East	1,289	19.5%	3,692	16.6%
Elsewhere in the United Kingdom	1,043	15.7%	2,556	11.5%
Abroad	534	8.1%	740	3.3%
TOTAL	6,625	100.0%	22,300	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

The total number of public service worker households likely/needing to move within Enfield in the next two years is 2,279 (78 responses). (The 95% confidence interval of the figure of 2,279 is +/- 556 or between 1,723 and 2,835.) The table below continues by looking at the tenure aspirations of these households. Overall the data suggests that public service worker households are more likely to hope for housing in the owner-occupied sector and less likely to state a preference for social rented accommodation.

Table 12.5 Public service worker households and tenure preference (those wishing to remain in Enfield)

Tenure preference	Public service worker household		Not public service worker household	
	Number of households	% of households	Number of households	% of households
Owner-occupation	2,135	76.8%	7,016	58.5%
Council	366	13.2%	3,350	27.9%
RSL	38	1.4%	563	4.7%
Private rented	119	4.3%	729	6.1%
Other inc House/flat share	120	4.3%	330	2.8%
TOTAL	2,779	100.0%	11,988	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

12.5 Affordability

The table below shows a comparison of income levels for public service worker and non-public service worker households. The figure for non-public service worker households is only for those that were in employment. Figures shown are for annual gross income (including non-housing benefits). The table suggests that on average public service worker households have marginally higher incomes than non-public service worker households.

Table 12.6 Public service worker households and income levels

<i>Category</i>	<i>Average gross household income (including non-housing benefits)</i>
<i>Public service worker household</i>	£39,139
<i>Not public service worker (all in employment)</i>	£38,167
AVERAGE	£27,913

Source: London Borough of Enfield - Housing Needs Survey 2005

Moving on to look at affordability we see that 61.5% of those public service worker households who need/are likely to move within Enfield can already afford market housing and a further 20.3% can only afford social rents. This leaves 18.2% who fall into an 'intermediate category'. Most households suitable for intermediate housing can afford prices at just above social rents. The total number of public service worker households who need/are likely to move within Enfield in the next 2 years and cannot afford market housing is 1,070 (30 responses). (The 95% confidence interval of the figure of 1,070 is +/- 383 or between 687 and 1,453.)

Table 12.7 Public service worker ability to afford housing

<i>Affordability</i>	<i>Number of households</i>	<i>% of households</i>
<i>Afford market housing</i>	1,708	61.5%
<i>Afford most expensive intermediate housing</i>	0	0.0%
<i>2nd</i>	122	4.4%
<i>3^d</i>	155	5.6%
<i>Afford cheapest intermediate housing</i>	230	8.3%
<i>Social rent only</i>	563	20.3%
TOTAL	2,779	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

12.6 Public service workers and the basic needs assessment model

In addition to the above it is possible to study how public service worker households fit into the Basic Needs Assessment model and their ability to afford intermediate housing. The table below gives an estimate of how much of the housing need will be from public service workers and also an estimate of the likely supply to these households. The data is also split down by size requirements. The table shows that there is an estimated 529 public service worker households in housing need as defined the Basic Needs Assessment model. (The 95% confidence interval of the figure of 529 is +/- 270 or between 259 and 799.) Once supply has been taken into account, the table indicates that there is an estimated net need for 477 dwellings per annum for public service worker households. This figure represents 15.5% of the total affordable requirement in Enfield.

Table 12.8 Basic Needs Assessment Model and size requirement (public service worker households)

<i>Size requirement</i>	<i>Annual need</i>	<i>Affordable supply</i>	<i>Overall shortfall/ (surplus)</i>	<i>Shortfall (surplus) as % of need</i>
<i>1 bedroom</i>	42	6	36	85.7%
<i>2 bedroom</i>	361	21	340	94.2%
<i>3 bedrooms</i>	81	25	56	69.1%
<i>4+ bedrooms</i>	45	0	45	100.0%
TOTAL	529	52	477	90.2%

Source: London Borough of Enfield - Housing Needs Survey 2005

Finally, the type of affordable housing appropriate for those households found to be in need is considered. This is shown in the table below. The results of this analysis shows that 55.7% of public service worker households in need of affordable housing can only afford social rents. This leaves 44.3% who fall into an 'intermediate category'. The majority of these fall into the two intermediate groups with prices just above social rents. It is clear from this that there are not large numbers of public service worker households with incomes close to the margins of affordability.

Table 12.9 Public service worker ability to afford housing (those in housing need) (per annum)

<i>Affordability</i>	<i>Number of households</i>	<i>% of households</i>
<i>Afford most expensive intermediate housing</i>	0	0.0%
<i>2nd</i>	42	7.9%
<i>3^d</i>	48	9.1%
<i>Afford cheapest intermediate housing</i>	144	27.3%
<i>Social rent only</i>	295	55.7%
TOTAL	529	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

12.7 Summary

The term intermediate housing is often used with reference to specific groups of households such as public service workers. The survey therefore analysed such households (the definition being based on categories of employment that included public sector workers). The analysis suggested that around 22,944 households are headed by a public service worker. These households are more likely to be in the owner-occupied sector than non-public service worker households, and less likely to be in the social rented sector.

Public service worker households tended to have higher incomes than other households and were generally less likely to be in housing need, only 15% of the net annual housing need is estimated to come from public service worker households. Where public service workers were found to be in need it was clear that they are more likely than other households to be able to afford intermediate housing options. A total of 55.7% of those in need are estimated to be able to afford only social rents whilst only 7.9% could afford the most expensive two groups of intermediate housing (i.e. priced close to current minimum market prices).

13. OLDER PERSON HOUSEHOLDS

13.1 Introduction

Data was collected in the survey with regard to the characteristics of households with older persons. Older people are defined as those who are 65 or over (regardless of gender). For the purpose of this chapter, households have been divided into three categories:

- Households without older persons
- Households with both older and non-older persons
- Households with only older persons

13.2 The older person population

Roughly 24.9% of households in Enfield contain an older person. The table below shows the number and percentage of households in each of the relevant categories.

Table 13.1 Older person households

<i>Categories</i>	<i>Number of h'holds</i>	<i>% of h'holds</i>
<i>Households without older persons</i>	86,118	75.1%
<i>Households with both older and other persons</i>	8,029	7.0%
<i>Households with older persons only</i>	20,471	17.9%
TOTAL	114,618	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

The remainder of the analysis in this chapter focuses on the 20,471 (615 responses) households identified as containing only older persons. (The 95% confidence interval of the figure of 20,471 older person only households is +/- 1,526 or between 18,945 and 21,997.)

13.3 Size of households containing an older person

The table below suggests that the majority of households containing only older persons in Enfield are comprised of only one or two people. The majority of these households (67.6%) contain a single person.

Table 13.2 Size of older person only households

<i>Number of persons in household</i>	<i>Older person only h'holds</i>	<i>% of h'holds</i>
<i>One</i>	13,841	67.6%
<i>Two</i>	6,630	32.4%
<i>Three</i>	0	0.0%
<i>Four or more</i>	0	0.0%
TOTAL	20,471	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

13.4 Tenure

The table below shows the housing tenures of households with and without older persons. There is a much higher proportion of older person only households in the owner-occupied sector without a mortgage and much smaller proportions in the owner-occupied (with mortgage) and private rented sector.

Table 13.3 Older person only households and tenure

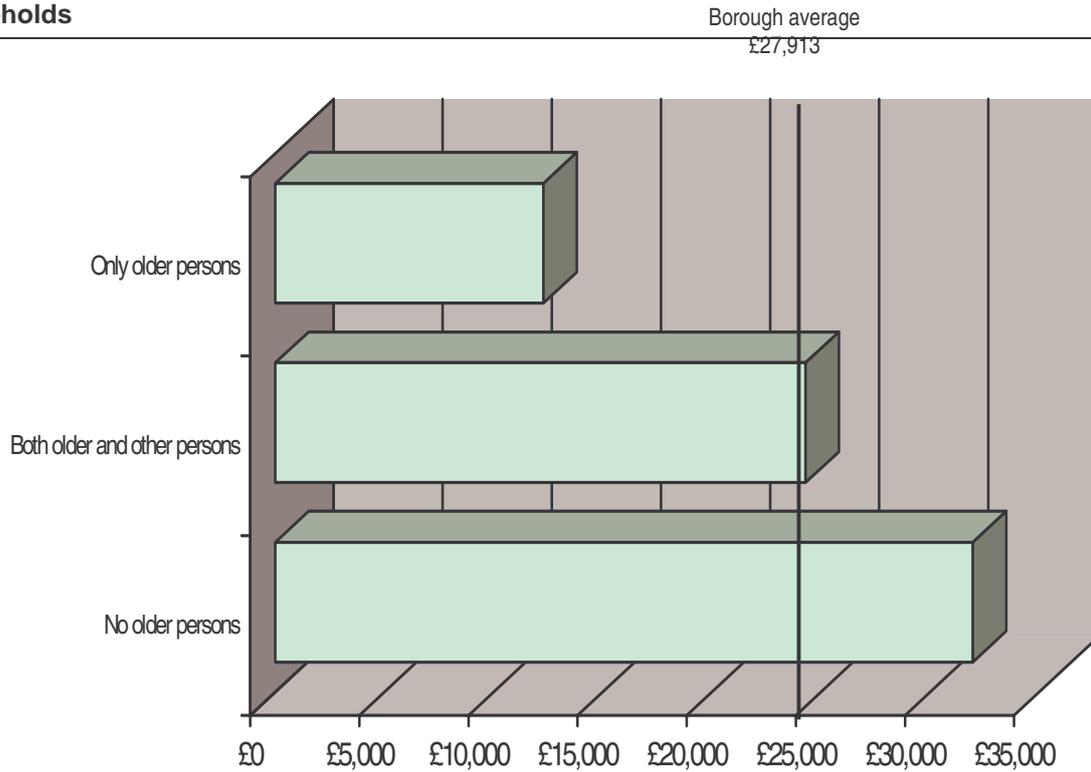
<i>Tenure</i>	<i>Older person only h'holds (number of responses)</i>	<i>% of h'holds</i>	<i>% of tenure</i>
<i>Owner-occupied (no mortgage)</i>	14,363 (435)	70.2%	41.5%
<i>Owner-occupied (with mortgage)</i>	1,204 (33)	5.9%	2.4%
<i>Council</i>	2,545 (97)	12.4%	21.4%
<i>RSL</i>	1,005 (26)	4.9%	15.4%
<i>Private rented</i>	1,354 (24)	6.6%	11.2%
TOTAL	20,471 (615)	100.0%	17.9%

Source: London Borough of Enfield - Housing Needs Survey 2005

13.5 Income

Since a large proportion of older people are no longer in the labour force, average gross earned household incomes of older person only households are considerably lower than those for households containing younger people. The average for older person only households is £12,292, which compares with an average of £27,913 for Enfield as a whole. The figure below shows a complete summary of household income by older person households.

Figure 13.1 Average gross household income (including non-housing benefits) by older person households



Source: London Borough of Enfield - Housing Needs Survey 2005

13.6 Geographical distribution

The table below provides information on the geographical distribution of households containing only older persons across the survey sub-areas of Enfield. There are a number of sub-areas with a higher than average proportion of older people only households. The areas with the highest proportions are *Cockfosters* (29.4%) and *Grange* (29.2%). *Southbury* has the lowest proportion (10.6%).

Table 13.4 Older person only households and sub-area

<i>Sub-area</i>	<i>No of h'holds with older persons only (no of respondents)</i>	<i>Total h'holds</i>	<i>% of group with older persons only</i>	<i>% of h'holds with older persons only</i>
<i>Chase</i>	888 (33)	5,483	16.2%	4.3%
<i>Turkey Street</i>	856 (24)	5,195	16.5%	4.2%
<i>Enfield Lock</i>	1,105 (33)	5,895	18.7%	5.4%
<i>Cockfosters</i>	1,537 (48)	5,226	29.4%	7.5%
<i>Highlands</i>	1,127 (46)	5,411	20.8%	5.5%
<i>Town</i>	992 (34)	6,034	16.4%	4.8%
<i>Southbury</i>	566 (17)	5,323	10.6%	2.8%
<i>Enfield Highway</i>	1,137 (28)	5,372	21.2%	5.6%
<i>Southgate</i>	547 (29)	3,820	14.3%	2.7%
<i>Grange</i>	1,528 (65)	5,236	29.2%	7.5%
<i>Bush Hill Park</i>	1,116 (33)	5,130	21.8%	5.5%
<i>Ponders end</i>	995 (19)	5,469	18.2%	4.9%
<i>Jubilee</i>	716 (16)	5,273	13.6%	3.5%
<i>Winchmore Hill</i>	956 (31)	5,343	17.9%	4.7%
<i>Haselbury</i>	760 (18)	5,550	13.7%	3.7%
<i>Lower Edmonton</i>	1,727 (35)	7,519	23.0%	8.4%
<i>Southgate Green</i>	847 (30)	5,184	16.3%	4.1%
<i>Palmers Green</i>	587 (16)	5,303	11.1%	2.9%
<i>Edmonton Green</i>	1,015 (25)	6,101	16.6%	5.0%
<i>Bowes</i>	589 (17)	4,955	11.9%	2.9%
<i>Upper Edmonton</i>	878 (18)	5,831	15.1%	4.3%
TOTAL	20,471 (615)	114,618	17.9%	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

13.7 Older person households in unsuitable housing

Only 7.4% (1,516) of the older person only households in Enfield live in unsuitable housing as defined in the HNS. This compares with an estimated 15.6% of all households across the Enfield borough. (The 95% confidence interval of the figure of 1,516 older person only households (41 responses) in unsuitable housing is +/- 455 or between 1,061 and 1,971.)

Census trends show both the over 65 and over 80 populations are declining and Enfield, along with London, is generally getting younger, suggesting that older person only households are likely to contribute less to housing needs in Enfield in the future.

13.8 Households nearing pension age

Currently about 24.9% of households in Enfield contain an older person. The table below shows the characteristics of the 7,953 households in Enfield (6.9%) whose head of household will reach old age (65 or over) within the next five years. Only 10.5% of these households reside in the social rented sector suggesting the number of older person households in this tenure will decline in the future. Some 70.9% of such households state that they are not likely to move within the next five years and of those who say they are likely to move, only 22.1% expect to remain within the Enfield borough. The out-migration of these households is likely to contribute to the decline in the population of older people in Enfield in the future. (The 95% confidence interval of the figure of 7,953 households whose head of household will reach old age (65 or over) within the next five years is +/- 1,012 or between 6,941 and 8,965.)

Below is a summary of some of the characteristics of this group of households.

Table 13.5 Characteristics of households whose heads are nearing pension age

<i>Number of Households</i>	7,953
<i>Mean Annual Gross Household Income (including benefits)</i>	£24,605
<i>Average Savings</i>	£5,825
Tenure	
<i>Owner-occupied (no mortgage)</i>	68.3%
<i>Owner-occupied (with mortgage)</i>	18.5%
<i>Council</i>	6.4%
<i>RSL</i>	4.1%
<i>Private rented</i>	2.8%
Size of Unit required	
<i>1 Bedroom</i>	72.2%
<i>2 Bedrooms</i>	20.6%
<i>3 Bedrooms</i>	2.9%
<i>4+ Bedrooms</i>	4.3%
<i>% in unsuitable housing</i>	675
<i>% with special needs</i>	911
<i>% Not likely to move within 5 years</i>	5,640

Source: London Borough of Enfield - Housing Needs Survey 2005

13.9 Summary

Some 17.9% of households in Enfield contain older persons only, and a further 7.0% contain a mix of both older and non-older persons. Older person only households are disproportionately comprised of only one person. Although the majority of older person only households live in owner-occupied accommodation, there is a significant proportion (17.3%) in the social rented sector. Demographic projections suggest that the number of older person households in the social rented sector is set to decline in the future.

14. BLACK AND MINORITY ETHNIC HOUSEHOLDS

14.1 Introduction

Information was gathered in the survey to find out the ethnic origin of the head of household (and partner if applicable) for each household sampled in the survey. The categories used on the survey forms were consistent with those used in the 2001 National Census. The ethnic breakdown of households in Enfield and respondents to the survey is presented in the table below.

