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Havering
L O N D O N B O R O U G H

CABINET

7.30 pm	Wednesday 16 October 2013	Council Chamber - Town Hall
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Members 10: Quorum 5

Councillor Michael White (Leader of the Council), Chairman

	Cabinet Member responsibility:
Councillor Steven Kelly (Vice-Chair)	(Deputy Leader) Individuals
Councillor Michael Armstrong	Transformation
Councillor Robert Benham	Community Empowerment
Councillor Andrew Curtin	Culture, Towns & Communities
Councillor Roger Ramsey	Value
Councillor Paul Rochford	Children & Learning
Councillor Geoffrey Starns	Community Safety
Councillor Barry Tebbutt	Environment
Councillor Lesley Kelly	Housing & Public Protection

Andrew Beesley
Committee Administration Manager

**For information about the meeting please contact:
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**Please note that this meeting will be webcast.
Members of the public who do not wish to appear
in the webcast will be able to sit in the balcony,
which is not in camera range.**

AGENDA

1 ANNOUNCEMENTS

On behalf of the Chairman, there will be an announcement about the arrangements in case of fire or other events that might require the meeting room or building's evacuation.

2 APOLOGIES FOR ABSENCE

(if any) - receive

3 DISCLOSURES OF PECUNIARY INTEREST

Members are invited to disclose any pecuniary interests in any of the items on the agenda at this point of the meeting. Members may still disclose a pecuniary interest in an item at any time prior to the consideration of the matter.

4 MINUTES (Pages 1 - 18)

To approve as a correct record the minutes of the meeting held on 25 September 2013, and to authorise the Chairman to sign them.

5 BUSINESS RATES RETENTION POOLING OPTION (Pages 19 - 24)

6 HOUSING STRATEGY 2013-2016 (Pages 25 - 100)

7 APPROVAL TO CONVERT 6000 SODIUM STREET LIGHTS IN RESIDENTIAL ROADS ACROSS THE BOROUGH TO MORE ENERGY EFFICIENT LED LIGHTS (Pages 101 - 110)

8 DEVELOPMENT OF NEW AFFORDABLE HOUSING (Pages 111 - 124)

9 OPEN GOVERNMENT MEMBER PROJECT (Pages 125 - 132)

Public Document Pack Agenda Item 4



MINUTES OF A CABINET MEETING
Council Chamber - Town Hall
Wednesday, 25 September 2013
(7.30 - 8.50 pm)

Present:

Councillor Michael White (Leader of the Council), Chairman

	Cabinet Member responsibility:
Councillor Steven Kelly (Vice-Chair)	(Deputy Leader) Individuals
Councillor Michael Armstrong	Transformation
Councillor Robert Benham	Community Empowerment
Councillor Andrew Curtin	Culture, Towns & Communities
Councillor Roger Ramsey	Value
Councillor Paul Rochford	Children & Learning
Councillor Geoffrey Starns	Community Safety
Councillor Lesley Kelly	Housing & Public Protection

Apologies were received for the absence of Councillors Barry Tebbutt.

Councillors Clarence Barrett, Keith Darvill, Linda Hawthorn and Pat Murray were also in attendance.

1 member of the public and a representative of the Press were present.

Through the Chairman, an announcement was made regarding the emergency evacuation arrangements.

There were no disclosures of interest.

76 MINUTES

The minutes of the meeting of Cabinet held on 14 August 2013 were agreed as a correct record and signed by the Chairman.

77 REPORT OF THE CRIME & DISORDER COMMITTEE - DOMESTIC VIOLENCE TOPIC GROUP

Councillor Michael White, Leader of the Council, introduced the report.

At its meeting on 8 May 2012, the Crime & Disorder Committee agreed to establish a topic group to:

- review the level of services delivered locally in respect of the effects of Domestic Violence on Young People and Children both as victims, witnesses and/or perpetrators;
- look at what steps the Community Safety Partnership were taking to tackle the problem in the future;
- identify good practice in other boroughs; and
- make recommendations to the administration on areas which could be improved, if appropriate.

The Topic Group's report was submitted for consideration. The conclusions and recommendations of the Topic Group were detailed in an appendix to these minutes.

Reasons for the decision:

The report of the dementia strategy joint topic group had been referred to Cabinet for consideration.

Other options considered:

No alternative had been considered.

Cabinet accepted the recommendations of the Crime and Disorder Overview and Scrutiny Committee and wished to place on record its thanks to the Members of the Committee for their hard work.

78 THE COUNCIL'S FINANCIAL STRATEGY

Councillor Roger Ramsey, Cabinet Member for Value, introduced the report.

At a previous meeting, Cabinet had received a report which set out the key elements of both the National Budget and the subsequent Comprehensive Spending Review (CSR) announcement. These had now been analysed and their impact on the Council's financial position had been assessed with details set out in the report to Cabinet.

The report updated the longer term financial prospects which had first been outlined in a report to Cabinet in February 2013. It was explained that these needed to be set in the context of the current strategy and savings plan, and the current financial position; both of which were covered in the report to Members.

The report also set out the proposed approach to the development of a long term financial strategy, progress with the budget strategy for 2014/15, and the financial position in the year just ended and the initial forecast for the current year. Whilst accepting that any forecasts that run to the end of the current decade were open to change, the need for the development of a strategy was clear. The report set out the proposed approach to doing so.

Reasons for the decision:

It is essential that the Council's financial strategy takes due account of Government plans, and any other material factors where these are likely to

have an impact on the Council's financial position. This report provides an update to Cabinet on a range of Government announcements that impact on the Council's funding for coming years, which are particularly relevant to the budget setting process, as well as further information on both the previous and current financial years.

Other options considered:

None. The Constitution requires this as a step towards setting the Council's budget.

Cabinet:

1. **Noted the impact of the Comprehensive Spending Review and associated announcements on the Council's financial position.**
2. **Noted the final outturn position for 2012/13 and the initial forecast for 2013/14.**
3. **Agreed that a detailed long term financial strategy, covering the period from 2015/16 to 2018/19, should be presented for consideration by Cabinet by August 2014, taking into account the announcement of the Local Government Finance Settlement, which is not expected until after Christmas.**
4. **Instructed officers to prepare a range of proposals to deliver a stable financial position over that four year period as part of the budget strategy for consideration at that meeting.**
5. **Approved and recommended to Council the adoption of the revenue budget strategy statement set out in Appendix A of the report.**
6. **Noted that options were being assessed for potential Pension Fund investments and this would be brought back to Cabinet at a future meeting.**
7. **Approved the principle of the 2014/15 schools' maintenance programme, as set out in Appendix C of the report, being funded up to the level of grant funding, ie £2.9m, and delegated to the Lead Member for Children & Learning authority to approve any additional schemes should further funding become available.**
8. **Agreed to allocate Havering's allocation of £422,197 for the Early Education Entitlement (EEE) for 2 Year Olds to fund works as set out in paragraph 7.6 of the report, and to delegate to the Lead Member for Children & Learning authority to approve individual schemes.**

79 **APPROPRIATION AND DISPOSAL OF OPEN SPACE NOTICES- VARIOUS SMALL SITES**

Councillor Roger Ramsey, Cabinet Member for Value, introduced the report

The report before Members explained that approval had been given to the disposal of the freehold interest in a number of small sites currently owned by the Council.

In connection with these disposals, a decision had been taken to formally advertise the proposed disposal of any open space and the appropriation of the disposal site for planning purposes. The statutory process governing these activities required the proposal to be publicly advertised and for any objections to be considered.

This report described the background to the proposals, set out the responses received to the relevant public notices and provided an analysis of these responses for consideration by Members.

The Cabinet Member announced that the sites at Heaton Avenue, Harlow Gardens and Dorking Walk had been assessed as being of low quality and low value in a report on open spaces produced for the Council. The Cabinet Member emphasised that despite the written objections which had been given due consideration, the opportunity to obtain a capital receipt and to provide new homes for the borough was the preferred approach and that appropriation and disposal should proceed.

The two remaining sites, at Tiverton Grove and Tavistock Close, were also both agreed for disposal. The Cabinet Member announced however that after reflecting on the circumstances in each case, a different approach was preferred.

With regards to Tiverton Grove, it was accepted that the setting, size and relativity of the land as a large open space directly overlooked by adjoining houses did give a value that, in retrospect, had not been fully reflected in earlier considerations. Cabinet was therefore asked to decide whether the land should be retained in its existing use.

With regard to Tavistock Close, representations had been received that the land was valued as a recreational area. Also, there were development proposals to create a new restaurant on the site of the adjoining Plough Public House that might affect the nature of this site. Furthermore, staff had suggested that air quality assessments should be concluded on the site together with a review of any other development issues before a decision was reached.

Reasons for the decision:

The decision was required as a result of the statutory process involved in dealing with the proposed disposal and appropriation of land for planning purposes.

Other options considered:

Having placed the notices it was necessary for the Council to formally consider the response received. As the report only concerns the consideration of these responses no other options were available.

Cabinet, having considered the responses made to the public notices in respect of the sites listed below in connection with the proposed disposal and appropriation of land for planning purposes, gave approval to proceed as follows:-

- a) **To confirm the disposal of the following sites (authorisation for disposal in principle having been provided in a Lead Member Decision dated 9 July 2012) under Section 123 of the Local Government Act 1972. Plans of the sites were attached as Appendix 3 to this report.**

- i. Dorking Road
 - ii. Harlow Gardens
 - iii. Heaton Avenue
- b) To confirm the appropriation of the following sites as shown in a Lead Member Decision dated 9 July 2012 to planning purposes.
 - i. Dorking Road
 - ii. Harlow Gardens
 - iii. Heaton Avenue
- c) To not confirm the appropriation or disposal of the following site having regard to representations received and following further consideration of the proposal.
 - i. Tiverton Grove
- d) To defer a decision on the disposal and appropriation of the following site until further consideration by Members at a later date.
 - i. Tavistock Close

80 **APPROVAL TO ACCESS ENERGY EFFICIENCY FUNDING THROUGH THE GREEN DEAL & ENERGY COMPANY OBLIGATION (ECO) VIA A GREATER LONDON AUTHORITY (GLA) FRAMEWORK**

Councillor Lesley Kelly, Cabinet Member for Housing & Public Protection, introduced the report

The report sought permission for the Council to take part in a Greater London Authority (GLA) procurement framework to select a preferred provider for accessing funding from the national Green Deal scheme and the ECO strand of the Green Deal, which was targeted at low income households.

The report recommended that the Council access this funding through a preferred provider because of the likelihood that, through the Energy Companies' Obligations within the Green Deal, a significant amount of funding could be brought into Havering, potentially as much as £1.89million over two years, depending on take up.

It was noted that the GLA had already set up the framework, therefore there would be no costs to the Council in setting up its own framework if it joined the GLA framework. It would also allow the Council to partner with other London boroughs in accessing funding.

If the council was successful in securing funding through the framework for its social housing stock, this could also free up earmarked funds to be re-directed to other properties in need of improvement work.

Reasons for the decision:

Procuring services to access funding and deliver household energy efficiency measures is necessary to enable the Council to:

- Address fuel poverty in Havering,
- Assist residents most vulnerable to energy price increases,
- Reduce excess winter deaths and the need for higher levels of social care and health services during winter,
- Improve the quality of housing in Havering,
- Enable older residents to maintain independent living, by ensuring their home environments have adequate heating and insulation, a priority identified in the Havering Health and Well-being Strategy 2012-14,
- Redirect allocated resource in the Homes and Housing capital (Decent Homes) and maintenance budgets, which will allow further works to be delivered.

Using the GLA RE:NEW framework to procure these services is the most cost-effective and efficient mechanism to compare offers by a range of providers and will enable the Council to secure the best offers to deliver a range of measures across housing tenures for the benefit all Havering residents.

Other options considered:

The other options that have been considered are:

- To tender for the works independently:

This option has been considered but discounted, as it is deemed to be unnecessarily resource intensive. The GLA has procured a Framework Panel of organisations under their RE:NEW project which allows London boroughs to procure for similar services. Some London local authorities will be using the GLA framework, while others may choose to undertake their own tendering exercises. However, the existing GLA framework provides the flexibility in delivering schemes that Havering requires, without the need to undergo a full tender process. Officers are satisfied with the range of contractors on the GLA framework and that it meets procurement rules for Havering.

Using the GLA Framework will enable Havering to procure the services required while requiring less Council staff time and expertise if we were to tender directly. It will enable us to undertake fair comparison amongst a range of providers to determine best value for money, and to procure a larger package of services in order to get better funding offers rather than through quotes for individual projects.

- To not seek to attract external funding:

Green Deal and ECO funding are required to meet the priorities outlined in the Corporate Plan, the Council's Fuel Poverty Strategy, the Climate Change Action Plan, the Housing Strategy, Private Sector Housing Strategy and the Joint Strategic Needs Assessment. The government's Home Energy Conservation Act (1995) requires Councils to report annually on the actions undertaken to promote Green Deal and access ECO in their local authority areas. Without ECO and Green Deal schemes, we would not be able to achieve our objectives to tackle fuel poverty and assist our vulnerable, typically older, residents who may be struggling to adequately heat their homes. This

will lead to related social and health impacts for vulnerable residents in winter, resulting in greater pressure on health services and adult social care support for vulnerable residents.

To not seek funding would also ignore opportunities to attract possibly significant funding for the Housing Revenue Account Capital Budget.

Cabinet AGREED:

- 1. That the Council enter into an Access Agreement with the GLA as required by the GLA RE:NEW Framework Agreement**
- 2 That the Council commence a mini-competition under and in accordance with the terms of the GLA RE:NEW Framework Agreement to select delivery partners that will access external funding and deliver energy efficiency measures under Green Deal and the Energy Company Obligation, and provide energy saving support for Havering residents to approximately 550 Council properties and 900 private residential properties.**
- 3. To delegate authority for approval of individual ECO and/or Green Deal schemes stemming from this process to the Group Director of Children, Adults and Housing.**

81 DRAFT ANNUAL REPORT 2012/13

Councillor Michael White, Leader of the Council, introduced the report.

It was explained that the purpose of the Annual Report 2011/12 was to provide information to the public, partners and staff on the Council's performance and progress towards achieving the Living Ambition goals and objectives, as set out in the Corporate Plan 2011-14. It was also an opportunity to promote the Council's key projects and achievements in 2012-13.

The Annual Report had a similar structure to the Corporate Plan, with a chapter on each corporate goal and a list of performance indicators at the end. Each chapter lists the key achievements in that area, followed by case studies on a particular project/achievement. Where a performance indicator was relevant, it had also been included in this section (as well as listed at the end of the document).

It was noted that the Annual Report was available as an electronic resource from the Council's website.

Reasons for the decision:

To give Cabinet Members the opportunity to receive and review the draft Annual Report 2012/13 and to approve its publication on the Council's website.

The report also provides assurance that the Council is delivering the Corporate Plan, and reaffirms the Council's goals and objectives.

Other options considered:

N/A

Cabinet approved the Annual Report 2012/13 for publication on the Council's website, under the Living Ambition page.

82 QUARTER 1 CORPORATE PERFORMANCE REPORT 2013/14

Councillor Michael White, Leader of the Council, introduced the report.

The report before Member set out the performance of the Council's Corporate Performance Indicators for the first quarter (April-June 2013), against the five Living Ambition Goals of the Corporate Plan:

- Environment
- Learning
- Towns and Communities
- Individuals
- Value

Of the 61 Corporate Performance Indicators, 47 were measured quarterly. The remaining indicators were collected on an annual or bi-annual basis only.

The report identified where the Council was performing well and not so well and highlighted what action the Council was taking to address poor performance where appropriate.

Appended to the report was a chart which detailed each of the 68 Corporate Performance Indicators. Officers provided responses to queries raised by Members in respect of some of the performance indicators.

Reasons for the decision:

To provide Cabinet Members with a quarterly update on the Council's performance against the Corporate Performance Indicators.

Other options considered:

N/A

Cabinet AGREED to note the contents of the report.

83 CIVIC PRIDE MEMBER PROJECT

Councillor Robert Benham, Cabinet Member for Community Empowerment, introduced the report

At the beginning of this term, ten Strategic Administration Projects were established to help deliver services more effectively and in new ways. The Projects were each to be driven by a Member of the Cabinet, working with a select team of officers, representing a diverse variety of disciplines within the Council.

The projects were:

Council Effectiveness

Neighbourhood Responsibility

**Think Family
Open Government
Community Action
Harold Hill Ambitions**

**Civic Pride
Future Financing
Rainham Compass
Romford Regeneration**

In the last year of this Administration, each Project will be reporting back to Cabinet, to note the achievements attained and the progress made.

The **Civic Pride** project has now been completed.

The project:

- **Supported and encouraged local celebration to mark the Diamond Jubilee of Her Majesty the Queen** including the staging of public events and the facilitation of nearly 100 street parties in Havering.
- **Saw the introduction of a Visitor Centre** to capitalise on interest in East London during the Olympics, which is now being used to promote the Borough and its attractions to visitors and residents alike
- **Celebrated our armed forces** through popular annual parades and the award and exercising of Freedom of the Borough for the Royal Anglian Regiment.
- **Brought people together**, at a range of successful public events and oversaw the growth of the Havering Show as a free event attended by 50,000 people

Reasons for the decision:

This report is being brought to Cabinet to provide Members with an overview of what the Civic Pride Member project delivered between 2011 and 2013.

Other options considered:

N/A

Cabinet noted the outcomes delivered by the Civic Pride project.

Chairman

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CRIME & DISORDER COMMITTEE

Under the Police and Justice Act 2006, s. 19, Cabinet is required to consider and respond to a report of an Overview and Scrutiny Committee within two months of its agreement by that Committee. In this case, Cabinet is required to do this by (25/9/2013) at the latest. Cabinet is also required to give reasons for its decisions in relating to the report, particularly in instances where it decides not to adopt one or more of the recommendations contained within the report.

<p style="text-align: center;">REPORT OF THE CRIME & DISORDER COMMITTEE: DOMESTIC VIOLENCE TOPIC GROUP</p>

1.0 BACKGROUND

- 1.1 At its meeting on 8 May 2012, the Crime & Disorder Committee agreed to establish a topic group to
- review the level of services delivered locally in respect of the effects of Domestic Violence on Young People and Children both as victims, witnesses and/or perpetrators;
 - look at what steps the Community Safety Partnership were taking to tackle the problem in the future;
 - identify good practice in other boroughs; and
 - make recommendations to the administration on areas which could be improved, if appropriate.
- 1.2 All members of the Committee indicated a desire to serve on the Topic Group. These were: Councillors Osman Dervish (Chairman); John Wood (Vice-Chairman); Becky Bennett; Denis Breading; David Durant; Roger Evans; Georgina Galpin; Frederick Osborne and Linda Van den Hende.
- 1.3 The topic group met on four occasions including two visits. The first visit was to the Annual General Meeting of Havering Women's Aid, the second to look at the work of the Partnership Triage in Hackney.

2.0 SCOPE OF THE REVIEW

2.1 The Topic Group decided to look at:

- how effectively services were co-ordinated to meet the needs of children and vulnerable adults who were living with Domestic Violence;
- what specific interventions were available;
- the impact of current policies and procedures including reporting and detection of Domestic Violence; and
- whether anything could be learnt from other borough's approaches to Domestic Violence.

2.2 This report sets out the findings of the topic group review.

3.0 How effectively services were co-ordinated to meet the needs of children and vulnerable adults who were living with Domestic Violence.

Housing Services

3.1 The victims of Domestic Violence are dealt with by Housing under the statutory Homelessness provisions. In 2011/12, 38 households were accepted as homeless because of violent relationship breakdown.

3.2 Individual Domestic Violence cases are dealt with in different ways, depending on whether victims own their own property, live in private rented accommodation or live in social housing.

3.3 If a person does not live in social housing and fears they could become the victim of Domestic Violence they can approach the Homelessness and Housing Advice Service. If staff feel there is a risk of violence the potential victim will be removed to a place of safety, which would normally be a place in a refuge. Once a place of safety has been found the victim has a choice as to whether to continue with the application to the Council or make an application to another authority.

3.4 The Council can only secure accommodation within the borough, therefore, an approach to another authority was sometimes in the best interests of an applicant in cases where there was a risk of further violence if resident in the borough.

3.5 If that local authority is satisfied that an applicant is eligible, homeless and in priority need they will then look to see if the applicant has a local connection with them. A local connection could be established by

residence in the borough, immediate family residing in the borough or by employment in the borough, for example.

- 3.6 If the local authority were satisfied that an applicant was eligible, homeless and has a local connection they would be offered on-going accommodation. This would ordinarily be a private sector property leased by that Council.
- 3.7 The topic group found that where the person fleeing violence is a secure tenant of Havering Council, the authority will always attempt to ensure that they are not disadvantaged by losing their tenancy. This would normally be done by arranging a management transfer to another property as long as that is a safe option for the tenant.
- 3.8 Under the New Allocations Scheme which came into effect in April 2013 the victim would not need to participate in the Choice Based Lettings Scheme and instead the case would be deemed an emergency requiring an assisted, direct offer of accommodation.

School Admissions

- 3.9 The topic group also looked at the issues of re-housing domestic violence victims and access to school places, which was a key issue for many victims. When a woman and child(ren) were placed in a Woman's Refuge in Havering they sometimes needed to apply for a place at a school using the Local Authority's In-Year Common Application Form. Members found that staff at the Refuges were familiar with this process and were able to provide good assistance to mothers in going through this process.
- 3.10 If a place was available at the requested school this was granted. However, if a primary school place was required it could well be that no place was available within a reasonable travelling distance. In those circumstances the request would be considered by the Fair Access Panel who would take into account exceptional social circumstances. Given the shortage of places at reception age and in the primary sector generally this was likely to be a common occurrence.

Conclusion

- 3.11 The topic group was satisfied that the co-ordination of Council services to meet the needs of Domestic Violence victims was working well. Members questioned whether anything further could be done to improve the linkages between Housing Services and School Admissions, in terms of Housing Services checking if suitable school places were available in reasonable proximity to accommodation being offered to victims of Domestic Violence.

4.0 What specific interventions were available?

Havering Women's Aid

- 4.1 Havering Women's Aid provide refuges for the victims of Domestic Violence nationally, and they run two refuges, one in Romford and the other in Hornchurch.
- 4.2 The Council currently has commissioning arrangements in place with Havering Women's Aid, this includes almost £300k from Social Care and Learning to support both Domestic Violence schemes and provide a floating support service. In addition Community Safety provides a further £15k, including £4k for a Domestic Violence Support Group and £11k for the Domestic Violence advocacy project. The Community Safety team also apply for additional funding throughout the year to provide Domestic Violence awareness raising and other support services.

Family Mosaic

- 4.3 Family Mosaic are a Housing Association who provide care and support to families in need. They provide a floating support system to provide support where it was needed. They work closely with, and are commissioned by, the Council.
- 4.4 A key area of support was the provision of money for a rent guarantee scheme to help victims of domestic violence find suitable accommodation.
- 4.5 Family Mosaic help find out-of-borough accommodation and have a good relationship with Housing Benefits. They worked closely with the Police, and both Adult and Children's services. The £40,000 they have available for the rent deposit scheme helped up to 100 families a year. They received around 20 referrals a week.

5.0 The Impact of current policies and procedures including reporting and detection of Domestic Violence.

Troubled Families

- 5.1 The Council had begun, in May 2011, to identify and work with high need, high contact families, across all agencies. Approximately 350 individuals had been identified at risk from Domestic Violence (DV).

5.2 The Troubled Families Team had adopted the following approach when dealing with DV:

- Lead professionals allocated to DV families;
- A team approach to working with the family;
- Specialist DV support and capacity in front line teams;
- Introduced SMART Plans and Common Assessment Framework
- Young male Adolescent Perpetrators are put in Anger Management courses, although the topic group noted that places are limited.

6.0 Lessons to be learnt from elsewhere.

Partnership Triage

6.1 The Chairman and officers visited Hackney on the 6th March to look at how their Partnership Triage Scheme worked and see if there were any lessons Havering could learn from this model. The model had been introduced 2 years ago because there had been a lack of coordinated response to Police Merlin referral reports in Hackney.

