

NOTICE OF MEETING

OVERVIEW AND SCRUTINY COMMITTEE

**Thursday, 9th February, 2017, 7.00 pm - Civic Centre, High Road,
Wood Green, N22 8LE**

Members: Councillors Charles Wright (Chair), Pippa Connor (Vice-Chair),
Makbule Gunes, Kirsten Hearn and Emine Ibrahim

Co-optees/Non Voting Members: Uzma Naseer (Parent Governor Representative),
Luci Davin (Parent Governor representative), Yvonne Denny (Co-opted Member -
Church Representative (CofE)) and Chukwuemeka Ekeowa (Co-opted Member -
Church Representative (RC))

Quorum: 3

1. **FILMING AT MEETINGS**

Please note that this meeting may be filmed or recorded by the Council for live or subsequent broadcast via the Council's internet site or by anyone attending the meeting using any communication method. Although we ask members of the public recording, filming or reporting on the meeting not to include the public seating areas, members of the public attending the meeting should be aware that we cannot guarantee that they will not be filmed or recorded by others attending the meeting. Members of the public participating in the meeting (e.g. making deputations, asking questions, making oral protests) should be aware that they are likely to be filmed, recorded or reported on.

By entering the meeting room and using the public seating area, you are consenting to being filmed and to the possible use of those images and sound recordings.

The chair of the meeting has the discretion to terminate or suspend filming or recording, if in his or her opinion continuation of the filming, recording or reporting would disrupt or prejudice the proceedings, infringe the rights of any individual or may lead to the breach of a legal obligation by the Council.

2. **APOLOGIES FOR ABSENCE**

3. **URGENT BUSINESS**

It being a special meeting under Part 4, Section B, Paragraph 17 of the Council's Constitution no other business shall be discussed.

4. DECLARATIONS OF INTEREST

A member with a disclosable pecuniary interest or a prejudicial interest in a matter who attends a meeting of the authority at which the matter is considered:

- (i) must disclose the interest at the start of the meeting or when the interest becomes apparent, and
- (ii) may not participate in any discussion or vote on the matter and must withdraw from the meeting room.

A member who discloses at a meeting a disclosable pecuniary interest which is not registered in the Register of Members' Interests or the subject of a pending notification must notify the Monitoring Officer of the interest within 28 days of the disclosure.

Disclosable pecuniary interests, personal interests and prejudicial interests are defined at Paragraphs 5-7 and Appendix A of the Members' Code of Conduct

5. DEPUTATIONS/PETITIONS/PRESENTATIONS/QUESTIONS

To consider any requests received in accordance with Part 4, Section B, paragraph 29 of the Council's constitution.

6. CONSULTATION ON FOUR POLICIES TO MEET HOUSING NEED (PAGES 1 - 108)

The purpose of this report is to summarise the outcome of the consultation on four important policies to meet housing need in the borough; to explain how these policies have been developed in the context of a Fair and Equal Borough; and assess the degree to which these policies address concerns about housing disadvantage and social exclusion considered previously by the Committee.

Felicity Foley, Principal Committee Co-ordinator
Tel – 020 8489 2919
Fax – 020 8881 5218
Email: felicity.foley@haringey.gov.uk

Bernie Ryan
Assistant Director – Corporate Governance and Monitoring Officer
River Park House, 225 High Road, Wood Green, N22 8HQ

Tuesday, 31 January 2017

Report for: Special Overview & Scrutiny Committee

Item number: 6

Title: Consultation on Four Policies to Meet Housing Need.

Report authorised by: Lyn Garner, Director of Regeneration, Planning and Development

Lead Officer: Alan Benson, Head of Housing Strategy & Commissioning
Alan.benson@haringey.org.uk 020 8489 2819

Ward(s) affected: All

**Report for Key/
Non Key Decision:** Non Key Decision

1. DESCRIBE THE ISSUE UNDER CONSIDERATION

- 1.1. The purpose of this report is to summarise the outcome of the consultation on four important policies to meet housing need in the borough; to explain how these policies have been developed in the context of a Fair and Equal Borough; and assess the degree to which these policies address concerns about housing disadvantage and social exclusion considered previously by the Committee.
- 1.2. The Committee is invited to consider the report and provide comments for the Cabinet to consider when the four policies are submitted for approval.

2. CABINET MEMBER INTRODUCTION

Not applicable

3. RECOMMENDATIONS

It is RECOMMENDED that the Committee;

- 3.1. Considers and notes the outcomes of the consultation on the four policies to meet housing need in the borough and the emerging themes arising from the consultation responses.
- 3.2. Provides comments for Cabinet to consider when the four policies to meet housing need are submitted for approval, focusing on the extent to which the policies contribute to social inclusion and contribute towards a Fair and Equal Borough; and in particular any equality issues to be addressed in the Equality Impact Assessments.

4. REASONS FOR DECISION

- 4.1. The reason for 3.1 above is to ensure that the Committee is aware of the methodology and outcomes of the consultation, and that the consultation is subject to full scrutiny prior to being submitted to Cabinet.

- 4.2. The reason for 3.2 above is to ensure that the Cabinet can take into account the Committee's comments when considering the individual policies.

5. **ALTERNATIVE OPTIONS CONSIDERED**

- 5.1. The alternative to submitting this report to the Committee would be to only submit the consultation outcomes to Cabinet in respect of each policy, without the comments of this Committee. This option was rejected because scrutiny is an essential part of the consideration of the consultation results, and can inform development of these policies.

6. **BACKGROUND INFORMATION**

The Housing Strategy

- 6.1. Haringey's new Housing Strategy was adopted by Full Council on 21 November 2016. It sets out the strategic direction for housing activity in the borough, dealing with housing need, supply and our approach to quality and management of existing and new housing stock. It sets the strategic framework to promote growth in Haringey and provides guidance for all development partners in the borough.
- 6.2. Haringey's Housing Strategy has four strategic objectives:
1. Achieve a step change in the number of new homes being built
 2. Improve support and help to prevent homelessness
 3. Drive up the quality of housing for all residents
 4. Ensure that housing delivers wider community benefits
- 6.3. The Housing Strategy is intended to be delivered through a range of housing-related policies and plans, including the four policies covered in the consultation.

Four Policies to Meet Housing Need in the Borough

- 6.4. The four policies currently out for consultation were referenced in the Housing Strategy as follows:

"These priorities will be reflected and set out in detail in a new statutory Homelessness Strategy and a revised Allocations Policy and Tenancy Strategy which, along with a new Intermediate Housing Policy, we will consult upon and adopt during 2016/17."

- 6.5. At the meeting on 18 October 2016, the Cabinet authorised these four policies for public consultation.

Homelessness Strategy and Delivery Plan

- 6.6. The Homelessness Act 2002 requires the council to carry out a Homelessness Review assessing the causes and scale of the homelessness in the borough, and

to set out a Homelessness Strategy to tackle the issues identified. The council has been working with a core group of partners to develop the Homelessness Strategy and Delivery Plan, which includes an action plan with 71 actions.

6.7. The action plan is organised under 3 priorities as follows:

a) Prevention of homelessness, including:

- Helping households retain their current home.
- Helping households find an alternative home, particularly in the private rented sector.
- Enabling vulnerable households to secure independence through supported housing pathways.

b) Tackling temporary accommodation challenges, including:

- Measures to reduce the numbers of households in temporary accommodation.
- Improving the supply of temporary accommodation
- Ensuring homeless households in temporary accommodation gain access to suitable permanent homes.

c) Reducing rough sleeping, including:

- Identifying those most at risk to help avoid them sleeping rough.
- Enabling access to support services for rough sleepers with multiple needs.
- Reviewing the levels of emergency provision.

6.8. The council has been consulting on whether:

- The analysis of the extent and causes of homelessness in the borough have been correctly assessed or whether there are other issues that the council should take into account.
- The assessment of supply and demand is fair and reasonable, or whether there are other factors that the council should take into account.
- The priorities and actions included within the Delivery Plan are the right ones, and likely to have the intended effect.
- The Homelessness Strategy and Delivery Plan includes specific analysis of rough sleeping in Haringey; and proposes actions to reduce it. Views on this specific issue are also sought.

Tenancy Strategy

- 6.9. The council is required to publish a Tenancy Strategy, which sets out the council's policies on the kind of tenancies it grants, the length of those tenancies and the circumstances in which the council will grant further tenancies. The council's Tenancy Strategy should also set out what the council expects other local social housing providers to take into account when setting their tenancy policies.
- 6.10. In accordance with its current Tenancy Strategy, the council grants life time tenancies when council homes are let. This reflects the council's commitment to providing stable homes for individual tenants and promoting sustainable communities.
- 6.11. The government's new Housing and Planning Act 2016 requires local authorities to introduce fixed term tenancies with very few exceptions. At the end of a fixed term tenancy, local authorities must now decide whether :-
- To grant a new fixed term tenancy for the same property.
 - To grant a new fixed term tenancy for an alternative property.
 - To not grant a new fixed term tenancy.
- 6.12. Whilst the Government has not yet published its detailed regulations on fixed term tenancies, the Council's proposed broad approach, is to:-
- a) Grant the maximum length of tenancy allowed.
 - b) At the end of a fixed term tenancy to normally grant a new tenancy on the same property however, in some circumstances, a review will be triggered where the tenant's household:-
 - is under-occupying their home and could move to smaller accommodation (in which case the tenancy of a smaller property may be offered), or
 - has a higher income and could access alternative accommodation, for example shared ownership or other intermediate housing.

- 6.13. In the consultation, respondents are asked for their views on this broad approach.

Allocations Policy

- 6.14. The council is required by law to have a housing Allocations Scheme, which shows how the council decides who will have priority for housing, and the procedures that will be used in allocating homes the council lets directly or can nominate to.
- 6.15. The council is proposing a range of changes to its Allocations Scheme in order to give greatest priority to those in most need, respond to government policy

changes and introduce greater fairness in the re-housing of tenants who are affected by estate renewal schemes.

6.16. The council has been consulting on the following proposed changes:

1. The introduction of an income threshold for households wanting to join the Housing Register
2. The introduction of a £100,000 savings threshold for households wanting to join the Housing Register.
3. A change to the definition of a household who can register for housing, by limiting households who can apply to immediate family only.
4. A change in the criteria for who is allocated sheltered housing, by raising the age threshold to state retirement age and/or increasing the threshold for the level of support required.
5. A review the housing needs bands used to prioritise households on the Housing Register, in particular, to give higher priority to overcrowded households and those under-occupying their home.
6. Different options for the type of accommodation and provision the council makes for single people aged under 35, in response to the national policy change which means that this group will now only receive housing benefit sufficient for shared accommodation.
7. That the council only makes one 'direct offer' of permanent housing to accepted homeless households and people being housed under a special re-housing quota.
8. Prioritising the re-housing of council tenants being moved as a result of an estate renewal scheme, based on how long they have been a tenant.

Intermediate Housing Policy

6.17. Intermediate Housing is a form of housing, which costs more than social housing, but less than open market housing. There are a number of different types of Intermediate Housing including;

- Shared Ownership which can be afforded by people with gross annual incomes ranging from £30,000 to not more than £90,000.
- Intermediate Rent housing, with rents above social housing rents, but below market rents.

6.18. The council has been consulting on who should receive priority for intermediate housing, and the proposed priorities listed below:

Priority	Group
1st Priority	Haringey social housing tenants, including residents in temporary accommodation, and military personnel who have served within the last 5 years.
2nd Priority	Haringey residents affected by a regeneration scheme, both tenants and leaseholders.
3rd Priority	Other Haringey residents.
4th Priority	Households working in Haringey
5th Priority	Households living in any other London borough.

