



PLACE OVERVIEW & SCRUTINY SUB COMMITTEE AGENDA

7.00 pm

Thursday
28 November 2024

Council Chamber -
Town Hall

Members 2: Quorum 2

Councillors:

Conservative Group (3)

David Taylor (Chairman)
Ray Best
Osman Dervish

Labour Group (1)

Matthew Stanton

Havering Residents' Group (4)

Philippa Crowder
Laurance Garrard
Robby Misir
John Wood

East Havering Residents Group (1)

Darren Wise

For information about the meeting please contact:

James Moore
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AGENDA ITEMS

1 CHAIRMAN'S ANNOUNCEMENTS

The Chairman will announce details of the arrangements in case of fire or other events that might require the meeting room or building's evacuation.

2 APOLOGIES FOR ABSENCE AND ANNOUNCEMENT OF SUBSTITUTE MEMBERS

Receive (if any)

3 DISCLOSURE OF INTERESTS

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

4 MINUTES (Pages 3 - 12)

To approve as a correct record the Minutes of the meetings of the Sub-Committee held on 28 August 2024 and authorise the Chairman to sign them.

5 RELATIONSHIP BETWEEN THE COUNCIL AND HOUSING ASSOCIATIONS (Pages 13 - 20)

Report attached.

6 UPDATE ON CURRENT POSITION IN RELATION TO EMERGENCY TEMPORARY ACCOMMODATION IN HAVERING AND THE LACK OF SUPPLY (Pages 21 - 52)

Report attached

Zena Smith
Head of Committee and Election Services

**MINUTES OF A MEETING OF THE
PLACE OVERVIEW & SCRUTINY SUB COMMITTEE
Appointment Centre Room 10 & 11, Town Hall, Romford
28 August 2024 (7.00 - 8.15 pm)**

Present:

COUNCILLORS

Conservative Group	David Taylor (Chairman) and Damian White
Havering Residents' Group	Philippa Crowder, Laurance Garrard and Robby Misir
Labour Group	Matthew Stanton
East Havering Residents Group	Darren Wise

The Chairman reminded Members of the action to be taken in an emergency.

58 APOLOGIES FOR ABSENCE AND ANNOUNCEMENT OF SUBSTITUTE MEMBERS

Apologies were received for the absence of Councillor John Wood and Ray Best. +Councillor Damian White substituted for Councillor Best.

The Sub-Committee also received an apology from the Cabinet Member for Regeneration Councillor Graham Williamson who had been invited to the meeting.

59 DISCLOSURE OF INTERESTS

Councillor Damian White disclosed a Non-Pecuniary Interest during discussions on the Waterloo Road & Queens Street development - by virtue as the former Council Leader.

60 MINUTES

The minutes of the sub-committee meeting held on 16 July 2024 were agreed as a correct record and signed by the Chairman.

61 VERBAL UPDATE - BANK HOLIDAY REFUSE COLLECTION

The Sub-Committee received a verbal presentation from the Director of Environment regarding the waste collection issues on the 6th of May Bank

holiday. Apologies were extended for the disruption caused to the service and inconvenience to residents.

The Sub-Committee was informed that Urbaser, the waste management company, had been taken over by FCC. It was stated while some changes were anticipated, many of the senior staff from Urbaser remained in place.

The Director of Environment informed Members that discussions with FCC regarding contractual adjustments, such as parent company guarantees, were ongoing. Officers assured the sub-committee of its continued partnership with FCC.

It was mentioned that previously, under Serco, a catch-up service operated, with collections delayed by a day after bank holidays but under the current contract, collections occur on bank holiday Mondays (except during Christmas/New Year) to simplify the process for residents. Communications were consistently issued to inform residents of this arrangement.

The Sub-Committee was informed that a misalignment in terms and conditions for waste collection staff on certain bank holidays led to the disruption. During the transition from Serco to Urbaser (now FCC), due diligence regarding the Transfer of Undertakings (Protection of Employment) Regulations (TUPE) was conducted by the contractor. However, the terms for bank holiday collections had not been finalised.

It was stated that previous bank holiday collections were completed successfully, ongoing consultations about contractual changes during the Easter period were not fully resolved by the May Bank holiday. This led to some staff, with union support, opposing the new terms, which resulted in insufficient resources on 6th May 2024.

The Director of Environment stated that the Council was informed of the issue at short notice, with efforts been made to minimise resident inconvenience by updating communications through the call centre, website and other channels. The information that was sent to residents informed that collections would be delayed by one day due to the shortage of resources for the 6th May rounds.

The Sub-Committee was informed that the Service worked proactively with its communications team to address the situation and ensure residents were informed about the adjusted schedule. The situation underscored the importance of finalising contractual agreements during contractor transitions to prevent similar issues in the future.

In response to a Member enquiry, on resident communication and disruption. It was stated that messages were sent through the call centre and other channels to inform residents of the disruption to waste collection services. It was acknowledged that the disruption was unexpected and caused inconvenience, especially as the service was relatively new.

With regards performance management and monitoring, Members were informed that a comprehensive performance and client management system was in place to monitor service delivery. Issues during the disruption period were escalated to the UK Operations Director for Urbaser (now FCC) and discussed in regular client management meetings.

It was stated that these meetings addressed service failures, mitigation strategies, and contractual provisions for rectifying issues, including performance deductions and monetary penalties. Since the May incident, no further issues were reported. Regular checks with the Urbaser management team confirmed the resolution of previous issues.

Members noted backup plans, including agency staff and additional resources, were in place to address any future challenges, such as staff sickness.

Waste collection service performance was measured by missed collections per 100,000. The service reported a figure of 38 per 100,000, equating to a success rate of over 99%.

It was noted that this performance was significantly better than that of the previous contractor, Serco, which had a missed collection rate more than double the current figure during its latter stages. Despite the improvements, it was noted that missed collections were still being reported by residents. Efforts were ongoing with Urbaser to reduce these incidents.

The Sub-Committee was reassured that performance indicators across all services under the integrated contract, including waste collection, street cleansing, litter removal, and bin emptying, were being actively monitored and discussed.

A question was raised regarding the performance rate of 99% achieved by Urbaser compared to the earlier performance of Serco during their active contract period (prior to extensions). Officers did not have the exact data on Serco's performance during that time but agreed to forward the information to the committee for comparison.

It was noted that Urbaser was still in the early stages of the contract, with a period of mobilisation during which performance indicators were being developed. Officers offered to provide performance data for Serco's last two years alongside Urbaser's current performance for a more detailed comparison.

A request was made for data on graffiti removal, including how much graffiti was being removed across the borough and the responsiveness of the service. Officers offered to return at a later date with comprehensive key performance indicator (KPI) data once the reporting suite had been fully developed.

A Member requested for statistics on missed collections, such as by bin type (e.g. recycling bins, green bins at specific locations like New Green and

Park Rise). Officers confirmed that it would be possible to provide this breakdown and agreed to supply the committee with the latest information. Officers assured the Sub-Committee of their willingness to return with detailed performance reports on various aspects of the integrated contract, including waste collection, graffiti removal, and other services.

The Sub-Committee **noted** the update.

62 HOUSING RESIDENT SAFETY AND COMPLIANCE PERFORMANCE UPDATE

The Sub-Committee received an update report on the position of Housing Services Resident Safety and Compliance programmes against its statutory and regulatory duties under the Building Safety Act 2022 from the Assistant Director of Housing Property Services.

The report provided an update on the Services current activities on the approximately 9,400 homes and 2,500 leasehold properties, including around 15 tower blocks and over 1,000 medium- and low-rise blocks. housing programs that the Council owns and manages.

The Assistant Director of Housing Property Services explained that as a landlord, LBH fulfilled its statutory duty to ensure that each of the properties was safe and met all relevant statutory requirements. This included regular testing and servicing of equipment, adhering to consumer standards set by the regulator for social housing, and compliance with the Building Safety Act as mandated by the building safety regulator.

Members noted that appendix one of the report detailed the compliance features, both old and new. The first heading related to Fire Safety. It was noted that there were no "switch on" notices applications received, which was positive, and there were also no outstanding logs. The Services remained in regular contact regarding the overall safety of everything.

The report also noted that fire risk assessments were conducted on a risk-based cycle, typically between one to three years, and at present, 100% of the properties had an updated assessment. The report also highlighted that dry riser testing was up to date, with 100% of the necessary certifications in place.

In terms of fire alarm testing, as of last month, 95.45% of alarms were tested in July. The only block outstanding at that time was the recently completed New Green and Path Rise, which had since been added to the schedule, and the fire alarms were tested there on the 6th of August, bringing the figure back up to 100%. This update confirmed that all was in good order.

The Sub-Committee was informed that the Service needed to register some of its buildings with the Building and Safety Regulator due to their high-risk

status. Fifteen buildings, defined as being over seven stories or at least 18 meters high, were registered with the building safety regulator. Additionally, in May the Building and Safety Regulator building safety regulator requested building safety case files for five of these buildings. The Council successfully submitted these files to the Building and Safety Regulator and were awaiting the outcome of these submissions.

Communal door checks had been undertaken in 13 out of the 15 high-rise buildings. The two remaining buildings, Park Rise and another unnamed building, were not yet occupied, and door checks were scheduled to commence once they were occupied.

For flat entrance doors and general needs, door checks were completed in 244 properties, but 298 properties encountered multiple no-access issues, indicating that access had been attempted three times or more. This issue was now being addressed as part of the KMT contract, which was also part of the Landlord's gas safety record and inspections. The KMT contract allowed for simultaneous door and gas safety inspections, which was intended to improve access rates.

Members noted that the new contract began this month, and 467 properties were booked for checks in August. It was hoped that the remaining checks would be completed by the end of this financial year.

In terms of fire safety inspections for shelters and hostel schemes, the Service achieved 100% compliance. In response to new legislation introduced following the Greenfield inquiry, specifically the Fire Safety Regulations 2022, it was stated that the service implemented visual monitoring regimes. These included quarterly inspections of communal doors and manual checks of flat entrance doors.