6.2 During the past year, the Partnership Triage's role had been broadened to take more than police referrals. Referrals were now accepted from schools, Health Visitors, School Nurses, Children's Centres and Parenting Service. Partnership Triage dealt with more than just Domestic Violence, it also worked with missing children and Children Missing Education. Much of the work undertaken by the Partnership Triage was similar to the MASH arrangements in Havering.

6.3 In a typical month approximately 4% of case referrals to partnership Triage were Domestic Violence cases and a further 4% Domestic Dispute. Members noted that approximately 30% of cases referred related to male/parents as victims of domestic violence.

6.4 Partnership Triage had developed a strong relationship with Health, and a representative from Health worked in Triage. They also had a good working relationship with Homerton Hospital (maternity unit) and school nurses. Links with housing services were not working as well in Hackney as they do in Havering.

Conclusion

6.5 Although the Partnership Triage approach was innovative, given the Council's work on the Multi Agency Sharing Hub, there did not appear to be much for the Council to learn from this approach and indeed in terms of the breadth of Havering's MASH, we are leading the way in this area. Members noted however that some innovative work had taken place in Hackney with young people which could be replicated

elsewhere. In Havering, we already commission engagement work with young people in schools to help increase awareness of domestic violence.

7.0 RECOMMENDATIONS

7.1 To recommend the Lead Member with responsibility for Housing and Public Protection to review, possibly in 12-18 months time, how the new Allocations Scheme is supporting victims of Domestic Violence;

7.2 To recommend the Lead Members for Housing and Public Protection and Children and Learning to ensure that wherever possible school placements are taken into account before an alternative housing offer is made

8.0 ACKNOWLEDGEMENTS

During the course of its review, the topic group met and held discussions with the following people:

Vicki Nicholson – Havering Women’s Aid
Sarah Thomas – Troubled Families
Neil Keylock – Manager, Additional Education Needs Service
Alexander Szantal – Housing Options Manager
Jonathan Geall – Housing and Public Protection
James and Kelly – Family Mosaic
Jeanne and Katherine – Hackney Partnership Triage

The following comments are submitted by members of staff:

Financial implications and risks:

The recommendations have no specific financial implications.

The level of services provided in the borough impact services across a range of Council services, as highlighted in the report. Resource implications are managed from within existing budgets.

Legal implications and risks:

No implications or risks identified

Human Resources implications and risks:

Cabinet, 25 September 2013

No implications or risks identified

Staff Contact: **James Goodwin**
 Committee Officer

Telephone: 01708 432432

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CABINET

16 October 2013

Subject Heading:	Business Rates Retention Pooling Option
Cabinet Member:	Cllr Roger Ramsey
CMT Lead:	Andrew Blake-Herbert Group Director Resources
Report Author and contact details:	Mike Stringer Head of Finance & Procurement 01708 432101 mike.stringer@havering.gov.uk
Policy context:	The Council is required to approve an annual budget and to establish a financial strategy and this report forms part of that process
Financial summary:	The report is seeking approval to start formal discussions with regards to assess the benefits of entering a business rate pool
Is this a Key Decision?	No
Is this a Strategic Decision?	Yes
When should this matter be reviewed?	January 2014
Reviewing OSC:	Value

The subject matter of this report deals with the following Council Objectives

Ensuring a clean, safe and green borough	[X]
Championing education and learning for all	[X]
Providing economic, social and cultural activity in thriving towns and villages	[X]
Valuing and enhancing the lives of our residents	[X]
Delivering high customer satisfaction and a stable council tax	[X]

SUMMARY

The 2013/14 Local Government Finance Settlement saw the launch of the Business Rates Retention Scheme as the main form of Local Government funding. Under the Retention Scheme, Councils are to be funded through a mixture of the Revenue Support Grant and Business Rates that make up a Settlement Funding Allocation. Under this scheme, local authorities will be able to retain 30% of their business rate yield (in London, the figure is 50% elsewhere) and would directly benefit from growth in their business rate base.

The Department of Communities and Local Government (DCLG) have encouraged local authorities to pool and have recently released a document called “pooling prospectus” which outlines the benefits and procedures of creating a pool. In May this year, Thurrock Council commissioned LG Futures to review the potential benefit of pooling. From this exercise, a pool consisting of Thurrock unitary, Basildon district, the London Borough of Barking and Dagenham and the London Borough of Havering has been identified as a viable option. In order to join a pool, local authorities have to submit an expression of interest by the 31st of October with any permanent arrangements being formally submitted by January 2014.

Authority is therefore sought from Cabinet for officers to enter into discussions with other authorities over a potential pool for financial year 2014/15.

RECOMMENDATIONS

Cabinet is asked to:

- Note the potential benefits of entering a pooling arrangement and to grant formal authority for officers to enter into discussions in forming a pool and prepare draft documentation for governance of the pooling arrangement.
- Delegate to the Group Director Resources, in consultation with the Leader, Cabinet Member for Value, and Chief Executive, authority to finalise details of any formal submission to DCLG
- Note that a further report will be brought before Cabinet, should approval be given to the creation of a pool.

REPORT DETAIL

1. Local Authority Funding

- 1.1 Previous reports to Cabinet during the last budget cycle explained in some depth the changes to the system for funding local authorities. In outline, the two main changes that have been implemented from April 2013 were:
- Localisation of Council Tax benefit payments, now known as support payments; these are now funded directly by local authorities
 - Localisation of business rates; local authorities now retain 50% of their business rates, though this is only 30% in London, with the balance of 20% going to the GLA. The remaining 50% is still returned to the Government and thus works its way back as Revenue Support Grant, which itself is part of the overall Settlement announcement.
- 1.2 In very broad terms, Havering retains around £21m in business rates, and receives a top-up payment of £9m. The new funding system contains a safety net to safeguard authorities against reductions in their business rates base, but this is set at 7.5%, so marginal reductions would have to be borne by the local authority.
- 1.3 Business rates themselves are derived from rental values, this generates a rateable value (RV), to which a nationally set multiplier is then applied. There is therefore effectively little control that can be exercised locally over the generation of business rates. RVs are also affected by local and regional developments, as set out below.
- 1.4 Although the level of retention is not as high as had been hoped, there is nevertheless a benefit to any authority able to achieve an increase in its business rates yield. There is also a risk that this will reduce, and whilst there is a safety net in place, the yield would need to reduce significantly before that applies. Therefore, entering into a pool potentially mitigates against such reductions, and also potentially allows authorities to benefit from growth in neighbouring authorities.

2. Business Rates Retention Scheme / Pooling

- 2.1 From the creation of the business rate retention scheme, the amount of funding each local authority receives to the amount of business rates collected differs considerably from authority to authority. Due to these large differences in the amount of business rates collected by each authority and the amount of Settlement funding, authorities are either a “Top-Up” (receiving a grant to top them up the their business rate baseline) or a “Tariff” authority (who will pay a tariff as their business rate baseline). Although this creates an equal playing field from year 1, there is also a risk that authorities with high business rates compared to their formula grant requirement could still benefit disproportionately from any growth. To compensate for these authorities who are a “tariff authority” pays a levy to government on any growth proportionate to the amount of formula grant.
- 2.2 In the creation of this revised funding model, The Department of Communities and Local Government also added the option for Local Authorities to pool their business rates with neighbouring boroughs in order to bring stability and

increased financial benefit to those pooled authorities. In order for the pool to be financial beneficial, the pool needs to be made up of a mix of Tariff and Top-up authorities. The financial benefit comes as the levy that Tariff authorities are required to be paid over to Government can be retained in the pool and shared between all members.

- 2.3 Unlike Council Tax, Business Rates are extremely volatile. Any significant development by neighbouring authorities has a direct impact on the attractiveness of Havering's businesses and thus has a detrimental effect of the rateable value of the properties. The recent development in Newham reduced the business rates of businesses in the Liberty by 15% and more recently further appeals in respect of the Westfields development are expected in 2013/14 of potentially an additional 15%. Further developments are likely in the coming years especially in Essex. To help mitigate the risk, joining with these areas would help mitigate the risk as Havering will be able to retain a share of this growth.
- 2.4 DCLG have been encouraging local authorities to pool and, as indicated in the summary to this report have recently released a document called "pooling prospectus". Officers have explored a range of options, looking at alternative combinations of authority, and have come to the conclusion that a pool consisting of Thurrock unitary, Basildon district, the London Borough of Barking and Dagenham and the London Borough of Havering is a viable option. It is also most likely the optimum option, compared to other combinations of authority. Local authorities have to submit an expression of interest by the 31st of October with any permanent arrangements being formally submitted by January 2014.
- 2.5 It is therefore proposed to initiate more formal discussions with the other three boroughs, to determine whether there is an appetite to make a formal application to create a business rates pool. This will include discussions on the basis on which any pool would operate. The basic principle of any pool is that no member authority would be worse off, but a range of information needs to be explored in detail to determine how the mechanics of the pool would operate. This will include whether there should be an overall safety net across the pool, and the basis on which the pool would be distributed between the pool members.
- 2.6 It is proposed to continue to use the services of a specialist consultant in modelling different options. It will still be necessary for each authority to undertake its own due diligence, but having a consistent basis on which to do so will be extremely helpful. This work is now underway.
- 2.7 A key aspect of any pool is not only any financial benefit. DCLG are looking for "joined-up" applications, which set out not only any such benefits, but how the pool would operate to contribute towards the regeneration agenda. This means that geographically linked authorities as part of a pool, and/or those with related aspirations and plans, are more likely to be accepted by DCLG as the basis on which a pool would be formed. Whilst this does not necessarily rule out more distant London Boroughs, there is a logic to three of the boroughs in the

proposed pool, given their shared river frontage and potential opportunities arising from the Thames Gateway.

- 2.8 Cabinet is asked to authorise officers to undertake such discussions. Given the deadline for submission, it is proposed that authority to undertake and conclude formal discussions, and to approved any submission to the DCLG, should be delegated to the Group Director Resources, in consultation with the Leader, Cabinet Member for Value, and the Chief Executive. Cabinet is also asked to give their approval to this approach.
- 2.9 It is intended that a further report would be brought back to Cabinet at the appropriate juncture in the budget cycle, should discussions prove fruitful, and should there be a clear benefit to Havering from pooling.

REASONS AND OPTIONS

Reasons for the decision:

In order to maximise the funding available for the council, it is necessary to explore option especially if there are is financial impact to the local communities. The option being sought could potentially bring additional benefits and give financial stability as the risk of any major developments from within the pool can be shared thus minimising the impact to the local rates collected.

Other options considered:

None. Other options have been explored however the proposed pool give the most financial viable as well as being within a geographical area. The pool is a voluntary membership which can be reviewed at any time.

IMPLICATIONS AND RISKS

Financial implications and risks:

At this stage we are looking into the prospect of forming a pool, any financial benefits have not be calculated in detail as the details surrounding governance, administration, method of apportioning benefits have yet to be agreed between all four boroughs. The risk associated with the business rate retention is potentially doing nothing could dramatically affect Havering's business rate yield. Havering would be at risk if it approach the "do nothing" approach as Havering would be at risk of any rating appeals brought about by any developments from the 3 other authorities.

The only other option available is a London wide pool however at this stage there is no agreement or appetite from the 33 boroughs at this stage.

Legal implications and risks:

Under a business rate pooling arrangement the constituent Councils are treated for the purposes of business rates as a single entity and all calculations on business rates and payments to and from the DCLG will be made to the pool entity and not the individual councils That will require one of the councils to become the Lead Authority for the pool and be the point of contact for the DCLG.

There will need to be a formal agreement between the pool authorities governing the pooling arrangements. There is a standard format for the agreement which will have to be signed by the Chief Executive and the s.151 Officer for each Council. While there is a standard format, there will need to be some negotiation on the details which will need to be included, in particular the justification and purpose of the pool. This will need to be completed before the January submission.

As a primary purpose of the pool is ameliorate swings in business rates for individual authorities as well as allow retention of extra growth of the rate, there would appear to be very limited legal risks. The most obvious one would be if the DCLG imposed unacceptable conditions on the pool, but that would defeat the purpose of it and it would not occur leaving the Councils in no worse a position than at present.

Human Resources implications and risks:

There are no HR implications or risks arising from this proposal. However, should the Council not be able to mitigate potentially adverse impacts from the business rates system, any reduction in funding may necessitate further savings, and these could impact on the level of staff resources within the Council.

Equalities implications and risks:

There are no specific equalities implications or risks arising from this proposal.

Other Risks:

At this stage there are no other risks apart from the relatively short time scale.

BACKGROUND PAPERS

There are none.

CABINET

16 October 2013

Subject Heading:

Housing Strategy 2013-2016

Cabinet Member:

Councillor Lesley Kelly

Lead Member for Housing

CMT Lead:

Joy Hollister
Group Director – Children, Adults and Housing

Report Author and contact details:

Martin Pereira
01708 434111
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Policy context:

The draft Housing Strategy has been prepared within the context of the Council's goals for individuals to lead active, independent lives and for the local environment to be maintained and enhanced. It also recognises the need to provide value-for-money in all council activity

Financial summary:

Approval of the Housing Strategy does not in itself incur any new revenue or capital liabilities for either the Housing Revenue Account or the general fund. Rather, as proposals in support of the Strategy come forward for consideration, the full revenue and capital implications will be made clear at the time to Cabinet, or individual members making decisions under delegated authority. Approval of the Housing Strategy will not fetter members' future decision-making on the allocation of resources

Is this a Key Decision?

Yes

When should this matter be reviewed?

After at least 12 months from the date of approval of the final version of the Housing Strategy

Reviewing OSC:

Towns and Communities

The subject matter of this report deals with the following Council Objectives

Ensuring a clean, safe and green borough	<input type="checkbox"/>
Championing education and learning for all	<input type="checkbox"/>
Providing economic, social and cultural activity in thriving towns and villages	<input type="checkbox"/>
Valuing and enhancing the lives of our residents	<input checked="" type="checkbox"/>
Delivering high customer satisfaction and a stable council tax	<input type="checkbox"/>

SUMMARY

This report introduces the London Borough of Havering's draft Housing Strategy for 2013 – 2016 which comprehensively up-dates the previous Strategy. In particular, this new Housing Strategy has been drafted in the form a series of sub-strategies covering:

- homelessness
- affordable housing development
- older people's housing needs
- private sector housing
- supported housing.

Since the previous Strategy was published, there have been many changes in national policy and legislation regarding local authorities' housing powers, notably the reform of the Housing Revenue Account, new opportunities for local authorities to new build affordable homes, and welfare reform. In addition, locally, the Arm's Length Management Organisation, Homes in Havering, has been reintegrated into the Council and the provision of Decent Homes Grant has brought the completion of the Decent Homes Programme in sight.

Thus, this draft Housing Strategy builds on the progress made over the past three years and enables the Council to re-think the ways it can meet the ongoing pressures of housing demand.

This Strategy has been informed by up-to-date information on the housing needs and aspirations of Havering's residents following the commissioning of an extensive Housing Needs Study in 2012, and ongoing dialogue with colleagues across the Council and beyond.

RECOMMENDATIONS

- 1.1 That Cabinet approve the draft Housing Strategy and in particular the proposed key priorities for tackling homelessness, promoting new affordable housing development, meeting older people's housing needs, promoting quality in the private housing sector, and providing more supported housing to meet identified need – detailed in section 4 of this report –subject to further consultation within the Council, and with partner organisations and residents.
- 1.2 That authority be delegated to the Lead Member for Housing to consider all of the consultation responses and to make amendments to the key priorities and/or the content of the Housing Strategy, unless any amendment has financial implications in which case further recommendations will be made to Cabinet.

REPORT DETAIL

2. Background

- 2.1 The Council's existing Housing Strategy is now out-of-date. The need for a new Housing Strategy has come at time when the national economy has suffered a sustained period of uncertainty affecting housing supply and demand in many different ways. At the same time, a range of supporting housing related strategies have come to the end of their term and need updating. Therefore, we have taken a new approach to producing a Housing Strategy covering the period 2013 – 2016.
- 2.2 We have produced a draft over-arching Housing Strategy which includes a full range of key sub-strategies. While part of the whole, having a series of sub-strategies means that stakeholders need only focus on the part of the overall Housing Strategy most relevant to them.

3. Context

- 3.1 There have been a number of significant national, regional and local policy changes over the past three years. Most notably, the Localism Act has

enabled the Council to reformulate the way it allocates social housing and utilises the private rented sector, while the ongoing programme of Welfare Reforms means a focus on preventing homelessness by working ever more close with partners such as Job Centre Plus.

- 3.2 With an increasing and ageing population, Havering has a number of housing related challenges to address. The median average income for Havering residents has remained stubbornly low over the last six years, when compared with London averages, with the continued buoyancy of local house prices posing even greater challenges for those wishing to buy a home.
- 3.3 As with all London Boroughs, the demand for housing in Havering that is affordable – to rent or to buy – is very high and as house prices, mortgage availability and the need for significant deposits to support home purchase, the private rented sector is seeing considerable growth; this sector has doubled in size in Havering between the 2001 and 2011 Censuses.
- 3.4 The high instance of concealed households in Havering – that is, where a separate household has to live with another household, perhaps a son or daughter with a young family still living with parents – can be viewed within the context of the disproportionately high rate of under-occupancy in the private owner-occupied sector. For the first time, the Council proposes to use to encourage movement in the private sector and ensure that residents are housed in accommodation that is suitable for their needs, for example, by enabling high quality older people's accommodation for rent or purchase through shared ownership.

4. Our Key Housing Priorities and how we plan to achieve them

Each sub-strategy includes a number of key priorities and these are set out below. The key priorities are support by a range of actions. These are explained in detail within each sub-strategy chapter of the Housing Strategy 2013-2016.

4.1 Homelessness sub-strategy

4.1.1 Our key priorities:

- review our approach in dealing with the homelessness caused by parental evictions
- research the increasing local trends of households losing their assured short hold tenancies and other rented accommodation
- reconsider the housing options available to young single homeless people in the borough
- investigate the apparent over-representation of residents from black and minority ethnic communities in the borough who become homeless
- ease homelessness pressure through the Homes and Housing Service's Private Housing Solutions Team
- establish a programme of homelessness prevention outreach work.

4.2 Affordable Housing Development sub-strategy

4.2.1 Our key priorities:

- sustain the current level of supply of affordable housing for Havering residents
- maximise inward investment in new affordable housing development
- ensure that the affordable housing products on offer are affordable to Havering residents
- provide the right size new housing to tackle under-occupation across all tenures
- enhance Havering residents' access to affordable home ownership within the borough
- develop new supported housing to meet the needs of Havering residents
- identify redundant HRA land and/or assets which can be better used to provide new homes and support estate regeneration.

4.3 Older People's Housing sub-strategy

4.3.1 Our key priorities:

- carry out a research into older people's housing needs and aspirations
- assist older people to remain in their own home and live independently
- provide assistance to anyone wishing to downsize into smaller accommodation, regardless of tenure
- reassess the level of need for Extra Care housing in the borough
- implement a Sheltered Housing modernisation programme that reflects up-to-date expectations and demand
- develop new housing suited to the needs and aspirations of older persons in all tenures.

4.4 Private Sector Housing sub-strategy

4.4.1 Our key priorities:

- improve our understanding of the local private rented sector
- continue to improve access to the private rented sector to tackle increasing housing demand
- improve private rental property standards and management practices through a new advice and support service and an updated package of training and accreditation for local landlords
- examine the potential of developing new, private rented accommodation
- help older and vulnerable people to remain safe and independent in their own homes
- identify and target poor conditions and inadequate energy efficiency in the private housing sector
- bring empty homes in the private sector back into use.

4.5 Supported Housing sub-strategy

4.5.1 Our key priorities:

- work with Adult Social Care and Children Services to develop up-to-date evidence based on accurate needs analysis to inform the design and range of future supported housing options
- establish a Supported Housing Board to further improve the range of supported housing options for all residents
- promote partnership and working with existing supported housing providers in the borough
- continue to improve the housing options for people with learning disabilities to promote independent living and assist in the delivery of efficiencies within the Adult Social Care service
- reassess the level of need for extra care housing in the borough and implement a Sheltered Housing Modernisation Programme that reflects up-to-date expectations and demand
- further develop the supported housing options for Young Persons with a particular focus on those aged between 16 and 17 years old.

5. Consultation

5.1 The draft over-arching Housing Strategy and the sub-strategies have been subject to initial consultation with partners within the Council, with some aspects also based on work with other stakeholders.

5.2 As a part of the consultation, and in order to establish our residents' housing needs and demand, the Council commissioned a major housing study which included an extensive resident survey and the analysis of the most up-to-date local data. The resultant Housing Needs and Demand Assessment 2012 has been widely drawn upon in drafting this new Housing Strategy.

5.3 To date, we have consulted with our key internal and external partners including lead departments, voluntary organisations and housing associations and incorporated their comments. That said, further consultation is planned.

5.4 The final stages of the consultation will take place in October-November 2013 and will include:

- a consultation seminar with key partners,
- online consultation with the wider public on the council website
- consultation with the Housing Residents Forum.

REASONS AND OPTIONS

6. Reasons for the decision:

- 6.1 Our previous Housing Strategy 2008/9 – 2011/12 is now out-of-date. In addition, there have been a number of significant changes to services locally, and policy changes at the local, regional and national levels since its publication affecting the borough's strategic direction and priorities.
- 6.2 Despite current legislation giving the Mayor of London the lead role in housing strategy-making in London, the Secretary of State retains a power to require local housing authorities to produce and keep up-to-date a housing strategy reflecting local needs and priorities. The Local Authority has a duty to ensure that its own housing strategy is in general conformity with the Mayor of London's housing strategy.
- 6.3 Thus, there is no alternative to reviewing and revising the Council's Housing Strategy.

7. Other options considered:

- 7.1 Develop bespoke approaches to housing issues as they arise rather than produce a detailed Housing Strategy – REJECTED. It is arguably self-evident that without a strategic approach to major housing issues which typically require (a) cross-service working, (b) financial investment, and/or (c) relatively long development phases, poor decision-making can result, with resultant poor use of resources. If the Council is face the housing and relating challenges in the borough, such as caring for an aging population, while at the same time making efficiencies, strategic planning is essential.

IMPLICATIONS AND RISKS

8. Financial implications and risks:

- 8.1 The draft Housing Strategy and constituent sub-strategies have been produced in full recognition of the revenue resources already agreed by Cabinet through the MTFS process and through the review of the HRA Business Plan reported to Cabinet in February 2013 in support of the HRA revenue and capital budgets for 2013/14.

8.2 Approval of the Housing Strategy does not in itself incur any new revenue or capital liabilities for either the Housing Revenue Account or the general fund. Rather, as proposals in support of the Strategy come forward for consideration, the full revenue and capital implications will be made clear at the time to Cabinet, or individual members making decisions under delegated authority. Approval of the Housing Strategy will not fetter members' future decision-making.

8.3 If, in the course of consulting on and finalising the Strategy, actions are identified that have a revenue and/or capital implication over and above those already considered by Cabinet, these will be brought back to Cabinet for members' consideration.

9. Legal implications and risks:

9.1 Under section 87 Local Government Act 2003, there is a duty to comply with any directions given by the Secretary of State to produce a housing strategy, however, there does not appear to be any up-to-date guidance from the Department for Communities and Local Government on whether Local Authorities should adopt housing strategies although in the past they have given directions to local authorities to prepare and maintain up-to-date housing strategies and involve residents and stakeholders in their preparation. It must be good practice in any event to devise a strategy and to involve all relevant stakeholders in its preparation. In devising a strategy the local authority must ensure that its strategy is in general conformity with the housing strategy prepared by the Mayor of London (s333D Greater London Authority Act 1999)

9.2 As it is proposed that the draft Strategy be subject to further consultation, such consultation must be carried out properly, which means that it must be meaningful. All relevant stakeholders must be given an opportunity to comment and enough time and information to respond intelligently. Any comments must be conscientiously taken into account before the Strategy is finalised.