Fair and Equal Borough

- 6.19. In 2015 the council began a review of the Fair and Equal Borough Plan. This started with HaringeyStat on Social Inclusion held in July 2015. The Overview and Scrutiny Committee then undertook a series of evidence gathering sessions, including the Campsbourne Case Study, to develop a definition of social inclusion and associated priorities for action. This resulted in the OSC Interim Report on Social Inclusion, June 2016.
- 6.20. It was decided that Social Inclusion should be an underpinning goal of all Haringey's strategies and programmes – rather than a separate strategy. In September 2016, meetings were held with Cabinet, SLT and with the Strategic Priority Boards to embed this social inclusion lens into every programme and strategy in the council.
- 6.21. Areas of social exclusion of particular concern included;
- Access to early education and childcare for low income households and BAME communities.
 - Post 16 opportunities for those who do less well at GCSE, particularly black Caribbean students and students from the East of the borough.
 - Barriers to employment especially for individuals with mental health problems.
 - Housing inequality, disproportionately affecting BAME communities and lone female parents.
- 6.22. The Housing Strategy has been developed over a two year period. The Strategy has been developed with the aim of improving social inclusion and in pursuit of a more fair and equal borough. These aims have been central to the policy design. This Overview and Scrutiny Committee is examining the policies in this light.
- 6.23. The development of the Housing Strategy has included two major consultations – the first examined the vision, principle and priorities to direct the Strategy and the second involved an extensive consultation on a full draft. When these consultations were reported to Cabinet, they were accompanied by full Equality Impact Assessments and the Strategy was improved and developed further.

- 6.24. The four polices to meet housing need are some of the sub-strategies/policies/ plans which are being developed to deliver the Housing Strategy objectives.

Approach to Consultation

- 6.25. The majority of the 219 completed questionnaires were received through online questionnaires completed using the SNAP survey (178) with 41 returned as completed paper copies of the consultation booklet.
- 6.26. The consultation was presented and promoted to partners at a series of forums. The council engaged with residents at a series of public drop in events, held throughout the Borough during November and December 2016, where information was provided to residents on the policy proposals and assistance given in completing the questionnaire. A total of 135 residents attended the four public drop-in events.
- 6.27. Over 11,000 council tenants, temporary accommodation residents, sheltered accommodation residents and households on the housing register were e-mailed and invited to take part in the consultation and given details of the drop in events being held. The letter also directed them to a web page www.haringey.gov.uk/meetinghousingneed which explained the policy proposals as well inviting them to complete the online SNAP survey.
- 6.28. The consultation was advertised through both Haringey and Homes for Haringey websites, the Bridge Renewal Trusts Community Impact Bulletin and paper copies of the consultation booklet were available at Station Road; Marcus Garvey and Wood Green customer service centres where customer services officers were asked to inform tenants about the consultation. In addition all Homes for Haringey resident groups in the Borough were contacted.

Partner Forums	Date
Housing Related Support Providers Forum	3 rd November 2016
Private Landlords Forum	16 th November 2016
Housing Development Forum	23 rd November 2016
Homelessness Forum	12 th December 2016
Voluntary and Community Sector Forum	16 th January 2017
Haringey Climate Forum	25 th January 2017

Public Drop In Details	Residents attending
30 th Nov 2016, 4pm to 7pm @ Marcus Garvey Library	26
1 st Dec 2016 4pm to 7pm @ Wood Green Library	23
6 th Dec 2016 4pm to 7pm @ Wood Green Library	40
13 th Dec 2016 4pm to 7pm @ Marcus Garvey Library	46
Total residents attending	135

- 6.29. A total of 41 paper questionnaires were completed at the public drop-ins.
- 6.30. In addition, the team were invited to speak at the St. Ignatius 'Move on' drop-in session on 25th November 2016 (at 639 High Road Tottenham) which 16 St. Ignatius residents attended.
- 6.31. The team reassessed the representativeness of responses in early January and found that there was an under-representation of both younger and older people. The council responded to this by planning a special event (in collaboration with St. Mungos, and the Boroughs Apprenticeship Coordinator) at the North London YMCA to reach young people, as well liaising with the Homes for Haringey supported housing to reach older people.

Emerging Consultation Findings

- 6.32. At the 17th January 2017, there were 219 responses to the consultation; broadly, these Respondents were in favour of the majority of the proposals. A summary report on the consultation responses provided by these 219 people is presented in Appendix 7.
- 6.33. It should be noted that the percentage results below refer to respondents who either agreed or disagreed with each of the proposals and that this report is based on the interim results at 17th January 2017. The results can be summarised, as follows;
- 6.34. There was strong support for the council's general approach to consultation.

Homelessness Strategy and Delivery Plan

- 6.35. There was support for the priorities and actions contained in the Homelessness Strategy and Delivery Plan as well as the council's assessment of housing supply and demand and its analysis of rough sleeping in the borough. Most respondents took the opportunity to comment on their personal circumstances but recurring themes included the need for the council or its partner to build more properly affordable housing and for some sort of rent control to be introduced in the private rented sector, to reduce or stop rents from increasing.

Tenancy Strategy

- 6.36. The majority of respondents supported the proposals for amending the Tenancy Strategy, including having the longest possible fixed term tenancies and reviewing whether to grant a new fixed term tenancy if the tenant has a higher income or are under-occupying. The majority of respondents also agreed that there are exceptional circumstances where a new fixed term tenancy should be granted even if the tenant has a higher income or is under-occupying.

Allocations Scheme proposals

- 6.37. The majority of respondents supported most of the Allocations Scheme proposals including introducing an income and savings threshold for residents wishing to join the council's Housing Register. However, just over half of respondents disagreed that there are some people who should be exempt from the thresholds

and still be allowed to register, even if they have a higher income or large amount of savings.

- 6.38. There was also strong support for changing the definition of a household to include only husband, wife or civil partner and sons and/or daughters and for giving greater priority to households on the Housing Register who are overcrowded and to place all households who are under-occupying in band A.
- 6.39. In terms of the proposed options for under-35s faced with a decrease in the amount of housing benefit they can receive, most respondents favoured option 3 i.e. setting aside all one bedroom accommodation with low rents (that is below the shared room rate) and giving single people aged under 35 priority for this accommodation over other applicants
- 6.40. However, just over half of the respondents disagreed with the proposal to only make one 'direct offer' of reasonable accommodation to homeless households, and those who are being housed through a quota (for example, when they are moving on from supported housing). The most common reasons given for disagreeing with the proposal was that the offer may not be suitable in terms of condition of the property, health and/or medical reasons and closeness to schools, friends and family.
- 6.41. There was strong support for the proposal for tenants on Estate Regeneration schemes to be placed in band A from a date that matches their tenancy start date.
- 6.42. On the proposals to change the criteria for sheltered housing, there was divided opinion between the option to leave the current arrangements as they are and the option to remove the age threshold completely and operate an entirely needs-based system.

Intermediate Housing Policy proposals

- 6.43. There was strong support for the Intermediate Housing Policy proposals and respondents also agreed that other groups should be given extra priority in exceptional cases, including households which include a person experiencing domestic violence and households threatened with homelessness

Next Steps in Policy Development and Timetable

- 6.44. The consultation ended on 29th January 2017, with feedback from the Special Overview and Scrutiny Committee on 9th February 2017. It is anticipated that each policy will then proceed independently to the following timetable.

Allocations Scheme

- 6.45. It is envisaged that the Allocations Scheme will be submitted to April 2017 Cabinet for consideration.

Intermediate Housing Policy

- 6.46. It is envisaged that the Intermediate Housing Policy will be submitted to April 2107 Cabinet for consideration.

Homelessness Strategy and Delivery Plan

- 6.47. As the delivery plan is primarily a partnership document which has been produced in collaboration with the Homelessness Forum. The results of the consultation will be presented to the Homelessness Forum to make appropriate amendments to the plan before submission to Cabinet for consideration. Therefore, it is envisaged that the Homelessness Strategy and Delivery Plan will be submitted to Cabinet in spring / early summer 2017 for consideration

Tenancy Strategy

- 6.48. The Government regulations in respect of fixed term tenancies are awaited. As the Tenancy Strategy cannot be finalised until these regulations are published, it is not currently possible to confirm when the Tenancy Strategy will be submitted to Cabinet for consideration

Consideration of Key Lines of Enquiry from the Overview and Scrutiny Committee Social Inclusion Report.

- 6.49. An outcome from the council's review of the Fair and Equal Borough Plan was the Overview and Scrutiny Committee Social Inclusion Report, which identified poor housing as a contributing factor to social inequality in the borough.
- 6.50. From this work, four questions emerged which are set out below, together with an assessment of how the four policies address the issues raised.

1) What is the impact of our policy proposals on those groups that are disproportionately disadvantaged within the housing market i.e. BAME households, lone parents and children/young people?

- 6.51. All four policies have potential implications for households whose members have protected characteristics, and initial Equality Impact Assessments (EqIAs) were drafted prior to the four policies being submitted to October 2016 Cabinet for authorisation to consult. Full EqIAs for each policy will be completed once the consultation responses have been fully assessed, and will be presented to the Cabinet when each policy is submitted for approval.
- 6.52. The initial EqIAs identified the following potential impacts of each policy on disadvantaged groups:

Homelessness Strategy and Delivery Plan

- 6.53. Female lone parent households are over-represented in homelessness approaches and decisions. Equally, BAME households are over-represented in comparison to the overall population. In many cases there will be a cross

tabulation between these groups, in other words, there is a high proportion of BAME female lone parent households.

- 6.54. The Plan will have an overall positive effect through tackling and preventing homelessness and meeting housing need, and reducing the use of temporary accommodation. However, the impact on particular groups will need to be assessed.

Tenancy Strategy

- 6.55. The Housing and Planning Act 2016 means that most new council tenants will no longer benefit from lifetime tenancies
- 6.56. The proposed amendments to Haringey's Tenancy Strategy seek to reduce the impact of these changes, by offering the longest possible fixed term tenancies. With 96% of homeless households having young children, many households will be granted a tenancy of 10 years or longer.
- 6.57. There may be greater disadvantages for disabled tenants in adapted properties, if the government regulations do not include this as an exemption.

Allocations Policy

- 6.58. The proposed changes to the Allocation Policy are intended to make the housing allocations system fairer and ensure that limited allocations are targeted at those with the greatest need. The final combination of proposals should, therefore, have a positive impact for certain groups, such as those on low incomes, ensuring higher priority in the allocations process.
- 6.59. Under some of the proposed changes, certain groups would have lower priority within the allocations process. In particular, some of the proposals affecting single households under 35, and those in need of sheltered housing below state retirement age, may disadvantage these groups. It should be noted that the options relating to under-35s have arisen in response to Government policy changes.

Intermediate Housing Policy

- 6.60. Analysis of sales of shared ownership units (low cost home ownership) in the past shows that groups with protected characteristics benefit to different extents. It appears that groups from BAME households have not benefited from sales of shared ownership units as much as other groups from the "White British" cohort, and the "White Other" cohort. The difference is around 10% fewer households from BAME groups have bought shared ownership than the proportion of similar households in the Haringey population. This could be due to either lower income levels generally, or to lower awareness of shared ownership which may be partly influenced by marketing of the products.
- 6.61. The priority categories in the proposed policy gives the highest priority to social housing tenants, amongst whom BAME households are over-represented, and which will, in turn, released a social rented unit for homeless households and other in housing need where BAME households are again over-represented.

However it will be important to ensure that social housing tenants wishing to take up shared ownership are given appropriate support and that take-up by BAME households is monitored effectively.

- 6.62. Also, the proposed policy is designed to ensure that households with lower incomes, as long as they are able to afford the shared ownership units, are prioritised where there is more than one applicant in the highest priority group.
- 6.63. The proposed policy also seeks to give preference to current Haringey residents and thus enable purchasers to move into ownership, whilst remaining in their community.

Policy development

- 6.64. Further work will be undertaken on each of the EqlAs taking account of the consultation results, and will assess both the effectiveness of the consultation in reaching disadvantaged groups, and the impact the policies have on protected groups.
- 6.65. The final EqlAs for each policy will be submitted to the Cabinet when the policies are presented for approval and adoption.