The service also adopted a new tool that enabled us to create 3D models of each high-rise building, allowing us to identify and document service isolation points and other critical information effectively. The tool was shared with the building safety regulator as part of the building safety case files. Additionally, the Service regularly shared information concerning any mandatory occurrences as part of our engagement strategy, which extended access across relevant sectors and to residents. The tool functioned similarly to Google Maps, allowing users to navigate around the building in a 3D environment, which was beneficial.

The report detailed that the Service was ahead in terms of gas compliance and safety. All gas compliance must undergo annual inspections, resulting in the issuance of a landlord gas safety certificate. As of July, the service had conducted 8,573 gas safety checks. Only one of the 8,574 properties remained unchecked due to the resident being hospitalised. The remaining inspection was carried out on the 6th of August, bringing the total compliance in gas safety to 100%.

Gas carburising, which involves properties without individual boilers, also achieved 100% compliance. This included tests on parts of the work within the property and a visual check on appliances such as cookers and other gas supplies. In terms of communal gas servicing, compliance was also at 100%, which was positive.

On electrical components and safety, social rented properties require an Electrical Installation Condition Report (EICR) every 10 years, the Service adopted the practice of every 5 years for its social rented properties to align with best practices. It was stated that 9,309 were completed out of 9,321 EICR inspections, which equates to 99.87% compliance. The 12 remaining inspections were due to access issues, with one excess injunction being granted by the courts.

The service completed 835 inspections, including 135 emergency lighting tests. These tests also achieved 100% compliance, with 800 of the 835 inspections completed this month.

The report indicated that with regards Protection planning and portable appliance testing (PAT), 100% compliance was maintained.

Members were informed on the Lift compliance and safety, monthly inspections that were conducted along with planned maintenance regimes. New certificates were provided by the council's Insurers to ensure compliance with Lift maintenance. It was stated monthly maintenance inspections, annual servicing, and annual insurance certification inspections all achieved 100% compliance.

Legionella compliance, achieved 100% compliance in both monthly and bi-annual monitoring with all required risk assessments and monitoring carried out.

The report indicated that the Service dedicated a section in the compliance report for properties rented from private landlords and occupied by Havering residents. Officers explained that the service maintained a duty of care to residents and adopted a more rigorous approach to monitoring and addressing instances where landlords failed to provide requested information.

The Assistant Director stated that significant progress had been made in aligning systems to efficiently collect and monitor data. The figures presented in the report allowed the service to track ongoing improvements whilst also reflecting compliance.

The Sub-Committee was informed that the service was in the process of reviewing relevant key documents to ensure that all compliance areas were supported by contracts that delivered high performance and accommodated emerging technological advancements.

The Sub-Committee was informed that following recently completed the renewal of the painting maintenance contract, the focus would now shift to renewing the electrical services contract, along with other compliance-related contracts such as asbestos surveying, removal, fire risk

assessments, fire safety works, all types of general services, and lift maintenance.

In response to a Member question, on the split between MEARS and K&T regarding the ease of access and the conjunction with gas safety measures. The query was raised about why K&T was not assigned to handle all inspections, especially considering the significant split and the mixed tenure of developments involving some Leasehold and some general needs. It was suggested that the decision might relate to capacity and the desire to reflect different tenure mixes. There was also mention of a trial with painting to try and improve the figures, and the need to compare two different rooms to see how each contractor was performing, which would be evaluated in the future.

In terms of door checks within communal areas, questions were raised about the compliance rate of doors following inspections and the timescales to bring those not in compliance up to standard. It was stated that if a door, particularly a leasehold door, was found non-compliant, the cost of replacement was being covered by the council rather than charging the leaseholder, to ensure safety. This approach was explained as part of maintaining a secure environment.

In response to a question on timescale for bringing non-compliant doors, such as a front door in a block, into compliance. Officers responded that whether noted during a fire assessment check, reported by Housing or Estate staff, or brought to attention by a resident, the aim was to address all such issues by the end of the financial year.

In addition, it was stated that Housing Health and Safety Rating System (HHSRS) inspections were being conducted, with around four thousand of these inspections planned. These inspections were designed to pick up any issues like non-compliant doors, which would then be referred to the maintenance team and prioritized accordingly.

A question was raised regarding the response times for priority one repairs, particularly concerning the replacement of doors. It was stated that the target was to replace such doors within a week, although this was dependent on gaining access to the premises.

Further discussion revolved around the completion of compliance rates following inspections. It was suggested that it would be useful to know how many of these repairs met the target of one-week post-inspection. This information was deemed essential for future planning and adjustments. Concerning the testing of emergency lighting, it was explained that the main test involved ensuring the lighting was operational and that the backup batteries functioned correctly during power outages.

In response to a question about wayfinding signage and its compliance, especially in relation to fire risk assessments. It was noted that signs, particularly those indicating fire exits, were sometimes vandalized or removed. The importance of maintaining compliance with wayfinding

signage was emphasised, and it was confirmed that this was part of the Building Safety case file, with a program in place to address any deficiencies.

Members discussed the issue how residents were informed about building safety, including evacuation strategies and how to make complaints. Officers mentioned that a specific software, Twin Edit, was trialled which allowed residents to access information about their specific building. Additionally, booklets had been distributed to residents in high-risk buildings, providing key information and directing them to further resources online and from the London Fire Brigade. Roadshows had also been conducted to engage directly with residents, allowing them to ask questions and express concerns about fire safety.

Further deliberation on Lift compliance. It was clarified that not all lifts go into what is known as firefighting mode when the fire alarm is activated. This mode involves the lifts descending to the ground floor and then being operable by the Fire Service. A lift replacement programme was underway, partly to ensure that more lifts could support this functionality, including ensuring a separate electrical supply for such lifts. It was noted that the testing regime for lifts with firefighting capabilities differed from others, and further technical details could be provided separately if needed.

Members discussed fire risk assessments, particularly regarding fire paths and removable bollards used for access in some developments. The frequency of the testing and compliance rates, such as whether they could be unlocked or securely placed into the ground, were questioned. It was acknowledged that specific statistics and compliance rates needed to be clarified and would be addressed in the future.

In reply to a question regarding the 15 high-risk buildings that had completed all necessary case filings, which was positive news. Inquiries were made about whether these buildings would meet current standards if they underwent 3DWS certification and what remediation work was still required. It was explained that while the buildings were generally safe according to the building safety case files, some areas needed improvement through a planned action programme. Officers stated the programme was designed to bring the buildings up to current standards, considering that building regulations might have been different at the time of their construction. Temporary evacuation measures were also in place as part of these safety efforts.

The Sub-Committee **noted** the update report with assurances that efforts were ongoing to actively engage with residents, especially those in high-risk buildings, to enhance their safety and compliance awareness.

63 **WATERLOO AND QUEEN STREET, PHASE , BLOCK 1 AND 2 UPDATE**

The Director Housing & Property and the Senior Regeneration Manager provided the Sub-committee an update on the evolving changes to the Part

B (Fire Safety) of the Building Regulations and the implications for the Waterloo and Queens Street regeneration sites.

It was noted that the Bridge Close development scheme had recently been amended to include a dual-staircase design, which required substantial redesign. The planning approval process would likely need to restart which would cause further delays.

The complexity of the Bridge Close site, including the potential need for a Planning Compulsory Purchase Order (CPO) was highlighted as a contributing factor to the delays.

The Sub-committee was informed that despite losing some units in the redesign, the scheme remained viable from a regeneration perspective, aligning with anticipated regulatory changes.

The evolving building regulations and lack of detailed guidance under BS 9991 were discussed as challenges. The Service had proactively redesigned schemes like Bridge Close to include dual staircases in anticipation of these changes.

The Senior Regeneration Manager explained that while Bridge Close was in a good position due to early adjustments, other schemes with existing single-staircase designs might face more significant delays and redesign requirements.

The Sub-Committee agreed to exclude the public from the remainder of the meeting due to the nature of the business and the potential disclosure of exempt information under Paragraph 3 of part 1 of schedule 12A of the Local Government Act 1972.

Chairman

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PLACES OVERVIEW AND SCRUTINY SUB-COMMITTEE

Subject Heading:	Relationship between the council and housing associations
ELT Lead:	Patrick Odling-Smee, Director of Living Well
Report Author and contact details:	Darren Alexander, Assistant Director, Housing Demand Kwabena Obiri, Housing Choice and Allocations Manager James Hunt, Head of Housing Strategy
Policy context:	Housing associations provide over 6,000 affordable homes to households nominated by the council.

SUMMARY

The report provides a briefing on the scale and nature of housing associations in the borough. It describes the interactions and arrangements in place to manage those relationships.

RECOMMENDATIONS

That Members note and comment on the contents of the report.

REPORT DETAIL

The relationship between the council and housing associations in the borough is multifaceted and involves collaboration on various aspects such as nominations, housing development, housing management, resident engagement, anti-social behaviour, and housing strategy. This report provides an overview of these relationships and the key areas of collaboration.

The regulation of housing associations and registered providers in England is overseen by the Regulator of Social Housing (RSH). This body ensures that social

housing providers, including local authorities and housing associations, adhere to specific standards and regulations.

The RSH maintains a statutory register of social housing providers, which includes both private registered providers and local authorities. This register is updated monthly and includes details such as the provider’s name, registration number, and designation (non-profit or profit-making)

The RSH sets consumer and economic standards for social housing providers. These standards cover areas like governance, financial viability, value for money, and tenant involvement.

Social Housing (Regulation) Act 2023 introduced significant changes, including increased regulation of social landlords and new rules to protect tenants from serious hazards. The Act empowers the RSH to take proactive enforcement actions, such as imposing fines and requiring performance improvement plans.

The new consumer standards took effect from April 2024, focusing on health and safety, landlord transparency, and housing management staff qualifications. These standards aim to ensure better living conditions and more accountability from social landlords. The Act includes provisions like Awaab’s Law, which mandates landlords to address hazards such as damp and mould within a fixed period. This law is named after Awaab Ishak, a two-year-old who tragically died due to exposure to mould in his home.

The table below shows the number of social housing units in the borough in 2024. LARP are council properties and PRP are housing associations. Approximately a third of all social housing in the borough is provided by housing associations.