9.3 In finalising the Strategy the Authority must comply with the public sector equality duty set out in s149 of the Equality Act, namely by having due regard to the need to

- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act;
- (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

9.4 At this stage Cabinet is being asked to approve a draft Strategy and there is minimal risk in doing so. Provided the Authority complies with its public

sector equality duty and undertakes a meaningful consultation the legal risks in adopting the final Housing Strategy should also be minimised.

10. Human Resources implications and risks:

- 10.1 There are no direct HR implications or risks that have been identified at this time in relation to the recommendations made in this report. In order to support the delivery of the priorities in the new Housing Strategy, attention will need to be paid to the relevant competencies of the Council's staff that will be tasked to take forward the work required. This will be addressed through the Council's HR framework around performance management and training plans within the Homes & Housing service area.

11. Equalities implications and risks:

- 11.1 A full Equality Analysis has been carried out to inform the development and implementation of the overarching Strategy and Sub-strategies. The draft Equality Analysis is attached as Appendix 1.

BACKGROUND PAPERS

London Borough of Havering, Housing Needs and Demand Assessment, 2012, DCA

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Housing Strategy 2013-16

Our ambitious plans to deal with increasing housing pressures, expand housing options and improve property standards over the next three years

Chapter 1- Introduction

This is Havering Council's new Housing Strategy for 2013/14 to 2015/16. It has come at time when the national economy has suffered a sustained period of uncertainty affecting housing supply and demand in many different ways.

The strategy uses these challenges and takes new opportunities to set ambitious plans to build more affordable housing, tackle homelessness through new housing options and strengthen our role in the private housing sector over the next three years.

At the same time, a range of supporting housing related strategies have come to the end of their term and also need updating. Therefore, we have taken an innovative approach to developing this new Housing Strategy.

We have produced a draft Over-arching Strategy which includes a full range of key Sub-strategies included as separate chapters. They all form part of the over-arching document but have been developed and presented in a way that they can be read and used as separate documents. They cover:

- homelessness
- affordable housing development
- older people's housing needs
- private sector housing
- supported housing.

It is our aim to:

'Produce an up-to-date package of accessible strategy documents that show how the Council is planning to tackle housing need, promote new housing options and improve housing conditions across all tenures through clear and concise plans over the next three years'

The development of all parts of the Housing Strategy 2013 – 2016 has been informed by up-to-date information on the housing needs and aspirations of Havering's residents following the commissioning of an extensive Housing Needs and Demand Assessment in 2012, and ongoing dialogue with colleagues across the Council and beyond.

Context

Our previous housing strategy is now out of date. It covered a successful period of delivering on a range of improvements and new services while achieving an ambitious housing development programme. However, over the same period, the major economic downturn alongside fundamental legislative and policy change have had significant impact across the housing sector.

This strategy builds on the progress made over the past three years and has been developed at time when Havering Council needs to re-think the ways to meet the ongoing pressures of housing demand, consider new approaches to tackle the emerging challenges in the changing housing market and take opportunities rising from new housing legislation.

There have been a number of significant national, regional and local policy changes over the past three years. Most notably, the Localism Act has enabled the Council to reformulate the way it allocates social housing and our use of the private rented sector and the Welfare Reforms have changed our focus of homelessness prevention.

With an increasing as well as ageing population, Havering has a number of housing related challenges to address. The median average income for Havering residents has remained stubbornly low over the last six years, when compared with London averages, with the continued buoyancy of local house prices posing even greater challenges for those wishing to buy a home.

As with all London Boroughs, the demand for housing is very high but many cannot afford market options. Despite the economic uncertainty, house prices have remained relatively high while mortgage availability has been limited by the need for significant deposits to support home purchase. As many have turned to private renting this has contributed to considerable growth in this sector which has doubled in size in Havering over the past ten years. Rising competition for private rented homes led to the sector becoming out-of-reach to many on low incomes.

The high instance of concealed households in Havering – that is, where a separate household has to live with another household, perhaps a son or daughter with a young family still living with parents – can be viewed within the context of the disproportionately high rate of under-occupancy in the private owner-occupied sector.

For the first time, the Council proposes to encourage movement in the private sector and ensure that residents are housed in accommodation that is suitable for their needs, for example, by enabling high quality older people's accommodation for rent or purchase through shared ownership.

As a whole, the Housing Strategy 2013-2016 presents a comprehensive picture of the current housing needs and demands in the borough and focuses on identifying and responding to the housing related issues that have been recognised as having a potentially negative effect on the housing options available to our residents.

It is a challenging time for the borough and the Council has to ensure that the housing provision reflects our most vulnerable residents' needs and supports a general wellbeing of our community. This is a strategic document aiming at outlining Council's ambitious three-year plan to deal with increasing housing pressures, expand housing options and improve property standards.

DRAFT

Chapter 2- The Facts about Housing in Havering

1.1 Introduction

This chapter offers a summary of local housing demand and supply and provides a brief overview of relevant legislative, economic and demographic factors that have impacted housing provision in the borough.

1.2 Demographic changes in Havering

The population of the Borough is projected to increase by 10% up to 2020, an increase of 24,000 people. This is expected to place significant pressures on the housing market in the Borough, particularly the demand for affordable housing.

In Havering, the 65+ age group shows the highest increase at 11% over the forecast period, and within that group the 90+ age group shows a significant increase of around 48per cent, between 2010 and 2020.

Over the past ten years, the BME population in Havering has grown from around 5% to over 12%.

Between the 2001-2011 censuses, there has been a 6.4per cent increase in people living in the Borough with a long-term limiting illness. From the Havering Housing Needs Survey 2012, around 20 per cent (18,794 implied) households included a member with a disability. Of these, 56.2per cent of all disabled household members were over the age of 65.

1.3 Housing Demand

1.3.1 Changes to the Council's Allocation Policy

There have been consistent yearly increases in numbers on housing register, to 12,477 as at December 2012. However, in April 2013, the Council enacted changes to the Allocations Policy which reduced this number to fewer than 3000¹. As the Council is unable to help everyone, it must prioritise those with the most need.

As the changes are implemented, it is expected that the number of concealed households will increase as only those with specified additional housing need, such as over-crowding, will be eligible to join. It is therefore expected to put pressure on the local rental sector.

- **What is a concealed household?**

A concealed household is someone living within a household but wanting to move to their own accommodation and form a separate household (e.g. adult children living with their parents).

1.3.2 Social Housing Stock turnover

Generally, 71.6per cent of social stock turnover is from 1 and 2 bedroom units, lower than the waiting list need level of 86per cent. Small units turn over more regularly in the existing stock than family units. The important factor is to meet priority needs, but there is still a requirement for 1 and 2-bedroom units

¹ Details of these changes are available in a separate document.

to meet the needs of young, single, homeless households in the Borough, and also those looking to downsize as a result of Central Government's welfare reforms.

Just over a quarter of the stock are 3 bedroom family units but they provide only 16.6per cent of all re-let supply. Four bedroom units are the smallest in terms of numbers (309), but in high demand.

1.3.3 Housing stock, household make up and Under-Occupation

Census 2011 revealed that there are approximately 97,000 households in the borough. 74% of the housing stock is owner occupied, 14% social rented and 11% private rented.

The average household size in Havering is 2.4 people, the same as the UK average. The Housing Needs Survey 2012 found that almost 38% of council housing stock in the borough is under-occupied, where the house has more bedrooms than the household needs, though this percentage of under occupation is likely to be much higher in the private sector as approximately 73% of market housing in Havering has 3 or more bedrooms.

Similarly, the 'owner-occupied with mortgage' section of the private sector would be expected to have a relatively high proportion of families however, in Havering, 43.9per cent of these households are single person households. This is not uncommon for the Borough residents' age profile, for example children may have grown up and left the family home.

1.3.4 Concealed Households

The Housing Needs Survey 2012 investigated concealed households in the borough. It found that there are approximately 6,500 concealed households in the Borough who are planning to move in the next three years, almost 50per cent of which require affordable housing. Due to the nature of a 'concealed' household, it is difficult to accurately judge the actual numbers in the borough. Of these concealed households planning to move in the next three years, approximately 60per cent have two or more children.

Additionally, 60.9 per cent of concealed households in the Borough earn below the national average level of £24,400. Low incomes, coupled with a low level of savings, will hinder access to the market for concealed households. As explored in the **Homelessness Strategy**, the most prevalent reason for homelessness in the Borough is '*friends or family no longer willing to accommodate*'. The high instance of concealed households in Havering, coupled with the unlikelihood that they will be able to afford the initial costs of private sector accommodation, is a logical precursor for this.

1.4 Housing Supply

This section focuses on the tangibles of housing in Havering; the property stock in the social and market sectors, the rental market in the Borough and affordability of different tenures.

- How is affordability calculated?

Affordability is calculated at housing costs at or below 33% of net income

1.4.1 Affordability

House price captured in January of:	Average property price in Havering	Lower quartile property price in Havering	Average property price in London	Median Average Gross income of Havering Residents
2007	£260,401	£173,000	£313,981	£24,717
2008	£279,923	£187,000	£350,953	£25,884
2009	£262,869	£155,250	£300,620	£26,077
2010	£247,103	£178,875	£331,722	£26,435
2011	£259,137	£175,000	£340,184	£26,506
2012	£254,889	£174,000	£348,425	£26,910

Source: Land Registry and Annual Survey of Hours and Earnings (ASHE)

The table demonstrates the fluctuating, but still high, average property and lower quartile property price in the Borough over the last six years. The median average annual income of people living in Havering has remained low, compared to London averages. This has created an increasing gap in affordability.

A manage barrier to home ownership for first time buyers in the particularly high levels of deposit required in order to secure a mortgage. Similarly, even for the cheapest entry level property, the required income is out of the reach of most concealed households in the borough. This will place additional pressure on social housing and private rented sector in the borough, as well as exacerbating the number of concealed households and is reinforced by CML data which estimates that, for those without family financial support with a deposit, the average age for a First Time Buyer has risen from 28 to 31.

1.4.2 Rental Market

The demand for rental properties has increased due to the state of the current market and the lack of mortgage availability. The lowest entry level rent cost for a 1 bedroom flat is £600 per month in Harold Wood and £700 per month for a 2-bedroom flat in Collier Row. However, 69per cent of concealed households say they could not afford to pay more than £650 per month and are therefore priced out of the private rental market. Two bedroom terraced house entry rent levels range from £825 in the Collier Row area rising to £1,125 in Upminster & Cranham. Three bedroom terraced properties cost from £800 per month in Collier Row rising to £1,150 in Harold Wood.

A sole income of at least £28,800 per annum (without Housing benefit) would be required to afford the cheapest private rental property in the Borough.

Chapter 3- Homelessness Sub-strategy

Our key priorities:

- Review our approach in dealing with the homelessness caused by parental evictions
- Research the increasing local trends of households losing their assured short hold tenancies and other rented accommodation
- Reconsider the housing options available to young single homeless people in the borough
- Investigate the apparent over-representation of residents from black and minority ethnic communities in the borough who become homeless
- Ease homelessness pressure through the Private Housing Solutions
- Establish a programme of homelessness prevention outreach work

3.1 Introduction

This is the Council's first Homelessness strategy update in five years and it comes at an important time. The uncertain national economy is placing pressure on the housing market and the Government's Welfare Reform and reduction in housing benefits are changing the focus of the Council's homelessness prevention work.

Since our last homelessness strategy the new Localism Act has led to some important housing policy changes including reforms to the way we allocate social housing and a significant shift towards using the private sector to meet housing demand.

There have been a number of notable achievements in dealing with homelessness over the past five years, particularly our strengthened role in prevention. At the same time, there are some persistent pressures that the Council will re-focus on, such as family or friend evictions, and new emerging issues including a rising number of people losing their private tenancies.

It is therefore the aim of this Homelessness Sub-strategy to build on the improvements made over the past five years and set out how we will achieve our new set of homelessness priorities across the next three years.

3.2 Homelessness: key facts and figures

The number of people who the Council have duty to make homelessness decision upon has fallen significantly over the past two years. This is mainly because the quality of homelessness prevention has improved most notably the increased range and accessibility of private rented alternatives.

As less decisions are being made because we have helped people to find alternative housing solutions through our prevention services, more decisions are being made on those where a solution could not be found. Therefore over the same two year period the percentage of acceptances against decisions has risen. However, it is still notable that in 12/13 borough's acceptance rate

was nearly half of the national average which is due to combination of robust and thorough decision-making (table1).

Table 1. Statutory homeless and acceptance rates

Description	09/10	10/11	11/12	12/13	
				Havering	England
Total decisions	929	1520	767	771	113,260
Total acceptances	128	137	226	202	53,540
% of acceptances against decisions	13.8%	9%	29.5%	26.2%	47.3%

Source: analysis of Havering P1E forms and Gov.uk statistical data

The most common reason for homelessness is eviction by a friend or family member. Since 2010/11 Havering has seen an increase in this cause of homelessness both in real terms and the proportion of overall acceptances. In 2012/13 nearly half of a total number of cases were made homeless for this reason, 16% higher than the average for England (table 2).

The number of people made homeless as a result of their assured short-hold tenancy, AST, being terminated through no fault of their own has more than doubled since our last homelessness strategy. In 2009/10 it only represented a relatively small proportion and was a lesser reason for homelessness (table 2). It is now the second most common reason and early figures in 2013/14 show the upward trend is set to continue¹.

Table 2. Statutory homelessness by reason for loss of last settled home

Description	09/10 Havering	10/11 Havering	11/12 Havering	12/13	
				Havering	England
Family and friends no longer willing/able to accommodate	42%	32%	43%	48%	32%
The need to flee domestic violence (violent relationship breakdown)	8%	20%	16%	12%	12%
loss of a assured short-hold tenancy, AST	8%	11%	15%	17%	22%
Non-violent relationship breakdown	5%	9%	3%	4%	6%
Mortgage arrears	6%	4%	3%	2%	2%
Rent arrears	5%	3%	5%	6%	3%
Loss of other rented/tied accommodation	7%	5%	5%	8%	6%
Other reasons	19%	16%	10%	3%	18%

Source: analysis of Havering P1E forms and Gov.uk statistical data

Young people are more likely to become homeless. In 2012/13, 40% of accepted applicants in Havering were age 16-24, compared to 31% nationally², and a total of around 80% were under 35 years old (table 3).

Of all 771 decisions made in 2012/13, 68% were made upon people under 35 years old. There are significant numbers of young people who have received negative homelessness decisions, mostly due to not being in priority need or being classified as intentionally homeless. Over 60% of the total 569 negative decisions were made upon people under 35 leaving them to find alternative housing solutions

Table 3. Young people and homelessness

Decisions 2012/13	total decisions	age 16-24	% of 16-24	age under 35	% of under 35
Accepted*:	202	80	39.6%	158	78.22%
Negative decisions**:	569	199	34.97%	365	64.15%
Total decisions	771	279	36.19%	523	67.83%

Source: analysis of Havering P1E forms

*accepted cases include those who were classified as: Eligible/Unintentional/in Priority/Local and Eligible/Unintentional/in Priority/Not Local

**negative decisions include cases classified as: Eligible/Homeless/Intentional/in Priority; Eligible/Homeless/Not in Priority; Eligible/ Not Homeless and Ineligible

Homeless households from Black and Minority Ethnic, BME, backgrounds are disproportionately over-represented in Havering. The recent 2011 Census reported that 12% of Havering's population are from a Black, Asian or Mixed ethnic origin³, while more than 30% of statutory homeless cases in 2012/13 came from the BME groups⁴.

Households of a Black origin are most likely to be homeless with prevalence of homelessness within the community being more than three times higher than their representation in the borough.

3.3 Responding to homelessness caused by family or friend evictions

Homelessness as a result of evictions by family or friends has consistently been the main cause of homelessness in Havering but in recent years it has become even more disproportionately higher than national and regional averages.

The housing characteristics of the borough mean that family evictions are unsurprisingly higher compared to other areas. Havering has a high proportion of family homes and less flatted accommodation compared to the national average. Higher proportions of families living within the borough will naturally mean a higher prevalence of family breakdowns and evictions.

At the same time, the Council's Housing Needs and Demand Assessment 2012 reported a significant number of concealed households⁵. These are people living in existing households who want to move to their own accommodation. The profile of these are likely to be young, either single people or couples, with or without children. This will be further compounded by uncertain national economy placing pressures on an already competitive

housing market and the Government's Welfare Reforms resulting in reduction in housing benefits which are making it even more difficult for young people to access the private sector.

All these factors mean that more-and-more young people are relying on the Council to find a home. Most young people will not be in a priority need group and the Council will have no statutory homelessness duty to accommodate them. Following recent changes to the Council's Allocation Scheme this group are facing increasing difficulty to find a home and the Homelessness Sub-strategy seeks to tackle the issues in section 8.5.

Those with priority need, usually with a child or pregnant, will potentially be subject to a full s.193 homelessness duty and offered a temporary accommodation if they have been excluded from their home, depending on the circumstances resulting in the exclusion.

The Council recognises that even with a range of homelessness prevention measures in place, there will always be some serious cases in which young people can no longer live with their friends or family through no fault of their own

It also expects that the number of people that will approach the Council over the coming years will increase because of the changes to the Allocation Policy and competition in the private rented sector.

The Council therefore proposes to re-focus its strategic approach to dealing with the reasons and impact of homelessness caused by friend or family exclusion.

It is the main cause of homelessness and prevention measures will continue to be applied on all cases. But it will review the effectiveness of these measures with particular focus on the success rates of the homelessness mediation service.

More substantively, the Council plans to explore the circumstances of young households seeking the help of our Homelessness Services. It will use recent casework and new arising cases to profile households to identify common characteristics around education, employment, financial circumstances and housing history. It will be the first stage towards targeting the causes of homelessness and establishing a way that the Council can intervene in the early reasons that lead to homelessness rather than use prevention at the latter stages.

Our key action:

- review the effectiveness and outcomes of the Council's existing mediation services and make recommendations on the future service provision
- carry out detailed research to build up a profile of homeless people approaching the Council as a result of being evicted by family or friends, including educational achievements, employment skills and housing history

- use the findings as the first stage of potential plans to design and offer a package of skills, employment and education opportunities and include this in a wider offer of housing opportunities
- target the use of the Private Housing Solutions Team (section 8.7) towards approaches made from people evicted by family or friends and who are faced with barriers to the Private Rented Sector
- link to our priority to introduce a programme of targeted action and out-reach work to this group (section 8.8)

3.4 Investigating the increasing trends of households losing their Assured Short-hold tenancies with private landlords

A number of people losing their private tenancies has risen sharply over the past three years and early figures in 2013/14 show that it now represents nearly a quarter of the overall reason for homelessness.

There are also new factors that are likely to further increase the numbers of households losing their homes in the private rented sector. There are some early indications that the Government's programme of Welfare Reforms is leading to private landlords' decisions to end the tenancies of people in receipt of housing benefit. At the same time, competitive private rented sector has meant an increasing number of households on low incomes or in receipt of housing benefit have lost their tenancy because the landlord can achieve a higher rent in the current market.

In addition to the emerging intelligence related to these new factors, it is important that we have a full understanding of why landlords are increasingly terminating tenancies in order to introduce appropriate prevention methods.

In 2013/14, the Council has planned to carry out a private rented sector research project that will help us to establish an up-to-date understanding of the market, including migration trends and property standards. Therefore, the Council will use this research, alongside examining recent casework and tracking new caseload, to develop intelligence around Assured Short-hold tenancy trends and identify the reasons why people are losing their Assured Short-hold Tenancies. It will use the information to target prevention measures.

This strategy supports the key actions in The Private Sector Housing Sub-strategy, Chapter 6, to pilot a one-year dedicated tenant and landlord advice and mediation service with particular focus on raising awareness and understanding of Welfare Reforms among local landlords and preventing homelessness

Our key actions:

- use the private rented sector research project, alongside homelessness casework, to develop intelligence around Assured

Short-hold Tenancy trends and plan homelessness prevention measures

- pilot a one-year dedicated tenant and landlord advice and mediation service with particular focus on raising awareness and understanding of Welfare Reforms among local landlords and preventing homelessness
- link to our priority to introduce a programme of targeted action and out-reach work to this group (section 8.8)

3.5 Reconsidering the housing options available to young single homeless people in the borough

By far, the majority of homelessness casework is carried out on young people. Last year in 2012/13, over two thirds of all decisions were made on people under the age of 35 and over a third related to those under 24 years old.

The levels of homelessness among young people in Havering are comparatively higher than national figures and the numbers have been rising in recent years. These trends are set to continue with the impact of the changes of the Single Room Rate under the Welfare Reforms, the private rented sector becoming increasingly competitive and as the result of the uncertain housing market.

To compound these factors, there is a shortage of shared accommodation in the borough. The Housing Needs Assessment, 2012, identified that only 1.6% of households in the borough share communal living facilities⁶. Within the Borough, there are only 31 registered Houses of Multiple Occupation⁷. This suggests that there is a significant lack of suitable shared accommodation for young people.

While the Council will continue to focus on resolving and preventing homelessness amongst young vulnerable households, there is a clear need to increase our understanding of the causes of young person homelessness and to improve the range of housing options, support and advice available to them

The Council has already begun to establish services to meet the housing needs of young people. Its new Private Housing Solutions Team, which offers a range of private rented property management services, includes the offer of shared accommodation for young people. Under the scheme, larger properties, also known as Houses in Multiple Occupation, HMOs, are leased from private landlords and the rooms are let as individual units. The accommodation is aimed at people under 35 affected by the Single Room Rate changes and young single non-priority homeless people. The Scheme was piloted in 12/13 and, subject to review, will continue to expand and meet procurement targets set throughout the term of the Sub-strategy.

Working sub-regionally – the East London Housing Partnership Single Homelessness Project

Over the past two years, we have been joint working with our partner boroughs across east London to help young, single, vulnerable people find a home through the Single Homelessness Project:

It provides money for rent deposit combined with support to help young people sustain their tenancy. By providing this period of stability, the project helps people to settle and access training and employment. It is aimed at single people who are either homeless or at risk of homelessness and who are not deemed to be in priority need for housing.

The East London Single Homelessness Project was one of six projects shortlisted for the Andy Ludlow Homelessness awards.

The Council will also appoint a Single Persons' Homelessness Officer who will take responsibility to develop and co-ordinate prevention, accommodation, advice and support service for young people. They will also contribute to the Council's plan to carry out wider research into the characteristics and causes of homelessness and assist in the strategic planning to target the issues.

Local charities and church groups in the borough have also reported a rise in the incidents of street homelessness within Havering. While there has been no recent requirement for the Council to confirm the levels of rough sleeping within the borough, we plan to monitor the situation and respond to the findings. Therefore, we will conduct a full rough sleeper count in order to gain an accurate picture of the level of street homelessness in the borough.

Our key actions:

- improve the information gathered about specific needs of young single homeless persons in order to help minimise homelessness among this group
- expand the housing options for young people through the Private Housing Solutions Team, specifically the offer of shared accommodation
- appoint a Single Persons' Homelessness Officer who will take responsibility to develop and co-ordinate prevention, accommodation, advice and support service for young people
- continue to take the lead in innovating new ways to resolve single person homelessness
- conduct a rough sleeper count to accurately judge the level of street homelessness
- link to our priority to introduce a programme of targeted action and out-reach work to this group (section 8.8)

3.6 Investigating the apparent over-representation of residents from black and minority ethnic communities in the borough who become homeless

Over the past ten years, the BME population in Havering has grown from around 5% to over 12%. Over this period, the levels of homelessness among BME communities have remained disproportionately high at around three times higher than population levels.

The Council is now committed to identify the continued reasons of the homelessness among BME groups and the characteristics of the BME households.

The plan is to use the information to tackle the causes through a programme of targeted action and out-reach work where appropriate. We will also systematically monitor a number of BME homelessness cases to ensure that the appropriate focus is given to putting in place suitable housing options.