Table 14.1 Ethnic groups and households

	<i>Number of households (number of responses)</i>	<i>% of all households</i>
<i>White - British</i>	78,698 (2,245)	68.7%
<i>White - Irish</i>	2,719 (75)	2.4%
<i>White - Other</i>	12,473 (347)	10.9%
<i>Mixed - White & Black Caribbean</i>	558 (14)	0.5%
<i>Mixed - White & Black African</i>	398 (11)	0.3%
<i>Mixed - White & Asian</i>	360 (9)	0.3%
<i>Mixed - Other</i>	1,223 (18)	1.1%
<i>Asian or Asian British - Indian</i>	3,173 (88)	2.8%
<i>Asian or Asian British - Pakistani</i>	406 (12)	0.4%
<i>Asian or Asian British - Bangladeshi</i>	656 (18)	0.6%
<i>Asian or Asian British - Other</i>	2,574 (63)	2.2%
<i>Black or Black British - Caribbean</i>	4,649 (105)	4.1%
<i>Black or Black British - African</i>	4,382 (108)	3.8%
<i>Black or Black British - Other</i>	701 (21)	0.6%
<i>Chinese</i>	751 (20)	0.7%
<i>Any other ethnic group</i>	897 (25)	0.8%
Total	114,618 (3,179)	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

In the interests of statistical reliability, the categories have been amalgamated together to form larger groups for analytical purposes (e.g. the *Indian, Pakistani, Bangladeshi* and *Any other Asian background* categories have been amalgamated together to form an *Asian* group in the tables that follow). The number of households within each broader group is presented in the table below. Data presented in this chapter on the *Mixed* and *Other* groups should be treated with extreme caution as it is based on a small sample of households. The table also indicates the ethnic breakdown of household heads according to the 2001 Census for comparison. This suggests that the survey slightly underestimates the number of households with a Black or Minority Ethnic household head, most notably those with a Black or Black British head of household. This is a result of the random nature of the sampling process and does not affect the reliability of the results displayed for each ethnic group.

Table 14.2 Ethnic groups and households

	<i>Number of households (number of responses)</i>	<i>95% confidence interval</i>	<i>% of all households</i>	<i>2001 Census results</i>
<i>White</i>	93,889 (2,667)	92,813 – 94,985	81.9%	80.6%
<i>Mixed</i>	2,539 (52)	1,953 – 3,125	2.2%	1.6%
<i>Asian & Asian British</i>	6,809 (181)	5,867 – 7,751	5.9%	6.1%
<i>Black & Black British</i>	9,733 (234)	8,622 – 1,111	8.5%	10.1%
<i>Chinese & Other</i>	1,648 (45)	1,174 – 2,122	1.4%	1.5%
Total	114,618 (3,179)	-	100.0%	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

Throughout this report many of the housing needs variables (e.g. unsuitable housing, household income) are tabulated along with the amalgamated ethnic groups. This chapter details some additional survey findings. For the analysis in this chapter the ethnic group of the survey respondent is taken to represent the head of household.

It is of value at this stage to present the latest data from the 2001 Census on the detailed ethnic group of all people in Enfield. This is presented in the table below.

Table 14.3 Number of people in each expanded ethnic group in Enfield

	<i>Number of people</i>	<i>% of all people</i>
British, Mixed British	156,550	57.7%
Irish	8,379	3.1%
English	7,415	2.7%
Cypriot (part not stated)	1,885	0.7%
Greek	2,271	0.8%
Greek Cypriot	8,555	3.2%
Turkish	5,931	2.2%
Turkish Cypriot	4,225	1.6%
Italian	2,698	1.0%
Polish	345	0.1%
Commonwealth of (Russian) Independent States	278	0.1%
Kosovan	335	0.1%
Albanian	200	0.1%
Mixed: Irish and other white	339	0.1%
Other white European, European Mixed	4,958	1.8%
Other mixed white	1,046	0.4%
Other white, white unspecified	3,035	1.1%
White and Black Caribbean	2,518	0.9%
White and Black African	1,031	0.4%
White and Asian	2,179	0.8%
Other Mixed, Mixed unspecified	1,366	0.5%
Indian or British Indian	10,683	3.9%
Pakistani or British Pakistani	1,707	0.6%
Bangladeshi or British Bangladeshi	3,499	1.3%
East African Asian	222	0.1%
Sri Lankan	1,625	0.6%
Caribbean Asian	327	0.1%
British Asian	490	0.2%
Other Asian, Asian unspecified	443	0.2%
Black Caribbean	14,308	5.3%
Black African	11,477	4.2%
Somali	228	0.1%
Black British	1,590	0.6%
Mixed Black	340	0.1%
Other Black, Black unspecified	233	0.1%
Chinese	1,998	0.7%
Vietnamese	211	0.1%
Japanese	261	0.1%
Filipino	510	0.2%
Arab	370	0.1%
North African	242	0.1%
Middle Eastern (excluding Israeli, Iranian and 'Arab')	325	0.1%
Iranian	566	0.2%
Kurdish	1,425	0.5%
South and Central American	372	0.1%
Multi-ethnic islands	1,977	0.7%
Iranian	491	0.2%
Total	271,459	100.0%

Source: Census 2001

14.2 Household size

The number of persons in each household disaggregated by ethnic origin is shown in the table below.

Table 14.4 Household size and ethnicity

Number of persons in household		Ethnic group					ALL H'HOLDS
		White	Mixed	Asian & Asian British	Black & Black British	Chinese & Other	
Number	One	30,976	877	1,032	2,505	411	35,800
	Two	28,470	621	1,726	2,305	238	33,360
	Three	14,681	485	1,518	2,280	449	19,413
	Four or more	19,762	556	2,533	2,643	550	26,045
	TOTAL	93,889	2,539	6,809	9,733	1,648	114,618
Percentage	One	33.0%	34.5%	15.2%	25.7%	24.9%	31.2%
	Two	30.3%	24.5%	25.3%	23.7%	14.4%	29.1%
	Three	15.6%	19.1%	22.3%	23.4%	27.2%	17.0%
	Four or more	21.0%	21.9%	37.2%	27.2%	33.4%	22.7%
	TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Average hh size		2.34	2.46	3.05	2.75	2.96	2.43

Source: London Borough of Enfield - Housing Needs Survey 2005

It can be observed that *Asian & Asian British* households have the highest average household size with an estimated 3.05 persons per household (the 95% confidence interval is +/- 0.19404). In contrast *White* households have the lowest average household size at 2.34 persons per household (the 95% confidence interval is +/- 0.05096). These figures compare with an Enfield average of 2.43 persons per household, which is similar to the figure of 2.45 calculated in the last Census.

37.2% of *Asian & Asian British* households live in a household containing 4 or more people, this compares to just 21.0% of *White* households. Almost two-thirds (63.3%) of *White* households contain one or two people, whereas this is the case for under half of *Asian & Asian British* and *Black & Black British* households (40.5% and 49.4% respectively). This reflects the larger proportion of pensioner only households in the *White* population as is illustrated in the table below. This table shows how household size varies when the household composition within each ethnic group is considered. The results within this table should be treated with caution as they are based on a small sample, however.

Table 14.5 Ethnicity of Household type and household size (number of responses)

Ethnic group	Household type	Number of persons in household				TOTAL
		One	Two	Three	Four or more	
White	Households with children	0 (0)	2,192 (65)	6,964 (205)	14,836 (437)	23,992 (707)
	Non-pensioner households without children	17,997 (434)	19,972 (600)	7,717 (215)	4,925 (127)	50,611 (1,376)
	Pensioner only households	12,979 (354)	6,306 (230)	0 (0)	0 (0)	19,285 (584)
	ALL H'HOLDS	30,976 (788)	28,470 (895)	14,681 (420)	19,761 (564)	93,888 (2,667)
Mixed	Households with children	0 (0)	324 (10)	240 (8)	556 (9)	1,120 (27)
	Non-pensioner households without children	712 (10)	298 (8)	246 (5)	0 (0)	1,256 (23)
	Pensioner only households	165 (2)	0 (0)	0 (0)	0 (0)	165 (2)
	ALL H'HOLDS	877 (12)	622 (18)	486 (13)	556 (9)	2,541 (52)
Asian & Asian British	Households with children	0 (0)	101 (3)	629 (15)	1,378 (41)	2,108 (59)
	Non-pensioner households without children	841 (17)	1,344 (38)	889 (23)	1,155 (29)	4,229 (107)
	Pensioner only households	191 (6)	281 (9)	0 (0)	0 (0)	472 (15)
	ALL H'HOLDS	1,032 (23)	1,726 (50)	1,518 (38)	2,533 (70)	6,809 (181)
Black & Black British	Households with children	0 (0)	705 (15)	1,635 (43)	2,382 (64)	4,722 (122)
	Non-pensioner households without children	2,094 (41)	1,557 (39)	646 (16)	262 (5)	4,559 (101)
	Pensioner only households	411 (9)	42 (2)	0 (0)	0 (0)	453 (11)
	ALL H'HOLDS	2,505 (50)	2,304 (56)	2,281 (59)	2,644 (69)	9,734 (234)
Chinese & Other	Households with children	0 (0)	56 (2)	388 (11)	449 (11)	893 (24)
	Non-pensioner households without children	316 (8)	182 (5)	61 (2)	102 (3)	661 (18)
	Pensioner only households	95 (3)	0 (0)	0 (0)	0 (0)	95 (3)
	ALL H'HOLDS	411 (11)	238 (7)	449 (13)	551 (14)	1,649 (45)

14.3 Tenure

The table below shows ethnic group and tenure. The data clearly shows that Black & Black British and Mixed households are more likely to be living in the social rented and private rented sector and are less likely to be owner-occupiers (without a mortgage). (The sample of Mixed households in the survey was small so this data should be treated with caution.) Furthermore Asian & Asian British households are more likely to be owner-occupiers (with a mortgage) – 48.7% compared to 43.1% of all households in Enfield.

Table 14.6 Tenure and ethnicity

Tenure	Ethnic group						
	White	Mixed	Asian & Asian British	Black & Black British	Chinese & Other	ALL H'HOLDS	
Number	Owner-occupied (no mortgage)	31,605	192	1593	917	333	34,641
	Owner-occupied (with mortgage)	40,229	764	3,318	4,347	781	49,438
	Council	8,985	488	451	1,624	370	11,919
	RSL	4,560	344	419	1,084	101	6,508
	Private rented	8,510	751	1,028	1,760	63	12,112
	TOTAL	93,889	2,539	6,809	9,733	1,648	114,618
Percentage	Owner-occupied (no mortgage)	33.7%	7.6%	23.4%	9.4%	20.2%	30.2%
	Owner-occupied (with mortgage)	42.8%	30.1%	48.7%	44.7%	47.4%	43.1%
	Council	9.6%	19.2%	6.6%	16.7%	22.5%	10.4%
	RSL	4.9%	13.5%	6.2%	11.1%	6.1%	5.7%
	Private rented	9.1%	29.6%	15.1%	18.1%	3.8%	10.6%
	TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

When the household composition within each ethnic group is compared with tenure, as is presented in the table below, it can be seen that it is principally households with children within the Mixed and Black & Black British groups that are most likely to be in the social rented sector. The table also suggests that there is a greater propensity toward owner occupation for all household types within the Asian & Asian British population. The results within this table should be treated with caution as they are based on a small sample, however.

Table 14.7 Ethnicity of Household type and tenure (number of responses)

Ethnic group	Household type	Tenure					TOTAL
		Owner-occupied (no mortgage)	Owner-occupied (with mortgage)	Council	RSL	Private rented	
White	Households with children	1,948 (56)	14,679 (429)	2,857 (114)	2,390 (62)	2,117 (46)	23,991 (707)
	Non-pensioner households without children	16,011 (448)	24,480 (647)	3,696 (133)	1,258 (29)	5,166 (119)	50,611 (1,376)
	Pensioner only households	13,646 (414)	1,069 (30)	2,432 (93)	913 (24)	1,226 (23)	19,286 (584)
	ALL H'HOLDS	31,605 (918)	40,228 (1,106)	8,985 (340)	4,561 (115)	8,509 (188)	93,888 (2,667)
Mixed	Households with children	0 (0)	248 (6)	363 (13)	183 (4)	325 (4)	1,119 (27)
	Non-pensioner households without children	155 (4)	516 (11)	125 (3)	160 (3)	298 (2)	1,254 (23)
	Pensioner only households	37 (1)	0 (0)	0 (0)	0 (0)	128 (1)	165 (2)
	ALL H'HOLDS	192 (5)	764 (17)	488 (16)	343 (7)	751 (7)	2,538 (52)
Asian & Asian British	Households with children	182 (6)	1,347 (34)	175 (8)	249 (7)	155 (4)	2,108 (59)
	Non-pensioner households without children	1,019 (29)	1,943 (48)	225 (8)	171 (5)	873 (17)	4,231 (107)
	Pensioner only households	393 (12)	28 (1)	51 (2)	0 (0)	0 (0)	472 (15)
	ALL H'HOLDS	1,594 (47)	3,318 (83)	451 (18)	420 (12)	1,028 (21)	6,811 (181)
Black & Black British	Households with children	94 (2)	2,280 (56)	1,070 (36)	650 (17)	627 (11)	4,721 (122)
	Non-pensioner households without children	631 (14)	1,960 (43)	493 (16)	342 (9)	1,134 (19)	4,560 (101)
	Pensioner only households	192 (5)	107 (2)	62 (2)	92 (2)	0 (0)	453 (11)
	ALL H'HOLDS	917 (21)	4,347 (101)	1,625 (54)	1,084 (28)	1,761 (30)	9,734 (234)
Chinese & Other	Households with children	0 (0)	478 (11)	278 (9)	101 (3)	35 (1)	892 (24)
	Non-pensioner households without children	238 (7)	302 (7)	92 (3)	0 (0)	28 (1)	660 (18)
	Pensioner only households	95 (3)	0 (0)	0 (0)	0 (0)	0 (0)	95 (3)
	ALL H'HOLDS	333 (10)	780 (18)	370 (12)	101 (3)	63 (2)	1,647 (45)

14.4 Vulnerable persons and age

The first table below shows ethnic group and the presence in the household of someone with accessibility or support needs. The second table below shows ethnic group and the presence in the household of older persons. The results clearly show that Asian & Asian British households are more likely than other households to contain people with accessibility or support needs whereas White households are more likely to contain older person only households.

Table 14.8 Accessibility or support needs and ethnicity

Accessibility or support needs	Ethnic group					ALL H'HOLDS
	White	Mixed	Asian & Asian British	Black & Black British	Chinese & Other	
Accessibility or support needs	9,801	343	980	662	133	11,919
No accessibility or support needs	84,088	2,196	5,829	9,071	1,514	102,699
TOTAL	93,889	2,539	6,809	9,733	1,648	114,618
Accessibility or support needs	10.4%	13.5%	14.4%	6.8%	8.1%	10.4%
No accessibility or support needs	89.6%	86.5%	85.6%	93.2%	91.9%	89.6%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

Table 14.9 Age of household members and ethnicity

Age group	Ethnic group					ALL H'HOLDS
	White	Mixed	Asian & Asian British	Black & Black British	Chinese & Other	
No older people	67,968	2,297	5,549	8,775	1,528	86,117
Both older & non older people	6,636	77	788	504	25	8,030
Older people only	19,286	165	472	453	95	20,471
TOTAL	93,889	2,539	6,809	9,733	1,648	114,618
No older people	72.4%	90.5%	81.5%	90.2%	92.7%	75.1%
Both older & non older people	7.1%	3.0%	11.6%	5.2%	1.5%	7.0%
Older people only	20.5%	6.5%	6.9%	4.7%	5.8%	17.9%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

14.5 Geographical distribution

The table below provides information on the geographical distribution of BME households.

Table 14.10a Geographical distribution of ethnic groups – number of households

Sub-area	Ethnic group					ALL H'HOLDS
	White	Mixed	Asian & Asian British	Black & Black British	Chinese & Other	
Chase	5,242	0	134	0	107	5,483
Turkey Street	4,628	43	106	242	140	5,159
Enfield Lock	4,751	104	179	738	122	5,895
Cockfosters	4,624	141	330	97	35	5,226
Highlands	5,039	21	164	128	60	5,411
Town	5,682	21	199	131	0	6,034
Southbury	4,742	112	95	374	0	5,323
Enfield Highway	4,580	152	131	399	110	5,371
Southgate	3,450	0	309	37	24	3,820
Grange	4,906	24	155	130	21	5,236
Bush Hill Park	4,788	0	213	38	92	5,130
Ponders end	3,593	114	490	1,188	84	5,469
Jubilee	3,189	247	595	1,147	96	5,273
Winchmore Hill	4,911	39	137	256	0	5,343
Haselbury	4,213	230	506	548	52	5,550
Lower Edmonton	5,631	216	556	981	136	7,519
Southgate Green	4,013	173	536	343	119	5,184
Palmers Green	4,297	131	544	217	115	5,304
Edmonton Green	4,052	176	310	1,495	68	6,101
Bowes	4,058	130	384	275	108	4,955
Upper Edmonton	3,503	467	735	969	158	5,831
TOTAL	93,889	2,539	6,809	9,733	1,648	114,618

Source: London Borough of Enfield - Housing Needs Survey 2005

Table 14.10b Geographical distribution of ethnic groups – number of responses

Sub-area	Ethnic group					ALL RESP'S
	White	Mixed	Asian & Asian British	Black & Black British	Chinese & Other	
Chase	175	0	5	0	3	183
Turkey Street	124	1	3	6	4	138
Enfield Lock	131	3	5	20	3	162
Cockfosters	139	4	9	3	1	156
Highlands	190	1	6	4	2	203
Town	178	1	6	4	0	189
Southbury	131	3	3	10	0	147
Enfield Highway	108	4	3	8	3	126
Southgate	159	0	15	2	1	177
Grange	194	1	5	4	1	205
Bush Hill Park	129	0	6	1	2	138
Ponders end	70	3	10	22	2	107
Jubilee	65	1	11	23	2	102
Winchmore Hill	141	1	4	7	0	153
Haselbury	90	6	11	11	1	119
Lower Edmonton	112	4	13	26	4	159
Southgate Green	151	2	18	11	5	187
Palmers Green	117	4	15	6	4	146
Edmonton Green	86	4	9	36	1	136
Bowes	108	4	11	8	3	134
Upper Edmonton	69	5	13	22	3	112
TOTAL	2,667	52	181	234	45	3,179

Source: London Borough of Enfield - Housing Needs Survey 2005

14.6 Summary

The survey revealed that 81.9% of Enfield households are White, with 8.5% Black & Black British, 5.9% Asian & Asian British, 2.2% Mixed & 1.4% in the Other ethnic groups. The survey showed that Asian & Asian British households have a larger average household size than other households. Additionally, results show that Black & Black British households were more likely than Enfield as a whole to be living in the council rented sector. Finally, the survey results suggest that White households are particularly likely to be made up of only older people whereas Asian & Asian British households were more likely to contain someone with accessibility or support needs.