Total social units by provision type in Havering					
			LARP Units	PRP Units	All Units
Low cost rental	General needs		8,153	4,243	12,396
	Supported housing/ housing for older people		756	680	1,436
Low cost home ownership (LCHO)			217	1,092	1,309
Total Havering			9,126	6,015	15,141
London			388,257	484,559	872,816
England			1,564,288	2,925,466	4,489,754
Source: SDR/LADR 2024					

The table below shows the average rents charged by the council and large housing associations in the borough.

<p>General needs (social rent)* Average weekly net rent (£ per week) and units for Havering, London and England - LARPs & Large PRPs</p>

Places Overview & Scrutiny Committee, 28th November 2024

	LARP Rents	LARP Units	PRP Rents	PRP Units	(in bar chart)
Average weekly NET RENT (£ per week) for Havering, London and England - Large PRPs	Net	Unit	Net	Unit	Average net
	rent	count	rent	count	rent
Havering	£112.78	7,713	£133.39	2,384	£117.64
London	£122.32	364,851	£139.53	288,052	£129.83
England	£99.75	1,412,224	£109.50	1,835,696	£105.22
<p>*Excludes Affordable Rent and intermediate rent but includes other units with an exception under the Rent Policy Statement. Source: SDR/LADR 2024</p>					

Appendix 1 shows the stock number of housing association in the borough. It shows the number of local authority areas in which the housing association operates and the number of units in Havering.

Nominations

The council has established nomination agreements with housing associations to ensure that affordable housing is allocated fairly and transparently. These agreements allow the council to nominate applicants for housing owned by housing associations. The process involves advertising available properties on the ELLC CBL system, where people on the housing register can bid for them. The top shortlisted applicants are then offered the property. Some housing associations have direct access to ELLC to be able to advertise their properties. Others have to send the details to the council who then advertises the property on ELLC. The housing association then arranges for the viewing and the offer.

This system ensures that the council maintains influence over housing allocations and supports sustainable communities.

Housing Development

Housing development is a critical area of collaboration between the council and housing associations. The council works with registered providers to identify opportunities for new homes delivery and align housing management services in communities. Additionally, the council collaborates with housing associations on Section 106 agreements to ensure that new developments meet the borough's housing needs.

Section 106 (s106) agreements are legal agreements between local authorities and developers, often used to secure contributions towards infrastructure and affordable housing as part of the planning permission process. These agreements are essential for mitigating the impact of new developments on the local community and ensuring that necessary infrastructure and services are provided.

In the context of housing associations or registered providers, s106 agreements play a crucial role in the delivery of affordable housing. These agreements often stipulate that a certain percentage of new housing developments must be allocated as affordable housing, which housing associations or registered providers can then manage and allocate to those in need.

Overall, s106 agreements are vital for ensuring that new developments contribute to the provision of affordable housing and other community benefits, working in conjunction with housing associations or registered providers to meet local housing needs. One current issue is the inability of developers to find a suitable HA to purchase the social housing on new developments. Associations are increasingly reluctant to purchase s106 properties for a variety of reasons – the asking price from the developer, the quality of the stock, the location or number of units. This has meant that developers are unable to fulfil their obligations under the s106 agreement or they have looked to for-profit registered providers (FPRP) to take the units.

The new entry of FPRPs have meant a greater variety of social housing in the borough however their rents tend to be even higher than traditional providers and the regulation more complex.

The council also get representations from housing associations to vary section 106 agreements, for example when they want to dispose of a property. These tend to go to different people in the Council depending on the request and the contacts the HA has in the council. This can lead to an inconsistent response.

Housing Management

Housing management involves the day-to-day operations and maintenance of housing properties. The council and housing associations share a common purpose of providing good quality, affordable housing. By working together, they can share resources, skills, and capacity to meet housing needs. The council's Housing Strategy & Partnerships service leads the development of this working relationship to achieve strategic housing programme outcomes. Regular meetings and forums are held to discuss nominations and lettings arrangements, ensuring effective communication and collaboration.

Resident Engagement

Resident engagement is a key focus area for both the council and housing associations. The council has developed a Resident Engagement Strategy to ensure that residents are actively involved in decision-making processes. This includes setting up leaseholder and resident panels, delivering roadshows, and consulting residents on major regeneration and housing schemes. The strategy aims to improve the housing service by working in partnership with tenants and leaseholders to make a positive difference in their communities.

Housing associations have a range of arrangements for tenant engagements depending on their size and the geographical distribution of their social housing.

The RSH Consumer Code does require associations to submit tenant satisfaction performance indicators however, these are not as yet publically available and we do not know if these will be available at a local authority level.

Anti-Social Behaviour

Addressing anti-social behaviour is a collaborative effort between the council and housing associations. The council's Housing Allocation Scheme includes provisions for dealing with unacceptable behaviour, such as issuing Community Behaviour Orders and Noise Abatement Notices. Regular meetings and forums with housing associations provide opportunities to discuss common approaches to anti-social behaviour and tenancy management. This collaboration ensures that both parties work together to maintain safe and secure communities.

Housing Strategy

The council's housing strategy outlines the vision, objectives, and policies for housing in the borough. It includes plans for housing delivery, capital programmes, building safety, and decarbonisation. The strategy also emphasizes the importance of working with housing associations to achieve these goals. Regular reviews and consultations with housing associations ensure that the strategy remains relevant and effective in addressing the borough's housing needs.

Conclusion

The relationship between the council and housing associations in the borough is essential for providing good quality, affordable housing and maintaining safe and secure communities. Through collaboration on nominations, housing development, housing management, resident engagement, anti-social behaviour, and housing strategy, the council and housing associations can effectively address the housing needs of the borough's residents.

IMPLICATIONS AND RISKS

Financial implications and risks:

This report is for information only and therefore there are no financial implications and risks. It should be noted however that housing associations play a key role in providing housing for households in housing need in the borough which has a financial benefit to the Council.

Legal implications and risks:

This report sets out the regulatory framework within which housing associations operate.

Human Resources implications and risks:

There are no human resources or risks from this report.

Equalities implications and risks:

Consider the impact your proposal may have upon individuals with protected characteristics:

- age,
- disability,
- gender reassignment,
- marriage and civil partnership,
- pregnancy and maternity,
- race,
- religion or belief,
- sex,
- sexual orientation.

In addition to the above the Council considers equality implications on the following criteria:

- Socio-economic status
- Health and wellbeing

Equality and Health Impact Assessments (EHIA) involve anticipating the consequences of our strategies, policies and activities, making sure that any negative, detrimental, and discriminatory behaviours are eliminated. The EHIA is used to check that the design and approach to delivery of our commitments ensures that benefits and opportunities are realised by all our communities.

Please make explicit what can be done, where possible to mitigate for any negative impacts or enhance positive impacts with due regard to ensure that the council fulfils its Public Sector Equality Duty (PSED) under the Equalities Act 2010. This requires the Council to have due regard to:

- a) The need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- b) The need to advance equality of opportunity between persons who share protected characteristics and those who do not, and;
- c) Foster good relations between those who have protected characteristics and those who do not.

ENVIRONMENTAL AND CLIMATE CHANGE IMPLICATIONS AND RISKS

BACKGROUND PAPERS



Appendix 1 Housing Association Stock Numbers in Havering 2024

Social stock in Havering by provider 2024



Regulator of Social Housing

[Return to Area Summary](#)

[To change area return to Area Summary](#)

Havering

Number of social stock owning providers in area; (LARPs and FRPs which do not own stock are excluded):

32

		Number of additional LAs PRP operates in	Total Social Stock (unweighted)	% Total Social Stock in area	% of LARP/PRPs total Social Stock	General needs self-contained units (unweighted)	% General needs self-contained units in area	% of LARP/PRPs total general needs self-contained stock	General needs bedspaces (unweighted)	% General needs bedspaces in area	% of LARP/PRPs total general needs bedspaces stock	Supported housing/ housing for older people units (unweighted)	% Supported housing/ housing for older people units in area	% of LARP/PRPs total supported housing/ housing for older people stock	Low cost home ownership (LARPs and large FRPs only - unweighted)
All units			15,141	100%		12,106	100%		290	100%		1,436	100%		1,309
1 London Borough of Havering Council	LARP	-	9,126	60.3%	100.0%	8,153	67.3%	100.0%	-	-	-	756	52.6%	100.0%	217
2 A2Dominion Homes Limited	Large	44	42	0.3%	0.3%	14	0.1%	0.2%	-	-	-	-	-	-	28
3 Anchor Hanover Group	Large	245	207	1.4%	0.6%	-	-	-	-	-	-	207	14.4%	0.6%	-
4 Bespoke Supportive Tenancies Ltd	Large	92	4	0.0%	0.3%	-	-	-	-	-	-	4	0.3%	0.3%	-
5 Brentwood Housing Trust Limited	Small	1	29	0.2%	17.0%	29	0.2%	17.7%	-	-	-	-	-	-	-
6 Centrepoint Soho	Small	15	12	0.1%	3.4%	-	-	-	-	-	-	12	0.8%	5.4%	-
7 Clarion Housing Association Limited	Large	161	638	4.2%	0.6%	496	4.1%	0.6%	-	-	-	14	1.0%	0.2%	128
8 Cromwood Housing Ltd	Small	25	34	0.2%	9.3%	34	0.3%	10.2%	-	-	-	-	-	-	-
9 Estuary Housing Association Limited	Large	17	585	3.9%	13.5%	430	3.6%	12.1%	-	-	-	8	0.6%	4.4%	147
10 Gateway Housing Association Limited	Large	5	1	0.0%	0.0%	-	-	-	-	-	-	-	-	-	1
11 Golden Lane Housing Limited	Large	197	1	0.0%	0.0%	-	-	-	-	-	-	1	0.1%	0.0%	-
12 Habinteg Housing Association Limited	Large	76	2	0.0%	0.1%	1	0.0%	0.0%	-	-	-	1	0.1%	0.1%	-
13 Hastoe Housing Association Limited	Large	62	119	0.8%	2.3%	119	1.0%	2.8%	-	-	-	-	-	-	-
14 Home Group Limited	Large	173	44	0.3%	0.1%	22	0.2%	0.1%	-	-	-	-	-	-	22
15 Housing 21	Large	209	113	0.7%	0.6%	-	-	-	-	-	-	108	7.5%	0.6%	5
16 Local Space	Large	18	113	0.7%	7.1%	113	0.9%	7.3%	-	-	-	-	-	-	-
17 London & Quadrant Housing Trust	Large	139	1,893	12.5%	2.1%	1,167	9.6%	1.7%	-	-	-	226	15.7%	3.0%	500
18 Look Ahead Care and Support Limited	Large	20	15	0.1%	1.3%	-	-	-	-	-	-	15	1.0%	1.4%	-
19 Metropolitan Housing Trust Limited	Large	116	20	0.1%	0.0%	16	0.1%	0.1%	-	-	-	-	-	-	4
20 Moat Homes Limited	Large	90	2	0.0%	0.0%	-	-	-	-	-	-	-	-	-	2
21 Newlon Housing Trust	Large	10	2	0.0%	0.0%	-	-	-	-	-	-	-	-	-	2
22 Notting Hill Genesis	Large	54	354	2.3%	0.8%	348	2.9%	1.0%	-	-	-	-	-	-	6
23 Notting Hill Home Ownership Limited	Large	68	28	0.2%	0.5%	-	-	-	-	-	-	-	-	-	28
24 Orbit Group Limited	Large	82	42	0.3%	0.7%	-	-	-	-	-	-	-	-	-	42
25 Peabody Trust	Large	86	160	1.1%	0.2%	141	1.2%	0.2%	-	-	-	-	-	-	19
26 Shepherds Bush Housing Association Limited	Large	34	1	0.0%	0.0%	-	-	-	-	-	-	-	-	-	1
27 Southern Housing	Large	106	10	0.1%	0.0%	-	-	-	-	-	-	-	-	-	10
28 Swan Housing Association Limited	Large	21	881	5.8%	10.4%	523	4.3%	7.3%	290	100.0%	43.0%	19	1.3%	5.1%	49
29 The Guinness Partnership Limited	Large	133	400	2.6%	0.7%	400	3.3%	0.9%	-	-	-	-	-	-	-
30 The Riverside Group Limited	Large	149	224	1.5%	0.3%	82	0.7%	0.2%	-	-	-	44	3.1%	0.4%	98
31 Trinity Housing Association Limited	Small	35	17	0.1%	4.1%	-	-	-	-	-	-	17	1.2%	4.1%	-
32 Westmoreland Supported Housing Limited	Small	61	4	0.0%	0.6%	-	-	-	-	-	-	4	0.3%	0.6%	-
33 YMCA Thames Gateway	Small	7	18	0.1%	3.9%	18	0.1%	13.4%	-	-	-	-	-	-	-

