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LOCAL HOUSING STRATEGIES: THEORY AND PRACTICE

by

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Submitted as part of the
requirements for the Degree
of Master of Philosophy.

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INTRODUCTION AND SYNOPSIS

Briefly, this dissertation looks at the background to the development of the Housing Plan system in Scotland and the Housing Strategies and Investment Programmes systems in England and Wales. The objectives behind the establishment of the systems are examined, and also whether, in practice, the systems have achieved these objectives.

The dissertation is structured as follows:- Chapter 1 looks at the emergence of the idea of local housing strategies, and examines the numerous interconnected influences on the idea; Chapters 2 and 3 then go on to look more specifically at the emergence of the Housing Plan system in Scotland and the Housing Strategies and Investment Programmes systems in England and Wales, respectively. The different systems are described and various authors' published comments are examined. These two Chapters raise questions about the systems, which are looked at with regard to the three case study authorities in Chapter 4. Chapter 5 compares and evaluates the three different systems in terms of the information from Chapters 2, 3 and 4. Chapter 6 contains the conclusions and recommendations.

C H A P T E R 1

THE DEVELOPMENT OF COMPREHENSIVE LOCAL HOUSING STRATEGIES

Many factors led to the development of the comprehensive local housing strategies known as Housing Plans in Scotland and Housing Strategies and Investment Programmes (HIPS) in England and Wales. This development is extremely complicated, its numerous influences inter-connected and entangled, one with another. However, it is possible to separate the strands, pulling out those which are most important.

1.1 Improvement in the Quantitative Housing Situation

Throughout the 1960s there was a gradual change in the perception of housing problems: there was a slow realisation that there was no longer a national housing problem. The Cullingworth Report "Council Housing: Purposes, Procedures and Priorities" (1969) said "it is clear that we do not have a single 'national' housing problem: we have a large number of local housing problems of great variety. National housing policies, slum clearance campaigns and new building drives are no longer adequate to meet this new situation. Local and regional policies need to be forged to deal appropriately with particular problems". (op.cit., para. 30).

There had been a dramatic improvement in the quantitative housing situation -- there was no longer a crude dwelling shortage, or in other words there was no longer a national housing problem. "The housing situation in Scotland has changed

significantly in recent years. The acute shortage of houses which was characteristic of the immediate post-war period had been substantially met in many areas". (Scottish Housing Advisory Committee (S.H.A.C.) Report, 1972, para. 10).

However, as the Report goes on to explain, the solution of one problem leads to the recognition of new ones, and these are typically more intractable, more difficult to solve. For example, "the problems posed by the large number of sub-tolerable standard dwellings has become more and more urgent as the pressures for increasing the total stock have lessened". (S.H.A.C. Report, 1972, para. 10).

These 'new' problems were recognised to be local in character:- "Scotland no longer has a 'national' housing problem: it has a multiplicity of differing local housing problems". (J. B. Cullingworth in the Foreword to "Local Housing Needs and Strategies", S.D.D., 1976). Both the Green Papers on Housing Policy published in 1977, one for Scotland and the other for England and Wales, repeated this view. "The absolute shortage of houses which has dominated housing policy in the past has been eliminated in most cases and housing conditions are vastly improved..... But housing problems remain: compared with the problems of the past they are more localised and varied -- but they are none the less real for all that". (Scottish Housing, 1977, para. 2.2).

1.2 The Need for Local Knowledge

Parallel to the recognition that there was no longer a

national housing problem, and influenced by the implication this had (i.e. that the problems were local problems) was the realisation that "local authorities need to have a clearer, deeper and more detailed understanding of the changing housing situation in their areas". (Cullingworth Report, H.M.S.O., 1969, para. 27).

In Scotland in 1970, the Scottish Development Department (S.D.D.) asked local authorities to co-operate in a Housing Needs Inquiry. This led to the Scottish Housing Advisory Committee setting up a Working Party on Housing Needs followed by S.D.D. releasing Circulars 50/1975 "Housing Needs and Resources" and 100/1975 "Housing Needs and Strategies". (See Chapter 2 for a fuller explanation).

As the Scottish Housing Handbook, Volume 1, put it "Without a sensitive and detailed understanding of the local housing situation and the way it is changing, it is impossible to assess priorities and judge whether policies are effective in meeting local needs". (S.H.H., Vol. 1, S.D.D., 1977, para. 1.1).

And in the Green Paper "the planning of housing provision cannot rely on national analyses: it calls for careful local assessments of local needs". (Scottish Housing, 1977, para. 2.24).

1.3 The Comprehensive Approach

Another change occurred in the 1960s: a number of academics (notably Barry Cullingworth) emphasised the need to move away from looking at specific housing issues in isolation, expressing the view that housing was a complete system and should be treated as such.

This view penetrated to central government and in a White Paper "The Housing Programme — 1965 to 1970" (Cmnd. 2838, H.M.S.O., 1965) there was a recognition of the need to plan both the public and the private house-building sectors.

The Report of the Committee on Local Authority and Allied Personal Social Services (Seebohm Report, 1968) urged that local housing authorities should take a wider view of their responsibilities. They should be concerned not only with building houses and managing those they own, but also with the whole range of housing problems in their areas. "All housing authorities should.....take a comprehensive and extended view of their responsibilities to meet the housing needs of their areas". (Seebohm Report, 1968, para. 390).

The Cullingworth Report (H.M.S.O., 1969) endorsed the findings of Seebohm and stressed the need for sufficient information on the "overall housing situation to permit the formulation of a comprehensive local housing policy" (para. 32), and "it is important that policies should be based on an adequate understanding of the dynamics of the situation. This...requires a more comprehensive and flexible approach than is usually adopted today" (para. 33).

These exhortations continued in the S.H.A.C. Report (1972) which emphasised that properly planned housing programmes could be devised only in the context of an assessment of total need and total supply, whether by the local authority, private builders or other housing agencies.

It is possible to draw out a definition of the comprehensive approach from this Report: Firstly, it is necessary to comprehensively assess housing needs, and the Report goes into the limitations of using only the council house waiting list to do this. "The responsibilities of local authorities should extend far beyond providing for the needs of those who are actually to be housed by them: they should be looking at the totality of needs — hidden needs, needs which are not being met, and needs which may arise in the future". (S.H.A.C. Report, 1972, para. 22).

The implication here is that local authorities should also make an assessment of the need for other types of housing provision. For example, ensuring that sufficient land is available for private building for owner occupation, giving assistance to housing associations.

Secondly, a comprehensive housing programme must be formulated. As the Report stressed, this is much more than a house building programme. Account must be taken of:-

- (i) the quantitative situation — potential household projection should be the method used to assess the total number of houses required.
- (ii) the qualitative aspects — both of the public and the private sector stock.
- (iii) the size distribution of dwellings.
- (iv) the desire for owner occupation.
- (v) the contribution which could be made by other housing agencies, for example, housing associations.
- (vi) the need not only for new building but for improvement, repair and maintenance, and demolition programmes in both private and public sectors.

The S.H.A.C. Report led to S.D.D. Circulars 50/1975 and 100/1975 which encouraged the new local housing authorities to take a comprehensive approach when re-assessing housing strategies after local government reorganisation.

"Local Housing Needs and Strategies: a case study of the Dundee sub-region", (S.D.D., 1976) was the necessary proof that a comprehensive approach to the assessment of housing needs and the formulation of a housing programme to meet these needs was both desirable and feasible. The Scottish Handbook, Volume 1 (S.D.D., 1977) and the Green Paper, "Scottish Housing" (H.M.S.O., 1977) echoed the desirability of such an approach.

These ideas were by no means confined to Scotland (although it is fair to say that S.D.D. played a large part in gaining acceptance for the idea of a comprehensive approach, particularly since they were able to demonstrate its practicability in the Dundee sub-region case study); the gradual realisation that local authorities must take a comprehensive view of the housing needs of their areas and devise comprehensive housing programmes to meet these needs was also occurring in England and Wales at about the same time.

For example, the Green Paper stated "Only the local authorities can take a comprehensive view of what should and can be done locally 'across the board' in both public and private sectors. Consequently, it is for local authorities to assess the local housing situation as a whole and keep it under regular review, through the local housing strategies (HIPs)". (Housing Policy, 1977, para. 9.01).

In 1978, the Housing Services Advisory Group published a document "Organising a Comprehensive Housing Service" (D.O.E., 1978) which advised local authorities how to progress towards and organise a comprehensive local housing service.

Therefore, by the middle 1970s, the comprehensive approach to housing (as defined above) had become widely accepted. Housing was recognised to be a complete system consisting of two sectors — the public and the private, and the need to plan for all requirements, present and future, had been acknowledged.

1.4 Concern to Control Overall Housing Expenditure and to Direct Limited Resources to where they were most Needed

The form of local housing strategies, particularly Housing Plans, was considerably influenced by Transport Policy Programmes (D.O.E. Circular 104/73 and S.D.D. Circular 47/74). The T.P.P.s consist of two main elements: "an overall strategy based on the transport needs of the area and a statement of individual policies for dealing with these; and, secondly, a programme for implementing these policies over a 5-year period....with a detailed and firm programme for the forthcoming year. The financial implications of the programme should be fully stated". (S.D.D. Circular 47/74, para. 3). T.P.P.s, therefore, contain the main elements also included in local housing strategies. Central government replaced the complicated grant system by one grant for all transport services which was allocated on the basis of the financial bids in the T.P.P.s.

In Scotland, the need to have greater control over resources allocated to local government, first evident in the T.P.P.s was

continued with the introduction of the Financial Plans system (Scottish Office Circular 47/1976). The Financial Plans introduced a system of block allocations for each Region and District service, rather than individual consents for programmes. This had the dual objective of giving local authorities more freedom to determine local priorities while strengthening central government control over the total levels of expenditure within each block. (However, with the prevailing cuts in public expenditure, the total allocations have been reduced by central government, local authorities say this means they have less freedom to determine local priorities since they have no money -- more of this in later chapters).

Like T.P.P.s, Financial Plans are a five-year costed programme submitted annually and prefaced by a policy statement explaining the financial programme. Housing Plans fit into the Financial Planning system very well -- the forms used in a Housing Plan to set out the expenditure implications of the programme are the same forms as are used for Financial Plans.

Returning more specifically to housing, before Housing Plans and H.I.P.s were introduced, central government control over local authority housing expenditure consisted of approval of the number of 'starts' in any one year (i.e. the number of new local authority house-building projects started in any one year). The old system was, therefore, based on approval for spending related to volume -- not cash. This system caused difficulties, in terms of central government financial control over local authorities' housing expenditure, and there was a

general feeling within central government that control should be on a cash basis.

The system by which central government has operated since the 1960s is based on the Public Expenditure Survey White Paper which plans expenditure for 5 years ahead. The amount of public expenditure for various items is planned and a firm figure is given for Year 1, a less firm figure for Year 2, and so on; the programme is rolled forward annually.

The only way for central government to control Public Sector Borrowing Requirement is to control expenditure on the basis of cash payments made. Therefore, central government felt that local housing authorities should devise better systems for controlling housing expenditure, which would mean better financial management on the part of local authorities -- "they would manage money as if they were a business" (personal communication, J. M. Currie, S.D.D., 1981) and also better overall financial control for central government.

Housing plans and H.I.P.s would bring housing expenditure fully within the arrangements for public expenditure control, keeping local authority expenditure on housing within annual cash limits. It is important to make the point here that financial control is achieved by the introduction of cash limits rather than by Housing Plans or H.I.P.s, these can better be seen as a means to make such limits more workable (Bramley, et. al., 1979). Indeed, in England and Wales cash-limited allocations on various housing services were introduced before the inception of H.I.P.s (see Chapter 3).

The concern with the control of public expenditure was evident throughout the 1970s. For example, in Scotland, S.D.D. Circular 50/1975 entitled "Housing Needs and Resources", urged local authorities during "this period of financial stringency" to make the best use of resources and obtain the best value for money.

S.D.D. Circular 100/1975 "Housing Needs and Strategies" continued this theme, advising the new local housing authorities to devise comprehensive housing strategies for their areas, which were to be aimed at securing the best use of all available housing resources in both the public and private sectors and were to take full account of "inevitably limited financial resources".

The need to make the best use of resources, in conjunction with the realisation that housing problems were more localised, was responsible for central government's concern to direct resources to where there was most need for them. "Local housing strategies will enable investment to be channelled in such a way that better progress is made in dealing with the needs of the most vulnerable households and the worst concentrations of bad housing". (Housing Policy, 1977, para. 2.18).

As a back-up to the Housing Plan system in Scotland, a new system of subsidies was thought to be necessary and this (the Housing Support Grant) was introduced in time for the second round of the Housing Plan system (see Chapter 2).

The Green Paper on Housing Policy also proposed subsidy changes for England and Wales (see Chapter 3).

1.5 Local Government Reorganisation

On 1 April 1974, local government in England and Wales was reorganised so that there were 6 metropolitan counties, 35 metropolitan districts, 39 counties and 296 district authorities in England; 8 counties and 37 districts in Wales. (These figures do not include the 32 London Boroughs or the 23 New Towns).

In Scotland, reorganisation took place on May 16, 1975, creating 9 regional, 53 district and 3 island authorities. Both reorganisations substantially reduced the numbers of housing authorities and correspondingly increased their size. For example, in Scotland the number of housing authorities was reduced from 234 to 56. "The new housing authorities are stronger in financial and manpower resources than their predecessors and are now capable of developing local policies related to local needs within a wider measure of freedom than has been possible in the past". (S.D.D. Circular 76/1976, para. 6). These new, bigger housing authorities were thought to be better placed to assess the local housing situation in its totality and to propose ways of dealing with it, than were the old, smaller authorities.

Another change which may have occurred after reorganisation relates to the status of housing departments in local authorities. Traditionally, the housing department was held in low esteem by other local authority departments; after reorganisation, housing departments were larger, had more resources in terms of both manpower and money, and this may have led to an increase in their status. This in turn may have influenced them to wish for more freedom from central government control.

Following reorganisation, the Regional authorities in Scotland were asked by S.D.D. to prepare a Regional Report, the major aims of which were:

- "- to provide a quick appraisal of inherited Development Plans;
- to capitalise on the numerous sub-regional studies which preceded reorganisation;
- to fill the gap before the production of Structure Plans of which there was little experience in Scotland prior to reorganisation;
- to impress upon the new authorities the full scope of their responsibilities;
- to stimulate a more corporate approach to management within local government." (Corporate Planning, 1981).

Taking the Strathclyde Regional Report as an example and concentrating on the housing issues discussed therein, the Report was concerned at the possible emergence by 1981, according to their projections, of an overall regional housing surplus, including a significant public sector housing surplus in Glasgow. The implication of this, as seen by the Region, is that "Glasgow has to become more attractive to the kinds of family (professional and managerial) now preferring houses elsewhere". (S.R.C., 1976). In order to achieve this the Report suggests that the choice of housing and of good housing surroundings must be improved; the variety of housing types must be enlarged; and the opportunities for good housing in the inner areas of the City must be increased.

While supporting these various measures to make Glasgow more attractive and confirming that these "are matters in which it is proper for the Region to spell out the effects of housing policies on their Regional strategy. Equally, however, the Secretary of

State recognises that it is for District Councils, as housing authorities, to prepare housing policies on the basis of locally determined needs, though he expects them to collaborate with the Regional Council and the New Town Development Corporations in the comprehensive assessment of housing strategies and programmes and the need for associated infrastructure". (S.D.D., October 1976, para. 9). In effect, the Secretary of State was gently 'warning off' Strathclyde Region, reminding them that housing is a District responsibility. "The Secretary of State thinks that the Regional Report goes as far as is practicable in drawing the attention of District Councils, as housing authorities, to significant issues to be taken into account in drawing up their housing plans..... He, therefore, looks to District Councils to make a close local analysis of their own situation". (S.D.D., October 1976, para. 14).

The relationship between the Region and the Districts in Strathclyde with reference to housing can be summed up thus:

- the Region feels that housing is an important issue over which it should have some strategic influence, while on the other hand, the Districts feel that the Region is 'sticking its nose' into a matter which is solely the Districts' responsibility. This account is a necessary preamble to the issues discussed in Section 2.8.

In this section, Strathclyde Region alleges that the Districts do not co-operate fully. However, although this may be the case, the other side of the story is that the Region may be overstepping its responsibilities (as outlined above).

1.6 The Influence of Corporate Management

The need for a comprehensive approach to housing and to local government generally, combined with reorganisation, pushed local government towards the concept of corporate management.

During the 1960s and 1970s, various government reports revealed the inter-relationships between urban problems and advocated the desirability for local government of an overall integrated framework. For example, the Report of the Planning Advisory Group published in 1965 entitled "The Future of Development Plans" (M.H.L.G., 1965) recommended that the policy content of land use planning should be strengthened and that a comprehensive strategic planning framework should be developed. These proposals were introduced in the 1968 Town and Country Planning Act for England and Wales and the equivalent Act for Scotland in 1969, and were consolidated in the Acts of 1971 (England and Wales) and 1972 (Scotland).

The Seeborn Report (H.M.S.O., 1968) stressed the desirability of meeting social need in a comprehensive manner, but also criticised the problems of co-ordination and collaboration within the personal social services (as they then existed) and between them and other services.

While the arrangements for local government reorganisation were still under consideration, advisory groups were set up to look into the management and structure of the proposed new local authorities. The Reports produced by these groups — the Bains Report for England and Wales (H.M.S.O., 1972) and the Paterson

Report for Scotland (H.M.S.O., 1973) — both emphasised the need for a corporate approach "not just within a single authority but between authorities and with central government". (Paterson Report, 1973, para. 4.4).

The introduction of the Housing Plan and Housing Strategies and Investment Programmes systems, with their emphasis on a comprehensive approach to the formulation of local housing strategies, necessarily implies that local authority departments should work together in a corporate manner. Local housing strategies, therefore, continue the development of corporate planning structures in local government, as advocated by Bains and Paterson.

S U M M A R Y

From the preceding account, six important influences on the development of comprehensive housing strategies are pinpointed. To reiterate, these were:-

- 1.1 Improvement in the quantitative housing situation;
- 1.2 The need for local knowledge;
- 1.3 The comprehensive approach;
- 1.4 Concern to control overall housing expenditure and to direct limited resources to where they were most needed;
- 1.5 Local government reorganisation;
- 1.6 The influence of corporate management.

Of these six, the most important are 1.1, 1.3 and 1.4: the improvement in the quantitative housing situation led to changes in the perception of housing problems, they were recognised to be more localised than

was the case in the past; simultaneously, there was a concern that local authorities should widen their responsibilities and take a comprehensive approach to housing; lastly, and nowadays of paramount importance, local housing strategies were seen to be a means for central government to control overall housing expenditure.

Chapter 1 has 'set the scene' and described the important factors in the development of comprehensive local housing strategies, Chapters 2 and 3 will go on to look at these strategies in more detail. Chapter 2 will look at the Housing Plan system in Scotland and Chapter 3 will look at the Housing Strategies and Investment Programmes systems in England and Wales.

C H A P T E R 2

THE HOUSING PLAN SYSTEM IN SCOTLAND

2.1 The Objectives

(i) During the 1960s and 1970s (as outlined in Chapter 1) it was gradually realised that a "new generation of local and specialised housing needs" was emerging (Scottish Housing, 1977, para. 5.1). Accordingly in the 1970s the Government developed a new system of policy and programme planning for housing in Scotland -- Housing Plans. This new system would enable central government resources to be deployed effectively where they were most needed. Eventually, the information provided by Housing Plans would help Government's forecasts of public expenditure on the different elements of the housing programme to reflect more accurately the pattern of local housing needs.

(ii) The cornerstone of the Housing Plan system would be the comprehensive assessments of housing need. Responsibility for making these assessments and for devising strategies should lie with local housing authorities, since Government thought that the strategic aspect of their role should be strengthened. "A major aim of Housing Plans is to give local housing authorities greater freedom and responsibility to take expenditure decisions and manage their spending programmes within the context of their housing strategy". (S.D.D. Circular 76/1976).

(iii) The introduction of the Housing Plan system was also seen by central government as a means by which various methods

of working could be encouraged within local government. For example, the development of a comprehensive approach to housing (see Chapter 1).

(iv) The cash-limited allocation blocks associated with the Housing Plan systems ensure that the Secretary of State retains effective control of total capital expenditure on housing while local housing authorities acquire greater power and responsibility for taking local policy and expenditure decisions and for managing their capital programmes (see (ii)).

The Government recognised that the full benefits of the Housing Plan system depended upon changes in the system of housing subsidies (see Section 2.4).

2.2 The Development of the System

Against the background of the changing housing situation discussed in Section 1.1, local authorities in Scotland were asked by S.D.D. in 1970 to co-operate in a Housing Needs Inquiry. The results of this Inquiry clearly demonstrated the difficulties which local authorities were experiencing trying to assess needs in a complex and rapidly changing housing situation.

The Scottish Housing Advisory Committee, therefore, set up in 1971 a Working Party on Housing Needs. When this reported in 1972 it recommended that local authorities should apply a comprehensive approach to housing, both in the assessment of housing need and in the provision of housing (S.H.A.C., 1972) (see Section 1.3).

Following this report, S.D.D. released Circular 50/1975 "Housing Needs and Resources" which recommended that local authorities should "make a full assessment of housing needs and of their housing stock and work out how far their housing needs can be met by building or by improving and making better use of existing stock" (S.D.D. Circular 50/1975, para. 2). This circular foreshadowed the Housing Plan system: "In future years it is hoped that District Councils may be able to forecast their housing programmes based on comprehensive strategies related to, say, a three or five year period". (S.D.D. Circular 50/1975, para. 3).

Close on the heels of 50/1975 was Circular 100/1975. This offered further guidance to local authorities based on detailed research and study carried out in the Dundee sub-region. The study was carried out on the recommendation of the S.H.A.C. Report by a Scottish Office research team working in close co-operation with officials of the local authorities involved. The team published their report "Local Housing Needs and Strategies -- a Case Study of the Dundee Sub-Region" in 1976. This case study demonstrated the desirability and practicability of the comprehensive approach.

Meanwhile, in Spring 1975, the Government initiated a comprehensive review of housing policies and finance in Scotland. The review was carried out within the S.D.D., with the advice of a sub-committee of S.H.A.C., chaired by J. B. Cullingworth, in parallel with a similar review in England and Wales.

In January 1976, Cullingworth in his paper "Housing Priorities and Inflation" revealed much of the debate which arose in the course of the review. In this paper he advocated the need for local housing policies to replace national housing policies and his view was that there should be a housing equivalent to Transport Policies and Programmes -- Housing Policies and Programmes (H.P.P.s). "The duties of local housing authorities would be redefined to require them to produce comprehensive housing strategies. They would submit to central government annually a review of their housing situation, the steps they propose to take to meet identified problems and the resources necessary to enable them to do so. Central control would be focused on the adequacy of local assessments of need and the strategies which would be based on these". (J. B. Cullingworth, 1976).

H.P.P.s would be submitted to central government on a 5-year rolling basis and would comprise:-

- a description of the current housing situation;
- the range of needs to be met;
- the ways in which the local authority thinks these should be met by the various housing agencies;
- priorities for action;
- programmes for implementing these priorities.

In 1976 the Scottish Office and the Convention of Scottish Local Authorities (C.O.S.L.A.) established a working party of Scottish Office and local authority officials to work out a new system of policy and programme planning for housing which would

be known as Housing Plans. The Interim Report of this Working Party was released under cover of S.D.D. Circular 76/1976 on 23rd December 1976, and contained their proposals for the broad lines of the new system.

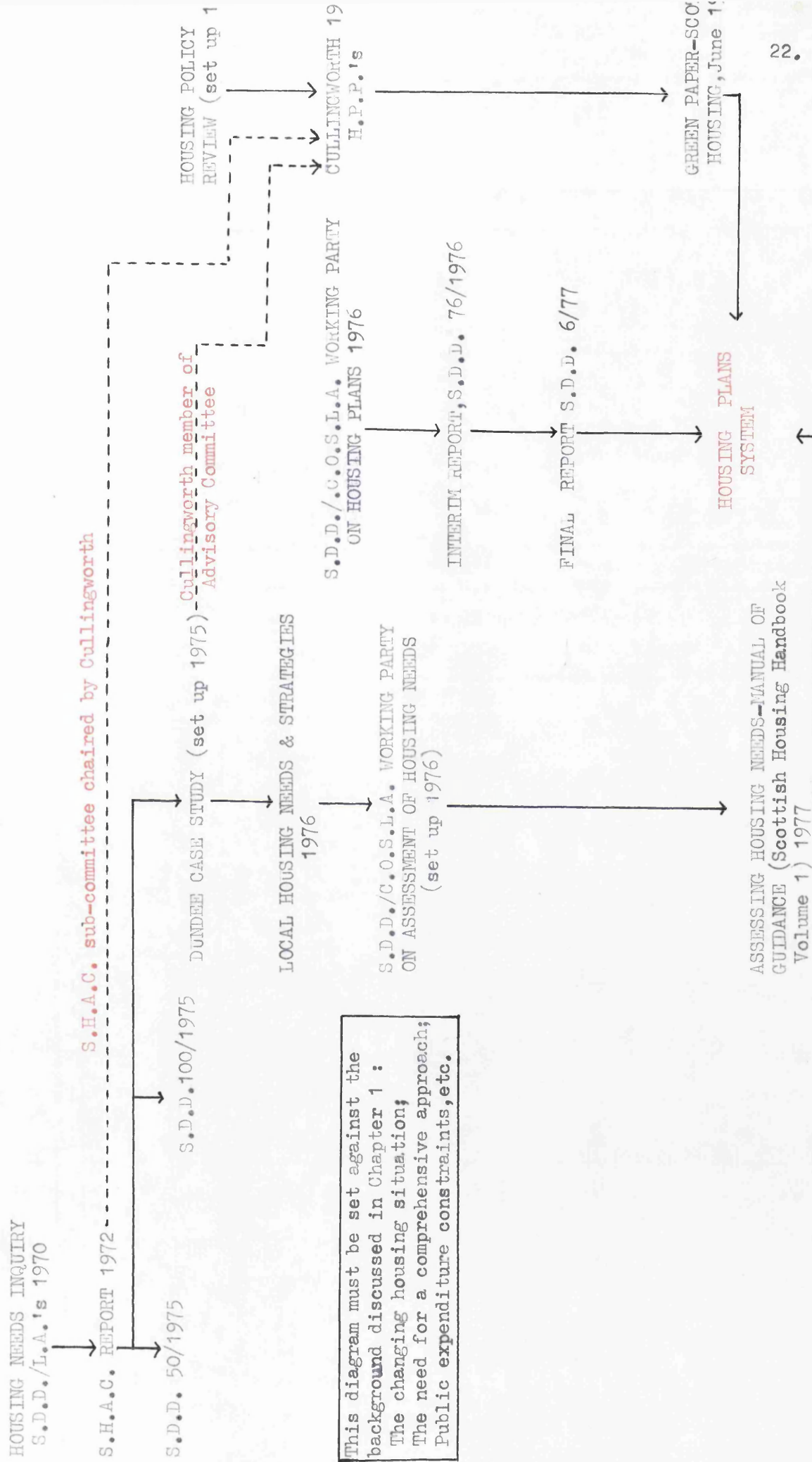
Also in 1976 a separate Working Party of S.D.D. and local government officials was preparing a manual of guidance on the assessment of housing needs, dealing with the collection of data and the development of analytical techniques, for local housing authorities. However, this manual was not published until July 1977 just a little too late to be of use to local authorities in the preparation of the first round of Housing Plans. ("Assessing Housing Needs — A Manual of Guidance", S.D.D., 1977).

In May 1977, the Working Party on Housing Plans published its Final Report, which focused mainly on the arrangements for the preparation and approval of local authorities' expenditure programmes (S.D.D. Circular 6/77).

In June of the same year, the Green Paper "Scottish Housing: A Consultative Document", the outcome of the housing policy review set up in 1975, was finally published. This confirmed that the Housing Plan system was the key element in the Government's new "integrated approach" to housing. (Scottish Housing, 1977, para. 5.17).

The whole development of the Housing Plan system as described above is illustrated in Figure 2.1 'Milestones in the Development of the Housing Plan System'. It is important to emphasise, yet again, that these developments in Scotland took place against the nationwide changes already described in Chapter 1.

FIGURE 2.1 : MILESTONES IN THE DEVELOPMENT OF HOUSING PLANS.



2.3 The Nature of Housing Plans

The Housing Plan covers a 5-year period and outlines the authority's policies and programmes to meet housing needs during this period. The plans are rolled forward annually and usually contain three main sections:-

- (i) an analysis of housing provision in the area and an assessment of local housing needs. This assessment should be comprehensive including the private sector and all needs, present and future;
- (ii) a description of the authority's housing policies and programmes plus information on what the council expects other bodies (for example, private builders, S.S.H.A., housing associations) to do. This section should also be comprehensive, taking into account all methods of provision;
- (iii) a costed capital programme outlining the authority's proposed spending on housing over the next 5 years. The programme should be prefaced by a narrative statement showing the relationship to other planning documents, its interdependence with other programmes, and setting out the priorities to be followed if the programme is changed. (See Appendix I).

The proposed expenditure is detailed under various headings within two main expenditure 'Blocks'. 'Block A' covers services connected with the Housing Revenue Account (H.R.A.), in other words, those services which are eligible for central government subsidy; 'Block B' covers non-H.R.A. services -- those ineligible for subsidy. A distinction is made between legally committed expenditure and uncommitted expenditure in connection with each individual project. The Secretary of State for Scotland makes a separate capital allocation for each Block and the final

allocation for each year represents a cash limit on expenditure. The authority can transfer expenditure freely within each Block and can also carry forward over- or under-spending from one year to the next up to a limit of 10% of the original allocation (Tolerance). Up to 10% may also be transferred from one Block to the other in any one year (Virement) subject to approval from the S.D.D. 'Block A' expenditure consists of:-

- Acquisition of land;
- New building;
- Acquisition of homes for improvement;
- Rehabilitation of acquired houses;
- Council house modernisation and repair;
- Environmental improvement in the public sector;
- Other investment.

'Block B' consists of expenditure for:-

- Improvement grants to the private sector;
- Environmental improvement in the private sector;
- Lending to private persons for house purchase and improvement;
- Slum clearance;
- Other improvement.

When the system was originally conceived, there were slight differences to the scheme outlined above: 'Block B' included 'Lending to housing associations and societies', this is now controlled separately through the Housing Corporation; 'Block B' also included 'Lending to tenants for council house purchase' which is now no longer regarded as part of the capital programme.

Apart from these small changes, the Housing Plan system remained substantially unchanged for the first three years of operation.

However, during 1980 two major changes occurred. These are:-

- (i) the 'streamlining' of the system;
- (ii) the Government's decision to allocate capital for housing not on the basis of a needs assessment but on the basis of whether or not councils adhere to Rate Fund contribution guidelines issued in December 1980. This is discussed in Section 2.4.

In early 1980, S.D.D. approached C.O.S.L.A. with the suggestion that an authority should only submit a full Housing Plan once every four years. A rota would be prepared so that about one quarter of housing authorities would submit a Plan each year. C.O.S.L.A. objected to this scheme and replied that they preferred to continue to submit Housing Plans on an annual basis¹. The S.D.D. and C.O.S.L.A. have (at the time of writing) yet to reach a decision on this matter, with the result that the usual S.D.D. Circular asking for Housing Plan submission has failed to be released to local authorities. In the ensuing confusion, some authorities have produced a Housing Plan, others have not bothered, and S.D.D. have received only a few of the Housing Plans that have been produced. (See Chapter 4 for further discussion of this issue).

2.4 Financial Provisions

Local authority expenditure, in general, is divided into Capital and Current expenditure. Capital expenditure includes the construction of homes, road, schools and other buildings; Current expenditure includes salaries, vehicles and interest charges on the debt in the capital account. For housing,

current expenditure is in the Housing Revenue Account (H.R.A.).