15. OVERCROWDING AND UNDER-OCCUPATION

15.1 Introduction

This chapter briefly studies the extent of overcrowding and under-occupation of households living in each individual tenure group. The standards used to check for overcrowding/under-occupation were as follows:

- Overcrowding: each household was assessed as to the number of bedrooms required. Any household without enough bedrooms to sleep persons was deemed to be over-crowded.
- Under-occupation: households with more than one spare bedroom are deemed to be under-occupied.

It should be noted that the level of overcrowding shown in this chapter differs slightly from the figure shown in Chapter 6, this is because the overcrowding measure used in the main assessment of unsuitable housing includes an allowance for the overcrowding to be resolved by potential households moving out of their current accommodation.

15.2 Overcrowding and under-occupation

The table below shows a comparison between the number of bedrooms in each home against the number of bedrooms required for all households.

Table 15.1 Overcrowding and under-occupation

Number of bedrooms required	Number of bedrooms in home				TOTAL
	1	2	3	4+	
1 bedroom	13,976	20,689	21,311	4,286	60,262
2 bedrooms	2,540	9,937	16,929	3,884	33,290
3 bedrooms	134	2,392	9,889	4,520	16,935
4+ bedrooms	36	497	1,655	1,942	4,130
TOTAL	16,686	33,515	49,784	14,632	114,618

Source: London Borough of Enfield Housing Needs Survey 2003

KEY: Overcrowded households Under-occupied households

Note: The bottom two cells of the 4+ bedroom column contain some households that are either overcrowded or under-occupied – for example they may require three bedrooms but live in a five bedroom property or may require five bedroom property but currently be occupying a four bedroom property.

The above table shows that:

- **Overcrowded:** 6.8% of households = 7,763 households
- **Under-occupied:** 26.7% of households = 30,611 households

These totals include the overcrowded and under-occupied homes within the unspecified cells.

(i) *Owner-occupied (no mortgage)*

Table 15.2 Overcrowding and under-occupation for owner-occupiers (no mortgage)

Number of bedrooms required	Number of bedrooms in home				TOTAL
	1	2	3	4+	
1 bedroom	1,903	7,608	12,307	2,969	24,787
2 bedrooms	103	748	4,317	1,357	6,525
3 bedrooms	0	99	1,653	993	2,745
4+ bedrooms	0	0	235	349	584
TOTAL	2,006	8,455	18,512	5,668	34,641

Source: London Borough of Enfield Housing Needs Survey 2003

KEY:  Overcrowded households  Under-occupied households

The above table shows that:

- **Overcrowded:** 1.4% of households = 474 households
- **Under-occupied:** 49.1% of households = 17,002 households

(ii) *Owner-occupied (with mortgage)*

Table 15.3 Overcrowding and under-occupation for owner-occupiers (with mortgage)

Number of bedrooms required	Number of bedrooms in home				TOTAL
	1	2	3	4+	
1 bedroom	4,672	7,974	7,178	1,163	20,987
2 bedrooms	351	3,710	10,667	2,306	17,034
3 bedrooms	0	736	5,496	3,218	9,450
4+ bedrooms	0	101	846	1,018	1,965
TOTAL	5,023	12,521	24,187	7,705	49,438

Source: London Borough of Enfield Housing Needs Survey 2003

KEY:  Overcrowded households  Under-occupied households

The above table shows that:

- **Overcrowded:** 4.5% of households = 2,205 households
- **Under-occupied:** 23.1% of households = 11,409 households

(iii) Council tenants

Table 15.4 Overcrowding and under-occupation in the Council sector

Number of bedrooms required	Number of bedrooms in home				TOTAL
	1	2	3	4+	
1 bedroom	2,999	1,875	685	14	5,573
2 bedrooms	722	2,477	629	72	3,900
3 bedrooms	45	568	1,403	70	2,086
4+ bedrooms	0	48	283	28	359
TOTAL	3,766	4,968	3,000	184	11,919

Source: London Borough of Enfield Housing Needs Survey 2003

KEY:

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 Overcrowded households

--

 Under-occupied households

The above table shows that:

- **Overcrowded:** 14.2% of households = 1,695 households
- **Under-occupied:** 6.5% of households = 771 households

(iv) Registered Social Landlord tenants

Table 15.5 Overcrowding and under-occupation in the RSL sector

Number of bedrooms required	Number of bedrooms in home				TOTAL
	1	2	3	4+	
1 bedroom	1,424	690	98	0	2,212
2 bedrooms	568	1,337	375	90	2,370
3 bedrooms	89	583	816	201	1,689
4+ bedrooms	0	0	171	64	235
TOTAL	2,081	2,610	1,460	355	6,508

Source: London Borough of Enfield Housing Needs Survey 2003

KEY:

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 Overcrowded households

--

 Under-occupied households

The above table shows that:

- **Overcrowded:** 22.2% of households = 1,445 households
- **Under-occupied:** 2.9% of households = 189 households

(v) Private rented

Table 15.6 Overcrowding and under-occupation in the private rented sector

Number of bedrooms required	Number of bedrooms in home				TOTAL
	1	2	3	4+	
1 bedroom	2,978	2,542	1,042	139	6,701
2 bedrooms	796	1,666	941	59	3,462
3 bedrooms	0	406	520	36	962
4+ bedrooms	36	348	120	484	988
TOTAL	3,810	4,962	2,623	718	12,113

Source: London Borough of Enfield Housing Needs Survey 2003

KEY:  Overcrowded households  Under-occupied households

The above table shows that:

- **Overcrowded:** 16.1% of households = 1,945 households
- **Under-occupied:** 10.2% of households = 1,240 households

15.3 Summary

This brief chapter looked at over-crowding and under-occupation. The results suggest that 6.8% of all households are overcrowded and 26.7% under-occupy their dwelling. The owner-occupied (no mortgage) sector showed particularly low levels of overcrowding and high levels of under-occupation. The opposite was the case in the social rented sector.

SECTION E: BROADER HOUSING MARKET & FUTURE CHANGES

This section considers the characteristics of the broader housing market in Enfield and considers the question of how far the housing market is 'balanced' and hence what changes may be desirable.



16. GENERAL TYPES OF MARKET HOUSING

16.1 Introduction

Emphasis on the examination of the whole market as part of a Housing Needs Assessment has been a theme of Government policy at least since the publication of PPG3 (2000). In March 2003, in *Government's Response to theSelect Committee's Report on Affordable Homes' (Cm 5783)* the Government emphasises (page 5):

- (i) The integration of market and affordable housing plans within market areas
- (ii) That a broader range of housing needs should be met
- (iii) That regional housing strategies will be formed, with regional budgets for a Social Housing Grant to support them

In an attempt to broaden the detail of the analysis this chapter sets out some of the key characteristics of general market housing, as derived from the sample survey as a precursor to the balancing housing market analysis presented in the following chapter.

16.2 Owner-occupied sector

About 70% of households in Britain are now owner-occupiers. This has increased over the past 100 years from single figures, under the influence of various tax advantages and the generally increasing value of houses due to the general shortage of housing at least in the more attractive parts of the country means they are viewed as a good investment.

The ODPM Communities Plan, indicates that there is a demand for some 150,000 new dwellings per annum, against a current production of 120,000. Thus the Government is seeking to encourage more house-building. This is constrained by the long established emphasis on brownfield sites rather than the green-field ones that are usually cheaper and easier to develop.

It is useful for the Council to have information concerning supply and turnover of market housing in order to inform planning control. In particular, councils will want to ensure that new developments meet demand with regard to dwelling size and type. In general, housebuilders will want to build larger dwellings for in-migrants but often the local net demand may be for smaller units.

Analysis of survey data indicates that the owner-occupied sector in Enfield is more biased towards those with a mortgage (49,438) than those without (34,641). The former households have incomes which are on average much higher than all tenures (£39,495 against £27,913 – see chapter 4); the latter much lower (£22,927). The table below shows the size profile of the owner-occupied stock in Enfield.

Table 16.1 Size of dwellings (number of bedrooms) in the owner-occupied stock

<i>Number of bedrooms</i>	<i>Number of households</i>	<i>% of households</i>
<i>1 bedroom</i>	7,029	8.4%
<i>2 bedrooms</i>	20,976	24.9%
<i>3 bedrooms</i>	42,699	50.8%
<i>4+ bedrooms</i>	13,374	15.9%
TOTAL	84,079	100.0%

Source: London Borough of Enfield - Housing Needs Survey 2005

The table above shows the number of bedrooms available in owner-occupied housing. The data suggests that the majority of dwellings have two or three bedrooms in them. Only 8.4% have one bedroom.

It is possible to add to this data by looking at the relative turnover of each dwelling size. The table below shows the number of households who have been living in their current home for less than five years within each size category.

Table 16.2 Turnover of dwellings in the owner-occupied stock by size of dwelling (number of bedrooms)

<i>Number of bedrooms</i>	<i>Number moving in past five years</i>	<i>Number of households</i>	<i>Turnover of stock</i>	<i>Estimated annual turnover rate</i>
<i>1 bedroom</i>	3,258	7,029	46.4%	11.7%
<i>2 bedrooms</i>	7,502	20,976	35.8%	8.5%
<i>3 bedrooms</i>	8,870	42,699	20.8%	4.6%
<i>4+ bedrooms</i>	2,926	13,374	21.9%	4.8%
TOTAL	22,556	84,079	26.8%	6.1%

Source: London Borough of Enfield - Housing Needs Survey 2005

N.B. The calculated turnover rate slightly underestimates the total turnover over a five year period in the dwellings surveyed. This is because for properties with more than one move in the period, only the most recent move will have been counted.

The recent mover data points to an overall turnover rate of 6.1%, although this will be a slight underestimation of total turnover for the dwellings concerned. Turnover of one bedroom

dwellings is greater than for all the other sizes, although the small number of these units in Enfield means it is of limited numerical significance.

16.3 The private rented sector – the national picture

The private rented sector is an important part of the housing spectrum in an area. It can be an important transitional tenure. In some cases the private rented sector is a stage in the progress of a household moving into owner occupation. In some cases it may be a stage in the move by a household into social rented housing.

In more detail, and as a market sector, private rented housing plays an important role. It meets:

- (i) The needs of business people who have short term reasons for staying in a place (e.g. for six months or a year, when it would not be worth the time and transactional cost of buying property).
- (ii) The needs of those planning entry to the owner occupied market but who have not had time either to find suitable property or accumulate a sufficient deposit to do so.
- (iii) The needs of those who obtain suitable housing with the aid of housing benefit in the private rented sector but who cannot afford to buy.
- (iv) The needs of Government placed households (host borough and other borough homeless priority need households, NASS asylum seeker and Children's Act placed households).

The latter group of private tenants grew as a result of the great expansion of Housing Benefit payments after the end of council house-building programmes in the late 1980's. In many parts of Britain a class of 'benefit landlords' are providing usually rather poor quality housing in units which are available at below the ceiling set for HB.

It is possible to find many parts of the country where the advertisements of flats to let are accompanied by stern warnings: 'No DSS' which means 'no tenants on HB'. As a result, and where the HB driven demand is large enough, a market response has arisen. As the Guide implies, though, the quality of what is offered is unlikely to provide adequate long term housing.

The 2001 Census has revealed a considerable growth in the private rented sector over the past decade or so (from 6.8% to 12.0% nationally). This has been particularly driven by 'buy to let' mortgages, which allow purchasers a cheaper mortgage on account of the stream of rental income

which will follow purchase. People purchasing property for this purpose are usually aiming to let it out to high-earning professionals or government agencies (NASS and local authorities) as these groups can provide the highest rents. This is a welcome extra source of private rental housing, but is quite distinct from the accommodation that can be afforded at the housing need end of the private rented sector.

16.4 The private rented sector - Enfield

As is the case nationally, the private rented sector is an important part of the housing spectrum in Enfield. Analysis of the data collected by the Greater London Authority on rents in the boroughs of London, as presented in the private sector rents bulletin, suggests that compared to the neighbouring boroughs of Barnet, Waltham Forest and Haringey, private sector rents in Enfield are relatively cheap.

Analysis of survey data indicates that the private rented sector accounts for around 10.6% of all households in Enfield. The table below shows size of dwellings in the private rented sector and the relative turnover of the stock. Overall, the data shows that turnover of stock is much higher in the private rented sector, which would be expected. It is also clear that the number of one bedroom properties is proportionately much larger in the private rented sector (33.5% of all private rented stock). The estimated annual turnover rate in the private rented sector is 22.4% compared to 6.1% in the owner-occupied sector.

The survey data suggests that the private rented sector constitutes the largest proportion of housing stock in the wards of Ponders End, Lower Edmonton and Enfield Lock.

Table 16.3 Turnover of dwellings in the private rented stock by size of dwelling (number of bedrooms)

<i>Number of bedrooms</i>	<i>Number moving in past five years</i>	<i>Number of households</i>	<i>Turnover of stock</i>	<i>Estimated annual turnover rate</i>
<i>1 bedroom</i>	2,915	3,810	76.5%	25.2%
<i>2 bedrooms</i>	3,424	4,961	69.0%	20.9%
<i>3 bedrooms</i>	1,792	2,623	68.3%	20.6%
<i>4+ bedrooms</i>	562	718	78.3%	26.4%
TOTAL	8,694	12,112	71.8%	22.4%

Source: London Borough of Enfield - Housing Needs Survey 2005

N.B. The calculated turnover rate slightly underestimates total turnover over a five year period in the dwellings surveyed. This is because for properties with more than one move in the period, only the most recent move will have been counted.

The private rented sector in Enfield plays an important role. It meets:

- (i) The needs of business people who have short term reasons for staying in a place (e.g. for six months or a year, when it would not be worth the time and transactional cost of buying property). These transient business people require relatively short-term lets and therefore create a high turnover of stock.
- (ii) The needs of those planning entry to the owner occupied market but who have not had time either to find suitable property or accumulate a sufficient deposit to do so. The relatively low costs of renting a home privately in Enfield (as compared to neighbouring boroughs) means that it is realistic for households to save money towards purchasing a home later on.
- (iii) The needs of those who obtain suitable housing with the aid of housing benefit in the private rented sector but who cannot afford to buy. The number of Enfield residents that have secured suitable affordable housing through HB is both significant and has increased over the past year. The Council operates a 'homefinder' scheme for people in priority need threatened with homelessness, who wish to live in the private rented sector with the assistance of HB. The scheme is very popular and oversubscribed.
- (iv) The needs of Government placed households (host borough and other borough homeless priority need households, NASS asylum seeker and Children's Act placed households). These are people who have made an application to be declared as statutorily homeless by the Council, so that they may, if accepted as homeless, be entitled to state assistance with finding accommodation. It is estimated that these households currently constitute around a quarter to a third of the private rented sector in Enfield. The latest figure available from the Council suggests that there were 2,963 homeless households in priority need in temporary accommodation as of 31st March 2004. The number of households that are homeless from neighbouring local authorities that are being housed in the Enfield private rented sector is 495 (as of September 2004). In addition, data from the National Asylum Support Service (NASS) shows that there were 375 asylum seekers in NASS supported accommodation in Enfield at the end of December 2003. This is the second highest number in any London Borough. In most instances NASS supported accommodation is short-term housing in private rented dwellings.