2) To what extent are employment and education outcomes being built into existing and new housing programmes/interventions?

- 6.66. Objective Four in the main Housing Strategy aims to “*Ensure that housing delivers wider community benefits*”
- 6.67. Section 8.3 of the Housing Strategy deals with employment and training and reads as follows

“Housing can also help residents to secure employment and access training opportunities, supporting the long-term aim of achieving a fully-employed Haringey. This is particularly important in the context of the benefits cap and frozen housing benefit rates, where often the best solution for affected residents is to get into employment.

The council plays a key role, together with its housing association partners, including Jobcentre Plus, local colleges, voluntary sector organisations and employers, in seeking to reduce unemployment and benefits dependency.

To achieve this we will:

- *Ensure that the council’s and its partners’ housing advice and homelessness services are closely linked with employment and skills support, particularly in relation to young people.*
- *Use our buying power to help residents benefit from jobs with employers that the council contracts with for the services we provide.*

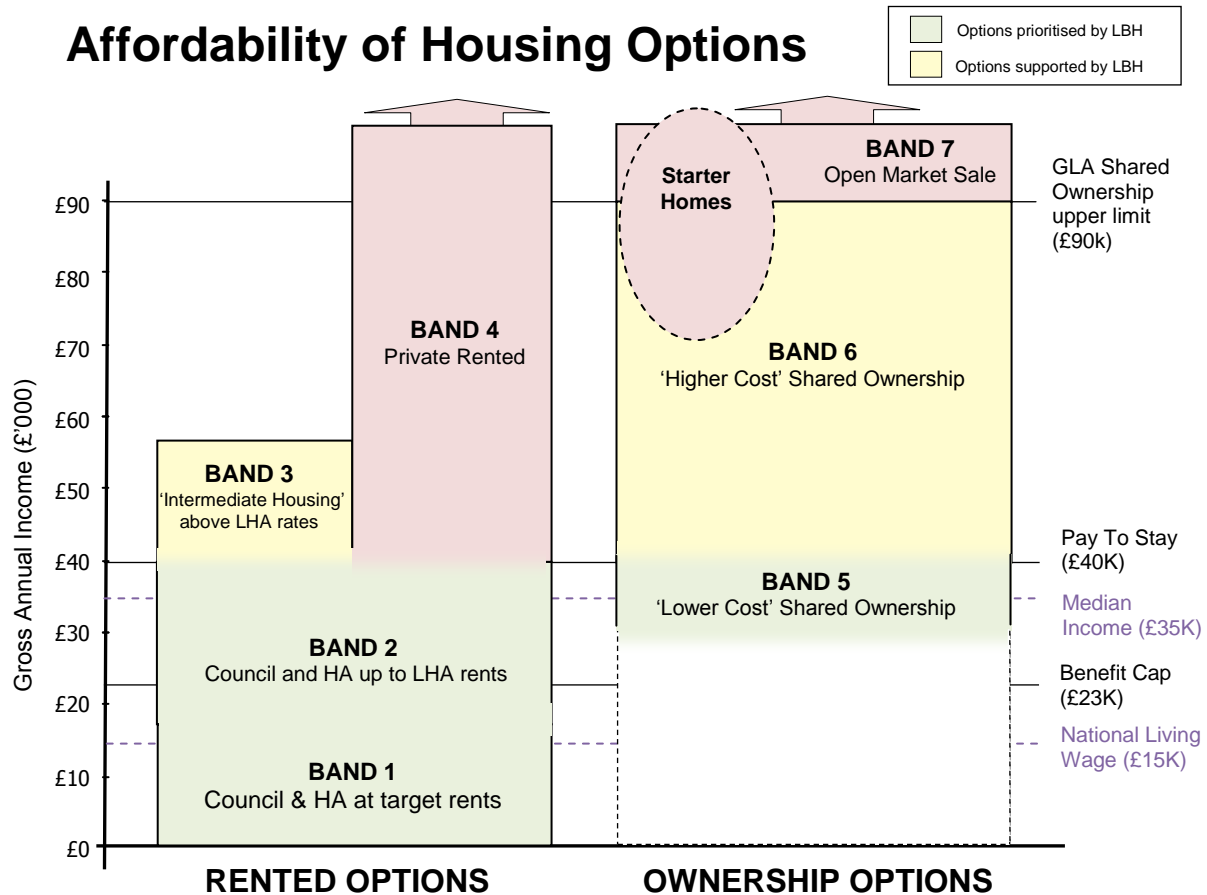
- *Encourage our housing providers and suppliers to offer apprenticeships and vocational training opportunities like those offered by the council itself.*
- *Secure training and employment for Haringey residents in construction and related trades in new building, estate renewal and improvement programmes and use section 106 agreements attached to planning permissions to secure commitments from developers to training and employment.*
- *Continue to commission specialist providers, in particular our housing association partners, as part of the housing related support programme, to support vulnerable individuals to access education and training or to help with job hunting”*

6.68. The four policies to meet housing need seek to deliver some of these commitment's, notably the actions in the Homelessness Strategy and Delivery Plan which relate to the first and last bullet points above.

3) What will be the impact of Haringey's Housing Policies and Strategies on the social mobility of “Just About Managing” families in the borough?

- 6.69. The Housing Strategy states that the council must “*ensure that the diminishing supply of social housing must be prioritised for those who cannot afford the alternatives*” but will “*promote intermediate rent products which are affordable to those ... who are unable to afford the open market*”.
- 6.70. These policies seek to deliver this commitment through both the proposed introduction of income and savings thresholds in the Allocations Scheme and Tenancy Strategy, and a new Intermediate Housing Policy which sets out alternative Intermediate housing options for those households with incomes around these thresholds. These options include shared ownership – and the council's preferred intermediate housing product is the ‘lower cost’ shared ownership affordable to household on gross income at or below £40k per annum
- 6.71. The Housing Strategy identifies seven gross income bands and the range of rental and home ownership options, affordable to households in these seven bands, including ‘lower cost’ shared ownership aimed at those households earning less than £40,000 a year and “higher cost” home ownership for households with incomes above this level.
- 6.72. This affordability analysis is set out in the chart below, which is drawn from Appendix D of the Housing Strategy:-

Affordability of Housing Options



6.73. The key to this chart makes clear that the council will prioritise housing options affordable to those with gross incomes below £40,000 (shaded in green) but will also support options for households with incomes between £40,000 and £90,000 (shaded in yellow).

6.74. The Intermediate Housing Policy sets out criteria for nominating households to shared ownership and other intermediate housing, and seeks to give preference to five priority groups including social housing tenants and those with a connection to Haringey. However, the policy also set out that where there is more than one household in a priority group, properties should be offered to those on the lowest income who can afford the property.

4) What are the key opportunities to influence regional and national housing policy and what might be our key lobbying priorities around housing disadvantage?

6.75. There are potentially a wide range of lobbying priorities, however current lobbying priorities could include;

- Flexibilities in the use of Right To Buy receipts to enable a greater supply of affordable homes to meet homelessness and other priorities.

- Increased resources from Central Government to fund new initiatives in response to the Homelessness Reduction Bill
- Representations to Government to influence the regulations on fixed term tenancies.
- Representations to Government to influence the regulations regarding the Levy on High Value Assets

6.76. Opportunities to influence regional and national policy include the following channels;

- Responding to national and regional policy consultations
- Lobbying Government departments as an individual authority or via the North London Sub-Region, London Councils or in partnership with Housing Associations and voluntary sector partners.

7. CONTRIBUTION TO STRATEGIC OUTCOMES

7.1. This report relates to the objectives of Priority 5 in the Corporate Plan – Creating homes where people choose to live and are able to thrive.

7.2. The four policies considered in this report have been developed in order to implement the objectives and commitments set out in the borough's adopted Housing Strategy.

8. STATUTORY OFFICERS COMMENTS

8.1. Finance

8.1.1. Changes to the existing policies are likely to have financial implications for the council including an impact on budgets for homelessness. Detailed financial implications can be provided once the draft policies have been developed.

8.2. Legal

8.2.1. The Assistant Director for Corporate Governance has been consulted in the preparation of this report and comments as follows.

8.2.2. Legal comments on the background to and requirement for the consultation on these four policies are set out in the report to the Cabinet meeting on 18 October 2016 titled respectively "Allocations Policy, Tenancy Strategy and Homelessness Strategy – Proposed Consultation" and "Intermediate Housing Policy – Draft for Consultation" and are not repeated in extenso here.

8.2.3. Consultation on policy must be carried out (i) at a formative stage (ii) giving sufficient reasons for the proposals for intelligent consideration and response (iii) giving sufficient time for consideration and response; and (iv) the results must be conscientiously taken into account when finalising the decision.

8.2.4. In this context, as part of the consultation process, Committee is asked to comment upon the proposals the subject of the consultation, informed by summary above and in the appended report of the outcome of the consultation.

8.2.5. Committee's comments will be considered alongside further analysis of the consultation outcome by Cabinet when the four policies are considered for approval.

8.3. **Equality**

8.3.1. In formulating these policies the Council has had regard to its public sector quality duty under the Equality Act 2010, which requires it to have due regard to the need to:

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

8.3.2. An EqIA was carried out for the Adopted Housing Strategy. The changes proposed in the four reports resulting from the Housing Strategy will, if adopted, directly affect residents on the Housing Register and those seeking social and intermediate housing through the Council. Equalities monitoring was used for participants in the consultation and part way through the consultation process mitigating action was taken in order to reach certain groups - young people and older people - that had been underrepresented among consultations' respondees.

8.3.3. The potential impact of any agreed changes was assessed during the drafting of the policies and are being assessed during consideration of the consultation responses. They will be considered in the Equalities Impact Assessment (EqIA) for each policy, as will any equality issues raised at the meeting of Overview and Scrutiny Committee.

8.3.4. Equality Impact Assessments will accompany the housing policies when they are agreed at Cabinet later this year.

9. USE OF APPENDICES

Appendix 1 Presentation to OSC February 2017:

The challenge of Social Inclusion in housing

Appendix 2 Consultation Documents

Appendix 3 Proposed Homelessness Delivery Plan

Appendix 4 Proposed changes to the Tenancy Strategy

Appendix 5 Proposed changes to the Housing Allocations Scheme

Appendix 6 Proposed Intermediate Housing Policy

Appendix 7 Consultation Report and outcomes

10. LOCAL GOVERNMENT (ACCESS TO INFORMATION) ACT 1985

- a. Cabinet reports seeking approval to consult on 4 housing policies to meet housing demand (18 October 2016)
<http://www.minutes.haringey.gov.uk/documents/g7846/Public%20reports%20pack%2018th-Oct-2016%2018.30%20Cabinet.pdf?T=10>

This page is intentionally left blank



The challenge of Social Inclusion in housing

Presentation for Overview and Scrutiny Committee, February 2017

Haringey's approach to Social Inclusion

Fair And Equal Borough is one of four cross-cutting themes in the Council's Corporate Plan. It sets out the Council's aim to tackle the underlying factors of poverty, discrimination and exclusion

Work to date

In 2015 the Council began a review of the Fair and Equal Borough Plan.

This started with HaringeyStat on Social Inclusion, July 2015. Overview and Scrutiny Committee then undertook a series of evidence gathering sessions, including the Campsbourne Case Study, to develop a definition of social inclusion and associated priorities for action. This resulted in the OSC Interim Report on Social Inclusion, June 2016.

It was decided that Social Inclusion should be a lens for analysis of our strategies and programmes – rather than a separate strategy.

In September 2016, meetings were held with Cabinet, SLT and with the Strategic Priority Boards to embed this social inclusion lens into every programme and strategy in the Council.

