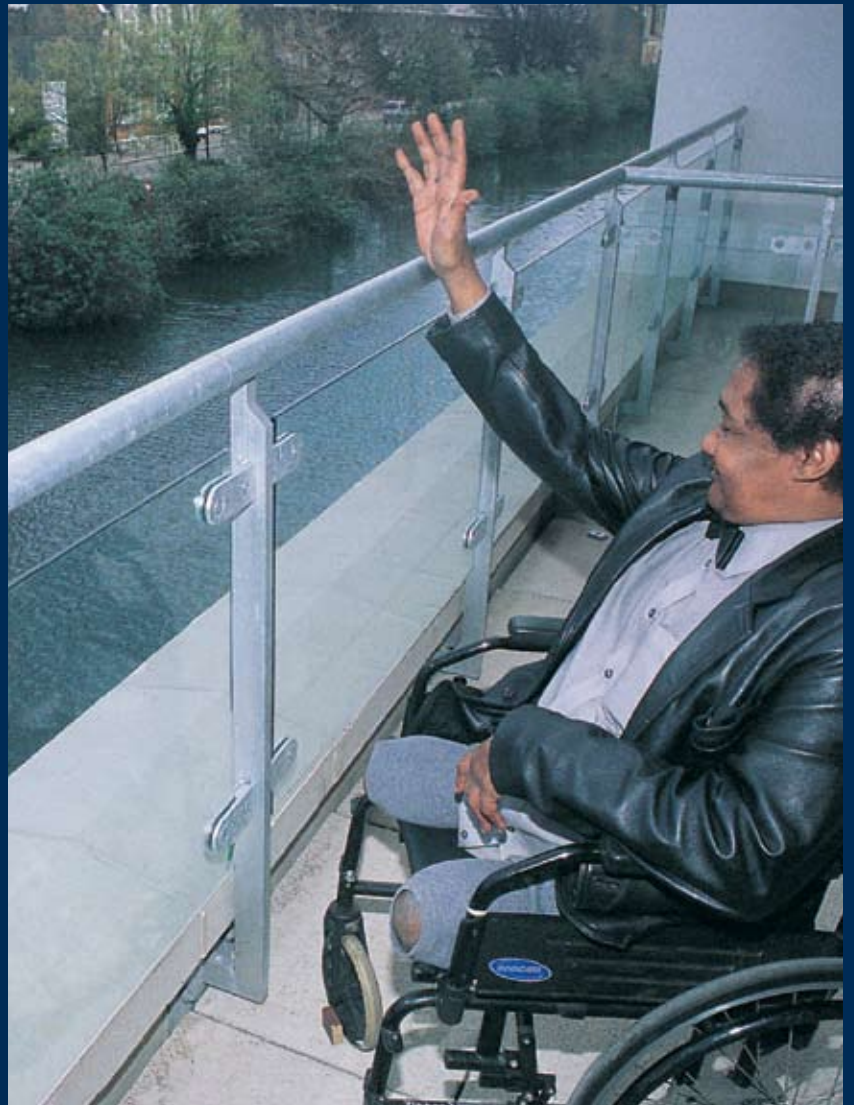


Housing choice for disabled Londoners Delivering the London Accessible Housing Register



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The AHR project was undertaken by a team led by Home Connections and overseen by the London AHR Steering Group.



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Mayor's foreword

Part of my vision for London is as a place in which all people have equal, easy and dignified access to London's buildings, places and spaces. The needs of all Londoners, regardless of disability, age or gender, must be specifically included in all aspects of mainstream life in London if we are to make significant improvements in social inclusion.

My report *Towards Joined Up Lives*, published in March 2006, presents a compelling picture of the continuing inequality that disabled and Deaf Londoners face in housing, in employment and in post-16 education. It confirms that one of the major barriers to equal participation is the acute shortage of accessible housing in the capital. We must increase housing choice for disabled people to enable them to live independently in their homes and participate fully in mainstream activities.

One of the key objectives of my *London Plan* and recently published *Draft Mayor's Housing Strategy* is to build an inclusive London that is more accessible to disabled and Deaf people. I am pleased that the commitment to Lifetime Homes standards in the London Plan is having an impact on the availability of accessible housing but there is still a long way to go. Both these documents include a commitment to set up a London Accessible Housing Register (AHR) to increase informed housing choice and access to suitable housing for disabled Londoners.

Housing Choice for Disabled Londoners sets out what needs to be done to deliver the London Accessible Housing Register (AHR). I commend this report to all housing agencies and organisations of disabled people in London, and encourage those working at local, sub regional and regional level to use it to the full to promote choice and access to high quality housing for all disabled Londoners.