16.5 Summary

Emphasis on examination of the whole market as part of a HNS has been a theme of Government policy at least since the publication of PPG3 (2000). In the *Sustainable Communities* programme for action (February 2003) written in the light of the Urban and Rural White Papers, it is forecast that there will be 155,000 new households each year, most of them wanting to be owner occupiers, while at the same time there has been a gradual drop in house-building (now mainly private sector) to about 120,000 dwellings per annum. Thus a shortfall of market housing exists, and is increasing with the passing years.

Analysis suggests that the owner-occupied sector accounts for around 73.4% of the total housing stock and is dominated by two and three bedroom properties. The estimated annual turnover rate is around 6.1% which compares to 22.4% in the private rented sector.

17. BALANCING HOUSING MARKETS

17.1 Introduction

A traditional housing needs survey (HNS) can be criticised for not paying enough attention to the broader housing requirements of a local authority area. Generally this implies studying the requirements for additional private sector housing. This suggestion, indeed, appears in the ODPM guidance on HNS (under the heading of ‘Gross Flows’).

ODPM Guide

‘A further development of the approach (the Basic Needs Assessment Model) together with demographic components is to try to build a model showing the gross annual flows of households between each of the main tenures within the district. Such a model would also show the flows of new and migrant households into the system and of dissolving and out-migrating households out of the system’. [Appendix A7.4 (page 157)]

17.2 ODPM Guide’s View

The general aim of the approach is to build a picture of how households move within and between different tenures and also how new households join the system and others leave (e.g. new household formation or dissolution through death). By including demographic information it is expected that such a model could help to estimate the tenures and sizes of dwellings required/demanded in the future.

The ODPM guidance does however note that *‘It has so far been more difficult to apply this approach at the local level than at the national and regional level’*. The Guide says:

ODPM Guide

‘The gross flows approach may be thought of as a matrix of housing ‘origins and destinations’. The value of this approach is that it makes the connections between what is happening in the private sector and the social sector explicit. It keeps track of households, who can’t just disappear without trace, and draws particular attention to the roles of migration and private renting. It’s greatest value is likely to be in drawing attention to tenure imbalances, and especially in highlighting the role of the private rented sector.’ [Appendix A7.4 (page 157)]

It would appear from this that the authors of the Guide envisaged the gross flows approach as a means of projecting future tenure.

17.3 Why gross flows cannot predict tenure

Actual past (or even projected future) changes in the proportions of dwellings in each of various tenure groups should not be considered as indicative of what should happen in order to best meet the housing needs (both affordable and market) of households in the future. In the jargon, such data has no 'normative' value: it contains no element of judgement.

Examples of why gross flows is not a satisfactory predictor are easy to cite:

- (i) If in a local authority area over a period of time (say a year) nothing but four bedroom owner-occupied dwellings are built then the gross flows methodology would show that nothing but four bedroom owner-occupied homes are required in the future (even if there is a significant need for additional affordable housing).
- (ii) On the other hand another local authority may have needed (and been able) to build a significant number of additional affordable units, the gross flows approach would indicate that the LA still required large numbers of affordable housing units (which might not be the case).

In other words, a gross flows approach as a forecasting method simply repeats what has happened. This is not only pointless, but highly unlikely to be an accurate prediction of what either may or should happen. Thus a Gross Flows approach is not a useful part of any forecasting of the future of housing in an area.

17.4 Adaptation of Gross Flows

The 'balance' idea inherent in Gross Flows can be adapted to be of practical use. In order to enable the approach to make a useful contribution, it is necessary to develop it somewhat. This discussion sets out to do that.

In our revised approach, some figures are derived from past trends in the HNS. We also use information about households future preferences and expectations along with affordability information. This distinguishes it from conventional Gross Flows, and also permits the approach to cast some new light on the future.

Whilst we would still expect households stated behaviour to be constrained by market realities, this revised approach has the advantage of not simply mirroring the past. This approach has the advantage of helping to avoid any 'unbalancing' actions which may have been at work.

17.5 Background to analysis

The sources of future housing demand can, with reasonable certainty, be limited to the following general categories:

1. Household formation
2. Households moving within an area
3. In-migrant households

In a similar way, there are three broad sources of supply of housing:

1. Households moving within an area
2. Households out-migrating
3. Household dissolution through death

The derivation of each of these is shown below:

Table 17.1 Source and method of demand/supply information

<i>Element</i>	<i>Description of analysis</i>
<i>Total dwelling/ household growth</i>	Estimated from HIP projection information
DEMAND	
<i>Household formation</i>	Number of households forming over the next five years who will be looking to remain living in Enfield (from survey results)
<i>In-migrant households</i>	Number is based on the net difference between household growth, household formation, out-migration and household dissolution. The profile of these households is based on actual housing secured by in migrating households over the past five years
<i>Existing households moving within Enfield</i>	Total figure and profile of these households based on existing households stating a need to move over the next five years and who would be looking to remain in Enfield.
SUPPLY	
<i>Supply from household dissolution</i>	Based on applying age specific national mortality statistics (2000) to the local population to estimate the proportion of households who are likely to wholly dissolve.
<i>Existing households moving within Enfield</i>	Total figure and profile of these households based on existing households stating a need to move over the next five years and who would be looking to remain in Enfield.
<i>Out-migrant households</i>	Total figure and profile based on households expecting to out-migrate over the next five years.

Source: London Borough of Enfield - Housing Needs Survey 2005

In terms of ascertaining exactly what type of housing would be demanded by households, we have looked at both what type of housing they would 'like' and also what they would 'expect' to move into as well as taking into account of such households affordability profile.

The allocation has to be varied depending on the tenures which are aspired to or expected along with the affordability of various options. Below are some of the key features of the analysis:

1. households with a preference for owner-occupation or private renting and who can afford such housing are placed in their preferred tenure group
2. households who would like social rented housing but who can afford market housing are placed in their expected tenure, if such a household would both like and expect social rented housing then they are placed into their current tenure group
3. In-migrant households are placed in affordable housing if they cannot afford market housing. If such households are able to afford market housing then they are placed in the tenure which they secured. Households securing social rented housing but who are actually able to afford market housing are placed in owner-occupation.

In addition households were asked about their size requirement, this is based on questions about households perceived requirements except in the case of in-migrant households where the size of accommodation secured is taken as the size preference.

17.6 Data analysis

At the most general level:

- Demand minus the supply should give a net change (increase usually) in number of dwellings/households

For the purpose of this test we have set the overall net increase in dwellings to 657. This is an estimate of the likely annual increase in the number of households in Enfield between 2003 and 2011.

We have then worked the results back to this figure using different assumptions as set out above. In effect some figures are given and the remainder can be worked out. Each of the elements of the model is set out in the tables below. The figures indicate annual demand and supply estimates for the 8 years between 2003 and 2011. The grand result can then be derived in Table 17.10 which follows.

The tables follow the sequence of elements of demand and supply discussed above.

Table 17.2 Demand I: Household formation by tenure and size required

Tenure	Size requirement				TOTAL
	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms	
Owner-occupation	207	133	25	6	371
Affordable housing	692	587	109	8	1,397
Private rented	60	78	0	9	147
TOTAL	959	799	134	23	1,915

Source: London Borough of Enfield - Housing Needs Survey 2005

Table 17.3 Demand II: Demand from in-migrants by tenure and size required

Tenure	Size requirement				TOTAL
	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms	
Owner-occupation	392	827	892	269	2,381
Affordable housing	363	469	233	84	1,148
Private rented	165	116	37	0	318
TOTAL	921	1,412	1,162	353	3,847

Source: London Borough of Enfield - Housing Needs Survey 2005

Table 17.4 Demand III: Demand from existing households by tenure and size required

Tenure	Size requirement				TOTAL
	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms	
Owner-occupation	81	1,065	1,229	804	3,180
Affordable housing	350	809	824	257	2,241
Private rented	76	19	0	0	95
TOTAL	507	1,894	2,053	1,062	5,516

Source: London Borough of Enfield - Housing Needs Survey 2005

Table 17.5 Demand IV: Total demand by tenure and size required

Tenure	Size requirement				TOTAL
	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms	
Owner-occupation	681	2,026	2,146	1,079	5,932
Affordable housing	1,405	1,866	1,166	349	4,787
Private rented	301	213	37	9	559
TOTAL	2,387	4,105	3,349	1,437	11,278

Source: London Borough of Enfield - Housing Needs Survey 2005

Table 17.6 Supply I: Supply from household dissolution

Tenure	Size released				TOTAL
	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms	
Owner-occupation	106	268	286	23	683
Affordable housing	98	60	19	0	177
Private rented	14	21	43	0	78
TOTAL	218	349	348	23	938

Source: London Borough of Enfield - Housing Needs Survey 2005

Table 17.7 Supply II: Supply from out-migrant households

Tenure	Size released				TOTAL
	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms	
Owner-occupation	369	974	1,742	429	3,515
Affordable housing	118	124	62	17	321
Private rented	140	126	36	29	331
TOTAL	628	1,224	1,840	475	4,167

Source: London Borough of Enfield - Housing Needs Survey 2005

Table 17.8 Supply III: Supply from existing households

Tenure	Size released				TOTAL
	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms	
Owner-occupation	439	916	1,181	309	2,845
Affordable housing	398	579	329	28	1,335
Private rented	463	553	238	81	1,336
TOTAL	1,300	2,049	1,748	419	5,516

Source: London Borough of Enfield - Housing Needs Survey 2005

Table 17.9 Supply IV: Total supply

Tenure	Size released				TOTAL
	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms	
Owner-occupation	914	2,158	3,209	761	7,043
Affordable housing	614	763	410	45	1,833
Private rented	617	701	317	111	1,745
TOTAL	2,146	3,622	3,936	917	10,621

Source: London Borough of Enfield - Housing Needs Survey 2005

17.7 Overall shortfall/surplus

The previous tables are accumulated into the following one:

Table 17.10 Total shortfall or (surplus)

Tenure	Size requirement				TOTAL
	1 bedroom	2 bedrooms	3 bedrooms	4+ bedrooms	
Owner-occupation	(233)	(132)	(1,064)	318	(1,111)
Affordable housing	791	1,102	757	304	2,954
Private rented	(316)	(488)	(281)	(102)	(1,186)
TOTAL	242	483	(587)	520	657

Source: London Borough of Enfield - Housing Needs Survey 2005

A number of conclusions can be drawn from this analysis:

- (i) The level of annual 'need' for affordable housing shown by Table 17.10 is slightly lower than that shown by the HNS analysis. This may be due to the way that this analysis constrains in-migration so as to achieve a 'balance'.
- (ii) The data shows that the affordable housing sector bears the majority of the shortfall. This supports findings from the HNS analysis and again demonstrates a need for more affordable housing in Enfield.
- (iii) The survey shows surpluses of both owner occupied and private rented accommodation.
- (iv) In terms of size requirements, the information suggests that in the affordable sector the largest shortfall is for two bedroom accommodation. In the owner-occupied sector shortfalls are only shown for four bedroom homes.

17.8 Summary

Most of the implications that follow would be evident without the 'demand balancing' exercise carried out here.

- (i) The Council should try to secure as much additional affordable housing as possible. This would include pursuing the upper limit of 50% of dwellings on allocated sites as affordable. Additionally, the Council should wherever possible secure affordable housing through other means (e.g. on 100% sites and also through other schemes such as conversions or empty homes).

- (ii) It is clear that in the medium term there will be a shortage of affordable housing for the people of Enfield. It is likely that the private rented sector will continue to be used to make up for this shortfall although this would not be considered to be a long-term housing solution.

The practical outcome of this analysis is the same as was derived from our HNS: build more affordable housing.

The advantage of our Adapted Gross Flows (AGF) approach is that it allows the council to monitor the degree to which the situation in Enfield is approaching 'balance'. It shows exactly what shortages and surpluses exist, according to size of dwelling and tenure, in the existing stock. It also allows movement towards 'balance' to be monitored and, so far as possible, adjusted.

As mentioned at the start of this discussion, a Gross Flows type approach will not produce any new insights beyond those available from a Guide type HNS analysis. If the AGF approach just outlined is used, however, this type of approach can provide a useful adjunct to the HNS. It indicates more clearly than a HNS can do, the degree of 'imbalance' in the current market and non-market situation, and the degree to which 'balance' is being achieved.

GLOSSARY

Affordability

A measure of whether households can access and sustain the costs of private sector housing. In this survey a single measure of affordability has been used based on the cost of suitably sized housing for each individual household (whether to buy or rent privately). Each household was assessed on the basis of their current financial situation (taking income, savings and equity levels into account) as well as household composition (i.e. larger households would be expected to be able to spend a smaller proportion of their income on housing). Households were assumed to not reasonably be expected to spend more than 25% to 35% of their income on housing depending on their current income level.

Affordable housing

Housing of an adequate standard which is cheaper than that which is generally available in the local housing market. In theory this can comprise a combination of subsidised rented housing, subsidised low-cost home ownership (LCHO) including shared ownership, and in some market situations cheap housing for sale.

Annual need

The combination of new needs arising per year plus an allowance to deal progressively with part of the backlog of need.

Average

The term 'average' when used in this report is taken to be a mean value unless otherwise stated.

Backlog of need

Those actual and potential households whose current housing circumstances at a point in time fall below accepted minimum standards. This would include households living in overcrowded conditions, in unfit or seriously defective housing, families sharing, and homeless people living in temporary accommodation or sharing with others.

Bedroom Standard

The bedroom standard is that used by the General Household Survey, and is calculated as follows: a separate bedroom is allocated to each co-habiting couple, any other person aged 21 or over, each pair of young persons aged 10-20 of the same sex, and each pair of children under 10 (regardless of sex). Unpaired young persons aged 10-20 are paired with a child under 10 of the same sex or, if possible, allocated a separate bedroom. Any remaining unpaired children under 10 are also allocated a separate bedroom. The calculated standard for the household is then compared with the actual number of bedrooms available for its sole use to indicate deficiencies or excesses. Bedrooms include bed-sitters, boxrooms and bedrooms which are identified as such by respondents even though they may not be in use as such.

Disaggregation

Breaking a numerical assessment of housing need and supply down, either in terms of size and/or type of housing unit, or in terms of geographical sub-areas within Enfield.

Grossing-up

Converting the numbers of actual responses in a social survey to an estimate of the number for the whole population. This normally involves dividing the expected number in a group by the number of responses in the survey.

Household

One person living alone or a group of people who have the address as their only or main residence and who either share one meal a day or share a living room.

Household formation

The process whereby individuals in the population form separate households. 'Gross' or 'new' household formation refers to households which form over a period of time, conventionally one year. This is equal to the number of households existing at the end of the year which did not exist as separate households at the beginning of the year (not counting 'successor' households, when the former head of household dies or departs).

Housing Market Area

The geographical area in which a substantial majority of the employed population both live and work, and where most of those changing home without changing employment choose to stay.

Housing need

Households lacking their own housing or living in housing which is inadequate or unsuitable, who are unlikely to be able to meet their needs in the housing market without some assistance.

Housing Register

A database of all individuals or households who have applied to a LA or RSL for a social tenancy or access to some other form of affordable housing. Housing Registers, often called Waiting Lists, may include not only people with general needs but people with special needs or requiring access because of special circumstances, including homelessness.

Lending multiplier

The number of times a household's gross annual income a mortgage lender will normally be willing to lend. The most common multipliers quoted are three times a first income and one times a second income.

Migration

The movement of people between geographical areas, primarily defined in this context as local authority Districts. The rate of migration is usually measured as an annual number of households, living in the District at a point in time, who are not resident in that District one year earlier.

Net annual need

The difference between annual need and the expected annual supply of available affordable housing units (e.g. from the re-letting of existing social rented dwellings).

Newly arising need

New households which are expected to form over a period of time and are likely to require some form of assistance to gain suitable housing, together with other existing households whose circumstances change over the period so as to place them in a situation of need (e.g. households losing accommodation because of loss of income, relationship breakdown, eviction, or some other emergency).

Overcrowding

An overcrowded dwelling is one which is below the bedroom standard. (See 'Bedroom Standard' above).

Potential households

Adult individuals, couples or lone parent families living as part of other households of which they are neither the head nor the partner of the head and who need to live in their own separate accommodation, and/or are intending to move to separate accommodation, rather than continuing to live with their 'host' household.

Random sample

A sample in which each member of the population has an equal chance of selection.

Relets

Social rented housing units which are vacated during a period and become potentially available for letting to new tenants.

Sample survey

Collects information from a known proportion of a population, normally selected at random, in order to estimate the characteristics of the population as a whole.

Sampling frame

The complete list of addresses or other population units within the survey area which are the subject of the survey.

Social rented housing

Housing of an adequate standard which is provided to rent at below market cost for households in need by Local Authorities or Registered Social Landlords (RSLs).

Stratified sample

A sample where the population or area is divided into a number of separate sub-sectors ('strata') according to known characteristics, based for example on sub-areas and applying a different sampling fraction to each sub-sector.