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PLACES OVERVIEW AND SCRUTINY COMMITTEE

Subject Heading:	Update on current position in relation to Emergency Temporary Accommodation in Havering and the lack of supply
ELT Lead:	Patrick Odling-Smee – Director Living Well
Report Author and contact details:	Darren Alexander, Assistant Director Housing Demand
Policy context:	Temporary Accommodation

SUMMARY



RECOMMENDATIONS

1. That Members note and comment on the contents of the report.

REPORT DETAIL

2. Temporary Accommodation in Havering – the current position
3. Havering Council's use of hotel and nightly charged accommodation has created enormous pressure on the Council's housing general fund budget.
4. The average number of households in hotels since 2021/22 rose from 25 to 189 and is forecasted to hit 194 by year end.
5. The average cost of emergency temporary accommodation had also risen in that period from £73 per night to £81 per night.
6. The increase in the average cost is not because of the use of hotels but the use of a nightly charged property. This is an ordinary home in Havering or another part of London. An ordinary home with a kitchen and bathroom which children are deprived of the former inside a hotel room.
7. Ordinary homes are now higher than the cost of the private rented market and landlords are leaving the private market in their droves to provide these ordinary homes at a far greater expense to the council whom can only achieve the local housing allowance 2011 less 10% before meeting the shortfall. Landlords are not doing this to line their pockets but to meet the higher mortgage costs, inflation and newly imposed taxes on their income.
8. That aside the impact is across London and presenting a risk to corporate budgets not simply the housing budget.
9. Local authorities in London can no longer rely on a fraught private rented sector and Havering Council must secure its own supply of affordable accommodation to avert the risk a continued unsustainable nightly charged market currently faced by other London boroughs with 1000s already in hotels and nightly charged accommodation.
10. The nightly charged market is a debilitating market offer from private landlords pivoting with established letting agents to offer poor quality homes at premium above market rents. The offer distorts the market and pushes even dual income households into poverty.
11. We have 230 households in hotel and nightly charged accommodation. We successfully navigated exiting families out of chain hotels where a maximum stay is 2 weeks. We have reduced the numbers of families with children in bed and breakfast hotels over 6 weeks (a statutory obligation) from 76 households to 15 and are continuing to make every effort to improve this position.

12. The following shows the different types of properties that the Council supply for Temporary Accommodation and direct placement made into them:
13. Table 1. Number of households directly placed into temporary accommodation over the last 4 years

Type of Accommodation	Number of Households directly placed 1 April 20 – March 21	Number of Households directly placed 1 April 21 – March 22	Number of Households directly placed 1 April 22 – March 23	Number of Households directly placed 1 April 23 – March 24
Hotel	123	116	358	485
Private Sector Leases	23	28	17	2
Short-life Accommodation	23	24	4	1
Hostel	147	147	51	15
TOTALS:	316	315	430	509

14. Havering Council are not the only borough experiencing these challenges and although the proportion of the risk might appear lower in Havering, as a borough it utilises significantly lower hotel and nightly charged accommodation provision than its neighbours, however, there is an acute risk that Havering could see significant increases in use of hotels and nightly charged accommodation over the next 5 years.
15. A recent report from London Councils in September stated:
16. *London boroughs now spend more than £90 million per month on TA, up nearly 40% from a year earlier. Having overspent by more than £200 million in 2023/24, most boroughs are already forecasting further significant overspends this year. Consequently, the cost of TA has quickly become one of the biggest factors undermining London boroughs' financial stability.*
17. *Increases in TA costs are being driven by four broad factors;*
- i. Increased Demand: increased homelessness presentations;*
 - ii. Reduced Supply: reduction in the availability of TA and private rental accommodations;*
 - iii. Increased Costs: increasing reliance on high-cost temporary accommodation (e.g. commercial hotels) alongside growing cost of all other accommodation types;*
 - iv. Insufficient funding: funding has never met the cost of TA provision in London but the gap has increased in recent years, primarily as a result of a freeze in the Housing Benefit (HB) subsidy payable to authorities for TA.*
18. *Many of these issues are structural or products of central government policy and London Councils has continually worked to highlight these issues through lobbying and communications activity.*

19. Regional perspective

20. Table 2: shows the numbers in temporary accommodation as at the end of December 2023 for the eight London boroughs that comprise the East London region:

	2019	2019	2023	2023
	No of Households in TA	Total no. in TA per 1,000 popn.	No of Households in TA ¹	Total no. in TA per 1,000 popn.
Barking & Dagenham	1,609	20.33	1,230	15.43
City of London	11	3.19	31	7.16
Hackney	3,223	27.06	3,169	25.68
Havering	805	7.64	1,161	10.80
Newham	5,280	46.12	6,269	53.06
Redbridge	2,993	27.06
Tower Hamlets	2,647	20.41	2,815	19.77
Waltham Forest	2,064	19.99	1,083	10.34
TOTAL	5,639		12,482	

21. What is driving the supply shock for Havering?

22. Private sector lease

23. In 2019/20 we enjoyed 840 properties in Havering supplied by individual landlords on a private sector lease contract. We have managed these properties for over 10 years and for many of those landlords they have been able to achieve this on low rents compared to the market.

24. However, market forces such as high interest rates, inflation and low local housing allowance rates has meant that landlords can no longer sustain this provision and as a result our private sector lease portfolio has fallen by 284 properties with impact most felt in the supply of 2 and 3 bed houses.

25. Table 3: Number of properties on private sector lease contracts over the last 4 years.

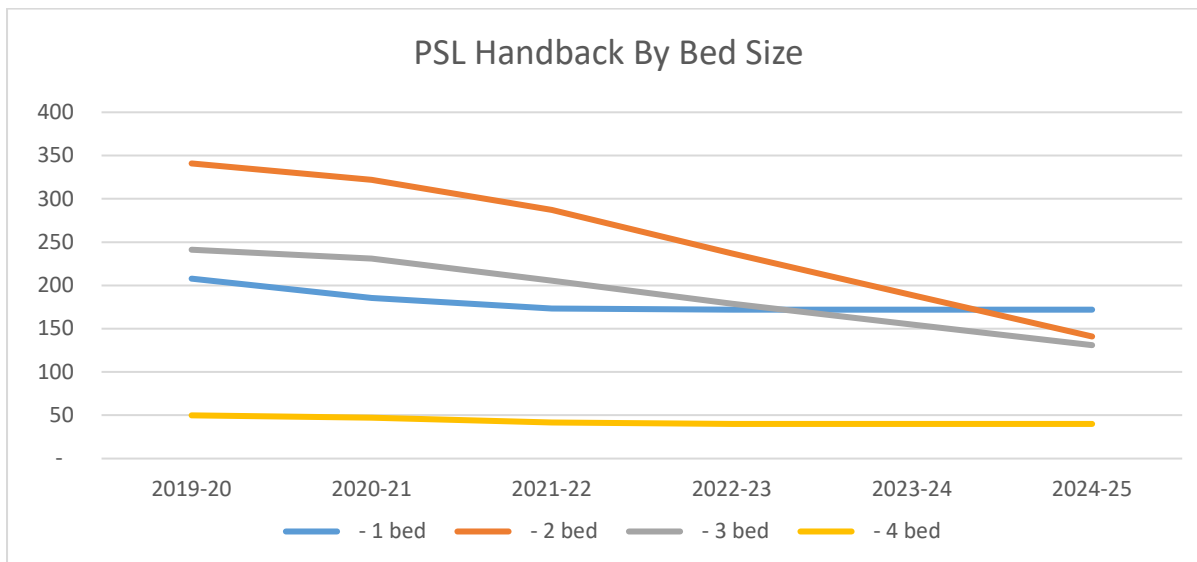
Average number of properties	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25
- 1 bed	208	186	173	172	172	172
- 2 bed	341	322	287	237	189	141
- 3 bed	241	231	206	179	155	131
- 4 bed	50	47	42	40	40	40
Total	840	786	708	628	556	484

26. Handbacks

27. The private sector leasing housing market has provided the bulk of our temporary accommodation portfolio and recent cost of living crisis has impacted our ability to continue to use the private rented sector.