Ken Livingstone
Mayor of London



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1 Background



- 1 Housing is a key area where disabled and Deaf people face barriers to independent living. There is a severe shortage of accessible homes in the capital to meet the needs of disabled Londoners and they are twice as likely to be living in unsuitable housing as other groups. Most social landlords do not hold accurate information about their accessible homes and as a result many accessible and adapted homes are let to people who do not need them. It is also the case that many social landlords do not advertise accessible housing through their choice based lettings (CBL) and choice based lettings and mobility (CBLM) schemes. All these factors combine together to limit the housing choices available to disabled people.
- 2 London has been at the forefront of the Government's agenda on housing choice and mobility. The development of Capital Moves, the pan London CBLM scheme, provides a great opportunity to increase housing choice for all Londoners including disabled people. The London Accessible Housing Register (AHR) is an integral part of Capital Moves and the London AHR Steering Group, which has overseen the development of the London AHR to date, now sits within the Capital Moves governance structure.
- 3 Extending housing choice and mobility across London and setting up a London AHR to enable disabled and Deaf people to participate fully in choice and mobility schemes are policy priorities for the Mayor. The *Draft Mayor's Housing Strategy*¹ proposes that all social landlords in London implement the London AHR, which will be fully integrated into Capital Moves.
- 4 The London AHR should have a positive impact on the future planning of accessible housing, as it will provide much better information about disabled homeseekers' housing needs and preferences, and the true shortage of accessible housing in London. The importance of inclusive design for new building and refurbishment cannot be over emphasised. It makes sense on a social and economic level, and benefits everyone. Building homes to be as accessible and adaptable as possible is cheaper in the long term than carrying out expensive major adaptations.
- 5 This document sets out the aims and objectives of the London AHR and makes recommendations about the steps that need to be taken to roll it out across the capital. A separate report containing the findings of the London AHR project and a toolkit to support social landlords with the implementation of the London AHR is available on the GLA website at www.london.gov.uk. A draft action plan for the delivery of the London AHR will also shortly be published as a consultation document on the GLA website.

2 About the London Accessible Housing Register

- 1 The objectives of the London Accessible Housing Register (AHR) are:
 - to increase housing choice for disabled and Deaf Londoners
 - to ensure that accessible and adapted homes are let to disabled people who need them.
- 2 Delivered primarily by social landlords and through Capital Moves, it will achieve these objectives by:
 - advertising accessible affordable homes and, ultimately, private rented homes through CBL and CBLM schemes at a borough, sub regional and regional level
 - collecting and providing consistent and comprehensive information about vacant accessible homes
 - providing disabled people with information about all aspects of accessibility in a consistent format, e.g. that a property is wheelchair accessible, has no steps or stairs, has a lift, or is located close to shops, transport and community facilities
 - collecting and providing high quality standardised information about the needs of disabled Londoners who require accessible homes at borough, sub regional and regional level
 - prioritising disabled people for accessible homes
 - promoting and signposting support, advice and advocacy for disabled home seekers
 - providing effective channels for advertising and marketing accessible housing options across all tenures.
- 3 The London AHR will benefit all groups of disabled and Deaf people: wheelchair users and other people with mobility issues, people with long term chronic ill health, people with visual or hearing impairments and people with mental health issues and people with learning difficulties, each of which may face particular barriers and have specific housing needs. Improved information in accessible formats and targeted advice and support should benefit all these groups, enabling them to make informed choices about the housing that will best suit their needs.
- 4 Providing informed choice to disabled people by marketing a property's level of accessibility should also assist lettings teams in moving away from the practice of the housing provider 'matching' a person to a property, which is not in keeping with the culture of choice and transparency promoted by the social model of disability² and CBLM.





- 5 Implementing the London AHR will have numerous benefits not only for disabled people but also for social landlords. First, it will assist them to fulfil their new Disability Equality Duty to promote equality for disabled people³. Second, it will help them to ensure that accessible and adapted properties are let to disabled people who need them, enabling them to make the most effective long term use of resources invested in major adaptations and accessible housing. Third, it will enable them to be prepared for forthcoming requirements under the Government's National Register of Social Housing (NROSH) and, potentially, changes to the CORE categories currently under discussion for housing associations and local authority lettings.