The scope of the H.R.A. consists of:-

- (i) The annual debt charges relating to the overall capital costs of:-
 - (a) building or acquiring and rehabilitating houses;
 - (b) providing hostel accommodation;
 - (c) improving, modernising and repairing houses owned by the authority.
- (ii) Annual current expenditure on managing and maintaining houses and any hostels which the local authority owns.

There are three main sources of income to the H.R.A.:-

- (i) Housing Support Grant;
- (ii) Standard rents (rents before deduction of rebates);
- (iii) Contribution from authorities' general rate fund. (Rate Fund Contributions - R.F.C.) (See Figure 2.2).

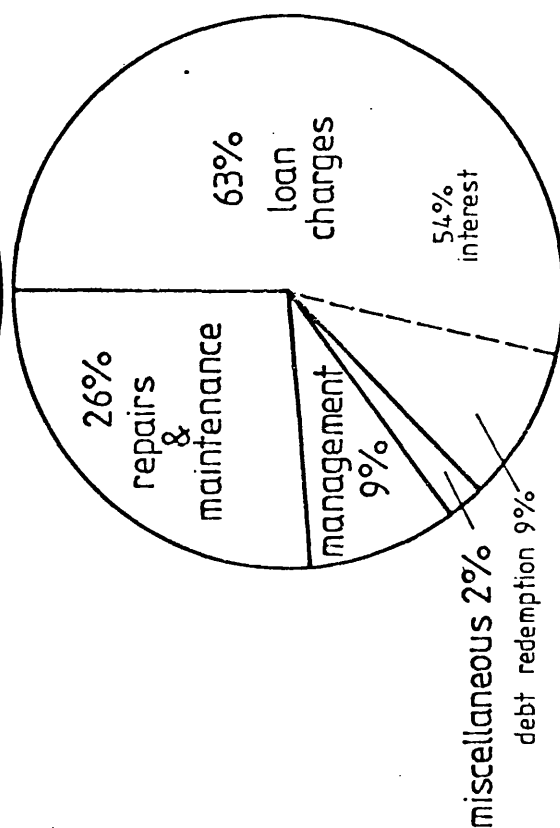
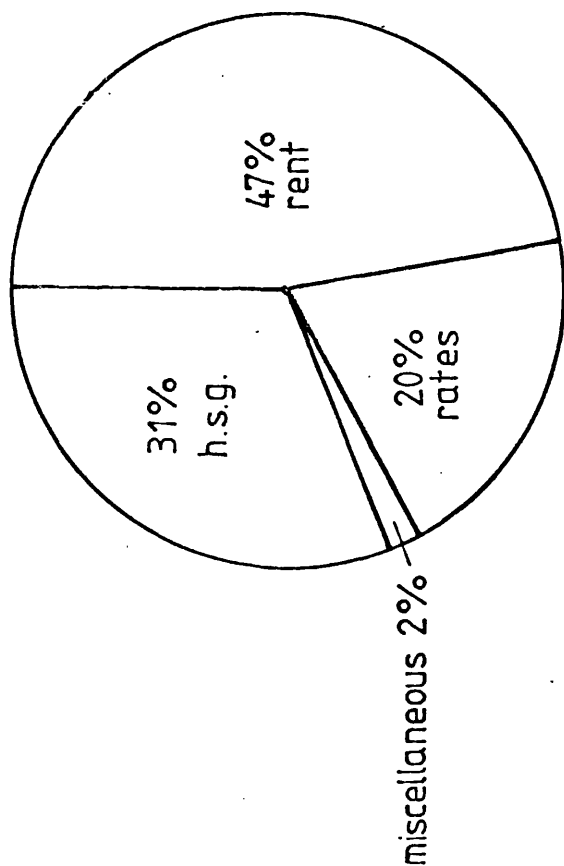
When the Housing Plan system was first devised, it was intended that spending should be merged into one block with the introduction of a new subsidy system. Under the previous system of programme controls and subsidies for housing, the number of new houses which local housing authorities could build to meet needs, was unrestricted while there were tight financial controls on lending and improvement programmes. (At the same time the standards and costs of individual capital projects being promoted by authorities were firmly controlled by S.D.D.). This subsidy system gave varying support to different housing activities and did not encourage local housing authorities "to take an overall view of the policies and programmes required to meet the range of needs in their areas". (S.D.D., 76/1976, para. 4).

HOUSING REVENUE ACCOUNT 1980-81

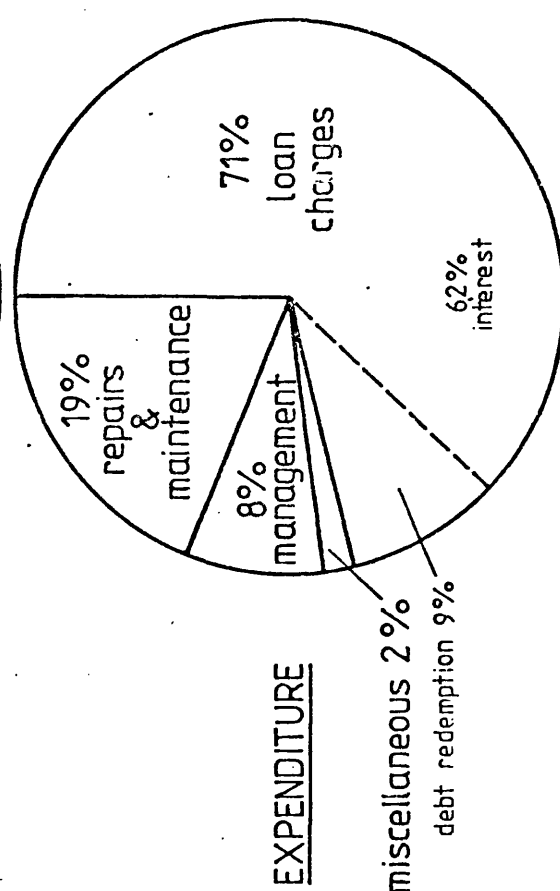
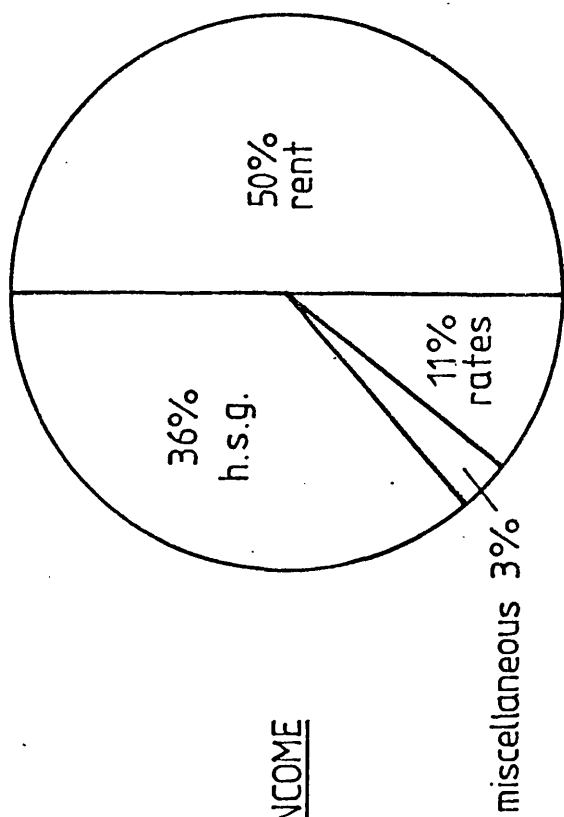
FIGURE 2.2 : H.R.A. ACCOUNTS--INCOME AND EXPENDITURE.

27.

STRATHCLYDE



REST OF SCOTLAND



TOTALS £294 millions £267 millions

In the first year of the Housing Plan system, investment was allocated in two cash limited blocks, but the old subsidy system had not then been reformed. The existing subsidies, therefore, continued alongside the new Housing Plan system: the Secretary of State approved and issued consents for individual projects and each consent was subject to the condition that the authority did not in aggregate exceed the annual block expenditure limit (except to the 10% tolerance limits agreed).²

In 1978 the Housing (Financial Provisions) (Scotland) Act introduced the Housing Support Grant which is a single annual grant payable to each authority's H.R.A. H.S.G. is a deficit supporting grant, in other words, the amount of grant is related to the difference between the total current expenditure for a year and the income they raise from rents and R.F.C.

In Section 2.3 the two most recent changes to have affected the Housing Plan system were mentioned. The second of these, the Government's decision to allocate capital for housing on the basis of whether or not councils adhere to Rate Fund Contribution Guidelines issued on 22nd December 1980, is of relevance here.

On July 10, 1980, S.D.D. issued a first set of provisional Housing Capital Allocations for 1981-82, on 22nd December 1980, a second set was issued which were higher than the first set. Along with the latest provisional capital allocations, the S.D.D. also issued Rate Fund Contribution Guidelines, indicating how much the Government considered each local authority should be allowed to contribute from the rate fund to meet housing costs. "Authorities proposed rate fund contributions for 1981-82 will

be taken into account when the final allocations are being settled in March. If an authority's rate fund contribution is at as below the Guideline level set by Government they will get in full the proposed allocation notified today (22nd December). Authorities whose rate fund contributions exceed the guideline will have their allocation reduced by a sum related to the excess, but in no case will this be less than the figure notified to local authorities on 10th July 1980". (S.D.D., 22/11/80, R.F.C. Guidelines).

H.S.G. has been reduced (Shelter, 1981), local authorities will not be able to increase R.F.C. above the Guideline level, therefore, council house rents will have to rise to keep pace with expenditure in the H.R.A. This is a "novel approach" (David Asquith, 1981, personal communication), the first time capital expenditure (i.e. the capital allocations) has been linked to current expenditure (i.e. the rents in the H.R.A.).

The following sections consist of issues which are of particular importance in any discussion of Housing Plans. In addition to their inclusion here, they will also be looked at in Chapter 4.

2.5 Comprehensiveness

Local housing authorities, in the preparation of their Housing Plans are supposed to take a comprehensive approach (see Section 1.3). The assessment of housing needs must take account of all needs, present and future, in both public and private sectors and the consideration of policies and programmes

must take account of all possible solutions by all possible providers in all sectors.

The Manual of Guidance, prepared jointly by a Working Party of S.D.D. and local government officials, was not published until July 1977 -- too late to be of use to local authorities in the production of their first Housing Plans. So "from the outset each local housing authority should base its Housing Plan on the best attempt it can make of a comprehensive assessment in the time available and within the information and staffing resources at its disposal". (S.D.D., 76/1976, para. 14).

S.D.D. recognised that the lack of guidance on needs assessments and the limited time available for the preparation of the first Housing Plan would militate against the production of a truly comprehensive strategy. However, Housing Plans were intended to be an evolving system which would have to be developed and refined over time. Hopefully, Housing Plans would become more comprehensive as authorities became more used to their preparation and once the basic information had been collected and collated.

Each year, Strathclyde Regional Council prepare a regional assessment of the Housing Plans produced by the 19 District Councils in the Region. In these documents, the Region comments on the comprehensiveness (or otherwise) of the Plans.

The first such assessment, "Housing Plans in Strathclyde 1977: A Review of District Councils' Housing Plans and their Expenditure Allocations for 1978/79" criticises the Housing Plans for failing to get to grips with the problems of 'special needs' groups (e.g. the elderly, disabled, battered wives, single

homeless, students, etc.). This document also considered that more analysis was required concerning the private sector and that the quality of housing requires greater attention than it is given in the Plans. Another point of contention between the Region and the District Councils concerning their first Housing Plans is the assessments of need. The Region considers that in aggregate the Districts' programmes are unrealistic in terms of a regional assessment of needs. This disagreement arises from differences in the figures taken by the District Councils and those of the Region, concerning population and household projections and vacancy rates.

The Regional review of the second round of Housing Plans revealed that there remained discrepancies in the assessments of needs, however, it considered that the second round was an improvement upon the first. In particular, the second round placed greater emphasis on special needs, and although the Plans still failed to demonstrate any clear priorities for improvement, expenditure on this aspect of the District Councils' housing programme did increase compared to the first round.

The assessment of the third round commented on another improvement, namely, that the Districts' household and population projections had moved closer to those of the Region. However, although these Housing Plans had improved on those in earlier rounds in terms of consideration of some special need groups, other groups in special need had largely been ignored, for example, single person households, which comprise 25% of all households (S.R.C., 1980). Another deficiency of the third

round Plans is that they contain no detailed analysis of repair and modernisation needs. The Region recommends that the Scottish Office should help establish clear priorities for modernisation and improvement by initiating a house condition survey. Such a survey would go a long way to ensuring that scarce capital resources are allocated on the basis of a reliable needs assessment. The situation at present is that houses are modernised on the principle of 'oldest first' and not on the basis of need.

Housing is crucial to many aspects of the Region's social policy hence these three reviews have also looked at Housing Plans in terms of what they reveal about access to housing in the public sector -- council house management practices, allocation policies, letting regulations, and so on. The first review felt that access to housing in the public sector needed to be widened, since many special needs groups do not require special housing, merely access to the waiting list for ordinary council houses.

The second round Plans introduced a number of relaxations in letting regulations, but on the whole, the Region felt that "District Councils have tended not to take the opportunity offered by the Housing Plan system to review management procedures and priorities". (S.R.C., 1979).

In the third review, Strathclyde reported that further progress had been made on this issue and also mentions the Tenants' Rights Act (then a Bill) will control the age and residential restrictions which housing authorities could impose on their waiting lists.

These are important issues which must be included in a Housing Plan if it is to be a truly comprehensive housing strategy. In

the words of the joint Working Party on Housing Plans "with the change in character of housing need in many areas, the answer to some of the most pressing problems may lie, not with new investment, but with initiatives in housing management. A truly comprehensive strategy cannot be concerned solely with bricks and mortar". (S.D.D., 76/1976, Interim Report, para. 17).

In 1979, the Scottish Council for Social Service (S.C.S.S.) completed a study of 34 Housing Plans, both first and second rounds. The purpose of this study was to inform local community groups of the housing problems within their areas and to draw their attention to the existence of the Housing Plan document. S.C.S.S. produced a series of Housing Plan assessments which were carried out on a regional basis. Briefly, this study revealed that Housing Plans do not come up to Scottish Office expectations — few of them are based on truly comprehensive assessments of housing need. The main findings of the study are summarised below:-

- (i) In some instances, Housing Plans do not extend beyond the use of waiting lists as an assessment of housing need.
- (ii) The inadequacy of some Housing Plans is especially obvious in their treatment of special needs groups. The requirements of the disabled, mentally handicapped, single persons, battered women, etc., tend to receive scant attention. "If these groups are mentioned at all it is usually to indicate that very little or nothing is being done. District Councils tend to assume that provision for special needs groups is an important part of the role of the housing associations". (Dolan and Edwards, 1979).
- (iii) In accordance with Government policy as revealed in the Green Paper, there is a shift from expenditure on new build programmes to expenditure on modernisation and rehabilitation. But S.C.S.S. point out that most Councils' modernisation programmes tackle the problems in the wrong way,

aiming to tackle oldest properties first instead of adopting a policy of action according to need.

- (iv) The S.C.S.S. study also highlighted the problems District Councils have in the assessment of the rate of future private sector building.
- (v) The study points out that tenant participation in the Housing Plan process has received negligible attention.

Shelter, in a paper to S.D.D. in January 1981, considered that the quality of Housing Plans produced by local housing authorities had improved "quite markedly" in the three years since the inception of the system. This paper too, pointed out the "two major areas of housing policy where the needs assessment produced in the housing plans still leave a lot to be desired: Special Needs Groups and Modernisation Policies". (Shelter, 1981). In the first of these, Housing Plans tend to discuss only the problems of the elderly, other special needs groups are often not considered at all. In the second, Housing Plans often contain only partial information on the quality and condition of housing stock in their areas.

These three studies on Housing Plans reveal that they fall short of the requirements for a comprehensive approach. The main reasons for this can be summarised:-

- (i) Many of them do not go beyond the waiting list in their assessments of need (S.C.S.S.).
- (ii) Special needs groups -- apart from the elderly -- receive scant attention (S.R.C., S.C.S.S., Shelter).
- (iii) Modernisation programmes are not based on a comprehensive house condition survey (S.R.C., S.C.S.S., Shelter).

- (iv) District Councils have tended not to take the opportunity offered by the Housing Plan system to review management procedures and practices (S.R.C.).
- (v) Tenant participation has received short shrift in Housing Plans (S.C.S.S.).
- (vi) Need for more research into the private sector, since information on private sector trends is vague (S.R.C., S.C.S.S.).

The concept of Comprehensiveness can be extended to include the need for corporate working within the District Council (Section 2.6) and the need for co-operation between the District Council and other bodies in the preparation of the Housing Plan. These 'other bodies' would include those in the private sector — building societies, builders and developers; the voluntary sector — housing associations; and the public sector — the Regional authority, neighbouring District authorities (Section 2.7).

2.6 Corporate Working in the District Council

"Responsibility for housing policies and programmes is not vested in a single Department but is a corporate responsibility of the authority". (S.D.D. Circular 100/1975, para. 20). The preparation of a Housing Plan, at all its stages — the assessments of needs, the formulation of a housing strategy to meet these needs, the preparation of a costed capital programme — will require the Departments in the District authority to work together. "The consequences of adopting too narrow a view of housing provision are all too evident in the inadequate social provision in some areas". (S.D.D., 76/1976, Interim Report, para. 12). This matter is examined in relation to the case study authority in Chapter 4.

2.7 Co-operation with other Bodies

A comprehensive approach will involve local housing authorities in assessing housing needs in the widest sense and developing policies related to the total housing situation. Therefore, local housing authorities should take the views and proposals of private sector agencies into account when formulating policies and preparing programmes.

This also applies to the voluntary sector. Housing Plans should contain "a statement of those policy areas in which the local authority envisages housing associations making a contribution and how that contribution could best be made". (S.D.D. 6/77, Final Report, para. 4.5).

Housing Plans should also take other public sector bodies into account:-

(i) Scottish Special Housing Association (S.S.H.A.)

Housing Plans should help the flow of information between local authorities and the S.S.H.A., helping the S.D.D. to decide where and how S.S.H.A. resources can be used to greatest effect in the areas with greatest needs. "Local housing authorities in preparing their Housing Plans should take account of any existing authorised S.S.H.A. building programme in their areas and to identify well ahead the contribution which the Association might make towards meeting identified local needs over the period of the Plan". (S.D.D. 6/77, Final Report, para. 4.2).

(ii) New Towns

"The contribution of the New Town Development Corporation for meeting needs in particular districts will be an important part of the Housing Plan and will affect the districts' own housing programme". (S.D.D. 6/77, Final Report, para. 4.3).

(iii) Neighbouring Authorities

Local government reorganisation was responsible for merging the old housing authorities and creating new larger housing authorities which on the whole represent much more coherent areas of housing demand. However, in some parts of Scotland, local housing markets may still cut across local authority boundaries. In order to overcome this and produce a comprehensive assessment of needs and a comprehensive programme to meet these needs, local authorities in such areas should co-operate with their neighbouring authorities. (S.D.D. 100/1975).

(iv) Regional Authorities

Although District Councils are responsible for assessing housing needs in their areas, housing needs are also the concern of the Regions:-

Firstly, because the Regions are responsible for providing services essential to housing developments -- water, sewerage, roads, schools;

Secondly, because of the relationship of housing to the strategic planning responsibilities of the Region -- Regional Reports, Structure Plans;

Thirdly, because the Regions will have information of relevance to the Districts' assessments of needs.

The responsibility for preparing Housing Plans rests with the District Councils, but they can only be devised and implemented successfully if District and Regional councils co-operate closely at every stage. However, this often does not occur in practice. Strathclyde Regional Council's review of the first round of District Councils' Housing Plans revealed that the Region was asked for its observations on the Housing Plans only when those Plans had already been submitted to the Secretary of State. This document, therefore, recommended that consultations should be sought at an early stage in the preparation of future Housing Plans. Another recommendation was that the Regional Council should provide the Districts with annual guidance on regional population and housing needs in order to minimise the discrepancies between the Districts' figures and those of the Region.

Consultations in the second round of Housing Plans, while they took place earlier than those of the first round, still gave a very limited amount of time to the Region to comment on the Plans. This "precludes the best assistance being offered to Districts to help their programmes". (S.R.C., 1979).

With reference to the third round "on only three instances was the Regional Council given the opportunity to comment on a housing plan at the draft stage. Service Departments had sometimes been consulted about implications of a possible new development but this is incomplete without a corporate response

to the full range of proposals in a plan". (S.R.C., 1980). In the third round, the Districts' population and household projections moved closer to those of the Regional Council, although major differences still remained with some Districts.

Of course, there are two sides to every argument and in Section 1.5, the Districts' feeling that the Regional Council was overstepping its responsibilities with regard to the housing issues in the Regional Report was described. It is worthwhile summing up the Region-District relationship with regard to housing once more: the Region feels that housing is an important issue over which it should have some strategic influence, while on the other hand, the Districts feel that the Region is 'sticking its nose' into a matter which is solely the Districts' responsibility.

As Sections 2.6 and 2.7 demonstrate, "the planning of housing cannot stand on its own, and the success of the Housing Plans will depend crucially on:

- a constructive attitude being adopted by both tiers of local government in linking comprehensive housing policies and regional strategies together.
- a corporate approach at district level to the development of housing policies". (S.D.D., 76/1976, Interim Report, para. 10).

These factors are even more important when one considers the relationships Housing Plans have with other planning documents, discussed in the following section.

2.8 Housing Plans and Other Planning Documents

Housing Plans are only one of a number of sector plans to have emerged since local government reorganisation. Others include Transport Policies and Programmes (T.P.P.s), Financial

Plans and the statutory development plans -- Structure and Local Plans. The Regional Authority also prepares Regional Reports.

The responsibility of the Region for strategic planning and for the preparation of Regional Reports and Structure Plans makes it essential for Regions and Districts to co-operate closely (as outlined in the previous section).

Structure Plans "will represent an important statutory framework for the policies of Districts. But Districts can influence the content of these Structure Plans both when first being prepared and during subsequent reviews and Housing Plans will provide them with a vehicle for making known to the Regions the demands which housing proposals and the associated facilities are likely to make on land". (S.D.D. 76/1976, Interim Report, para. 27).

In addition to the preparation of Housing Plans, Districts are responsible for the preparation of local plans relating to the proposed use of land for development. District Councils will, therefore, need to adopt a corporate approach to the preparation of Housing Plans, because of the close link between these and Local Plans (see Section 2.6).

The Roads Department of the Regional Council is responsible for the production of the T.P.P. and there is a "need to ensure that as Districts roll forward their housing programmes in their Housing Plans, complementary road programmes are included in the T.P.P." (S.R.C., 1979).

Financial Plans were introduced to facilitate the introduction of a system of block consents for capital expenditure. The plans cover a five year period concerning capital expenditure under a

number of headings and distinguishing between committed and uncommitted expenditure. The relationship to other sector plans is achieved through a policy narrative justifying expenditure. The financial programme included in a Housing Plan is submitted to S.D.D. on the forms which are used to submit the Financial Plan for the District.

Figure 2.3 illustrates the relationship between the various planning documents as described above.

2.9 Housing Plans and S.D.D.

The Housing Plan system was envisaged as bringing about "a radical change in the relationship between central government and local housing authorities. It would give authorities more power and responsibility for devising housing policies related to their own needs, and for allocating resources in accordance with these policies". (S.D.D. 76/1976, Interim Report, para. 7).

Once the Housing Plans have been prepared, S.D.D. assess the authorities' expenditure programmes against the needs and policies identified in the Plans. The Department is then supposed to allocate investment according to the relative needs of authorities as expressed through the Housing Plans and in discussions between the local authorities and the Department.

Central government recognises that authorities cannot be expected to devise "acceptable programmes" (S.D.D., 6/77) without some guidance. Since the allocations have to be set within the national public expenditure totals, the Department gives authorities notice of likely allocations before the Housing

REGIONAL REPORT

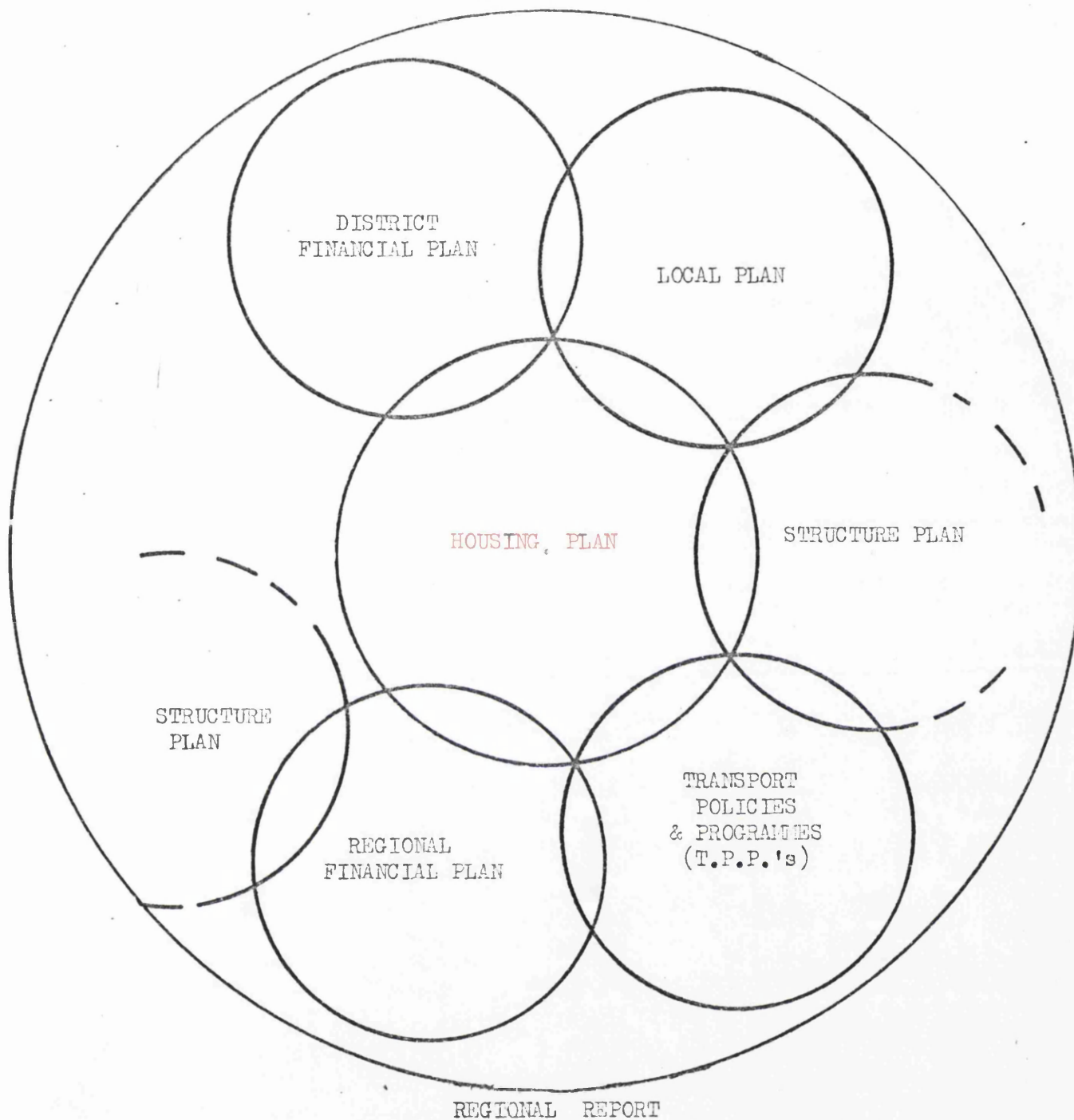


FIGURE 2.3: SECTOR PLANS - SPHERES OF INFLUENCE.
(Adapted with permission from a diagram by D. Asquith, S.R.C.)

Plans are submitted, so the programmes in these Plans can be adjusted accordingly.

To use the first round of Housing Plans as an example, the provisional allocations for spending in 1978/79 took account of the first Financial Planning returns which were submitted to the Scottish Office in December 1976/January 1977. In this first year of the system, Housing Plans were not fully integrated into the Financial Plan system and the housing component of these Financial Planning returns could only reflect legally committed expenditure on housing, since the authorities had not then begun active preparation for the Housing Plans.

Therefore, these provisional allocations — not issued until January 1978 — could only reflect legally committed expenditure, they were not a reflection of housing needs as assessed by the authorities.

The allocation process is affected not so much by the needs assessed in the Housing Plans but rather by the amount of capital expenditure which is nationally available for housing. For example, to take spending for 1978/79 once more, the White Paper on Public Expenditure published in 1977 (Cmnd. 6721) revealed that net capital expenditure on housing by local housing authorities was expected to fall in 1978/79 by over 13% from the 1977/78 level. This indication of a 13% fall was not an "imposed reduction" (S.D.D. 40/77, para. 6) rather it was based on a "realistic assessment" of what local authorities would be able to spend, which took account of past performance. "Firm evidence will be required to justify a local allocation which is not consistent with this general forecast". (S.D.D. 40/77, para. 6).

The actual method of allocation used by S.D.D. is discussed in more detail in Chapter 4, where information gained from interviews with S.D.D. Officials is drawn upon. However, it is appropriate at this point to look at some of the criticisms of the Housing Plan allocation process.

Central government issues each authority with a firm capital spending allocation for each of the spending blocks (see Section 2.3). These allocations are for one financial year only. Government recognises the "difficulties and uncertainties inherent in financial programming" (S.D.D. 40/77, para. 6), however, the Housing Plan system is intended to overcome these uncertainties with the use of three types of flexibility:-

- (i) Tolerance, up to a limit of 10% of the allocation, which takes account of over- and under-spending in a particular year.
- (ii) Scope for moving expenditure freely within a Block.
- (iii) Virement between Blocks, up to a limit of 10%.

However, it may be that the tolerance arrangements are inadequate to cater for unforeseen slippage in housing programmes, due perhaps to technical site difficulties. Under the one-year allocations system, local authorities have to be "sharper at phasing their capital programmes" and in financial management generally (David Asquith, 1981, personal communication).

Another problem inherent in the Housing Plan system is that the one-year allocations are not compatible with the idea of a rolling programme. Indeed, Chris Watson feels this is a "hopeless way to plan a rolling programme" (1981, personal communication). One way to overcome this difficulty is that central government

should issue guidelines for subsequent years in the Housing Plans, when they issue the final allocations. In fact, this was the intention when the Housing Plan system began, the "guidelines will undoubtedly give authorities a clear financial context in which to plan their capital expenditure. Guidelines may, of course, have to be subject to later amendments but the aim should be to make them as realistic as possible" (S.D.D. 6/77, Final Report, para. 3.11). In practice, however, it has been impossible for central government to plan public expenditure more than one year in advance with any degree of certainty. Guidelines were given with the final allocations for 1979/80, but these were only for the first two of the remaining four years of the Housing Plans.

It is important to emphasise here that the above criticisms are not of the Housing Plans *per se* but of the controls on expenditure which have accompanied them. These controls would have evolved regardless of the Housing Plan system.

From the various comments on the Housing Plan system which have been made in this Chapter, it is possible to draw out a number of questions. These questions will be looked at in relation to the Housing Plan system in practice, in the case study in Chapter 4.

Briefly, these questions are:-

1. How comprehensive are Housing Plans in terms of:-
 - (i) type of assessment — just the waiting list? (Section 2.5);
 - (ii) inclusion of special needs groups (Section 2.5);
 - (iii) inclusion of review of restrictive management policies (Section 2.5);

- (iv) corporateness of preparation (Section 2.6);
 - (v) co-operation with other bodies -- Housing Associations, private sector bodies, other public sector bodies including the Regional authority (Section 2.7).
2. How are the allocations actually decided by S.D.D. and what effect do the Housing Plans have on this? (Section 2.9).
3. What are the effects of the recent changes? (Sections 2.4 and 2.5).

Chapter 3 will now go on to look at the Housing Strategies and Investment Programmes systems in England and Wales.