28. The stamp duty break between July 2020 and 1 October 2021 saw owners giving three-month notices to put their properties onto the open market for sale. The Private Sector Lease housing stock has reduced significantly over the past year with the Council unable to replace them at the same pace.

29. The graph below shows the forecast of the number of properties (by bedroom size) to be handed back. Two-bedroom properties were handed back at the fastest rate.



30. Reasons for handback

- I. Landlord requesting a handback
- II. Sell the property
- III. Request a rental increase

31. 90% of our stock have an expired lease and negotiating with landlords to sign a new lease has also been complicated. This has raised expectations on rent without any desire for remedial works to be carried out for dilapidations. Many of our properties have been in our portfolio for over 10 years. In order to sign new lease terms due diligence and compliance has also been quite prohibitive and delayed leases being signed and sealed.
32. In 24/25 there are 71 handbacks and we have a further 88 new handbacks in the pipeline from February 24.
33. Table 4: shows the outstanding handbacks we are working through

Status	Numbers of handbacks	Commentary
Handbacks overdue from 2022	0	handbacks overdue from 2022 completed from 7
SSH void	1	Returning keys
Handbacks overdue from 2023/24	12	Remained with voids or currently tenanted
Handbacks overdue	46	11 imminently out of notice. Households awaiting a move on
Handbacks within 3 months' Notice	12	Under notice within timeframe
Total	71	Overall total – handbacks

34. Landlords are selling their properties

35. Landlords are choosing to either sell or place their property with the highest rents offered. Further to this, there are properties that have been with the Council for many years but now fallen into decline and in need of modernisation. A proportion of properties are given back to the owners where living standards have fallen short of the letting standards.
36. The risk of increasing handbacks and a poor market for procurement is that the Council need to use more nightly lets to fulfil its duty.



37. The table 5: below provides the number of properties handed back by bedroom size and reason during the year ending 31st March 2022:

Number of bedrooms	1 bedroom	2 bedroom	3 bedroom	4 bedroom	Total
Selling	9	23	9	1	42
No rent increase	3	10	7	0	20
Council served notice - Refusal to do works/ not required by us	2	10	7	1	20
ASB	0	1	2	0	3
Need for family member	1	1	1	0	3
Total	15	45	26	2	88

38. Reasons for delays in handbacks

39. Lack of stock available to move households on to

40. Risk of placing in hotels and inflating our existing expenditure

41. Collapse of the private rented sector

42. The impact of the volume of homeless demand

43. Havering Council have seen sustained and unprecedented volumes in homeless demand after it doubled during COVID lockdown. The three main reasons for homelessness are:

- i. Family and friends eviction
- ii. Private rented eviction
- iii. Domestic abuse

44. Table 6: Homeless Approaches

The number of homeless approaches has consistently peaked above 220 whereas in 2020 we saw this occur on a single occasion. In 2021/22 so far the number of approaches have almost doubled on the previous year and in 2022/23 the average approaches per month was 293. The average remains high in 2023/24 with 296 approaches per month.

	April	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	YTD
2019-20	155	186	160	195	177	165	187	174	111	233	160	129	2032
2020-21	114	141	165	166	228	269	236	256	175	239	255	292	2536
2021-22	235	270	312	248	273	301	260	280	169	258	250	281	3137
2022-23	261	294	237	280	319	300	305	300	249	282	325	365	3517
2023-24	272	274	315	326	308	305	291	293	212	348	309	299	3552

45. Table 7: The three top main reasons for homelessness

2020/21	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Total
Domestic abuse	8	12	9	12	29	19	24	29	15	22	18	29	226
Private rented eviction	15	28	29	17	41	31	41	41	27	27	36	57	390
Family/ friends exclusion	52	55	78	64	71	99	77	87	51	75	84	78	871

2021/22													
Domestic abuse	22	24	26	19	31	28	18	25	12	18	13	18	254
Private rented eviction	39	48	55	46	41	69	52	64	38	55	53	62	622
Family/Friends exclusion	64	76	72	65	69	79	62	74	31	71	50	67	780
2022/23													
Domestic abuse	20	31	19	16	20	19	22	24	22	19	18	17	247
Private rented eviction	48	67	58	58	71	55	64	53	54	56	55	57	696
Family/Friends Exclusion	54	61	63	69	71	63	65	48	43	57	68	50	712
2023/24													
Domestic abuse	24	22	33	22	33	27	25	20	23	36	27	27	319
Private rented eviction	75	67	68	77	66	78	63	68	49	80	79	77	847
Family/Friends exclusion	59	63	78	88	76	84	81	81	49	91	92	96	938

46. Table 8: Domestic Abuse Approaches

	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Total
2019/20	7	5	7	7	5	7	12	9	2	7	4	5	77
2020/21	8	12	9	12	29	19	24	29	15	22	18	29	226
2021/22	22	24	26	19	31	28	18	25	12	18	13	18	254
2022/23	20	31	19	16	20	19	22	24	22	19	18	17	247
2023/24	24	22	33	22	33	27	25	20	23	36	27	27	319

47. The Rent Deposit Scheme – Find Your Own

48. The housing solutions team administer the Find Your Own Scheme and with a budget of £425k would look to support as many households singles and families in to the private rented sector.

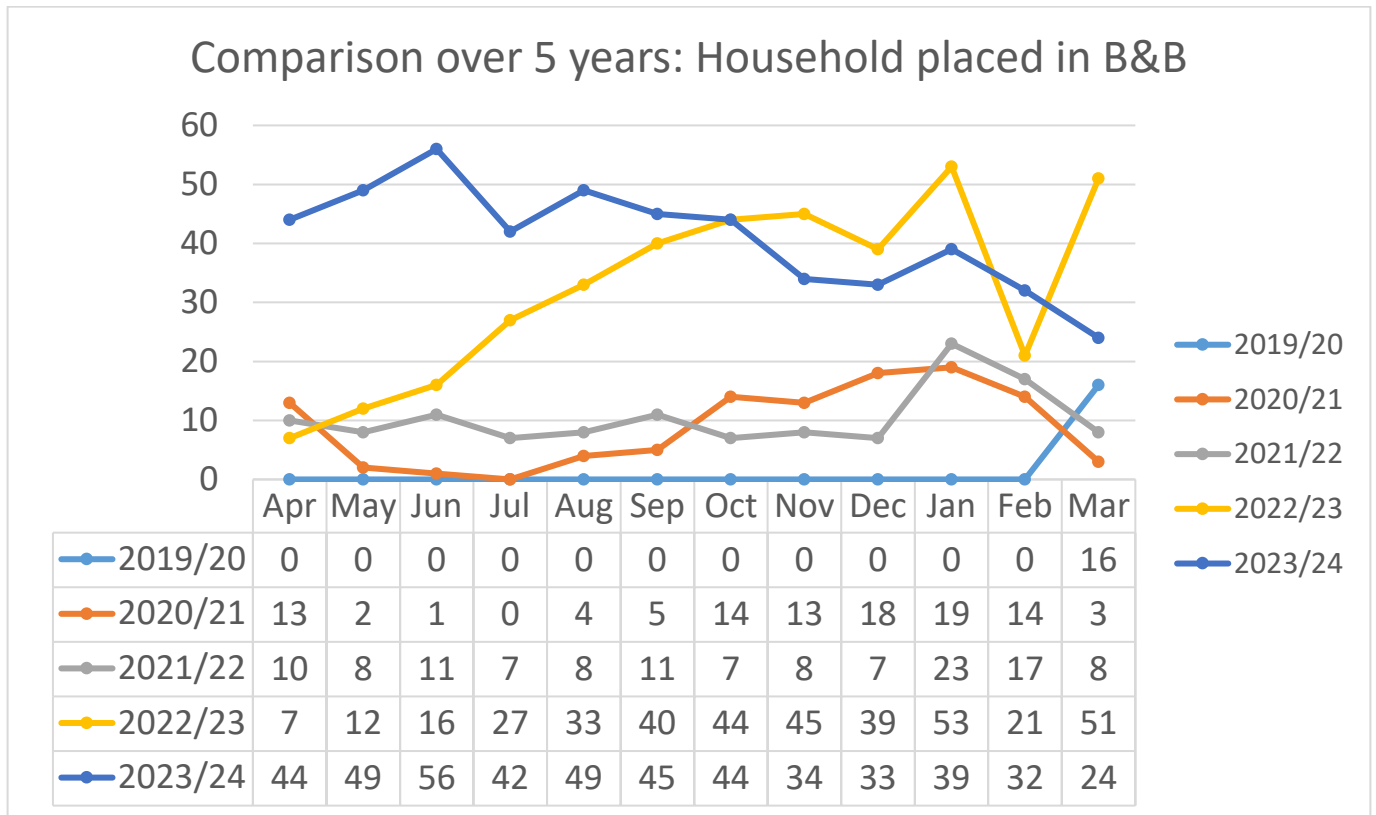
49. Table 9: illustrates the performance of the find your own scheme over the last 4 years.

	Apr	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Total
2019/20	10	13	19	20	25	24	22	19	12	23	27	26	240
2020/21	12	6	19	38	33	41	30	47	32	27	20	17	322
2021/22	17	15	14	18	30	27	13	11	24	22	13	17	221
2022/23	19	10	12	16	14	16	10	14	11	8	6	14	150
2023/24	13	7	18	12	15	7	7	6	8	11	18	15	137

50. Table 10: illustrates the spend on rent deposits for private rented properties

	Apr 22 to Mar 23	Apr 21 to Mar 22	Apr 20 to Mar 21	Apr 19 to Mar 20
Find your Own	150	222	322	240
Budget	£425,000	£425,000	£425,000	£425,000
Find your own expenditure	£412,339	£538,140	£639,000	£839,000
Capital Letters	13	59	0	0

51. For those households unable to secure a private rented property will likely be placed into emergency hotel or nightly rate property. We have seen a 57% reduction in private rented sector placements through the Find Your Own Scheme and an increase of 2968% increase of placements into hotels since 2019.