Our key actions:

- determine reasons for homelessness of BME cases by reviewing initial applications
- identify ways to intervene and develop measures to prevent homelessness among BME communities
- closely monitor overtime changes to the number and proportion of BME applications
- link to our priority to introduce a programme of targeted action and out-reach work to this group(section 8.8)

3.7 Easing homelessness pressure through Private Housing Solutions

In 2012 the Council set up its Private Housing Solutions Team, PHST. The services of the PHST are linked to range of activities planned across all of the Sub-strategies but it has a key role in meeting housing demand arising from homelessness casework and in the prevention of homelessness.

How does the Private Housing Solutions Team help ease homelessness pressure?

- It uses leased accommodation from the private sector to provide temporary accommodation for homeless people
- It manages properties on behalf of landlords that are made available to people who are facing barriers to finding a rented home
- It sources and manages shared accommodation that is offered to young vulnerable people in housing difficulty
- It offers specialist housing advice, support and homelessness prevention measures for people living in the private sector affected by

the welfare reforms or facing repossession because of mortgage arrears

The PHST is directly linked through referral arrangements with the Council's Housing Advice and Homelessness Team to offer alternative housing options, prevent homelessness and avoid casework where appropriate.

Our key actions

- meet targets set within annual Service Plans, across the term of the Sub-strategy, to acquire accommodation from the private rented sector to meet housing demand arising from homelessness casework and referrals, including HMOs
- provide specialist housing advice to people affected by the impact of the Government's Welfare Reforms to help them remain in their home or find alternative suitable accommodation
- provide specialist advice to homeowners faced with repossession, as a result of mortgage arrears, to remain in their homes through schemes such as the Mortgage Rescue Scheme or to help them find alternative accommodation

3.8 Establishing a programme of homelessness prevention outreach work

We plan to take a more innovative approach to providing housing and homelessness advice in the borough. Using the findings identified from the information and research carried out through the development of this Sub-strategy and in partnership with relevant organisations, we intend to introduce a programme of outreach homelessness prevention work to target areas of potentially 'high-risk' homeless groups. This could be conducted through a surgery-form approach or targeted information based on the demographic profile of the local population and the structure of the housing market.

For example, we plan to target:

- ethnic groups who are over-represented in the statutory homeless category, such as the black community
- areas where homelessness as a result of evictions from friends or family are disproportionately high
- parts of the borough or particular property types or standards where there is high concentrations of people losing the Assured Short-hold Tenancies

Our key action:

- develop a programme of outreach homelessness prevention work through a surgery-form approach based on the demographic profile of the local population and the structure of the housing market

Action Plan Summary: Homelessness Sub-strategy

Priority	Actions	Time scales		
		13/14	14/15	15/16
Priority 1: Review our approach in dealing with the homelessness caused by parental evictions	1a. review the effectiveness and outcomes of the Council's existing mediation services and make recommendations on the future service provision			
	1b. carry out detailed research to build up a profile of people approaching the Council because they have been evicted by family or friends, including educational achievements, employment skills and history.			
	1c. use the findings as the first stage of potential plans to design and offer a package of skills, employment and education opportunities and include this in a wider offer of housing opportunities			
	1d. target the use of the Private Housing Solutions Team (priority 5) towards approaches made from people evicted by family or friends and who are faced with barriers to the Private Rented Sector			
	1e. link to our priority to introduce a programme of targeted action and out-reach work to this group (priority 6)			
Priority 2: Research the increasing local trends of households losing their assured short hold tenancies and other rented accommodation	2a. use the private rented sector research project, alongside homelessness casework, to develop intelligence around Assured Short-hold tenancy trends and plan homelessness prevention measures			
	2b. pilot a one-year dedicated tenant and landlord advice and mediation service with particular focus on raising awareness and understanding of Welfare Reforms among local landlords and preventing homelessness			
	2c. link to our priority to introduce a programme of targeted action and out-reach work to this group (priority 6)			

Priority 3: Reconsider the housing options available to young single homeless people in the borough	3a. improve the information gathered about specific needs of young single homeless persons in order to help minimise homelessness among this group			
	3b. continue to take the lead in innovating new ways to resolve single person homelessness			
	3c. expand the housing options for young people through the Private Housing Solutions Team, specifically the offer of shared accommodation			
	3d. appoint a Single Persons' Homelessness Officer who will take responsibility to develop and co-ordinate prevention, accommodation, advice and support service for young people			
	3e. conduct a rough sleeper count to accurately judge the level of street homelessness			
	2f. link to our priority to introduce a programme of targeted action and out-reach work to this group (priority 6)			
Priority 4: Investigate the apparent over-representation of residents from black and minority ethnic communities in the borough who become homeless	4a. determine most common reasons for homelessness of BME cases by reviewing initial applications,			
	4b. use the findings as the first stage of potential plans to design and offer a package of skills			
	4c. use the findings as the first stage of potential plans to design and offer a package of skills			
	4d. link to our priority to introduce a programme of targeted action and out-reach work to this group (priority 6)			

Priority 5: Ease homelessness pressure through the Private Housing Solutions	5a. meet targets set within annual Service Plans, across the term of the Sub-strategy, to acquire accommodation from the private rented sector to meet housing demand arising from homelessness casework and referrals, including HMOs			
	5b. provide specialist housing advice to people affected by the impact of the Government's Welfare Reforms to help them remain in their home or find alternative suitable accommodation			
	5c. provide specialist advice to homeowners faced with repossession, as a result of mortgage arrears, to remain in their homes through schemes such as the Mortgage Rescue Scheme or to help them find alternative accommodation			
Priority 6: Establish a programme of homelessness prevention outreach work	6a. develop a programme of outreach homelessness prevention work through a surgery-form approach based on the demographic profile of the local population and the structure of the housing market			

References:

1. According to the analysis of P1E form for the first quarter of 2013/14 where landlords ending ASTs accounted for 24.4% of accepted homeless cases in given period
2. Homeless households in priority need accepted by local authorities, by age of applicant, table 781, available at: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/205229/Table_781.xls
3. Neighbourhood Statistics, ONS, tables: **Ethnic Group, 2011 (KS201EW) and Ethnic Group, 2001 (KS06)**, available at: <http://neighbourhood.statistics.gov.uk>
4. According to P1E analysis and <http://neighbourhood.statistics.gov.uk/dissemination/>

Ethnic Group	Total Population Census 2011*		Prevalence of homelessness acceptances	
	Number	%	2012/13 No.	%
White	207,949	87.70%	136	67.30%
Black	11,481	4.80%	31	15.35%
Asian	11,545	4.90%	11	5.45%
Mixed	4,933	2.10%	19	9.40%
Other or not stated	1,324	0.50%	5	2.50%
total	237,232		202	

5. London Borough of Havering: *Housing Needs and Demand Assessment*, 2012, DCA
6. London Borough of Havering: *Housing Needs and Demand Assessment*, 2012, DCA
7. Local Authority Housing Statistics (LAHS) 2013

Chapter 4- Affordable Housing Development Sub-strategy

Our key priorities:

- Sustain the current level of supply of affordable housing for Havering residents
- Maximise inward investment in new affordable housing development
- Ensure that the affordable housing products on offer are affordable to Havering residents
- Provide the right size new housing to tackle under-occupation across all tenures
- Enhance Havering residents' access to affordable home ownership within the borough
- Develop new supported housing to meet the needs of Havering residents
- Identify redundant HRA land and/or assets which can be better used to provide new homes and support estate regeneration

4.1 Introduction

The Council needs to build more houses that are affordable for local people. Over the past five years 1770 affordable homes¹ have been completed, with over 900 built in the last two years. In 2011/12 more than a half of all new house-building were affordable developments and early figures for 2012/13 suggest that this trend is set to continue.

Despite this recent upturn in affordable local development we still need to do more to respond to the increasing demand for affordable options.

What is affordable housing?

Social rented, affordable rented and intermediate housing, provided to eligible households whose needs are not met by the market. Eligibility is determined with regard to local incomes and local house prices².

Our Housing Needs and Demand Assessment³ concluded that we would have to build 1288 affordable homes each year over the next five years to meet the borough's total demand. The Council accepts that this is an unrealistic theoretical requirement but also recognises that, with increasing demand, we have to set ourselves an ambitious target for affordable houses development. So the Council's has planned to deliver 750 new affordable homes through its Affordable Housing Development Programme over the next three years.

Table 1: Affordable houses completed over the past 5 years and Affordable Housing Development Programme for the next three years

	Rented products*	Shared ownership products	Total
2008/09	345	200	545
2009/10	87	56	143
2010/11	147	31	178
2011/12	339	87	426
2012/13	436	42	478
2013/14 target	175	75	250
2014/15 target	150	100	250
2015/16 target	125	125	250

**including social rent, affordable rent and intermediate rented housing*

Source: London Borough of Havering Homes and Housing database

Alongside maximising the number of affordable homes, we have to ensure that the affordable housing market is balanced, and provides the types, sizes and specially adapted houses that reflect future housing demand. We must make sure that the supply of new affordable housing is designed to meet the needs of local people.

The Council is actively using planning obligations⁴ to influence the nature of new developments. Planning obligations can be used to ensure that a percentage of new build developments are affordable options and to encourage a development of specific property types and sizes that are in high demand in order to rebalance the market and meet demand.

4.3 The demand for Affordable Housing: facts and figures

The Housing Need and Demand Assessment, 2012, identified that a total of 6650 households will require an affordable housing option over the next three years.

It reports that 3366 of these households already have a home but are planning to move. 2541 of existing households require social rented accommodation and 452 could access an affordable rented option, based on 80% of current market prices. It concluded that 373 could afford a shared-ownership product. Across the range of these requirements, 73% require 1 and 2 bed properties and 25% 3 bed properties.

The assessment also reported that a further 3284 concealed households will require an affordable option within next three years; these are people who are living within an existing household but want to move to their own

accommodation. Of those, 2544 intend to move to social rented accommodation and 780 could afford a part-rent part-buy product. Across the range, 56% need a 1 bedroom property, 31% a two bedroom and 13% a three bedroom home.

Based on this information and in order to rebalance the housing market, the Housing Needs and Demand Assessment recommended

- That 50 % of all new affordable development should be for rental products and 50 % to be intermediate housing, primarily shared ownership
- That 75% of the rented provision should be one or two bedroom accommodation and 25% three or four bedrooms
- That the intermediate options, which will mainly be shared-ownership products, with a recommended split of 40:40:20 for one, two and three bedroom accommodation respectively

The Council is proposing to put forward these recommendations during a development of the new planning policies.

4.4 Sustaining the current levels of supply, which is at least 250 units annually, of affordable housing for Havering residents.

London is an expensive place to live and while property prices and land values in Havering are relatively more affordable than in other London boroughs, private housing is still out of reach for many of our residents. In order to ensure that the needs of all of our residents are met the delivery of new affordable housing is a key priority to the Council.

Land availability, limited and highly competitive central-Government funding opportunities and the need to protect the characteristics of the borough mean that the annual affordable housing requirement of 1288 calculated by the Housing Needs Assessment is unachievable. However, better planned delivery based on up-to-date needs analysis and future trends can address the mismatch in supply and enhance outcomes. For example, building homes to encourage older people to down-size from social or private sector properties will free-up larger council homes and stimulate the private sector market.

In recent years, new affordable housing has been built in partnership with select housing associations known as Preferred Partners. There are currently seven Preferred Partner housing associations working with the Council: Circle, East Thames, Estuary, Family Mosaic, Notting Hill, One Housing Group and Swan. They have been selected to ensure that we deliver the best possible quality of new housing. They are recognised by the HCA and GLA as some of the best performing housing associations and are therefore able to maximise access to Government development funding opportunities.

The Preferred Partner Housing Agreement means that:

- The Council has access to nomination rights in excess of those it is entitled to under the sub-regional nominations protocol

- Only the best performing Registered Providers will be working with the Council to build new affordable housing
- We will be able to closely monitor their performance
- All new affordable housing in the borough will be built to the current standards set by the HCA and GLA and wherever possible exceed them
- The highest quality of design, particularly in landmark locations, will be pursued
- There will be a continued commitment to involve residents in the management of their own homes

How do we fund future plans for affordable development

Our plans for building more affordable homes for local people need to be set against the future funding opportunities.

All of our preferred partners have secured funding through the Government's current annual Affordable Homes Programme. The Council works together with our partners to identify local affordable housing development opportunities and negotiate funding for the schemes. The Affordable Homes Programme also offers one-off, targeted funding opportunities where collaborative bids are made with our partners. The Council's recent success in bidding for these funding opportunities and the efficient delivery will further enhance access to future funding streams.

New affordable housing development can also be delivered through Section 106 planning agreements or through commuted sums towards more viable schemes. The Council also plans to make better use of redundant Housing Revenue Account, HRA, land and/or assets which can be better used to provide new homes.

For the first time in many years, the Council is building new accommodation under our Local Authority New-build Programme. The recent reform to the financing of Council housing means that local authorities can use resources with their Housing Revenue Accounts to develop their own housing. While the majority of homes in Havering's Affordable Housing Development Programme will be built by housing associations we intend to take advantage of these new opportunities.

The Council will also develop a programme to encourage residents to participate in building their own properties through the use of the self-build schemes where it does not compromise viability and value for money. These not only provide accommodation but also help train local residents in key building services to maximise future employment opportunities.

Action Points:

- review the Registered Preferred provider arrangements to ensure the Council gain maximum value for those Housing Associations wishing to develop in the Borough

- In partnership with the Council's Planning Team, consider adopting the tenure and size targets proposed by the 2012 Housing Needs survey
 - agree a target for affordable homes for rent to be developed from all sources of 175 units in Year 1 of the strategy being 70% of all affordable housing development
 - 150 units in Year 2 of the strategy being 60% of all affordable housing development
 - 125 units in Year 3 of the strategy being 50% of all affordable housing development
- develop a programme to encourage residents to participate in building their own properties through the use of the self-build schemes where scheme viability permits.

4.5 Maximising inward investment in new affordable housing development

Limitations in grant funding, including the Affordable Homes Programme, have required Councils, housing associations and developers to seek alternative means to fund house-building to meet the increasing affordable housing need.

Changes to the Housing Revenue Account has fundamentally changed the way that Council housing is financed and presents a unique opportunity for Havering to build new homes. We have completed the accreditation of the Council as a GLA Investment Partner and received funds to support Council led development.

In addition to this, the Council has commissioned an examination of different funding and delivery models that may have potential to promote and advance new residential development. These include a range of ways in which additional third-party investment may be leveraged to support such development and the benefits of investment of its own land assets.

Action Points:

- use the accreditation of the Council as a GLA Investment Partner to actively bid for funds to support Council led development
- when financially realistic, evaluate the potential of using resources within the HRA to fund new housing development without compromising investment requirements to improve existing Council stock
- work in partnership with the Council's Planning Team to look at options of seeking commuted sums below current thresholds without impacting on scheme viability
- encourage Housing Associations to invest in the borough to support our affordable housing development priorities.
- continue to investigate alternative funding models for affordable housing.

4.6 Ensuring that the affordable housing products on offer are affordable to Havering residents.

The continued growth of the Council's Affordable Housing Development Programme has led to increased number and range of affordable housing products. At the same time, wage growth has been consistently below the level of inflation for the last four years and the uncertain impact of the Welfare Reforms is putting unprecedented levels of pressure on households' incomes.

Our partner housing associations rely on income from rents and sales of affordable products to provide ongoing services and to subsidise future developments. We must therefore ensure that they offer products that people in living in Havering can afford. So, in order to maximise accessibility to the affordable housing, the Council will use and update information in the Housing Needs Assessment to compile an accurate Affordability Study among households looking to move. This will also include a review of affordability measures used to inform shared ownership products. The information will be gathered from a range of sources and be used to inform the development of new affordable housing throughout the borough.

The introduction of the Affordable Rents product in 2011 means that rents of new homes built by housing associations can be set up to 80% of the local market rental prices. While initial research and experience has found that this new model can be considered affordable in Havering, it is important to continually review and monitor the rents being charged, particularly for larger properties. Since the introduction of Affordable Rents we have supported our Preferred Partners to implement the new product but we need to ensure that the new rent structure remains at agreed levels and that our residents can afford these rents. More specific analysis is being conducted into the impact of the Government's Welfare Reforms on the Affordable Rent policy in Havering.

Action Points:

- using a range of sources, carry-out an up-to-date Affordability Study among households looking to move to affordable housing and review affordability measures for shared ownership sales
- use the findings to inform the development of new affordable housing in the borough
- keep the Council's Affordable Rent policies under review, particular in the light of welfare reform to ensure that affordable housing products available in Havering are affordable for local people and in-line with the incomes levels across the borough

4.7 Providing new housing to tackle under-occupation across all tenures

The number of older people in the borough with health related issues has reached unprecedented levels and is continuing to rise⁵. While there is a Council-wide approach to help older or vulnerable to remain in their homes if they wish to do so, we need to support and encourage others to move to smaller, more suitable accommodation, regardless of their tenure. The

problem is that there is a significant lack of social or private alternative housing options for under-occupiers who wish to downsize.

There is a high demand for larger family-sized social housing in Havering and, at the same time, there are a large number of larger council properties that are currently under-occupied. By building smaller homes that meet the aspirations of under-occupiers including rental and shared ownership products, it will free-up larger family homes to meet demand on the Council's Housing Register.

Under this approach, the provision of one new unit will result in two households moving into a home more suitable for their needs.

As well as using the potential under the Affordable Housing Development Programme to build new flats and bungalows to encourage downsizing, the Council will also seek opportunities under other planned programmes including the Sheltered Housing Modernisation Programme, the use of the Hidden Homes programme, Local Authority New-build Schemes and low-value Council-owned land opportunities.

The provision of new affordable housing for older people will be aimed at council tenants who are under-occupying their current home. However, the Council recognises that the high levels of under-occupation are reflected in the private sector. We are committed to enabling the shift from under-occupation in the private sector as it will have a positive impact on the local housing market. We will therefore work with the Council's Planning Team to support and encourage the development of smaller homes.

Action Points:

- use the Affordable Housing Development Programme to build smaller homes that meet the aspirations of people under-occupying their accommodation
- use the Sheltered Housing Modernising Programme and Hidden Homes Programme to offer good quality smaller homes that are attractive to under-occupiers
- seek opportunities to build homes for older people under-occupying tenancies through the Local Authority New-build programme
- utilise land of low value belonging to Housing Services to develop homes for older people
- work with the Council's Planning Team to support and encourage the development of smaller homes that meet the needs of older people in Havering
- ensure that all new builds for elderly are life time homes that can be easily adapted to meet future mobility needs and are easily maintained

4.8 Enhancing Havering residents' access to affordable home ownership within the borough

Many people are out-priced of the housing market by inflated house prices and lack of deposit.

The affordability study of first-time buyers in the Housing Needs Assessment found that a significant number of people in the borough were being prevented from buying their first home. This is being caused by the impact of the current uncertainty around housing market and the unstable national economy meaning that the level of house purchase deposits has increased to unaffordable levels.

Low savings levels amongst the general population and those who registered on First Steps have been widely recognised. Locally, the Housing Needs Assessment showed that Havering residents had less than £5,000 in savings⁶. Further analysis showed that a significant proportion of people renting either private or social housing, around 86%, have savings below £5000. As a result, more than half of new shared-ownership properties are being sold to people outside of the borough.

It is a priority for the Council to influence the development of new shared-ownership housing to make sure it is affordable for local people.

It is also important to ensure that future shared-ownership products in Havering give priority to local people and we will work alongside our partner housing associations to implement ways to achieve this.

In order to maximise awareness and accessibility to shared ownership schemes in the borough, the Council is planning to significantly strengthen its role promoting and marketing the options.

We are proposing to set up a Property Shop that will offer a high-street location to advertise and promote both rental and shared-ownership options. The Property Shop will be operated by the Council's Private Housing Solutions Team who will also lead on a range of other marketing events and promotion through the borough's website in collaboration with housing associations and potentially mortgage providers and financial advisors.

Action points

- use the housing register, housing needs survey and external sources to research and recommend the models of shared ownership which are affordable to local residents
- support and promote schemes that allow people to save for a deposit e.g. Lend a hand scheme, intermediate rent programmes
- use the Local Authority New-build Programme to develop housing for shared ownership
- achieve the target set for intermediate homes (set out in table 1) that will be primarily shared ownership products
- require Housing Associations to adopt cascades that give first priority to Havering residents on shared ownership schemes
- use the establishment of the Council's proposed new Property Shop to promote low cost home ownership schemes such as shared ownership
- hold regular shared ownership events in collaboration with RP's, mortgage providers and financial advisors

- improve the Council's website and ensure appropriate links to external web portals holding details of shared ownership properties available to purchase.

4.9 Developing new supported housing to meet the needs of Havering residents

One of the Council's corporate ambitions is to increase the options available for individuals and households with supported housing needs. There is an increasing emphasis from Central Government to deliver supported housing options in order to enable more households to live independently and ensure that affordable options are available to people with specific needs.

Traditional residential care solutions are being replaced by more independent housing solutions collectively known as supported housing. Supported housing has the advantage that care and support can be tailored to meet the needs of the client. Supported housing not only increases the housing options available to vulnerable residents, it also delivers savings to the authority through the separation of housing and care costs while ensuring that households are adequately housed and supported.

The rate of new supported housing development in Havering has increased in recent years. Improved partnership arrangements between the Housing Service and Social Service Commissioning Teams have meant that new supported schemes have been built to meet the identified need. However, the Council recognises that there is still potential to develop information sharing between the lead services and to improve a shared understanding supply and demand for support housing.

The Council's wider strategic plan to meet the housing requirements of people with support needs and our detailed action plan can be found in the Supported Housing Sub-strategy (chapter 7).

Action points:

- these action points are directly linked to the Chapter 7- Supported Housing Sub-strategy. The key priorities that tie Supported Housing to the development of Affordable Housing are:
 - *7.4 Working with Adult Social Care and Children Services to develop a needs database to inform the development of future supported housing*
 - *7.6 Promoting partnership and working with existing supported housing providers in the borough*
 - *7.7 Improving housing options for people with learning disabilities*
 - *7.8 Developing supported housing options for Young Persons with a particular focus on those aged between 16 and 17 years old*

4.10 Identifying redundant Housing Revenue Account, HRA, land and/or assets which can be better used to provide new homes and support estate regeneration

The Council's new build target of 250 units per year means that we need to assess the potential for new build affordable development that arises. Therefore, we will undertake a full review of the HRA land and/or assets to identify opportunities to for making better use of such land to provide new homes.

We will continue to find opportunities through HRA Hidden Homes Programme and use ongoing estate regeneration schemes such as Briar Road to develop new homes in partnership with housing associations through the Council's Local Authority New-build Programme.

Actions points:

- undertake a full review of HRA land and/or assets to identify opportunities to provide new homes
- continue to find conversion and new build opportunities through the Hidden Homes Programme
- utilise opportunities on estate regeneration schemes such as the Briar Road and Hidden Homes schemes to develop new homes in partnership with housing associations or through the Council's Local Authority New-build Programme.

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Action Plan Summary: Affordable Housing Development Sub-strategy				
Priority	Actions	Time scales		
		13/14	14/15	15/16
Priority 1: Sustain the current level of supply of affordable housing for Havering residents	1a. Review the Registered Preferred provider arrangements to ensure the Council gain maximum value for those Housing Associations wishing to develop in the Borough			
	1b. In partnership with the Council's Planning Team, consider adopting the tenure and size targets proposed by the 2012 Housing Needs survey -Agree a target for affordable homes for rent to be developed from all sources of 188 units in Year 1 of the strategy being 70% of all affordable housing development -168 units in Year 2 of the strategy being 60% of all affordable housing development -125 units in Year 3 of the strategy being 50% of all affordable housing development			
	1c. Develop a programme to encourage residents to participate in building their own properties through the use of the self-build schemes where scheme viability permits			
Priority 2: Maximise inward investment in new affordable housing development	2a. use the accreditation of the Council as a GLA Investment Partner to actively bid for funds to support Council led development.			
	2b. when financially realistic, evaluate the potential of using resources within the HRA to fund new housing development without compromising investment requirements to improve existing Council stock			
	2c. work in partnership with the Council's Planning Team to look at options of seeking commuted sums below current thresholds without impacting on scheme viability			
	2d. encourage Housing Associations to invest in the borough to support our affordable housing development priorities.			
	2e. continue to investigate alternative funding models for affordable housing			
Priority 3: Ensure that the affordable housing products on offer are affordable to Havering residents	3a. using a range of sources, carry out an up-to-date Affordability Study among households looking to move to affordable housing and review affordability measures for shared ownership sales			
	3b. use the findings to inform the development of new affordable housing in the borough.			