Areas of social exclusion of particular concern

Access to early education and childcare for low income households and BME communities

Post 16 opportunities for those who do less well at GCSE, particularly black Caribbean students and students from the East of the borough

Barriers to employment especially for individuals with mental health problems

Housing inequality, disproportionately affecting BME communities and lone female parents

Key indicators of exclusion

Homelessness

- Levels of homelessness in the borough are on the rise, with more than 3000 homeless households currently in TA and 500 new statutory homelessness duties accepted annually by the Council
- Lack of affordable housing in borough means families risk being placed away from local support networks, in other London boroughs or out of London
- The impact of homelessness on life chances is significant with families risking loss of local support networks, disruption to education, and a lack of the stability and certainty that would enable them to improve their circumstances
- Homeless children have lower levels of academic achievement that cannot be explained by differences in their level of ability

Key indicators of exclusion

Inadequate housing

- High demand in the housing market means a significant number of households, particularly those in the private sector, are living in inadequate housing, either overcrowded, in poor condition, or unsuitable for their health needs
- Households that are inappropriately housed are more likely to suffer further disadvantages to their health or education
- Experience of multiple housing problems increases children's risk of ill-health and disability by up to 25% during childhood and early adulthood
- Bad housing affects children's ability to learn at school and study at home

Key indicators of exclusion

Affordability

- The bottom 25% earners in Haringey would need to spend 70% or more of their income to afford the average Haringey rent
- High housing costs mean that lower income earners who do not already own a housing asset and are unable to access more affordable social housing rents are increasingly disadvantaged
- Lack of affordability in the housing market means these families are unable to save for the future, may be at increased risk of debt and/or homelessness, or may become excluded from Haringey altogether

Who are most disadvantaged?

Ethnic groups

- BME households – and in particular black households – face significant housing disadvantage in Haringey. They are particularly over-represented amongst homeless applicants, those in Temporary Accommodation, and vulnerable households in supported accommodation

Women

- Women face greater disadvantage in the housing market linked to low incomes and caring responsibilities. Lone female parents in particular are over-represented amongst homeless applicants and those in Temporary Accommodation. They are disproportionately affected by welfare reform which impacts on their access to housing. For some women domestic violence is a key factor in their need for housing support

Who are most disadvantaged?

Children

- The experience of children trapped in poor quality and insecure tenancies is a cause for concern in terms of future life chances. Currently 49% of those in Temporary Accommodation are 0-15 year olds and larger families are more likely to be affected by welfare reforms which impact on their ability to afford housing.

Private sector tenants

- As social housing stock declines, the number of households renting in the private sector and the proportion reliant on Housing Benefit has increased. Private sector tenants are disproportionately more likely to be affected by welfare reforms which limit their ability to afford housing in the borough. The loss of a private sector tenancy is now one of the major causes of homelessness.

Who are most disadvantaged?

Low income groups

- Housing has become increasingly unaffordable for those on low incomes
- Low income households are predominantly concentrated in the East of the borough and ethnic minorities are disproportionately represented amongst Haringey's low income households

Those in the East of the borough

- Low cost and poorer quality housing is largely concentrated in the East of the borough where the borough's lowest income households predominate. This includes a significant proportion of Haringey's BME households.
- The East of the borough has the highest proportion of social housing and the lowest proportion of home ownership in Haringey - currently 62% of the borough's social housing stock is located in Tottenham.

Social Inclusion in Haringey Council's Housing Policy

Poor housing is a contributing factor to social inequality in Haringey. The questions we must therefore ask are:

What will be the impact of Haringey's Housing Policies and Strategies on those groups that are disproportionately disadvantaged within the housing market i.e. BAME households, lone parents and children/young people?

To what extent are employment and education outcomes being built into existing and new housing programmes/interventions?

What will be the impact of Haringey's Housing Policies and Strategies on the social mobility of "Just About Managing" families in the borough?

What are the key opportunities to influence regional and national housing policy and what might be our key lobbying priorities around housing disadvantage?

This page is intentionally left blank

Consultation on Policies to Meet Housing Need in the Borough



Consultation deadline 29th January 2017

Please take the time to fill in the questionnaire and return it by FREE POST (no stamp required) to:

RTJK-BZBZ-LASY FREEPOST
Housing Strategy and Commissioning Service
6th Floor, River Park House
225 High Road
London N22 8HQ

Haringey
LONDON

What are we consulting on?

Four policies

The Council is consulting on four important policies to meet housing need in the borough:

- Homelessness Strategy and Delivery Plan
- Tenancy Strategy
- Allocations Scheme
- Intermediate Housing Policy

These new or updated policies are being proposed in response to:

- The increasing demand for affordable housing in the borough.
- The insufficient supply of affordable homes to meet that demand.
- Major changes in national legislation e.g. the Housing and Planning Act 2016 which have created further challenges.
- The commitments we have made in our new Housing Strategy.

The new Housing Strategy

Our new Housing Strategy defines the vision and objectives we have for housing in the borough, including our aspirations for increasing housing supply, preventing homelessness, improving existing homes and ensuring housing delivers wider community benefits.

We are facing tough choices, as government policies and market forces are making it harder to meet the need for affordable housing in the borough. The Housing Strategy makes clear that we will have to focus more on preventing homelessness and make difficult decisions on who is offered our remaining affordable homes. We plan to prioritise our limited social rented homes for those in greatest need and assist those most able to find alternative housing, to do so. Our commitment to stable communities and settled homes is undermined by the government's introduction of mandatory fixed term tenancies, which means we must amend our Tenancy Strategy in response to these changes. We are also looking again at who is offered new intermediate homes, such as shared ownership, which costs more than social rented housing but less than market housing. We aim to ensure that intermediate housing provides an alternative to social rented housing for households on higher incomes, but who cannot afford homes on the open market.

In order to implement our new Housing Strategy, we are bringing forward a range of new policies and delivery plans, including the four policies covered in this consultation.

The Housing Strategy can be viewed at:

www.haringey.gov.uk/draft_housing_strategy_2017-2022.pdf

Our new approach to meeting housing need

Taken together, the four policies covered in this consultation propose our overall approach to meeting housing need in the borough. The main elements of our new approach are:

- Preventing homelessness at the earliest opportunity.
- Reducing the number of homeless households in temporary accommodation, whilst improving the temporary housing we still need to use.
- Reducing rough sleeping.
- Granting lifetime tenancies in Council homes, in the restricted circumstances where this remains possible under the new Act.
- Granting the longest fixed term tenancies allowed under the new Act.
- Extending fixed term tenancies on their expiry, except where the tenant's household is under-occupying their home or has a higher income, which would trigger a review by the Council of whether a new tenancy should be granted.
- Changing our policy for allocating social rented homes, for example to give greater priority to overcrowded households and those under occupying their home.
- Reviewing who is allocated sheltered housing.
- Reviewing what accommodation we should provide for single people aged under 35, given national policy changes which mean that this group will only receive housing benefit sufficient for shared accommodation.
- Introducing new rules which would prevent households on higher incomes or with large savings from joining the Housing Register (the waiting list for social rented homes).
- Introducing a new Intermediate Housing Policy which sets out who will be allocated intermediate housing, such as shared ownership. It is proposed that the top priority group will include existing social tenants (which would release a social rented home for households on the Housing Register).

Please tell us what you think about the four policies and the new approach they propose.



Why are we consulting?

We are consulting because the views of our residents, partners and stakeholders are very important to us, and will be used to improve these four new policies before they are submitted to the Council's Cabinet for final approval, taking into account your views. We also have various legal duties to consult on these policies.

What do you think about our overall approach?

Please tell us what you think about our overall approach to meeting housing need in the borough by answering the question below.

- 1a. The four policy documents covered by this consultation, propose a new approach to meeting housing need in the borough. Do you agree with the overall approach the Council is proposing?

☐ Agree ☐ Disagree ☐ No opinion

- 1b. Do you have any comments on our overall approach?



Homelessness Strategy and Delivery Plan

The Council is required to publish a Homelessness Strategy for the borough and the latest draft version (which we have called 'Homelessness Strategy and Delivery Plan') is available at www.haringey.gov.uk/draft_homelessness_delivery_plan.pdf

This document has been produced in partnership with the Haringey Homelessness Forum, which includes a wide range of local organisations involved in advising, supporting and accommodating homeless people

You will see that our new draft Homelessness Strategy and Delivery Plan (the Plan) includes 2 main sections:

- (1) **Homelessness Review** – to assess the nature and extent of homelessness in Haringey.
- (2) **Action Plan** – with 71 actions, which represent the activities and interventions needed to prevent homelessness and assist people who are or may become homeless in the borough.

The Action Plan is organised under 3 priorities as follows:

a) Prevention of homelessness, including:

- Helping households retain their current home.
- Helping households find an alternative home, particularly in the private rented sector.
- Enabling vulnerable households to secure independence through supported housing pathways.

b) Tackling temporary accommodation challenges, including:

- Measures to reduce the numbers of households in temporary accommodation.
- Improving the supply of temporary accommodation.
- Ensuring homeless households in temporary accommodation gain access to suitable permanent homes.

c) Reducing rough sleeping, including:

- Identifying those most at risk to help avoid them sleeping rough.
- Enabling access to support services for rough sleepers with multiple needs.
- Reviewing the levels of emergency provision.

Please tell us what you think about the plan by answering the questions below. If you have time to read the whole plan and then respond that would be very helpful, but if you have just have time to suggest things you think the plan should include from your experience that would also be helpful.

2a. Do you think that the extent and causes of homelessness in the borough have been correctly assessed in the plan?

- ☐ Yes ☐ No ☐ No opinion

2b. Are there any particular homelessness issues you think the Council should take into account?

3a. Do you think the assessment of housing supply and demand in the plan is fair and reasonable?

☐ Yes ☐ No ☐ No opinion

3b. Are there any particular issues affecting housing supply and demand in the borough, that you think the Council should take into account?

4a. Do you think the plan has accurately assessed the impact of homelessness demand in the borough, for example the amount of temporary accommodation required and the support homeless households need in moving on to a settled home?

☐ Yes ☐ No ☐ No opinion

4b. From your experience, what is the impact of homelessness in the borough?

5a. Do you think the plan correctly analyses rough sleeping in the borough and includes actions which will reduce it?

☐ Yes ☐ No ☐ No opinion

5b. Do you think there are any particular factors causing rough sleeping in the borough or actions which may reduce it?

6a. Does the plan include the right priorities?

☐ Yes ☐ No ☐ No opinion

6b. What priorities do you think the plan should include?

7a. Does the plan include the right actions to deliver our priorities?

☐ Yes ☐ No ☐ No opinion

7b. What actions do you think the plan should include?

Tenancy Strategy

The Council is required to publish a Tenancy Strategy, which sets out the Council's policies on the kind of tenancies it grants, the length of those tenancies and the circumstances in which the Council will grant further tenancies. The Council's Tenancy Strategy should also set out what the Council expects other local social housing providers to take into account when setting their tenancy policies.

In accordance with its current Tenancy Strategy, the Council grants life time tenancies when Council homes are let. This reflects the Council's commitment to providing stable homes for individual tenants and promoting sustainable communities.

The government's new Housing and Planning Act 2016 requires local authorities to introduce fixed term tenancies with very few exceptions. At the end of a fixed term tenancy, local authorities must now decide whether :

- To grant a new fixed term tenancy for the same property.
- To grant a new fixed term tenancy for an alternative property.
- To not grant a new fixed term tenancy.

Whilst the Government has not yet published its detailed regulations on fixed term tenancies, the Council's proposed broad approach, is to:

- a) Grant the maximum length of tenancy allowed.
- b) At the end of a fixed term tenancy to normally grant a new tenancy on the same property however, in some circumstances, a review will be triggered where the tenant's household:
 - is under-occupying their home and could move to smaller accommodation in which case the tenancy of a smaller property may be offered or
 - has a higher income and could access alternative accommodation, for example shared ownership or other intermediate housing (see below).