52. The cost of temporary accommodation over the next 3 years

53. The cost of temporary accommodation in Havering is the single biggest risk budget of the housing general fund.

54. Table 11: shows the cost of temporary, PSL accommodation, broken down across income collection and spend (including landlord rents), void costs and bad debts:

	2019-20	2020-21	2021-22	2022-23	2023-24	2024-25
Landlord Rents	9,460,780	8,763,885	7,864,445	7,021,828	6,673,019	6,436,466
Average monthly landlord rent per property	938	929	926	937	947	952
Tenant Rent Income	-8,140,838	-	-	-	-6,331,948	-6,138,801
Void Cost	293,395	517,690	523,900	542,623	557,558	562,051
Bad Debts	134,191	119,406	242,792	119,606	115,487	111,535

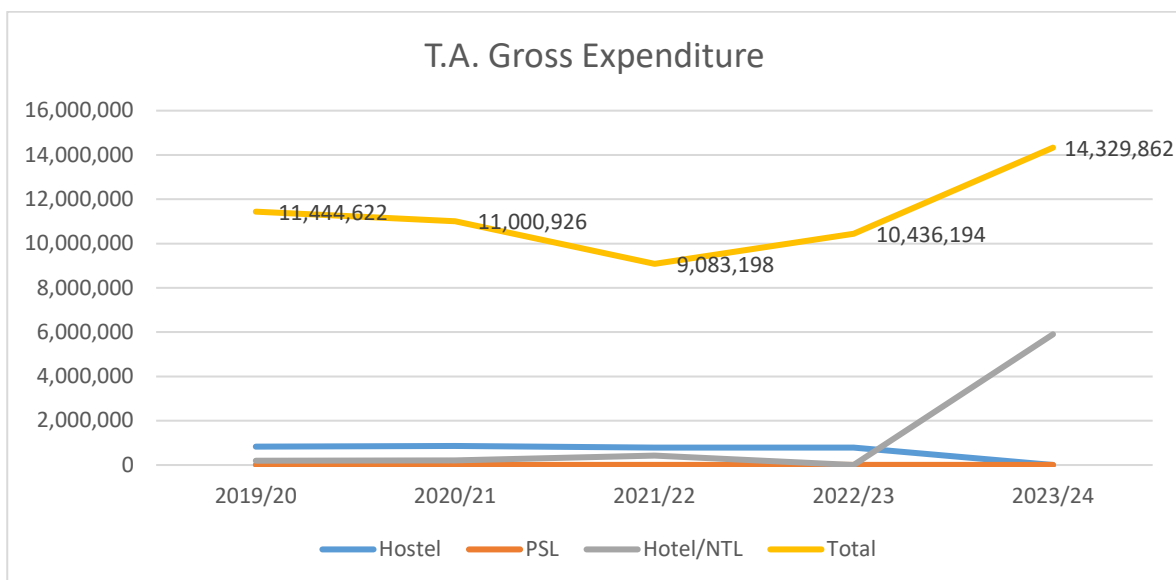
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PSL NET TOTAL COST (Landlord rent less tenant rent income)	1,747,529	1,900,483	1,865,794	1,161,112	1,014,117	971,251
Total average property numbers	840	785	707	624	587	563
Net Cost per property	2,080	2,421	2,639	1,860	1,727	1,725

55. The table 12: and graph below shows the financial impact on the Council for temporary accommodation services in Havering.

Year	2019-20	2020-21	2021-22	2022-23	2023-24
Hostels	£823,479	£860,626	£784,320	£789,767	£1,210,817
Private Sector Housing	£10,420,229	£9,931,525	£7,868,296	£8,516,700	£7,216,822
Hotels & Nightly lets	£200,914	£208,775	£430,582	£1,129,727	£5,902,223
Total Spend	£11,444,622	£11,000,926	£9,083,198	£10,436,194	£14,329,862

* This is Gross spend, it does not include income



Places Overview & Scrutiny Committee, 28th November 2024

56. What does Havering have planned to address these challenges?

57. Bed and Breakfast exit plan

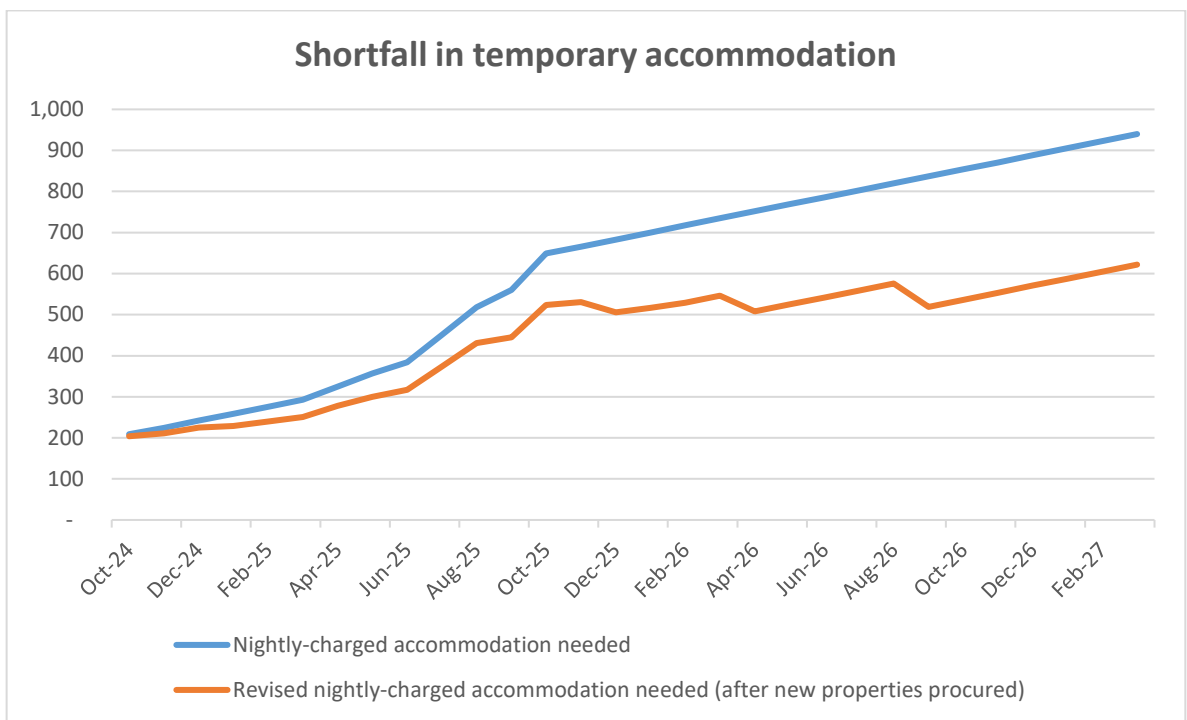
58. To exit out of the current 230 hotel and nightly charged accommodation places and to sustain this position, Havering will need to have a number of meaningful property and pipeline initiatives to address the homeless pressures over the next 5 years.

59. If we do nothing verses doing something

60. In the event that Havering do not take significant action to address the housing supply shock we expect the need for nightly charged accommodation and hotels will continue to grow and become unsustainable.

61. Table 12: Illustrates the number of emergency forms of accommodation required if we do nothing and with actions we will look to take to achieve a pipeline

	24/25	25/26	26/27
Without a pipeline	293	735	940
With a pipeline	251	502	253



62. Temporary accommodation supply

63. We have a range of mitigations to provide additional supply to temporary accommodation many of the initiatives have already secured approval at cabinet and are being mobilised others are still in negotiation. We have currently in the

Places Overview & Scrutiny Committee, 28th November 2024

process of securing a supply of 562 units and anticipate will need another 700 properties to avoid the council facing high profile risks we have identified.

64. These include the following initiatives

- I. Private equity finance
- II. Office to residential conversions
- III. Pension fund property investments
- IV. New development opportunities for temporary accommodation.

65. Table 13: Is a temporary accommodation pipeline planned to meet the existing volume of demand

Action/Mitigation	Number of units	Delivery Date	In YR proposed cost reduction or income generation	Future Year application – if yes add value in future years
Property Purchasing Scheme (Chalkhill)	150	October 25	-0.3m revenue (with a further -0.4m capital saving)	£18.2m revenue (with a further -30.6m capital) (10 years)
Mother and Baby Unit	12	October 24	0	£0.2m (pa)
Open and fully occupy Royal Jubilee Court	74	March 24	-2.3m	£4.6m (over 2 years)
Family Welcome Centre	74	Sept 26	0	£2.3m(pa)
Mercury House	115	November 26	0	£24m (over 10 years)
Eastgate House	34	February 26	0	£8.6m (over 10 years)
Chesham House	55	February 26	0	£18.5m (over 10 years)
Notting Hill Genesis Joint Venture (Temporary Accommodation)	9	February 25	TBC	TBC

Modular Units (18) Waterloo Estate	18	Sept 25	0	-£0.3m 24-25, - £0.4m pa thereafter
Modular Units	30	October 26	0	-£0.3m 26-27, - £0.7m pa thereafter

IMPLICATIONS AND RISKS

Financial implications and risks:

None associated with this report

Legal implications and risks:

None associated with this report

Human Resources implications and risks:

There are no human resources or risks from this report.