F O O T N O T E S

1. The suggestion that the Housing Plan systems should be 'streamlined' was first mooted in early 1980. C.O.S.L.A.'s initial reaction was to object, but in further discussions with S.D.D., a compromise was reached. S.D.D. were proposing that authorities should produce their Plans on a rota basis every four years. In the intervening years, authorities would not produce a full Plan but would produce a check list of updated statistical information. C.O.S.L.A.'s objection was that this 'monitoring' information would not show the whole picture, they thought authorities should be allowed to produce and submit more than the yearly check list. This would be particularly important, for example, to reflect changes in a Council's political persuasion which may happen in the intervening years when a full Housing Plan was not due to be produced. Initially, then, C.O.S.L.A. had accepted the principle of streamlining and were discussing the best way to go about it. Eventually, it was agreed that authorities could augment the check list with a covering letter to describe any changes.

However, when this went to C.O.S.L.A.'s Housing Committee, they were not prepared to accept the streamlining at all. This was a political view taken by the "hardliners" on the Committee. Local authorities felt that the Housing Plan system had been imposed upon them by central government. In complying, authorities found the Plan to be a useful management tool for both members and officials. Now there is a feeling of resentment

on behalf of the authorities, at S.D.D. saying they don't need to produce a Plan on a regular basis any longer. They don't accept S.D.D.'s view that they already have sufficient information on authorities' housing situation not to need an annual Housing Plan; they feel S.D.D. "can't be bothered" with the volume of work involved in analysing the Housing Plans.

The situation at present is that C.O.S.L.A. have written a circular letter to all authorities, advising them of the up-to-date position and suggesting that they should submit a Plan.

2. Project cost controls also continued for the first year of the Housing Plan system, although once the new subsidy system was introduced it was proposed in the Working Party on Housing Plans' Final Report that these should be replaced by Housing Cost Indicators. These are a guide to authorities in preparing their capital programmes and authorities should be free, subject to Building Regulation Standards, to choose the standards to apply in particular schemes.

C H A P T E R 3THE HOUSING STRATEGIES AND INVESTMENT PROGRAMMES
SYSTEMS IN ENGLAND AND WALES3.1 The Objectives

The objectives of the Housing Strategies and Investment Programmes system (H.I.P.s) in England and Wales are essentially similar to those of the Scottish Housing Plan system. As outlined in Circulars and the Green Papers, these are:-

(a) Housing problems were recognised to be more localised and varied and no longer amenable to national policy solutions. There developed a concern that resources should be directed to those areas where the housing problems were most pressing:- "there should be greater co-ordination and sensitivity in the assessment and allocation of capital funds to be used for housing purposes so that both central and local government can respond more effectively in the determination of priorities and in directing resources where need is greatest". (D.o.E. Circular 63/77, para. 2).

(b) Within the framework of national policies and resources, the H.I.P. system would enable local authorities to produce solutions to their housing problems which were best suited to their own assessments of local needs. "My intention is that the system of housing plans and budgets should increase the freedom of authorities to do the job as they think best within parameters agreed with central government" (Peter Shore, 1976).

(c) The H.I.P. system would also bring housing expenditure fully within the arrangements for public expenditure control. Although "financial control was achieved by the introduction of cash limits rather than H.I.P.s which can better be seen as a means of making such limits more workable". (Bramley, et. al., 1979).

(d) H.I.P.s were also seen by central government as a means whereby certain policy-making elements could be improved or encouraged in local government. For example, the encouragement of a comprehensive approach, as described in Chapter 1.

Although these objectives have been gleaned from the English Department of the Environment (D.o.E.) Circulars and the Green Paper, which relates primarily to the English situation, the objectives of the Welsh H.I.P. system seem to be the same.

3.2 The Development of the Systems

The logical 'step-by-step' development of the Housing Plan system has been described in Section 2.2, however, the development

of H.I.P.s in England and Wales took place in a much less ordered fashion. Of course, a similar perception of the changing housing situation and the need for local policy solutions based on comprehensive local assessments existed south of the border, but it provoked a different response from the D.o.E.

The D.o.E. covers a much larger area and larger population than the S.D.D. in Scotland. To make administration more manageable, the D.o.E. is therefore split into two tiers: the central D.o.E. Office in London and the 9 Regional Offices in the Housing and Planning Regions of England, e.g. the North West, the Northern, the South West, etc.

The main reason S.D.D. was able to take the lead in the assessment of housing requirements and the development of a comprehensive housing plan system, was the close relationship that exists between the S.D.D. and the local authorities. This enabled the former to set up a local case-study (the Dundee Sub-region study) which was the proof that a comprehensive approach to the assessment of housing needs was both feasible and practicable in a local authority context.

However, the D.o.E. in England doesn't have such a close working relationship with local authorities and they felt it was impossible to do a similar case study. Also, any kind of corporate action by the D.o.E. is much more difficult than for the Scottish Office, due firstly to the sheer size of the D.o.E. and secondly because the Housing and Planning Divisions of the D.o.E. were "at each other's throats" (Chris Watson, 1981, personal communication).

Despite this, D.o.E. did feel that advice on housing needs ought to be published and there were various draft circulars on this "floating around" (Watson) at the time when S.D.D. were undertaking their research into the Dundee area. However, such a circular was never released, although in 1978 the Housing Services Advisory Group of the D.o.E. (H.S.A.G.) did publish a pamphlet on "The Assessment of Housing Requirements". Due to these differences, D.o.E. were far behind S.D.D. in the assessment of housing requirements, and there was no logical progression similar to that in Scotland — Housing Needs Inquiry followed by S.H.A.C. Report followed by Circulars and case study.

A Housing Finance Review (later the Housing Policy Review) was set up in England and Wales at the same time as the Scottish Review. Professor J. B. Cullingsworth, who chaired the Advisory Group for the Scottish Review, was also a member of the Advisory Group for the English and Welsh Review. Therefore, when he published his article on H.P.P.s, described in Section 2.2, he was revealing much of the debate taking place in both Reviews.

Peter Shore, Secretary of State for the Environment, in a speech to Birmingham City Council on 10th September 1976, disclosed the major conclusions to emerge from the Review in England and Wales: "the concept of a crude national housing deficit or surplus is actually a hindrance to identifying the nature of housing problems as they affect individuals and present themselves to local authorities, for the national figures can obscure substantial deficiencies in certain areas, and of types of dwelling..... what I am working towards is a wholly new system

of housing investment plans which would involve discussions with local authorities about the whole of their housing needs... and could be linked to a system of single housing capital allocations to replace the present complicated and compartmentalised arrangements". (D.o.E., Press Notice 818, September, 1976).

Finally, the Green Paper itself introduced the H.I.P. system. Published in June 1977, this confirmed that "the key to the success of national housing policy now lies in the development of effective local housing strategies, planned and carried out by local authorities with the minimum of detailed intervention from the centre". (Housing Policy, 1977, para. 6.04).

The descriptions of the H.I.P. system in the Green Paper refer to the English situation. All it says about the Welsh system is "A similar approach will be developed in Wales". (Housing Policy, 1977, para. 9.07).

3.3 The English System

The H.I.P. system in England has changed, to some degree, almost every year since its inception in 1977. This account will, therefore, trace the system through its chronological development.

Essentially the H.I.P. system, like the Housing Plan system, brings together the forward planning of housing policies and programmes by local government with the allocation and control of investment by central government. Each year, local housing authorities make their H.I.P. submission to the D.o.E. This

submission consists of three parts:-

- (i) A narrative strategy statement "setting out the major aspects of the housing situation in its (the authority's) area, its overall approach to those circumstances and highlighting particular issues". (D.o.E. Circular, 63/77, para. 6.i).
- (ii) A numerical appraisal giving "information about current levels of population, households and housing stock and expected changes in the four years under review". (D.o.E. 63/77, para. 6.ii).
— Form 16314, now H.I.P.1.
- (iii) A capital expenditure programme giving "information about past expenditure under defined headings as well as spending proposals for the ensuing four years". (D.o.E. 63/77, para. 6.iii).
— Form 16313, now H.I.P.2.

(See Appendix II for the format of the English H.I.P. submission for 1979/80).

The submission is processed by the Regional Office of the D.o.E. and forms the basis of discussions between Regional Office Officials and the local authority. National plans for public expenditure for housing are formulated within central government, and financial allocations are made for the forthcoming year. (A fuller explanation of this process is given in Section 3.9).

1977/78 was a transitional year for the system, although block allocations were introduced for the various housing

capital programmes and there were various provisions for switching spending from one block to another (virement) and proposals to carry forward or anticipate spending from one year to another (tolerance), this took place without the prior submission of H.I.P.s (D.o.E. Circular 18/77).

1978/79 was the first year for the full H.I.P. system. Local authorities were invited to submit proposals for their spending for the following expenditure heads:-

- BLOCK 1 {
- (i) new housebuilding, including the acquisition of land and of newly built dwellings;
 - (ii) slum clearance, including the acquisition of land;
 - (iii) improvements to a local authority's own dwellings;
 - (iv) acquisition of existing dwellings for continued use.

- BLOCK 2 {
- (v) private sector improvement grants;
 - (vi) gross lending to private persons for house purchase and improvement.

- BLOCK 3 -(vii) gross lending to housing associations.

These seven expenditure heads were formed into 3 spending blocks as shown above. (In 1977/78 there were 4 spending blocks, new housebuilding was a separate block).

For spending in 1977/78 and 1978/79 the virement arrangements were that 25% of the block allocation could be vired into or out of a block. For 1979/80 this was modified to reflect the generally larger sums involved in Block 1. The maximum virement into or out of Block 2 and Block 3 was increased to $33\frac{1}{3}\%$ of the block.

This did not apply to virement into or out of Block 1 which remained at 25%

The effects of this change can be illustrated with reference to an authority with an allocation of £1m in Block 1, £0.3m in Block 2 and £0.3m in Block 3.

	<u>New Virement Limits</u>	<u>Old Virement Limits</u>
Block 1	± 0.25m	± 0.25m
Block 2	± 0.1 m	± 0.075m
Block 3	± 0.1 m	± 0.075m

This change enables larger absolute sums to be switched from Block 1 into the other blocks. (Bramley, et. al., 1979).

The original tolerance limits were that authorities could carry forward or anticipate expenditure of up to 10% of the allocation for any individual expenditure blocks. However, this limit was found to be insufficient for smaller authorities whose programmes are generally dominated by one or two large projects. In 1979/80 the tolerance arrangements were modified as follows:-

Block 1

<u>Size of Block Allocation</u>	<u>Maximum Tolerance</u>
Less than £1m	£150,000
£1m - £2m	£200,000
More than £2m	10% of block allocation

Blocks 2 and 3

<u>Size of Block Allocation</u>	<u>Maximum Tolerance</u>
Less than £200,000	£ 30,000
£200,000 - £500,000	15% of block allocation
More than £500,000	10% of block allocation

(Source: Bramley, et. al., 1979)

For 1979/80 the numerical appraisal Form 16314 was revised to include requirements for more detailed information and there were four new sections:- the need for specialised dwellings, loans for house purchase, the size distribution of new local authority dwellings and the disposal of dwellings. For 1980/81 the Form was substantially unchanged, although it was now called H.I.P.1, and Form 16313 was now H.I.P.2. Another major revision of the Form took place for spending in 1981/82. The layout of Form H.I.P.1 was simplified and rationalised and a number of requests for data were discontinued in order to reduce the work involved in completing it. All requests for projected information were withdrawn, and similarly Form H.I.P.2 does not provide for submission of bids beyond 1982/83. Questions have been added to Form H.I.P.2 on authorities' estimated housing capital receipts (i.e. from the sale of council houses).

Other changes relate to the block arrangements. For the transitional year 1977/78 there were 4 spending blocks; in 1978/79 and 1979/80 these were reduced to three, as already described. From 31 March 1980 (i.e. for 1980/81) the three spending blocks were merged into a single block and, most recently, the Local Government Planning and Land Act 1981 provides a new system of control over local authority capital expenditure.

For 1981/82 and for the future, the housing allocation will be a component of the authority's total allocation. The authority is free to use other components of its single block allocation for housing purposes, or to use its housing allocation for other services as it sees fit (complete freedom to vire between

expenditure blocks). However, this does not give local authorities as much local discretion with regard to programmes as it seems to at first glance. They have to apply to D.o.E. for separate borrowing approval for new build, acquisition of land and dwellings and for lending to housing associations for new build and rehabilitation. Since the present Government wants to reduce public expenditure as much as possible, such applications (which would involve authorities in heavy capital expenditure) are subject to considerable delay.

3.4 The Welsh System

In 1975/76 the Welsh Office gave local housing authorities in Wales a block allocation within which each could decide priorities between improvements, acquisitions and capitalised repairs. The process was taken a stage further in 1977/78 when new housebuilding and slum clearance were included, and another block allocation was set up to cover local authority lending for house purchase and improvement. However, although there were these block allocations for housing capital expenditure, local authorities did not submit a H.I.P. (similar to the transitional year 1977/78 in England).

In December 1977, Welsh Office (W.O.) Circular 184/77 set out the arrangements for introducing H.I.P.s from 1979/80 onwards. This is the first obvious difference from the English system: D.o.E. 63/77 introduced H.I.P.s for spending in 1978/79 onwards. In Wales, the allocations for 1978/79 were not based on the H.I.P. submissions, although if these were submitted early to the

Welsh Office, adjustments may have been made if the opportunity arose.

Welsh H.I.P.s are similarly divided into three parts:-

- (i) A narrative statement — same as the English one;
- (ii) A strategy statement, which is supported by data on current and projected levels of population, households and housing stock;
- (iii) A financial statement which will include, under various headings, an authority's expenditure in the previous year and their spending proposals for the current and ensuing four years.

(See Appendix III for the format of Welsh H.I.P.s submissions for 1981/82).

"The forms are designed to relate information on the existing housing resources of the area and the predicted requirements... to the authority's proposals to cover the requirements, having regard to their capacity and anticipated resources to implement their proposals, and the contribution to be made by the private sector and housing associations". (W.O. Circular 184/77, para. 7).

The first Welsh H.I.P.s, prepared in 1978, were used as a basis for financial allocations for spending in 1979/80. W.O. Circular 158/78 asked for submission of the second round of H.I.P.s by April 30, 1979. These would now cover a 6-year period: 1978/79, 1979/80, 1980/81, 1981/82, 1982/83 and 1983/84; and would be used as the basis for the 1980/81 allocations. This is another difference from the English system. In England, H.I.P.s prepared for submission in, say, July 1978 were used as the basis for

allocations for April 1, 1979 to March 31, 1980 (i.e. 1979/80).

The forms for the second round Welsh H.I.P.s are essentially similar to those of the previous year. They are not as complicated as the equivalent English forms (especially those relating to the 1979/80 and 1980/81 submissions in England), they do not require such detailed information.

As in England, the arrangements for the 1981/82 allocations are altered due to the Local Government Land and Planning Act. The total allocation to a local authority will be made up of separate allocations for spending on each main group of services. Each housing authority is, nevertheless, asked by the Welsh Office to submit a H.I.P. by the end of July 1980, for the 5-year period from 1979/80 onwards. Presumably, these H.I.P.s will be used as the basis for the housing component of a local authority's total capital allocation for 1981/82. Although in this H.I.P., Government will not allocate to each housing expenditure head as previously, local authorities are still asked to indicate their proposals for spending on the major components of their housing programmes, and the totality and balance of proposals under these components will be used in considering the allocations:- "it is likely that special attention will be given to measures which reflect Government policies and which are designed to encourage home ownership and the use of private as opposed to public capital.....Authorities are also asked to identify not only their preferred programmes, but two alternative programmes showing reductions in expenditure from 1980/81 programmes of 10% and 20%, which would least prejudice the totality of their

plans and aspirations". (W.O., 18 June 1980, paras. 18 and 19). This latter proviso is yet another difference between the English and Welsh systems.

A house condition survey in 1973 revealed 120,000 unfit houses in Wales, mostly in the private sector. Therefore, in 1977/78 the Welsh Office told local authorities that they must spend 15% of their allocations on rehabilitation. From 1978/79 there have been extra allocations for energy conservation in both public and private sectors — fixed limits for each.

There was a large underspend in 1978/79 in Wales. To overcome this problem, a monitoring system for expenditure has been introduced. Authorities submit returns of their expenditure on all H.I.P. headings at quarterly intervals to the Welsh Office. In this way, the Welsh Office can spot an obviously underspending authority early on and its allocation can be redistributed to those authorities which are able to spend it.

3.5 Financial Provisions

The general financial provisions for housing in England and Wales are essentially similar to those for Scotland (see Section 2.4). However, whereas the H.S.G. has replaced the numerous housing subsidies paid under various items of legislation to the H.R.S. in Scotland, until very recently in England and Wales, housing subsidies were still paid on the old piecemeal basis. As in Scotland, these subsidies were paid to make up the deficit on the H.R.A.

From 1981/82, under the Housing Act 1980, Part 6, there will be one subsidy paid to H.R.A. in England and Wales. This will be

made up of a Base Amount (B.A.) which is the amount of subsidy the authority had in 1980/81, or in succeeding years, the new block grant entitlement they had the previous year. This Base Amount will be increased by the Housing Cost Differential (H.C.D.) which is the cost to the H.R.A. of loan charges, management and maintenance. (There are limits to how much the H.C.D. can add to the B.A.); and reduced by the Local Contribution Differential (L.C.D.) which is the change expected from the local authority in the amounts received from rents and rates. The L.C.D. will be worked out by assuming a certain weekly increase in council house rents and expecting each authority's local contributions to be increased by that amount.

Therefore, the new subsidy from central government to local authorities' H.R.A. will be:-

$$BA + HCD - LCD$$

This new system in England and Wales is much simpler, or in other words "much less subtle", (Doug Lamont, personal communication, 1981) than the Scottish system. The H.S.G. in Scotland was designed under a Labour government as a neat way to tie up piecemeal legislation and give local authorities more control over how they spend their grant. However, it has proved to be something of a two-edged sword, turning out to be quite an effective tool for the Conservative Government in forcing local authorities to raise council house rents. The system south of the border has been specifically designed to enable Government to ensure that rents are increased through the Local Contribution Differential element.

The new system does not have the same link between the allocations for capital expenditure on housing and the revenue account (i.e. the increase in rents) as was announced in December 1980 for the Scottish context.

As in Chapter 2 for the Housing Plan System, the next sections will pick out various aspects of the H.I.P. system which are of particular importance. This will be done with reference to the published work of commentators on the English system. Very little material has been published on the effects of H.I.P.s in Wales, however, most of the comments on the English system can also be applied to that in Wales.

Because of the changing nature of the H.I.P. systems from year to year in both countries, particularly the effects of the Local Government Planning and Land Act, most of the following comments on/ criticisms of the H.I.P. system relate to the system as it existed for the first two rounds.

3.6 Comprehensiveness

"Housing Investment Programmes are..... intended to provide local authorities with the opportunity to assess comprehensively the housing requirements of their area" (D.o.E., 63/77, para. 5). A comprehensive approach is defined in Chapter 1. To reiterate briefly, the assessment of housing needs must take account of all needs, present and future, in both public and private sectors; the consideration of policies and programmes to meet these needs must also be comprehensive, taking account of all possible solutions by all providers in public, private and voluntary sectors.

As with Housing Plans, the H.I.P. system was not expected to be fully comprehensive from the word go; rather, it was meant to be an evolving system, each year building upon the experience gained in the previous year. Any criticism of the first round must, therefore, be seen in this light.

The School for Advanced Urban Studies (S.A.U.S.) in Bristol, was commissioned by the D.o.E. to research into the H.I.P. system in England. The research was carried out in 1977 and 1978 and also looks at developments during the latter part of 1978. The research, therefore, covers the first round and most of the second. The results of the study were published in 1979 "Housing Strategies and Investment Programmes" (Bramley, et. al.).

With regard to the comprehensiveness of the needs assessment associated with H.I.P.s, S.A.U.S. found that most authorities focussed on a limited range of needs — families, the elderly and the disabled, and concentrated on such problems as sharing of dwellings, overcrowding, dwelling unfitness and lack of amenities. Other special needs, such as single people or the homeless, were disregarded since they were not considered to have priority for housing. "In this sense the approach was not comprehensive — needs which the authority could not meet were not assessed". (Bramley, et. al., 1979, para. 6.4).

S.A.U.S. also found that many authorities saw 'housing need' as the 'need for council houses' and the waiting list as the principle method of assessing this need. This 'traditional' view of housing need, combined with restrictive letting regulations and restrictions on qualifications for the waiting list, limited the needs these authorities considered.

The H.I.P. system requires local authorities to take the private sector into account — to make estimates of private sector new building activity over a four year period, to estimate improvement grant uptake, to estimate conversion gains in the private sector stock. However, in practice, most authorities in the S.A.U.S. study experienced great difficulty in assessing likely private sector trends, and most contacts with the private sector were found to be a result of specific controls which bring the local authority and the private sector together (for example, development control, the building society support scheme).

In a study done by Jon Morris of Leeds Polytechnic on the second H.I.P. round in England, there was great variation in the extent to which the authorities studied attempted to estimate the needs of all groups. This brings up an important point which has a bearing on both the H.I.P. systems and the Housing Plan system, namely, the great variation in the quality of the assessments done and the documents produced. The observations made here and in Chapter 2 are made on the overall picture presented by H.I.P.s and Housing Plans. Obviously, some authorities will be able to produce better, more comprehensive local housing strategies than will others, usually these authorities are those with a well established research and information-gathering section.

Jon Morris found that the size of the authority was of relevance here. H.I.P.s had the greatest impact on small authorities, 55% of these stated they had not previously carried out comprehensive analysis of housing problems and policies, while

only 9% of the large authorities had not. Generally, although the small authorities were most affected by the introduction of H.I.P.s, it was the large authorities that were putting most effort into producing their housing strategies. For example, they were greatly over-represented amongst the authorities that undertook most work into estimating special housing needs.

Hammond and Roberts, writing in September 1977, criticize the crude approach to the assessment of need based on the matching of numbers of dwellings and households which is embodied in the housing strategy appraisal (Form 16314, now H.I.P.1). "This simplistic 'balance sheet' approach is very unlikely to provide an accurate picture of the real housing problems faced by householders, and local authorities and other housing agencies. For example, there is no treatment of problems of access caused by low incomes and institutional constraints" (Roof, September 1977). Although these issues are supposed to be dealt with in the strategy statement (which D.o.E. had requested in the first round, to be no more than two pages long), Hammond and Roberts were doubtful how much this would affect the "arithmetic" of the housing strategy appraisal.

From these comments we can infer that the English system of H.I.P.s in the first and second rounds were, on the whole, not completely comprehensive. Briefly:-

- (i) Most authorities focussed on a limited range of needs in their needs assessments (S.A.U.S.);
- (ii) Many authorities used the waiting list as the principle method of assessing need (S.A.U.S.);

- (iii) The H.I.P. system emphasises the 'balance sheet' approach to the assessment of housing need, it fails to encourage local authorities to look into problems, for example, of access. (Hammond and Roberts);
- (iv) Local authorities experienced great difficulty in assessing needs and forecasting trends in the private sector. (S.A.U.S.).

Welsh first round H.I.P.s were commented on by the Welsh Office in Circular 158/78, which also requested authorities' second round H.I.P.s. With reference to comprehensiveness, this Circular revealed that "few authorities were able to give much detailed consideration to the contribution to be made to the housing stock by the private sector and Housing Associations.... in some cases the target projections for the private sector were not based on an objective assessment of the record and potential of the building industry locally, but were merely assumptions that present construction levels would be maintained during the H.I.P. period" (W.O. Circular 158/78, para. 6).

Comprehensiveness can also be extended to include corporate working in the District Council, implying the consideration of all possible solutions to housing problems, and co-operation between the District Council and other bodies in the preparation of the Plan, both in the assessments of needs and in the formulation of policies and programmes to meet these needs.

3.7 Corporate Working in the District Council

As with Housing Plans, it is important that a housing authority should work corporately in the preparation of the H.I.P. This would ensure that all departments with responsibility

for some aspect of housing would have an input to the H.I.P. This point is particularly relevant since district councils, in addition to preparing H.I.P.s, also prepare local plans.

3.8 Co-operation between District Councils and Other Bodies

Chris Paris in a study of Oxford City Council's first and second round H.I.P. procedures, illustrated the limited ability of this authority to formulate comprehensive policies for local housing problems simply because many programmes of action were heavily dependent upon other agencies. Leather also makes this point: "in implementing a strategy.... the inadequacy of the powers available to local authorities to act directly or influence the behaviour of other bodies involved in housing limited the comprehensiveness of their policies". (Leather, 1979).

This point is relevant both to H.I.P.s and Housing Plans: local housing strategies, although supposedly comprehensive, can only recommend certain courses of action to other bodies, they cannot force them to undertake these courses. This applies to housing associations and to other public sector bodies as well as to those in the private sector.

(i) Private Sector

As mentioned in Section 3.6, local authorities' knowledge of the private sector is vague and fraught with uncertainties. In the S.A.U.S. study, most authorities had a series of fragmented

relationships with the private sector, dominated by controls and carried out by different departments.

In Jon Morris' study, the percentage of authorities talking to building societies and builders had much increased in the second round compared to the first. "However, the level of discussions with the private sector is still surprisingly low considering the need for the local authority to take account of private sector activity in its H.I.P. strategy" (Morris, 1960).

(ii) Voluntary Sector

H.I.P.s are of direct concern to housing associations since (in England and Wales, not Scotland) part of their funding comes from local authorities; and from the local authorities' point of view, the activities of housing associations are often a substantial element in investment on new building and/or improvement. S.A.U.S. found that most authorities contacted associations for details of likely payments during the coming year "yet only 10% of authorities responding to the questionnaire claimed to have discussed wider aspects of their H.I.P. submissions with the housing associations". (Bramley, et. al., 1979, para. 7.11).

Jon Morris' survey revealed that the level of discussion between local authorities and other bodies was much increased over the level in the first round. The local authorities in

his survey discussed their H.I.P. submissions with an average of 3 or 4 other bodies. The most commonly consulted were housing associations, building societies and county councils.

(iii) Public Sector

It is often pointed out that housing markets and, hence, housing problems, do not coincide with district boundaries. This is especially true in the conurbations. However, S.A.U.S. found that, in practice, relatively little attention was paid to this issue and "the H.I.P. system with its focus on individual districts has not so far encouraged a broader approach" (Bramley, et. al., 1979, para. 3.15). Jon Morris also found that the level of discussion between adjacent local authorities on H.I.P. preparation was low.

In England and Wales, county authorities do not prepare a Regional Report, as do the Regions in Scotland. H.I.P. submissions prepared by the District Councils, therefore, only have to accord with the structure plan produced by the County Council. The S.A.U.S. study looked at the ways in which Districts took account of the County's structure plan policies in H.I.P. preparation.

Some Districts felt that their H.I.P. submissions did not conflict with County policies and, therefore, had not consulted the County. Others felt that structure plan policies were not relevant to H.I.P. submission, and still others, were hostile to

any County involvement and opposed structure plan policies affecting housing. Some District authorities felt that they could resolve problems of overlap or co-ordination collectively, without County involvement.

However, S.A.U.S. felt that Counties should have some sort of involvement in the H.I.P.; they should see the H.I.P. submission and be able to comment on this to the D.o.E. Counties, in some cases, could demonstrate that, despite District protestations of co-ordination, collectively District figures bore no relation to any likely outcome at county level. (This was discussed in relation to Strathclyde Region in Chapter 2). The evidence discussed earlier, that very few Districts consulted their neighbours with reference to H.I.P. preparation, is further support for this argument.

40% of authorities in the S.A.U.S. study had discussed some aspects of their H.I.P. submission with the County. The most frequent role for the County was the provision of data for Form 16314 (H.I.P.1). Counties were found to be happy with this information -- providing role in most cases, since they felt that this enabled them to draw any problems to the attention of the District Councils "but this clearly falls short of meaningful consultation over policies or proposals". (Bramley, et. al., 1979, para. 7.15).

In many cases the relationship worked well; elsewhere relationships were less easy and Districts were unwilling to concede a role in housing to the Counties. "The relationship

and influence will ideally be two-way. But the problems between districts and counties where they exist are unlikely to be resolved by the introduction of H.I.P.s and the requirement for consultations between the two authorities". (Bramley, et. al., 1979, para. 7.18).

Clearly, from the discussion in the preceding sections, H.I.P.s have a long way to go before they can be called truly comprehensive (as defined in Chapter 1). S.A.U.S. found that "there is in housing a general lack of any group willing and able to take a fully comprehensive view". (Bramley, et. al., 1979, para. 3.12). There are professional barriers to greater corporatism and the absence of effective research and intelligence capacity in many authorities means that staff, time and resource constraints militate against the development of comprehensive strategies.

3.9 H.I.P.s and Central Government -- The Allocation Process

The starting point in the allocation process is the determination of a total sum to be allocated nationally. This takes place within central government as part of the Public Expenditure Survey Committee system (P.E.S.C.) whereby all public expenditure plans are reviewed. Calculations are made in a rolling programme which looks at spending over the next four years. Firstly, central government Departments and the Treasury estimate and project the cost of existing policies in housing and in other programmes. Secondly, the Cabinet considers options for growth or savings against the overall

economic and financial situation. The first part of this process takes place annually in the spring and summer and the second takes place in early autumn. The results are published in the Public Expenditure Survey White Paper the following January. Shortly before the spring budget in March, national cash limits are set and at this stage final allocations (differing slightly from the provisional autumn allocations) are notified to local authorities.

Within P.E.S.C., expenditure on housing is divided between England, Wales and Scotland. The England total for housing is then distributed to local authorities in two stages: firstly the national total is allocated to the nine Housing and Planning Regions; secondly, the Regional Offices of the D.o.E. distribute their respective totals between the local housing authorities in their Region.

For 1978/79, in determining the Regional allocations, 66% of the total sum went to covering existing commitments; 10% went to those areas with a concentration of housing problems (Inner City areas); 12% was allocated in proportion to authorities bids for uncommitted expenditure; 12% in proportion to a 'generalised needs index' (G.N.I.). When this was worked out for the Regions it was checked, as a sort of 'safety net', to ensure that no Region received less in real terms than it had the previous year.

The categories of need selected in the G.N.I. were:-

- (i) deficit of dwellings relative to household requirements;
- (ii) substandard dwellings (lacking amenities);

- (iii) non-substandard dwellings requiring substantial repairs;
- (iv) overcrowding;
- (v) homelessness;
- (vi) shortfall of specialised accommodation (sheltered housing and wheelchair dwellings);
- (vii) index of the requirement for local authority mortgages.

These categories were weighted to reflect their relative severity.

The need estimates were multiplied by their respective weights and the resulting figures were summed to provide a single G.N.I. for each Region. The G.N.I. was adjusted to allow for regional variations in housing costs.

The 1979/80 allocations method was essentially the same except that the total sum pre-empted by commitments fell, increasing the proportion of the total distributed by the G.N.I. and authorities' requests for expenditure.

Within the Regions, for the first year, methods of distributing the Regional total between local authorities varied from Region to Region. For 1979/80 onwards it was decided that all Regions should use the same allocations method. Each Region's total allocation consisted of:-

- (i) concentration of needs element — divided amongst suitably qualified authorities;
- (ii) basic element — distributed amongst authorities according to a G.N.I.;
- (iii) discretionary element — distributed with regard to national policies, the individual H.I.P.s and past spending performances.

The allocation received by each local authority was then checked to ensure it covered legally committed expenditure and then subdivided between the three expenditure blocks. The regional need estimates made significant use of the data

submitted by authorities on the forms.

The present allocation method used by the D.o.E. will be described in Chapter 4 and the relative benefits of the allocation methods used in the Housing Plan systems and the H.I.P. systems will be discussed in Chapter 5.

The last Labour government gave guidelines to local authorities in Wales in which they intimated that their allocations for 1980/81 would be no less than 80% of that for 1979/80. When the Conservative government came into power in May 1979, this guideline level was honoured. Accordingly, when the Welsh Office worked out the allocations for 1980/81, they took four factors into account. These were:-

- (i) public expenditure limits;
- (ii) local authorities' bids;
- (iii) 80% of previous year's allocation;
- (iv) a common factor for all authorities, based on need.