A full description of the changes being proposed to the Tenancy Strategy can be viewed at:

www.haringey.gov.uk/consultation_tenancy_strategy.pdf

(Please ignore any references to 'Pay to Stay' in this document because the Government has now withdrawn its 'Pay to Stay' proposals, which would have required local authorities to charge market rents for Council tenants on higher incomes).

Please tell us what you think about the broad approach we are proposing to take by answering the questions below.

8. Under new legislation, the Council is only permitted to grant lifetime tenancies in restricted circumstances. Do you agree that the Council should continue granting lifetime tenancies where possible?

☐ Agree
 ☐ Disagree
 ☐ No opinion
9. Where the Council is only allowed to grant a new fixed term tenancy, do you agree that the Council should give tenants the longest possible fixed term tenancy?

☐ Agree
 ☐ Disagree
 ☐ No opinion

10a. When a fixed term tenancy ends and the tenant is under occupying their home by one or more bedrooms, the Council is proposing to consider whether to grant a new fixed term tenancy, but only of a smaller property?

☐ Agree ☐ Disagree ☐ No opinion

10b. Do you think there are any exceptional circumstances where a household under-occupying their home should be granted a new fixed term tenancy for the property they are currently living in?

☐ Yes ☐ No ☐ No opinion

10c. If yes please tick one or more of the boxes next to the examples below:

Place a tick ☒ in any of the examples you think should apply or please give us other examples:

Additional bedroom required for medical reasons ☐

Additional bedroom required for live in carer ☐

Additional bedroom required for adult children visiting ☐

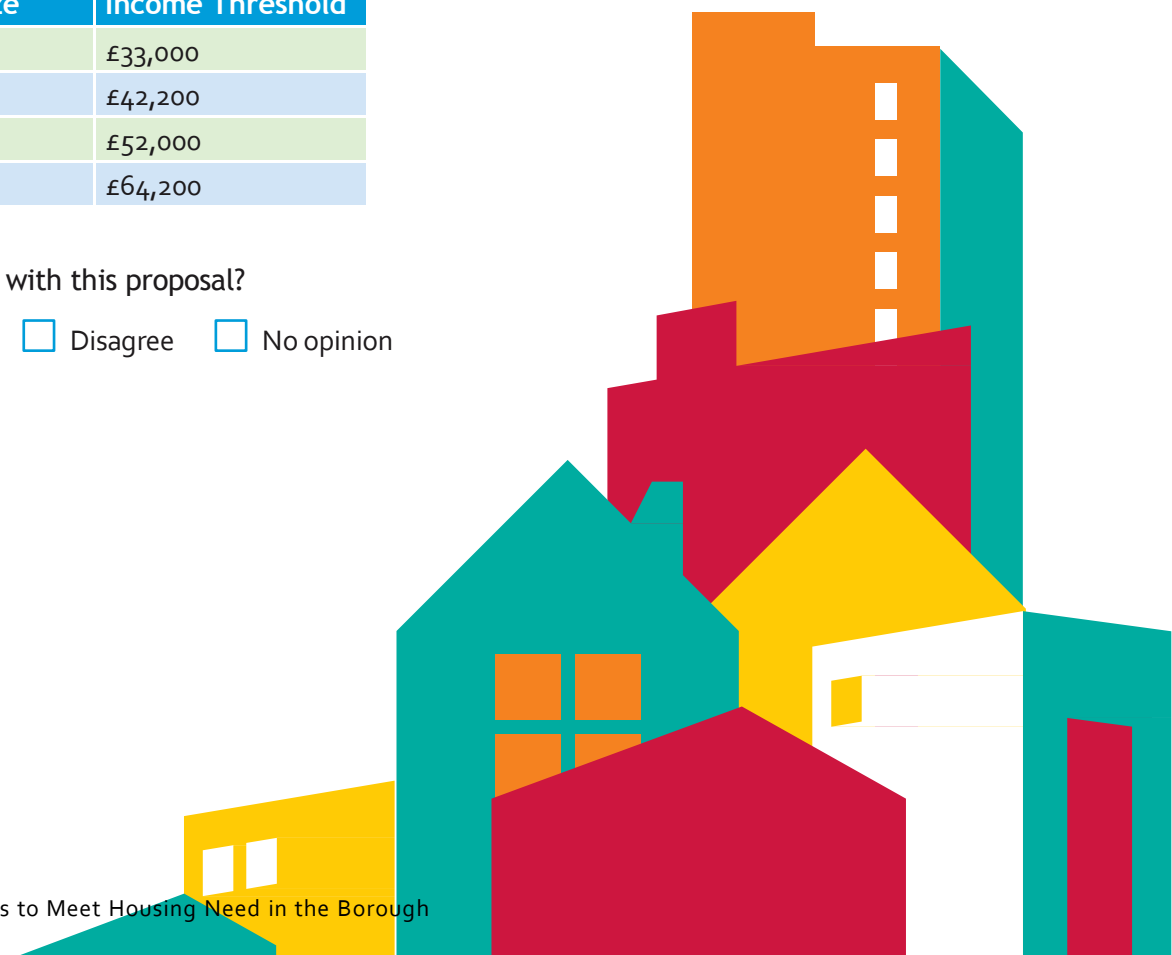
Other (please specify)

11a. When a fixed term tenancy ends, the Council is proposing to consider whether a new fixed term tenancy should be granted where the tenant's household income exceeds the income thresholds set out in the table below:

Bedroom size	Income Threshold
1 bedroom	£33,000
2 bedroom	£42,200
3 bedroom	£52,000
4 bedroom	£64,200

Do you agree with this proposal?

☐ Agree ☐ Disagree ☐ No opinion



- 11b. If income is used to determine whether a new fixed term tenancy is granted, what do you think the threshold should be?

Please tick ☒ the box next to the statement(s) you agree with:

The income thresholds in the table above are right ☐

The income thresholds in the table above should be higher ☐

The income thresholds in the table above should be lower ☐

There should be no income threshold ☐

I think that the income threshold should be ☐

Please insert gross annual income you agree with

£

- 11c. Do you think there are any exceptional circumstances where a household on an income higher than the threshold should be granted a new fixed term tenancy?

☐ Yes ☐ No ☐ No opinion

- 11d. If yes please tick any of the examples below or tell us if you think there are other exceptional circumstances:

Please tick ☒ any of the examples you agree with:

Household includes a person with a disability ☐

Household includes a person with a serious physical medical problem ☐

Household includes a person with a severe mental health need ☐

Household includes a child preparing to take important exams ☐

Household includes a person experiencing domestic violence ☐

Other (please specify below)



Allocations Scheme

The Council is required by law to have a housing Allocations Scheme, which shows how the Council decides who will have priority for housing, and the procedures that will be used in allocating homes the Council lets directly or can nominate to.

The Council is proposing a range of changes to its Allocations Scheme in order to give greatest priority to those in most need, respond to government policy changes and introduce greater fairness in the re-housing of tenants who are affected by estate renewal schemes. The main changes being proposed are:

1. To Introduce an income threshold for households wanting to join the Housing Register (for social rented housing).
2. To introduce a £100,000 savings threshold for households wanting to join the Housing Register (for social rented housing).
3. To change the definition of a household who can register for housing, by limiting households who can apply to immediate family only.
4. To change the criteria for who is allocated sheltered housing, by raising the age threshold to state retirement age and/or increasing the threshold for the level of support required.
5. To review the housing needs bands used to prioritise households on the Housing Register, in particular, to give higher priority to overcrowded households and those under-occupying their home.
6. To consider different options for the type of accommodation and provision we make for single people aged under 35, in response to the national policy change which means that this group will now only receive housing benefit sufficient for shared accommodation.
7. To only make one 'direct offer' of permanent housing to accepted homeless households and people being housed under a special re-housing quota. (A 'direct offer' is an offer made by the Council, rather than the applicant bidding for a property they have chosen from properties advertised under the Council's Choice Based Lettings system).
8. To prioritise the re-housing of Council tenants being moved as a result of an estate renewal schemes, based on how long they have been a tenant.

A full description of the changes being proposed to the Allocations Scheme can be viewed at www.haringey.gov.uk/consultation_allocations_scheme.pdf (Please ignore any references to 'Pay to Stay' in this document because the Government has now withdrawn its 'Pay to Stay' proposals, which would have required local authorities to charge market rents for Council tenants on higher incomes).

Please tell us what you think about these changes by answering the questions below.

- 12a. Do you agree with the proposal that a household cannot register on the Council's waiting list for rented accommodation if they have an income above the thresholds set out in the table below?

Bedroom size	Income Threshold
1 bedroom	£33,000
2 bedroom	£42,200
3 bedroom	£52,000
4 bedroom	£64,200

☐ Yes ☐ No ☐ No opinion

- 12b. If income is used to determine whether a household can register on the waiting list for rented accommodation, what do you think the income thresholds should be?

Please tick ☒ the box next to the statement(s) you agree with:

The income thresholds in the table above are right

☐

The income thresholds in the table above should be higher

☐

The income thresholds in the table above should be lower

☐

There should be no income threshold

☐

I think that the income threshold should be

☐

Please insert gross annual income you agree with

- 12c. Do you agree with the proposal to also have a savings threshold of £100,000 above which households cannot register on the Councils waiting list for rented accommodation?

☐ Yes

☐ No

☐ No opinion

- 12d. If a savings threshold is used to determine whether a household can register on the waiting list for rented accommodation, what do you think the savings threshold should be?

Please tick ☒ the box next to the statement(s) you agree with:

£100,000 is the right threshold

☐

The savings threshold should be higher

☐

The savings threshold should be lower

☐

There should be no savings threshold

☐

I think that the savings threshold should be

☐

Please insert gross annual income you agree with

- 12e. Do you think that there are some people who should be exempt from the thresholds and still be allowed to register, even if they have a higher income or large amount of savings?

☐ Yes

☐ No

☐ No opinion

- 12f. If yes please tick any of the examples below you agree with or tell us if you think there are other exceptional circumstances:

Please tick ☒ any of the examples you agree with:

Household includes a person with a disability

☐

Household includes a person with a serious physical medical problem

☐

Household includes a person with a severe mental health need

☐

Household includes a child preparing to take important exams

☐

Household includes a person experiencing domestic violence

☐

Other (please specify below)

- 12g. Do you have any comments on the proposed income and savings thresholds?

13. Do you agree with the proposal to change the definition of a household to include only husband, wife or civil partner and sons and/or daughters?

☐ Yes ☐ No ☐ No opinion

- 14a. Do you agree with the proposal of giving greater priority to households on the Housing Register who are overcrowded and to place all households who are under-occupying their home, no matter what the size, in band A?

☐ Yes ☐ No ☐ No opinion

- 14b. Are there other groups which you think should be given greater priority? Please tick one or more of the groups you agree with below:

Council or housing association tenants seeking a transfer for reasons other than overcrowding e.g. medical reasons ☐

Homeless households ☐

Young people leaving care ☐

Vulnerable adults ready for independent living ☐

People in the armed forces ☐

Other (please specify below)

None, the current housing needs bands are right ☐

- 15a. In response to the Government's new shared room rate, which means that single people under 35 can only receive housing benefit sufficient for a room in shared accommodation, which of the following options do you think the Council should adopt?

Please tick which option you prefer:

☐ **Option 1**

Removing all under single person households aged under 35 from the Housing Register, and giving them advice about finding private rented accommodation – e.g. a room in a shared house.

☐ **Option 2**

The Council letting some of its accommodation as shared housing, where applicants under the age of 35 are allocated one room in a shared house; and that rents are charged per room.

☐ **Option 3**

The Council setting aside all one bedroom accommodation with low rents (that is below the shared room rate) and giving single people aged under 35 priority for this accommodation over other applicants.

- 15b. Do you have comments on the options above?