	3c. keep the Council's Affordable Rent policies under review, particular in the light of welfare reform, to ensure that affordable housing products available in Havering are affordable for local people and in-line with the incomes levels across the borough			
Priority 4: Provide new housing to tackle under-occupation across all tenures	4a. use the Affordable Housing Development Programme to build smaller homes that meet the aspirations of people under-occupying their accommodation			
	4b. use the Sheltered Housing Modernising Programme and Hidden Homes Programme to offer good quality smaller homes that are attractive to under-occupiers			
	4c. seek opportunities to build homes for older people under-occupying tenancies through the Local Authority New-build Programme			
	4d. utilise land of low value belonging to Housing Services to develop homes for older people			
	4e. work with the Council's Planning Team to support and encourage the development of smaller homes that meet the needs of older people in Havering			
	4f. ensure that all new builds for elderly are life time homes that can be easily adapted to meet future mobility needs and are easily maintained			
Priority 5: Enhance Havering residents' access to affordable home ownership within the borough	5a. use the housing register, housing needs survey and external sources to research and recommend the models of shared ownership which are affordable to local residents			
	5b. support and promote schemes that allow people to save for a deposit e.g. Lend a hand scheme, intermediate rent programmes			
	5c. use the Local Authority New-build Programme to develop housing for shared ownership			
	5d. achieve the target set for intermediate homes (set out in table 1) that will be primarily shared ownership products			
	5e. require Housing Associations to adopt cascades that give first priority to Havering residents on shared ownership schemes			
	5f. use the establishment of the Council's proposed new Property Shop to promote low cost home ownership schemes such as shared ownership			
	5g. hold regular shared ownership events in collaboration with RP's, mortgage providers and financial advisors			
	5h. improve the Council's website and ensure appropriate links to external web portals holding details of shared ownership properties available to purchase.			

Priority 6: Develop new supported housing to meet the needs of Havering residents	6a. these action points are directly linked to the Chapter 7 – Supported Housing Sub-strategy. The key priorities that tie Supported Housing to the development of Affordable Housing are: -7.4 Working with Adult Social Care and Children Services to develop a needs database to inform the development of future supported housing -7.6 Promoting partnership and working with existing supported housing providers in the borough -7.7 Improving housing options for people with learning disabilities -7.8 Developing supported housing options for Young Persons with a particular focus on those aged between 16 and 17 years old			
Priority 7: Identify redundant HRA land and/or assets which can be better used to provide new homes and support estate regeneration	7a. undertake a full review of HRA land and/or assets to identify opportunities to provide new homes			
	7b. continue to find conversion and new build opportunities through the Hidden Homes Programme			
	7c. utilise opportunities on estate regeneration schemes such as the Briar Road and Hidden Homes schemes to develop new homes in partnership with housing associations or through the Council's Local Authority New-build Programme			

References:

1. According to London Borough of Havering Partnership and Development Team Database
2. *National Planning Policy Framework*, 2012, CLG, available at: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf
Definitions of affordable housing products according to NPPF:
“Social rented housing is owned by local authorities and private registered providers [...], for which guideline target rents are determined through the national rent regime. It may also be owned by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Homes and Communities Agency.
Affordable rented housing is let by local authorities or private registered providers of social housing to households who are eligible for social rented housing. Affordable Rent is subject to rent controls that require a rent of no more than 80% of the local market rent [...].
Intermediate housing is homes for sale and rent provided at a cost above social rent, but below market levels [...] These can include shared equity (shared ownership and equity loans), other low cost homes for sale and intermediate rent, but not affordable rented housing.”
3. *Housing Needs and Demand Assessment* (2012), DCA
4. *Planning Obligations Supplementary Planning Document*, 2013, London Borough of Havering Local Development Framework, available online
5. *Chapter 10: Supporting Vulnerable Adults and Older People*, Havering JSNA 2011/12, available at: <http://www.haveringdata.net/research/jsna.html>
6. *Housing Needs and Demand Assessment* (2012), DCA

Chapter 5 - Older Persons Housing Sub-strategy

Our key priorities:

- Carry out localised research into older people's housing needs and aspirations
- Assist older people to remain in their own home and live independently
- Provide assistance to anyone wishing to downsize into smaller accommodation, regardless of tenure
- Reassess the level of need for Extra Care housing in the borough
- Implement a Sheltered Housing modernisation programme that reflects up-to-date expectations and demand
- Develop new housing suited to the needs and aspirations of older persons in all tenures

5.1 Introduction

This is the London Borough of Havering's first dedicated Older Persons Housing Sub-strategy. It provides an ambitious set of housing priorities that respond to the growing challenges associated with an aging population.

It has been developed at the same time as other housing Sub-strategies, some of which refer to older people housing initiatives such as the development of Extra Care Housing and Equity Release. This Sub-strategy aims to capture and consolidate the complete range of housing priorities and proposed actions to meet the needs of older people.

It ultimately aims to set up a variety of options available across all tenures to ensure that our older residents have a real choice of safe, affordable accommodation that is suited to their needs.

5.2 Older population: main facts and figures

Census 2011¹ reports that Havering still has the highest proportion of older people of any London Borough.

17.8% of the population in Havering is over 65.

According to the ONS Subnational Population Predictions² the over 65 population in Havering is expected to grow significantly in the future:

The population age 65 and over in Havering is estimated to increase by 16% by 2021 and account for nearly 50,000 people. The population age 90 and over is expected to grow the fastest, increasing by 70% by 2021.

The Housing Needs and Demand Assessment 2012³, reveals that 73% of older people own their home without a mortgage. The study also indicates that 85% of respondents' age over 65 declared equity ownership of over £100,000 and 41% stated they had savings over £50,000. Despite many elderly residents having significant equity, they are often cash-poor, with 45% having

savings of less than £5,000. The prevalence of low-savings among people over 65 is disproportionate among private renters, over 75%, and council tenants: 55%, who have savings less than £5,000. Generally, the over 65s are most likely to be under-occupying, with a home which is larger than they need.

According to the Joint Strategic Needs Assessment 2011/2012⁴, 49% of older people, aged 65 and over in Havering have a long term limiting illness where long term illness is considered to last 12 months or longer. It has been projected by POPPI⁵ that by 2020, in Havering, there will be an estimate of 22,691 people with a limiting long-term illness who are age 65 and over.

5.3 Carrying out localised research into older people's housing needs and aspirations

We know that Havering still has the highest proportion of older people of any London Borough and that a majority of them own their home without a mortgage and with significant equity over £100,000. It has been also recognised that most of these are living in accommodation with three or more bedrooms and that nearly half have a long-term limiting illness.

What we need to know is how many older people want to move but can't find a home that meets their requirements. We would like to establish whether a decision to stay at home in later life reflects older people's actual preference or is a result of a lack of alternative options available.

The recent Housing Needs and Demand Assessment provided a broad overview of future older person housing need over the next three years and based on implied households. However, we want to conduct more detailed research into the local housing needs of older people based on what the Council currently offers and establish what we or the private sector needs to offer.

Plans for localised older persons housing research

The Council is planning to carry out a research project into the local housing needs, aspirations and financial circumstances of older people in order to determine what tenure, type, size and location of housing would enable them to move to alternative accommodation.

At the same time, we want a fully informed, up-to-date understanding of what products are needed to help people remain living independently at home if they wish to do so.

This information will help us achieve many of the aims of the strategy in particular to:

- help older people remain living at home as long as they wish
- re-assess the demand for Extra Care housing
- find out what types of Sheltered Housing is required by older people in Havering
- plan new older persons housing development led by the social and private sectors

Our key actions:

- carry out an older person housing need and aspiration research project
- use the outcome of the research to inform development of our Older People Sub-strategy and specific priorities within the strategy
- cooperate with Council's Planning Team and Adult Social Care to provide new housing options and full range of advice for older residents

5.4 Assisting older people to remain in their own home and live independently

There are many benefits for older people remaining in their own homes, including an existing support network, maintained independence and quality of life. As the population of older people in Havering rises, so does the percentage of older residents requiring care. The cost of Residential Care accounts for a large percentage of the annual Adult Social Care budget and where savings can be made, alongside the benefits to the residents, the ultimate aim should be to enable older persons to remain in their own homes as long as they desire.

Chapter 6 – Private Housing Sector Sub-strategy sets out how the Council will specifically prioritise helping older homeowners to improve and maintain their homes, it also establishes a range of actions to achieve this; homeowners make-up by far the largest older people tenure group in the borough.

It is the purpose of this strategy to make the link to those actions and therefore provide a complete set of older person housing-related plans across all tenures.

The development of this strategy and the implementation of recent older person housing initiatives have highlighted an increasing range of services and schemes designed to help the older population in Havering. It also highlighted a lack of co-ordination between these services and the need to improve public awareness of them.

We are proposing to provide a single access point for older people across all tenures that require a housing related service. The Council Private Housing Solution Team, PHST, currently offer services to home-owners who need help and support to remain living independently in their home but we plan to expand this service across all tenures and all housing options. As part of this we will consider the benefits of a dedicated Older Person Specialist Housing Advisor with responsibility to:

- provide advice and support to older people across all housing options including social rent, home-ownership, downsizing and improvements or adaptations in the home
- assess and advise on the suitability of referrals to Extra Care or Sheltered Housing accommodation and other future older person housing options

- be a key link between the existing range of external services across the borough including the London Rebuilding Society, Papworth Trust and DABD
- lead on the promotion and marketing of all these services

Our key actions:

- make direct links to Chapter 6 – Private Sector Housing Strategy section 6.7 *Responding to housing needs of older and vulnerable people in the private sector.*
- provide a single access point to a wide range of housing related advice for older people across all tenures
- consider the benefits of a dedicated Older Person Specialist Housing Advisor with responsibility to provide advice and support to older people who want to access housing related services

5.5 Providing assistance to anyone wishing to downsize into smaller accommodation, regardless of tenure

It is a priority to support older people in their own homes as far as possible, as long as they are willing and able to do so. However, many older people in the borough are under-occupying across all tenures and the maintenance of houses too big for their needs can be a burden. Therefore, we want to make downsizing as easy as possible. While the Council has relative influence in the social sector, it will need to be innovative to overcome limitations in its role of enabling owner-occupiers to move to a smaller home.

The Council is committed to enabling the shift from under-occupation in the private sector as it will have a positive impact on the local housing market alongside social benefits. Therefore, together with our Planning Team we will consider the potential of building homes that older owner-occupiers would consider downsizing to, through the Affordable Housing Programme. We will also consider new initiatives such a FreeSpace Scheme.

What is Freespace?

The scheme could enable the Council to use properties that are privately owned by older residents who are over 60 and would like to move. These properties could be leased by the Council on a long-term basis to meet the increasing need for family accommodation in the borough.

In exchange, the Council may offer the homeowner a range of housing options to enable them to move into alternative, more suitable accommodation, either in the social or private sector depending on their individual circumstances.

Our key actions:

- look at the potential of using the Council's affordable development programme to build accommodation that is the size, type and location

that will encourage and enable older people, regardless of tenure, to downsize

- investigate the possibility of a Freespace scheme
- continue to promote national and local downsize incentives for social housing tenants.

5.6 We want to reassess the level of need for Extra Care housing in the borough.

What is Extra Care housing?

Extra Care Housing is housing designed with the needs of frailer older people in mind and with varying levels of care and support available on site. People who live in Extra Care Housing have their own self contained homes, with additional facilities and support where required.

The Housing Needs and Demand Assessment, 2012 indicated a lack of understanding of older person housing options among Havering residents, particularly unfamiliarity with Extra Care Housing.

We want to know how many older people in Havering need or wish to move to Extra Care Housing but, before we measure it, we need to make sure older people in Havering understand what Extra Care is.

It is a priority for the Council to ensure that the future development of Extra Care Housing is based on up-to-date, accurate needs analysis that reflects informed aspirations of older people living in the borough. We plan to work with Adult Social Care and use housing data to update the Extra Care Housing Needs Model and support the Extra Care Housing Strategy⁶. We want to identify the demands for Extra Care Housing in the borough and develop and implement a Consultation and Marketing Strategy to widely promote the awareness and understanding of Extra Care Housing among potential service users and practitioners.

Our key actions:

- use the proposed older person research project to measure the understanding of Extra Care accommodation and map the demand
- review the marketing methods of Extra Care Housing based on the Council's recently developed Extra Care Schemes including Dreywood Court⁷
- in conjunction with this information, utilise Adult Social Care and Homes and Housing data to update the Extra Care Housing Needs Model to recalibrate the demand
- develop and implement a Consultation and Marketing Strategy to promote the awareness and understanding of Extra Care Housing.

5.7 We will implement a Sheltered Housing Modernisation programme that reflects expectations and demand

What is Sheltered Housing?

Sheltered housing is designed to make life a little easier for older people, with the option of a Mobile Support Worker and features like lowered worktops or walk-in showers.

The properties are mainly self-contained properties but some have shared bathing facilities. This means they are less popular and often difficult to let.

Alongside sheltered schemes provided by the housing associations and the private sector, there are 19 Council-owned Sheltered Housing complexes in Havering. They are usually bedsits or one and two bedroom flats in a block or small estate where all the other residents are older people

It is the aim of the Council to modernise complexes with shared facilities and provide a stock of Sheltered Housing that meets the needs and aspirations of older people in Havering

Although the Housing Needs and Demand Assessment identifies bungalows to be a preferred housing type of older people, the Council believes that it can increase the interest in Sheltered Housing, through modernisation. We therefore plan to use the older person research to measure the demand for various improved models of Council-owned Sheltered Housing including the possibility of shared ownership products.

Our key actions:

- use the proposed older persons research to measure the demand for Council-owned Sheltered Housing, particularly among older people who are currently living in general needs council accommodation and/or are on the Housing Register
- use the research to determine the demand for various models of modernised Sheltered Housing Schemes
- use the information to establish a Sheltered Housing Modernisation Programme
- as part of the programme, consider alternative uses such as Council led redevelopment for rent or shared ownership and/or outright sale of complexes that could not attract demand despite modernisation.

5.8 Developing new housing suited to the needs and aspirations of older persons in all tenures

The Housing Needs and Demand Assessment shows that older people who are likely to move in the next three years are mainly looking for private housing options, with the majority wanting bungalows or flats with two

bedrooms. Affordability assessment conducted as part of the study also revealed that 73% of older people looking to move could afford owner occupied options.

This strategy has already set out plans to re-consider the demand for Extra Care Housing, assess the opportunities for modern Sheltered Housing and look at plans to build smaller homes to encourage downsizing. In order to meet the housing needs of older people across all tenures, affordability ranges and geographical preferences, the Council needs also to focus on the wider development potential.

For the first time in many years, the Council is building new accommodation. The New-build Programme is being initiated by the Garrick House older person bungalow Scheme.

The Garrick House Older Person Bungalow Scheme

The scheme is a Council-led new-build bungalow development within the grounds of an existing Sheltered Housing complex. It will provide a mix of 9 one and two bedroom bungalows for social rent and is aimed at older people who are being supported and encouraged to downsize from existing Council accommodation.

It has been part funded through the Mayor's Care and Support Specialist Housing Fund and is due to commence on site in January 2014.

There will be limited opportunities to provide new-build older person housing schemes within the borough. The Council must therefore work alongside housing association partners and the private sector to meet the identified need for older person home-ownership options.

Our key actions:

- to work in partnership with the Council's Planning Team to support and encourage private sector development of older person housing and evaluate the potential to provide some new homes using Council-owned assets
- link this private sector approach with the plans to develop smaller homes to help and encourage home-owners to downsize

Action Plan Summary: Older Persons Housing Sub-strategy

Priorities	Actions	Time scales		
		13/14	14/15	15/16
Priority 1: Carry out localised research into older people's housing needs and aspirations	1a. carry out an older person housing need and aspiration research project			
	1b. use the outcome of the research to inform development of our Older People Sub-strategy and specific priorities within the strategy			
	1c. cooperate with Council's Planning Team and Adult Social Care to provide new housing options and full range of advice for older residents			
Priority 2: Assist older people to remain in their own home and live independently	2a. make direct links to Chapter 6 – Private Sector Housing Strategy section 6.7 Responding to housing needs of older and vulnerable people in the private sector.			
	2b. provide a single access point to a wide range of housing related advice for older people across all tenures			
	2c. consider the benefits of a dedicated Older Person Specialist Housing Advisor with responsibility to provide advice and support to older people who want to access housing related services			
Priority 3: Provide assistance to anyone wishing to downsize into smaller accommodation, regardless of tenure	3a. look at the potential of using the Council's affordable development programme to build accommodation that is the size, type and location that will encourage and enable older people, regardless of tenure, to downsize			
	3b. investigate the possibility of a Freespace scheme			
	3c. continue to promote national and local downsize incentives for social housing tenants.			
Priority 4: Reassess the level of need for Extra Care housing in the borough	4a. use the proposed older person research project to measure the understanding of Extra Care accommodation and map the demand			
	4b. review the marketing methods of Extra Care Housing based on the Council's recently developed Extra Care Schemes including Dreywood			

	Court			
	4c. in conjunction with this information, utilise Adult Social Care and Homes and Housing data to update the Extra Care Housing Needs Model to recalibrate the demand			
	4d. develop and implement a Consultation and Marketing Strategy to promote the awareness and understanding of Extra Care Housing			
Priority 5: Implement a Sheltered Housing modernisation programme that reflects up-to-date expectations and demand	5a. use the proposed older persons research to measure the demand for Council-owned Sheltered Housing, particularly among older people who are currently living in general needs council accommodation and/or are on the Housing Register			
	5b. use the research to determine the demand for various models of modernised Sheltered Housing Schemes			
	5c. use the information to establish a Sheltered Housing Modernisation Programme			
	5d. as part of the programme, consider alternative uses such as Council led redevelopment for rent or shared ownership and/or outright sale of complexes that could not attract demand despite modernisation.			
Priority 6: Develop new housing suited to the needs and aspirations of older persons in all tenures	6a. to work in partnership with the Council's Planning Team to support and encourage private sector development of older person housing and evaluate the potential to provide some new homes using Council-owned assets			
	6b. link this private sector approach with the plans to develop smaller homes to help and encourage home-owners to downsize			

References:

1. According to ONS Neighbourhood Statistics realises of Census 2011 Housing data for Havering Local Authority, available at: <http://neighbourhood.statistics.gov.uk>
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7. Dreywood Court (Dreywood Gardens) new development for the over 55's including ten 1 bedroom and ten 2 bedroom apartments for sale on a Shared Ownership basis and 78 homes for Social Rent

Chapter 6- Private Sector Housing Sub-strategy

Our key priorities:

- Improve our understanding of the local private rented sector
- Continue to improve access to the private rented sector to tackle increasing housing demand
- Improve private rental property standards and management practices
- Examine the potential of developing new, private rented accommodation
- Help older and vulnerable people to remain safe and independent in their own homes
- Identify and target poor conditions and inadequate energy efficiency in the private housing sector
- Bring empty homes in the private sector back into use

6.1 Introduction

The London Borough of Havering has a large Private Sector Housing and recent legislative and economic changes prompted a greater need for the Council's engagement within the sector. Our previous strategy in 2010¹, helped the Council to begin strengthening its position in the private housing sector. The aim of this updated strategy is to continue improving the living conditions of people who own or rent a home in the private sector and help them to make choices about either finding a new home or staying in their property.

We want to particularly focus on supporting and influencing the local private rented sector so that it is well balanced and offers a wide range of good quality housing options to our residents who find it difficult to secure a home.

We believe that a key to this is engaging with private landlords. The private rented sector is very flexible and can relatively easily adapt to the changes triggered by the broader economic, legislative and demographic context. Therefore, we plan to undertake a diverse set of measures to ensure that the local private rented sector keeps providing for residents in need and is responsive to the increasing demand for accessible and affordable housing.

We also want to make sure that we continue to help older and vulnerable homeowners find solutions to improve and maintain their homes by working with our partner organisations through new and innovative schemes.

6.2 Private Sector Housing: main facts and figures

6.2.1 Size in context:

The recent Census reported that private housing in Havering in April 2011 represented 85.9% of the total stock compared to an average of 75.9% across London, with a total of 84,470 privately owned homes in Havering².

Figures from the Census 2011 also revealed that the private rented sector in Havering has more than doubled over the past 10 years.

In March 2011, 10337 households were renting privately compared to 5049 in April 2001.

The numbers of Housing Benefit claimants living in the private rented sector have increased from 3800 in 2007 to 7331 by April 2013 and for the first time, there are more claimants living in private rented homes than claimants in the social sector³.

6.2.2 Affordability and accessibility:

In January 2012 the Council set up the Private Housing Solutions Team which focused on increasing the supply of affordable private rented accommodation. It has been relatively successful in using the buoyant rental market to help local people on lower incomes find a home but many households are still facing barriers to renting in the private sector because of a number of factors, such as:

- households unable to meet the increasingly high start-up costs of renting privately, which includes: deposits, month-in advance rent or an additional letting fee
- the impact of the uncertain housing market has significantly increased the number of households wanting to rent meaning that landlords are using the high demand to increase rents and be selective in choosing tenants
- the pressure on social housing means that only a fraction of those wishing to rent from the Council have a realistic prospect of doing so; for many private renting is the primary option
- changes under the Government's Welfare Reforms could lead to potential migration from high cost rental areas in central London to boroughs with relatively cheaper private rented accommodation like Havering
- locally, new caps to benefit entitlements mean that households in receipt of housing benefit might not be able to rent in particular, more expensive parts of the borough

A combination of these barriers, increased demand and limited supply, mean that a growing number of people on lower incomes are approaching the Council to help them find a private rented home.

6.2.3 Older and vulnerable homeowners:

Census 2011² reports that Havering still has the highest proportion of older people of any London Borough.

17.8% of the population in Havering is over 65, compared to an average of 11.1% across the capital.

Housing Needs and Demand Assessment 2012⁴, reveals that 73% of older people own their home without a mortgage. The study also indicates that 84.8% of respondents aged over 65 declared equity ownership of over £100,000 and 41.3% stated they had savings over £50,000.

Demographic, Diversity and Socioeconomic Profile of Havering's Population, 2013⁵ analysis of 2011 Census data estimates that 49% of older people, aged 65 and over, in Havering have a long term limiting illness where long term illness is considered to last 12 months or longer.

6.2.4 The condition of the private sector housing, energy efficiency and empty homes:

In 2008, the East London Housing Partnership, ELHP, commissioned the Building Research Establishment, BRE, to report on the condition of the stock in the East London Boroughs⁶. The BRE reported on the full range of Decent Homes⁷ criteria for each borough on a ward-by-ward and on a super-output area basis. Most notably, it found that:

19% of private sector homes contain at least one Category 1 hazard- where the risk is considered as serious and the Council has a duty to take action⁸

34% of private sector homes in Havering were non-decent

9% of private sector homes are non-decent and are occupied by a vulnerable household

17% of private sector homes in Havering have inadequate thermal comfort.

A new Private Sector Stock Condition Survey is being carried out and the results are due to be released in October 2013.

According to our recent Council Tax records, as of August 2013, there were 2459 unoccupied properties in the borough of which 1645 have been unoccupied for longer than 6 months.

Council's Empty Homes Team estimates that at any given time they are actively engaged in working on returning around 30-35 of high risk properties back into use.

6.3 We want to improve our understanding of the characteristics and trends in the local private rented sector

In order to tackle emerging issues and address the needs of the residents it is crucial to research and monitor the private rented sector. Alongside this we also need to improve the mutual co-operation with landlords, agents and residents to build an educated, long term relationship that will help us to inform future policy developments.

Therefore, we will conduct a private rented sector research project that will help us to maximise council's use of private rented sector, establish its up-to-date profile, track the local impact of the welfare reforms and tackle poor standards within the sector.