The present allocations method used by the Welsh Office will also be described in Chapter 4.

The timing of allocations is very important, both for the Housing Plan and Housing Investment Programme systems. The design and preparation of housing schemes usually takes about 4 months (the lead time). Therefore, to get these schemes underway as soon as the allocations come into effect on April 1, it is necessary for the local authority to be notified of the amount of its allocation by the end of November of the previous year, at the latest. However, for the first round, allocations

for the H.I.P. system were only notified in January.

Late allocations increase the risk of underspending, which may occur for many reasons: technical difficulties on site; limited land supply; slow progress of housing associations, etc. Some authorities, in order to boost spending in the last months of the first round of H.I.P.s, brought forward lower priority projects which could be carried out rapidly. "In such cases, far from producing more conscious, coherent and planned local housing programmes, the allocation system would seem to be distorting priorities". (Murie, 1978). For the second round H.I.P.s, the D.o.E. (under a Labour government) was recommending that local authorities programme for about 10% more work than was sufficient to take up the allocation. With the present Conservative government, underspending is not regarded as a problem.

The operation of the tolerance arrangements is concerned particularly with slippage and underspending. Some authorities have problems with unforeseeable slippage on major programmes, where 10% tolerance does not meet the full effects of this being carried over. "The crucial problem with the H.I.P. system is the requirement on local authorities that they commit themselves to programmes of expenditure in distinct 12-month periods" (Murie, 1978). Bramley, et. al., also made this point and recommended that local authorities should develop tighter programme management to achieve the one-year payments targets.

Since most housing programmes take time to come to fruition, it would be desirable to have H.I.P. allocations

which cover a number of years. The H.I.P. system recognises this with its 5-year time-scale, yet the one-year allocations remain inconsistent with a rational planning approach. As Chris Watson said, this is a "hopeless way to plan", since local authorities need to have expectations for future years, to be able to expand their programmes.

Guideline allocations in the first year of the system were only given for 1979/80 and 1980/81. When the allocations for 1979/80 were announced, guidelines were also given for 1980/81 and 1981/82. These guidelines are given in the form of a minimum percentage of the previous year's allocation.

The new arrangements associated with virement were explained at the end of Section 3.3. As described, the new block arrangements under the Local Government Land and Planning Act do not give local authorities as much local discretion as they appear to at first glance. Since detailed project controls have not been relaxed by the D.o.E. and Welsh Office, the hoped for benefits of a one block allocation for housing are not as great, i.e. when S.A.U.S. did their study, they recommended that the three expenditure blocks then existing should be merged, to increase local discretion and flexibility: local authorities could then spend their allocations as they saw fit.

As in Chapter 2, the preceding discussions about various aspects of the H.I.P. systems in England and Wales suggest various questions which will be looked at with reference to the case study authorities in Chapter 4. These are:-

1. How comprehensive are H.I.P.s, in terms of:-

- (i) inclusion of special needs groups;
- (ii) type of assessment;
- (iii) inclusion of private sector;
- (iv) inclusion of review of management procedures and practices;
- (v) corporate working in the District Council;
- (vi) co-operation between the District Council and other bodies in the private, voluntary and public sectors.

2. How do central government allocate resources?

3. Effects of recent developments on the system?

These questions are obviously similar to those asked at the end of Chapter 2, which can be justified by virtue of the fact that the objectives of the two systems (Section 2.1 and Section 3.1) are essentially the same.

C H A P T E R 4

LOCAL HOUSING STRATEGIES IN PRACTICE

This Chapter examines three local authorities' housing strategies in order to provide answers to the questions asked at the end of Chapters 2 and 3.

The three authorities studied were Strathkelvin District Council in Scotland, Salford City Council in England, and Cardiff City Council in Wales. An authority was, therefore, chosen from each of the three countries in mainland Britain, and is representative of that particular country's type of local housing strategy.

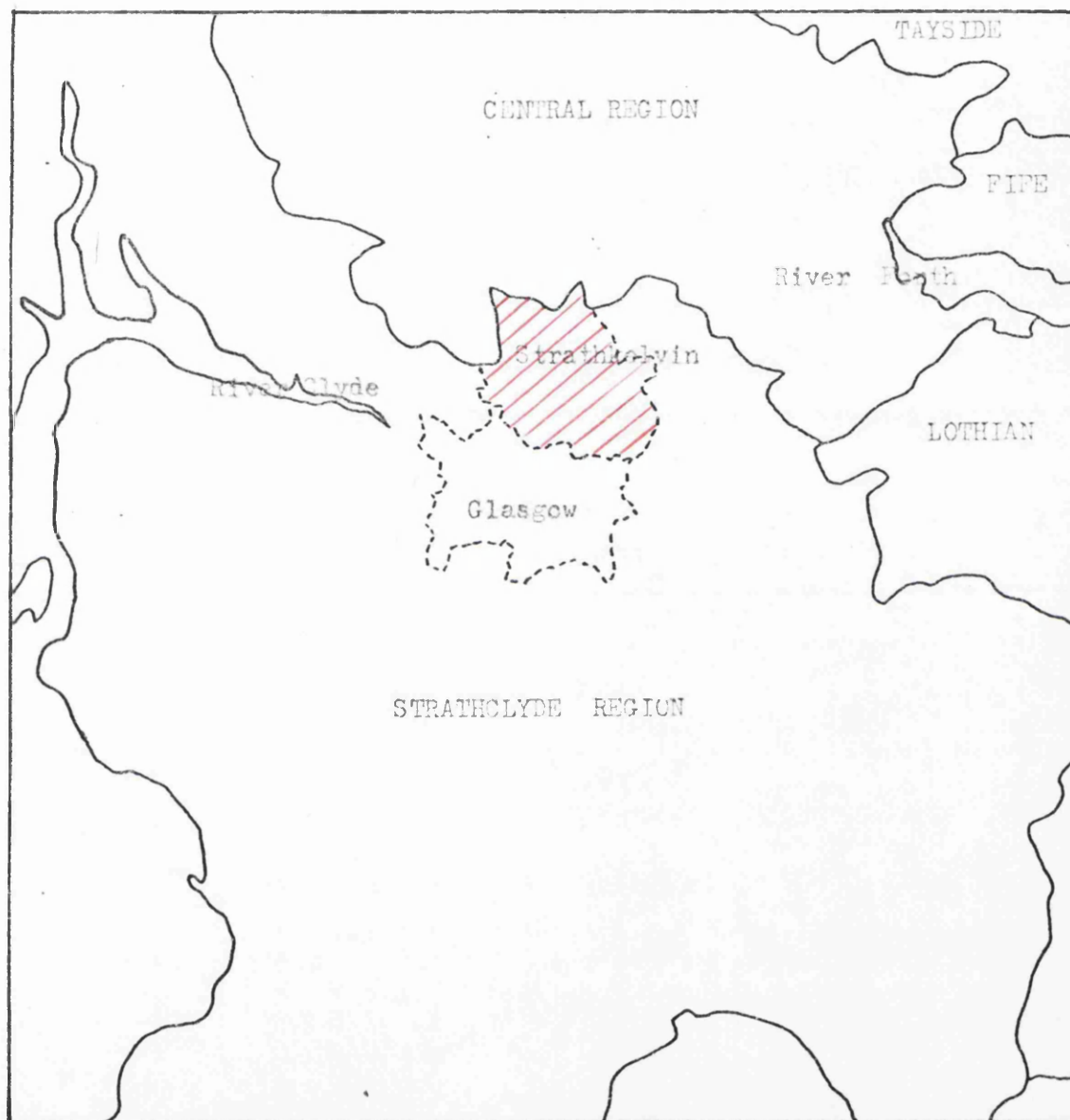
A. STRATHKELVIN DISTRICT COUNCIL'S HOUSING PLAN

Strathkelvin is situated on the north eastern periphery of the Glasgow conurbation. It is bounded by Bearsden and Milngavie, Glasgow, Monklands and Cumbernauld and Kilsyth districts (in Strathclyde Region) and Stirling District (in Central Region). It is one of 19 Districts in Strathclyde Region. (See Figure 4.1 for Map).

The District's Housing Stock at October 1979 was estimated in the Third Housing Plan (HPIII) to be 27,931, the composition of which is as follows:-

Local Authority	11,024		
S.S.H.A.	993		
Other Public Sector	614		
	<u>12,631</u>	=	45.2%
Owner Occupied	14,330	=	51.3%
Private Rented	<u>970</u>	=	3.5%
	<u>27,931</u>		

FIGURE 4.1 : POSITIONAL MAP OF STRATHKELVIN.



SCALE: One inch = Ten miles.

The population for 1979/80 was estimated to be 85,773, composed of 81,773 household population and 4,000 institutional population.

The information for this study of Strathkelvin District Housing Plans was obtained from interviews held with the Director of Housing and a Planning Assistant of the Council, an Officer of Strathclyde Region responsible for the Regional assessment of District Housing Plans, Officers from S.D.D., and the Housing Plans themselves.

Strathkelvin produced their first Housing Plan at the end of 1977 and this covered 1978/79, 1979/80, 1980/81, 1981/82, 1982/83. The second Plan was produced at the end of 1978 and the third in December 1979. Due to the confusion between C.O.S.L.A. and S.D.D. described in Chapter 2 (Footnote 1), Strathkelvin were not asked to produce a fourth Housing Plan. However, the Council did decide to produce a restricted Plan, although since this fourth Housing Plan is not a full document, this analysis will concentrate on a discussion of Housing Plan III. (See Appendix I for format of Housing Plans as recommended by S.D.D.).

In the following sections, unacknowledged phrases in quote marks, thus: ".....", are the words of the officers interviewed.

The contents pages of Strathkelvin's Housing Plan III are reproduced as Figure 4.2.

The Housing Plan is now examined in the light of the questions asked at the end of Chapter 2.

4.1 How comprehensive is the Plan in terms of:-

(i) type of assessment

Strathkelvin interpret their housing requirements in

FIGURE 4.2

STRATHKELVIN DISTRICT COUNCIL THIRD HOUSING PLAN CONTENTS PAGE

<u>CONTENTS:</u>	<u>PAGE No.</u>
<u>CHAPTER 1.</u> <u>INTRODUCTION</u>	1-2
Purpose of the Plan; Form and Content.	
<u>CHAPTER 2.</u> <u>PROGRESS SINCE THE SECOND HOUSING PLAN</u>	3-8
Structure Plan; Local Plans; Involvement of the Regional Council; House Building Progress and Programmes; General Policy Issues.	
<u>CHAPTER 3.</u> <u>HOUSING, POPULATION AND HOUSEHOLDS</u>	9-20
Housing - Current Situation; Likely Future Housing Stock; Occupied Housing Stock; Population; Population Change; Households; Housing Stock; House Construction; Condition of the Private Housing Stock; Modernisation of Local Authority Housing Stock.	
<u>CHAPTER 4.</u> <u>HOUSING BY LOCAL PLAN AREA</u>	21-24
Bishopbriggs Area Local Plan; Kirkintilloch Area Local Plan; Campsie and Baldernock Area Local Plan; Southern Area Local Plan; Twechar Area Local Plan.	
<u>CHAPTER 5.</u> <u>THE PUBLIC SECTOR</u>	25-37
New Housing Needs; Waiting List Demand; Access to House Waiting Lists; Difficult to Let Houses; Sheltered Housing/Disabled etc; Housing Homeless Persons Act; Travelling Persons; Sale of Council Houses; Condensation and the Related Problems.	

/...

FIGURE 4.2 (Cont'd.)

<u>CONTENTS</u> (Cont'd.)	<u>PAGE No.</u>
<u>CHAPTER 6. POLICIES TO BE PURSUED</u>	38-40
 <u>LIST OF APPENDICES</u>	
APPENDIX I HOUSING LAND REVIEW	41-70
APPENDIX II SUMMARY OF PRIVATE HOUSING BY LOCAL PLAN AREA	71-75
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APPENDIX IV LOCAL AUTHORITY HOUSE MODERNISATION PROGRAMMES	77-78
APPENDIX V LOCAL AUTHORITY HOUSING "DEMAND" BY LETTING DISTRICT	79
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terms of the need for new building in the public sector. To assess this need they use the method described in the Scottish Housing Handbook, Volume 1 (the Manual of Guidance). Briefly, an estimate of the total number of dwellings needed is compared with an estimate of the existing housing stock and likely new building in the private sector in the forecast period. This approach is set out diagrammatically in Figure 4.3.

The figures superimposed on this diagram are explained in Section 4.1 (vi).

The Planning Assistant is responsible for this statistical work, although Strathkelvin admit they haven't been able to undertake "half the work" recommended by the Handbook, because of the sheer volume of work and the lack of time and staff resources with which to do it. None of the information is on computer so the work has to be done manually. The Council, therefore, are unable to use sophisticated techniques and the assessment is "very crude".

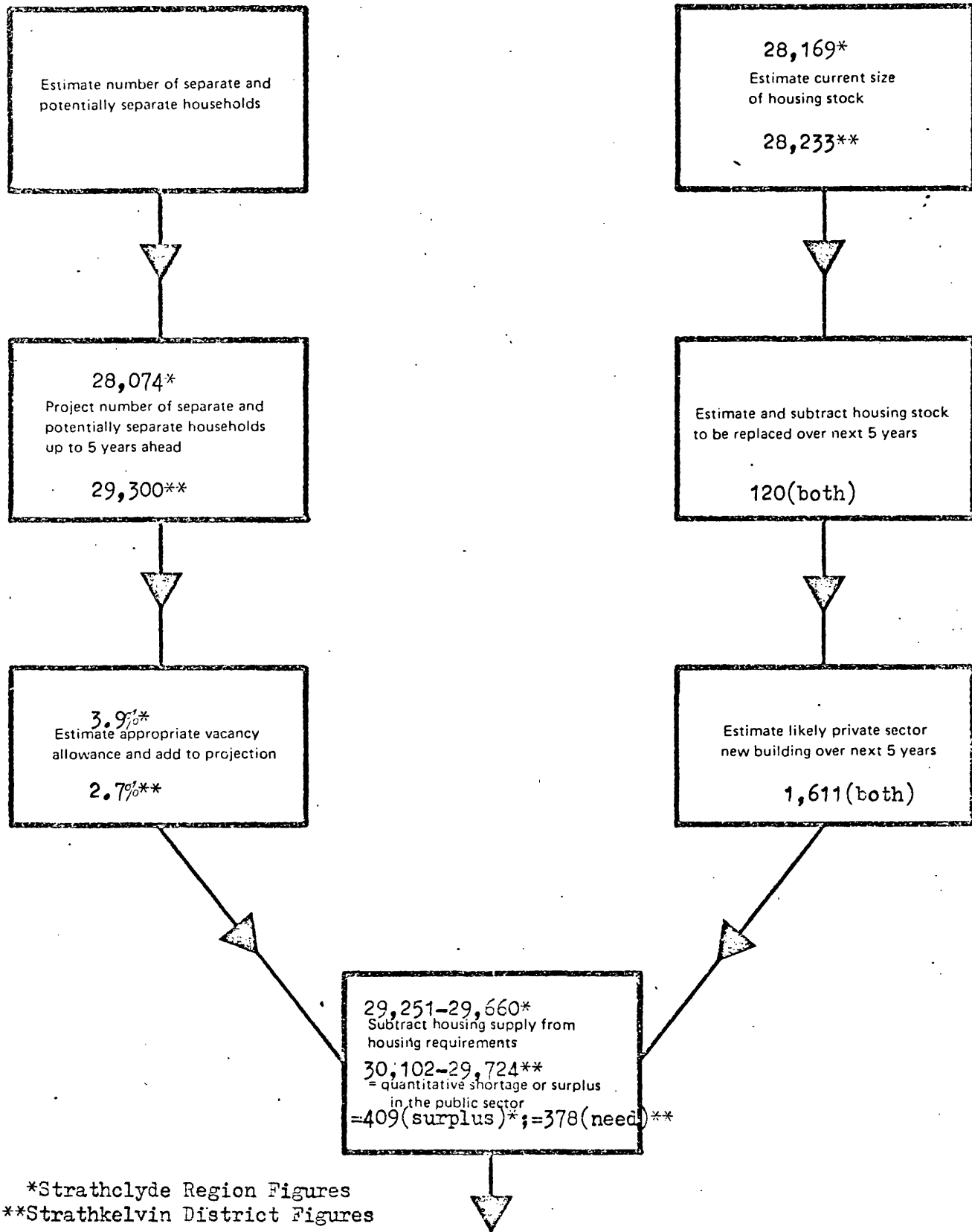
(ii) inclusion of special needs groups

Housing Plan III specifically considers the need for sheltered housing for the elderly (see Contents Page, Figure 4.2). On the basis of the S.D.D. recommendation that there should be 50 sheltered housing places per 1,000 elderly people, Strathkelvin calculate a target figure for the District of 450 places. 66 places already exist, 22 are pending completion, 75 are projected, 85 are under consideration and there is a need for a site for a further 40 in a certain part of the District. This makes a total of 288, and the shortfall from the target figure is, therefore, 162. However, only

FIGURE 4.7: ESTIMATING THE NEED FOR NEW PUBLIC SECTOR BUILDING.

Housing requirements

Housing supply



Consider implications for new public sector building programme

88 of the above figures are actually definite (66 existing + 22 pending completion) so the shortfall figure might more accurately read 362.

The District Council have a policy of Improvement Grants with particular reference to the disabled, and they continue to liaise with the Regional Social Work Department in individual cases. The Council seem to assume that adaptation of existing houses is adequate since the "need for purpose-built houses for disabled persons is considered to be negligible" (HPIII) although this need is not assessed. Indeed, Housing Plan III mentions that a housing association is considering applications for a number of purpose-built disabled persons' houses within a sheltered housing development". This application will allow an assessment of articulate demand to be made of this particular problem and (allows us) to ascertain whether a further demand will exist".

In the section of the Housing Plan headed "Housing (Homeless Persons) Act", the Council states that the number of people they have rehoused in permanent accommodation is 120. The Council also 'warns off' other Agencies "the District Council reserve the right to operate the Act in terms of its own housing stock resources without reference to the opinion of other Agencies" (perhaps a reference to conflict with the Regional Social Work Department?). There is no other information given with regard to the Homeless or about the operation of the Act in the District.

Under "Travelling Persons" the lack of progress in the provision of a site for these people is described and the Plan states that the Council seek the co-operation and assistance of neighbouring authorities "to eliminate the problem".

This gives the distinct impression that the Travelling People are the problem to be eliminated.

The Officer in the Planning Department responsible for the population and household projections and for the collection of all the "facts and figures" is personally interested in housing for special needs groups and makes various suggestions in the Housing Plan, although strictly speaking the Director of Housing is supposed to write the policy content of the Plan. The Planning Officer considers that not enough attention is given to the consideration of special housing needs in Strathkelvin, and feels that the impetus for greater consideration of this matter should come from the Housing Department.

(iii) consideration of management policies

Due to adverse comments by S.D.D. and Strathclyde Region on the District's Letting Regulations, Housing Plan III recommends that these should be reviewed to eliminate the 1-year residential qualification, lower or eliminate the age barrier for single people, review the policy for people employed in Strathkelvin but resident outside, and ease the Letting District restrictions slightly. By the Fourth Housing Plan, the Tenants Rights Act had abolished residential qualifications and age restrictions and the Council were considering a proposal to open up the Letting Districts completely.

(iv) inclusion of private sector in assessment

The Planning Department is responsible for all matters to do with the private sector in the Housing Plan. Future private sector building is estimated by looking at the number of outstanding planning consents, looking at the rate of uptake of consents in previous years, and projecting these forward. However, the situation may now change

substantially. The Secretary of State's Review of the Strathclyde Structure Plan considered that the Region needed to zone land for an additional 10,000 private houses. Some of these will undoubtedly be in Strathkelvin so it is impossible to predict what the future private sector new build will be, at the present time.

(v) corporate working in the District Council

In the first two years of the Housing Plan system, the Planning Department took the lead in the preparation of the Housing Plan — indeed the Chief Planner wrote most of it. For the Third and Fourth Housing Plans, the lead was taken by the Housing Department, and the Planning Department's input has been on the population and household projections and in the private sector .

Strathkelvin's Third Housing Plan was prepared mainly by the Director of Housing and one Planning Assistant. The Director of Housing, together with someone from the Finance Department and Quantity Surveyors (to do the costing), then produces the Housing Financial Plan — the costed capital programme.

The Planning Assistant coordinates information from other Departments — Building Control for Improvement Grants, Environmental Health for sub tolerable dwellings and improvement programmes and so on.

The Director of Housing then writes the Plan, incorporating the information provided by the Planning Department. The involvement of councillors in Housing Plan preparation consists of approval (or otherwise) of the policies written in the draft Plan by the Director of Housing.

As is evident from the above description, Strathkelvin do not have a formal 'working party' type structure for Housing Plan preparation. As the Director of Housing put it, Strathkelvin have an "ad-hoc" approach to preparing their Housing Plan. However, it may be that Strathkelvin District is small enough, in terms of council staff, for this informal approach to be quite successful.

(vi) co-operation between the District Council and other bodies

(a) private sector

The Planning Assistant contacted private housebuilders in the District to see how many people bought houses in the District and moved in from elsewhere (to see if some indication of migration rates could be worked out in this way). However, only one of the building firms replied. An Estate Agents in Bishopbriggs was also contacted for information about the average cost of property in the District. However, they were not very helpful.

Building societies were not contacted at all.

(b) voluntary sector

In Scotland, unlike England and Wales, local authorities do not allocate money to Housing Associations — all their money comes from the Housing Corporation. The West of Scotland Office of the Housing Corporation allocates most of its funds to Housing Associations in Glasgow, very little remains for Housing Association developments elsewhere. Only one Housing Association development can usually be funded in Strathkelvin every year. The District allows the Housing Corporation to choose which of the possible developments it will fund.

Strathkelvin rely on Housing Associations to provide sheltered

or specialised housing and the Council are very keen to encourage Associations to build in the District, because of the shortfall in the numbers of sheltered housing places mentioned earlier. However, consultations with the Associations are not on a formal basis and are not really on matters connected with the Housing Plan, rather they are concerned with specific matters such as finding suitable sites for development.

(c) public sector

No consultation takes place between Strathkelvin and its neighbouring authorities with regard to Housing Plan preparation, although the District is part of the West of Scotland conurbation and, as such, is not a separate and distinct housing market. Occasionally, Strathkelvin may exchange copies of Housing Plans with an adjacent District, purely for information purposes. This is as far as consultation with neighbouring authorities goes.

"Consultation with the Region is more like confrontation" (Director of Housing). Strathkelvin is resentful of what they consider to be Strathclyde's interference in housing matters, housing being a District function. However, the Region have produced each year a Regional Assessment of District Councils' Housing Plans (see Chapter 2) and, in addition, have commented on Strathkelvin's restrictive Letting Regulations.

Liaison with the Regional Council did not take place at all for the Fourth Housing Plan, although for the Third, produced in December 1979, formal involvement extended back to April 1979. The timing and description of these consultations was listed in Housing Plan III as follows:-

- (a) April 1979: Comments of S.R.C. on HP11;
- (b) May 1979: Comments by letter to S.R.C. upon Residential Land Availability in connection with the Structure Plan;
- (c) July 1979: Meeting between S.R.C. and S.K.D.C. to discuss housing and population;
- (d) August 1979: Meeting between S.R.C. and S.K.D.C. to discuss population projections;
- (e) August 1979: Meeting between S.R.C., S.K.D.C. and Volume Builders to clarify aspects relating to Residential Land Availability;
- (f) October 1979: Meeting to discuss matters for inclusion in the Third Housing Plan including housing need and population projections.

(S.R.C. = Strathclyde Regional Council; S.K.D.C. = Strathkelvin District Council).

Consultation with the Region also takes place informally over the telephone.

There were major differences of opinion between the Region and the District with regard to the population and household projections. Superimposed on Figure 4.3 are the Regional and District Council figures — the differences result in the Region's projected surplus of 409 houses in the District by 1985, whilst the District project a need of 378 houses.

Once the Housing Plan has been approved by the Housing Committee of the Council, it is sent to S.D.D. and to Strathclyde Region. The Region make their comments on the Plan and these, together with the Regional Assessment of all the Districts' Housing Plans, is sent to S.D.D. The Region's comments on the

Third Housing Plan are summarised below:-

- (a) A significant difference remained between the Region and the District on the projected population level for 1985;
- (b) Some of the sites for housing development in HPIII did not accord with the Structure Plan;
- (c) The Region welcomed the emphasis given in the Plan to the modernisation of council housing;
- (d) Concern was expressed at the lack of progress in meeting the identified need for sheltered housing;
- (e) More information was required about the operation of the Housing (Homeless Persons) Act in the District;
- (f) Concern was also expressed at the apparent concentration of disadvantaged groups in difficult-to-let areas;
- (g) The proposed review of the Letting Regulations was welcomed;
- (h) There were no difficulties in servicing the sites proposed for development in the Plan, as indicated by the Region's Service Departments;
- (i) The Regional Council expressed support for the proposed site for travelling people.

To summarise this sub-section, Strathkelvin District do make some attempt to consult agencies in the private sector, but these attempts are not outstandingly successful; housing associations are consulted, but only on specific matters; adjacent local authorities are not consulted at all. The Regional Council are involved in Housing Plan preparations, mainly on the population of household projections, although there is some difference of opinion over the figures to be used in the calculations. The District are also resentful of what they consider to be

interference in housing matters by the Regional Council.

4.2 Housing Plans and the S.D.D.

In the opinion of the Director of Housing, allocations are not made on the basis of need, but on the basis of chance "the bingo-ball method". S.D.D. do not explain how they make the allocations but "it is obvious that they don't look at the Housing Plan".

Other complaints centred around the timing of the allocations. When they are given in January for the financial year beginning on April 1, the Council's building schemes are not geared up to start immediately at the beginning of the financial year, and the delay means that a lot of the allocation remains to be spent by the end of the following November. Since the building industry is extremely sensitive to the bad weather conditions at this time of year, it is extremely difficult to spend a lot of money quickly.

The Regional Officer interviewed felt that allocations were only made on the basis of need "at the margins", every local authority will get something regardless of its need. The allocations will take the large issues into account (e.g. the modernisation of "steel" houses) but minor issues and differences between Districts are not accommodated. In addition, the allocations made do not reflect Regional priorities. For the Third Round of Housing Plans, the Region was looking for some sort of positive discrimination with regard to the old urban areas of Strathclyde. Instead, the Districts in these areas received the same "pro rata cuts" in their allocations as

everywhere else — further proof, the Region considers, that the allocations are arbitrary and not based on needs.

So, how are allocations actually decided? This question was answered by the S.D.D. Officer in charge of co-ordinating the allocations for the whole of Scotland. There are four Officers in the S.D.D. section responsible for determining the allocations and each of these Officers is in charge of a particular area of Scotland. One of these Officers, who has responsibility for the Highlands and the area north of Perth and Tayside, is also the overall co-ordinator. Throughout the year these Officers, with the assistance of the S.D.D. Housing Research Unit, analyse the Housing Plans for the councils in their area. They meet the representatives of these councils during the year and discuss issues brought up in the Housing Plan.

When the new Housing Plans are submitted, there are only about six weeks until the allocations are given, obviously not enough time for these most recent Plans to be analysed thoroughly. Therefore, these are used as "fine-tuning mechanisms" to adjust the allocations already decided on the basis of last year's Housing Plans. S.D.D. consider this method to be justifiable since an authority's needs will not have changed very much from one Housing Plan to the next. Even if they have done so, the new Plan will reveal this very quickly.

The territorial Officers, armed with the knowledge gained from the Housing Plans and the discussions held with local authorities in their area, then "argue" or discuss the allocations amongst themselves, with final decisions taken by the co-ordinating

Officer. This is done bearing in mind the past spending record of authorities, the information in their Housing Plans and the discussions between S.D.D. and local authority Officials, existing committed expenditure ("the base line") and also the amount of resources available. With regard to this last factor, since the totality of bids in authorities' Housing Plans is usually greater than the total amount of resources available, after the initial allocations have been decided "there is a crude scaling-down exercise". This is done not on a percentage basis, rather the amount of scaling-down depends on the size of the local authority.

Therefore, contrary to popular opinion amongst local authorities, S.D.D. do take Housing Plans into account. However, these documents are not the only inputs into the allocations process and local authorities might be forgiven for thinking that their Housing Plans were ignored, since the 'availability of resources' factor has come to assume a much greater importance than the 'needs' factor.

When the Housing Plan system was set up, S.D.D. looked at a number of approaches to decide the allocations. One of these was a variation on the weighted indicators of needs approach favoured by the D.o.E. However, S.D.D. came to the conclusion that the indicators may not be very sensitive to what a local authorities' needs really are; they are also very selective and will not inevitably reflect the requirements of all authorities. In addition, many authorities hadn't done the analyses necessary to enable S.D.D. to compile indicators and the Plans reveal

nuances which are not picked up by indicators.

S.D.D. consider their allocations method to be a flexible system in which Officers can develop a "feel" for the needs of certain areas. They admit that it is a subjective system, but they consider it is impossible to make certain decisions objective anyway. This was one of the greatest objections to a formula-type system: that such a system is spuriously objective and falsely authoritative.

4.3 The Recent Developments

In the first two years of the Housing Plan system, S.D.D. found that some local authorities were finding it difficult to come to terms with what was required. There was a wide variation in the type of Housing Plan received "some were scrappy documents which were not objective assessments of need, others were massive on a scale difficult to assimilate". S.D.D. attempted to improve the quality of the Housing Plans from the beginning of the system and by the third round, those authorities likely to respond and improve their Plans had done so. Overall, there was a greater consistency of standards and a fairly consistent picture of needs throughout Scotland, although some "scrappy" Housing Plans remained (usually from the smaller rural authorities).

After the third round, S.D.D. felt the point had been reached where an annual submission of a full Housing Plan was no longer necessary. Accordingly, they suggested to C.O.S.L.A. that the system should be 'streamlined'. As already described in Chapter 2 (Footnote 1), C.O.S.L.A. are unhappy with this suggestion and the situation remains to be resolved.

Strathkelvin continued with the production of their Fourth Housing Plan, despite being informed that S.D.D. would not require one this year. However, the Fourth Plan is a "shorthand document" of little use apart from setting out the housing policies of the District Council. The Contents Page of HPIV is shown in Figure 4.4. This Fourth Housing Plan contains no objective assessment of housing need (as was attempted in the Third). The assessment of need is based merely on the council house waiting lists and the projection of these until 1986. However, due to the Tenants' Rights Act and the proposed opening up of the Letting Districts, this projection is extremely difficult to assess.

In the intervening years between submissions of the full Housing Plan, S.D.D. would receive some "updating and monitoring information on the major policy changes and the major changes in needs, and also the programme or bid". Should the streamlining proposal go ahead, it is extremely probable that the updating and monitoring information will consist of various statistics required by S.D.D., with the local authorities filling in a form reminiscent of Form HIP1 in the English system.

4.4 General Comments on the Housing Plan System

Strathkelvin District's Director of Housing felt that the Housing Plan system was "excellent in theory", and that the Housing Plan was a valuable policy document for the Council — collecting together in one place all the Council's housing policies. However, in his opinion, the system was a "mockery" as long as central government had control over the resources. The objective of localism can never be fulfilled as long as this is the case.