- 16a. We are proposing to only make one ‘direct offer’ of reasonable accommodation to homeless households, and those who are being housed through a quota (for example, when they are moving on from supported housing). Under this proposal, these applicants would no longer be able to bid for properties. If the one proposed ‘direct offer’ is not accepted, then the applicant may be told that they will have to make their own arrangements.

☐ Agree ☐ Disagree ☐ No opinion

- 16b. Do you have any comments?

17. Under our existing Estate Renewal, Rehousing and Payments Policy, Council tenants whose homes are being demolished will be placed in the highest re-housing band (Band A) from a single date. We are now proposing that tenants will be placed in Band A from a date that matches their tenancy start date. This means that tenants, who have lived on the estate the longest, will be given a higher priority for re-housing.

☐ Agree ☐ Disagree ☐ No opinion

18. We propose to change the criteria for sheltered housing to ensure that those moving into it have a need for support and are generally in the older age group, such as those over retirement age. Which of the possible options below do you think the Council should adopt?

Please tick which option you prefer:

Raise the age threshold to state retirement age and ensure a higher threshold is set for the level of support required; ☐

Remove the age threshold completely and operate an entirely needs-based system, which would require existing sheltered housing schemes to be designated differently from the current arrangements. ☐

Other (please specify) ☐

None, Leave the current arrangements as they are now ☐
(Broadly any person or couple over the age of 50 can currently apply for sheltered housing)

Intermediate Housing Policy

We are proposing this new policy, which describes how we will allocate Intermediate Housing.

The full Intermediate Housing Policy we are proposing can be viewed at www.haringey.gov.uk/draft_intermediate_housing_policy.pdf

Intermediate Housing is a form of housing, which costs more than social housing, but less than open market housing. There are a number of different types of Intermediate Housing. Shared Ownership is the best known, where someone will buy a part of the property (say 35%) and rent the remainder. It costs less than open market housing, and can be afforded by people with gross annual incomes ranging from £30,000 to not more than £90,000 (where people are considered to be able to afford to buy open market housing). Another type of Intermediate Housing is Intermediate Rent housing, with rents above social housing rents, but below market rents.

This policy proposes who would be eligible for Intermediate Housing (and could join a new register for this type of housing) and which groups would receive priority for being allocated homes provided as Intermediate Housing.

Please tell us what you think about who should be eligible and given priority by answering the questions below.

19a. We propose to adopt the same eligibility criteria as the Greater London Authority for households wishing to register with the Council for intermediate housing. In summary, these are:

- Earning no more than £90,000 per annum.
- Being unable to buy a home (suitable for the households needs) on the open market.
- Not already being a home owner.

Do you agree with these eligibility criteria?

☐ Agree ☐ Disagree ☐ No opinion



19b. Do you have any comments on the eligibility criteria?

Our new policy proposes that the following households should receive priority for intermediate housing:

1st Priority: Haringey social housing tenants, including residents in temporary accommodation who the Council has a duty to house, and military personnel who have served within the last 5 years.

2nd Priority: Haringey residents affected by a regeneration scheme, both tenants and leaseholders.

3rd Priority: Other Haringey residents.

4th Priority: Households working in Haringey.

5th Priority: Households living in any other London borough.

These priorities are proposed in order to give top priority to existing social housing tenants (which would release a social rented home to a household on the Housing Register), homeless households in temporary accommodation and military personnel. The second priority group includes residents whose homes are being demolished as part of an estate renewal scheme. The third and fourth priority groups give preference to others living or working in Haringey.

If there are two or more households in the same priority group, then the household with the LOWEST income, who can afford the scheme, will be offered it. What we mean by being able to afford a scheme is that a household should be spending no more than 45% of their net income on housing costs.

20a. Do you agree with these priorities?

☐ Agree ☐ Disagree ☐ No opinion

20b. Do you have any comments on the priorities?

20c. Do you think that there should be discretion to give extra priority in exceptional cases?

☐ Yes ☐ No ☐ No opinion

20d. If you answered yes, please tick one or more boxes next to the examples below or tell us if you think there are other exceptional circumstances :

Households which include a person experiencing domestic violence	<input type="checkbox"/>
Households threatened with homelessness	<input type="checkbox"/>
Households which include a person with physical disability	<input type="checkbox"/>
Other (please specify)	<input type="checkbox"/>

Equal Opportunities Monitoring Form

We would be grateful if you could take the time to complete and return this form.

By collecting information on diversity, it helps us better understand the profile and characteristics of those living and using services provided by Haringey Council. We have a duty to pay due regard in all our actions, operations and decisions to eliminate discrimination, advance equality of opportunities and foster good relations between all groups of people.

The information you provide on this form is non-attributable to individuals and will be held in the strictest confidence to be used only for the purpose stated above.

Please go through it and tick all the categories that most accurately describe you.

1) If you live in Haringey are you?

- | | |
|--|--|
| <input type="checkbox"/> A Haringey Council (Homes for Haringey) tenant | <input type="checkbox"/> A private tenant |
| <input type="checkbox"/> A Haringey Council (Homes for Haringey) leaseholder | <input type="checkbox"/> An owner-occupier or leaseholder (with or without mortgage) |
| <input type="checkbox"/> A housing association tenant | <input type="checkbox"/> Shared owner |
| <input type="checkbox"/> A housing association leaseholder | <input type="checkbox"/> On the Councils housing register |
| <input type="checkbox"/> Living in temporary accommodation | <input type="checkbox"/> Waiting for or interested in Shared Ownership |
| <input type="checkbox"/> Living in sheltered housing | <input type="checkbox"/> Other housing situation |
| <input type="checkbox"/> Living in supported housing | |

If you have ticked "Other Housing Situation", please tell us what it is in the box below

2) Are you responding as, or on behalf of? (tick all that apply)

- | | |
|--|---|
| <input type="checkbox"/> Someone who works in Haringey | <input type="checkbox"/> An education provider, for example further education college, school or university |
| <input type="checkbox"/> A Haringey Council councillor or a local Member of Parliament | <input type="checkbox"/> A business umbrella organisation, for example, Chamber of Commerce |
| <input type="checkbox"/> A Haringey Council or Homes for Haringey member of staff | <input type="checkbox"/> A statutory health organisation, for example, Clinical Commissioning Group, hospital |
| <input type="checkbox"/> A housing association | <input type="checkbox"/> Other statutory body, for example Jobcentre Plus, Greater London Authority, Department for Work and Pensions |
| <input type="checkbox"/> A Voluntary or Community organisation | <input type="checkbox"/> Other |
| <input type="checkbox"/> A tenant or resident group | |
| <input type="checkbox"/> A private landlord | |
| <input type="checkbox"/> A private developer | |

If you have ticked "Other", please use the box below to explain:

3) Age (Please tick one box).

☐ Under 16 ☐ 16-24 ☐ 25-44 ☐ 45-64 ☐ 65+ ☐ Prefer not to say

4) Disability

In order to be able to identify and respond to specific needs, it is important that we gain an understanding of disabilities and long-term conditions.

Do you have any of the following conditions which have lasted or expected to last for at least 12 months?

☐ No disabilities ☐ Physical disability ☐ Mental ill health ☐ Learning disability

5) What is your country of birth?

6) Ethnicity (Please tick the box that best describes your ethnic group).

White

☐ English, Welsh, Scottish, N Irish, British

☐ Irish

☐ Gypsy or Irish Traveler

Any other white background, please write in below:

Mixed / multiple ethnic backgrounds:

☐ White and Black Caribbean

☐ White and Black African

☐ White and Asian

Any other mixed/multiple ethnic background, please write in below:

Any other ethnic group

☐ Arab

Any other ethnic group please write in below:

Black / African / Caribbean / Black British

☐ African

☐ Caribbean

Any other Black / African / Caribbean / Black British ethnic background, please write in below:

Asian / Asian British

☐ Indian

☐ Pakistani

☐ Bangladeshi

☐ Chinese

Any other Asian / Asian British ethnic background, please write in below:

7) At birth, were you described as (Please tick one option)

☐ Male ☐ Female ☐ Intersex ☐ I prefer not to say

8) Which of the following describes how you think of yourself? (Please tick one option)

☐ Male ☐ Female ☐ In another way please write in below:

9) What is your religion? (Please tick as appropriate).

☐ No religion ☐ Hindu
☐ Christian (including Church of England, Catholic, Protestant and all other Christian denominations) ☐ Jewish
☐ Buddhist ☐ Muslim
☐ Sikh

Any other religion, please write in below:

10) Which of the following options best describes how you think of yourself?

☐ Heterosexual or straight ☐ Gay or lesbian ☐ Bisexual
☐ Other ☐ Prefer not to say

11) Pregnancy and maternity (Please tick one box).

Are you pregnant?

☐ Yes ☐ No

Have you had a baby in the last 12 months?

☐ Yes ☐ No

12) What is your legal marital or civil partnership status? (Please tick one box).

☐ Never married and never registered a civil partnership
☐ Married or in a civil partnership
☐ Widowed or surviving partner from a civil partnership
☐ Divorced or legally dissolved from a civil partnership
☐ Separated but still legally married or in a civil partnership

13) What is your main language?

☐ English

Other, please write in below (including British Sign Language):

Thank you for completing and returning this form

Please take the time to fill in the questionnaire and return it by FREE POST (no stamp required) to:

RTJK-BZBZ-LASY
FREEPOST
Housing Strategy and Commissioning Service
6th Floor, River Park House
225 High Road
London N22 8HQ

or scan your answers and email them to housing.strategy@haringey.gov.uk

If you prefer, you can fill in the questionnaire online at:

www.haringey.gov.uk/meetinghousingneed

If you have questions about this consultation, or you would like extra copies of the questionnaire or full draft policy please email

housing.strategy@haringey.gov.uk .



DRAFT HOMELESSNESS STRATEGY AND DELIVERY PLAN 2017-2022

Contents

1. Introduction	2
2. Consultation	2
3. National Context	2
4. Regional Context	3
5. Local Strategic Context	4
6. Homelessness Review	6
6.1 Haringey Overview	6
6.2 Homelessness in Haringey	6
6.3 Rough Sleepers in Haringey	13
6.4 Welfare Reform	16
7. Previous Homelessness Strategy	17
8. Priorities for the new Homelessness Delivery Plan 2017-22	18
8.1 Key Themes	18
8.2 A New Homelessness Delivery Plan	19
9. The Delivery Plan	20
9.1 Priority One: Prevention of Homelessness	20
9.2 Priority Two: Tackling Temporary Accommodation Challenges	20
9.3 Priority Three: Reducing Rough Sleeping	21
9.4 Implementation and Monitoring	21

1. Introduction

The Homelessness Act 2002 introduced the requirement for local authorities to formulate and publish a Homelessness Strategy every five years based on the results of a Homelessness Review. This draft Homelessness Strategy 2017-22 is the third Homelessness Strategy that the Council has produced, and incorporates our Homelessness Review and Delivery Plan.

The draft has been developed and will be consulted upon during a period of unprecedented change in the national housing landscape. As well as the continued buoyancy of the London housing market, there has been significant government legislation that has or will affect housing provision and together, these factors are having a substantial impact on homelessness and our ability to deal with it.

During the period the Council has brought forward Haringey's Housing Strategy 2017-2022, which acknowledges this very different landscape and sets out a new, ambitious strategic direction for all housing activity in the borough.

2. Consultation

This draft Homelessness Delivery Plan has been developed in partnership with our partners in the Homelessness Forum and Core Group. This collaborative approach will continue with formal consultation with the public, and specifically with those in housing need including residents of temporary accommodation and households on the housing register.

The consultation will also invite partners to develop, enhance and extend the Delivery Plan to include our partners own strategic homelessness commitments, and invite them to lead and provide resources to support specific actions, and to work jointly with the Council to improve outcomes for homeless households.

3. National Context

There has been a series of national policy changes affecting homelessness. These have included significant welfare reform changes, the Localism Act 2011 and most recently, changes introduced in the Housing & Planning Act 2016, though much of this is to be confirmed in regulations.