We will also start systematic monitoring of the local private rented sector and keep up to date with regional and national developments to ensure a swift response to any changes that may have a negative effect on the housing options available to our residents.

Our key actions:

- conduct a comprehensive private rented sector research project focusing on:
 - changes in private rented sector's size and conditions
 - impact of welfare reforms including migration patterns
 - accessibility and affordability
- create a database consisting of easily comparable, secondary data brought together from different sources and databases that already exist within the council and record relevant information
- conduct more primary research in the form of surveys and consultations with particular groups of residents.

6.4 We will continue to improve access to the private rented sector to tackle increasing housing demand

The success and continual expansion of the Council's Private Housing Solutions Team, PHST, has demonstrated that the private rented sector offers a realistic alternative option to local people facing housing difficulties.

What is Private Housing Solutions Team?

The Private Housing Solutions Team, PHST, can assist local people to access properties in the private sector and provides help and support to families already living in the private sector who are threatened by losing their home.

It includes a Social Lettings Agency which offers a range of housing solutions using accommodation from the private rented sector to help accommodate people in different types of housing need. The products are:

- Private Sector Leased, PSL, accommodation
- Private Sector Leased, PSL, Shared accommodation, also known as Houses in Multiple Occupation, HMOs
- Property Management Services of Assured Short-hold Tenancies
- Property Management Services of supported shared accommodation of people with learning disabilities
- Direct-let of private rented accommodation

The PHST is now the second largest landlord in Havering. It has a target of 1120 properties in management by March 2014 with plans to continue expanding throughout the term of this strategy. To ensure the long-term sustainability of the PHST the Council must maintain high quality property and management standards across all products to build on our reputation and offer a competitive option for landlords. By doing this, the Council hopes to

further increase the supply of affordable accommodation to local people on low incomes.

Alongside the PHST, the Council plans to introduce new ways to further increase the supply of private rented accommodation. As part of our proposals to significantly improve the package of advice and support to landlords, the Council will use the enhanced offer to incentivise landlords to make more accommodation available for local people finding it difficult to secure a home.

The Council will act as an exemplar to other landlords by ensuring that any property it manages meets statutory standards. The Council will strive to ensure that they all meet the Decent Homes Standard.

Our key actions:

- build on the work already underway to promote the Council's role in helping those on low or no earned incomes to access high quality private rented properties in the borough
- continue to build a network of relationships with local private sector landlords and letting agents through publicity, negotiation and the use of incentives under our range of property management products
- establish a package of support and engagement with local landlords ranging from training, potential voluntary accreditation, tenant and landlord mediation and other incentives; in exchange, the Council will encourage access to accommodation for local people finding it difficult to find a rented home.

6.5 Improving private rental property standards and management practices

This strategy has already referred to the plans to strengthen our relationship with local landlords and the current changes and opportunities in the private rented sector mean that a challenging task of engaging with landlords became a priority for the Council.

We want to respond to the challenge in three main ways:

- Improve the way we can intervene and mediate in tenant and landlord disputes
- Significantly improve the support and advice that is available for landlords and tenants
- Sign-up to an existing landlord accreditation scheme, such as the London Landlord Accreditation Scheme

There is statistical evidence that increasing numbers of private tenants are losing their tenancies and this could significantly rise further as a result of the Welfare Reforms; with landlords ending tenancies with tenants in receipt of Housing Benefit. Although the Council developed a strategic approach to help tenants across the borough to deal with the effects of the Welfare Reforms, there is very limited support and advice for landlords. This is compounded by limited tenant and landlord mediation. There is a clear and growing need to

enhance our role in supporting, advising and mediating with tenant and landlords before the enforcement stages.

In addition, and linking to our plans to improve the standard of properties and management in the private rented sector, the Council wants to encourage landlords to be more professional by promoting a local accreditation scheme. There are currently a number of models being used across the country and we will consider the best approach for Havering.

We believe that by improving engagement with local landlords and establishing a comprehensive package of support, specialist advice and recognised accreditation we will help them to develop a right set of skills and knowledge to run a successful rental business. In exchange, the Council will encourage landlords to consider making their accommodation available for local people in housing need through a mutual agreement arrangement.

Our key actions:

- pilot a one-year dedicated tenant and landlord advice and mediation service with particular focus on:
 - intervening before the enforcement stages to prevent potential homelessness
 - raising awareness and understanding of Welfare Reforms among local landlords
- develop proposals for a local voluntary Landlord Accreditation Scheme or join a high-profile established scheme, including training, that would be incentivised by the Council offering real, marketable benefits for landlords
- further enhance the offer to support landlords through a complete package of other information and advice
- establish the full package of advice, accreditation, training and information and use it as an incentive to make available accommodation for people who have approached the Council in housing need.

6.6 Examining the potential of developing new, private rented accommodation

We are significantly raising our profile in the delivery of new affordable housing through the Council-led development programme while we continue to lead the way on Council-run property management services through the PHST.

We want consider combining these activities by examining the potential of direct provision and management of a portfolio of private sector style market rented housing.

The Council believes that building its own new, private rented accommodation in Havering for local people in housing need could offer a supply of new assets, give more control in managing demand for housing through the private sector and more influence over property and management standards.

There are number of models to deliver this proposal and we want to consider all options. There are also alternatives to building new homes that we will

look at including individual street property purchases, purchase of a discrete block of houses or flats or purchase of new build.

Our key actions:

- consider in detail the feasibility of building new homes, and alternative supply options, in the borough for the purpose of privately renting them to people in housing need identified by the Council
- approach private housing developers with the principle and concepts of the new product and consider possible funding models and examine the viability of local authority led schemes

6.7 Responding to housing needs of older and vulnerable people in the private sector

There is a co-ordinated, council-wide approach to support older and vulnerable homeowners remain safe in their homes. This strategy sets out how Homes and Housing will contribute to this theme and how it links into existing strategies and provision by other Council services.

We believe that a key to helping Havering's older and vulnerable residents stay at home is by supporting them through the wide range of current services that are available to improve and maintain homes for independent living.

In recent years, the number of grants and level of Central Government funding for private sector improvements has been significantly reduced. Since then, there has been a shift towards partnership working with voluntary and not-for-profit organisations to help vulnerable people maintain, improve and ultimately remain in their home. These organisations include DABD and Papworth Trust, Age UK and the London Rebuilding Society.

The Government is increasingly promoting the release of equity as a means of providing repairs, improvements and adaptations at nil or minimal public sector cost. In the current financial climate the Council also considers equity release as one of the principle ways to improving the private sector.

We recognise that many older homeowners do not approach the Council on a regular basis. Consequently they may not be aware of services and support available. Therefore, we will co-ordinate marketing campaigns, design and promote information and update the websites to maximise the awareness of the range of service that are available to older homeowners.

Alongside this new approach and a range of targeted services, Homes and Housing continue to provide statutory Disabled Facility Grants and promote the use of its Telecare Service. Both significantly contribute towards helping older and vulnerable homeowners remain in their properties and will continue to form an essential part of the Homes and Housing's collective approach.

Finally, while the majority of older homeowners wish to remain in their properties and this strategy sets out our priorities to achieve this, we also want to support older households that are unable to maintain their homes and wish to move. As part of our wider strategic plan to meet the housing needs of older people, we have established a set of priorities that aim at helping older people to make informed choices about a range of alternative housing

options. This is explained in more detail in our Older People Sub-strategy (chapter 5).

Our key actions:

- contribute to the main themes of the Council's Health and Well-being Strategy 2012-14⁹ and specific priority of 'Early help for vulnerable people to live independently for longer' through equity release, specialist financial advice and home improvement works
- provide initial information and make referrals to the new Home Improvement Fund Equity Release product provided by London Rebuilding Society
- maximise the use of DABD and Papworth Trust, Age UK and the London Rebuilding Society through PSHT promotion and referrals to provide Financial Capability Coaching Service to help vulnerable Havering residents who are unable to maintain or improve their homes
- meet ambitious, high-profile housing performance targets set to achieve the aim of helping older and vulnerable people remain in their home including increasing the numbers of Telecare and Mobile Support and the use of Disabled Facilities Grants
- carry out a research project into the local housing needs, aspirations and financial circumstances of older people in order to determine what tenure, type, size and location of housing would enable them to move to alternative accommodation
- organise marketing campaigns, design and promote information and update the websites to maximise the awareness of the range of service that are available to older people.

6.8 Identifying and targeting poor conditions and inadequate energy efficiency in the private sector housing

It is the responsibility of owner-occupiers and private landlords to improve their properties within their own resources; however, we recognise that not everybody can afford to or are in a position to do so, especially vulnerable households.

The new Private Sector Stock Condition Survey, PSSCS, will provide a detailed update of these measures and we plan to use the findings to identify and target hotspot areas.

We also plan to improve co-operation with the private sector housing team within the Council's environmental health function to work towards our common goals of improving poor conditions in private housing sector.

How can we work with the Enforcement Team to improve conditions in the private sector?

More than a half of the current enforcement caseload relates to the hazards of excess cold, mould and damp. Therefore, we will support the development of a self-help website on issues relating to cold, mould and damp for residents to refer to before approaching environmental health for formal investigation.

Identify all licensable Houses in Multiple Occupation -HMO's- (3 storeys and above) and strive to identify all 2-storey HMOs.

We also want to use this strategy to support the designing and implementation of a decision making framework for dealing with enforcement cases involving older and vulnerable people to ensure that these households are supported and protected using a variety of available options e.g. equity release.

The ability of environmental health staff to give greater prominence to private sector housing issues is predicated upon the availability of additional resources.

Furthermore, we recognise that inadequate energy efficiency resulting in under-heated homes can lead to social and health issues. This can place more need for support from other Council and public services. Therefore, the Council wants to improve energy efficiency, lower costs of maintenance for tenants and tackle issues such as fuel poverty and continually rising energy prices. We want to help residents with cost of improvements and inform them about available options and relevant funding.

Finally, we want to set minimum energy efficiency standards for properties leased and/or managed by the Council to promote and encourage early responses to the upcoming energy efficiency requirement for private rented properties set by the Private Rented Sector Regulations of the Energy Act 2011¹⁰.

Our key actions:

- complete the Private Sector Stock Condition Survey, PSSCS, by the end of October 2013 and use the recommendations to identify hot-spots of disrepair, with particular focus on properties occupied by older or vulnerable people
- introduce and promote a package of Self-help for people living in private rented accommodation who are experiencing cold and damp issues including toolkits, a website and fully up-dated information
- establish additional resources to focus on a programme of identifying both licensable and 2-storey HMOs
- design and implement a decision making framework for dealing with s.215 enforcement cases¹¹ involving older and vulnerable people
- work with landlords to meet higher energy efficiency standards in their properties and signpost to potential funding for delivering improvements
- maximise access to funding and delivery of energy efficiency installations under the Energy Company Obligation, ECO, and Green Deal to deliver energy efficiency measures in properties
- set minimum energy efficiency standards for properties leased and/or managed by the Council

- focus on targeting vulnerable households with high levels of non-decency and poor energy efficiency and seek funding to improve the insulation and heating within these properties.

6.9 Bringing empty homes in the private sector back into use

Empty homes are a wasted resource that could potentially be used for affordable housing. They can be a serious detriment to the surrounding areas, attract anti-social behaviour and generally be a cause of concerns to residents.

Over the past two years, the Council has successfully used a range of interventions and enforcement actions to raise the profile of the Council's approach to tackle empty homes. The council has also successfully secured GLA funding through the Empty Property to Affordable Rent Scheme to return empty homes back into use. The Council is committed to continue focusing on helping homeowners return properties back into use and maximise opportunities to use the resource to meet housing need.

Our key actions:

- meet the 2013/14 Service Plan¹² target to return 35 homes that have been empty for 12 months or more back into use
- maximise the use of the GLA's Empty Property to Affordable Rent Scheme to offer grants of up to £13,500 to 15 landlords of empty homes in 2013/13 and 15 in 2014/15 to help and encourage them to bring them back to use. In exchange, the council will use the property to accommodate families in housing need under a property management or lease agreement
- continue to use enforced sales and Compulsory Purchase Order where appropriate to bring residential properties back to use.

Action Plan Summary: Private Sector Housing Sub-strategy

Priorities	Actions	Time scales		
		13/14	14/15	15/16
Priority 1: Improve our understanding of the local private rented sector	1a. conduct a comprehensive private rented sector research project -changes in private rented sector's size and conditions -impact of welfare reforms including migration patterns -accessibility and affordability			
	1b. create a database consisting of easily comparable overtime, secondary data brought together from different sources and databases that already exist within the council and record relevant information			
	1c. conduct more primary research in the form of surveys and consultations with particular groups of residents			
Priority 2: Continue to improve access to the private rented sector to tackle increasing housing demand	2a. build on the work already underway to promote the Council's role in helping those on low or no earned incomes to access high quality private rented properties in the borough			
	2b. continue to build a network of relationships with local private sector landlords and letting agents through publicity, negotiation and the use of incentives under our range of property management products			
	2c. establish a package of support and engagement with local landlords ranging from training, potential voluntary accreditation, tenant and landlord mediation and other incentives; in exchange, the Council will encourage access to accommodation for local people finding it difficult to find a rented home			
Priority 3: Improve private rental property standards and management practices	3a. pilot a one-year dedicated tenant and landlord advice and mediation service with particular focus on: -intervening before the enforcement stages to prevent potential homelessness -raising awareness and understanding of Welfare Reforms among local landlords			
	3b. develop proposals for a local voluntary Landlord Accreditation Scheme or join a high-profile established scheme, including training, that would be incentivised by			

	the Council offering real, marketable benefits for landlords			
	3c. further enhance the offer to support landlords through a complete package of other information and advice			
	3d. establish the full package of advice, accreditation, training and information and use it as an incentive to make available accommodation for people who have approached the Council in housing need			
Priority 4: Examine the potential of developing new, private rented accommodation	4a. consider in detail the feasibility of building new homes, and alternative supply options, in the borough for the purpose of privately renting them to people in housing need identified by the Council			
	4b. approach private housing developers with the principle and concepts of the new product and consider possible funding models and examine the viability of local authority led schemes			
Priority 5: Help older and vulnerable people to remain safe and independent in their own homes	5a. contribute to the main themes of the Council's Health and Well-being Strategy 2012-14 and specific priority of 'Early help for vulnerable people to live independently for longer' through equity release, specialist financial advice and home improvement works			
	5b. provide initial information and make referrals to the new Home Improvement Fund Equity Release product provided by London Rebuilding Society			
	5c. maximise the use of DABD and Papworth Trust, Age UK and the London Rebuilding Society through PSHT promotion and referrals to provide Financial Capability Coaching Service to help vulnerable Havering residents who are unable to maintain or improve their homes			
	5d. meet ambitious, high-profile housing performance targets set to achieve the aim of helping older and vulnerable people remain in their home including increasing the numbers of Telecare and Mobile Support and the use of Disabled Facilities Grants			
	5e. carry out a research project into the local housing needs, aspirations and financial circumstances of older people in order to determine what tenure, type, size and location of housing would enable them to move to alternative accommodation			
	5f. organise marketing campaigns, design and promote information and update the websites to maximise the awareness of the range of service that are available to older people			
Priority 6: Identify and target poor	6a. complete the Private Sector Stock Condition Survey, PSSCS, by the end of			

conditions and inadequate energy efficiency in the private housing sector	September 2013 and use the recommendations to identify hot-spots of disrepair, with particular focus on properties occupied by older or vulnerable people			
	6b. introduce and promote a package of Self-help for people living in private rented accommodation who are experiencing cold and damp issues including toolkits, a website and fully up-dated information			
	6c. establish additional resources to focus on a programme of identifying licensable Houses in Multiple Occupation, HMOs			
	6d. design and implement a decision making framework for dealing with s.215 enforcement cases involving older and vulnerable people			
	6e. work with landlords to meet higher energy efficiency standards in their properties and signpost to potential funding for delivering improvements			
	6f. maximise access to funding and delivery of energy efficiency installations under the Energy Company Obligation, ECO, and Green Deal to deliver energy efficiency measures in properties			
	6g. set minimum energy efficiency standards for properties leased and/or managed by the Council			
	6h. focus on targeting vulnerable households with high levels of non-decency and poor energy efficiency and seek funding to improve the insulation and heating within these properties			
Priority 7: Bring empty homes in the private sector back into use	7a. meet the 2013/14 Service Plan target to return 35 homes that have been empty for 12 months or more back into use			
	7b. maximise the use of the GLA's Empty Property to Affordable Rent Scheme to offer grants of up to £13,500 to 15 landlords of empty homes in 2013/13 and 15 in 2014/15 to help and encourage them to bring them back to use. In exchange, the council will use the property to accommodate families in housing need under a property management or lease agreement.			
	7c. continue to use enforced sales and Compulsory Purchase Order where appropriate to bring residential properties back into use			

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2. According to ONS Neighbourhood Statistics realises of Census 2011 Housing data for Havering Local Authority, available at: <http://neighbourhood.statistics.gov.uk>
3. According to information provided by Council Tax and Benefits
4. Housing Needs and Demand Assessment (2012), DCA (need to publish online)

5. *Demographic, Diversity and Socioeconomic Profile of Havering's Population*, Key statistics and data, 2013, available online
6. Spreadsheets containing all the BRE findings are available upon request
7. Explanation of Decent Home criteria: *A Decent Home: definition and guidance for implementation* (2006), Department for Communities and Local Government, available online
8. Housing Act 2004
9. Council's Health and Well-being Strategy 2012-14, available online
10. The Private Rented Sector Regulations of the Energy Act 2011 states that:
 - o *From April 2016 landlords of residential properties will not be able to unreasonably refuse requests from their tenants for consent to energy efficiency improvements, where financial support is available, such as the Green Deal and/or the Energy Company Obligation (ECO)*
 - o *From April 2018, private rented properties must be brought up to a minimum energy efficiency rating of 'E'. This provision will make it unlawful to rent out a house or business premise that does not reach this minimum standard.*
11. Where the condition of land is adversely affecting the amenity of the area, the notice may be served under Section 215 of the Town and Country Planning Act 1990 requiring the proper maintenance of land, *Town and Country Planning Act 1990* available at: <http://www.legislation.gov.uk/ukpga/1990/8/contents>
Homes and Housing Service Plan 2013-14

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Chapter 7- Supported Housing Sub-strategy

Our key priorities:

- Work with Adult Social Care and Children's Services to develop up-to-date evidence based on accurate needs analysis to inform the design and range of future supported housing options
- Establish a Supported Housing Board to further improve the range of supported housing options for all residents
- Promote partnership and working with existing supported housing providers in the borough
- Continue to improve the housing options for people with learning disabilities to promote independent living and help ASC to become more efficient
- Reassess the level of need for extra care housing in the borough and implement a Sheltered Housing Modernisation Programme that reflects up-to-date expectations and demand
- Further develop the supported housing options for Young Persons with a particular focus on those aged between 16 and 17 years old

7.1 Introduction

This is Havering's first dedicated Supported Housing Sub-strategy. It covers our plans to improve the quality and choice of Supported Housing Services ranging from well-established supported housing models such as the Council's sheltered accommodation to proposals for modern support services for young, vulnerable people.

The main purpose of supported housing is to help people maintain independent living when their needs can not be met by ordinary housing. It also offers wider benefits by playing a role in diverting people away from high-dependency and high-cost options.

In recent years, the Council has successfully introduced new Supported Housing Services and developed new accommodation through a partnership approach. However, it has been evident during this period that areas of limited needs analysis have led to occasional mismatches of supply and demand.

The Council is committed to ensure that future Supported Housing Services are developed on the basis of reliable, up-to-date evidence of demand. This will ensure that limited resources are targeted at helping the most vulnerable groups get access to homes to retain their independence and enhance their quality of life.

What is supported housing?

Supported housing is a mix of varying degrees of support services and designated accommodation. In this Sub-strategy, it ranges from accommodation for young people facing homelessness to Extra Care Housing for older people. Some supported housing is provided as transitional accommodation for time-limited period with the aim of enabling future independent living while other forms provide a permanent home with long term support.

7.2 Supported housing: facts and figures

There is clear evidence of growing numbers of vulnerable people and people with disabilities. This information can begin to enable the Council to plan Supported Housing Services. However, this evidence is largely based on either limited national data or one-off 'snap-shots' of needs analysis without ongoing monitoring and often only covers the main vulnerable or disability groups.

The lack of detailed information on an incomplete range of vulnerable groups means that it is the primary focus of this strategy to begin building an extensive evidence base upon which the future design and choice of Supported Housing Services will be developed.

7.2.1 What we do know

Up-to-date findings from the 2011 Census and the 2012 Housing Needs Assessment broadly agree that 20% of households in Havering contain somebody with a disability. This means that around 19 thousand households in the borough are affected in some way and nearly half of these stated that the disabled family member had a support need².

Further analysis suggests that well over half of the disabled household members are over the age of 65 and around a quarter are over 80².

The largest group of people with disability were those with a walking difficulty, nearly 60%

It has been assessed that the number of adults in the borough with moderate or severe disabilities will increase by 7% in the next ten years, with the number of adults with learning disabilities increasing by the same amount.

The proportion of adults with learning disabilities in Havering is gradually rising from 5% in 2009 to 7% in 2011, accounting for nearly 18 thousand people and most notably, 70% of these are over 60 years old.⁴

Adults with learning disabilities in contact with social care in Havering are less likely to be in employment or in stable accommodation than is the

average in London and England (less than 5% are in employment and less than 40% are in settled accommodation)⁵

In addition, it is estimated that around 1412 adults in Havering have an autistic spectrum disorder. This number is expected to increase by around 5% in the next 10 years.

A demand for supported accommodation for vulnerable 16 and 17 years olds is also on the rise. In 2012/13 ASC were responsible for over 50 children between 16 and 18 years old, the highest number in four years. At the beginning of 2012/13 the Council was responsible for over 60 children between 16 and 18 and had a duty to provide them with accommodation.

7.3 Working with Adult Social Care and Children's Services to develop up-to-date evidence based on accurate needs analysis to inform the design and range of future supported housing options

There is a growing need for supported accommodation within the borough that cannot be entirely met by the existing provision.

National statistics and Housing Needs and Demand Assessment provide basic information on growing level of need for supported housing in the borough and the number of units that may be required in the next five years but these are largely based on broad projections. Therefore, a detailed knowledge of the residents' supported housing needs is required in order to encourage private sector providers and Housing Associations to build suitable properties and schemes in the borough.

The importance of this work has been highlighted by the key services involved. Through mutual agreement, the services will collaborate to provide additional resources and will focus on improving a range and quality of information.

How can we start to improve the supply and demand information?

Housing Services and Adult Social Care, ASC, plan to appoint a Housing Liaison Officer to provide a co-ordinated approach to match the need for Supported Housing and the potential supply of Supported Housing

The Council recognises that Supported Housing options can be developed for a wider range of client groups such as victims of domestic abuse, Gypsies and Travellers, offenders, refugees, people suffering from substance/alcohol misuse, HIV/AIDS-positive people and, homeless vulnerable people.

At present, there is no identified need for supported housing provision for these groups but as we have already highlighted, this could link to the lack of data and monitoring. However, the Council will begin to capture the needs of different vulnerable groups and will intervene if it becomes

apparent that there is an increased demand for specialist housing to be provided to support any additional client groups

Our key actions:

- work in partnership with Adult Social Care to appoint a Housing Liaison Officer
- provide advice and guidance to ASC Commissioning Teams on the level of detail and information that will be needed by the Housing Service from ASC in order to encourage more developments
- develop contacts with people responsible for identifying accommodation need in a wider range of client groups including those working with drug and/or alcohol users, domestic violence victims, those with mental health issues
- gather data regarding current provision of supported housing for a wider range of client groups and measure actual/predicted housing need of those groups within the borough.

7.4 Establishing a Supported Housing Board to further improve the range of supported housing options for all residents

The creation of the Health & Well Being Board and the Health and Social Care Act means that the Council now has a unique opportunity to influence the commissioning of new services and initiatives based on local need.