FIGURE 4.4

STRATHKELVIN DISTRICT COUNCIL FOURTH HOUSING PLAN CONTENTS PAGE

<u>CONTENTS:</u>		<u>PAGE No.</u>
<u>SECTION 1.</u>	<u>INTRODUCTION AND CONTENT</u>	1
<u>SECTION 2.</u>	<u>GENERAL STATISTICAL REVIEW</u>	2-5
	Current Housing Stock	
	Likely Minimum Future Housing Stock 1985/86	
	Current Population	
	Likely Future Population	
	Local Plan - Making Progress	
	Structure Plan	
	Summary of Private Housing by Local Plan Area	
	Summary of House Building Programmes 1977-1980	
	Houses Under Construction	
<u>SECTION 3.</u>	<u>ASSESSMENT OF HOUSING NEED BASED ON HOUSE WAITING LISTS</u>	6
<u>SECTION 4.</u>	<u>GENERAL REVIEW OF POLICIES TO DATE</u>	7-8
<u>SECTION 5.</u>	<u>POLICIES TO BE PURSUED</u>	9-10

The Planning Department felt that the Housing Plan process was useful for gathering all the research information together and that the Housing Plan was a useful reference document for fighting planning appeals. However, since it has been used to fight appeals, it should be a document on which the public have an opportunity to comment, as they do with Local Plans. As if in answer to this point, Housing Plan III points out "As policies and proposals contained within Local Plans are a reflection of Housing Plan policy, the intensive publicity and consultation undertaken in respect of the former provides a means whereby the public have indirect opportunity, through Local Plan public participation, to comment directly upon the policies and proposals contained within a non-statutory plan" (i.e. the Housing Plan).

There is a discernible feeling at Strathkelvin that a Housing Plan is not worth doing in times of severe public expenditure cuts. Conversely, the Region feels that now is the time to plan for the next period of "boom". The Regional Officer interviewed also considers that Housing Plans should focus on issues which do not require capital expenditure, e.g. reviewing management policies, looking at problems of access to housing.

Housing Plans enabled central government to develop a better appreciation of demand and requirements and from this to spend the money on the most important issues and fit the money to the priorities positively decided upon. S.D.D. also believe that Housing Plans should be prepared even in conditions of extreme public expenditure constraints. If they were not prepared, S.D.D. could not make "reasonable decisions on how to spend the limited amount of money that is available".

The analysis of Strathkelvin District Council's Housing Plan on the basis of the questions posed at the end of Chapter 2, is now complete.

The next Section deals with Salford City Council's Housing Investment Programme in the same way, i.e. in the light of the questions asked at the end of Chapter 3.

B. CITY OF SALFORD DISTRICT COUNCIL'S HOUSING INVESTMENT PROGRAMME

The City of Salford forms part of the Manchester conurbation and is one of 10 Districts in Greater Manchester County. (See Map in Figure 4.5). To the southwest of the City of Manchester District, Salford's total population at 1 April 1979 was estimated to be 260,992 of which 4,698 were the institutional population and 256,294 were the household population.

The dwelling stock position at 1 April 1979 was as follows:-

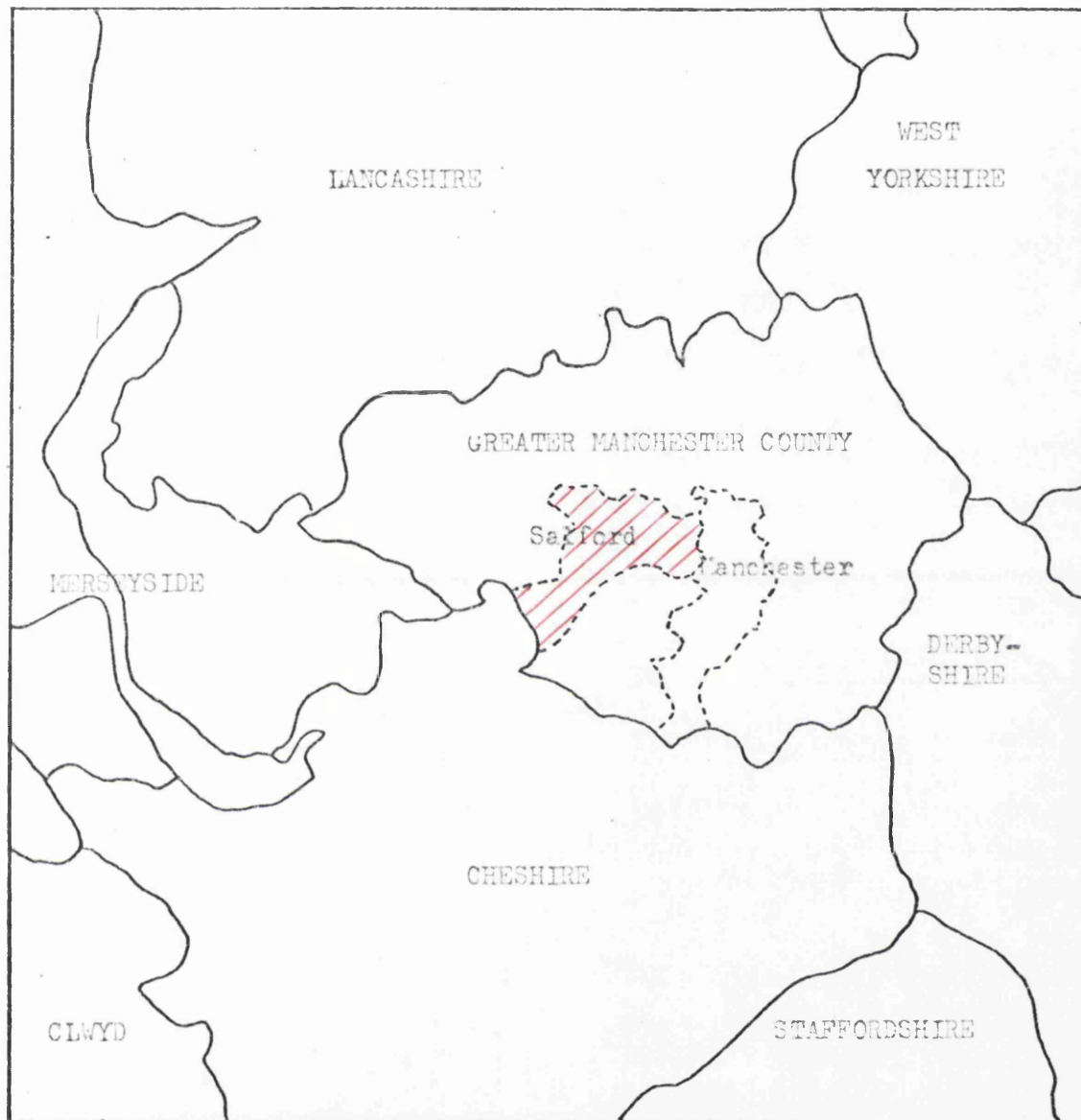
Local Authority	42,040		
Housing Association	2,690		
Other Public Sector	<u>222</u>		
	44,952	=	47%
Private Sector	<u>49,922</u>	=	53%
TOTAL	<u>94,874</u>		

(Information obtained from the HIP1 Form for 1979/80 shown in Appendix II).

The information for this study of Salford was obtained from interviews with an official from the Administration Department who was responsible for co-ordinating the H.I.P. submission and the Planning Assistant who was responsible for preparing the Planning Department's input. Unfortunately, it was not possible to interview someone from the Department of the Environment, however, an interview with Philip Leather of S.A.U.S. (who is extremely knowledgeable about the English H.I.P. system) was obtained instead.

Salford have produced four H.I.P.s since the system was first

FIGURE 4.5 : POSITONAL MAP OF SALFORD.



SCALE: One inch = Ten miles.

introduced in 1977: one in 1977 for 1978/79, one in 1978 for 1979/80, one in 1979 for 1980/81, and one in 1980 for 1981/82. As described in Chapter 3, the H.I.P. Forms were changed almost yearly. In the first year of the system they were quite detailed, in the second and third years they were extremely complicated and in the fourth year they were considerably simpler, requiring no projected information at all.

4.5 How comprehensive is Salford's H.I.P. in terms of:-

(i) type of assessment

The H.I.P. does not explain how the various figures on the forms were calculated. The information gained from the interviews reveals that future population and households was estimated on the basis of the Council's housing policies and on existing trends. Salford has a very large slum clearance programme and 'housing requirements' is interpreted as the need for new council houses to house slum clearance applicants. They assess these housing requirements by the household/dwelling balance approach.

Recently, the Council undertook a sample house condition survey to update the slum clearance programme and to work out the urban renewal strategy. To do this survey, the Council looked at all non-council houses built before 1939, surveying a 10% random sample of these. The information from this survey was used to fill in the relevant parts of Form HIP1.

For the most recent HIP submission (i.e. that for 1981/82) future housing requirements no longer have to be assessed. This submission was, therefore, a "snapshot" of the situation as it existed in 1980.

(ii) inclusion of special needs groups

HIP1 requires figures for the need for sheltered housing for the elderly and wheelchair housing for the disabled. These sections have been duly filled in on the Form, however, some of these figures are slightly dubious. For example, in Section F, Number 8 on the HIP1 Form (Appendix II) the number of so-called wheelchair dwellings also includes mobility housing. As such, these figures are a complete overestimate of the number of wheelchair houses.

The numbers of elderly people in need of sheltered housing was calculated from the waiting list. The numbers of homeless persons is estimated by the Housing Department; the waiting list is also used for this and for calculating the number of key workers.

The discipline which requires Salford to fill in HIP1 (imposed by the D.o.E.) forces the authority to consider those special needs mentioned on the Form:- sheltered housing for the elderly, wheelchair dwellings for the disabled, the numbers of homeless people and key workers. The information provided by the waiting list is insufficient to enable Salford to calculate the numbers of people requiring wheelchair dwellings (this part of the HIP1 Form is not filled in — see Appendix II) accordingly, the Council propose to revise the waiting list to remedy this.

(iii) consideration of management policies

In the H.I.P. system, subjects of this nature are meant to be dealt with in the H.I.P. strategy statement. However, Salford consider this matter is "nothing to do with the D.o.E.",

management policies are reviewed within the local authority and outside the H.I.P. process. Anything the D.o.E. wish to know about management policies and other subjects is clarified at the meetings held between Salford and the D.o.E. before the allocation is received by the Council.

In the first round of the H.I.P. process, Salford had a strong commitment to the production of a strategy statement. However, they realised that the D.o.E. did not pay much attention to this aspect of the H.I.P., so they no longer "bother to waste time and effort producing a lengthy statement". The statement they gave to the D.o.E. (Figure 4.6) for the H.I.P. submission for 1980/81 is a copy of the previous year's statement. Obviously, this is an extremely sketchy account of the housing situation in Salford and of the Council's housing policies, and is of dubious value.

(iv) inclusion of private sector in assessments

Salford estimates future private sector building by looking at outstanding planning permissions and comparing these to the rate of take up of permissions in previous years, i.e. a trend estimate. Land availability is also considered.

As mentioned earlier, the requirement for projections has now been dropped from the H.I.P. Forms.

(v) corporate working in the District Council

The structure of Salford City Council is shown below:-

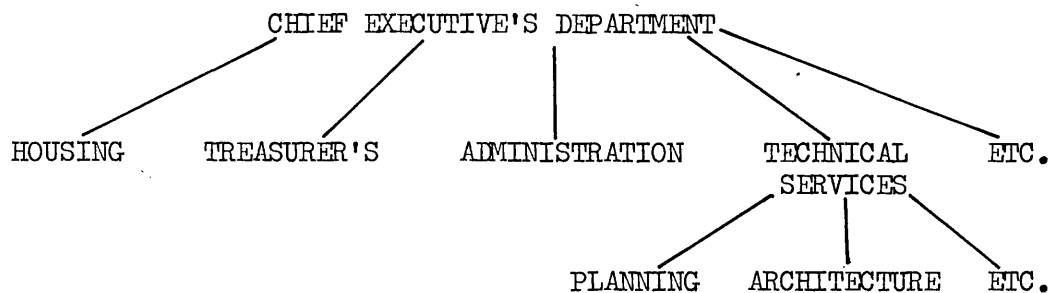
STRATEGY STATEMENT

1. The fundamental policy of the City Council is to reach a situation in which an adequate number of dwellings of satisfactory standard and amenity is provided to cater for the varying needs of those persons living in the City; and in so doing to avoid disturbance of existing social and economic ties any more than is absolutely necessary when redevelopment is the only viable solution to poor housing conditions in particular parts of the City.
2. A little under half the dwellings in the City are at present within the public sector and until 1980/81, when the City's major slum clearance programme is expected to have been dealt with, this element of public ownership will increase. The available land resources have, of necessity, to be utilised primarily to meet slum clearance rehousing needs and, therefore, any current policy of distribution of new dwellings construction between the public and private sectors is the dictate of circumstance. There can be no significant change anticipated in the next five years to ten years unless release of land for housing purposes occurs.
3. Provision for the needs of aged, with particular reference to sheltered housing, is a present and on-going part of Council policy, and provision for disabled persons is made within all medium and large scale redevelopments and this matter is constantly under review.
4. Participation by Housing Associations is encouraged in order to spread the work load in developing overall sites and in rehabilitation of older properties. The City has been zoned for Housing Associations activities into four parts, leaving Irlam and Worsley unallocated. A number of unimproved dwellings in declared and approved H.A.A.'s are sold by the Council to 'zoned' Housing Associations for improvement. Other than those sales it is not the policy of the Council to sell any of its housing stock. At the present time the Council is prepared to purchase miscellaneous house properties within the limits of financial allocations and subject to certain criteria being met (for instance, the Council tend to concentrate resources in the purchase of properties whose owners are in priority for rehousing on the housing waiting list).
5. For some years the policy of the Council has been to support industrial mobility within the City to assist redevelopment policies. Recently this activity has been extended from providing sites to building of advance factory accommodation. This policy hinges around the determination to retain employment within reasonable distance of housing accommodation.
6. It is the policy of the Council to make mortgage advances for purchase of houses in accord with directives from the Department of the Environment and up to the cash limits allowed, and if possible the Council will expand its activity in this area.
7. Improvement of individual private properties is encouraged by the Council by use of grants and loans in the private sector.

8. Modernisation of Council-owned dwellings of pre-war construction is a current and ongoing activity. The City Council has a programme for the modernisation of pre-war dwellings which it is estimated will not be completed until the mid 1980's. In addition the Council have now commenced a programme for the provision of central heating, insulation and rewiring (where necessary) in post war dwellings.
9. Reduction of the present number of houses in multiple occupation in use by families is being actively considered by the Council. It is recognised, however, that there is a possible lasting need for a limited amount of this type of accommodation and every endeavour will be made to ensure proper standards.
10. The lettings policy allows for 1 $\frac{1}{2}$ % of the total housing stock to be used to provide tenancies to persons on the general needs waiting list, for 250 dwellings per year to be used for medical needs and for the removal of families with children under ten years of age from highrise blocks. All other tenancies are used for slum clearance purposes.
11. The Council's overall policy on size distribution of new dwellings to be constructed is reviewed annually. For individual medium and large schemes there is, of course, close examination of particular circumstances to determine dwelling size. Generally, to meet demand, there is emphasis towards provision of smaller units of accommodation.
12. It is the general policy of the Council not to build any further dwellings of more than two-storeys, except in those instances of sheltered accommodation where three-storey construction is undertaken to justify provision of lifts.
13. The policy of the Council, reflecting the wishes of residents affected by redevelopment, is to meet its housing need within the City boundaries, thereby helping to preserve work and family ties. This policy also assists to reduce, and possibly end, the loss of people and jobs from the City.

Civic Centre,
Swinton, M27 2AD.

July 1978.



The Chief Executive's Department receives the circulars requesting H.I.P. submissions and these are passed onto the Administration Department. Originally, the Project Programmer of the Chief Executive's Department dealt with most of the submission, assisted by the present co-ordinator, a senior official of the Administration Department. The Project Programmer left when a H.I.P. submission was being prepared and the task of co-ordinator fell to the Administration Official, who has kept the co-ordinator's role ever since.

Salford has a H.I.P. working party, which meets throughout the year. Chaired by the Deputy City Administrator, the members are at senior level from the Chief Executive's Department, Administration, the Treasurer's, the Technical Services Department (valuation, architects and planning divisions) and the Housing Manager. Not only does this Working Party meet in connection with H.I.P. preparation, it also meets to discuss the actual allocations received and produces a report on this, working out priorities in the housing programme. When the H.I.P. is due to be prepared, the team meet to discuss the D.o.E.'s requirements, Administration and Treasurer's Department then collate the information for the two H.I.P. Forms, and the team meet again to discuss these draft Forms.

The H.I.P. co-ordinator collates the submissions from Environmental Health - improvements grants, Housing - new build and demand, Planning - population and household statistics and Architects and Valuation - costing of schemes.

In Salford, the Planning Department's input consists of filling in Sections A and E on Form HIP1 - survey of housing needs, households and dwellings. In other authorities the Planning Department often have the co-ordinating role, and are responsible for completing the whole of Form HIP1. In others, the Housing Department has stepped outside the boundaries of its traditional 'management of council stock' role and has taken over the task of developing the Council's housing strategies (for example, the Housing Department of Glasgow District Council, which is currently expanding and has its own research section. Similarly in England, the London Borough of Southwark, whose Housing Department also has its own research and development section).

(vi) Co-operation with other bodies

(a) private sector

Salford has no links with builders and developers with regard to the H.I.P. submissions, although discussions do take place with regard to Development Control and the statutory Development Plans.

Similarly, the building societies are not consulted specifically in relation to the H.I.P., although the Treasurer's Department do liaise in connection with the support lending scheme.

(b) voluntary sector

Housing Associations are consulted for information on the number of completions, which is required by the Council to fill in HIP1. Formerly, information regarding likely future build also had to be obtained. Housing Associations also have to indicate to the Council the amount of resources they are likely to require.

However, these consultations between the Council and the Associations take place very frequently. Matters of housing policy are not discussed and the Housing Associations, since they depend on the Council for part of their funding, have to co-operate.

Salford considers the H.I.P. submission to be primarily a matter for the local authority. They only consult with other bodies when they need information to complete the H.I.P. Forms and at these meetings no policy matter is discussed.

(c) public sector

Salford do not consult adjacent local authorities in relation to the H.I.P. and their relationship with Greater Manchester County is so bad that they are not consulted in H.I.P. preparation either. Consultation with the County only occurs if legally required, and Salford does not consider the H.I.P. to be a matter of concern to the "interfering county".

Despite all the evidence to the contrary, Salford maintain that they consult other bodies more now than they did before the H.I.P. system was introduced. They admitted, however, that these bodies are consulted on specific issues rather than on the overall H.I.P. and housing strategy.

4.6 H.I.P.s and the D.o.E.

Salford considers that allocations are "definitely not made on the basis of need". The Council has faced large problems due to the lateness of the allocations — in past years they have underspent on their allocations because of this. They need to have their allocation in the November for the financial year beginning the following April.

The reduced allocations and their lateness means that the Council are unable to plan ahead properly in their housing programme.

The methods of allocation used by the D.o.E. for the 1978/79 and 1979/80 H.I.P. rounds were described in Chapter 3. Briefly, once more, the allocations from the D.o.E. to local authorities take place in two stages:-

- (i) from the D.o.E. central office to the Regional Offices;
- (ii) from the D.o.E. Regional Offices to the local authorities.

In the first years of the H.I.P. system, the Regions were firstly allocated the money to cover existing commitments and the remainder was allocated on the basis of the G.N.I. (Generalised Needs Index), local authority bids and a concentration of needs factor. For 1978/79, commitments were two-thirds of the total allocations available. However, for the past two allocations there has been increasing emphasis on the G.N.I. Indeed, for the last National to Regional allocations this was the only factor used; the concentration of needs, local authorities' bids and existing commitments were not used at all.

At the second stage of the allocations process, the Regional Offices now all use the same method of allocation. At this stage, they are also trying to take less account of commitments, the allocations are done on the basis of needs to begin with and then redistributed to make sure existing commitments are all covered. At this second stage, about half of the resources are allocated by the G.N.I. and one-half by the discretionary "seat of the pants" method (Leather). This second method takes commitments, national policies and realism into account (i.e. an authority is not given the money if it doesn't ask for it, or is judged to be unable to spend it).

The Generalised Needs Index (G.N.I.)

An index can be used to demonstrate virtually anything, provided the weighting of the various factors is adjusted in the correct manner. A high weighting does not indicate great importance, since the weighting is multiplied by the factor, whose value may be low. The G.N.I. for 1980/81 and that for 1981/82 are shown in Figures 4.7 and 4.8, respectively. Figure 4.7 also shows where the D.o.E. obtains the information for the various need factors in the G.N.I. for 1980/81.

To work out the Regional allocations, the D.o.E. uses its own data and data collected in the National Dwelling and House Condition Survey of 1977. As is shown in Figure 4.7, the D.o.E. also obtains information from the HIP1 Forms.

At the local level, there is a controversial debate over the figures that D.o.E. should use in the allocations since local authorities spend a considerable amount of time working out the

FIGURE 4.7

REGIONAL ALLOCATIONS 1980/81: GENERALISED NEED INDEX

<u>Need Category</u>	<u>Weight/Unit</u>	<u>Data Source</u>
(a) Household/dwelling balance	10	NDHS (1977) for concealed and involv. sharing households.
<hr/>		
(b) overcrowding		NDHS projected to 1979
(i) 1 room below bedroom standard	4	
<hr/>		
(ii) 2 + rooms below	7	
<hr/>		
(c) low quality dwellings		(i) and (ii) taken from HIP1 Forms controlled for 1979 for DoE estimates based in 1976 EHCS; (iii) taken from HIP Forms for 1979.
(i) unfit		
(ii) fit, lacking one or more basic amenities	7	
(iii) not sunstandard but requiring major capital expenditure	3	
<hr/>		
(d) specialised needs		Derived from HIP Forms
(i) sheltered dwellings	6	
(ii) wheelchair dwellings	8	
<hr/>		
(e) homelessness	12	Derived from HIP1 Forms
<hr/>		
(f) requirement for LA mortgages	1	Source of data was HIP1 Forms; indicator was annual average rate of applications in priority categories 1975/76 to 1978/79 less annual average of building society loans to such applicants.
<hr/>		

Source: P. Leather (S.A.U.S.).

FIGURE 4.8

REGIONAL ALLOCATIONS 1981/82: GENERALISED NEED INDEX

(Changes from 1980/81 Index in Brackets)

<u>Need Category</u>	<u>Weight/Unit</u>
(a) Excess over dwellings of households requiring separate accommodation (definition revised)	10
<hr/>	
(b) overcrowding	
(i) 1 room below bedroom standard	4
(ii) 2 + rooms below bedroom standard (no change)	7
<hr/>	
(c) low quality dwellings	
(i) unfit (weighting reduced since 1980/81)	7
(ii) (a) dwellings lacking internal W.C.	3
(b) dwellings lacking piped hot water	2
(c) dwellings lacking fixed bath or shower (revised definition and weightings)	2
(iii) not substandard, but requiring major capital expenditure (weighting increased)	4
<hr/>	
(d) specialised needs	
(i) sheltered dwellings	6
(ii) wheelchair dwellings (no change)	8
<hr/>	
(e) households accepted as homeless (weighting increased)	30
<hr/>	
(f) requirement for local authority mortgages (weighting increased)	3
<hr/>	

Source: P. Leather (S.A.U.S.)

statistics to fill in HIP1, they feel it should be used in the allocations process. However, authorities are suspicious that the D.o.E. does not make use of the information, or if it is used it is changed. If it is true that the D.o.E. are moving more towards using their own data, local authorities spend a great deal of time filling in HIP1 Forms, all to no avail.

In Leather's opinion, there is an argument for less information in the HIPs, since the D.o.E. have de-emphasised the strategy statement, the bid information (HIP2) is not used for allocations and it is doubtful if HIP1 figures are used to any great extent.

4.7 Comments on the H.I.P. System

Salford share Leather's doubts about the amount of notice the D.o.E. take of the information on the HIP Forms "What is the point of filling them in?".

In 1979, very complicated HIP1 Forms were received and the notes to help authorities fill in these Forms were also very complicated — "even the D.o.E. Regional Office didn't understand them!" Salford considered that these Forms were not designed with the needs of local authorities in mind, but for the needs of central government. The most recent, simplified, Forms are much better, from Salford's point of view, they take much less time to complete which is all to the good if the figures are hardly used anyway.

Despite these complaints, the H.I.P. system was welcomed both by the Administration Officer and the Planning Officer. It forces

authorities to think on a comprehensive basis and over a much longer time scale. They were forced to co-ordinate and estimate over the future, so they had to be more rational in the organisation of their programme, e.g. evening out peaks and troughs in the building programme. The H.I.P. system imposes a discipline which gives greater attention to overall housing policy and its interconnections. H.I.P.s have helped to develop localism in the housing programme since the authority has to prepare a strategy and a bid and the housing programme has to be worked out over a number of years.

On the other hand, once Salford has worked out its housing programme, they have to think again in the light of the money received. It is never enough to cover the programme so priorities have to be worked out and cuts made.

Salford does consider the H.I.P. system to be beneficial to the Council. However, a certain amount of cynicism can be detected with reference to the relationship of the Council to central government. Salford is resentful of central government interference in the housing programme, in matters such as the compulsory sale of council houses, but more importantly in the size of the allocations. Salford considers these to be too small, they too said that they made a "mockery" of the whole H.I.P. system.

Salford too are critical of the timing of the allocations, received in January for the beginning of April, much too late.

Leather considers that the H.I.P. system has been a "stop-go" situation for local authorities. They are stimulated into forward

planning by the introduction of H.I.P.s, but they are then "slapped down" — the Forms for the 1981/82 submission do not require any projected information.

The H.I.P. Forms force local authorities to conform. Criticism of the Forms has come from those authorities who had difficulty filling them in, who think the Forms require too much information, and also from those who consider them to be too simple, diverting attention from the complexities of the basic problems. In Leather's opinion, the H.I.P. Forms, with their requirements for standardised information, contravene the spirit of localism. Central government defines which needs local authorities should consider whereas the authorities should be able to tell Government what their particular needs and problems are.

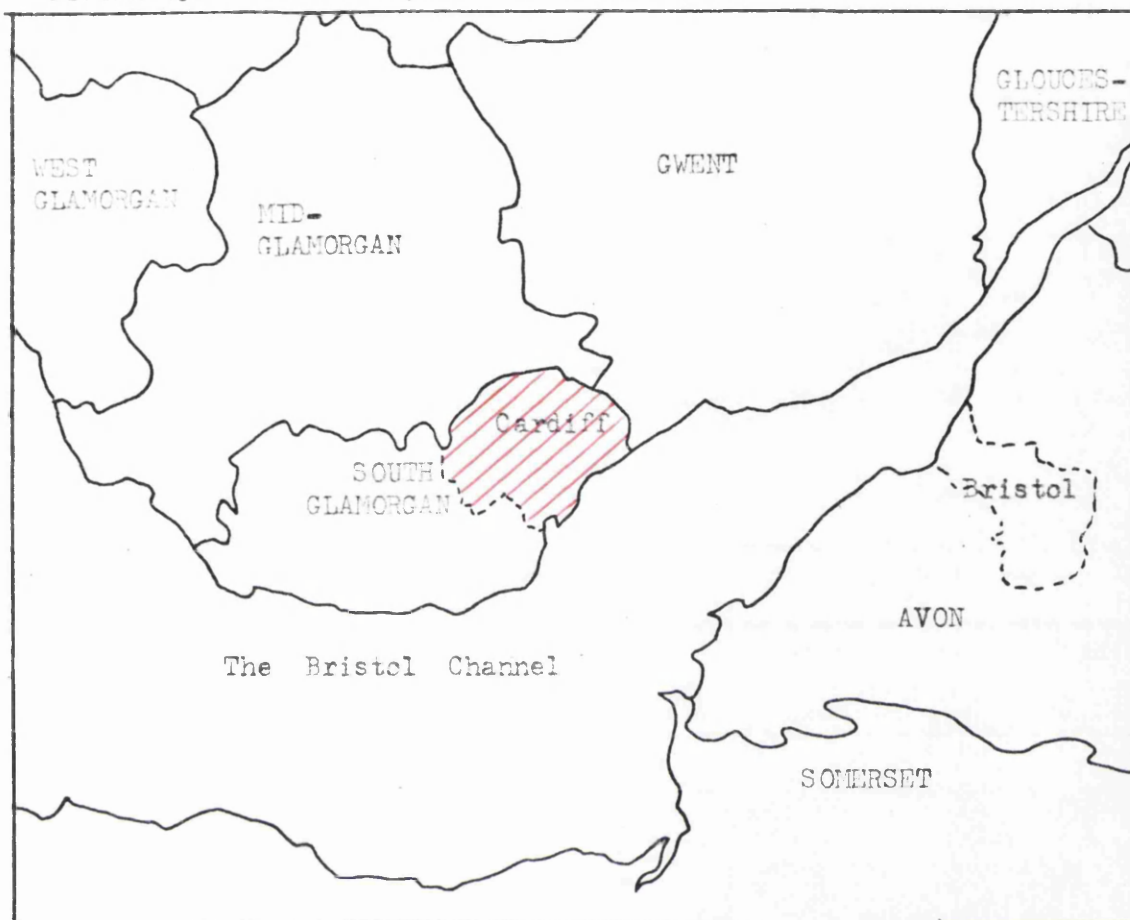
That completes the analysis of Salford's H.I.P. Attention is now shifted onto the Welsh example, Cardiff City Council. The H.I.P. of this authority will also be analysed in the light of the questions asked at the end of Chapter 3.

C. CARDIFF CITY COUNCIL'S HOUDING STRATEGY AND INVESTMENT PROGRAMME

Cardiff is the capital city of the Principality of Wales. One of the two districts in the County of South Glamorgan, the City is situated on the south east coast of Wales, across the Channel from Bristol (see Map in Figure 4.9).

Officers from the Planning and Chief Executive's Departments of Cardiff City Council and from the Welsh Office were interviewed for this study.

FIGURE 4.9 : POSITIONAL MAP OF CARDIFF.



SCALE: One inch = Ten miles.

A contents page has been compiled for the strategy statement (Annex A) of Cardiff's H.S.I.P.: 1980 (see Figure 4.10), and the Forms for Annex B and Annex C are reproduced in Appendix III.

N.B. The Officers of Cardiff City Council interviewed stressed that the City's H.I.P. must be called a Housing Strategy and Investment Programme (H.S.I.P.).

The population of Cardiff in 1981 was estimated to be 292,000 and the number of households is 103,300. At 1 April 1980 the dwelling stock position was as follows:

Local Authority	24,600	=	24.5%
Housing Association	2,100	=	2.1%
Private Sector	<u>73,600</u>	=	73.4%
	<u>100,300</u>		

4.8 How comprehensive is Cardiff's H.S.I.P. in terms of:-

(i) type of assessment

To assess future population and households Cardiff use South Glamorgan Structure Plan estimates, "the Structure Plan is approved so we have to abide by them". Housing requirements are analysed by a household/dwellings balance sheet approach and by the census-based analysis of the housing stock. The waiting list is not analysed at all and is only used to back up the need for new council houses.

(ii) inclusion of special needs groups

Annex B of the H.S.I.P. (see Appendix III) contains a section which requires the number of sheltered houses for the elderly, the number of disabled or mobility houses and the

FIGURE 4.10 : CONTENTS OF CARDIFF'S HSIP STRATEGY STATEMENT.

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- Issues in Cardiff's Housing Need

CONCLUSIONS

number of single person households. In their assessment the Council, therefore, take the elderly, the disabled and single person households into account. Other groups also quoted as examples of special needs groups the Council assessed were the homeless and single parent families, although no information with respect to these two groups is found in the actual H.S.I.P.

The H.S.I.P. does not reveal how these special needs groups are assessed. The Housing Manager provides the brief for new council house schemes, which usually contain some specialist housing, so the interviewees supposed the waiting list was used to assess the need for these dwellings.

(iii) inclusion of review of management policies

No information on this could be found in the H.S.I.P. neither was it obtained at the interviews. Although the fact that Cardiff had recently opened up its waiting list would suggest that such matters are reviewed outside the H.S.I.P. process. Subjects of this nature should be covered in the strategy statement (Annex A), although as Figure 4.10 shows this is not the case.