3.1 Welfare Reform

There are increasing pressures on low income families following welfare changes that have both affected their incomes and limited the amount of benefit payable towards housing costs. Welfare reforms with the most significant implications for housing and homelessness include:

- Local Housing Allowance (LHA) reductions including total LHA caps and the limiting of LHA to the 30th percentile of market rents. However, the Government has frozen increases in LHA Rates for 4 years from April 2016 meaning fewer properties are available within these rates.
- The Total Benefit Cap limiting maximum benefits that a family can receive to £500 per week, with the benefit removed from housing benefit payment towards rent. This will be reduced further from November 2016.
- Spare Room Subsidy (known as the 'Bedroom Tax') reducing housing benefit entitlement to social housing tenants considered to be under occupying their homes.

- Transfer of responsibility for Social Fund payments to local authorities and to Council budgets.
- Disability Benefit changes and the replacement of Council Tax Benefit with local Council Tax support, reducing benefit income to a wide range of working age adults.
- Universal Credit will provide a single stream-lined benefit paid to residents directly rather than to their landlords.
- Single Person Households under-35 may also have the amount of benefit capped to the LHA rate for the shared room rate. This restriction is currently affects private sector tenants but in April 2018 will affect new social tenancies starting after 1 April 2016.

3.2 Localism Act 2011

The Localism Act 2011 introduced important changes affecting social housing and homelessness, enabling councils to permanently discharge their homelessness duty by making use of suitable accommodation in the private rented sector. The Act also changed the statutory succession rights of new tenants, restricting the right to the partner of the deceased tenant.

3.3 Housing & Planning Act 2016

This is the most significant change since the Localism Act to affect social housing. The implications of the changes have been set out in the Housing Strategy and include the loss of homes as the council will be forced to sell vacant council homes to fund the right to buy for housing association tenants, reducing supply further.

3.4 No Second Night Out

A strategy for rough sleeping was set out by a Ministerial working group in a 'Vision to end rough sleeping: No Second Night Out Nationwide', published in July 2011. No Second Night Out (NSNO) has five standards:

- 1) New rough sleepers can be identified and helped off the streets immediately.
- 2) The public can alert services if they see anyone sleeping rough so they get help.
- 3) Rough sleepers can go to a place of safety, where their needs can be assessed and they can get help.
- 4) Rough sleepers are able to get emergency accommodation and other services they need.
- 5) Rough sleepers from outside their area can be reconnected with their community.

4. Regional Context

The provisions in the Localism Act 2011 devolved housing strategy and funding to the GLA from the Homes and Communities Agency (HCA). The current Housing Strategy (of the previous Mayor of London) was published in June 2014.

Currently the Mayor of London spends around £9 million on a range of commissioned pan-London rough sleeping services and projects and also funds the Social Impact Bond

programme of up to £5 million over three years. In July 2016, the new London Mayor committed to setting up a “No Nights Sleeping Rough Taskforce”, which is aiming to focus on prevention as its core approach.

He also committed to deliver greater co-ordination of councils’ efforts to find stable private rented housing for those unable to move into social housing, instead of council competing for homes with increasing incentives to private landlords.

5. Local Strategic Context

Haringey Council’s Corporate Plan, Building a Stronger Haringey Together, describes the Council’s overall priorities and programme of work for the period for 2015-18. It identifies housing as one of its five priorities, committing us over that period to ‘Create homes and communities where people choose to live and are able to thrive’. A key objective is to: “Prevent homelessness and support residents to lead fulfilling lives”. The new Housing Strategy describes Haringey’s housing context and builds on the Corporate Plan, defining four strategic objectives:

1. Achieve a step change in the number of new homes being built.
2. Improve support and help to prevent homelessness.
3. Drive up the quality of housing for all residents.
4. Ensure that housing delivers wider community benefits.

The Strategy is ambitious yet realistic in acknowledging the challenges and the difficult choices that the Council has to make in the current climate. Some of these choices are reflected in this Homelessness Strategy & Delivery Plan, along with further development of the effective work the Council and its partners have been doing to tackle homelessness. Much of this good work will continue and in some areas our focus and emphasis will develop to reflect changed circumstances.

Early intervention, prevention of housing crisis and improved supply and cost effective use of temporary accommodation remain the top priorities. We will put more emphasis on self-help, and supporting people who can help themselves to do so. At times the message on realistic housing options will not be welcomed by people, but we will strive to provide and enable appropriate solutions to their housing problems. Increasingly, the solution will not be social housing.

We will treat people as individuals, offering targeted and appropriate advice and support depending on need and circumstances. Those households that can afford alternatives to social housing will be pointed in that direction, while those affected by welfare benefits changes will be offered more holistic support, including assistance with employment, training and financial management.

Early intervention means more focus on outreach work, working with and through voluntary and community organisations to reach people in difficulty before they experience crisis. Sustaining existing tenancies remains a high priority and we are pushing our services upstream, engaging with people before their circumstances force them to approach us.

Where homelessness cannot be prevented and a duty is accepted, we will provide good quality, affordable temporary accommodation, accepting that for some people this will be outside the borough and outside London. Holistic support will be provided to mitigate the impact of this. Those that are prioritised to remain in Haringey will do so, but for others this may mean settling permanently in a new location that is more affordable for them.

Temporary accommodation supply is a critical challenge, which can only be met by widening our pool of supply, making better use of our own assets and building strong relationships with existing and new landlord partners, providing incentives where needed and offering stability and convenience to them. We are open that the financial costs to Haringey taxpayers are a significant factor in our thinking and our plans must therefore include effective action to minimise these costs.

The reduced supply of social housing means that how we allocate it will become more important. The Housing Strategy acknowledges that social housing must be targeted at those who cannot afford alternative options; those that can will be enabled to take up options including the private rented sector and low cost home ownership.

DRAFT

6. Homelessness Review

6.1 Haringey Overview

There are approximately 274,800 people living in Haringey in about 113,500 households. Haringey ranks as the fifth most diverse borough in London. Overall 39.4% of Haringey's population were born overseas, with around 4.3% coming from Poland and 4.0% from Turkey. Around three-quarters of our young people are from ethnic minority backgrounds. Haringey has one of the highest proportions of low paid workers in London and 36% of children in Haringey live in poverty (8th highest in England) and in Tottenham, this increases to 44% of children.

Buying a home in Haringey is expensive; lower wages and high house prices make it impossible for some people to ever buy a house. The average price of a two bed flat is £440,947 whereas the estimated median household gross income is around £35,400.

Private rent levels are also rising sharply in Haringey with the average weekly rent for a two bedroom property in June 2016 at £430 a week. There are around 33,500 privately rented properties in the borough (constituting about 33% of all households) but only 6% of households see this as their preferred tenure.

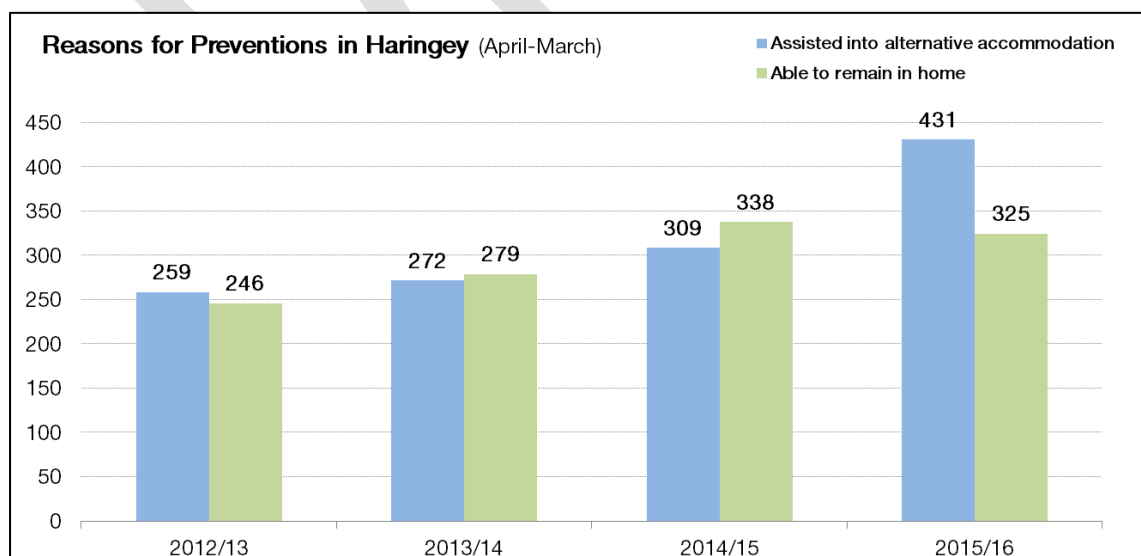
6.2 Homelessness in Haringey

Approaches and Preventions

In 2015/16, over 3,226 households approached the council for advice on housing issues – about two thirds were women and 58% were aged between 25 and 44 year old. 96% were of working age.

Between 1 April 2012 and 31 March 2016, 2,459 households were prevented from becoming homeless. Of these, 1,188 of these were helped to remain in their homes; and 1,271 were helped to move into alternative accommodation.

In 2015/16, the Housing Advice and Options teams were able to prevent homelessness in 756 cases, with 57% of these households being helped into alternative accommodation, whilst 43% were able to remain in their current home.



Housing Related Support Pathway

The Housing Related Support Pathway for single vulnerable people commenced in 2014/15. Early results have shown a 62% and 58% reduction into the number of vulnerable single people booked into Temporary Accommodation for the first two quarters of 2015/16.

The impact of the pathway is reflected in the absence of care leavers and ex-offenders from the acceptances in 2015/16 but who accounted for 24 and 9 respectively in 2012/13.

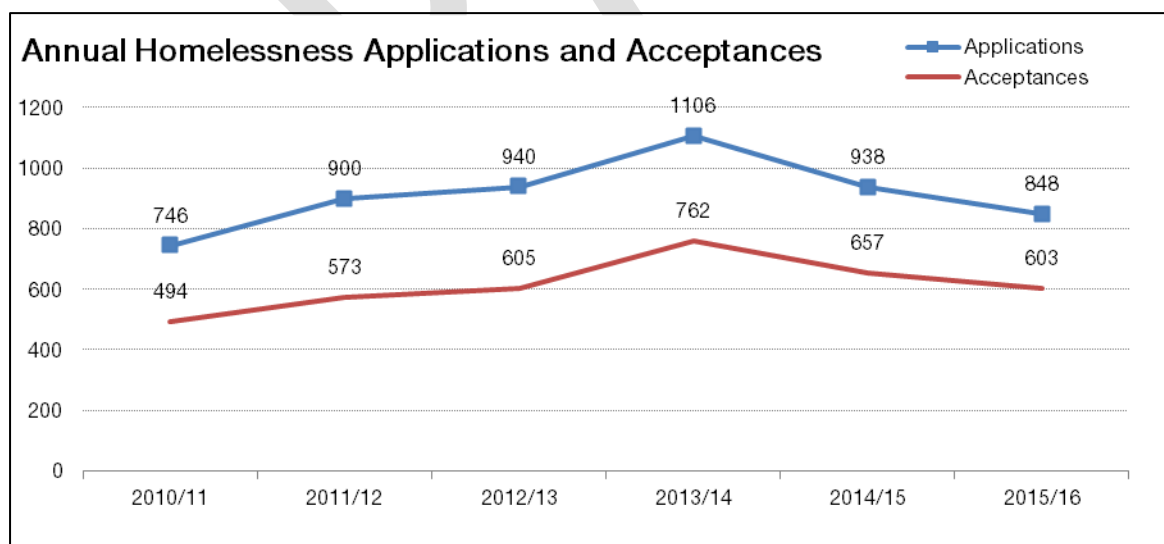
Current the Council spends over £3 million per annum on a combination of long term services for older people and people with learning and physical disabilities. A further £6 million is spent on a combination of short term services that include Pathway services for people with mental health, young people, single homeless, substance misuse clients; and general floating support services for BME clients and women at risk of domestic violence.