At present, there is a range of support providers operating in the borough for many different client groups but little formal provision for information sharing between the Housing Service and these groups. Therefore, it is important to provide a formal setting for discussing the evidence and future provision of supported housing and create a unified approach for issues that affect multiple Council services.

The board will also enable the Council to consult with service users of supported housing to better determine the level of need and type of supported provision required by local residents.

We will also engage with the Health & Well Being Board to promote the benefits of independent living.

Our key actions:

- create a Supported Housing Board with representatives from all the existing support providers in the borough, the Public Health Team, Adult Social Services, Community Mental Health Team and other relevant charities and agencies to provide a formal setting for discussing the need and provision of supported housing and create a unified One Council approach for issues that affect multiple Council departments
- consult with service users of supported housing to further determine the level of need and type of provision required by local residents

and help build the evidence base for new services outlined in section 7.3

- engage with the Health & Well Being Board to promote the benefits of supported living

7.5 Promoting partnership and working with existing supported housing providers in the borough

There is not just a lack of Supported Housing data in the borough to plan new provision, there is also a pressing need to improve the understanding and awareness of existing Supported Housing Services.

There are many supported housing schemes in Havering operated by different housing associations and organisations. However, limited information is available to housing professionals or residents on the services offered or referral methods.

Improved awareness and information sharing across the public, private and voluntary sector would offer significant benefits to people who need Supported Housing and it would ensure that suitable accommodation can be identified.

Our key actions:

- promote the existing supported schemes and referral routes for all professionals by producing a directory of services
- review all existing nominations agreements with supported housing schemes to ensure that the Council is fully engaged with the schemes.

7.6 Improving housing options for people with learning disabilities

Many people with learning disabilities face housing difficulties. Basic needs analysis using practitioner casework estimates that around 280 people with learning disabilities have a need for accommodation at any one time.

Of the adults with learning disabilities who have been assessed by social services in Havering, a smaller proportion is in settled accommodation than the London and England averages. More than a half of people with learning difficulties, who have been in touch with social services, stay in non-settled accommodation, including hospitals, sleeping rough, being a temporary guest with family/friends and emergency hostel accommodation⁶.

The Council's ongoing commitment to be more financially efficient means that Housing Services are supporting ASC to identify looking for viable alternatives to historically used costly options.

Helping people move into Supported Housing schemes rather than high-dependency, high-cost options such a residential care, can save between £500 and £1000 on care costs per week per person.

Supported housing also offers improved health & well-being through integration into the community as residents are less likely to become institutionalised.

Adult Social Care, ASC, reports increasing numbers of people with Learning Disabilities, particularly those with Autism, who will need supported housing. The number of people with moderate/severe LD living with a parent is to increase by 5% by 2016. In addition, recent data provided by ASC reports 22 cases of people with autism, ADHD and neurological disorder in need of accommodation.

The Housing service is already successfully working in partnership with ASC to provide supported housing options tailored to the needs with people with Autism.

Joint-working to provide suitable housing for people with Autism

Based on detailed data the Council has successfully bid for GLA funding to develop a Council built supported housing scheme

Private Housing Solutions Team currently provide Intensive Housing Management in two supported housing schemes

The PHST also sources and manages suitable accommodation from the private rented sector

Our key actions

- develop GLA funded new Council-built supported living scheme specifically for those with Autism
- manage and expand the existing scheme of procuring properties in the private rented sector for LD clients to live in the community with a support package
- work with ASC to identify alternative ways in which the Council's Private Housing Solutions Team can be utilised to provide intensive housing support for those with Learning Disabilities or de-commissioned care homes.

7.7 Reassessing the level of need for Extra Care Housing in the borough and implementing a Sheltered Housing Modernisation Programme that reflects up-to-date expectations and demand

Havering still has the highest proportion of older people of any London Council and the significant majority of vulnerable people in the borough with a supported housing need are elderly.

The rising pressures on the Councils to provide suitable housing options for older people means that a specific Older Persons Housing Sub-strategy has been developed to set out how we will address the issues.

Key priorities in the Older Persons Housing Sub-strategy (Chapter 5) acknowledge that:

- it is a priority for the Council to ensure that the future development of Extra Care Housing is based on up-to-date, accurate needs analysis that reflects informed aspirations of older people living in the borough.
- it is the aim of the Council to modernise complexes with shared facilities and provide a stock of Sheltered Housing that meets the needs and aspirations of older people in Havering

Our key actions:

- make direct links to Chapter 5 – Older Person Housing Sub-strategy, in particular:
- Section 5.6 – reassess the level of need for Extra Care housing in the borough.
- Section 5.7 - implement a Sheltered Housing Modernisation programme that reflects expectations and demand

7.8 Developing supported housing options for Young Persons with a particular focus on those aged between 16 and 17 years old

The Council have high numbers of looked after children between the ages of 16 and 18 for whom they have a responsibility to find suitable accommodation. Over the past two years they have represented around a third of placement moves amongst looked after children.

The Government's Welfare Reforms have significantly limited the supply of accommodation for young people with changes to the housing benefits entitlements to people any single under 35 years old and the pressures places on smaller social housing as a result of the of the new under-occupation rules.

Therefore, we will work with Children's Services to research the viability of developing a new supported living schemes to accommodate young people between 16 and 18 who the Council has a responsibility to accommodate and look at all potential sources of move-on options..

Case study:

Heather Court – a supported scheme for 16-25 year olds – is already reporting a significant increase in the length of time that residents have to wait before finding suitable move-on accommodation

Our key actions:

- work with Children's Services to investigate the need and viability of developing a new supported living scheme to accommodate looked after young persons
- provide briefings to all supported living providers on the potential impact of the Welfare Reforms
- investigate all possible sources of move-on accommodation for young persons in supported accommodation

DRAFT

Action Plan Summary: Supported Housing Sub-Strategy

Priorities	Actions	Time scales:		
		13/14	14/15	15/16
Key Priority 1: Work with Adult Social Care and Children Services to develop up-to-date evidence based on accurate needs database to inform the design and range of future supported housing	1a. work in partnership with Adult Social Care to appoint a Housing Liaison Officer			
	1b. provide advice and guidance to ASC Commissioning Teams on the level of detail and what information will be needed by the Housing Service from ASC in order to encourage more developments.			
	1c. develop contacts with people responsible for identifying accommodation need in a range of client groups e.g. those working with drug and/or alcohol users, domestic violence victims, those with mental health issues			
	1d. gather data regarding current provision of supported housing for a range of client groups and measure actual/predicted housing need of those groups within a borough			
Key Priority 2: Establish a Supported Housing Board to further improve the range of supported housing options for all residents.	2a. create a Supported Housing Board with representatives from all the existing support providers in the borough, the Public Health Team, Adult Social Services, Community Mental Health Team and other relevant charities and agencies to provide a formal setting for discussing the need and provision of supported housing and create a unified One Council approach for issues that affect multiple Council departments			
	2b. consult with service users of supported housing to further determine the level of need and type of provision required by local residents and help build the evidence base for new services in key priority 1			
	2c. engage with the Health & Well Being Board to promote the benefits of supported living			
Key Priority 3: Promote partnership and working with existing supported housing providers in the borough	3a. promote the existing supported schemes and referral routes for all professionals by producing a directory of services			
	3b. review all existing nominations agreements with supported housing schemes to ensure that the Council is fully engaged with the schemes			
Key Priority 4: Continue to improve the	4a. develop GLA funded new Council-built supported living scheme specifically for those			

housing options for people with learning disabilities to promote independent living	with Autism			
	4b. manage and expand the existing scheme of procuring properties in the private rented sector for LD clients to live in the community with a support package			
	4c. work with ASC to identify alternative ways in which the Council's Private Housing Solutions Team can be utilised to provide intensive housing support for those with Learning Disabilities or de-commissioned care homes.			
Key Priority 5: Reassess the level of need for extra care housing in the borough and implement a Sheltered Housing Modernisation Programme that reflects up-to-date expectations and demand	5a. make direct links to Chapter 5 – Older Person Housing Sub-strategy, in particular: -Section 5.6 – reassess the level of need for Extra Care housing in the borough. -Section 5.7 - implement a Sheltered Housing Modernisation programme that reflects expectations and demand			
Key Priority 6: Further develop the supported housing options for Young Persons with a particular focus on those aged between 16 and 17 years old	5a. work with Children's Services to investigate the need and viability of developing a new supported living scheme to accommodate looked after young persons.			
	5b. provide briefings to all supported living providers on the potential impact of the Welfare Reforms and assist them to monitor the impact of the reforms on			
	5c. investigate all possible sources of move-on accommodation for young persons in supported accommodation and affected by the Welfare Reforms, be this Council housing or shared accommodation in the private sector			

References:

1. Neighbourhood Statistics, ONS, Long-Term Health Problem or Disability, 2011 (QS303EW) available at: <http://neighbourhood.statistics.gov.uk>
2. London Borough of Havering: *Housing Needs and Demand Assessment*, 2012, DCA
3. Chapter 8: *Disabilities, Mental Health and Learning Difficulties*, Havering JSNA 2011/12, available at: <http://www.haveringdata.net/research/jsna.htm>
4. Chapter 10: *Supporting Vulnerable Adults and Older People*, Havering JSNA 2011/12, available at: <http://www.haveringdata.net/research/jsna.htm>
5. Chapter 8: *Disabilities, Mental Health and Learning Difficulties*, Havering JSNA 2011/12, available at: <http://www.haveringdata.net/research/jsna.htm>
6. Chapter 8: *Disabilities, Mental Health and Learning Difficulties*, Havering JSNA 2011/12, available at: <http://www.haveringdata.net/research/jsna.htm>
7. Autistic spectrum disorder, PANSI, available at: <http://www.pansi.org.uk>
8. Data provided by London Borough of Havering Adult Social Care

DRAFT

CABINET

16 October 2013

Subject Heading:

Approval to convert 6000 sodium street lights in residential roads across the borough to more energy efficient LED lights.

Cabinet Member:

Councillor Barry Tebbutt
Lead Member for the Environment

CMT Lead:

Cynthia Griffin
Group Director for Culture, Community and Economic Development

Report Author and contact details:

Mark Lowers
Energy Strategy Team Leader
Corporate Policy and Community
mark.lowers@havering.gov.uk
01708 432884

Policy context:

Improving the energy efficiency of council services is part of the Council's Climate Change Action Plan and the one of the key objectives outlined in the Corporate Plan – 'Invest in our street lighting and install energy efficient schemes that reduce carbon emissions and save money'. This proposal will also assist the council in 'future proofing' the cost of running its street lighting provision against the background of increasing energy prices.

Financial summary:

The total investment required to convert 6000 street lights in residential roads is £1.3million. A funding plan is identified. The resultant annual financial savings are estimated to rise to a maximum of £246k. The project is estimated to "payback" within 6 years.

Is this a Key Decision?

Yes as the total cost of project exceeds £500k

When should this matter be reviewed?

Annually

Reviewing OSC:

Environment

The subject matter of this report deals with the following Council Objectives

Ensuring a clean, safe and green borough	<input checked="" type="checkbox"/>
Championing education and learning for all	<input type="checkbox"/>
Providing economic, social and cultural activity in thriving towns and villages	<input type="checkbox"/>
Valuing and enhancing the lives of our residents	<input checked="" type="checkbox"/>
Delivering high customer satisfaction and a stable council tax	<input checked="" type="checkbox"/>

SUMMARY

This report sets out a proposal to commence relevant processes in order to convert 30% (6000) of the Council's sodium street lights to modern Light Emitting Diode (LED) technology, which will bring significant longer term savings in energy usage/costs, maintenance costs and reduction in carbon emissions.

The estimated cost of the project is £1.3 million with a resultant annual energy cost saving of £154k and £59k maintenance saving, at current prices, meaning a payback period of 6.1 years. An interest free loan should be available to the Council to fund 59% (£770k) of the total capital cost with the remaining funding coming from existing capital budgets and TfL LIP funding.

RECOMMENDATIONS

. Cabinet agrees to:

- a) Proceed to tender for the purchase of 6,000 LED lanterns and the conversion of 6000 sodium street lights, in residential roads. ,
- b) In principle, to apply for the maximum interest free loan available under the Salix Energy Efficiency Loan Scheme (SEELS) of £770,000 to part fund this project.
- c) Add the funding of the scheme as set out in Appendix A to the Capital Budget 13/14, and to refer this recommendation to full Council.
- d) Delegate award(s) of the contract(s) set out at (a) above to the Group Director of Culture, Community and Economic Development

REPORT DETAIL

1.1 The Council provides and maintains approximately 18,000 street lights across the borough. There is no statutory obligation for the Council to provide street lighting, but it does have a duty of care to road and footpath users and could face claims if it failed to provide adequate lighting which led to injuries and damage. Currently the council spends over £650k a year on electricity for street lighting, excluding the streetlights within the social housing estate which are paid from the Housing Revenue Allocation (HRA). In view of the need to make large efficiency savings and reduce the maintenance costs, of future streetlight budgets, the Energy Strategy Team have been working with the Streetcare Service to identify ways of reducing this sizeable annual electricity bill.

1.2 In the current financial climate, all local authorities with responsibility for highways have been looking at ways to reduce the substantial cost of lighting their roads, and have adopted a number of ways to do this. The conversion of existing light sources to modern Light Emitting Diode (LED) is becoming a popular choice amongst local authorities as a way to reduce long term energy costs, as the savings are substantial in both energy and maintenance costs.

2. The benefits of LED lighting are:

- LEDs use around 60% less energy than current light sources.
- The lifetime of LED street lights is usually 10 to 15 years, three times the life of current technologies adopted. The much less frequent need to service or replace LEDs means a greatly reduced maintenance cost.
- LEDs can easily be dimmed when less street lighting is needed, such as late at night, and at dusk or early dawn, again offering more savings opportunities.
- LEDs provide a white light which is closer to daylight and allows colours to be seen easily, White light also offers further advantages in that pedestrians feel more secure in their environment and driver reaction time is improved due to improved vision in low lighting situations (mesopic vision).
- LEDs switch on instantaneously, unlike other commonly used street lighting. LEDs do not have a problem restarting immediately following a brief power failure or if inadvertently turned off.
- LEDs do not contain mercury or lead making disposal of 'blown' lamps less problematic.

3. The council's street lighting team have undertaken a number of small trials of various types of LED lights in selected residential roads across the borough over the past year. Following these trials a larger trial involving 200 of the best performing LED light in five roads has now been completed. There have been positive responses from residents and Streetcare staff working in the trial areas who are pleased with the lighting improvements. The aims of the trials were to

identify if LED lanterns would reduce street lighting energy costs whilst maintaining an acceptable street lighting level. The trials confirmed that the use of LED lighting has the ability to reduce cost whilst maintaining (and in some cases improving on) current lighting levels. Most available LED street lights come with a ten year guarantee and an average life of 15 years.

4. The Council current spends £53.49 per street light, on residential roads, replacing the lantern components every three years, which for 6000 street lights equates to an annual cost of £106,980. Replacing these with LED lanterns will cost £80 per street light every **ten** years, which for 6000 street lights equates to an annual cost of £48,000 – a significant saving of £59,000.
5. The selected 6,000 streetlights are situated in residential roads across the whole borough. Not all residential roads are included in this project - only those which have been deemed to benefit from the changeover to LED lanterns at this time. The current proposal focuses on those roads which currently have sodium streetlights and the specific spacing between lighting columns which make the use of LEDs lights viable. Given the speed with which LED street light technology is progressing, following a successful implementation on residential roads, further investigations will be undertaken to find suitable LED lanterns for other roads and social housing streetlights.

REASONS AND OPTIONS

Reasons for the decision:

The change of 6,000 sodium street lights across the borough to LED lighting has a number of benefits including:

- Reduced annual energy costs
- Help future proof the street lighting electricity budget against inevitable future energy price increases
- The installation of the LED lanterns will enable the Head of StreetCare to renegotiate the current maintenance contract to reflect the lower requirement for maintenance of the new lanterns.
- Help residents feel safer safe and more secure. Through superior colour rendering and a higher perceived brightness, the white light of LED lighting makes it easier to distinguish objects, colours, shapes and other details. In particular, facial recognition is easier. White light also gives the most even illumination with fewer areas of intimidating shadow.
- Ensure the light is directed downwards instead of upwards into the night sky. In contrast to the old orange/yellow lighting this will dramatically reduce light pollution in the sky.

Other options considered:

- Do nothing

Not implementing energy efficiency measure in the council's street lighting will leave the street lighting energy budget vulnerable to the inevitable future increases in UK electricity costs.

- Turning off selected lights at night:

Where implemented by other local authorities this option has often resulted in significant social pressure from the communities affected and in a number of cases lights have been restored back into operational service.

- Switching lights off completely during hours of low traffic and pedestrian movement:

This option reduces energy costs considerably, but as it also places roads into darkness and is likely to meet with the same public resistance as the previous option.

IMPLICATIONS AND RISKS

Financial implications and risks:

Conway Mulcahy, Corporate Finance

1. The estimated cost for the supply and installation of 6,000 LED fitting is £1.3 million. This would result in an annual saving at current energy prices of approximately **£154k**. These savings are guaranteed as long as the street lighting inventory records are completed promptly for the LED switch over. Savings will commence as the new lamps are phased in. In order to ensure savings are realised straight away, a bi-monthly update of the street lighting inventory will be submitted to the Network Administrator (UK Power Networks).
2. The £154k annual savings figure has been increased by 4% per annum to reflect Ofgem's current assessment – that prices will rise by 4% year on year from 14/15 to 18/19, and then stabilise.
3. Component replacement savings are likely also to be achievable, but not under current contractual arrangements, which will need to be reviewed at the earliest opportunity. The current street lighting contract expires in May 2014 with an opportunity to extend. The installation of the LED lanterns will enable the Head of Street Care to either renegotiate the maintenance contract or to retender to reflect the reduced amount of maintenance required for the new lanterns. Component replacement savings of £58,980 have been estimated.

4. The Department of Energy and Climate Change (DECC) currently provides a four year interest free loan to local authorities under the Salix Energy Efficiency Loan Scheme (SEELS). The amount of the loan available for any one project is up to a maximum of five years annual energy savings stemming from the project. Therefore in the case of this proposal a maximum of £770k could be borrowed interest free. Repayments must be made at six monthly intervals over a four year period from completion of the project, which is anticipated to be March 2015. Therefore the first repayment of £96k would be made in September 2015 with further payments of the same amount being made at six monthly intervals until March 2019.

Financial Summary

Appendix A provides a detailed funding flow, and summary of funding. The proposal is deemed good value for money. The council will invest £1.250m (with TfL providing £50k), and will save an estimated maximum of £246k.

A “net present value” calculation has also been shown in Appendix A to reflect the fact that upfront investment is needed, with the savings accruing over time. The Appendix shows that over a 16 year period, the proposal will produce a net saving of £1.480m.

The total cost of £1.3m will need to be added to the Council capital budget, and this is reflected in recommendation c. The Council capital investment of £1.250m will all – either immediately (£480K), or over time (the provisional Salix loan of £770k) – require funding, and decisions on that will be made at the appropriate time. Any decision to accept the Salix loan will be made in the context of treasury management assessment at that time.

The savings identified – energy and maintenance – will be removed from Streetcare budgets at the appropriate time, and will create a corporate revenue saving.

Legal implications and risks:

The proposed decisions appear reasonable and there is minimal legal risk in making them. More detailed legal advice may be necessary for later stages in the process, particularly procurement.

Ian Burns, Legal and Democratic Services

Human Resources implications and risks:

Geraldine Minchin, Human Resources

Management of the project will be done within existing staff resources or included in external contract management arrangements. Support by Council staff to assist delivery of measures will also be done within existing staff resources.

Equalities implications and risks:

Andreyana Ivanova, Equalities and Diversity

The new lighting will not reduce the current level of street lighting in the roads affected. Lighting levels will be maintained or improved and the use of white light will have positive effect on the visual impact of the street scene.

Improved road and community safety through improved visual definition from LED lighting will be especially relevant to elderly and visually impaired residents.

As the lighting levels will be maintained or improved it is deemed not necessary to undertake an additional Equalities Assessment.

BACKGROUND PAPERS

None

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LED Streetlighting - proposed implementation - estimated financial impact

APPENDIX A

Year	0	1	2	3	4	5	6	7	8	10	11	12	13	14	15	16	Totals
	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	
Total Cost	288,889	1,011,111															1,300,000
Less Tfl funding		(50,000)															(50,000)
Less loan	(171,111)	(598,889)															(770,000)
Initial Cost to Council	117,778	362,222															480,000
Loan repayment		192,500	192,500	192,500	192,500												770,000
Capital Cost to Council	117,778	554,722	192,500	192,500	192,500												1,250,000
Revenue Savings																	
Energy	(25,667)	(117,553)	(166,566)	(173,229)	(180,158)	(187,365)	(187,365)	(187,365)	(187,365)	(187,365)	(187,365)	(187,365)	(187,365)	(187,365)	(187,365)	(187,365)	(2,724,188)
Component replacement		(44,235)	(58,980)	(58,980)	(58,980)	(58,980)	(58,980)	(58,980)	(58,980)	(58,980)	(58,980)	(58,980)	(58,980)	(58,980)	(58,980)	(58,980)	(457,095)
Total revenue savings	(25,667)	(161,788)	(225,546)	(232,209)	(239,138)	(246,345)	(246,345)	(246,345)	(246,345)	(246,345)	(246,345)	(246,345)	(246,345)	(246,345)	(246,345)	(246,345)	(3,594,143)
Net flow in year	92,111	392,934	(33,046)	(39,709)	(46,638)	(246,345)	(246,345)	(246,345)	(246,345)	(246,345)	(246,345)	(246,345)	(246,345)	(246,345)	(246,345)	(246,345)	(2,344,143)
Net flow cumulative	92,111	485,045	451,999	412,290	365,651	119,307	(127,038)	(373,383)	(619,728)	(866,073)	(1,112,418)	(1,358,763)	(1,605,108)	(1,851,453)	(2,097,798)	(2,344,143)	
Payback year 6																	
NPV at 4%	1	0.962	0.925	0.889	0.855	0.822	0.790	0.760	0.731	0.703	0.676	0.650	0.625	0.601	0.577	0.555	
NPV of net flow in year	92,111	378,002	(30,568)	(35,301)	(39,876)	(202,495)	(194,613)	(187,222)	(180,078)	(173,181)	(166,529)	(160,124)	(153,966)	(148,053)	(142,141)	(136,721)	
Net NPV flow cumulative	92,111	470,114	439,546	404,244	364,369	161,873	(32,739)	(219,961)	(400,040)	(573,220)	(739,749)	(899,874)	(1,053,839)	(1,201,893)	(1,344,034)	(1,480,755)	
Payback yr 6																	

SUMMARY OF INITIAL FUNDING

Salix Loan	770,000	Final decision on loan to be confirmed
LBH capital - general	380,000	
LBH capital - streetcare	55,000	
LBH capital - community safety	45,000	
Tfl	50,000	
	1,300,000	

SIGNIFICANT CONCLUSIONS

Investment pays back in year 6 - a good rate of return
 From 2018/19 onwards, ongoing base savings of £247k - **no need for further capital investment**
 Strong financial case for proceeding

ASSUMPTIONS

- 1 Assume 1.02.14 start to 31.10.14
- 2 Unit cost of capital investment - £1.3m by 6,000 units gives £217 per unit
- 3 Energy - savings pa of £154k at current prices. Per Ofgem, assumed energy 4% rise year on year from 14/15 to 18/19 - thereafter assumed to stabilise
- 4 Very prudent assumption made around component replacement; assumed above every 10 years, in line with warranty; however, industry standard is 15-20 years (Annual current cost £17.83 pa; anticipated cost of £8 pa - difference £9.83, times 6,000 units gives saving of £58,980)

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CABINET

16 October 2013

<p>Subject Heading:</p> <p>Cabinet Member:</p> <p>CMT Lead:</p> <p>Report Author and contact details:</p> <p>Policy context:</p> <p>Financial summary:</p> <p>Is this a Key Decision?</p>	<p>Development of New Affordable Housing</p> <p>Councillor Lesley Kelly, Cabinet Member for Housing</p> <p>Joy Hollister, Group Director – Children, Adults and Housing</p> <p>Tohi Rahman Project Manager for Housing Development Email: Tohi.Rahman@havering.gov.uk Tel: 01708 432557</p> <p>The Council's existing Housing Strategy, and draft revised Housing Strategy, both demonstrate a need for additional affordable housing and supported housing in the borough. The Council's Extra Care Housing Strategy recognises the need for more housing options for older people; the new developments covered in this report will provide such housing</p> <p>A total of £1,819,500 grant from the Greater London Authority has been secured. Approval is now sought for the allocation of the remainder of the funding identified at the bid stage consisting of £1,001,863 from right-to-buy receipts, £3,399,936 from HRA capital resources available within the HRA Business Plan, £311,891 of section 106 commuted sums, £110,000 of Adult Social Care capital funding (Department of Health grant) for assistive technology, and £655,949 from unallocated resources in the Housing General Fund previously earmarked to support vulnerable and/or disabled people</p> <p>Yes</p>
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Is this a Strategic Decision?	Yes
When should this matter be reviewed?	Not Applicable
Reviewing OSC:	Value

The subject matter of this report deals with the following Council Objectives

Clean, safe and green borough	<input type="checkbox"/>
Excellence in education and learning	<input type="checkbox"/>
Opportunities for all through economic, social and cultural activity	<input type="checkbox"/>
Value and enhance the life of every individual	<input checked="" type="checkbox"/>
High customer satisfaction and a stable council tax	<input checked="" type="checkbox"/>

SUMMARY

- 1.1 In line with the Council’s commitment to address the local need for good quality homes, a number of bids were submitted to the Greater London Authority (GLA) to attract inward funding for new build housing schemes. Although the bidding round was extremely competitive, the Council was successful in securing £2,076,000 inward investment from the GLA to fund development in the borough. Of this, approval has already been granted by Cabinet for a bungalow scheme at Garrick House which has attracted £256,500 GLA. This report covers seven further schemes consisting of 61 new homes supported by £1,819,500 GLA grant.
- 1.2 This report seeks authority to allocate match-funding from a number of Housing Revenue Account, HRA, and general fund capital sources.