3 The London Accessible Housing Register project

- 1 The GLA commissioned a team of consultants in March 2006, led by Home Connections, to develop and pilot the key components of the London AHR, to enable its subsequent delivery by social landlords and its integration into Capital Moves.
- 2 The project team collected information about allocation policies for disabled people and the barriers they face using CBL and CBLM schemes, and piloted new ways of increasing choice for disabled people. A survey of social landlords across London was undertaken, providing information on the extent to which the allocation policies for disabled people have been integrated with CBLM schemes. Structured interviews with a broad range of private sector housing providers also took place, to investigate ways of including all tenures in the London AHR. The development and piloting of various aspects of the London AHR was carried out in close consultation with social landlords and builds on the excellent practice already in place in some parts of London.
- 3 The project used some innovative methods of consultation and engagement, involving disabled people in its development at every stage. Two disability advisers were recruited to advise the project team and the London AHR Steering Group about user participation and the application of the social model of disability to the project. A Disabled Persons' Advisory Group (DPAG) with representation from local organisations of disabled people across London was also established. Members of this group were fully consulted about the barriers they experience in using CBLM schemes and what needs to be put in place to enable them to participate in such schemes on an equal basis with other groups of Londoners. The DPAG has provided an excellent model for consultation with disabled users and will be used for further consultation on the delivery of the London AHR and its integration with Capital Moves.
- 4 Throughout the project, the team prioritised user involvement and consultation with stakeholders from a wide range of relevant organisations. The team listened to the needs and aspirations of disabled people and worked with housing allocations managers, housing officers and occupational therapists to create the foundation for a better service that will positively contribute to the quality of life of disabled Londoners.
- 5 The project team has developed and piloted the components of the London AHR and it is now ready to be rolled out across the capital. This will involve its implementation by social landlords and its integration with Capital Moves. This report contains the key outputs from the project and recommendations for the delivery of the London AHR.





- 6 The next stage will be for social landlords and Capital Moves to put the London AHR into action, using the outputs from the London AHR project. These are:
 - a a series of recommendations from the London AHR Steering Group that will need to be adopted by social landlords, Capital Moves and others in order to successfully deliver the London AHR (see page 9).
 - b a toolkit, which will assist social landlords to collect the information needed to categorise and advertise accessible homes and prioritise disabled people for these homes (see page 11).

- 7 A project website will be established for the London AHR to enable social landlords and other stakeholders to download the toolkit, a training programme and other useful information and examples of good practice for the implementation of the London AHR.

4 Delivering the London Accessible Housing Register

a Recommendations from the London AHR Steering Group

For Capital Moves

- 1 Capital Moves should adopt the London AHR accessible property and eligibility categorisation systems, and provide disabled people with information about accessible housing in a clear, consistent format across London.
- 2 Capital Moves should consult all groups of disabled people on all aspects of the implementation of the London AHR, including its integration into Capital Moves, as required by the new Disability Equality Duty to promote equality for disabled people.
- 3 Capital Moves should set up a web page on its website providing information to disabled homeseekers about the London AHR.
- 4 Capital Moves should produce a template for the accessibility information that needs to be included when advertising housing, to ensure that disabled homeseekers across London can obtain consistently high quality standardised information about accessible housing.
- 5 Capital Moves should promote the best use of accessible housing, ensuring that it makes up a representative proportion of homes available for mobility moves.

For local authorities, housing associations and sub regional choice based lettings and mobility schemes

- 6 Social landlords in London should adopt the London AHR accessible property categorisation system and provide disabled people with information about accessible housing in a clear, consistent format across London.
- 7 Social landlords should consult all groups of disabled people on all aspects of the implementation of the London AHR, in accordance with their Disability Equality Duty.
- 8 Social landlords should collect and record accurate, well defined accessibility and adaptation information on their properties, in order to provide information both for the London AHR and for the National Register of Social Housing (NROSH).
- 9 Social landlords should advertise their accessible and adapted properties in CBLM schemes alongside general needs housing (except where





they have been developed or adapted to meet the needs of a specific household).

- 10 Social landlords should adopt appropriate technology for the implementation of the London AHR, using the results of pilots and evaluations of technology for the London AHR and other local authority functions.
- 11 Social landlords should review their allocation policies for disabled people and consider the adoption of the London AHR standardised eligibility categories to prioritise disabled people for accessible housing.
- 12 Social landlords should offer disabled people accompanied viewings of properties with an occupational therapist or other advisor to provide expert advice about the property's suitability and potential adaptability to meet their needs.
- 13 Social landlords should collect evidence about and make the case for more flexible viewing times and void target periods for accessible housing to government and housing regulators.
- 14 Social landlords should target information about CBLM schemes to disabled people and make it available in the full range of accessible formats.
- 15 Social landlords should develop a local service for disabled people to provide advice on:
 - the full range of housing options
 - adaptations, home improvements, handy person services
 - finances and benefits, personal assistance, community health services or 'moving and settling in' support
 - supporting people who cannot access CBLM independently and linking people to an advocacy service if necessary.
- 16 Social landlords should work with other local authority and government departments to seek to remove the barriers to mobility moves, addressing in particular the problems with the transfer of care packages across borough boundaries.
- 17 Communities and Local Government and the Housing Corporation should support social landlords in delivering the London AHR.