(iv) inclusion of private sector in assessments

To assess the likely rate of private sector completions, Cardiff look at outstanding planning permissions, land availability, planning policies and development plans. To determine the number of private sector houses required to be built, Cardiff determine the total need for dwellings and then subtract the housing association and council house completions. The residual is the number of private sector completions required to meet the need.

The number of private sector houses required to make up the total need is large due to slippage in council new-build schemes. However, private builders in Cardiff will have difficulty making up the deficit because of the lack of readily available land in the right places.

(v) Corporate working in the District Council

Cardiff City Council have a "sort of Working Party" which is involved in H.S.I.P. preparation. This consists of Officers from the Planning Department, Environmental Health, Chief Executive's, Technical Services, Director of Administration and the Housing Manager. The Architects and Surveyors Departments of South Glamorgan County are also on the team on an "agency basis".

In preparing the submission for 1981/82, this team met initially to discuss the strategy which Cardiff would adopt. Contrary to advice from the Welsh Office (see Chapter 3), Cardiff decided not to consider two alternative strategies 10% and 20% below their preferred programme. Instead, they decided to assess the needs of Cardiff and prepare the H.S.I.P. accordingly.

A Senior Officer from the Chief Executive's Department co-ordinates the inputs to the H.S.I.P. from the various Departments of the Council. The Working Party then had a second meeting when the H.S.I.P. had been prepared and this then went to the Housing Committee of the Council for approval.

The Planning Department is responsible for writing the strategy statement (see contents page in Figure 4.10) and this had a definite planning 'slant'. For example, it included no

consideration of housing management policies. Both the Planning Officer and the Officer from the Chief Executive's Department felt that there should be more meetings of the Working Party during H.S.I.P. preparation, to improve inter-departmental consultation. They also considered that the Housing Department should have more involvement in the preparation of the H.S.I.P. The Housing Department in Cardiff seem to be concerned solely with the day-to-day management of the council stock, although recently a new Housing Manager was appointed and he seems to be keen to take a more active role in H.S.I.P. preparation, so perhaps this situation will improve in the future. Both Officers interviewed felt that the introduction of the H.S.I.P. system had led to increased links and discussions between Departments in the Council.

(vi) co-operation with other bodies

(a) private sector

Cardiff consult building societies on the support lending scheme, and also liaise with builders and developers over development control matters and planning policies. In addition to these contacts. for specific reasons, Cardiff also have a close link with the National Federation of Building Trades Employers. Previously, the Council knew very little about the intentions of private builders and this link has provided some "very valuable" information. The Land Authority for Wales is also consulted and makes useful comments on the private sector. Neither of these bodies was consulted before the H.S.I.P. system was introduced, now consultations take place on a regular basis throughout the year. Both the N.F.B.T.E. and the Land Authority for Wales

receive copies of the draft H.S.I.P. and are invited to make their comments on this.

(b) voluntary sector

Housing Associations and the Housing Corporation also receive copies of the draft H.S.I.P. and are invited to comment on this.

(c) public sector

Cardiff exchanges copies of the H.S.I.P. with Newport Council, purely for information purposes. Apart from this, they do not consult with adjacent local authorities on housing policy matters.

Both Officers said that the County was not consulted at all during H.S.I.P. preparation, although the Council does use the services of Country architects and surveyors on an "agency basis". The County receives copies of the final H.S.I.P.

4.9 H.S.I.P.s and the Welsh Office

According to Cardiff, needs play a small part in the actual allocations made by the Welsh Office. They consider that the Welsh Office puts heavy emphasis on past spending performance, and also that the meetings between local authority and Welsh Office Officials are very important. However, Cardiff did not know precisely what the Welsh Office based the allocations on.

Cardiff criticised the uncertainty of the one-year allocations system. It is extremely difficult to plan a project if there is uncertainty about the amount which can be committed the following year. The timing of the allocations is also important, particularly in relation to underspending, since late allocations mean a greater risk of underspending.

The Welsh Office seem to regard H.S.I.P.s primarily as a means to control local authority housing expenditure, the development of local housing strategies to meet assessed housing needs takes a back seat.

The allocation method for 1980/81 was described in Chapter 3. Like the Scottish Office (S.D.D.), Welsh Office Housing Division personnel have responsibility for different areas of Wales. The same Welsh Office personnel are in touch with local authorities in a particular area throughout the year. They were described as having "a finger on the pulse" of these authorities.

In June 1980, the Welsh Office told local authorities what the likely provision for housing in 1981/82 would be. In September and October 1980, Welsh Office teams visited all 37 District Councils in Wales, talking to them about their housing programmes. These meetings were described by the Welsh Office as being very valuable, they were able to get the local authorities to trim their programmes and clarify certain points. Indeed, Cardiff said that the Welsh Office team "went through the H.S.I.P. with a fine tooth comb", picking out any discrepancies.

The Welsh Office Finance Division began discussions with the Treasury about the amount of money available nationally for housing in Wales. (Actually, 1981/82 was the first year for the new block allocations system to come into operation in Wales, as a result of the Local Government Planning and Land Act, one year ahead of England. So the negotiations were about the total amount of money available to authorities in Wales for all services). This allocation was received by the Welsh Office in December 1980.

This sum was less than the totality of local authority bids contained in their H.S.I.P.s, so the Welsh Office had to decide how to "share out the cake". This was done bearing in mind expenditure limits, needs and the Government's priorities, on the basis of a formula with three elements:-

- (i) contractual commitments for 1981/82;
- (ii) needs (a formula based on the population of the local authority and its households/ dwellings balance, and also special needs, e.g. unfit stock, homelessness);
- (iii) "free money" (the residual, which was distributed on a discretionary basis).

The Welsh Office decided to base the allocations on a certain percentage of each of (i), (ii) and (iii) either in the ratio of $\frac{1}{3} : \frac{1}{3} : \frac{1}{3}$ or $\frac{1}{2} : \frac{1}{4} : \frac{1}{4}$. The Welsh Office Ministers decided on the former.

4.10 The Effects of Recent Developments

As far as Cardiff is concerned, the most devastating recent developments have been the public expenditure cuts. For 1981/82, the City bid for £18.7 million for housing expenditure, based on their assessed needs. However, under the new block allocation system, the Welsh Office identified only £9.46 million for housing. Cardiff can vire £1.5 million from other services to give a total of £10.96 million for housing expenditure, only 58% of their bid. This has meant a drastic reduction in the City's new-build council house programme, reinforcing the trend towards rehabilitation, modernisation and improvement of existing council stock.

4.11 Comments on the H.S.I.P. System

The Officials of Cardiff City Council welcomed the H.S.I.P.

system because it "crystallises thoughts and focusses the mind", enforcing a discipline onto the local authority. Previously, the Council's housing programme (a new build programme) had been prepared by the City Architect alone.

However, they criticised the yearly allocation system, considering that guarantees for future years should be given. They also criticised the size of the allocations.

This Chapter has examined the local housing strategies of three very different local authorities in Scotland, England and Wales, and in the context of three different systems of local housing strategy. The next Chapter will compare and evaluate the three systems, both in terms of the systems as a whole (as discussed in Chapters 2 and 3), and also in terms of these three specific examples in Chapter 4.

C H A P T E R 5

LOCAL HOUSING STRATEGIES: COMPARISON AND EVALUATION

INTRODUCTION

The development of the Housing Plan system in Scotland took place in a more logical and ordered, 'step-by-step' fashion than that of the H.I.P. system in England and Wales (see Chapter 2, Section 2.1 and Chapter 3, Section 3.2). H.I.P.s in England and Wales were more hastily introduced; in Scotland S.D.D. had been thinking along the lines of Housing Plans for some time. The actual format of Housing Plans was heavily influenced by J. B. Cullingworth and his ideas about Housing Policies and Programmes (again, see Chapter 2).

England is a much larger country than Scotland, especially in population terms. Therefore, for ease of comparison between the English local authorities it was thought that they should all have identical H.I.P. Forms to complete. The strategy statement was intended to reveal any special or particular problems local authorities may have. There are fewer local authorities in Scotland, so S.D.D. have a smaller, more manageable number of Housing Plans to analyse and it does not matter so much that they are not directly comparable.

In Wales there is less of a tradition of separate development than in Scotland, and Wales' local housing strategies are more or less similar to England's. There are minor differences in the type of Forms, but in the essentials — two Forms and a strategy statement — they are the same. The recommended format for a Housing Plan in

Scotland, the 1979/80 H.I.P. Forms for England and the 1981/82 Forms for Wales are contained in Appendices I, II and III, respectively.

This Chapter compares and evaluates the three systems. Comparison will be on the basis of the questions asked at the end of Chapters 2 and 3, and evaluation will be in terms of the objectives of the systems as outlined at the beginning of Chapters 2 and 3, and also in terms of the comparison.

COMPARISON

A comparison can firstly be made on the basis of the published comments on the systems as described in Chapters 2 and 3; and, secondly, on the basis of the particular case study authorities studied in Chapter 4.

An important point first made in Chapter 3 needs to be repeated here: comparisons can only be made on the overall picture presented by H.I.P.s and Housing Plans. Obviously, there will be considerable variation between the individual H.I.P.s and Housing Plans of different authorities. For example, Jon Morris in his study of English H.I.P.s found that there was great variation in the extent to which the sample authorities attempted to estimate the needs of all groups. That Housing Plans in Scotland vary between different authorities is well demonstrated by S.D.D.'s comment that it always receives some "scrappy" Housing Plans (see Chapter 4). The variation seems to be a function of the size of the authority — the larger authorities, especially if they have a separate research and information section, tend to produce better researched H.I.P.s and larger, more comprehensive Housing Plans. Similarly, the smaller local authorities tend to have greater difficulty in completing the H.I.P. Forms (especially the older, more complicated

variety) and produce smaller "scrappy" Housing Plans.

The questions asked at the end of Chapters 2 and 3 about the local housing strategies were:-

1. How comprehensive are they in terms of:-

- (i) type of assessment;
- (ii) inclusion of special needs groups;
- (iii) review of management policies included;
- (iv) inclusion of private sector in assessments;
- (v) corporate working in the District Council;
- (vi) co-operation between the District Council and other bodies in private, voluntary and public sectors.

2. How are allocations made?

From Chapter 2, the first two rounds of Housing Plans in Scotland were found not to be truly comprehensive because:-

- (i) Many of them did not go beyond the waiting list in their assessment of need;
- (ii) Special needs groups (apart from the elderly) received scant attention;
- (iii) Modernisation programmes were not based on a comprehensive house condition survey;
- (iv) District Councils had tended not to take the opportunity offered by the Housing Plan system to review management procedures and practices;
- (v) Tenant participation received short shrift in Housing Plans;
- (vi) Information on private sector trends was vague and more research into the private sector was needed.

As for co-operation/consultation with the Regions, using the example of Strathclyde, District Councils only allowed the Regional

Council a limited amount of time to comment on the Housing Plans.

There was also considerable disagreement between the two parties over population and household projections.

First and second round H.I.P.s in England were also found not to be truly comprehensive (see Chapter 3). Briefly:-

- (i) Most authorities used the waiting list to assess needs;
- (ii) A limited range of needs was considered;
- (iii) The H.I.P. system failed to force local authorities into considering the problems of access, i.e. a review of management policies was not considered in the H.I.P.s;
- (iv) Local authorities had difficulty in assessing private sector needs or trends.

The level of consultation between local authorities and private sector bodies was low, most contacts between the two were as a result of specific controls. Local authorities did consult housing associations but only when they required information; very few consulted them on wider aspects of the H.I.P. submission. In the public sector the level of discussion between authorities and their neighbours about H.I.P. submission was also low, and the most frequent role for the county lay in the provision of statistics. They were not consulted on matters of policy. The relationship between counties and districts worked well in some places, elsewhere it was less easy and the H.I.P. system is unlikely to change this.

Published comments on the Welsh system are conspicuous by their absence, therefore, only the information gathered from the Welsh case study can be used with any assurance in the comparison. However, since the system in Wales is very similar to that in England and also

since the Welsh Office seem to be interested more in matters of control rather than in encouraging local housing strategies, it can be assumed that Welsh H.I.P.s were similar in the first two rounds to those in England, i.e. they were not truly comprehensive.

The method of allocation used in the Housing Plan system in the beginning was the same as that employed in the more recent rounds, as described in Chapter 4. Briefly, bearing in mind the past spending record of authorities, the information in their Housing Plans, the discussions between S.D.D. and local authority officials, existing committed expenditure and the amount of resources available, the four territorial officers in S.D.D. Housing Division responsible for the allocations decided exactly how much each authority was given.

The D.o.E.'s methods of allocation for 1978/79 and 1979/80 for local authorities in England were described in Chapter 3. In 1978/79, in the method of allocation at the National to Regional stage, commitments were given first call on the resources, and they accounted for 60%. Ten per cent was allocated on the basis of the concentration of needs index (i.e. to Inner City authorities), 15% in proportion to local authorities' requests for uncommitted expenditure, and 15% in proportion to a Generalised Needs Index (explanation of this in Chapter 3). In each Regional Office the method of allocation to local authorities varied in 1978/79.

In 1979/80, at the first stage the method of allocation was essentially the same as it was in 1978/79, although the proportion of the total sum being pre-empted by commitments fell, increasing the proportion distributed by the G.N.I. and authorities' own requests. From 1979/80 onwards the allocation method at the second stage was

the same in all Regions:- resources were distributed on the basis of concentration of needs, the G.N.I. and a discretionary element which took national policies, individual H.I.P.s and past spending performance into account. The allocation was then checked to ensure that authorities had enough to cover commitments.

The method of allocation used by the Welsh Office was also described in Chapter 3. Like S.D.D., the Welsh Office has officers responsible for different areas of the country. These officers meet with the local authorities in their areas and then discuss the allocations back in the Welsh Office. The method described in Chapter 3 was that employed for the 1980/81 round. To summarise, the allocation decisions were made bearing in mind a needs factor (based on populations and the households/dwellings balance), the bids made by the local authorities, past spending performance, meetings between Welsh Office and local authority officials, amount of resources available and the fact that the previous Labour Government had promised authorities 80% of their previous year's allocation.

Clearly, from the information outlined in Chapters 2 and 3, neither Housing Plans in Scotland nor H.I.P.s in England were truly comprehensive in the first and second rounds. Since Welsh H.S.I.P.s are very similar to those in England, it is reasonable to assume that they too were not truly comprehensive, although like the other systems, the H.S.I.P. system in Wales is an improvement on the situation which existed previously.

In all three countries, the local housing strategies were not used as the sole basis for the allocations. Other factors such as existing commitments, past spending performance, meetings between

central and local government officials and the amount of resources available were also taken into account. However, the methods of allocation in each of the countries was different. These differences are more pronounced in the later years of the systems, since in the first two years the proportion of the allocations taken up by existing commitments in all three countries was high. A discussion of these differences is confined to later in this Chapter.

The information gained from the case studies, as described in Chapter 4, has been summarised in Figure 5.1 on the following two pages. These case studies will now be compared.

5.1 How comprehensive are the local housing strategies studied in terms of:-

(i) type of assessment

Strathkelvin estimates the required number of new dwellings in the public sector by the method recommended in the Scottish Housing Handbook, Volume 1. This method is essentially the same as that used by the other two authorities, i.e. the households/dwellings or balance sheet method of assessing housing requirements. This method has been criticised because the projections of both population and household formation are extremely dubious (see Murie, 1976; Godfree, 1978; Henderson, 1979). They rely on assumptions such as migration rates, which are not solidly based. Also housing provision is not simply a question of supply; access to housing depends more upon income, opportunity and desire for housing than upon availability. The supply of housing also influences the rate of household formation and of migration into and out of an area — two of the fundamental assumptions used in

FIGURE 5.1 : COMPARISON OF LOCAL HOUSING STRATEGIES STUDIED IN CHAPTER 4.

AUTHORITY	TYPE OF ASSESSMENT	INCLUSION OF SPECIAL NEEDS	REVIEW OF CURRENT POLICIES	ASSESSMENT OF PRIVATE
STRATHKELVIN DISTRICT COUNCIL-- HOUSING PLANS. Population: 85,773, Housing Stock: 27,931, Public sector = 45%, Private sector = 56%.	Method recommended in Scottish Housing Handbook, Vol. 1: households/dwellings balance, to assess future public sector new build.	Includes elderly (sheltered housing) and the disabled, but latter only briefly and no survey is done for either group. Very briefly mentions the homeless and the possibility of a site for Travelling People.	Housing Plan III recommends that the Letting Regulations should be reviewed.	Takes outstanding permissions, looks at projects this forward, i.e. a trend estimate. However this will be difficult to do in future due to the State's review of Strathclyde's Structure Plan.
CITY OF SALFORD COUNCIL-- HOUSING INVESTMENT PROGRAMMES. Population: 260,992, Housing Stock: 94,874, Public sector = 47%, Private sector = 53%.	Future population and households estimated on the basis of housing policies and existing trends. Sample house condition survey undertaken recently. HIP's no longer require future projections.	HIP forms require figures of the need for sheltered housing for the elderly and wheelchair housing for the disabled. They also require the numbers of the homeless and of key workers. Other special needs groups are not considered in this authority's strategy statement.	The HIP process is not considered to be the correct forum for matters of this nature. Management policies are reviewed outwith the HIP process.	Uses the same method as Strathkelvin; also land availability account. HIP's no longer require future projections.
CARDIFF CITY COUNCIL-- HOUSING STRATEGIES & INVESTMENT PROGRAMMES. Population: 292,000, Housing Stock: 100,300, Public sector = 27%, Private sector = 73%.	South Glamorgan Structure Plan estimates of future population and households are used. To assess housing requirements households/dwellings balance sheet approach is used; also use census based analysis of the housing stock.	Forms require number of Sheltered houses and wheelchair/mobility houses needed, and also the number of single person households. This latter group is also mentioned in the strategy statement.	This does not take place within the HSIP process. However, the recent opening up of the waiting list suggests that it does take place but outwith the system.	Same method as Strathkelvin and takes land availability into account. Also calculates the desired level of private sector build.

FIGURE 5.1 (Continued)

AUTHORITY	CORPORATE WORKING IN COUNCIL	CO-OPERATION WITH OTHERS	ALLOCATIONS FROM THE GOVT.	OFFICERS' COMMENTS
STRAATHKELVIN DISTRICT COUNCIL--HOUSING PLANS.	<p>Plan prepared by Director of Housing and a Planning Assistant; former writes policy content, latter is responsible for collection of facts and figures. Director together with quantity surveyors and Finance Dept. officials, prepares Housing Financial Plan.</p> <p>Informal, "ad hoc" method of preparation works well.</p>	<p>Half-hearted contact with private builders; contacted housing associations, but not on policy matters.</p> <p>Exchange copies of Plans with adjacent L.A.'s for information only. Several meetings with Strathclyde Region, but disagreement over figures.</p>	<p>S.D.D. has 4 territorial officers responsible for allocations. Decisions are made on the basis of past spending performance, commitments, Housing Plan information, meetings between S.D.D. and L.A. officials and the amount of resources available.</p>	<p>Useful for collecting together in one document all the Council's housing policies; excellent in that but they feel that a not worth doing now because of the 'cuts', and as Govt. have control of money, the localism objection is a 'mockery'.</p>
CITY OF SALFORD--HOUSING INVESTMENT PROGRAMMES.	<p>Working party type method of preparation: officers from Chief Executive's, Technical Services (Valuation, Planning and Architects), Treasurer's and the Housing Manager, with Administration co-ordinating the submission. The Planning Dept. merely fills in sections A and E on form HIP 1 and the Housing Dept. does not have a central role.</p>	<p>Does not consult with private sector, and only consults housing associations on points of information, not on policy matters. Does not consult adjacent L.A.'s, and relationship with Greater Manchester County is very poor--HIPs are not regarded as a County matter.</p>	<p>Welcomed the system--forced L.A.'s to think comprehensive basis and realise that the housing programme is more than building new council. The system encouraged ism, but the small amount of resources received could do this.</p> <p>Welcomed system--crys thoughts and forces to consider overall housing policy and its inter-connections. However, amount of resources forces Council to re-priorities in the housing programme.</p>	<p>Welcomed the system--forced L.A.'s to think comprehensive basis and realise that the housing programme is more than building new council. The system encouraged ism, but the small amount of resources received could do this.</p>
CARDIFF CITY COUNCIL--HOUSING STRATEGIES AND INVESTMENT PROGRAMMES.	<p>Working party (although not many meetings held).</p> <p>Consists of officers from Administration, Planning, Chief Executive's, Technical Services, Environmental Health & Housing. County Architects and Surveyors are involved on an agency basis. Submission co-ordinated by Chief Executive's, Planning writes the strategy statement.</p>	<p>Very good links with the private sector (N.F.B.T.E. & Land Authority for Wales), and with housing associations and the Housing Corporation. Exchanges HIPs with Newport for information only. Does not consult the County, although latter does receive copies of final document.</p>	<p>Welsh Office--territorial officers system. Allocations done on formula basis, taking (i) commitments; (ii) needs (population, households/dwellings balance, special needs) (iii) discretionary element (expenditure limits, realism, national policies).</p>	<p>Welcomed system--crys thoughts and forces to consider overall housing policy and its inter-connections. However, amount of resources forces Council to re-priorities in the housing programme.</p>

the households/dwellings balance method. The method involves the projection of past trends through to a point in the future. The future predicted rate is seen as a situation that will occur by itself.

However, this method is more comprehensive than an assessment method based on the waiting list (as Strathkelvin used in Housing Plan IV), because it embraces the whole housing market.

From 1980/81 onwards, H.I.P. Forms in England (e.g. Salford) required no projected information. The later H.I.P.s in Salford are now only a picture of the housing situation as it exists when the H.I.P. is prepared. Despite all the inadequacies of projections, at least they do give some idea of the outcome of the present situation. The lack of projections means that certain problems which may be looming, are able to be ignored. This is an important difference between the different systems, those in Wales and Scotland still require some projected information.

(ii) inclusion of private sector in assessment

All three authorities included the private sector in their assessments and their methods of doing this were similar. They were trend estimates based on the number of outstanding planning consents and their rate of take-up in the past. Salford and Cardiff also looked at land availability. Only Cardiff went further and assessed the required or desirable level of private sector completions in the future, but their ability to affect private sector activity is obviously limited to encouraging, for example, by making land with planning permission available, or providing services. Cardiff cannot force the private builders to build.

This is a limitation suffered by all three systems. The local authorities are encouraged to take a strategic role in housing, but this role is passive since they have no direct control over other agencies in the housing market. However, the authorities can overcome this to a certain extent by developing better links with other agencies, ensuring that the enabling role of local authorities is exploited to its fullest extent.

(iii) inclusion of special needs groups

All three local housing strategies included sheltered housing for the elderly and special housing for the disabled in their assessments. Although none of the methods of assessing the needs of these particular groups can be called comprehensive. In Strathkelvin's case, the number of sheltered housing places required in the district was simply based on the S.D.D. recommended standard of 50 places per 1,000 elderly population. No District-wide assessment of the need for sheltered housing was undertaken. The same can be said for the requirement for purpose-built housing for the disabled in the District; conversion of existing dwellings is presumed to be a satisfactory provision which is easily undertaken.

In Salford and Cardiff, the numbers of sheltered housing places and houses for the disabled are calculated from the waiting list. This is obviously not comprehensive and can give only a partial picture of the needs. Waiting lists exclude those people who may be outwith the Letting Regulations or who prefer to remain in the private sector.

In Strathkelvin, the Housing Plan very briefly mentions the Housing (Homeless Persons) Act and the possibility of providing a site for Travelling People. Apart from these short mentions, which can hardly be called 'inclusions', Strathkelvin confines itself to a discussion of the elderly and the disabled.

The Welsh Forms require the number of single person households in the District, so this is obviously included in Cardiff's H.S.I.P., although it is not known how this figure is calculated. This matter is also discussed in Cardiff's strategy statement, since it has a bearing on the size of council houses which are built in the future.

In Salford, the H.I.P. Forms require them to fill in the numbers of homeless persons and key workers, and these are assessed from the waiting list.

There are only special needs groups mentioned by the authorities studied. Other groups, for example, ex-offenders, battered wives, mentally handicapped, etc., are not mentioned at all. Such groups often do not require special housing, merely a change in, or review of, management policies to enable them to gain access to public sector housing.

(iv) inclusion of review of management policies

With regard to the last point in the previous sub-section, Strathkelvin's Third Housing Plan recommends that the Letting Regulations should be reviewed. In the Fourth (shortened) Plan, the fact that this review was pre-empted by the Tenants Rights Act was mentioned, and also that the Council were proposing to relax the Letting Regulations.

In Salford, the Council does not feel that the H.I.P. is a proper forum for a review of management policies. This takes place outside the H.I.P. process. Cardiff also do not include this in their H.S.I.P., although the recent opening up of the waiting list suggests that it occurs outwith the H.S.I.P. process.

Such matters would be included in the strategy statements of Cardiff and Salford, but in England the D.o.E. is reputed not to take much notice of this aspect of the H.I.P. Salford, therefore, does not put much effort into the production of its strategy statement.

To this extent, Strathkelvin's Housing Plan is more comprehensive than the local housing strategies of Cardiff and Salford.

(v) corporate working in the District Council

Strathkelvin has an informal "ad hoc" method of Housing Plan preparation, which seems to work successfully since the authority is comparatively small. The other two authorities studied are both over three times the size of Strathkelvin, in terms of population and housing stock. The Councils, therefore, have more staff; and more formal methods of preparing the local housing strategies are necessary.

All relevant departments seem to be involved in some way in the preparation of the local housing strategy in each case study. The difference between the three authorities lies in which department takes the lead. In both Salford and Cardiff, central Departments co-ordinate the submission; in Salford it

is the Administration Department and, in Cardiff, the Chief Executive's Department. In Salford, the Planning Department's role consists of completing two sections on Form HIP1 and the Housing Department seems to concentrate primarily on the day-to-day management of the Council's own housing stock. The strategy statement is written by the Administration Department, although not much effort is put into this and that for 1980/81 was a repeat of the previous year's.

In Cardiff, the role of the Housing Department in H.I.P. preparation is very similar to that in Salford, although Cardiff's Planning Department has a more important role than that of Salford. In Cardiff, the Planning Department is responsible for the production of the strategy statement.

In Strathkelvin, and in other authorities where the Housing Department takes the lead in the production of local housing strategies (or where the Housing Department assumes full responsibility for this task — as in Glasgow District Council), matters such as a review of housing management policies and procedures tend to be included in the strategies. Where the lead is not taken by the Housing Department, but by the Planning Department or central Departments, such matters tend not to be included and, as such, the local housing strategy is not comprehensive.

(vi) consultation with other bodies

Strathkelvin District makes half-hearted attempts to consult private sector agencies and Housing Associations in the production of its Housing Plan, but discusses no policy issues with these

bodies. In Salford too, the links with private sector agencies and Housing Associations do not cover discussions about wider policy issues. However, Cardiff seems to have a very good relationship with the private sector agencies (N.F.B.T.E. and Land Authority for Wales) and Housing Associations and the Housing Corporation. These bodies are given copies of Cardiff's draft H.S.I.P. and are asked for their comments on this.

With regard to public sector agencies, none of the authorities studied consults adjacent authorities in the preparation of their local housing strategies. Cardiff and Strathkelvin exchange copies with adjacent authorities, but this is purely for information purposes.

Strathkelvin seems to have a better relationship with Strathclyde Region than the other two authorities have with their respective counties. At least Strathkelvin and Strathclyde do communicate with each other (see the extensive list of consultations in Chapter 4) even though they do disagree. South of the border, the relationship between the other two authorities and the counties seems to be very poor. Neither of the counties is consulted at all during H.I.P. preparation (although Cardiff do employ the skills of South Glamorgan County's architects and surveyors.).

5.2 Local Housing Strategies and Central Government

S.D.D., the D.o.E. and the Welsh Office all bear the same factors in mind when they make the allocation decisions (i.e. past spending performance, existing commitments, national

policies and public expenditure limits) which is not at all surprising since they are all part of the Government of the United Kingdom. The differences between the three countries lie in the actual methods of allocation to the local authorities.

The total capital expenditure available for housing in the United Kingdom is decided within the P.E.S.C. system (see Chapter 3), then the totals for the three countries are decided. Scotland and Wales, through S.D.D. and the Welsh Office, negotiate with the Treasury for their housing capital expenditure, as does the D.o.E. for England. In England this total is then further divided between the Regional Offices of the D.o.E. on the basis of the G.N.I. (see Chapter 4). The Regional Office to Local Authority stage of the allocation process in England is comparable to the allocation process from the S.D.D. and the Welsh Office to local authorities in Scotland and Wales, respectively.

Scotland alone does not use some sort of formula system to share out that proportion of the allocations which is devoted to needs. The reasons for this, as explained in Chapter 4, were that:-

- (i) a needs formula/index may not be very sensitive to the real needs of a local authority;
- (ii) an index is very selective and will not reflect the requirements of all authorities;
- (iii) many of the authorities hadn't done the analyses necessary to enable S.D.D. to compile indicators;
- (iv) Housing Plans reveal nuances which are not picked up by indicators;
- (v) some factors cannot be made objective.

On the other hand, in a country as large as England, the use of the G.N.I. can be defended for allocating between the Regions. From the Regional Offices to the local authorities, however, perhaps the D.o.E. would do better to develop a system similar to that in Scotland.

The Welsh Office already have a similar system of territorial officers to that existing in S.D.D. However, they also employ a formula system to calculate each authority's needs. Although this is very much simpler than the D.o.E.'s G.N.I. Perhaps it is in the nature of the systems in England and Wales that the statistic-filled Forms lend themselves easily to the development of formula or index-type indicators of need. However, for the reasons outlined above, the D.o.E. and the Welsh Office should develop less formal allocations methods than the ones they now employ.

The attitudes of the three different departments to local housing strategies was strikingly different. The Welsh Office seemed to regard H.S.I.P.s first and foremost as a means of control over local authorities' housing capital expenditure. They did not seem to be concerned with developing the housing strategy aspect of the local authorities' role.

The D.o.E.'s attitude seems to be very similar to this, i.e. H.I.P.s are primarily a means of control. For example, in the first year of the system, the D.o.E. recommended that the strategy statement should only be two pages long. Some local authorities ignored these instructions and produced much longer statements and, in the second year, the D.o.E. accepted this. However, the impression given by this is that the D.o.E. do not

seem to pay much attention to the strategy statement. It is also doubtful how much of the information from the H.I.P. Forms they actually make use of.

In Scotland, the attitude of the S.D.D. is discernably different. In the first place the Housing Plan system is designed for the development of comprehensive housing strategies to a greater extent (at least, in theory) than the H.I.P. systems in England and Wales. S.D.D. also actively encouraged local authorities to improve and develop their Housing Plans throughout the three years of the system as it existed before the streamlining proposals. However, these recent proposals have led to a loss of confidence in S.D.D. on the part of the local authorities.

In the beginning, local authorities felt that the Housing Plan system had been forced onto them by S.D.D. However, they came to realise that Housing Plans were useful management tools. Now S.D.D. want to discontinue the annual production of the Plans and the authorities (through C.O.S.L.A.) resent this. Firstly, they see it as an attempt to lighten the workload of S.D.D. personnel and, secondly, as an indication that the Housing Plans are becoming less important in the allocations process anyway.

5.3 Officials' Comments on the Systems

Officials from all three authorities welcomed the local housing strategy systems. However, they all had reservations: they all felt that the objective of localism was severely hampered by the small allocations received (i.e. small in relation

to authorities' bids). Strathkelvin went as far as to say the Housing Plan system was a mockery as long as central government had control of the resources.

From the information gathered in the case studies, it is clear that these three authorities' local housing strategies are also non-comprehensive. In all three countries, need still plays a small part in the allocations process, public expenditure constraints have now become more important. This Chapter now goes on to evaluate the three local housing strategy systems. Evaluation will be done in relation to the objectives of the systems as outlined at the beginning of Chapters 2 and 3.