RECOMMENDATIONS

- 2.1 That an allocation of £1,001,863 from the proceeds of right-to-buy council property sales accruing between 1 April 2012 and 31 March 2013 is agreed for this new build programme with onward referral to Council for approval.
- 2.2 That an allocation of £3,399,936 resources from the HRA Business Plan, including £353,000 already approved for Hidden Homes works, is agreed for this new build programme with onward referral to Council for approval.

- 2.3 That an allocation of £311,891 of section 106 commuted sums is agreed for this new build programme with onward referral to Council for approval.
- 2.4 That an allocation of £110,000 from the Adult Social Care capital budget, from Department of Health grant, to enable the addition of assistive technology to a scheme specifically for Adult Social Care clients is agreed for this new build programme with onward referral to Council for approval.
- 2.5 That a virement of £655,949 from unallocated capital resources held in the Housing General Fund previously earmarked to support vulnerable and/or disabled residents is agreed for this new build programme with onward referral to Council for approval.
- 2.6 That the specific financial allocations from all sources are applied to the constituent schemes as detailed in Appendix 2 to this report.
- 2.7 That authority to make variations to any of the schemes covered in this report deemed desirable following resident consultation and/or identified as a planning requirement is delegated to the Lead Member for Housing unless the variations would incur additional capital investment by the Council in which case Cabinet's approval would be sought.
- 2.8 That the estimated £1,300,000 proceeds from sale of the shared ownership element of this new build programme be earmarked for future shared ownership and/or affordable rented developments on sites such as the former Diana Princess of Wales hostel.
- 2.9 That approval is given to commence the process of procuring the main contractors to deliver the schemes.

REPORT DETAIL

- 3.1 Following the Council's successful registration as an Investor Partner with the Greater London Authority, GLA, the Council submitted bids for housing development funding under the Mayor of London's 'Building the Pipeline' bidding round. The bids consisted of a number of affordable housing schemes to be built on Council-owned land held within the Housing Revenue Account, HRA.
- 3.2 The Council's proposals focused on the provision of bungalows for older people and general needs houses and flats in line with locally-defined strategic priorities.
- 3.3 In total, the Council's bids for seven schemes were accepted by the GLA and the corresponding grant funding will be received upon completion of these schemes. The total of seven schemes includes

one scheme receiving a grant allocation from the GLA's Care and Support Specialist Housing Fund. The seven schemes are summarised in the table below with full details in **Appendix 1**.

Scheme	Number of new homes	Type and tenure mix
Bideford Close	9	Flats for affordable rent
Holsworthy & Ravenscourt (2 sites)	6	Older people's bungalows for affordable rent
Albyns Close	20	10 older people's bungalows for affordable rent and 10 older people's bungalows for shared ownership
Conversion of hard-to-let bungalows into houses	12	12 houses for affordable rent
Thomas England & William Pike Ground Floor Conversion (2 sites)	4	4 flats for social rent
New Plymouth & Napier Ground Floor Conversion (2 sites)	3	3 flats for social rent
Ullswater Way	7	4 bungalows and 3 flats for Adult Social Care clients
TOTAL	61	

3.4 In all instances:

- the new homes will be developed on land held within the HRA
- the Council will retain a freehold interest, albeit on a shared ownership basis where applicable
- the properties will be held and managed within the HRA
- development using the Council's own land and capital resources will remove, or at most reduce to an absolute minimum, any requirement to offer nominations to other boroughs.

3.5 The proposed use of HRA land is in keeping with the Council's Asset Management Plan which states that land and property assets should only remain in Council ownership if they:

- need to be retained in Council control for the provision of services
- are of great value to the Council, community and other stakeholders and are in need of the degree of protection from development or other uses afforded only by ownership
- are investment properties providing a financial return that can fully satisfy relevant investment criteria.

- 3.6 In line with the bidding guidance, all schemes would meet the standards set by the London Design Guide including the current Lifetime Homes Standards and Level 4 of Code for Sustainable Homes which, among many design improvements, aims to reduce fuel bills for the occupants.
- 3.7 Homes and Housing intends to carry out public consultation regarding the design details for both sheltered housing extension schemes in advance of any statutory planning consultation to be carried out by the Planning department.
- 3.8 It is anticipated that around £1,300,000 could be generated from the sale of 50% shares in the shared ownership bungalows proposed to be developed on the site of the former Albyns Close sheltered scheme. Early discussions are currently underway regarding shared ownership and/or rented development at the site of the former Diana Princess of Wales hostel. It is proposed that these shared ownership proceeds are earmarked to support these potential schemes.

REASONS AND OPTIONS

4 Reasons for the decision:

- 4.1 Development of the proposed schemes will meet well-documented housing need, especially the need for supported housing schemes and the need to provide high quality housing for older tenants to facilitate downsizing from under-occupied family housing. The schemes would also enable the Council to utilise its right-to-buy receipts in line with the agreement made with the Homes and Communities Agency for local determination of the use of such receipts by the Council for new affordable housing development in the borough.
- 4.2 Developing on Council-owned land and retaining control over the new dwellings would strengthen the Council's housing portfolio and future revenue sources.

5 Other options considered:

- 5.1 Disposal of the land for development by a housing association or private developer – REJECTED. Should the proposed schemes be delivered by housing associations there is significant likelihood that a proportion of the new homes would have to be offered up to the sub-regional pool giving other boroughs nomination rights. Furthermore, this would neither provide the mixed tenure bungalow scheme envisaged as key to encouraging downsizing nor meet housing demands from disable adults.

- 5.2 It is also important to note that should the Council not be able to spend its right-to-buy receipts within three years of their generation, they will need to be returned to the HCA/GLA with interest. These proposals will obviate the risk of this.

IMPLICATIONS AND RISKS

6 Financial implications and risks:

Right to buy receipts

- 6.1 The Council holds £1,001,863 in unallocated right-to-buy receipts generated between 1 April 2012 and 31 March 2013. Under the agreement made between the Council and the Department for Communities and Local Government, DCLG, in June 2012, the Council can retain the proceeds of right-to-buy sales (net of receipts already assumed within the HRA Business Plan) to the sole purpose of delivering new housing for 'low cost rent', that is, social or affordable rent. These receipts can fund development directly by the Council or be converted to grant to subsidise a housing association's or other developer's social or affordable rented scheme in the borough. Under the terms of the agreement, the right-to-buy receipts cannot be used to fund the development of shared ownership homes.
- 6.2 An allocation from the right-to-buy receipts to support the development of bungalows within the grounds of Garrick House sheltered scheme has already been approved. Under the agreement with the DCLG, the remaining receipts accrued to 31 March 2013, totalling £1,001,863, can be applied to meet up to 30% of the total scheme costs of new affordable housing development. Of note, receipts generated after 1 April 2013 cannot be combined with GLA grant and so will not be used to support these schemes.
- 6.3 Under the agreement to use right-to-buy receipts on new affordable housing, the Council must spend the resources within three years of their generation. Failure to do so would render the Council liable to repay the receipts to the DCLG, for onward transmission to the GLA, with interest. The proposals in this report will utilise in full the unallocated right-to-buy receipts generated before 1 April 2013 and thus obviate this risk of repayment.

The Council's own resources

- 6.4 The schemes also require £3,399,936 of HRA resources from the HRA Business Plan. This is made up from:
- £353,000 resources already allocated to Hidden Homes across 2013/14 and 2014/15 as agreed by Cabinet in February 2013 and subsequently approved by full Council – this is net of £62,000 from the overall two year budget of £415,000 as this has already been committed to other schemes
 - £2,000,000 from unallocated HRA reserves
 - £1,046,936 from HRA resources from the 2015/16 programme.
- 6.5 Completion of all schemes is required by December 2015 and so this funding model is viable. Unallocated resources within the HRA Business Plan can be converted to capital for the purposes outlined in this report without impacting on the Council's previously agreed aspiration to meet the Decent Homes Standard across the whole stock by March 2015.
- 6.6 The Ullswater Way scheme to develop seven properties for allocation to Adult Social Care clients requires, in addition to GLA grant, match-funding consisting of £311,891 from section 106 commuted sums specifically paid by developers for affordable housing in lieu of on-site affordable provision and £110,000 from Adult Social Care resources, funded by the Adult Social Care Department of Health capital grant. The inclusion of assistive technology will support the client group's ability to live independently. There will also be a virement of £655,949 (from unallocated resources in previous programmes) to support vulnerable and/or disabled residents held in the Housing General Fund.

Mitigating development risk

- 6.7 Any large-scale construction programme will carry some degree of development risk. That said, the Homes and Housing Service is doing much to mitigate these risks. It is noted that the build costs estimated by cost consultants could vary from actual tenders from main contractors. Some contingency will need to be built into the budgets as standard practice, and there is some headroom in the HRA should any major financial implications arise (in which case a subsequent report to Members would be required). The Council aims to enter into appropriate contracts with main contractors to protect its interests after a competitive procurement process. All schemes would have the necessary professionals involved including Employer's Agents, Clerks of Works and CDM Co-ordinators.
- 6.8 Costs have been incurred at risk to date within the HRA in preparing the schemes in advance of planning consent. Any abortive costs could be absorbed within the HRA although pre-planning consultation with planners is keeping this risk to an absolute minimum.
- 6.9 Whilst GLA funding has been secured in principle, the actual draw down of funds will only be possible upon completion of the

developments. The schemes will need to be completed in accordance with the completion deadline agreed with the GLA of December 2015, and therefore has the inherent risks associated with this which the Council will need to manage. Should financial risk arise as a result of timing or other issues, this will be negotiated with GLA as part of the programme monitoring process. There is some contingency built into the timeline in case of slippage.

Revenue

- 6.10 Analysis conducted by Finance indicates that the properties to be developed would make a positive revenue contribution to the HRA Business Plan over a 30 year lifecycle.
- 6.11 There will be Adults revenue implications arising from the Ullswater Way scheme. These will need to be quantified as the scheme is developed, and met from appropriate funding streams.

7 Legal implications and risks:

- 7.1 There are no direct legal implications in the development proposals themselves except the potential existence of third party rights over the land or other restrictions. Initial investigations have been undertaken which appear to indicate there are no legal impediments to the works being undertaken, however, more detailed investigations will be undertaken and legal advice provided as appropriate.
- 7.2 Acceptance of grant funding from the GLA will be subject to a number of conditions including timescales and the design standards for the proposed units. The Council will need to ensure that it complies with these, failing which funding may be withdrawn or clawed back if additional time cannot be negotiated.

8 Human Resources implications and risks:

- 8.1 The report deals with the development of affordable homes and therefore has no direct Human Resources implications or risks

9 Equalities implications and risks:

- 9.1 The report deals with the development of affordable homes and therefore has no Equalities or Social Inclusion implications or risks.

BACKGROUND PAPERS

None

PROPOSED DEVELOPMENT SITES

Scheme 1

Redevelopment of Albyns Close redundant sheltered housing scheme to provide self-contained bungalows for shared ownership and affordable rent for downsizers.

- The site is located at Albyns Close, Rainham RM13 7YA.
- The site was previously used to provide sheltered accommodation for the elderly. The building is currently empty awaiting demolition.
- Proposed dwellings and tenure:
 - 1 x 1 bed self-contained affordable rented bungalow
 - 9 x 2 bed self-contained affordable rented bungalows
 - 10 x 2 bed self-contained bungalows for shared ownership

Scheme 2

Enlarging the existing sheltered housing schemes at Holsworthy House and Ravenscourt by building self-contained bungalows on under-used car parks and adjacent land currently outside the scheme boundary.

- Holsworthy House is located on Neave Crescent in Harold Hill.
- The development scheme is made up of two plots, an existing parking facility for the scheme which will be re-provided to the front of the scheme and a plot of land adjacent to the scheme and has no defined use.
- The proposal is to incorporate the unused drying areas of the scheme into the plots identified above and build 3 x 2 bed roomed self-contained bungalows for affordable rent for older.
- Ravenscourt is located on Ravenscourt Grove in Hornchurch.
- The scheme benefits from 3 parking facilities and one of them is used predominantly by surrounding private residential properties that are not part of the sheltered scheme. This plot has been identified as a suitable development plot where 2 x 2 bed roomed bungalows and 1 x 1 bed roomed bungalow for affordable rent can be built for older downsizers.
- All new bungalows proposed would become part of the existing sheltered schemes and the future occupants of the bungalows would benefit from the related services.

Scheme 3

Development of new affordable rented flats on Bideford Close, Harold Hill.

- The scheme consists of 2 plots of land within an existing development of 3 storey blocks. The plots currently serve as a parking facility for the existing development and it is proposed that the parking provision is recreated around the periphery of the development which would free up the plots for development.
- The proposal is to build an additional 9 x 2 bed roomed flats on 3 floors for affordable rent.

Scheme 4

Redevelopment existing hard-to-let small bungalows.

- The bungalows are located within Harold Hill, with exact bungalows to be redeveloped yet to be finalised. Vacant properties will be prioritised.
- The existing bungalows are very small and are often difficult to let. A feasibility exercise revealed that, using a modern pod construction method, the bungalows can be demolished and replaced by larger 2 storey dwellings using the same foundations.
- This proposal is to replace 12 bedsit bungalows with 12 x 2 bed roomed houses for affordable rent.

Scheme 5

Redevelopment of pram stores at the base of high rise New Plymouth House and Napier House in Rainham.

- The proposal is to construct 3 x 2 bed roomed flats for social rent by converting the previously under-used pram stores on the ground floor of New Plymouth and Napier Houses in Rainham. This is an integral element of the wider regeneration of the two blocks and has been discussed with residents.

Scheme 6

Redevelopment of ground floors, including former storage areas, of the high rise Thomas England and William Pike Houses, Waterloo Gardens Romford RM7 9BD.

- The proposal is to construct 4 x 2 bed roomed flats for social rent using the unused communal areas on the ground floors of these blocks.

Scheme 7

Supported housing scheme for Adult Social Care clients.

- This site in Ullswater Way, South Hornchurch previously contained garages. These were demolished many years ago with the site standing empty with no identifiable use since then.
- The proposal is to build 4 x 1 bedroomed bungalows and 4 x 1 bedroom flats over 2 floors for allocation to Adult Social Care clients, with one of these flats providing an officer and sleep-in space to the tenants' support provider.

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A
of the Local Government Act 1972.

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CABINET

16 October 2013

Subject Heading:

Open Government Member Project

Cabinet Member:

Cllr Paul Rochford

CMT Lead:

Andrew Blake-Herbert (was Ian Burns)

Report Author and contact details:

Gary Griffin, ICT Service Delivery Manager, gary.griffin@havering.gov.uk

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Policy context:

To provide information to residents, partners and businesses about Havering and how the borough is performing in an open and transparent way, using technology to allow them to benefit from the value locked away in our data.

Financial summary:

This project was delivered within existing resources.

Is this a Key Decision?

No

When should this matter be reviewed?

N/A

Reviewing OSC:

Value

The subject matter of this report deals with the following Council Objectives

- Ensuring a clean, safe and green borough
- Championing education and learning for all
- Providing economic, social and cultural activity in thriving towns and villages
- Valuing and enhancing the lives of our residents
- Delivering high customer satisfaction and a stable council tax

SUMMARY

At the beginning of this term, ten Strategic Administration Projects were established to help deliver services more effectively and in new ways. The Projects were each to be driven by a Member of the Cabinet, working with a select team of officers, representing a diverse variety of disciplines within the Council.

The projects were:

**Council Effectiveness
Think Family
Open Government
Community Action
Harold Hill Ambitions**

**Neighbourhood Responsibility
Civic Pride
Future Financing
Rainham Compass
Romford Regeneration**

In the last year of this Administration, each Project will be reporting back to Cabinet, to note the achievements attained and the progress made.

The **Open Government** project has now been completed.

The project:

- Set out our ambition to be an 'Open Council'
- Defined which datasets could be freely published via the website.
- Ensured that we were meeting statutory obligations to publish data, while looking for opportunities to go further
- Publicised our information and opened ourselves to public scrutiny in order to improve engagement with local people through more transparent government.

RECOMMENDATIONS

That the Cabinet note the outcomes delivered by the Open Government project.

REPORT DETAIL

1. BACKGROUND

- 1.1. The ‘Open Government’ project was formally initiated in July 2011 and was substantially completed in 2012.
- 1.2. Although the project was initiated in July 2011, it crystallised senior level discussions on publishing data, which had been taking place since December 2010.
- 1.3. The project looked at what data we could publish, what we were required to publish and how we could best present that to residents in a manner that was both useful and demonstrated our commitment to transparency.
- 1.4. It set the presence of open government data for the Havering.gov.uk website and also used other projects such as the Havering Data Hub to support its objectives.

2. OUTCOMES FROM THE PROJECT

2.1 Identify data that would be useful for residents, businesses and partners

2.1.1. We identified a number of key datasets that were held by the Council in various formats and decided what would be the most appropriate mechanism for making the information public – generally by making them available for download from the havering.gov.uk website, adding them to the Havering data hub or making them part of the website’s mapping function to show users where they can access services on a map of Havering.

2.1.2. The key areas were:

- Democratic Services
- Financial transactions, including transactions over £500 and senior officers pay
- Geo-coded data and mapping based information

2.1.3. As part of the research into open government, we considered good practice from elsewhere - what data they included and how they presented it. This research was used to inform the progress of the open government project.

2.1.4. The principles we have used in opening up information to residents will continue to be used as the Government expands efforts to further localism, by enriching the relationship between citizens and central and local government through unfettered access to data. These principles will also shape our developing relationship with the Borough's businesses, in tandem with other opportunities to engage as set out in the Havering Business Growth Strategy.

2.2. Identify tools for publishing data

2.2.1. As this project was to be delivered at no additional cost to local tax payers, we had to identify existing means of publishing the data.

2.2.2. The Havering.gov.uk website was the natural place for this information to reside. Research was carried out on good practice from other local authorities and organisations and this fed into the development of the 'Open Council' web pages.

2.2.3. During the project Havering launched its new website with a considerably improved design and structure – improving both access to and presentation of information.

2.2.4. Alongside the new website, the other major repository for publicly-available information about the Council and the Borough was the Havering Data Intelligence Hub. This was developed in partnership with the London Borough of Newham.

2.2.4.1. The Havering Data Intelligence Hub (www.haveringdata.net) provides data, information and research about the London Borough of Havering. By hosting resources including data, analysis, surveys and reports the Data Hub aims to benefit the local authority, its partners and the public in understanding key information about the borough.

2.2.4.2. The data hub is a mechanism for publishing corporate and borough wide data sets, which would be of interest to residents, businesses and partners of Havering.

2.2.4.3. It allows residents to build a picture of what is going on in their area by entering their postcode and gaining access to Local Area Reports based on ward. This provides a comparison with their ward data and the rest of Havering.

2.2.4.4. The hub includes information from partner organisations, such as the health service and police, as well as national bodies such as the Home Office and Office for National Statistics.

2.2.4.5. The datasets published on this include information on:

- Education
- Health

- Crime
- Equalities
- Housing
- Economy
- Environment
- Population

2.3. Enhancing Democratic Engagement

2.3.1. Consideration was also given to how democratic engagement could be enhanced by using technology to increase the transparency of the decision-making process.

Modern.gov

2.3.2. A new web-based system to improve the administration of council committees was implemented. Called modern.gov, it has an easy to use web front end linked to the back office operation. This allowed Democratic Services to ensure that information on Councillors and committee membership was always up to date.

2.3.3. Modern.gov ensures that everything, including key decisions is available to residents, businesses in an easy to use, searchable online format.

2.3.4. Modern.gov also enabled the deployment of information on minutes and agendas to mobile devices such as iPads. This enabled savings on printing and transport of documentation.

Havering.gov.uk

2.3.5. The website had an area created called An Open Council, this was used to publish download files, such as the “spend over £500”, as well as the Havering Data Hub and also the My Place mapping solution with added “Find my nearest” functionality.

2.3.6. The publishing of all items of non-exempt expenditure over £500 was an important step in enabling transparency to council tax payers as to how their money was being spent. It was a requirement of all councils to publish this information, but Havering decided to bring this information together with a raft of other spending details. These include the job roles and pay for all senior council officers of Head of Service level and above and details of Councillor remuneration and expenses.

2.3.7. The website has continued to support the web-casting of Council and Cabinet meetings – as well as the Havering Community Questions events – through a front-page link. This has allowed citizens to engage in the democratic process in a way they were unable to before. It has also meant that people who had difficulties in attending council meetings can now view in their own home.

- 2.3.8. An e-petitioning tool was launched in December 2010. While this was prior to the formal establishment of this project, it was carried out under the category of open government and democratic engagement.

3. Conclusion

- 3.1.1. The Open Government project looked at using the website and other supporting sites. It was supported by a number of other projects including the Customer Services Transformation Programme and The Havering Data Hub.
- 3.1.2. It ensured that key data sets were made available through those projects.
- 3.1.3. It has built a framework which allows the Council to publish data in a way that ensures residents, partners and businesses can have easy access.
- 3.1.4. Any future work required on open government will be delivered by services in line with the principles established through this project, to provide more data to residents and other interested parties, for their scrutiny and to help them go about their lives and their business.

REASONS AND OPTIONS

Reasons for the decision:

This report is being brought to cabinet to provide Members with an overview of the Council Effectiveness Member project.

Other options considered:

N/A

IMPLICATIONS AND RISKS

Financial implications and risks:

This project was delivered using existing resources.

Legal implications and risks:

There are no legal implications or risks arising from this report.

Human Resources implications and risks:

There are no HR implications arising from this report.

Equalities implications and risks:

There have been concerns in the past about the “digital divide” where putting information onto websites, prevents access by people without the internet etc. However, the number of people without internet access of some kind – be it home PC or mobile technology - is low and falling, while the Council makes public access available through its suite of library PCs.

There have also been concerns about people with visual impairments etc. being able to properly use websites, known as accessibility. The Havering website has been built with accessibility in mind to mitigate these risks.

BACKGROUND PAPERS

None

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