Under-occupation

An under-occupied dwelling is one which exceeds the bedroom standard by two or more bedrooms.

Unsuitably housed households

All circumstances where households are living in housing which is in some way unsuitable, whether because of its size, type, design, location, condition or cost.

APPENDIX A1 AFFORDABLE HOUSING POLICY

A1.1 Introduction

This appendix addresses a topic which has grown rapidly in importance over the past decade, namely affordable housing. The appendix sets out the key statements in Government guidance, used as the basis for the analysis in the report.

The term is a construct of Government advice although even in its most recent form (PPG3 - 2000) it provides no coherent definition of what affordable housing is. As affordable housing, negotiated under the relevant planning guidance, has become in most parts of the country the main source of new housing to address housing need, this is a serious omission. It means that an analysis showing how affordable housing can meet housing need is a prerequisite to obtaining it.

A1.2 Surveys as basis for policy

Circular 6/98 makes it clear that affordable housing policies:

'should be based on a good understanding of the needs of the area over the period' (para 5) and that 'Assessments will need to be rigorous, making clear the assumptions and definitions used, so that they can withstand detailed scrutiny' (para 6)

The Guidance also stresses that HNS should be up to date, and defines what that normally means:

'Surveys become out of date and have to be repeated from time to time. As a general guide, a repeat once every five to seven years would be appropriate, although this should depend on local circumstances.' (Guide to Housing Needs Assessment p 36)

A1.3 Basis for defining affordable housing

In the introduction the broad definition of affordable housing was quoted. The difficulty with it is that, using the definition of housing need in the Guide:

'Housing need refers to households lacking their own housing or living in housing which is inadequate or unsuitable, who are unlikely to be able to meet their needs in the housing market without some assistance.' [Glossary: A2.2]

This definition is consistent with the quotation from paragraph 4 of Circular 6/98 in the preceding section: that affordable housing should be below market entry level (discussed in the previous appendix). The general approach of Circular 6/98 is 'evidential': that what is affordable depends on local evidence:

'The [affordable housing] policy should defined what the authority regards as affordable....' (para 9(a))

This makes sense, but the following text is more difficult:

*'...but this should included both low-cost market and subsidised housing, as both **will** have some role to play in providing for local needs'* (para 9(a)) (our emphasis)

This statement is odd for two reasons:

- (i) It is grammatically incorrect: it states the results of an investigation, without there having been one ('will')
- (ii) Low cost market housing does not pass the test set out in para 4 of Circular 6/98: that it should be cheaper than market entry. It is normally at least 130% of that price.

This has led to difficulties at Local Plan (or UDP) inquiries. The Inspector is bound to follow Government Guidance, and yet the official support for low-cost market housing is contradicted by its failure to be 'affordable'. In some 150 district wide HNS since the concept was introduced in 1996, none has shown low cost market housing to be affordable in the Circular sense. Very little has been accepted by councils as a result. It is popular with developers as it is much more profitable than other types of affordable housing.

Affordable housing is defined in the ODPM Guide in a subtly different way from Circular 6/98. The ODPM guide definition was described by the Poole Local Plan Inspector (March 2003) as conflicting with the circular. The Guide definition is similar to the Circular on social rented and shared ownership but different as regards low cost market. On this point it says that affordable housing will include:

'in some market situations cheap housing for sale' (page 117)

This is a far more reserved judgement on the role of low cost market. It is also one which makes more sense of the Circular 6/98 one. In most market situations low cost market housing is much more expensive than market entry level, and is therefore not affordable in the Circular sense. The ODPM Guide version is therefore a more realistic one, in implying that low cost market housing will only in a minority of cases be affordable.

In most cases, therefore, the housing that will be affordable in the sense of Circular 6/98 and the ODPM Guide will be social rented and various forms of low cost home ownership (LCHO), mainly shared ownership.

A1.4 Linking survey evidence to policy

The Government has recently emphasised the link between local evidence (from HNS mainly) and affordable housing policy. The ODPM publication *'Delivering Affordable Housing Through Planning Policy'* (2002) criticised councils for 'slavishly' following the wording of Circular Guidance in a broad definition of affordable housing (para 2.4.6) rather than using the local evidence to define affordable housing. The ODPM calls for a tightening of the link between the HNS and the Affordable Housing policy:

'...It is very evident that this tightening or better practice process must begin with a much more robust procedure for translating the findings of housing needs assessments into local plan definitions of housing need. The research shows, surprisingly, that housing needs assessments are not a stated first port of call when it comes to defining affordable housing...'

(para 2.4.7)

Thus the definition of affordable housing in an area should draw upon the results of the HNS for that area.

A1.5 What level of subsidy is involved?

Government advice has been reticent on this point. It refers, as quoted from para 9(a) of Circular 13/96, to 'subsidised' housing, but does not explain what subsidy should be provided by the housebuilders/landowners who provide affordable housing via this circular's requirements. The Circular prefers an indirect route:

'...where there is evidence of need for affordable housing, local plans should include a policy for seeking an element of such housing, on suitable sites. Such policies will be a material consideration in determining an application for planning permission' (para 1 of Circular 6/98)

The response of local authorities, since such policies were brought in (in 1991) has been quite variable. The level of subsidy has increased over the period, as the public subsidy (Social Housing Grant) has declined.

The subsidy is normally at least land at nil price, and sometimes also includes a subsidy on the build price, where this cannot be afforded by the local authority and Registered Social Landlord concerned. The issue is discussed in detail in *'Delivering affordable housing...'* referred to in the above subsection.

A1.6 What target(s)

Circular 6/98 allows for numerical targets at district level, and for percentage or numerical targets at site level (para 9(b)). The logical target is a percentage target at district level, since a numerical one can quickly be rendered obsolete if large windfall sites emerge. As the Inspector at the Merton UDP Inquiry said:

'The use of percentages is therefore not discouraged and, as most housing within the borough comes from windfall sites, I accept that its use in the policy is an appropriate way forward. It would also provide a consistent yield and give a level of certainty to developers' (LB Merton Inspector's report, 2001, para 3.29.11)

Such district wide percentages are, therefore, widespread, and constitute the most common means of setting what is a target for negotiation on particular sites, based on their particular characteristics.

In terms of the levels of percentage, the figure has risen considerably over the period of more than a decade of such policies. Originally figures of 5% and 10% were common. By the mid 1990's adopted plans contained policies with 25-30% as their affordable housing target. However the outturn percentages from these policies has normally been much lower than the headline percentage. A recent report suggested that 10% had been achieved in the 1990's. As a consequence, targets have continued to rise. The current custom and practice percentage target is 40%. This has been accepted by many inspectors as a reasonable rate, and by many developers as practicable on given sites. However the trend is rising: the London Plan is seeking 50%.

A1.7 What site threshold?

Circular 6/98 sets a target of 15 dwellings as the site threshold for Inner London, and a site threshold of 25 for all other areas, except rural areas with settlements below 3,000 population, when the council can set its own threshold.

However the Circular allows that where there are 'exceptional constraints' the target can be lowered from 25 towards or to 15, in areas outside Inner London:

The Secretary of State considers that it may be appropriate for local planning authorities in those areas where the higher threshold (at (a) above [25]) would apply, and who are able to demonstrate exceptional local circumstances, to seek to adopt a lower threshold (between the levels at (a) [25] and (b) [15]) above. Such constraints must be demonstrated, and proposals to adopt a lower threshold must be justified through the local plan process. [to this may be added, also through Supplementary Planning Guidance: I was involved in justifying 15 rather than 25 in LB Croydon via SPG in a S78 appeal in August 2001] Circular 6/98 para 10 (c)

Footnote 9 of the Circular then applies, and it says, in terms of justifying exceptional circumstances, that the justification

'should include factors such as: the number and types of households who are in need of affordable housing and the different types of affordable housing best suited to meeting their needs; the size and amount of suitable sites that are likely to be available for affordable housing (including an assessment of the densities of development likely to be achieved, and how these related to levels of need for affordable housing'.....[more minor points related to supply which are already factored into the ODPM Guide calculation]

Thus the key test is that the need for affordable housing should exceed (or considerably exceed) the likely yield of affordable housing. It should be noted that the test does not involve comparing the council in question with its neighbours or with Inner London etc. It is a common mistake to assume that exceptional circumstances does mean 'exceptional' in relation to other districts. This is not the case.

Given the general shortage of sites for affordable housing in relation to the overall need as shown by a Guide analysis, 'exceptional constraints' apply to most districts in the Southern half of England, and to many in the north also.

This review has covered the key features of affordable housing policies. There are several other features, such as 'commuting off' where the developer seeks to avoid providing the affordable housing onsite by a payment or by providing an alternative site elsewhere, where the affordable housing can be put.

A1.8 Recent Government advice

In July 2003 the government published 'Influencing the size, type and affordability of housing'. This document sets out a proposed change to PPG3 and the cancellation of Circular 6/98. A new PPG3 can therefore be expected sometime next year.

The draft does not appear to substantially change guidance contained within PPG3 and Circular 6/98 although there are a few pointers about the direction in which policy is going which are of importance. These include:

1. A standard threshold of 15 dwellings for all local authorities plus the possibility of going below this threshold level where justified (para 10, Annex A).
2. The ability to define specific tenures to meet affordable housing need (para 6, Annex A).
3. Dropping of the presumption that low cost market housing 'will' be affordable housing
4. Acceptance of the fact that the need for affordable housing can outstrip overall provision (para 3, Annex B)

Additionally, it is worth noting that although the draft PPG3 is still only in consultation stage a Planning Statement by Keith Hill (Minister of State for Housing and Planning, ODPM) states that the draft guidance can be used as a material planning consideration stating '*Local planning authorities are reminded that the policy is as stated in PPG3 but that emerging Government policy, in the form of draft policy guidance, can be regarded as a material consideration, depending on the context.*'

A second consultation, focussing on the supply side, was issued in July 2005. The proposals in 'Planning for Housing Provision,' as the title indicates, seek to provide a clear framework for determining the provision of housing at local level under the '*Plan, monitor & manage*' regime, in the context of the Barker study's emphasis on the value of market signals. The proposed arrangements complete the move away from the distribution of housing targets downwards (i.e from national to regional/regional to county/county to district level), towards a market-oriented and monitoring-based approach.

The new approach will consider needs, and determine land supply, on the basis of housing market areas. It will be evidence based; allow for stakeholder involvement; and align housing numbers and their delivery with the market area rather the local authority boundary. Land allocation will be based on a fifteen year Plan period, with a firm 5 year land supply and a longer term element thereafter. A more responsive monitoring and review process is designed to maintain the 5 year supply and to ensure developers have greater flexibility to respond to market changes.

The proposals do not mean that housing supply will in every area be set to meet market needs, but rather that in each area there should be a coherent view of how the provision level should relate to market demand, whilst continuing to balance other social, economic and environmental objectives; that planning authorities will need to investigate why land is being used up more quickly or more slowly than anticipated; and that both these matters would inform the appropriate planning response.

Under the draft proposals, local housing market assessments, and other wider housing market assessments undertaken by the regional body, will provide an importance evidence base for setting the level and distribution of housing provision in broad housing areas. Monitoring of land supply, and market indicators such as house price movements, will be of crucial importance in keeping track of market behaviour.

The Regions, in consultation with LAs and other stakeholders, will group LAs into sub-regional housing market areas to use as a basis for planning. Where a LA area is part of one or more housing markets, the regional body, in discussion with the LA, will determine which housing market grouping of LAs would be the most sensible and practical as a planning context. This may result in some LAs working within more than one market. LAs in each housing market area will be expected to work together on joint local housing assessments and on assessments of housing land availability.

APPENDIX A2 FURTHER PROPERTY PRICE INFORMATION

A2.1 Introduction

This Chapter provides further detail in support of the housing market analysis set out in Chapter 4. It contains information on prices obtained from the analysis of Land Registry property price data, and explains the methodology and approach used in our survey of local estate agents.

The estate agent survey is a key step in assessing minimum and average property prices in Enfield but only provides limited information concerning price difference within the borough, and doesn't shed light on the prices relative to other Local Authorities in the region.

We can look at the wider context of prices in the surrounding areas, and also the differences between areas within Enfield, using information available from the Land Registry. This data is valuable in giving further background to the local housing market, although it does not displace the need for the estate agent information.

A2.2 The need for primary data

There are four main reasons why Land Registry data cannot be used to calculate prices for use in the affordability model. These are:

1. The information can only usefully give a guide to average prices. For a Housing Needs Survey we take the view that it is necessary to estimate the minimum price for which dwellings in satisfactory condition are available.
2. No information is available about the condition of the dwellings whose price is being obtained. Clearly a property which needs major repairs is unlikely to be suitable for a first-time buyer with a limited budget, even if the initial price is relatively low.
3. A more serious limitation of this source is that records are kept by property type (i.e. detached, semi-detached, terraced, flat) and not in terms of the numbers of bedrooms. This information is, in our view, essential to provide an accurate assessment of need.

4. The Land Registry data cannot produce information about rental levels, which again ought really to be considered in carrying out a satisfactory analysis of affordability. There may be a small, but significant, number of households who cannot afford to buy market housing but who could afford suitable private rented housing. The affordability of such households cannot be adequately considered using only sale price information.

Despite these drawbacks the information available is certainly of interest to give some feel to the local context of property prices, and more specifically to provide comparison between prices in different areas.

A2.3 Estate agents survey: Methodology

The methodology employed to find purchase and rental prices takes the following steps:

- (a) We establish the names and telephone numbers of local estate agents. This includes well known national estate agents as well as those operating specifically in the local area (allowing for good comparative measures of smaller and larger agencies). The estate agents selected are intended to be those dealing primarily with housing at the lower end of the market (e.g. not specialist agencies dealing with up-market properties)
- (b) These are then contacted by telephone and asked to give a brief overview of the housing market in Enfield- including highlighting areas of more and less expensive housing
- (c) The questioning takes a very simple form (this tends to improve efficiency without jeopardising results - people often lose interest when asked a series of detailed questions and quality of response is diminished). All agents are asked 'in their opinion'
 - What is the minimum and average price for a one bedroom dwelling in good condition (i.e. not needing any major repair) and with a reasonable supply (not one off properties occasionally coming onto the market)?
 - This process is repeated for 2,3 & 4 bedroom dwellings
 - The same questions are then asked about private rented accommodation

- (d) Once several estate and letting agencies have been contacted, the results are tabulated and averages calculated to give an accurate estimation of minimum and average purchase and rental prices in Enfield. Any outlying values are removed from calculations.
- (e) The estimated purchase and rental prices are then inserted into the analysis to estimate the numbers able to afford a dwelling depending on the minimum number of bedrooms that the household requires.

A2.4 Land Registry data

The Land Registry compiles information on all residential land transactions. Analysis of this data is made available for recent quarterly periods, for geographical areas including council areas, and more highly disaggregated data postcode areas, and by four main dwelling types.

This data is thus very versatile, and can potentially provide a valuable picture of housing market behaviour in quite specific detail. However, an eye needs to be kept on the size of sample when using disaggregated data for smaller areas and/or periods.

We used the data to provide several useful views of the housing market in and around Enfield. These are considered below.