For other stakeholders

- 18 Local authorities, the GLA and the London HomeBuy agents for intermediate housing should improve the accessibility of intermediate housing for disabled people.
- 19 Key stakeholders should work together to disseminate marketing guidelines for accessible intermediate and private sector housing, to improve the marketing of the large number of sites with accessible housing currently under development in London.
- 20 Accessible housing managed by accredited private sector landlords should be advertised through CBLM schemes.





b Outline of the London AHR toolkit

The London AHR toolkit for social landlords is in two parts:

- Part 1 the framework for categorising accessible homes, which comprises the London AHR property categories, the London AHR property checklist and the system for categorising accessible homes
- Part 2 the framework for assessing the eligibility of disabled people for accessible homes.

Part 1 The framework for categorising accessible homes (Table 1)

The London AHR property categories

- 1 The London AHR has been developed to give disabled homeseekers informed choice by marketing a property's level of accessibility. A method based on nationally recognised accessible housing standards, as well as being familiar and well defined, is objective and transparent for disabled people and social landlords and was therefore chosen as the basis for developing the London AHR.
- 2 The categories for accessible housing that the London AHR project team has developed provide a common language across London for housing providers and disabled users to describe accessible housing.
- 3 The London AHR property categorisation framework set out in Table 1 will support social landlords in collecting the property accessibility information they will be required to provide for the government's NROSH housing accessibility data fields, as well as the London AHR.
- 4 The full toolkit, which sets out a detailed description of the accessible housing standards on which the London AHR property categorisation is based, can be found in the report on the London AHR project.

Method for categorising accessible homes

- 5 A method has been developed to assist social landlords with categorising accessible properties consistently and accurately. It includes a 'work flow' chart with rules designed to guide the person to use the information collected using a property inspection checklist to make decisions about which accessibility category a property should fall into. A model London AHR property checklist and a work flow chart can be found in the report on the London AHR project and will also be available to be downloaded from the London AHR website.
- 6 Training is vital for the successful roll out of the London AHR. An electronic training package is currently being developed and piloted to

guide the person stage by stage through the use of the checklist and categorisation process.

Part 2 The framework for assessing the eligibility of disabled people for accessible homes (Table 2)

7 This part of the toolkit defines standard eligibility criteria linked to the accessible property categories that can be used to prioritise disabled people for accessible housing. It also provides guidance to social landlords about assessing the needs of disabled people, using a social model approach.

8 A recent Communities and Local Government Consultation Paper⁴ says that:

'The Secretary of State believes that accessible housing should be allocated to people with relevant access needs. Accordingly, the Secretary of State encourages housing authorities to design their choice based lettings schemes in such a way that priority for accessible accommodation is given to people with access needs. This is consistent with the new duty to promote disability equality'.

9 In line with this view, it is proposed that priority for accessible housing should be awarded in CBLM schemes to disabled people who face significant barriers in their living environment and would not be able to live independently in properties which do not meet their required space and accessibility standards.

Assessment of need

10 More appropriate assessment of the housing needs of disabled people should take into account the person's social situation and their ability to access wider facilities, including access to shops and local amenities, public and private transport and support networks as well as the physical barriers they face in their more immediate housing environment.

11 The shortage of social housing, in particular of larger units, will mean that the needs of disabled people will have to be assessed in a context of competing priorities for social housing from other needs groups and it will not always be possible to award them a high priority or eligibility for accessible housing.

12 More detailed guidance on assessing the housing needs of disabled people can be found in the report on the London AHR project.