EVALUATION

Although the formats of the different systems of local housing strategy differ, the objectives of all three systems were essentially similar. From the beginning of Chapters 2 and 3, these are:-

- (i) to enable central government to direct resources to where the need for them is greatest;
- (ii) to give authorities more local freedom in the development of their own housing strategies, based on their own assessments of their housing need;
- (iii) to bring housing within public expenditure control;
- (iv) to encourage various local policy making elements in local government.

Therefore, do local housing strategies:-

5.4 enable Government to direct resources to where there is greatest need?

Allocations are not made only on the basis of need in any

of the three different systems, as outlined above. With regard to the Housing Plan system, Strathclyde Region alleged that in the allocations for the third round, although the Region expected some positive discrimination for the older urban areas of Strathclyde, the authorities in these areas received the same percentage cuts as authorities elsewhere in Scotland.

For 1979/80 in England ordinary local authorities were promised no less than 80% of their previous year's allocation. Inner City authorities, which were supposed to have a 'concentration of needs' were promised 85% of their previous year's allocation. Although this was promised by the Labour government, it was honoured by the new Conservative government. The limited resources available were, therefore, shared out according to where the needs were greatest. However, there was no distinction between the needs of separate Inner City authorities. Authorities in the same category received the same percentage cuts.

In Wales for 1980/81, the previous Labour government promised authorities they would receive 80% of their previous year's allocation, and this was honoured. However, all authorities received the same percentage cuts.

5.5 give local authorities more local freedom?

Housing Plans would seem to fulfil this objective to a greater extent than the Welsh or English systems. Local authorities in Scotland are free to define for themselves the needs they consider in their Housing Plans, although S.D.D. have recommended a format for the Plans and do expect to see

certain factors included in them. H.I.P.s on the other hand, force local authorities in England and Wales to consider the statistics which, in the opinion of central government, are essential. Criticism of this comes from those authorities which are unable to complete the Forms and from those which consider the Forms to be too simplistic. The fact that the D.o.E. does not pay much attention to the strategy statement, deters local authorities in England from putting too much effort into its production, so special needs in these authorities are not being included in the H.I.P.

In all three countries in the first two years, the allocation was given in the form of cash-limited blocks for various types of housing expenditure. This represents central government control over the amount local authorities spend on each type of housing service.

In Scotland, allocations are still given in two cash-limited blocks (H.R.A. and non-H.R.A. — see Chapter 2) with restrictions on virement between them. However, in England from 1980/81, authorities received their allocations in only one block. Theoretically, they were free to spend their housing allocation on different housing services as they saw fit. This was also the case in Wales for 1981/82 allocations, which were actually given to local authorities in the form of one block allocation for all the services of the local authority concerned (under the Local Government, Planning and Land Act). Authorities were then free to spend their money on any service as they saw fit.

Therefore, there is more local freedom or discretion in England and Wales than there is in Scotland. However, in all three countries, authorities still have to apply to central government separately for permission to build new council houses and to purchase land. This process is obviously a means of indirect control over local authority housing expenditure. Government can delay permission or even refuse it. Also, recently the Government imposed a moratorium on any further public sector building and they have also placed local authorities under a legal obligation (under the Tenants Rights Act) to sell council houses if the tenants wish to buy them.

Government also control housing association allocations through the Housing Corporation (in Scotland, local authorities do not contribute funds to housing associations as is the case in England and Wales). This is yet another means of central government control over local housing expenditure programmes.

Apart from these controls, the size of the original allocations are decided by Central Government and local authorities have alleged that any objective of localism is bound to remain unfulfilled as long as public expenditure cuts force local authorities to revise and reduce their housing programmes.

5.6 bring housing expenditure within public expenditure limits?

At first glance, the answer to this question would be yes — unequivocally. However, it is not local housing strategies but the introduction of cash limits which has brought housing expenditure under control. Formerly, as explained earlier in

this dissertation, housing expenditure was controlled on the basis of the number of starts made, i.e. on a volume not a cash basis. The introduction of control over the amount of money spent would have occurred without the development of the local housing strategy systems. In England and Wales, cash-limited allocation blocks were introduced before H.I.P.s and, in Scotland, the Financial Plan system was introduced prior to Housing Plans. Repeating from Chapter 3, "Financial control was achieved by the introduction of cash limits rather than H.I.P.s, which can better be seen as a means of making such limits more workable" (Bramley, et. al., 1979, para. 2.4(iv)).

Even though housing expenditure allocations are cut it is important for local authorities to continue to prepare local housing strategies:-

- (i) to ensure that limited resources are spent on highest priority items;
- (ii) to plan for future expansion;
- (iii) to provide evidence of continuing housing needs and the effects on these of the 'cuts'.

Criticism has also been made of the timing of the allocation announcements — that these are usually made too late to enable authorities to start their housing programmes immediately the financial year begins. This is a criticism of all three systems, local authorities are only allowed to carry over a certain amount of underspent allocations into the next year, and this underspending may have been caused by late allocations from central government.

5.7 encourage various local policy-making elements in local government?

As is evident from Chapter 4, local housing strategies have a long way to go before they are truly comprehensive. For example, special needs groups (apart from the elderly) receive little attention, and knowledge of the private sector is vague. As far as corporate management is concerned, local housing strategies have ensured that all relevant departments co-operate in the production of the strategy, but there seems to be some resentment on the part of local authorities that central government does not 'practice what it preaches'. Government is keen to encourage corporate management in local authorities but any sort of corporate action at central government level, e.g. between Housing and Planning Divisions of the D.o.E., doesn't seem to occur to any great extent.

In this Chapter, the three different housing strategy systems have been compared and evaluated. The conclusions to emerge will be fully discussed in Chapter 6. Briefly, it appears that the Housing Plan system is more comprehensive and more able to encourage localism than the systems in England and Wales. Although, in practice, none of the local housing strategy systems are truly comprehensive, they are a step in the right direction. They have helped to encourage local authorities to take a more comprehensive approach to housing than they did in the past.

C H A P T E R 6

CONCLUSIONS AND RECOMMENDATIONS

This dissertation set out to examine the background to the development of the Housing Plan system in Scotland and the Housing Strategies and Investment Programmes systems in England and Wales (Chapters 2 and 3). It has looked at the reasons behind their establishment, and their objectives, and it has examined the systems in practice to see if they live up to these objectives (Chapter 4). The different systems in Scotland, England and Wales have been compared and evaluated (Chapter 5); in this Chapter the conclusions and emergent issues will be discussed.

There are obvious differences and similarities between all three systems, although Scotland's stands apart; those of England and Wales having a closer affinity. In theory, Housing Plans are more comprehensive, and have more in common with J. B. Cullingworth's Housing Policies and Programmes (see Chapter 2). H.I.P.s in England and Wales, on the other hand, would seem to be less comprehensive since their format — the H.I.P. Forms — forces all local authorities into the same constricted mold. Although both the English and Welsh systems have a strategy statement which is supposed to reveal any differences or special needs which an authority possesses, local authorities, especially in England, feel that this statement is not given much weight by central government. Accordingly, some authorities do not put very much effort into its production — for example, the strategy statements of Cardiff and Salford did not mention any special needs

groups which were not already included on the statistical Forms.

Housing Plans have, therefore, been held up to be more comprehensive than H.I.P.s. In reality, there is a great deal of variation within both systems. For example, Housing Plans vary between authorities from the weighty volume produced by Glasgow District to the scanty effort of Midlothian. They also vary within authorities from year to year — for example, Strathkelvin District's Third Housing Plan, which was full-length, and the same authority's Fourth Plan — a shorthand version.

H.I.P.s also vary between authorities, both in England and in Wales. For example, the London Borough of Southwark is required to complete the same HIP1 and HIP2 Forms as is Salford, but the strategy statement produced by the former is a much lengthier affair than that produced by Salford. The contents of Southwark's strategy statement are shown in Appendix IV.

A particularly good H.I.P., with a lengthy strategy statement covering areas such as inclusion of special needs groups, review of management policies and so on, can be more comprehensive than a Housing Plan which does not include such issues.

Although the Housing Plan system tends to be more comprehensive than the H.I.P. systems, it cannot be stated categorically that this is the case. In both types of system, the comprehensiveness of the local housing strategy depends on a number of other factors — the size of the authority, whether it has a separate research and information section, which Department co-ordinates or takes the lead in the submission, the commitment of the officers and councillors involved — and not only on whether it is a Housing Plan or a Housing Investment Programme.

6.1 Therefore Housing Plans and H.I.P.s have the potential to be equally comprehensive.

The attitudes of central government in each of the three countries is of relevance with regard to the last point. In the first three years of the Housing Plan system, S.D.D. gave more encouragement to local authorities in Scotland to improve their Housing Plans, than did the D.o.E. and the Welsh Office for the local authorities in their respective countries. Scottish local authorities also had better initial guidance from central government (the Interim and Final Reports of the Working Party on the Assessment of Housing Needs) than did authorities in the other two countries.

S.D.D.'s attitude differs from that of the D.o.E. or the Welsh Office. S.D.D. seem to be concerned with improving the quality of the local assessments of housing need and with encouraging the development of local housing strategies. D.o.E. and the Welsh Office, on the other hand, seem to be more concerned with the control of capital expenditure on housing and less with the development of local housing strategies.

However, as mentioned in Chapter 5, S.D.D. is in danger of losing any credibility it may have had with local authorities, because of the proposed streamlining of the Housing Plan system. In Scotland, the Housing Plan system seems to have come to a turning point. It could either carry on as before, continuing to improve with guidance and encouragement from S.D.D. or it could be allowed to lapse. Unless authorities are required by S.D.D. to produce an annual Housing Plan, some will not bother,

and others will produce a shorthand document of doubtful merit (Strathkelvin).

What is needed in Scotland is some sort of discussion between C.O.S.L.A./the local authorities and S.D.D., in which both sides can put their case. Hopefully, a dialogue of this sort would emerge with the conclusion that the Housing Plan system is worth continuing on an annual basis, since S.D.D.'s assertion that the Housing Plans can be improved no further is highly dubious.

In England and Wales, the D.o.E. and the Welsh Office should also have some sort of discussion with their local authorities. In these countries, the issue is not that central government should regain their former helpful attitude, but that they should begin to change their attitude in the first place.

In all three countries, there is a need for some sort of statement from central government concerning the future direction of the local housing strategy systems. Recent developments (the proposed streamlining in Scotland, the Local Government, Land and Planning Act) will profoundly affect all the local housing strategy systems.

6.2 In all three countries, central government needs to clarify its attitude to local housing strategies, and reveal what their future role is envisaged to be.

Many of the criticisms of local housing strategies are not of the systems per se but of the allocations associated with them — that they are too small, or too late, or in one year blocks. These are really criticisms of the Public Expenditure Survey Committee system, in which the capital expenditure

programme for the whole of the United Kingdom is calculated. This process takes place on a yearly basis and is something which is not likely to change, therefore, local authorities have to learn to come to terms with it.

Authorities in all three countries, because housing capital expenditure is now subject to cash limits, will have to improve the management and phasing of their housing programmes. Local housing strategies, far from hindering them, should actually help them to do this. Authorities, in assessing their housing needs and problems and working out the housing programmes to deal with these, should formulate a system of priorities in this programme. Since the allocation received is extremely unlikely to cover the full programme, if this programme is prioritised, the inevitable scaling-down will then occur in a logical and planned fashion.

6.3 Local authorities should therefore work out a system of priorities and alternatives to their full, preferred housing programme.

Late allocations are the fault of central government, caused by a delay in the P.E.S.C. process. It is another factor for which local authorities must prepare. They should have working parties composed of officials from all relevant departments, to ensure that projects can be started immediately after the allocations are received. The lead time of building projects can often be as long as four months. Therefore, authorities will have to ensure that projects are prepared in advance, so that no time is wasted.

- 6.4 Authorities should have a management team to ensure that no time is wasted at the beginning of the financial year.

The fact that allocations run for one year only can often mean that an authority under- or over-spends on its allocation in any one year. If authorities follow the last recommendation, the danger of underspending will be lessened. They should also develop a monitoring system to determine how each particular project is progressing — whether or not they are running to schedule. Delays in projects can be pinpointed quickly and if there is danger that the allocation will be under-spent, alternative projects (see Section 6.3) can be brought in.

- 6.5 Authorities should monitor the progress of the projects in their housing programme to ensure that their allocation will not be under- or over-spent.

The previous three recommendations all have the same implication: that local authorities should employ interdepartmental monitoring teams to monitor the progress of the local housing strategy.

- 6.6 This in turn implies that Local authority departments should co-operate with one another more effectively in the management and phasing of their housing programmes.

Increased co-operation is also necessary between authorities, both between neighbouring district authorities (especially when they are part of the same conurbation) and between district authorities and their Regions or Counties. Housing market areas do not stop at district boundaries, they are often of a sub-regional or regional character.

6.7 Inter-authority co-operation in the production of local housing strategies must be increased.

Returning more specifically to local housing strategies, public expenditure constraints are likely to continue for the foreseeable future. Local authorities will, therefore, have to be realistic and accept the implications. This does not mean that local housing strategies become worthless. Rather, it points to a change in emphasis of the role of local authorities. They are not likely to play such a direct part in the local housing market as they have in the past (e.g. by building large numbers of general needs council houses). Instead, they should continue to develop their strategic role. Local housing strategies will become even more important in this situation. They will have to take management policies into account much more and include other housing agencies to a greater extent.

6.8 In the future local authorities will play a more strategic role in housing at the local level, and features such as improved council house management procedures will become much more important elements of the local housing strategy.

6.9 It will become vitally important for local authorities to develop very much closer links with other agencies in the housing market, especially in the private sector.

The traditional view of the role of the Housing Department in a local authority is long overdue for change. Housing Departments should no longer concentrate on the day-to-day management of the council housing stock to the exclusion of all other issues. Rather, they should have their own research and information/policy and intelligence section (especially where the

local authority is large) and take the lead in the production of local housing strategies. The Housing Department should be responsible for developing the authority's comprehensive approach to housing, in accordance with the strategic role of the authority in the local housing market, closely involving other agencies in the production of the local housing strategy.

6.10 The lead in the production of local housing strategies should be taken by the Housing Department.

A point which has not been touched upon up to now has been that of public participation. Housing Plans and Housing Investment Programmes are non-statutory documents and unlike the statutory development plans, there is no legal requirement for an authority to involve the public in their preparation. Indeed, in many cases in England and Wales in the first years, the H.I.P. documents were not even available to the public. Both Housing Plans and H.I.P.s have a significant impact on the community. For example, in Strathkelvin, apart from the implications that the Housing Plan has for the local housing programme, it was often used as a policy document to fight planning appeals.

It has been suggested, therefore, that there should be some public participation in the preparation of local housing strategies. However, because of their very nature, formal public participation along the lines of that in Structure and Local plans would be virtually impossible to achieve (short time period of preparation; technical nature of subject matter; difficulty of obtaining participation on abstract policy issues). Rather, the public should be involved in housing issues as part of a wider system of more 'open'

local government. They should be involved in housing at the 'grass roots' level through tenants' associations, residents' associations, community councils in Scotland. By being effectively involved from the very beginning in decisions which affect them and to which they can relate, formal participation by the public in local housing strategies would not be necessary.

- 6.11 Public participation should occur in all housing issues from the very beginning, therefore, formal public participation would not be necessary.

This brings us to a related point — the involvement of councillors in the preparation of local housing strategies. Housing Plans and H.I.P.s have to be approved by councillors, usually on the Housing Committee of the Council, and this is generally presumed to constitute sufficient involvement. However, housing and housing policy are politically sensitive subjects, and as such, councillors should be involved in the preparation of the local housing strategy from an earlier stage than the approval of the final document.

- 6.12 Councillors should take a more active part in the production of local housing strategies, and their involvement should take place at an earlier stage.

This dissertation has examined the different local housing strategies in Scotland, England and Wales. From the very beginning, the invisible assumption which was taken for granted was that since the systems were so very different in form, they would produce different results in practice. However, as the first set of conclusions in this Chapter reveals, this was found not to be the case. The conclusions and recommendations which are made in this

Chapter, therefore, relate equally to all three systems, and they are quite obviously not about the local housing strategy systems per se. Rather, they relate more to methods of working and to attitudes at both central and local government level.

Probably the major conclusion to be reached in this Chapter is that local housing strategy systems (like many other policy innovations in local government) are unlikely to alter practices and procedures which have existed since local government first began. For radical change to occur in the deeply entrenched attitudes of departmentalism, professionalism, paternalism, and so on, something more than the mere imposition of a system of local housing strategies is required.

Local housing strategies were developed to gain a better understanding of the housing market and of the processes that operate in it. This understanding requires a greater knowledge of both the public and the private sectors, and of how they interact with one another. In other words, this requires a comprehensive approach to housing.

As revealed in Chapters 4 and 5, Housing Plans and Housing Investment Programmes do have their limitations. Despite these, however, they are a vast improvement on the ad hoc 'hand to mouth' situation that existed prior to their introduction. Formerly, a 'housing programme' was a programme of building new council houses. Other solutions to housing problems were given little consideration. Local housing strategies, by forcing local authorities to take an overall, comprehensive view of housing, have begun to change this situation.

However, they are only a beginning; the danger now is that local housing strategies may be allowed to lapse. This must not occur. Instead, Housing Plans and Housing Investment Programmes must continue to improve and develop, going from strength to strength, in accordance with the changing role of the local authority in the housing market.

APPENDIX I.

HOUSING PLANS FORMAT.

(Source : S.D.D. Circular 6/77,
Final Report of the Working Party on Housing Plans.)

THIS APPENDIX DOES NOT TAKE THE PLACE OF THE MANUAL OF GUIDANCE* WHICH SHOULD BE CONSULTED ON ALL ASPECTS OF THE ASSESSMENT

FORMAT FOR HOUSING PLANS

Part A: Assessment of Need

1. Context - Brief description of the local and regional context within which housing provision in the area must be seen including a definition of the local housing market.

2.	<u>Issues</u>	<u>Possible Topics</u>
i	Quantitative shortages (ie the need for additional units of housing and associated land requirements)	<p>What is the current shortfall or surplus of dwellings in relation to households?</p> <p>What level of population growth or decline is expected in the near future?</p> <p>What changes are expected in the pattern of household formation?</p> <p>What is the likely need to replace existing housing - due to slum clearance and other reasons?</p>
ii	Housing quality (ie the need for houses of the right type, size and location)	<p>What number of the stock is below the statutory tolerable standard or lacks standard amenities?</p> <p>What is the pattern of repair defects in above tolerable standard housing?</p> <p>What imbalances exist in the distribution of the housing stock by type, size and location in comparison with what might be ideally required.</p>
iii	The Use of the Housing Stock (ie the extent to which better use could be made of the existing stock)	<p>What is the extent, pattern and causes of overcrowding and under-occupancy?</p> <p>How many vacant dwellings, the reasons for vacancies and the extent to which the vacancy rate can be varied?</p>

* "Assessing Housing Needs - A Manual of Guidance" to be published in June 1977 as Volume 1 of the Scottish Housing Handbook

Issues

Possible Topics

How many households are currently living in unsuitable house types eg families with young children housed in multi-storey blocks, elderly, disabled.

What proportion of the public sector stock is proving 'difficult to let' and abnormally unpopular and what are the reasons for this?

What is the demand for greater tenant participation in housing management?

- iv Tenure balance (ie the extent to which there is an imbalance in the existing housing stock)

What is the current distribution of the housing stock by tenure?

What is the expected future contribution of private sector agencies to new building totals?

What evidence is available to suggest an imbalance due to a shortage of houses in one tenure group compared to the demand and what are the reasons for this?

- v Access to housing (ie the extent to which there are barriers which prevent particular sections of the community from obtaining satisfactory housing)

To what extent is the effective demand for owner occupation constrained by the availability of funds from private sector agencies?

What is the effect of current allocation policy on the availability of public sector housing to different groups in the community?

- vi Housing and Employment (ie the extent to which housing policy is consistent with employment objectives)

To what extent is there lack of suitable housing for incoming workers and which may act as a deterrent for new/expanding industry?

To what extent is there an imbalance between the location of housing and employment which generates abnormal travel to work journeys?

Part B: Policies

1. Resources and Constraints Influencing Action

- i How will inherited policies and Government policies influence action?

- ii What influence will Regions' policies have in relation to:
- regional strategy
 - infrastructure and other service provision
 - land availability
- iii What factors are likely to influence the private sector in relation to:
- availability of loans
 - intentions of builders
 - private rented accommodation
 - the District's Community Land Policy

- iv How will policies of adjoining districts and other agencies affect action?

v Housing Stock

Houses under-utilised

Houses becoming available

Property capable of rehabilitation

vi Finance

Limits on public expenditure, rent levels, levels of support from Government and rate fund contributions, availability of private sector mortgage finance.

vii Manpower

How will the availability of resources in the authority and other agencies influence the rate of progress?

viii Land and Sites

Not available where required

Available but not serviced

Available but difficult to service

2. Policies

This section should describe the policies which have been devised by the District Council to meet the needs identified in Part A, taking account of identified constraints.

- i Statement of objectives.
- ii Management policies, including housing allocation.
- iii Building policies in relation to new building, modernisation or improvement including densities and physical form of dwellings.
- iv Distribution between public and private sectors.
- v HRA houses: new house building, modernisation, sale of council houses and lending to tenants: repairs and maintenance of council houses.
- vi Private sector: lending to private persons, modernisation and improvement grants.
- vii Housing action areas.
- viii Slum clearance.
- ix Lending to housing associations.
- x Implications for policies of programmes etc being prepared by adjoining districts, regions, SSHA, New Towns.
- xi Special client groups: provision for elderly, disabled etc.

Part C: Programme

A. Narrative

Should:

- contain short general statement showing relationship to the main policies and objectives of the Regional Report and to any structure and Local Plans which exist or are in preparation, and to New Town programmes
- highlight the interdependence of projects with those of a separate authority; eg in the case of a Region, a water and sewerage scheme required for a new housing development
- emphasise the interdependence of the priorities given to individual projects and indicate how these might have to be changed if, for example, the level of investment allowed by the Department for the service in question were to be substantially less than the authority had assumed when compiling the Plan.

B. Programme

Using the forms HP1/1 and HP1/2 attached to this appendix, authorities should set out the programme designed to achieve the policy objectives set out in Part B together with the expenditure implications for each of the following services:

HOUSING REVENUE ACCOUNT

- | | |
|---|---|
| Acquisition of land | - total land to be acquired |
| New building | - number of new houses to be built |
| Acquisition of houses for improvement | - number of houses to be acquired each year |
| Rehabilitation of houses bought for improvement | - number of houses to be rehabilitated |
| Council house modernisation and repairs | - number of houses to be modernised each year |
| Environmental improvements in public sector | - number of schemes and houses involved |

NON HOUSING REVENUE ACCOUNT

- | | |
|---|---|
| Improvement grants to the private sector | - number of houses to be approved each year |
| Environmental improvements in the private sector | - number of schemes and houses involved |
| Lending to tenants for council house purchase | - proposed scale of council house sales |
| Lending to private persons for house purchase and improvement | - level of lending assumed |
| Lending to housing associations and societies | - level of lending assumed |
| Slum clearance | - number of schemes and houses involved |
| (Other investment) | - details of work to be carried out |

LEGALLY COMMITTED CAPITAL EXPENDITURE

PRICE BASE:

[illegible]

522103:

PRICE BASE:

[illegible]

DISTRICT/ISLANDS COUNCIL

Housing Plan 1977
1973/74 to 1982/83 Programme

SUMMARY OF CAPITAL EXPENDITURE IN BLOCK A - HOUSING REVENUE ACCOUNT

SERVICE (1)	OUTTURN PREVIOUS YEARS £'000		TOTAL ESTIMATED EXPENDITURE £'000					
	1975/76 (2)	1976/77 (3)	Year to 31/3/78 (4)	Year 1 1978/79 (5)	Year 2 1979/80 (6)	Year 3 1980/81 (7)	Year 4 1981/82 (8)	Year 5 1982/83 (9)
LEGALLY COMMITTED								
Acquisition of land								
New Building								
Acquisition of houses for improvement								
Rehabilitation of houses bought for improvement								
Council house modernisation and repairs								
Environmental improvements in public sector								
Other Investment								
TOTAL								
CAPITAL EXPENDITURE NOT YET LEGALLY COMMITTED								
Acquisition of land								
New Building								
Acquisition of houses for improvement								
Rehabilitation of houses bought for improvement								
Council house modernisation and repairs								
Environmental improvements in public sector								
Other Investment								
TOTAL								
TOTAL EXPENDITURE IN BLOCK								
SCOTTISH OFFICE GUIDELINES								

DISTRICT/ISLANDS COUNCIL

Housing Plan 1977
1973/79 to 1982/83 Programme

SUMMARY OF CAPITAL EXPENDITURE IN BLOCK B - NON-HOUSING REVENUE ACCOUNT

	OUTTURN		TOTAL ESTIMATED EXPENDITURE £'000				
	PREVIOUS YEARS £'000	1976/77	Year to 31/3/78 (1)	Year 1 1978/79 (5)	Year 2 1979/80 (6)	Year 3 1980/81 (7)	Year 4 1981/82 (8)
SERVICE (1)	1975/76 (2)	1976/77 (3)					
LEGALLY COMMITTED							
Improvement grants to private sector							
Environmental improvements in private sector							
Lending to tenants for council house purchase							
Lending to private persons for house purchase and improvement							
Lending to housing associations							
Slum clearance							
Other investment							
TOTAL							
CAPITAL EXPENDITURE NOT YET LEGALLY COMMITTED							
Improvement grants to private sector							
Environmental improvements in private sector							
Lending to tenants for council house purchase							
Lending to private persons for house purchase and improvement							
Lending to housing associations							
Slum clearance							
Other investment							
TOTAL							
TOTAL EXPENDITURE IN BLOCK							
SCOTTISH OFFICE GUIDELINES							

LOCAL HOUSING STRATEGY STATEMENT

1. The purpose of the strategy statement is to provide a description and analysis of the housing situation at a local level and to set out a programme of action to meet the needs of the community. It is essentially a qualitative statement, but it should include quantitative information where available. The statement should be prepared by the local authority and should be approved by the council. It should be reviewed regularly and updated as necessary.

APPENDIX II

ENGLISH H.I.P. SUBMISSION FOR 1979/80 .
(City of Salford Council's Forms.)

ALSO RECOMMENDED FORMAT OF STRATEGY STATEMENT .
(D.o.E. Circular 63/77.)

1. THE LOCAL HOUSING SITUATION

2. This section should begin with a general description of housing problems and requirements — including an assessment of local population change, past and future, and the housing needs of the community. It should also include a description of the housing stock, its condition, and its distribution. The section should also include a description of the housing market, including the rental market and the private sector. The section should also include a description of the housing policy, including the objectives and the measures to be taken to achieve them.

3. The section should also include a description of the housing policy, including the objectives and the measures to be taken to achieve them.

4. The section should also include a description of the housing policy, including the objectives and the measures to be taken to achieve them.

5. The section should also include a description of the housing policy, including the objectives and the measures to be taken to achieve them.

6. The section should also include a description of the housing policy, including the objectives and the measures to be taken to achieve them.

7. The section should also include a description of the housing policy, including the objectives and the measures to be taken to achieve them.

8. The section should also include a description of the housing policy, including the objectives and the measures to be taken to achieve them.

9. The section should also include a description of the housing policy, including the objectives and the measures to be taken to achieve them.

10. The section should also include a description of the housing policy, including the objectives and the measures to be taken to achieve them.

11. The section should also include a description of the housing policy, including the objectives and the measures to be taken to achieve them.

12. The section should also include a description of the housing policy, including the objectives and the measures to be taken to achieve them.

The authority's housing policy will be set out in the housing policy statement, which will be approved by the council. It should be reviewed regularly and updated as necessary.

3. The section should also include a description of the housing policy, including the objectives and the measures to be taken to achieve them.

Continued.....

LOCAL HOUSING STRATEGY STATEMENT

1. The purpose of the strategy statement is to provide a description and analysis of local housing conditions and problems; and an assessment of possible solutions and proposals for action. It is essentially a qualitative statement, drawing upon, but not confined to, the quantitative description of the local housing situation contained in form DOE 16314, and providing a framework for considering the authority's bid for capital allocations as set out in form DOE 16313.

2. The Department suggests that the statement might follow the order of discussion set out in the detailed outline below. But this is not intended as a strait-jacket, and the form and length of the statement are for the authority itself to decide. If there are important local considerations falling outside the scope of this outline they should naturally be included.

DETAILED OUTLINE

A. THE LOCAL HOUSING SITUATION

3. This section might begin with a general description of housing problems and requirements — including an assessment of local population change, net migration and the balance between households and dwellings; tenure balance; whether problems are generalised or localised and are increasing or decreasing. Facets of this situation might then be discussed individually including (section references to form DOE 16314):

- i. expected balance between households and dwellings, taking account of appropriate vacancy levels (section E);
- ii. households in need : overcrowding, sharing, homeless, etc. (section A);
- iii. physical conditions of dwelling stock, both public and private (section D);
- iv. households with special needs (section F), distinguishing those that require specially designed accommodation from those that simply have high priority for standard accommodation;
- v. problems in management of the public sector, including mismatch between household and dwelling size, unpopularity of certain types of dwelling and estate, and the relevance of allocation rules to progress in meeting need; policy regarding sale of council houses and its implications for the strategy as a whole;
- vi. problems of tenure choice arising either because of inadequate supply of funds for home ownership or through difficulties of access to the public and private rented sectors.

The authority's housing list will of course, be one of the sources of information from which to compile the material suggested above.

4. The section might go on to describe the local context of housing policy including the implications of relevant social trends; the interaction between housing and other policy areas, such as employment and social services; key provisions in structure and local plans or community land plans; and any major practical constraints imposed by infrastructure, such as transport facilities, schools or sewerage.

Continued.....

ANNEX A (Continued)

Constraints imposed by such matters as the availability of serviced land and capacity to manage the housing programme might also be considered.

5. The section might conclude with a summary of major housing problems and requirements and a brief analysis of these in order of priority.

B. RANGE OF POLICY ALTERNATIVES

6. This section might review, in outline, possible ways of meeting the requirements identified in Section A, including :

- (i) prospects for further provision and management of local authority housing, including the level of new investment and possible changes in policies on eligibility, allocation, and transfer;
- (ii) opportunities for developing new forms of tenure and improving access to housing;
- (iii) housing associations, taking into account plans made by the Housing Corporation;
- (iv) private renting, home ownership, the contribution of local building societies (both generally and through the support lending scheme), and expected private sector house building;
- (v) policies for improving the quality of the housing stock in all tenures including the balance between rehabilitation and new build.

Social and financial aspects of possible policy alternatives would need to be brought out. An estimate should also be made of the revenue implications of proposed capital expenditure in the H.I.P.

C. THE LOCAL HOUSING STRATEGY

7. The preferred mix of policies from Section B will of course add up to the authority's housing strategy. In this final section the authority might set out its strategy, explain its choice of policies, and indicate

- a. how far the strategy will reduce major categories of housing need which have been identified, since the merits of any strategy are ultimately to be judged by its rate of attack on the most pressing local housing problems; and
- b. what effect the strategy will have on other considerations such as employment mobility, migration and the housing programmes of neighbouring authorities.

BY 14 JULY 1978.

One copy should be retained for reference.

County:.....

GREATER MANCHESTER

Housing Investment Programmes

HOUSING STRATEGY APPRAISAL: a numerical statement

INTRODUCTORY NOTES

1. The authority's housing strategy set out in the strategy statement and on this form should be consistent with the programme set out in form DOE 16313.

2. Only one number should be entered in each box and boxes should not be bracketed together. No boxes should be left blank: where the data are not available, or where reasonable estimates cannot be made, the appropriate box should be marked with an 'X'. '0' should be entered where zero is meant. Boxes marked with an '*' may be more difficult to complete.

3. Brief notes on data sources, estimation methods and definitions used should be given on a separate sheet of paper to be returned with each copy of this form.