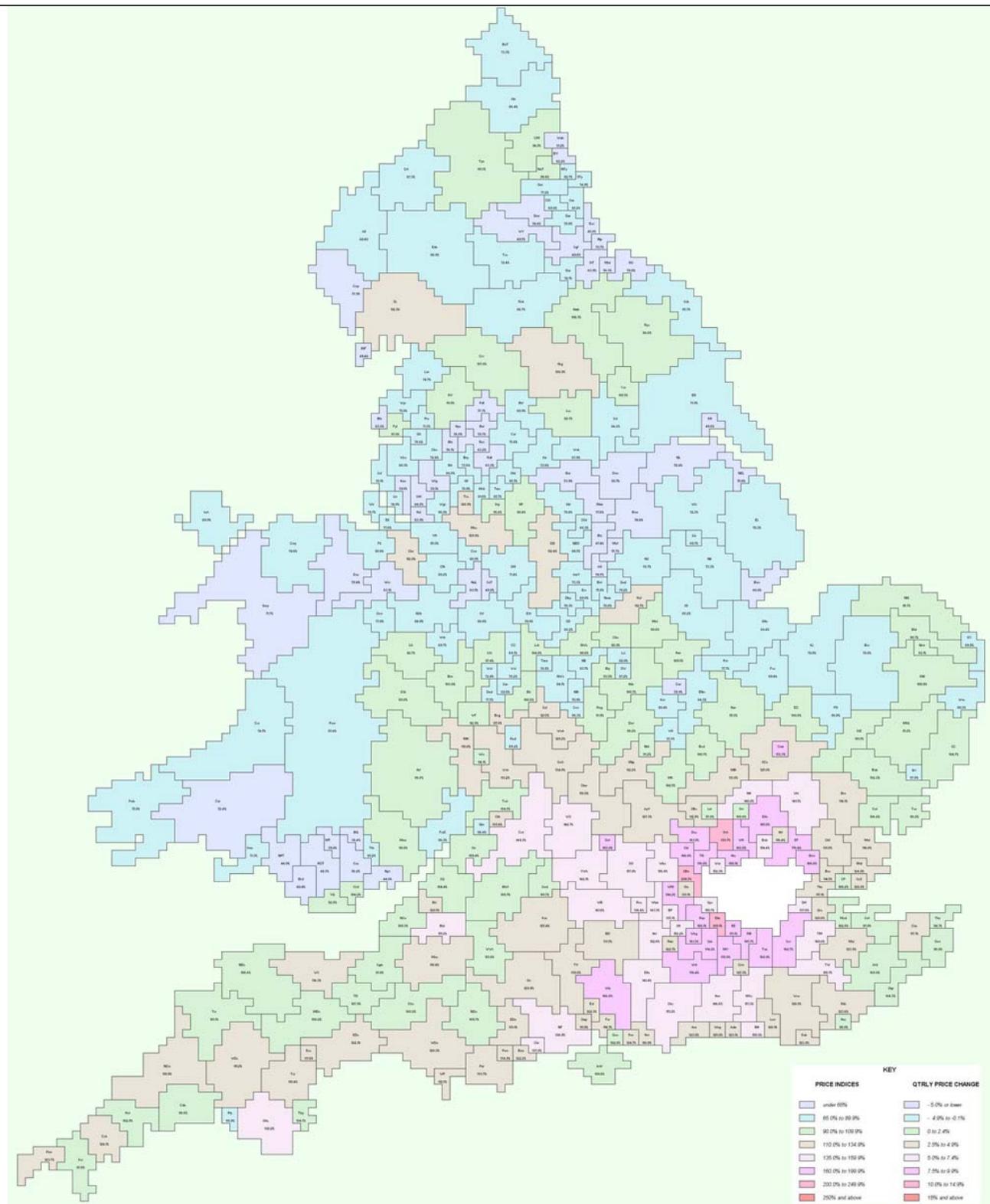
A2.5 The national picture

In order to make a valid comparison of price levels between areas it is necessary to tackle the impact of variations in the mix of house types. For instance, detached houses typically cost rather more than semi-detached, and in turn these are normally rather more expensive than terraced homes or flats. However, different areas do not contain the same mix of types; for instance, rural Districts close to prosperous urban areas can contain very high proportions of detached units, whilst older industrial towns can be predominantly terraced housing. In some parts of London, flats can be the predominant house type. If we wish to compare price levels accurately between one area and another, such variations in the type mix must be eliminated by standardisation.

Using such a technique, *Fordham Research* have analysed the most recent Land Registry data for every local council in England & Wales to show how the price level for each area compares with an average for England & Wales as a whole.

The results are shown in the form of a map below. Indices for each local authority area are related to a base of 100% for England & Wales.

Figure A2.1 House price levels in England & Wales by council area at Q4 2003



Source: HM Land Registry, Property Price Data, 2003

The map shows that the three highest price bands are highly concentrated around London, the Thames Valley through Oxford to the Cotswolds, and into Hampshire and Cambridge. The two lowest price bands are concentrated north and west of a line from the Severn to the Wash; above this line higher prices are largely confined to areas which are attractive to tourists and purchasers of second homes, or of homes for retirement.

Due to the densely populated nature of central London and the small size of many of the London boroughs it is not possible to display Enfield on the map above. A price map of North London and the surrounding boroughs is provided in the next section. However it should be noted at this stage that Enfield has a price index of 186.5% of the national average and is therefore in the third highest of the eight price categories. Its price level in relation to the adjoining areas is considered in the next section.

A2.6 Comparing prices in neighbouring areas

The table below shows detailed information on average sale prices for the Local Authorities adjoining LB Enfield.

Property type	LB Enfield	LB Haringey	LB Barnet	Herts- mere	Welwyn Hatfield	Brox- bourne	Epping Forest	LB Redbridge	LB Waltham Forest	England & Wales
Detached	501.7 (64)	1,515 (3)	666.7 (110)	482.7 (90)	380.7 (116)	357.9 (40)	445.6 (155)	439.2 (31)	344.1 (14)	237.0 (68,389)
Semi – detached	269.9 (246)	410.8 (87)	354.2 (417)	266.3 (152)	248.8 (119)	239.7 (114)	253.4 (201)	273.9 (215)	256.3 (118)	142.2 (84,147)
Terraced	208.9 (603)	278.2 (353)	276.2 (284)	207.2 (147)	192.6 (212)	189.3 (172)	211.8 (154)	223.0 (624)	199.7 (592)	119.6 (99,488)
Flat / Mais'ette	147.3 (591)	192.8 (467)	202.7 (658)	151.7 (98)	133.9 (126)	129.5 (146)	158.8 (165)	148.0 (355)	139.1 (377)	101.8 (49,383)
Overall average	209.9 (1,504)	251.1 (910)	294.6 (1,469)	265.4 (487)	229.4 (573)	197.3 (472)	264.9 (675)	215.7 (1,225)	186.9 (1,101)	163,584 (301,407)

Source: HM Land Registry, Property Price Data, 2003

The overall price figures for each district (e.g. Enfield at £209,900) show that in all boroughs property prices are higher than the England and Wales average of £158,700, in some cases considerably higher.

However there is also considerable variation within this sub-region. LB Barnet has emerged with the most expensive average (£294,600) with LB Enfield the third cheapest average (£209,900). The cheapest boroughs, Broxbourne and LB Waltham Forest, have average property prices that are only just below this level at £197,300 and £186,900 respectively.

However, this overall average figure is coloured by the type mix of sales in each area. At its most extreme, there were 147 sales of terraced properties in Hertsmere (30.1 % of the total borough sales) but 624 of the same property type in Redbridge (50.9%) over the same period. Similarly there were merely 3 sales of detached properties in LB Haringey (0.33% of total borough sales) compared to 110 sales in LB Barnet (7.5%). Sales of detached properties accounted for 22.7% of total sales across England and Wales over the same period.

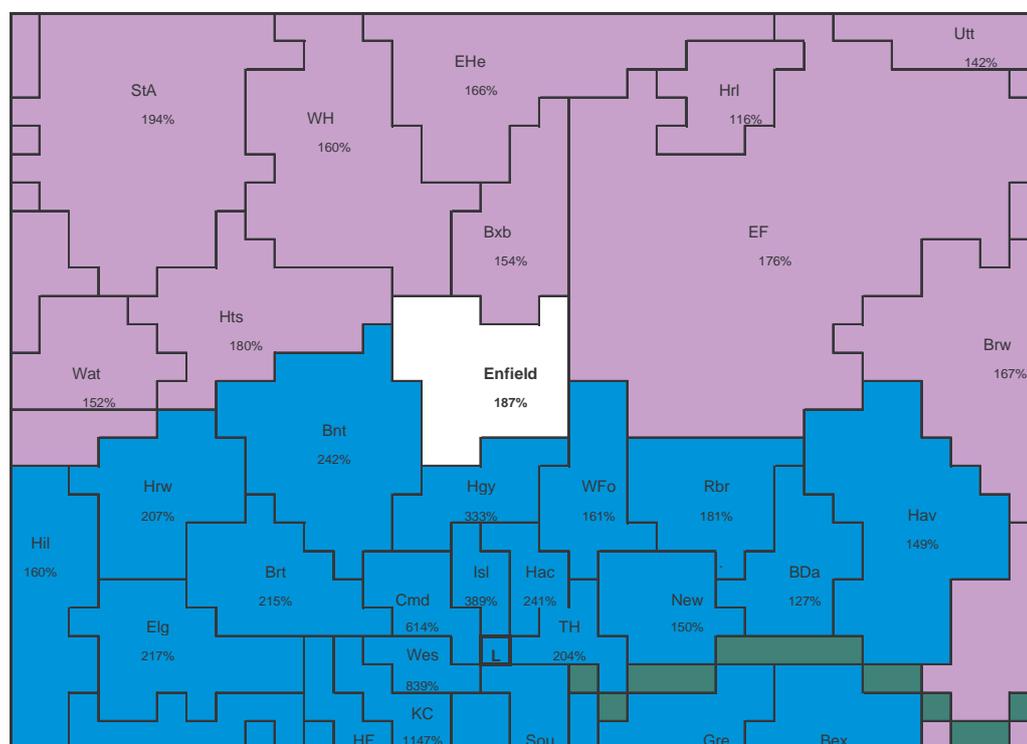
The effect of such variations on the overall average can be eliminated, by expressing the price for each type as an index (the proportion of the England & Wales average) and combining the four indices into a single percentage index using weights based on the type mix of sales for England & Wales as a whole. The results are shown in the table and figure below.

Table A2.2 Relative property prices by Local Authority (4th quarter 2003)
Price as % England & Wales

<i>Property type</i>	<i>LB Enfield</i>	<i>LB Haringey</i>	<i>LB Barnet</i>	<i>Herts- mere</i>	<i>Welwyn Hatfield</i>	<i>Brox- bourne</i>	<i>Epping Forest</i>	<i>LB Redbridge</i>	<i>LB Waltham Forest</i>	<i>England & Wales</i>
<i>Detached</i>	211.7%	639.3%	281.3%	203.7%	160.6%	151.0%	188.0%	185.3%	145.2%	100.0%
<i>Semi – detached</i>	208.7%	288.8%	249.0%	187.2%	174.9%	168.5%	178.1%	192.6%	180.2%	100.0%
<i>Terraced</i>	171.2%	232.6%	230.9%	173.2%	161.0%	158.2%	177.1%	186.4%	166.9%	100.0%
<i>Flat / Mais'ette</i>	144.7%	189.3%	199.0%	149.0%	131.5%	127.2%	156.0%	145.3%	136.6%	100.0%
Overall average	186.5%	333.5%	242.2%	180.1%	160.0%	154.4%	176.4%	181.2%	160.7%	100.0%
Average as % of Enfield	100.0%	178.8%	129.8%	96.5%	85.8%	82.8%	94.6%	97.1%	86.2%	53.6%

Source: HM Land Registry, Property Price Data, 2003

FigureA2.2 House price levels in England & Wales by council area at Q4 2003



Source: HM Land Registry, Property Price Data, 2003

The effect of standardisation is to re-order the area rankings quite radically. LB Haringey is now the most expensive area at 178.8%. However the standardised data makes it clear that although LB Enfield is third most expensive in the sub-region, the cheaper boroughs are only marginally less expensive. The very cheapest area, Broxbourne, is 82.8% of LB Enfield's average price. Hertsmere, Epping Forest and LB Redbridge are all within 7% of LB Enfield. It is also worth noting that the four most expensive boroughs are all London boroughs located in closer proximity to central London.

A2.7 Results for Enfield as a whole

We will now examine in more detail information from the Land Registry for Enfield. The table below shows data for sales in the five quarters to December 2003.

<i>Property type</i>	<i>Oct - Dec 2002</i>	<i>Jan - Mar 2003</i>	<i>Apr – Jun 2003</i>	<i>Jul – Sep 2003</i>	<i>Oct - Dec 2003</i>
<i>Detached</i>	£467,546 (75)	£503,573 (68)	£585,303 (46)	£563,138 (65)	£501,729 (64)
<i>Semi-detached</i>	£253,879 (281)	£269,973 (224)	£272,394 (214)	£275,499 (281)	£296,863 (246)
<i>Terraced</i>	£191,116 (695)	£196,922 (564)	£199,871 (517)	£208,710 (643)	£204,860 (603)
<i>Flat/ maisonette</i>	£141,344 (725)	£146,448 (602)	£145,813 (634)	£147,767 (634)	£147,326 (591)
OVERALL	£192,402 (1,776)	£201,607 (1,458)	£199,146 (1,411)	£210,662 (1,623)	£209,933 (1,504)

Source: HM Land Registry, Property Price Data, 2003

Over the duration of the period overall average property prices can be seen to have varied quite considerably. Between 4th quarters of 2002-2003 prices have increased by around £17,500. Prices can be seen to have increased quite sharply across the board between the 4th quarter of 2002 and the 1st quarter of 2003 before flattening out in the 2nd quarter. Overall average prices increased again in the 3rd quarter but this can be attributed primarily to the sharp increase in terraced property prices. The 4th quarter of 2003 saw a substantial fall in the average price of detached properties (a drop of around £60,000) whilst terraced properties and flats/maisonettes experienced a minor fall and stabilisation of prices respectively. Average semi-detached properties prices experienced an increase of around £20,000 in this quarter which has helped maintain the overall average price for Enfield at approximately the same level.

A2.8 Differences within Enfield

(i) General methodology

The general methodology is quite straightforward. We have drawn up a list of the main postcode sectors within Enfield, and mapped where these postcodes are. The table below gives a brief description of which postcodes apply to which areas of Enfield.

It should be noted that the local authority boundaries are not always coterminous with postcodes. Therefore some properties in a postcode may be outside the area; in addition it is possible that some parts of Enfield are in a postcode zone that is predominantly located outside the Local Authority area, and are therefore excluded from analysis.

This means that the data by sub-area is only a guide to actual variations within Enfield.

Table A2.4 Approximate sub-areas and postcodes

<i>Area description</i>	<i>Postcode(s)</i>
<i>North east LB Enfield</i>	EN4 0, EN2 0, EN2 7, EN2 8, EN2 9
<i>Enfield Town</i>	EN1 1, EN1 2, EN1 3, EN1 4, EN3 4, EN3 5, EN3 6, EN3 7, EN2 6
<i>Edmonton</i>	N9 0, N9 7, N9 8, N9 9, N18 1, N18 2, N18 3
<i>North Southgate</i>	N14 4, N21 1, N21 2, N21 3
<i>South Southgate</i>	N14 6, N14 7, N13 4, N13 5, N13 6

Source: Enfield - Housing Needs Survey 2003

The table above shows 30 different postcode sectors in five different broad sub-areas. This gives us the opportunity to compare prices across the whole of the Enfield area.

(ii) Results by sub-area

In the table below, average property prices are shown for each type of property for each sub-area. It is necessary to bear in mind that the number of sales in some cells of the table are quite small and the average price shown may be less reliable as a consequence.

Table A2.5 Average property prices by sub-area (4th quarter 2003)*No of sales in brackets*

<i>Property type</i>	<i>NE LB Enfield</i>	<i>Enfield Town</i>	<i>Edmonton</i>	<i>North Southgate</i>	<i>South Southgate</i>
<i>Detached</i>	£647,243 (26)	£415,167 (12)	- (0)	£458,125 (4)	£375,625 (4)
<i>Semi-detached</i>	£316,740 (32)	£245,566 (88)	£198,710 (31)	£390,840 (48)	£361,380 (42)
<i>Terraced</i>	£214,394 (47)	£196,858 (246)	£176,112 (183)	£261,593 (31)	£255,395 (70)
<i>Flat/ Maisonette</i>	£162,867 (55)	£132,290 (226)	£119,408 (117)	£193,131 (76)	£173,076 (81)

Source: HM Land Registry, Property Price Data, 2003

In the table below we express these figures by house type as percentages relative to the average for the area as a whole, and show an overall average percentage. This has been calculated by weighting these individual indices by the mix of total sales.

Table A2.6 Relative property prices by sub-area (4th quarter 2003)*Price as percentage of Enfield total*

<i>Property type</i>	<i>NE LB Enfield</i>	<i>Enfield Town</i>	<i>Edmonton</i>	<i>North Southgate</i>	<i>South Southgate</i>
<i>Detached</i>	170.8%	109.6%	0.0%	120.9%	56.6%
<i>Semi-detached</i>	108.6%	84.2%	68.1%	134.0%	108.6%
<i>Terraced</i>	107.4%	98.6%	88.2%	131.0%	107.4%
<i>Flat/Maisonette</i>	114.4%	92.9%	83.8%	135.6%	114.4%
<i>Weighted average</i>	113.6%	95.0%	83.1%	140.9%	106.8%

Source: HM Land Registry, Property Price Data, 2003

The table demonstrates that prices are considerably above average in the northern area of Southgate before dropping in South Southgate. However prices in this area are still above average. Prices in the north east of Enfield are also more expensive than average. Enfield Town is slightly cheaper and Edmonton is by far the cheapest area in Enfield. This confirms the findings of the estate agents survey.

APPENDIX A3 ADDITIONAL SURVEY DETAILS

A3.1 Introduction

This brief appendix provides details explains how missing data is treated.

A3.2 Non-response and missing data

Missing data is a feature of all housing needs surveys: mainly due to a respondent's refusal to answer a particular question (e.g. income). For all missing data in the survey imputation procedures were applied. In general, throughout the survey the level of missing data was minimal. The main exception to this was in relation to financial information, where there was an appreciable (although typical) level of non-response.