Equalities implications and risks:

None associated with this report

Environmental and Climate Change Implications and Risks:

None associated with this report

BACKGROUND PAPERS

Appendix 1



Appendix 1 Overview
and Scrutiny Local ho



Havering
LONDON BOROUGH

Appendix 1 Housing Association Stock Numbers in Havering 2024

Places Overview & Scrutiny Committee, 28th November 2024



Regulator of Social Housing

[Return to Area Summary](#)

[To change area return to Area Summary](#)

Havering

Number of social stock owning providers in area; (LARPs and PRPs who do not own stock are excluded):

32

Social stock in Havering by provider 2024

		Number of additional LAs PRP operates in	Total Social Stock (unweighted)	% Total Social Stock in area	% of LARP/PRPs total Social Stock	General needs self-contained units (unweighted)	% General needs self-contained units in area	% of LARP/PRPs total general needs self-contained stock	General needs bedspaces (unweighted)	% General needs bedspaces in area	% of LARP/PRPs total general needs bedspaces stock	Supported housing/ housing for older people units (unweighted)	% Supported housing/ housing for older people units in area	% of LARP/PRPs total supported housing/ housing for older people stock	Low cost home ownership (LARPs and large PRPs only - unweighted)
All units			15,141	100%		12,106	100%		290	100%		1,436	100%		1,309
1 London Borough of Havering Council	LARP	-	9,126	60.3%	100.0%	8,153	67.3%	100.0%	-	-	-	756	52.6%	100.0%	217
2 A2Dominion Homes Limited	Large	44	42	0.3%	0.3%	14	0.1%	0.2%	-	-	-	-	-	-	28
3 Anchor Hanover Group	Large	245	207	1.4%	0.6%	-	-	-	-	-	-	207	14.4%	0.6%	-
4 Bespoke Supportive Tenancies Ltd	Large	92	4	0.0%	0.3%	-	-	-	-	-	-	4	0.3%	0.3%	-
5 Brentwood Housing Trust Limited	Small	1	29	0.2%	17.0%	29	0.2%	17.7%	-	-	-	-	-	-	-
6 Centrepoint Soho	Small	15	12	0.1%	3.4%	-	-	-	-	-	-	12	0.8%	5.4%	-
7 Clarion Housing Association Limited	Large	161	638	4.2%	6.6%	496	4.1%	6.6%	-	-	-	14	1.0%	0.2%	128
8 Cromwood Housing Ltd	Small	25	34	0.2%	9.3%	34	0.3%	10.2%	-	-	-	-	-	-	-
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16 Local Space	Large	18	113	0.7%	7.1%	113	0.9%	7.3%	-	-	-	-	-	-	-
17 London & Quadrant Housing Trust	Large	139	1,893	12.5%	2.1%	1,167	9.6%	1.7%	-	-	-	226	15.7%	3.0%	500
18 Look Ahead Care and Support Limited	Large	20	15	0.1%	1.3%	-	-	-	-	-	-	15	1.0%	1.4%	-
19 Metropolitan Housing Trust Limited	Large	116	20	0.1%	0.0%	16	0.1%	0.1%	-	-	-	-	-	-	4
20 Moat Homes Limited	Large	90	2	0.0%	0.0%	-	-	-	-	-	-	-	-	-	2
21 Newlon Housing Trust	Large	10	2	0.0%	0.0%	-	-	-	-	-	-	-	-	-	2
22 Notting Hill Genesis	Large	54	354	2.3%	0.8%	348	2.9%	1.0%	-	-	-	-	-	-	6
23 Notting Hill Home Ownership Limited	Large	68	28	0.2%	0.5%	-	-	-	-	-	-	-	-	-	28
24 Orbit Group Limited	Large	82	42	0.3%	0.7%	-	-	-	-	-	-	-	-	-	42
25 Peabody Trust	Large	86	160	1.1%	0.2%	141	1.2%	0.2%	-	-	-	-	-	-	19
26 Shepherds Bush Housing Association Limited	Large	34	1	0.0%	0.0%	-	-	-	-	-	-	-	-	-	1
27 Southern Housing	Large	106	10	0.1%	0.0%	-	-	-	-	-	-	-	-	-	10
28 Swan Housing Association Limited	Large	21	881	5.8%	10.4%	523	4.3%	7.3%	290	100.0%	43.0%	19	1.3%	5.1%	49
29 The Guinness Partnership Limited	Large	133	400	2.6%	0.7%	400	3.3%	0.9%	-	-	-	-	-	-	-
30 The Riverside Group Limited	Large	149	224	1.5%	0.3%	82	0.7%	0.2%	-	-	-	44	3.1%	0.4%	98
31 Trinity Housing Association Limited	Small	35	17	0.1%	4.1%	-	-	-	-	-	-	17	1.2%	4.1%	-
32 Westmoreland Supported Housing Limited	Small	61	4	0.0%	0.6%	-	-	-	-	-	-	4	0.3%	0.6%	-
33 YMCA Thames Gateway	Small	7	18	0.1%	3.9%	18	0.1%	13.4%	-	-	-	-	-	-	-

Appendix 1

Temporary Accommodation Subsidy rules – January 2011 Local Housing Allowance Rates less ten per cent.

Local authorities are responsible for securing emergency temporary accommodation for homeless households as part of their legislative duties.

Havering Council will first determine a household has met the minimum threshold for homelessness if they have reason to believe a household is at risk of homelessness they will try to meet their statutory obligations to provide emergency interim accommodation through the following provisions:

- Emergency Bed and Breakfast Hotels
- Nightly rate properties
- Private Sector Lease Properties (PSL)
- Hostel

Havering Council may also use the Private Rented Sector Market (PRS) to meet their prevention duties.

Temporary Accommodation households are largely dependent on housing benefit and universal credit to pay their rent and are expected to make an application for financial assistance through the Department for Work and Pensions (DWP).

However, the Local Housing Allowance (LHA) provision administered by DWP is applied differently to emergency temporary accommodation and as it is to private rented sector (PRS) properties.

Table 1: Shows the current rates for LHA in the private rented sector compared to temporary accommodation

	Local Housing Allowance 2020 Private Rented Sector Allowance	New Local Housing Allowance 2024 Private Rented Sector	Local Housing Allowance 2011 less 10% Temporary Accommodation Allowance
1 bed	£898	£1000.01	£607.49
2 bed	£1,147	£1,249.99	£765
3 bed	£1,371	£1,500.02	£935.01
4 bed	£1,725	£1,800.01	£1,256.80

When the January 2011 LHA rates were first introduced Local Authorities also received a management fee of £45 per week per property known as the temporary accommodation management fee. This has been scrapped and replaced somewhat by the Homeless Prevention Grant leaving local authorities reliant on the 2011 LHA rates less 10% as the sole provision to pay temporary accommodation rents.

The Homeless Prevention Grant (HPG) was administered through previous iterations known as the Temporary Accommodation Management Fee (TAMF) the £45 per week, before being succeeded by the Flexible Homeless Support Grant (FHSG) which is now known currently as the Homeless Prevention Grant.

The Local Housing Allowance and the private Rented Sector

It is useful to illustrate what the current Local Housing Allowance rates are for the Private Rented Sector and the associated gap that exists with the market rents. Households that are not benefit capped and are eligible for the maximum support will receive the Local Housing Allowance rate but still have to make up for any shortfall and this can lead to issues of affordability.

Table 2. Rental income gaps between the LHA and lowest 30th percentile market rents 2020 and 2023.

Property Size	Local Housing Allowance pcm	Average rental price pcm (Source: Zoopla) 2020	Shortfall pcm 2020	Average Rents in Havering 2023	Shortfall Pcm 2023
1 bed	£898	£896	+£2	£1,050	-£152
2 bed	£1,147	£1,189	-£42	£1,500	-£353
3 bed	£1,371	£1,377	-£6	£1,800	-£429
4 bed	£1,725	£1,802	-£77	£2,400	-£675

Government Temporary Accommodation Local Housing Allowance

<https://assets.publishing.service.gov.uk/media/5a7ccb2ee5274a34d8d32faa/hbsgm-sec6.pdf>

Unlike mainstream LHA claims - where the LHA relates to the month in which the claim is made and to the household size - the LHA rate used to determine subsidy for claims in respect of customers living in temporary accommodation will be related to the:

- size of the property (number of bedrooms from one to five inclusive), and
- the January 2011 LHA rate

Therefore, for these claims (leased/licensed/B&B), the LHA rates for January 2011 should be used in the formula to determine maximum subsidy amounts.

This subsidy scheme does not make use of the Shared Room Rate at all.

The minimum LHA rate that can be used to determine maximum subsidy for temporary accommodation cases will be the one bedroom rate.

The maximum LHA rate that can be used is the five bedroom rate.

The Local Housing Allowance January 2011 less 10% and Havering Temporary Accommodation

Havering Council currently hold a stock of 526 PSL properties and are increasing its current Nightly Rate Portfolio to try to mitigate the cost of hotels. We currently have 200 households in hotels and this number is being reduced month on month.

However, Havering Council are having to meet the shortfall of rent achieved in our PSL stock with the total shortfall of £1.18 million currently met by the Homeless Prevention Grant of £2.5 million.

The rest of the grant goes towards mitigating the cost of hotels.

Table 3: Illustrate the average cost per year per property - by bed size

Bed Size	Average of Gross loss per year
1 Bed	£1,667.94
2 Bed	£2,681.10
3 Bed	£2,323.08
4 Bed	£1,682.38
Grand	£2,258.06

Table 4: Illustrate the Total cost per year - by bed size

Bedroom size	Gross loss per year	Number of Beds
1 Bed	£216,831.95	130
2 Bed	£549,625.52	205
3 Bed	£362,400.71	156
4 Bed	£58,883.45	35
Grand Total	£1,187,741.63	526

As a result of continued pressure on homeless services the Council is currently facing a £2.2 million budget gap to meet the existing demand for housing that has had already included an uplift of growth of £3.9m.

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This Report is part exempt and Appendix B is not available for public inspection as it contains or relates to exempt information within the meaning of paragraph 3 of Schedule 12A to the Local Government Act 1972. It is exempt because it refers to information relating to the financial or business affairs of any particular person (including the authority holding that information), and the public interest in maintaining the exemption outweighs the public interest in disclosing the information

PLACES OVERVIEW AND SCRUTINY COMMITTEE SUB- COMMITTEE

Subject Heading:

**Temporary Modular Homes Waterloo
and Queen Street**

SLT Lead:

**Neil Stubbings, Strategic Director of
Place.**

Report Author and contact details:

Maria Faheem Regeneration Manager.
Maria.Faheem@havering.gov.uk

Policy context:

Provision of new homes within the
borough.