4. For detailed advice on the completion of this form please refer to the notes for guidance.

For DOE use	B1		78	
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SECTION A: SUMMARY OF HOUSING NEEDS

(i) HOUSEHOLDS IN NEED OF DWELLING SPACE

	At 1 April 1978		At 1 April 1983
	Total (1)	On housing list and in need (2)	(3)
1. Concealed and involuntary sharing households (from Section E)	3,340	* 1,784	* 2,000
2. Households accepted as homeless 1 December 1977 to 31 March 1978	94		
3. Overcrowded households	2,000	* 1,600	* 1,000
4. Household/dwelling balance (from Section E)	+3,796		+4,169

(ii) SPECIAL NEEDS (PERSONS)

5. Unmet need for sheltered dwellings (from Section F)		*	*
6. Unmet need for wheelchair dwellings (from Section F)		*	*

(iii) STOCK CONDITION

	Dwellings at 1 April 1978 (1)	Households in column (1) on housing list (2)	Dwellings at 1 April 1983 (3)
7. Total number of substandard dwellings (from Section D)	13,326	* 13,326	2,354
8. Number of unfit dwellings (from Section D)	4,907	* 4,907	0
9. Non-substandard dwellings in need of renovation (from Section D)	14,043	* 14,043	

(iv) OTHER NEEDS (please specify)

10.			
11.			
12.			
13.			
14.			

SECTION B: DWELLING STOCK POSITION

April 1978

		Local authority	Housing association	Other public sector	Private sector	Total
		(1)	(2)	(3)	(4)	(5)
1. Total dwellings		41,125	2,326	222	50,971	94,644
2. Non-permanent dwellings		0	1	0	0	1
3. Difficult to let dwellings		* 2,802	59	0		
4. Vacant dwellings	(a) total	403	319	3	2,512	3,237
	(b) acquired for HRA from 1 April 1974	36				
	(c) non-HRA	2				

* As last year

SECTION C: DWELLING STOCK CHANGES

1 April 1978 to 31 March 1983

1. New dwellings	6,019	1,131	0	700	7,850
2. Acquisitions for clearance	+ 4,409	- 30	- 9	- 4,370	0
3. Closures and demolitions	4,409	0	0	500	4,909
4. Other acquisitions	+ 500	+ 1,690	0	- 2,190	0
5. Conversions (net gain (+) or net loss (-))	+ 6	+ 220	0	+ 60	+ 286
6. LA sales (include equity sharing)	- 80	+ 80	0	+ 0	0
7. Other transfers of tenure (insert + or -)	+ 107	0	- 107	0	0
8. Net change in dwelling stock (1+2-3+4+5+6+7) (insert + or -)	+ 6,552	+ 3,091	- 116	- 6,300	+ 3,227
9. Total number of dwellings at 1 April 1983(B1+CS)	47,677	5,417	106	44,671	97,871
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SECTION D: SUBSTANDARD DWELLING STOCK AND CHANGES

1 April 1978 to 31 March 1983

1. Number of substandard dwellings at April 1978	(a) total	778	465	9	12,074	13,326
	(b) unfit	0	30	0	4,877	4,907
2. Non-substandard dwellings becoming substandard		0	0	0	400	400
3. Acquisitions for clearance		+ 4,409	- 30	- 9	- 4,370	0
4. Closures and demolitions		4,409	0	0	500	4,909
5. Acquisitions for renovation		+ 80	+ 1,690	0	- 1,770	0
6. Renovation of substandard dwellings	(a) up to standard	0	0	0	600	600
	(b) above standard	658	1,605	0	3,600	5,863
7. Net change in substandard dwelling stock (2 + 3 - 4 + 5 - 6(a) - 6(b)) (insert + or -)		- 576	+ 55	- 9	- 10,440	- 10,972
8. Number of substandard dwellings at 1 April 1983	(a) total (1(a) + 7)	200	520	0	1,634	2,354
	(b) unfit	0	0	0	0	0

9. Non-substandard dwellings	(a) in need of renovation (excluding any at 2 above) at 1 April 1978	13,286	457	0	300	14,043
	(b) dwellings included in 9(a) above to be renovated	7,203	146	0	250	7,600

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SECTION E: HOUSEHOLDS AND DWELLINGS
at 1 April 1978 and 1 April 1983

	At 1 April 1978	At 1 April 1983
	(1)	(2)
1. Home population	261,750	261,750
2. Net in-migration 1978-83 (insert + or -)		0
3. Household population	257,000	257,000
4. Total households	92,800	97,000
5. Average household size (to two decimal places)	2.77	2.65
6. Households sharing a dwelling	1,200	560
7. Households sharing a dwelling and not requiring a separate dwelling	560	560
8. Concealed households requiring a separate dwelling	2,700	2,000
9. Number of households requiring a dwelling (4-7+8)	94,940	98,440
10. Dwelling stock	94,644	97,871
11. Allowance for vacancies (number of dwellings)	3,500	3,620
12. Second homes	0	0
13. Household/dwelling balance (9 - 10 + 11 + 12) (insert + or -)	+ 3,796	+ 4,159

SECTION F: NEED FOR SPECIALISED DWELLINGS

(i) SHELTERED DWELLINGS FOR THE ELDERLY

	Local authority	Housing association	Other public sector	Private sector	Total
	(1)	(2)	(3)	(4)	(5)
1. Number at 1 April 1978	1,707	799	6	0	2,512
2. Net change 1 April 1978 to 31 March 1983 (insert + or -)	+ 571	+ 362	0	0	933
3. Number at 1 April 1983 (1 + 2)	2,278	1,161	6	0	3,445

(ii) WHEELCHAIR DWELLINGS

4. Number at 1 April 1978	231	17	0		
5. Net change 1 April 1978 to 31 March 1983 (insert + or -)	55	+ 102	0		
6. Number at 1 April 1983 (4 + 5)	286	119	0		

(iii) PERSONS

		At 1 April 1978	At 1 April 1983
		(1)	(2)
7. Elderly	(a) total number	39,964	37,673
	(b) in sheltered dwellings + 10% of dwellings		
	(c) not in sheltered dwellings but judged to be in need		
8. Disabled	(a) in wheelchair dwellings		
	(b) not in wheelchair dwellings but judged to be in need		

	1974/75	1975/76	1976/77	1977/78
	(1)	(2)	(3)	(4)
1. Total applications in priority categories to local authority	1,336	768	489	502
2. Applications granted loans by local authority	549	440	152	38
3. Applications referred to a building society		95	328	492
4. Referrals resulting in building society loans		17	65	157

SECTION H: SIZE DISTRIBUTION OF LOCAL AUTHORITY NEW DWELLINGS

1 April 1978 to 31 March 1983

	Number of dwellings with:					Total
	1 bedspace	2 bedspaces	3 bedspaces	4 bedspaces	5 or more bedspaces	
	(1)	(2)	(3)	(4)	(5)	(6)
1. Houses	0	2,804	562	561	0	3,927
2. Flats in blocks up to and including 4 storeys	1,812	280	0	0	0	2,092
3. Flats in blocks 5 storeys and above	0	0	0	0	0	0
4. Total new dwellings	1,812	3,084	562	561	0	6,019

SECTION I: DISPOSALS OF LOCAL AUTHORITY DWELLINGS

Including 'half and half' schemes and similar arrangements

		1975/76	1976/77	1977/78	1978/79
		(1)	(2)	(3)	(4)
1. Past and current years	(a) built for sale	0	0	0	0
	(b) other	30	14	20	20

		1979/80	1980/81	1981/82	1982/83
2. Future years	(a) built for sale	0	0	0	0
	(b) other	15	15	15	15

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Brief details of data sources, estimation methods and definitions used should be given on a separate sheet of paper to be returned with each copy of this form.

Please indicate whether such a sheet is attached:
YES (delete that which does not apply)

I confirm that the information on this form is consistent with the strategy set out in the strategy statement and the information on form DOE 16313.

Signature:

CHIEF EXECUTIVE

(Authorised Chief Officer)

Date: 28th July 1983

CONTACT AT LOCAL AUTHORITY IN EVENT OF QUERY

OWEN TOPPING

Name in block capitals:

Telephone no & ext: 061 793 3169

Please despatch two completed forms DOE 16313 together with two completed forms DOE 16314 and two copies of the strategy statement to the appropriate Regional Office of DOE

BY 14 JULY 1978.

One copy should be retained for reference

Local authority: CITY OF SALFORD

County: GREATER MANCHESTER

Housing Investment Programmes

REQUEST FOR CAPITAL ALLOCATION

Financial Year 1979/80 and subsequent years

For DOE use	A1		78	
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INTRODUCTORY NOTES

- The authority's programme set out on this form should be consistent with the housing strategy set out in the strategy statement and on form DOE 16314.
- Only one number should be entered in each box and boxes should not be bracketed together. No boxes should be left blank; where the data are not available, or where reasonable estimates cannot be made, the appropriate box should be marked with an 'X'. '0' should be entered where zero is meant.
- For detailed advice on the completion of this form, please refer to the notes for guidance.

- Activity outside the local authority's area should be included in the main form DOE 16313 and also shown separately on another form DOE 16313 which should be clearly marked 'activity outside local authority area'.

Please indicate in the box below whether this form is:

- a main form and no subsidiary form is being submitted;
- a main form and a subsidiary form is being submitted;
- a subsidiary form.

Answer: 1 (1, 2 or 3)

SECTION A : NEW HOUSEBUILDING CONSTRUCTION

Please provide details of costs and spending profiles on new housebuilding construction and other works.
See paragraph 6 of the notes for guidance for advice on the price basis which should be used.

Tenders already let or acceptances planned		Expected payments £000						
Period	Number of dwellings	1978/79 and earlier years	1979/80	1980/81	1981/82	1982/83	1983/84 and later years	Total payments
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1. 1976/77 and earlier	372	1,913	117	4	0	0	0	2,034
2. 1977/78	1,559	9,047	4,787	215	37	0	0	14,086
3. 1978/79 Apr to Nov	775	2,157	6,201	518	82	10	0	8,968
4. sub total 'committed' (1 + 2 + 3)	2,706	13,117	11,105	737	119	10	0	25,098
5. 1978/79 Dec to Mar	764	550	3,200	3,504	1,046	150	0	8,450
6. 1979/80	901	0	2,516	5,771	1,506	202	0	9,995
7. 1980/81	555	0	0	3,024	1,900	947	264	6,135
8. 1981/82	1,150	0	0	0	5,479	5,655	1,574	12,703
9. 1982/83								
10. sub total 'requested' (5+6+7+8+9)	3,370	550	5,716	12,299	9,931	6,954	1,838	37,283
11. Total (4 + 10)	6,076	13,667	16,821	13,036	10,050	6,964	1,838	62,376

For
DOE
use 99999

36	10,779	10,839	13,667	11,105	5,716	16,821	737	12,299	13,036	10,050	6,964
07	12,398	11,752	14,967	11,920	6,848	18,768	1,110	13,283	14,393	10,923	7,803
44	600	1,734	1,539		901				555	1,150	
73	993	973	1,645			1,185			1,410	807	972
40	2,019	1,403	1,500	1,400	100	1,500	500	1,000	1,500	1,500	1,350
02	909	775	1,000			1,000			1,000	1,000	900
5	15	6	51	55	0	55	0	0	0	0	0
73	2,036	1,825	2,274	2,856	1,240	4,096	1,042	2,726	3,768	2,961	2,675
96	2,002	1,928	3,096	1,333	2,248	3,581	23	3,046	3,071	2,260	1,256
0	5	18	67	2	0	2	0	0	0	0	0
5	2	10	41	0	25	25	0	25	25	25	25
			225	0	225	225	0	225	225	225	225
79	4,060	3,787	5,754	4,246	3,738	7,984	1,065	6,024	7,089	5,471	4,181
0	0	3	0			+ 6			0	0	0
551	686	610	800			724			731	559	471
336	408	291	410	100	300	400	0	400	400	400	400
3	24	41	40	12	13	25	0	25	25	25	25
339	432	332	450	112	313	425	0	425	425	425	425
87	136	74	100			100			100	100	100
305	313	346	800	500	320	820	0	925	925	1,025	1,025
466	409	339	600			800			900	1,000	1,000
391	577	139	850	300	720	1,020	0	1,225	1,225	1,470	1,765
164	102	135	256	200	105	305	25	340	365	440	525
055	679	274	1,106	500	825	1,325	25	1,565	1,590	1,910	2,290
40	152	38	200			240			290	345	415
133	96	99	160			190			230	275	330
97	113	582	535	45	660	705	0	770	770	880	880
242	894	232	650	465	370	835	27	1,050	1,077	1,430	1,430
339	1,007	814	1,185	510	1,030	1,540	27	1,820	1,847	2,310	2,310
79	0	0	96			63			30	80	80
5	0	2	0			0			0	0	0
16	100	70	50			75			95	130	130
64	20,908	18,708	25,162	19,138	13,174	32,362	2,727	25,042	27,769	23,564	19,334

SECTION C: BUILDING SOCIETY SUPPORT LENDING

Resources for the support lending scheme are negotiated annually between the Government and the Building Societies Association. The table below is included to give local authorities the opportunity to indicate their view of the level of support lending required to be consistent with their housing strategy, but the Department cannot give any commitment on the future levels of support lending which may be made available. Figures below should not be included at item 6 of section B.

		For DOE use	A6		78	
		£000 Outturn prices				£000 November 1977 prices
		1977/78		1978/79		1979/80
		allocation		allocation	estimated take up	requirement
		(1)		(2)	(3)	(4)
Building society support lending	1. amount	810		750	750	2,000
	2. number of loans				150	400
						For DOE use 99999

Further Information

Any further information which would assist in the discussion and assessment of the proposed programmes may be given in the space provided below. If necessary, please continue on a separate sheet.

Please indicate whether a separate sheet is attached
YES (delete that which does not apply)

I confirm that the information on this form is consistent with the strategy set out in the strategy statement and on form DOE 16314

Signature:
CHIEF EXECUTIVE (Authorised Chief Officer)

Date: 28th July, 1978

CONTACT AT LOCAL AUTHORITY IN EVENT OF QUERY

Name in block capitals: OWEN TOPPING

Telephone no & ext: 061 723 3169

Please ensure that you have entered the name of your authority on the front of this form.

APPENDIX III .

WELSH H.I.P. SUBMISSION FOR 1981/82 .
(Cardiff City Council's Forms.)

ALSO RECOMMENDED FORMAT FOR STRATEGY STATEMENT .
(Welsh Office Circular 184/77.)

STRATEGY STATEMENT

1. The strategy statement should consist of
 - (a) a brief narrative description of the main features of the present overall housing situation in the authority's area;
 - (b) indication of any significant changes expected over the next few years; and
 - (c) an exposition of the authority's housing situation for the medium term showing proposals and policies which have been designed to meet the needs of the area, including the extent to which provision is expected to be made by the private sector and other housing agencies and the needs of special groups such as single person households, the elderly and the disabled
2. The authority may wish to place particular emphasis on issues which are of critical importance or worthy of special mention. They might include for example,
 - (a) the prospective distribution of dwellings between the public and private sector;
 - (b) special local conditions (eg, industrial development, dereliction, difficult terrain);
 - (c) the prospect of meeting part of the need by better utilisation of existing stock;
 - (d) measures to meet the requirements of groups with special needs (eg the elderly, the disabled, one-parent families etc);
 - (e) policy towards the sale of council houses.
3. The purpose of the strategy statement will be to provide the background for consideration of the local housing situation in detail on the basis of the statistical data, and hence to arrive at a proposed capital expenditure programme. The Welsh Office will not be looking for a lengthy strategy statement.

1. HOUSEHOLD DWELLING BALANCE 1.4.80 to 1.4.84

a.	Estimated number of households in the district by 1.4.84	106,200
b.	Estimated number of households sharing by 1.4.84	5,200
c.	Expected number of vacant dwellings in the public sector at) 1.4.84)	2,400
d.	Expected number of vacant dwellings in the private sector at) 1.4.84)	
e.	Expected number of second homes in the district at 1.4.84	0
f.	Number of dwellings needed by 1.4.84 ($a + c + d + e - \frac{1}{2} b$)	106,000
g.	Actual Stock of dwellings at 1.4.80	100,300
h.	Projected slum clearance (demolition over the 4 year period)	300
i.	Number of new dwellings needed between 1.4.80 and 1.4.84 ($f + h - g$)	6,000
j.	Estimated number of private sector completions over the 4 year period	3,400
k.	Estimated number of housing association completions over the 4 year period	250
l.	Balance of required dwellings to be met by local authority completions (Note: $j+k+l = 5,650$; 350 conversions assumed in i)	2,000
m.	Planned number of local authority completions over the 4 year period	2,000
n.	Desired number of local authority completions over the 4 year period	2,000

2. EXISTING STOCK OF DWELLINGS AT 1 APRIL 1980

Local Authority	24,600
Housing Association	2,100
Other Public Sector	-
Private Sector	73,600
TOTAL	100,300

Number of local authority dwellings vacant on 1.4.80	299
--	-----

3. PROVISION FOR SPECIALISED DWELLINGS

	Actual Number at 1.4.80	Estimated Number at 1.4.84
Elderly (sheltered accommodation)	205	305
Disabled or mobility	61	108
Single person households	240	500

4. CONDITION OF DWELLINGS

		At 1.4.80	At 1.4.84
Estimated number of unfit dwellings	capable of improvement	House condition survey to be carried out subject to City Council approval	
	not capable of improvement		
Estimated number of fit dwellings lacking basic amenities			
TOTAL			

ANNEX C

CAPITAL EXPENDITURE PROGRAMME

1. NEW DWELLINGS

£ THOUSANDS

Scheme Name	Number of Dwellings	Estimated Starting Date	OUTTURN PRICES		AT NOVEMBER 1979 PRICES		
			1979/80 and Earlier Years (Actual)	1980/81 (Estimated)	1981/82	1982/83	1983/84
Caerau Lane	AP Works	Completed	30				
Caernu Lane	42	August 79	209	330			
Caerau Lane	Completion Works	August 80	-	35	9		
Clydesmuir Road	AP Works	Completed	53				
Clydesmuir Road	89	August 77	813	45			
Clydesmuir Road	Completion Works	September 78	25	55			
Gray Street	AP Works	Completed	11				
Gray Street	16	June 78	89	65			
Gray Street	Completion Works	July 80	-	16			
Helen St/Norah St	AP Works	Completed	37				
Helen St/Norah St	57	May 79	267	313			
Helen St/Norah St	Completion Works	July 80	-	62			
Heol Ebwy	6	February 79	63	1			
Heol Ebwy	Completion Works	January 80	9	5			
Heol Penlan	AP Works	Completed	56				

Scheme Name	Number of Dwellings	Estimated Starting Date	OUTTURN PRICES			AT NOVEMBER 1979 PRICES		
			1979/80 and Earlier Years (Actual)	1980/81 (Estimated)	1981/82	1982/83	1983	
Heol Penlan	41	December 77	429	5				
Heol Penlan	Completion Works	November 78	42	20				
Heol Trelai	AP/Completion Works	Completed	14					
Heol Trelai	8	October 78	81	3				
Holmesdale Street	18	July 79	164	66				
Holmesdale Street	Completion Works	August 80	-	14				
Mackintosh Place	AP Works	Completed	84					
Mackintosh Place	69	November 79	92	530	139			
Mackintosh Place	Completion Works	September 80	-	35	45			
Maindy/Cathays	AP Works	Completed	57					
Maindy/Cathays	57	March 80	-	450	393			
Maindy/Cathays	Completion Works	February 81	-	8	42			
Newport Street	2	October 79	18	10				
Pentwyn Central Area	140	March 79	1237	500				
Plymouthwood Close	8	July 80	-	112				

ANNEX C - CAPITAL EXPENDITURE PROGRAMME - NEW DWELLINGS - CONTINUED

£ THOUSANDS

Scheme Name	Number of Dwellings	Estimated Starting Date	OUTTURN PRICES		AT NOVEMBER 1979 PRICES		
			1979/80 and Earlier Years (Actual)	1980/81 (Estimated)	1981/82	1982/83	1983/
Severn Road	4	November 80		45	67		
South Butetown Phase 1	AP Works	Completed	70				
South Butetown Phase 1	40	October 79	227	430	10		
South Butetown Phase 1	Completion Works	Augst 80		42	31		
South Butetown Phase 2	46	December 80	-	170	405	169	
South Butetown Phase 2	Completion Works	September 81			10	5	
South Butetown Windsor Esplanade	AP Works	July 79	20	89			
South Butetown Windsor Esplanade	70	August 80	-	450	530		
South Butetown Windsor Esplanade	Completion Works	May 81	-	-	70	20	
St Mellons Area 1	AP Works	Completed	227				
St Mellons Area 1 Sect 1	128	October 77	1112	38			
St Mellons Area 1 Sect. 1	Completion Works		90	30			
St Mellons Area 1 Sect 2	174	January 78	1738	15			
St Mellons Area 1 Sect 2	Completion Works	January 79	110	33			
St Mellons Area 1 Sect 3	155	June 78	1538	62			

Scheme Name	Number of Dwellings	Estimated Starting Date	OUTTURN PRICES		AT NOVEMBER 1979 PRICES		
			1979/80 and Earlier Years (Actual)	1980/81 (Estimated)	1981/82	1982/83	1983/
St Mellons Area 1 Sect 3	Completion Works	July 79	40	63			
Treseders Nursery	AP Works	Completed	57				
Treseders Nursery	80	January 78	712	40			
Treseders Nursery	Completion Works	January 79	33	35			
Beech Road	4	December 80		30	54		
Chard Avenue	8	September 80	-	60	52		
Clydesmuir Road	AP Works	August 80	-	17			
Clydesmuir Road	26	January 81	-	40	231	54	
Clydesmuir Road	Completion Works	September 81	-	-	9	5	
Heol y Felin	9	December 80		31	95		
Llandudno Road	12	January 81	-	40	128		
Morfa Crescent	10	January 81	-	50	90		
Redhouse Road	10	December 80	-	40	100		
Taff Terrace	AP Works	September 80	-	58			
Taff Terrace	60	December 80	-	140	600	100	

ANNEX C - CAPITAL EXPENDITURE PROGRAMME - NEW DWELLINGS - CONTINUED

£ THOUSANDS

Scheme Name	Number of Dwellings	Estimated Starting Date	OUTTURN PRICE		AT NOVEMBER 1979 PRICES		
			1979/80 and Earlier Years (Actual)	1980/81 (Estimated)	1981/82	1982/83	1983
Wellington Street	8	August 80	-	50	62		
Willowdale Road	4	October 80	-	25	31		
St Mellons 4B/7B	AP Works	July 80	-	310	159		
St Mellons 4B/7B Sect. 1	105	December 80	-	220	936	156	
St Mellons 4B/7B Sect. 1	Completion Works	September 81	-	-	178	75	
St Mellons 4B/7B Sect. 2	163	June 81	-	-	1132	906	
St Mellons 4B/7B Sect. 2	Completion Works	March 82	-	-	10	126	11
St Mellons 4B/7B Sect. 3	183	October 81	-	-	763	1525	
St Mellons 4B/7B Sect. 3	Completion Works	July 82	-	-	-	128	5
Flaxland Avenue	AP Works	April 81	-	-	30		
Flaxland Avenue	40	October 81	-	-	187	373	
Flaxland Avenue	Completion Works	July 82	-	-	-	23	
Heol Syr Lewis	AP Works	October 81	-	-	30		
Heol Syr Lewis	40	April 83	-	-	-	373	18
Heol Syr Lewis	Completion Works	January 83	-	-	-	5	2

Scheme Name	Number of Dwellings	Estimated Starting Date 1/5/81	OUTTURN PRICE		AT NOVEMBER 1979 PRICES		
			1979/80 Earlier Years (Actual)	1980/81 (Estimated)	1981/82	1982/83	1983/84
Adamsdown 23 26	AP Works	July 81			30		
Adamsdown 23 26	40	April 82				233	16
Adamsdown 23 26	Completion Works	October 82				12	1
Sweldon Farm	AP Works	April 81			40		
Sweldon Farm	50	October 81			233	467	
Sweldon Farm	Completion Works	July 82				24	1
North Road	AP Works	October 81			20		
North Road	25	April 82				350	
North Road	Completion Works	January 83				15	
Lime Grove	AP Works	February 83				10	
Lime Grove	9	May 83					11
St Mellons 4A Phase 1	AP Works	June 81			150		
St Mellons 4A Phase 1	156	March 82			110	1333	55
St Mellons 4A Phase 1	Completion Works	December 82				50	13
St Mellons 4A Phase 2	AP Works	September 81			117	33	

Scheme Name	Number of Dwellings	Estimated Starting Date	OUTTURN PRICES		AT NOVEMBER 1979 PRICES		
			1979/80 Earlier Years (Actual)	1980/81 (Estimated)	1981/82	1982/83	1983/84
St Mellons Main Rds Phase 1	AP Works		1654	50			
St Mellons Main Rds Phase 1	Completion Works		20	252			
St Mellons Main Rds Phase 2	AP Works	February 80	240	1475			
St Mellons Main Rds Phase 2	Completion Works	June 83					300
St Mellons Area 2	AP Works		24	34			
St Mellons Area 2	Completion Works				36	36	
St Mellons River Works	-		311	150	150	150	
St Mellons Off Site Sewer	-		55	150			
Pentwyn Main Roads	Completion Works	January 78	352	20			
Bryncelyn Footpaths	Completion Works	August 80	-	8			
TECHNICAL STAFF SALARIES	-	-	504	700	700	700	700
TOTALS	3903	-	22358	8222	8214	9126	7792

Scheme Name	Number of Dwellings	Estimated Starting Date	OUTTURN PRICE		AT NOVEMBER 1973 PRICE		
			1979/80 and Earlier Years (Actual)	1980/81 (Estimated)	1981/82	1982/83	1983/
St Mellons 4A Phase 2	156	June 82		-	-	1110	390
St Mellons 4A Phase 2	Completion Works	March 83				15	150
St Mellons 6 Phase 1	AP Works	July 82				170	
St Mellons 6 Phase 1	172	April 83					1433
St Mellons 6 Phase 1	Completion Works	January 84					50
St Mellons 6 Phase 2	AP Works	August 82				150	20
St Mellons 6 Phase 2	171	May 83					1314
St Mellons 6 Phase 2	Completion Works	February 84					40
St Mellons 7A Phase 1	AP Works	September 82				125	35
St Mellons 7A Phase 1	162	June 83					1125
St Mellons 7A Phase 1	Completion Works	March 84					20
St Mellons 7A Phase 2	AP Works	July 83					160
St Mellons 7A Phase 3	AP Works	August 83					140
St Mellons 7A Phase 4	AP Works	September 83					120
PAYMENTS OUTSTANDING ON COMPLETED SCHEMES	1030	-	9344	50			

2. WORK ON COUNCIL DWELLINGS

£ THOUSANDS

Scheme Name	Nature of Works	Number of Dwellings	OUTTURN PRICES		AT NOVEMBER 1979 PRICES		
			1979/80 and Earlier Years (Actual)	1980/81 (Estimated)	1981/82	1982/83	1983/
Improvements to Acquired Houses in GIA's/HAA's			177	25	80	80	80
Improvements/Conversions to acquired Houses			422	100	100	100	100
Compulsory Improvements to acquired Houses			-	25	40	60	70
Replacement of Warm Air Units			499	80	100	100	100
Repair of Wall Tie Damage			960	150	120	120	120
Replacement of Lifts			183	10	-	-	-
Reroofing Clay Tile Houses			-	120	120	120	120
Sundry Improvements to Council Houses			672	190	190	190	130
Rewiring Council Houses			90	30	30	30	20
Reroofing BISF Houses			160	100	100	100	100
Relining BISF Houses			-	100	100	100	100
Reroofing Calder Houses			55	60	50	50	-
Heating Improvement Schemes			-	150	150	100	100
	-						

Scheme Name	Nature of Works	Number of Dwellings	OUTTURN PRICES		AT NOVEMBER 1979 PRICES		
			1979/80 and Earlier Years (Actual)	1980/81 (Estimated)	1981/82	1982/83	1983/
Energy Conservation - Public Sector			131	75	100	100	100
Refurbishing Pre war Council Houses	Reroofing, R.W. goods; rewiring; baths; sinks, doors; windows; fencing; gates; external painting.				1000	1000	1000
Contingency Sum				85			
Ball Road Flats) Repair/Improvement of Buildings and						
Ely Maisonettes) Environmental Improvements						
Elizabeth Maisonettes)				100	50	50
Clevedon/Druanton Road Maisonettes)						
Llandudno Road Maisonettes)						
Caerau Hostel)						
Deputy Wardens Accommodation)						
Caerau Hostel - Overnight)				50		
Accom. for vulnerable single persons)						
Conversion of District Heating to individual systems					850	850	850
TOTALS			3349	1300	3280	3150	3040

3. SUMMARY

£ THOUSANDS

	Category	OUTTURN PRICES		AT NOVEMBER 1979 PRICES		
		1979/80 (Actual)	1980/81 (Estimated)	1981/82	1982/83	1983
1.	New Dwellings	434	135	130	900	500
2.		22358	8222	8214	9126	7792
3.		22798	8357	8344	9626	8292
4.	Slum clearance	368	443	160	70	60
5.	Work on Council dwellings (and Environmental Works in GIA's/HAA's)	672	340	1340	1190	1130
6.		1947	735	1620	1620	1560
7.		74	25	40	40	40
8.	* included with Item 1 above	* 599	105 150	220 220	225 240	150 250
9.		3292	1355	3440	3315	3130
10.	Energy Conservation	131	75	100	100	100
11.	Packages	143	50	100	100	100
12.	Acquisition of dwellings for sale		-	-	-	-
13.			-	-	-	-
14.	Improvement Grants	541	500	600	700	750
15.		355	330	400	450	500

	Category	OUTTURN PRICES		AT NOVEMBER 1979 PRICES		
		1979/80 (Actual)	1980/81 (Estimated)	1981/82	1982/83	1983/84
16.	Lending	894	525	1000	1000	1000
17.	for improvement - amount	443	262	500	500	500
18.	for improvement - number	3369	475	5000	5000	5000
19.	for purchase - amount	493	70	735	735	735
20.	for purchase - number	8	-	-	-	-
21.	for Housing Associations	4271	1000	6000	6000	6000
22.	TOTAL	31544	11780	18744	19911	13432
TOTAL COST OF PROGRAMME						

4. BUILDING SOCIETY SUPPORT LENDING SCHEME

£ Thousands outturn prices				£ thousands November 1979 prices
1979/80		1980/81		1981/82
Allocation	Take-up *	Allocation	Take-up	Requirements
5500	2046	5450	5000	6000
23.				

* £2046.000 take up rep
by Building Societies
City Council.

£2060,000 take up rep
by Building Societies
Welsh Office for 1st
months of 1979/80.

APPENDIX VI

THE LONDON BOROUGH OF SOUTHWARK.

POPULATION : 218,000;
HOUSEHOLDS : 85,500;
HOUSING STOCK : 93,662 -- 7% HOUSING ASSOCIATION,
26% PRIVATE SECTOR,
65% PUBLIC SECTOR.

HOUSING STRATEGY STATEMENT --- CONTENTS.

-Introduction.

A. A REVIEW.

-Population and Migration.

-Housing Renewal : New Construction.

- " " : Renovation of Local Authority Stock.

- " " : Housing Associations.

- " " : Renewal Areas.

- " " : Improvement Grants.

-Housing Tenure in Southwark.

-Allocation of Housing.

B. A STATEMENT OF PROBLEMS STILL FACING THE COUNCIL 1980.

-The poor condition of much of the stock.

-A high proportion of unpopular types of dwelling.

-Acrude shortage of housing in Southwark.

C. PRIORITIES FOR HOUSING CAPITAL INVESTMENT 1981/82.

-Commitments for 1981/82.

-HIP Bid 1981/82 -- Comments.

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SCOTTISH DEVELOPMENT DEPARTMENT — Mr. J. M. Currie, formerly
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CARDIFF CITY COUNCIL — Mr. G. Williams, Chief Executive's Department,
H.I.P. Co-ordinator; Mr. D. Carter, Planning Department, Head of
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