Non-response can cause a number of problems:

- The sample size is effectively reduced so that applying the calculated weight will not give estimates for the whole population
- Variables which are derived from the combination of a number of responses each of which may be affected by item non-response (e.g. collecting both respondent and their partners income separately) may exhibit high levels of non-response
- If the amount of non-response substantially varies across sub-groups of the population this may lead to a bias of the results

To overcome these problems missing data was 'imputed'. Imputation involves substituting for the missing value, a value given by a suitably defined 'similar' household, where the definition of similar varies depending on the actual item being imputed.

The specific method used was to divide the sample into sub-groups based on relevant characteristics and then 'Probability Match' where a value selected from those with a similar predicted value was imputed. The main sub-groups used were tenure, household size and age of respondent. Additional specific sub-groups include recent movers, special needs households and households containing potential households.

It is possible to look at the impact of imputation using the financial questions. The table below presents the impact of the affect of imputation on the reliability of household income. When income information is presented based solely on the original (unimputed) data the mean is slightly adjusted and the confidence intervals become larger as the sample becomes reduced.

Table A3.3 Affect of imputation on household income data

<i>Household income</i>	<i>Average household income</i>	<i>95% confidence interval (\pm)</i>
<i>Imputed household income</i>		
<i>Annual <u>gross</u> household income (including non-housing benefits)</i>	£27,913	£822
<i>Weekly <u>net</u> household income (including non-housing benefits)</i>	£420	£11
<i>Unimputed household income</i>		
<i>Annual <u>gross</u> household income (including non-housing benefits)</i>	£31,063	£1,271
<i>Weekly <u>net</u> household income (including non-housing benefits)</i>	£450	£15

Source: London Borough of Enfield - Housing Needs Survey 2005

APPENDIX A4 LOCAL STAKEHOLDERS' VIEWS

A4.1 Introduction

This Appendix details the results of a set of consultations with key stakeholders in Enfield, covering a wide range of public and private bodies with an involvement in the borough.

Semi-structured consultations were conducted with a range of stakeholders. Summaries of the information and views gained from these consultations are discussed under the following general headings:

- (i) Borough Council (various departments)
- (ii) Supporting People
- (iii) Registered Social Landlords
- (iv) Developers
- (v) Support Service providers and Voluntary bodies
- (vi) Residents' Groups
- (vii) Landlords
- (viii) Housing Benefit Officer

A4.2 London Borough of Enfield Council

Housing Assessments

A representative of LB Enfield Housing Department responsible for assessment of housing applications and allocation of properties was consulted. LB Enfield hold responsibility for allocation of RSL units as other social housing providers in the borough receive their tenants through Council nomination only.

The Housing Register recorded 9,496 accepted applications as of 1st April 2003. It was thought that LB Enfield tried to "meet local needs as best we can given legislative constraints and the huge gap between supply and demand." Allocations are made using a points system based upon priority criteria which "tries to ensure that the those households in the greatest need get the highest points and therefore get re-housed." Target allocations are as follows:

τ50% to homeless households

τ20% to existing council tenants transferring

τ2-4% to Public Service Workers*

τ26-28% to those on the General Housing Register (including small quotas for children leaving care, foster children quotas and move-on)

* currently a flexible quota – policy on public service workers to be reviewed in the light of national, London-wide, sub-regional and Enfield policy which are all now being consolidated.

Eligibility is not restricted to Enfield residents. Under recent changes to government guidance on housing allocation people outside Enfield may apply for housing in Enfield. Certain schemes such as the New Generation Quota are restricted to LB Enfield residents. For example, this initiative offers a small number of units to adult children who meet specific criteria including living at their parent's home in Enfield in an attempt to tackle the problem of overcrowding and concealed households. The allocation system also takes into account any preference expressed for specific areas and also any medical recommendations or special needs. It was thought that the Housing Register figures "reflect need fairly well".

Despite the quotas shown above it was thought that the balance between entirely new tenants and existing council tenants transferring between properties was most likely to be "demand led." Existing council tenants were thought most likely to be allocated low rise or house type properties rather than high-rise flats. This reflects the fact that homeless families need to be housed as soon as possible in suitable accommodation, whilst existing tenants seeking a transfer are able to wait until their preferred type of unit becomes available.

It was stated that BME groups were most likely to be over-represented on the Housing Register compared to their population in Enfield. This was thought to be a typical characteristic of most housing authorities related to the average levels of income in these groups. White UK applicants account for the majority of transfer applicants. Otherwise the level of applications from different groups was thought to be consistent with previous years.

The main shortages in the council stock were thought to be in the larger 3/4/5 bedroom sizes with "a better supply of sheltered housing flats and one bedroom properties." Houses are also in short supply whilst medium and high-rise were more prevalent. However the overall scenario was thought to be characterised by "a dire shortage of all sizes and types." The level of demand is such that all properties can be let but some areas are more popular than others.

The Council actively supports the provision of shared ownership by housing associations through its enabling role.

A4.3 Supporting People

The Supporting People team at LB Enfield were contacted in order to obtain a view as to the contribution that the Supporting People programme has made to service provision in Enfield.

There have been a number of new services developed through the Supporting People programme. These were identified as a result of the review of services carried out to formulate the Supporting People Shadow Strategy. These include:

- τ Floating Support services for:
 - those with mental health problems in Local Authority accommodation in order to help the prevention of homelessness;
 - teenage parents;
 - those who have experienced domestic violence.

- τ Additional supported housing services for those with:
 - learning difficulties;
 - mental health problems (high levels of support);
 - people leaving hospital;
 - sensory disability.

The most recent schemes to be developed using long term funding from Supporting People are a Muslim women's refuge and move-on supported accommodation for mental health patients. Furthermore funding has been committed to the development of a customised women's refuge intended to replace the existing scheme, as well as for vulnerable young people at risk.

Currently the Supporting People team were also examining the need for provision of low-level, floating support for those with learning difficulties and have submitted bids for extra services for extra-care sheltered accommodation and for frail elderly with the on-set of dementia. A further ongoing initiative is to redevelop service provision and to have clear priorities for BME groups. Supporting People are currently in discussions with the BME housing strategy group regarding issues surrounding the lack of culturally specific services and problems associated with accessibility.

It is envisaged that between 2004-06 all client groups and supported schemes will be reviewed by the Supporting People administration. The review aims to ensure that the current services are meeting needs, are strategically relevant and offer value for money.

Children (under 16) and those in local authority registered care are not within the remit of Supporting People. However children are included in the scope of Supporting People as part of a homeless family and as women and children suffering domestic violence.

Currently Supporting People provides a service for 1,600 people in Enfield. The main client groups within this are older people, those with mental health problems or learning difficulties and single homeless and young vulnerable people. This is thought to be in line with the general supply of supported accommodation mapped across the country as part of Supporting People.

Within these groups the main issues were envisaged to be as follows:

- τ It is thought to be clear from the Supporting People supply map that there is over-provision in some areas and under-provision (or no provision) in others.
- τ Gaps are thought to exist in the support of people with physical disabilities, those at risk of offending and BME groups. Services need to be developed to meet these needs.
- τ For groups such as those with mental health problems, learning difficulties and older people it is important to ensure that a range of services from high level intensive support to low level floating support in order to ensure that the full range of needs can be met.
- τ For those who are homeless provision of services should be made to prevent repeat homelessness. It is also important to ensure that supported housing is intergrated with services provided by the Local Authority, health care providers, social services and the probation service.

It is recognised that not all needs will be met with appropriate services as funding is limited, especially in light of recent budget cuts. It is unclear how funding will be allocated in 2005. The need for services was underlined by supporting people's work with the Physical Disabilities Joint Commissioner: "as we have only one small floating support services its not a question of access but of having services that are there to be accessed."

It was thought that, as with all supporting people strategies there is a need to move from supply based services to needs led strategically planned services using the available funding. Again this should be done in conjunction with all partners. The supporting people Commissioning Body will set priorities as part of the five year strategy. A suggestion has been made by the RSM review of supporting people funding that parts of the supporting people budgets should be ring fenced for unpopular groups.

It was stated that the supporting people programme support the policy of LB Enfield to allow as many people as possible to live independently, through schemes such as the Home Improvement Agency. The Home Improvement Agency is a Care and Repair scheme, which assists people in accessing grants and managing the work of adapting their homes. A new scheme – Housing Options – is helping people to remain independent by exploring and enabling the options available by moving house.

However one significant issue raised was the lack of any central database for social workers/service users to access in order to see what adapted properties/supported provision is available and how Supported People funding is accessed. It is hoped that this will be addressed by Phase Two of the Supporting People IT systems programme.

A4.4 Registered Social Landlords

London and Quadrant Housing Trust (L&Q)

London and Quadrant Housing Trust is a large Housing Association that manages over 33,000 units across the south-eastern region, but concentrated in Greater London. The Housing Trust operations are organised on a regional basis and the North Thames region covers Enfield and 18 other Local Authority areas. A representative was contacted to discuss L&Q's work in LB Enfield specifically.

In LB Enfield, L&Q specialise in providing social rented housing, shared ownership and public service worker intermediate rented units. L&Q also allocate properties to specialist BME Housing Associations in order that they meet specific needs identified by LB Enfield. Current examples include Tamil Community Housing and African Refugee Housing Action Group.

Where there is no need for a council nomination, allocations are made through a need-based points scoring system that allows the comparison of suitable new applicants, transfers and decants. Housing need in LB Enfield was thought to be comparable with surrounding London boroughs. "Rents are similar to adjacent localities", although rents vary across Enfield. It was thought that it was part of a larger overall need in the North London area "need appears to fit in the continuum from Haringey to Waltham Forest and Redbridge."

Data produced for the North London Sub-Regional housing strategy locates existing housing need in Enfield as the highest ranking in the area but with a relatively small degree of newly arising need.

Recent development by L&Q in Enfield has predominantly taken place through Section 106 agreements with developers. Around 100 of the 120 units currently in the stages of development have been secured through Section 106. These negotiations were thought to be made easier and more productive when L&Q had been involved by developers from an early stage. One criticism of Section 106 agreements to date was that there has been a failure to provide units that are accessible for wheelchair users.

However L&Q has acquired and developed 100% affordable housing sites in the area. Given the price of private sector land in Enfield it is thought likely that in future these will almost entirely be ex-council sites where RSL acquisition can provide 'best value' overall rather than highest price. However it was stated that the lower cost of these council owned sites might be offset to a degree by further issues that add cost to the site. For example the most recent 100% site being developed by L&Q is situated next to a brook that created significant difficulties associated with tackling local flood plain issues. In this circumstance the land value was £218,789 per hectare.

In general the probability of L&Q acquiring a non-council owned 100% site was thought to be very low. It was thought that developers producing higher value units for purchase would be far more likely to submit a competitive bid for the land. However it was stated that on larger sites with a strategic significance attached to them, L&Q might be more likely to submit proposals as part of a consortium with a private developer in order to develop affordable housing.

L&Q are keen to continue development in LB Enfield and it was stated that development is "likely to include a higher percentage of properties for public service worker intermediate renting in future." L&Q have established their own public service worker unit that "although fledgling, is beginning to deliver." It is anticipated that future grant allocations are likely to be distorted in favour of public service worker intermediate renting in the near future.

Overall there is thought to be a constructive relationship between the Council and L&Q. "In general terms we believe our working relationships with LB Enfield officers in the whole range of relevant disciplines (housing, property services, legal services and development control) are very positive." The housing strategy is thought to "provide a useful starting point" for L&Q development plans and that "whatever our local authority partners want, we will try and deliver."

Christian Action Housing Association (CAHA)

Christian Action Housing Association operates across North London in the boroughs of Enfield, Barnet, Haringey and Waltham Forest and manages over 900 properties. In Enfield CAHA provides 428 rental units for general housing need households in Enfield and aims to meet the full range of housing needs in the borough. CAHA also provides further specialised schemes such as 30 units with floating support for 16-17 year olds, 10 units for victims of domestic abuse and 36 units provided by the Enfield Foyer scheme in Edmonton. The Foyer provides accommodation for young people conditional to them participating in a training and employment scheme. All nominations to CAHA resources are made through the council Housing Register.

The majority of development by CAHA in Enfield has been conducted on 100% affordable housing sites although they do have experience of Section 106 negotiation. Currently CAHA are developing sites for Key Worker and Supported Housing schemes and have recently completed a housing site in Edmonton and Enfield Women's Refuge. CAHA is currently completing the development of 20 Key Worker units located above the new CAHA offices at Enfield Island Village. It was stated that when looking for sites in Enfield it is necessary to use whatever options are made available due to the high cost and low availability of land. Eligibility for 'Key Worker' status is to be governed by the Council Key Worker Strategy and all units will be for rent rather than sale. Future development by CAHA is likely to continue the current strategy of providing for a range of general needs and key worker accommodation with a range of specialised services in supported housing.

Whilst CAHA is predominantly a supplier of general needs accommodation it was felt that as a smaller Housing Association CAHA was capable of providing more specialised services and accommodation on a more flexible basis. As a smaller organisation it is "more able to adapt" and "so can react relatively quickly" to any changes in the need for housing and services or changes in the Council strategy to tackle these issues. It was thought that the function of CAHA was beyond that of solely a housing provider and that "we have a wider role – we see ourselves as more of a community business."

The primary problem facing LB Enfield was described as "a lack of general needs housing – otherwise there wouldn't be people in temporary accommodation." This was thought to be the main issue faced by the neighbouring boroughs and was thought to be well recognised by those involved with the social housing sector in Enfield. However it was also felt that there is a general perception of Enfield as a "leafy Borough" that belies the true extent of the housing problems in the area. These type of characterisations of Enfield were thought to be based upon the more affluent areas in the west such as around Hadley Wood. Furthermore Enfield was described as

being cut in half by the A10 with less social stock located in the western side. This was seen to cause further problems in the management of social housing in Enfield.

Supporting People funds a range of services provided by CAHA and made approximately £445,000 available for 2003-04 for services provided in LB Enfield. These funds have been used to finance the following:

- τ Sheltered Housing schemes
- τ Floating support scheme for 16-17 year olds
- τ Domestic Violence Refuge and floating support services
- τ Single Homeless Project
- τ The Foyer

Whilst all but the floating support for 16-17 year olds were provided before Supporting People finance was available the main benefit was thought to be that it allowed such schemes to be consistently adequately funded. However the representative was critical of the "time-intensive" administration that was required by Supporting People procedures. It was felt that these are ultimately paid for by the tenants and so does not represent the best use of resources.

It was felt that LB Enfield Council are "by and large doing good work" and were described as "inclusive, not confrontational or adversarial." The representative stated that CAHA and the Council have a constructive relationship and that the Council have "always supported us and I hope that we've always supported them." However it was thought that, on occasion, the strategic direction followed by the Council was not always well translated into frontline actions and that there was a need for greater consistency in the application of certain policies. "Practice on the ground doesn't always match up with the strategic banner."

A4.5 Developers

Bellway Homes

Bellway Homes is a major national developer in operation since 1946 and currently marketing itself as Britain's 'local, national housebuilder'. A representative of Bellway Homes, North London was contacted. Bellway Homes have completed limited developments in LB Enfield in the past 2 years. The most recent was a site of 24 units at Windmill Hill completed in Summer 2003. The site consisted of two bed flats and, being under the 25 unit threshold, was not subject to a Section 106 negotiations. 10 of the 24 units were sold to households residing in LB Enfield prior to purchase at Windmill Hill. A further 10 were sold to residents of LB Barnet.

It was stated that, on a national basis, Bellway Homes aim to provide housing to meet the full range of housing needs and aspirations. The majority of the sites completed across the UK are intended to be mid-range units but Bellway also produces more exclusive, top-range developments as well as affordable and intermediate market housing through Section 106 negotiations. However "each site is examined individually on its own merits" when evaluating how best to develop an area. Consequently in LB Enfield the "majority of development would be for one or two bed flats" although it was emphasised that some three and four bed units for family households had also been considered.

Bellway are sensitive to the local housing market as "that's the nature of the business" and without understanding what people are looking to purchase in an area it would be difficult to develop a site successfully. In order to ensure that Bellway's strategies are compatible with the local housing market, consultation exercises with local estate agents are undertaken. This provides current information about purchasing trends in the area to inform decisions about the mix and pricing of housing units. The representative stated that in this sense Bellway had no defined target market in LB Enfield. Whilst the bulk of development in Enfield was characterised by 1 and 2 bed units, they seek to provide for whatever demand is thought to exist in an area.

Bellway Homes have experience of Section 106 negotiation of sites in Enfield and have found that expectations and requests made through the process have "been similar to other London boroughs" and is "often a trade-off between us [Bellway Homes] and the planners." Affordable housing units have also been provided in LB Enfield through a partnership with RSLs. Currently Bellway are in discussion with Acton Housing Group to develop affordable units at a currently undisclosed site in Enfield.