Table 1 London Accessible Housing Register property categories

AHR categories	A Wheelchair accessible	B Partially wheelchair accessible	C Lifetime Homes	D Easy access	E Step free
<p>Property description</p>	<p>Designed to meet latest wheelchair accessible housing design standards offering wide door width and corridors and full access (wheelchair turning space) to all rooms and facilities</p> <p>Includes all new build wheelchair accessible housing built to Housing Corporation Scheme Development Standards since 2000</p>	<p>Designed to older wheelchair standards or significantly adapted to provide wheelchair access to at least the entrance level of the property</p>	<p>Designed with 16 Lifetime Homes design standards that together create an accessible and adaptable home. Main features include a level approach/entrance and wider doorways</p>	<p>Main features include a level approach to the entrance, wider corridors and doorways than in general needs housing.</p> <p>Includes all new build houses, ground floor properties and properties above the ground floor with lift access built to Part M of Building Regulations</p>	<p>General needs housing with a level approach/entrance to the property, and which happens to have limited potential for future adaptability of bathroom and stairs</p>
<p>Equivalent NROSH categories</p>	<p>Fully wheelchair accessible</p> <p>'Wheelchair Housing Design Guide Standard' (see below)</p>	<p>Other wheelchair user standard</p>	<p>Lifetime Homes standards</p>	<p>Other accessible housing standards</p>	<p>No category</p>
<p>National standards</p>	<p>Wheelchair Housing Design Guide Standard - S.Thorpe and Habinteg 2006 (referred to in Housing Corporation Scheme Development Standards and new Design and Quality Standards April 2007), or other locally agreed wheelchair standard.</p>	<p>Older wheelchair standards</p> <p>E.g. DoE wheelchair standard 1974.</p>	<p>JRF 16 Lifetime Homes Standards</p> <p>www.lifetimehomes.org.uk</p>	<p>Mobility Standard</p> <p>DoE Standard 1974 and Housing Corporation Scheme Development Standards prior to 1999 when Part M of Building Regulations introduced.</p>	<p>No published standard</p>

Table 2 London Accessible Housing Register eligibility for accessible housing

Classification	A Wheelchair accessible	B Partially wheelchair accessible	C Lifetime Homes	D Easy access	E Step free
<p>Eligibility for accessible housing category A, B, C and D, should only be offered (in the first instance) to people for whom barriers such as steps and stairs and restrictive spaces within the built environment would prevent the person from being able to live independently</p>	<p>Barriers: steps, stairs and restrictive space, where category C would not meet full access requirements</p> <p>Examples:</p> <ul style="list-style-type: none"> independent, full time, indoor use of a self propelling wheelchair independent, full time, indoor use of a powered wheelchair full time use of an indoor wheelchair pushed by someone else requires extra maneuverability space or layout requirements to accommodate aids and adaptations 	<p>Barriers: Steps and stairs and restrictive space, where category E would not meet the access requirements</p> <p>Examples:</p> <ul style="list-style-type: none"> use of a wide walking aid space for necessary equipment use of an outdoor (only) wheelchair requires level access or extra maneuverability space and lay out requirements to accommodate other aids and adaptations, for example – mobility related needs, hearing or visual impairment, other disability/long term illness 	<p>Barriers: Steps and stairs and restrictive space, where category E would not meet the access requirements</p> <p>Examples:</p> <ul style="list-style-type: none"> use of a wide walking aid space for necessary equipment use of an outdoor (only) wheelchair requires level access or extra maneuverability space and lay out requirements to accommodate other aids and adaptations, for example – mobility related needs, hearing or visual impairment, other disability/long term illness 	<p>Barriers: Steps and stairs and restrictive space, where category E would not meet the access requirements</p> <p>Examples:</p> <ul style="list-style-type: none"> use of a wide walking aid space for necessary equipment use of an outdoor (only) wheelchair requires level access or extra maneuverability space and lay out requirements to accommodate other aids and adaptations, for example – mobility related needs, hearing or visual impairment, other disability/long term illness 	<p>Consideration should be given (in the first instance) where individual access needs would not be met by general needs housing</p> <p>Example:</p> <p>Requires step free housing/limited adaptations for mobility related needs, hearing or visual impairment, other disability/long term illness</p>

5 Endnotes

- 1 Mayor of London, *The Draft Mayor's Housing Strategy*, September 2007.
- 2 The social model of disability has been used as a framework for developing Prime Minister's Strategy Unit, *Improving the Life Chances of Disabled People*, January 2005. It provides the following definition of disability: 'Disability is defined as the disadvantage experienced by an individual resulting from barriers to independent living and housing opportunities that impact on people with impairments and/or ill health'.
- 3 Disability Rights Commission, *Doing the Duty*, an overview of the Disability Equality Duty in the public sector, which came into force on 4 December 2006. http://www.drc.org.uk/docs/Doing_the_duty-doc
- 4 Communities and Local Government, *Allocation of Accommodation and Choice Based Lettings – Code of Guidance for Local Authorities – Consultation*, para 4.58, January 2007.

Acknowledgements

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