SUMMARY

This report provides an overview of the temporary modular homes proposal for the Waterloo and Queen Street site.

The modular housing proposal presents an opportunity to provide up to 18 families with stable homes, reducing the need for temporary hotel accommodation. By leveraging funding from the Local Authority Housing Fund, the Council is able to deliver a cost-effective, adaptable solution that meets immediate housing needs. The scheme enables the Council to address urgent housing demands proactively, demonstrating its commitment to responsive and responsible community development whilst the wider scheme is regenerated.

The content of this report sets out the outline of the scheme, projected costs and delivery programme.

RECOMMENDATIONS

Places Overview and Scrutiny Sub- Committee are asked to note the contents of this report.

REPORT DETAIL

The London Borough of Havering (LBH) has a need for housing solutions to support residents at risk of homelessness, with demand for temporary accommodation remaining high. To help address this challenge, the Council is proposing to introduce a scheme of 18 modular homes on a part the cleared site at Waterloo and Queen Street, on land scheduled for permanent development in approximately 5 to 7 years.

The proposed development will consist of 14 two-bedroom homes (at 58 square metres each) and 4 three-bedroom homes (68 square metres), all fully equipped to accommodate families. The scheme will include some landscaping that enhances the development and make a contribution to biodiversity, promoting an inviting environment for residents and improving the visual appeal of the area.

There will also be five standard car-parking spaces provided on site.

Key Benefits of Modular Homes:

Lifespan and Ability to be relocated:

These modular homes are designed with a lifespan of up to 60 years and can be relocated up to five times if necessary, whilst retaining the supplier warranty.

Speed of Delivery:

The homes can be efficiently deployed, providing timely relief to families currently in unsuitable hostel and hotel accommodations.

Cost-Effectiveness:

Each unit is supplied at a cost of £200,000. Additional expenditure is required to provide the necessary site infrastructure (preparation of bases, provision of utilities, vehicular and pedestrian access, lighting etc) in addition to which it is proposed to apply cladding to meet the aesthetic requirements of the local planning authority – a more comprehensive cost breakdown is set out in the Financial Considerations section within exempt Appendix B. Faster construction reduces interim housing

costs, off-site manufacturing lowers per-unit expenses, and energy-efficient designs cut utility bills. Together, these factors optimise resources and support our strategic housing goals.

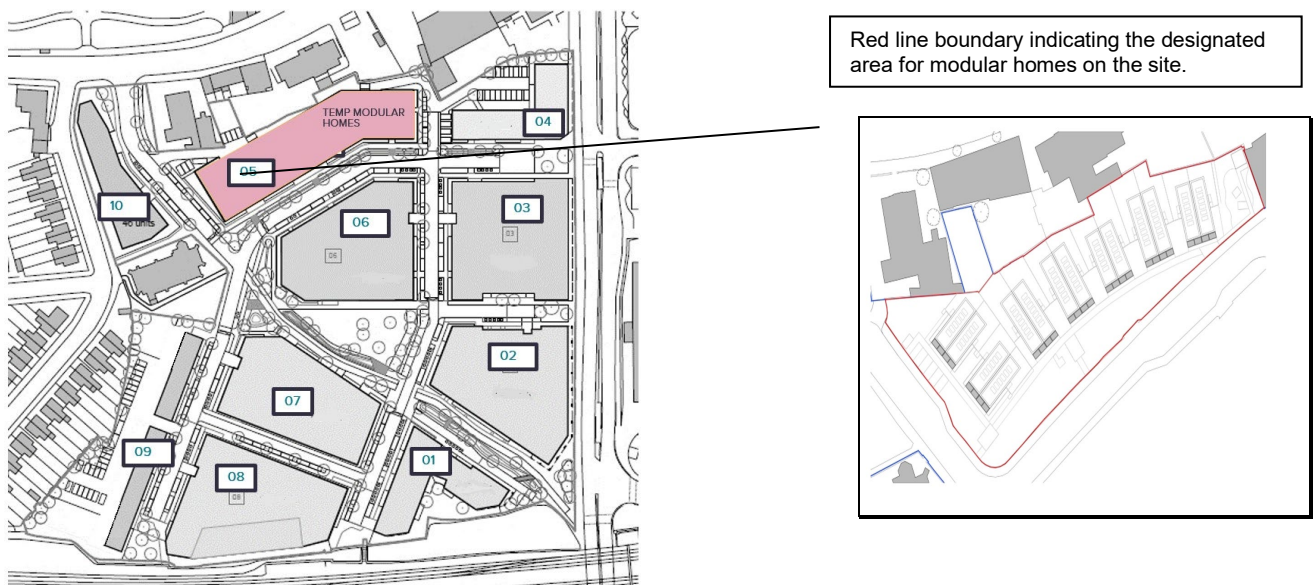
High-Quality Living Environment:

The modular homes will provide modern, well-equipped spaces that are energy efficient and well insulated. Each unit can be relocated to smaller sites as required, stacked up to three storeys to maximise available space, and dismantled for reuse at other locations.

Waterloo and Queen Street Site:

As illustrated in Figure 1, the area designated for modular homes within the Waterloo and Queen Street regeneration project is scheduled for development in approximately 5 to 7 years. During this interim period, the modular homes will remain on-site, providing accommodation for residents in need as other phases of the regeneration progress.

Figure 1. Site Plan of the proposed modular homes on the Waterloo and Queen Street Site



Collaboration and Design:

The Joint Venture team worked closely with the Assistant Director of Housing Demand to design and ensure the modular homes met LBH's specific requirements. Positive feedback was received following meetings with planning officers during pre-application discussions. To ensure the best possible outcomes, a specialist company, Better Delivery, was appointed by the Joint Venture to

conduct extensive market testing. This process involved evaluating multiple suppliers and modular home options based on quality, suitability for temporary accommodation, and cost-effectiveness. The testing compared unit sizes, configurations, and overall value, ensuring that the selected homes meet LBH's high standards for internal quality while delivering value for money. Through this thorough market assessment, the best modular solutions were identified to meet both the Council's needs and budget.

Sustainability:

Modular homes offer a sustainable, efficient housing solution that aligns with our environmental and safety commitments while meeting the needs of our communities. Constructed in controlled settings, they minimise waste, optimise resources, and reduce carbon emissions. With high Energy Performance Certificate (EPC) ratings, modular homes are designed to ensure low energy use, providing efficient heating and cooling that directly benefits residents by reducing costs. Renewable features, such as Air Source Heat Pumps (ASHP) for heating and hot water, and Photovoltaic (PV) panels for clean energy, lessen dependency on traditional energy sources and further reduce utility costs. Built-in sprinkler systems also meet fire safety standards, offering enhanced protection for residents.

Their low maintenance costs and flexibility, combined with a long lifespan, make modular homes a sustainable solution to address the borough's immediate housing challenges. As illustrated in Appendix A, the typical internal layout is thoughtfully designed to maximise living space and functionality, providing residents with a comfortable and practical home environment.

Programme:

Allowing for planning approval, manufacture, site preparation and installation, it is envisaged that the modular units will be available for occupation in Autumn 2025.

Neighbour consultation:

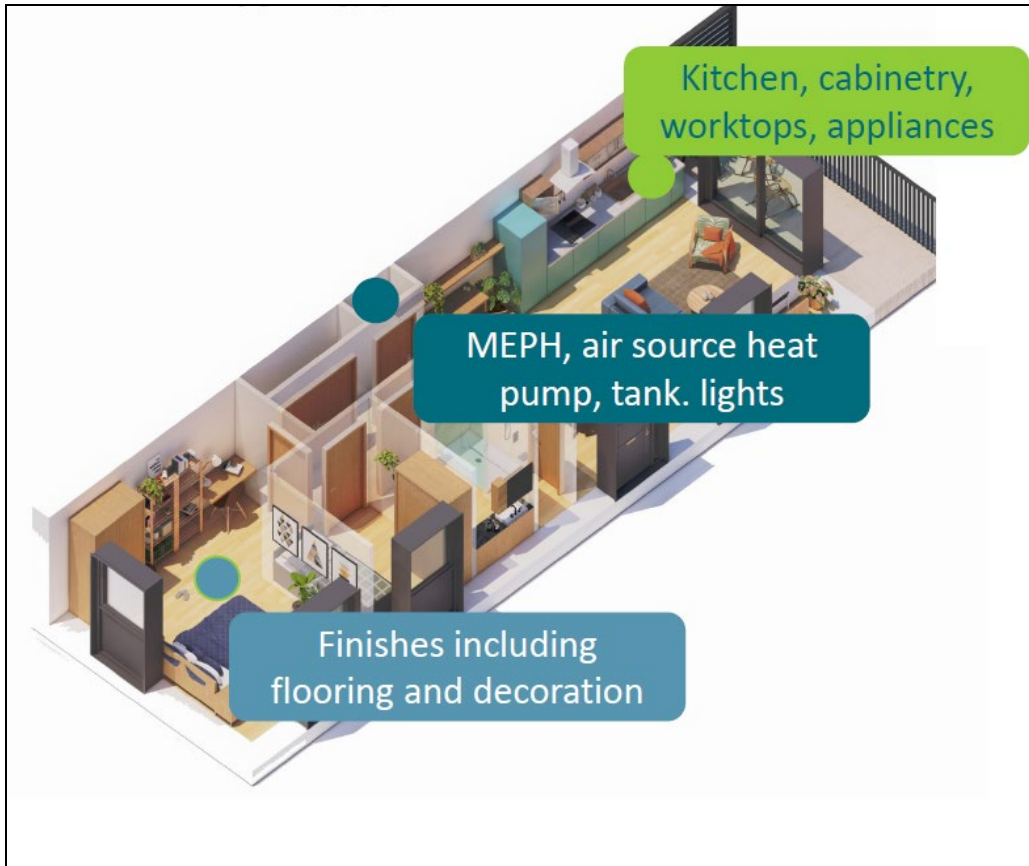
The scheme proposals have been presented at the liaison meetings with Cotleigh Road residents and have been generally well received

Appendix A – Images





Illustrative Internal Layout



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

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