Bellway find that the housing strategy is "generally clear as to what is expected" and is a document that they try and align themselves with whenever appropriate. It was thought that in general one of the most significant concerns of London borough councils was to secure more affordable family accommodation. Bellway Homes wish to continue their work in LB Enfield: "there is definitely a future for Bellway in Enfield subject to the availability of suitable sites." Availability of suitable sites and stiff competition was thought to be one of the main reasons for limited development in Enfield in recent years.

A4.6 Support Service Providers and Voluntary Bodies

Enfield Women's Safety Forum

Enfield Women's Safety Forum was set up in 1995 by the Voluntary Sector, Local Authority and Enfield Police they receive sponsorship from various organisations, and is responsible for developing a multi-agency work programme in relation to the concerns and personal safety needs of women in Enfield. The forum consists of a number of representatives: Enfield Women's Aid, Enfield Women's Centre, MIND in Enfield, Victim Support, Neighbourhood Watch, Age Concern, Soroptomist International, Enfield Police and Local Authority. Enfield Women's Safety Forum provides advice and services across Enfield, which is aimed at enabling women to be more confident, aware of their surroundings and plan safer routes. For example recent initiatives have included free personal safety and self defence classes, which raises these issues. Other initiatives they propose to work on in 2004 are Drug Rape, Think Safe and book a Licensed Cab (in partnership with the Police Project Sapphire) and Bogus Callers/Distracted Burglary (in partnership with Age Concern, Police and Trading Standards).

The forum was asked what range of housing related problems that women may face in Enfield. The responses were collated and returned as follows:

- τOver congested estates – It was thought that no consideration was paid to the design of accommodation or corridors/stairwells and outside paths/parking area.
- τLimited play areas/community halls – On some estates there is nothing at all – Residents have to rely on community parks that can be a distance from the estate.
- τPoor lighting on stairwells and outside on the estates
- τLarge number of youths – This is deemed to be intimidating to women who may become too frightened to venture out of their house at night.
- τAnti-Social Behaviour – This was thought to be primarily caused by neighbours or youths congregating around the estate. However it was acknowledged that the Council and police are attempting to tackle these problems.
- τAbandoned vehicles –However it was acknowledged that the speed of pick-up has improved.
- τGraffiti – Although it was thought that removal is a lot quicker than previously.
- τStreet litter/cleanliness– It was felt that dirty streets/estates may give people low self-esteem particularly if they keep their area clean and it is made dirty again

τThe cutting back of shrubbery still needs to be improved as this helps lighting and improves visibility for any CCTV on the estates

τCCTV should be added further to help ease people's fear and provide 'Peace of Mind' to residents.

τEstate gardens – Maintenance still needs to be improved

It was thought that the Council should take the following steps/initiatives to improve these issues:

τThere is deemed to be a lack of communication with the residents. When residents are involved with consultation or tenancy compacts there is perceived to be very little improvement. Alternatively recommended changes are not acted upon.

τWhen residents have been involved in consultation concerning housing issues there should be a revisit to the estate/site after 6 months. The aim would be to check that changes have been implemented and that the residents are content/happy with the agreed outcomes. It was thought that to consult residents and not follow up with consultation once the agreed work had been completed was likely to be a waste of time and detrimental to trust in the Council. It was thought that the relationship between Council and residents may deteriorate as residents become very frustrated with the Council/housing provider.

τThe Council should encourage more Resident Associations/Neighbourhood Watch Groups. This gives an opportunity for residents to stand up for their rights and voice their opinions on what their needs might be. The residents are seen as a pool of knowledge ready to share with the Council.

τThe forum were in approval of the pilot scheme set up by the police of Community Ward Officers working closely with Estate Officers/residents. It was felt that the pilot scheme works well as tenants see the Officers on a daily basis and build up a relationship of trust. They are able to tackle crime, anti-social behaviour and youths congregating either on stairwells or the estate. The residents still see them as police officers but because trust has been built up between them they are not hesitant to report a crime.

τIt was thought that Council Estate Officers and Customer Service Officers could have a higher profile on the estates and be more proactive rather than expecting residents to visit them. For this reason the forum thought that the provision of community halls is a good option as this offers a mutual and central place for the residents to meet.

τIt was important to consult with residents about new development using local communal facilities. Similarly, local play facilities were important. As an example, the Women's Safety Forum recently visited a new housing estate. Unfortunately there was only a small space serving as the play area with no fenced-off area where they might be able to play

netball/football. The residents living on this estate complained of large numbers of youths gathering on the estate. This was mainly attributed to a lack of consideration of this groups needs planning the new estate.

Enfield Race Equality Council (EREC)

A representative of the Enfield Race Equality Council was contacted with regard to the housing needs of BME groups in Enfield. The EREC receives funding from the Commission for Racial Equality in order to promote racial equality and tackle racial discrimination at a local level.

It was stated that the largest BME group in Enfield is Cypriot followed by Black Caribbean, with the highest concentrations being in Edmonton, although this was not supported by the recently published extended 2001 census data. The group with the fastest increasing population was thought to be Eastern European although it was emphasised that this group constitutes only a small percentage of the total population.

One of the main housing related difficulties experienced by BME groups is discrimination in allocation of housing. This was thought to apply particularly to the private rental sector. It was also felt that there are not enough grants provided by the Council for the BME communities and that BME residents on council estates suffer from racial harassment.

Problems experienced by all communities in Enfield were described as a chronic lack of adequate housing and that older people may be housed in unsuitable accommodation such as high-rise flats. It was also stated that young people find it difficult to get housing. Lee Housing Association does not have enough accommodation to meet the needs of the growing number of single homeless youngsters.

It is thought that the Council should address this situation by ring-fencing a minimum of 20% of the approved development programme funds for BME accommodation and service developments. Furthermore LB Enfield should ensure that a minimum of 20% of the overall grant given to Housing Associations in the area is used for the direct benefit of BME communities. It was stated that further research is also necessary to identify the specific housing needs of BME communities so that future housing provision can be tailored to match BME requirements. The REC has welcomed the Council's decision to support the involvement of BME housing associations through its policy of requiring that mainstream housing associations have a BME housing association partner in order to receive the Council's support when bidding for grants.

Currently there are no agencies based in Enfield that deal solely with the housing needs of BME groups. There are certain BME groups that do undertake representation casework and advocacy for individuals but not on behalf of a BME group. The BME Steering Group is serviced by LB Enfield Council. This Committee meets regularly and discusses the housing need situation, the progress of housing policies and their impact on the BME communities. In particular the members monitor implementation of the Enfield BME Housing Strategy. At present the recommendations of this committee are forwarded to Housing Scrutiny panel of LB Enfield for approval. The Committee has had some success in petitioning Registered Social Landlords and some big Housing Associations to adopt policies that allocate stock to smaller BME Housing Associations. This is thought by EREC to be a direction that should be followed in order to provide units for single households, large households and elderly households. It was stated that, "We would like to see as many [units] as possible as the ethnic minority population is growing fast and housing is in great demand."

It is thought by the EREC that over the last 2 years real effort has been made by LB Enfield to address BME housing needs. For example the following were cited as recent achievements although it was also stated that particular developments have been hindered by political considerations.

- τCreation of BME Housing Committee

- τMonitoring of Race Equality policies and consultation with Enfield Racial Equality Council

- τThe 2002/2003 LB Enfield housing strategy has incorporated the points/actions proposed by the BME Housing Committee.

A4.7 Residents' Groups

Federation of Enfield Community Association (FECA)

The Federation of Enfield Community Association is an umbrella residents' group for council tenants and leaseholders that incorporates a number of representatives from community and tenants' organisations across Enfield. FECA provides independent housing advice to tenants and residents and is frequently consulted as part of the planning process for housing provision in Enfield.

The main problems experienced by Enfield residents were perceived to be as follows:

- τLack of affordable housing in Enfield

- τRigid housing system that does not easily allow for the upgrading/downgrading of accommodation

- τInability of residents to obtain accommodation for the re-housing of siblings/children as the household grows up
- τInconsistent maintenance programmes which see certain blocks receiving large amounts of work and other not receiving major work
- τIncreased anti-social behaviour
- τHighly pressured parking facilities being used by un-taxed cars

The following improvements were recommended:

- τIncrease the housing eligibility level
- τProvide more information about stock condition and work programmes
- τMinimise the building of houses for sale and encourage the construction of rented units
- τEnsure that the quality standards for new housing are upheld. "Rooms need to be larger; gardens need to be of a manageable size and more car parking facilities need to be provided"

The limited number of vacant properties that are available means that the chance of allocation of suitable housing is very small. The maintenance of a flow of tenants through the social stock into the most suitable housing was thought to be further complicated by the fact that when a household could be moved into smaller accommodation types they are unlikely to accept. This is because the smaller property would most likely be a high rise flat located elsewhere in Enfield.

Due to low income and unemployment levels in Enfield combined with an ageing population it was thought that many of Enfield's residents receive Housing Benefit and therefore the level of Reference Rent was a very significant issue. "The rents while lower than the private sector are still considered to be 'high' for the standard of accommodation." This was thought to vary with property type. However rents were considered as 'fair' for flats and 'too low' for houses. The quality of life gained from living in a house was thought to be far greater than in flats, particularly in instances with large households occupying unsuitably small units: "Currently there are too many families with two or more children living in high rise flats above the 5th floor and usually in 2 bedroom properties. Overcrowding and excessive noise is the result." It was thought that a modification to either the reference rents or council tax costs for social sector houses could result in a larger number of under occupied houses being offered back to the Council for distribution to more appropriate, larger households.

It was thought that the processing of Housing Benefit applications could be improved, particularly with regard to speeding up the processing time.

The Right to Buy scheme was thought to have been a good initiative in principle although purchases should have been limited by property type to cover only flats and apartment

accommodation and not houses or family sized units. This would have had obvious advantages in terms of the supply of larger properties to prevent problems of overcrowding in small units as has been discussed above.

A4.8 Landlord's Association

Responsible Landlord Scheme

In 1997 the Housing Advice Team of LB Enfield initiated the Responsible Landlord Scheme. This was intended to ensure that the standard of properties used by the Council was maintained at a decent and habitable level. Due to strict quality control measures governing eligibility for the scheme 8 lettings agents were accepted onto the scheme and have remained involved since. A representative from one of these Lettings Agents on the scheme was interviewed. This agency managed 411 properties across Enfield.

The benefit to the Council of the Responsible Landlord Scheme is perceived to be that there is always a ready supply of good quality properties for the Council to use. Despite there being relatively few agencies involved in the scheme, it was thought that the Council's demand for properties had never outstripped their combined supply and the Council have "always got a stock for use to fulfil their housing needs." The Council also benefit from the partnership in that they can acquire accurate, current information on the nature of the local housing market. In return the agents on the scheme benefit from a steady stream of demand for their properties as well as easy access to information concerning changes in legislation, new initiatives etc.

LB Enfield is thought to be divided into three distinct housing markets in descending order of expense; Southgate and Palmers Green; Enfield; and Edmonton.

Southgate and Palmers Green are the most expensive areas and are considered to be "over priced" to the point where "people can't afford to buy." However the demand for saleable properties is seen to have been largely supported by the growth in popularity of Buy-to-Let properties in the area. This has had the effect of flooding the market with properties to let so that "supply has been outstripping demand in the rental market."

Enfield is thought to be slightly less expensive with prices that are "pretty realistic – prices are prices at what they are worth. Supply of properties is thought to be good across the board.

Edmonton was seen as the cheapest housing market with a lot of properties available but far fewer buyers/renters interested in these properties. However whilst the south of the area was thought to be increasingly cheaper than the rest of Enfield there are pockets of "high specification newbuild" development. However demand for these properties is thought to be relatively low.

Estimated minimum prices for these areas are shown below.

Table A4.1 Minimum property rents per calendar month in LB Enfield by area

<i>Property size</i>	<i>Edmonton</i>	<i>South gate & Palmers Green</i>	<i>Enfield</i>
<i>Studio flat</i>	£430	£602	£602
<i>1 bedroom</i>	£516	£602	£602
<i>2 bedrooms</i>	£645	£800	£800
<i>3 bedrooms</i>	£800	£900	£900

One of the main difficulties experienced by landlords in LB Enfield was thought to be associated with Housing Benefit tenants. It was stated that “landlords are prepared to take less rent” to avoid taking a Housing Benefit tenant. Anecdotal evidence was cited whereby landlords would subtract as much as £200 pcm from a 3 bed house letting price. Furthermore it was thought that although around 50% of households trying to rent a property receive Housing Benefit, only 5% of actual tenants receive Housing Benefit. A further 5% are housed only through duping landlords by presenting themselves as private tenants whilst also drawing benefits. Therefore a very significant proportion of applicants on housing benefit are turned away by landlords.

The reason for this trend was thought to be related to the issue of benefit ‘clawback’. A tenant’s circumstances may be found to have changed to a degree that they are made ineligible for Housing Benefit. In this situation the Housing Benefit is reclaimed from the date of ineligibility. However as Housing Benefit is paid to the landlord any reclamation of benefit is also made from the landlord. This adds an extra risk to the landlord that has persuaded many to avoid Housing Benefit tenants.

LB Enfield were thought to be reasonably prompt in their payment of benefits and any delay was thought to be within guidelines.

A4.9 Housing Benefit Officer

A representative from the Housing Benefit Office at LB Enfield was contacted to discuss issues relating to rent levels and housing benefit. The following data was supplied to demonstrate the levels of indicative rents across Enfield. Indicative rents are provided by the Rent Service to Local Authorities as an interim measure in advance of the release of reference rent levels.

Table A4.2 Indicative rent levels in LB Enfield between 2003 – 2004

<i>Property Type</i>	<i>Mar 03 – May 03</i>	<i>June 03 – Aug 03</i>	<i>Sept 03 – Nov 03</i>	<i>Dec 03 – Feb 04</i>
1B	£118.75	£118.75	£118.75	£118.75
1N	£62.50	£65.00	£65.00	£67.33
1S	£98.75	£106.75	£106.75	£105.00
2 bed	£130.83	£133.75	£133.75	£134.00
3 bed	£162.50	£165.00	£165.00	£166.33
4 bed	£189.25	£200.08	£199.25	£200.00
5 bed	£224.17	£241.25	£240.00	£246.67
6 bed	£284.42	£285.42	£282.50	£285.00

Source: LB Enfield Housing Benefit Dept 2004

NB:

1B: 1 room, board and attendance included

1N: 1 room, shared toilet, kitchen and living room

1S: all other scenarios with 1 room (ie. self contained)

It was thought that in general the level of reference rents across Enfield and across all property types had improved so that “Rents appear to be more realistic in the last 2 years.” This opinion was based upon the number of complaints that are received relating to the difference between the housing benefit award (based on the Rent Service Reference Rents) and the level of contractual rent to be paid. The Rent Service use monthly updates to ensure that the rent levels are kept current and accurate. It was also stated that the Rent Service were thought to be very careful to avoid the level of reference rents influencing the private sector rental prices and that efforts are made to avoid “leading the market”. The table below shows how indicative rent levels have changed over the previous 3 years.

Table A4.3 Actual and percentage changes to indicative rent levels in LB Enfield between 2001-02 and 2003-04

<i>Property Type</i>	2001-2002		2002-2003		2003-2004	
	<i>Annual net % change</i>	<i>Actual net value change</i>	<i>Annual net % change</i>	<i>Actual net value change</i>	<i>Annual net % change</i>	<i>Actual net value change</i>
1B	-3.16%	-3.75	3.26%	3.75	0.00%	0.00
1N	12.61%	7.00	0.39%	0.25	5.56%	3.75
1S	1.52%	1.50	-5.00%	-5.00	9.52%	10.00
2 bed	8.60%	9.50	5.10%	6.25	3.56%	4.75
3 bed	8.21%	11.50	3.28%	5.00	5.12%	8.50
4 bed	13.64%	22.50	-2.76%	-5.25	7.63%	15.25
5 bed	18.01%	31.25	4.48%	9.25	12.83%	31.75
6 bed	27.53%	51.75	16.67%	40.00	1.75%	5.00

Source: LB Enfield Housing Benefit Dept 2004

It was stated that 4,000 private tenants in LB Enfield claim Housing Benefit. However the representative was uncertain as to the level of difficulty associated with housing those on state benefit in the private rental sector. There was thought to be a “modest backlog” in the delivery of housing benefit to claimants. Average time span between application and payment is 49 days which is slightly above the government standard of 36 days. Improvements have been made in this respect and a number of initiatives are ongoing or planned in order to further reduce average waiting times.

- τBids have been submitted to the Government Performance Fund to obtain finance for further staff training

- τExisting computer systems are being upgraded

- τWeekly evaluation meetings are being held to review progress

APPENDIX A5 SURVEY QUESTIONNAIRE