Over the course of a year, nearly 7,000 people are supported to maintain their independence.

Homelessness Applications and Acceptances

The level of homelessness applications and acceptances in Haringey is reducing from the peak in 2013/14. After a rise in applications for four consecutive years (from 746 applications in 2010/11 to 1,106 in 2013/14), there has been fall to 938 in 2014/15 and 848 in 2015/16.

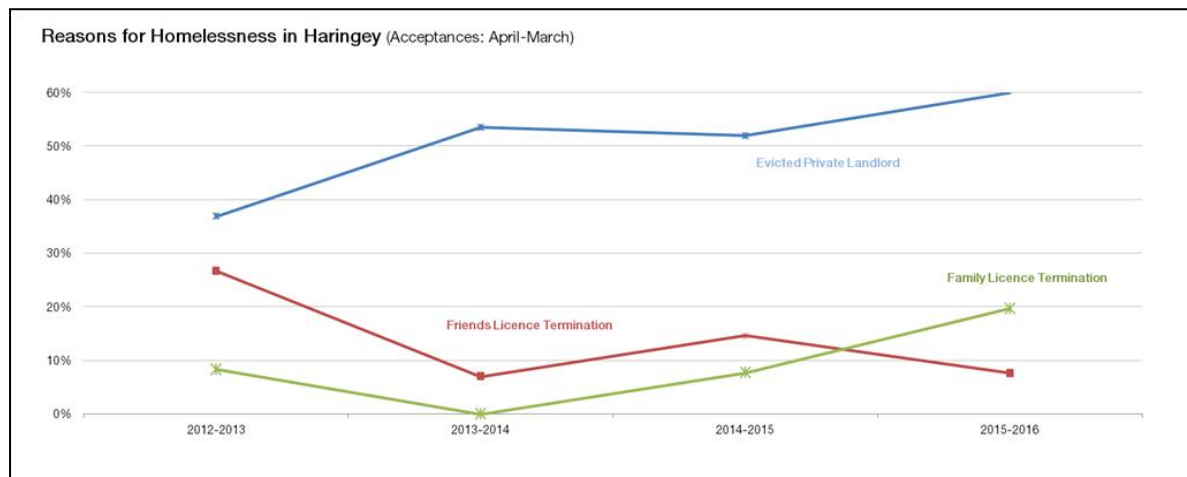
During this time, there has been a similar pattern in the number of acceptances with 762 acceptances in 2013/14 and 603 in 2015/16. This reduction is in part due to the use of pathways to divert vulnerable groups from homelessness, and a focus on homelessness prevention.



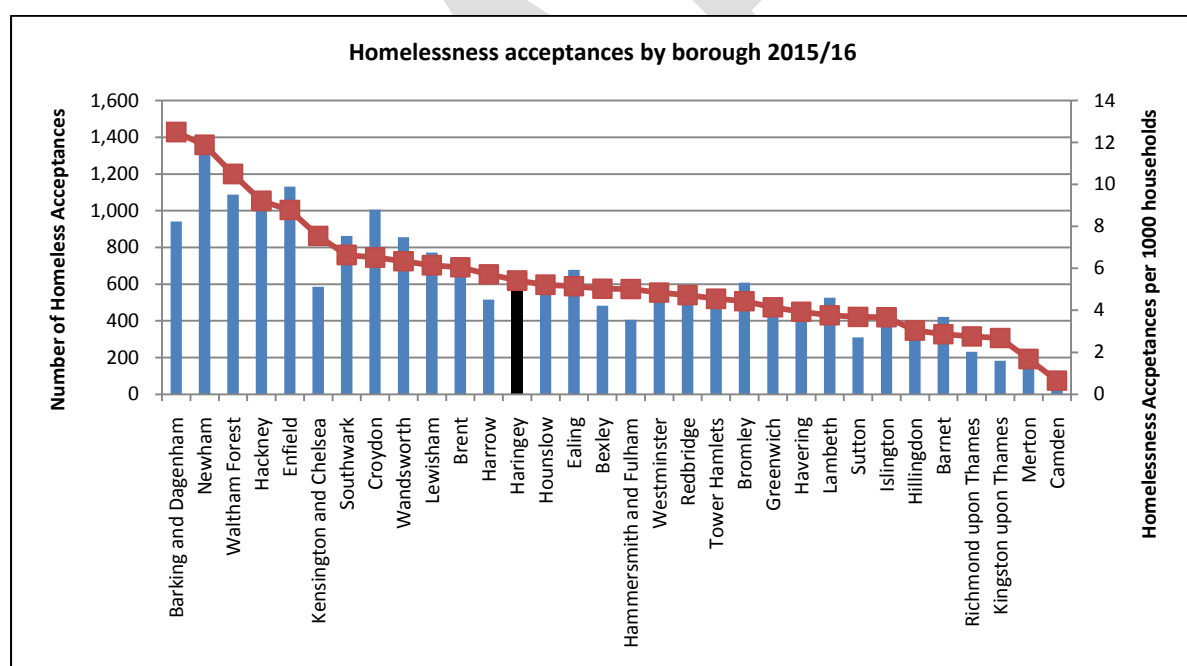
Reasons for Homelessness

There have been significant changes in the reason for homelessness, with 'Evicted by Private Landlords' rising from 37% of all acceptances in 2012/13 to 60% in 2015/16. In 60% of these cases, the landlords ended the tenancy without declaring any grounds relating to a breach of tenancy.

There has also been an increase in those coming from a family home from 8% in 2012/13 to 20% in 2015/16. However, there has also been a fall in those previously living accommodation with friends which has falling from 27% to 8%.



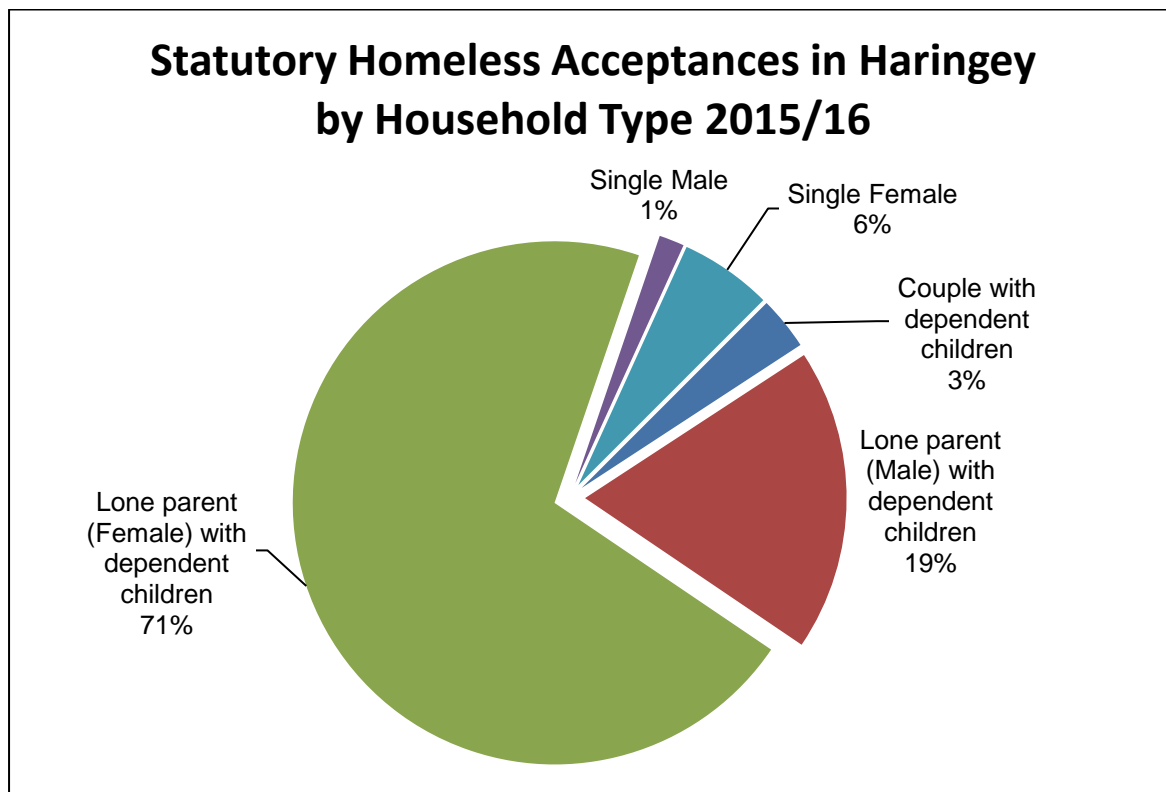
The chart below shows the comparison rate of acceptances per 1,000 households by each London Borough. The rate for Haringey of 5.5 puts it in the middle range of London Boroughs. This has reduced from 7.14 in 2013/14.



In 2015/16, the lead applicants of 40% of accepted households were of black origin, compared with 19% of the population in Haringey. 89% had priority need because they had dependent children or were pregnant, 3% because of a physical disability and 2 cases due to a mental illness or disability.

Since the introduction of the supported housing pathway, we have seen fewer applications and acceptances from single person households. 7% of homelessness acceptances in 2015/16 were from single person households much reduced from 2010/11, when the figure was 39%. This compares to a London wide percentage of 16%.

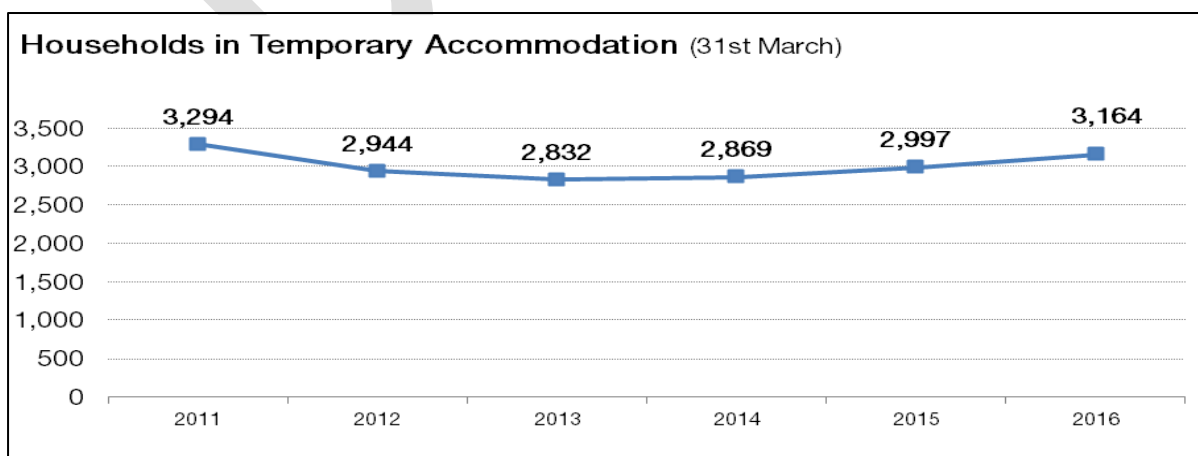
517 households (90% of all) households accepted were lone parents, compared to a London wide percentage of 53% whilst the number of people becoming homeless due to domestic violence reduced from 35 in 2014/15 to 6 in 2015/16.



Temporary Accommodation

Although there has been a fall in the number of acceptances in the previous two years, the number of households in temporary accommodation (TA) has increased for the last four years due to the declining supply of social housing lets as described above, and a reduction in supply of available of private rented housing.

On 31 March 2016 there were 3,164 households living in temporary accommodation placed by the London Borough of Haringey - the second highest in London. Over the past year, the proportion of departures from TA reduced by 21%. This means a net inflow into TA as more households are entering TA than leaving it.

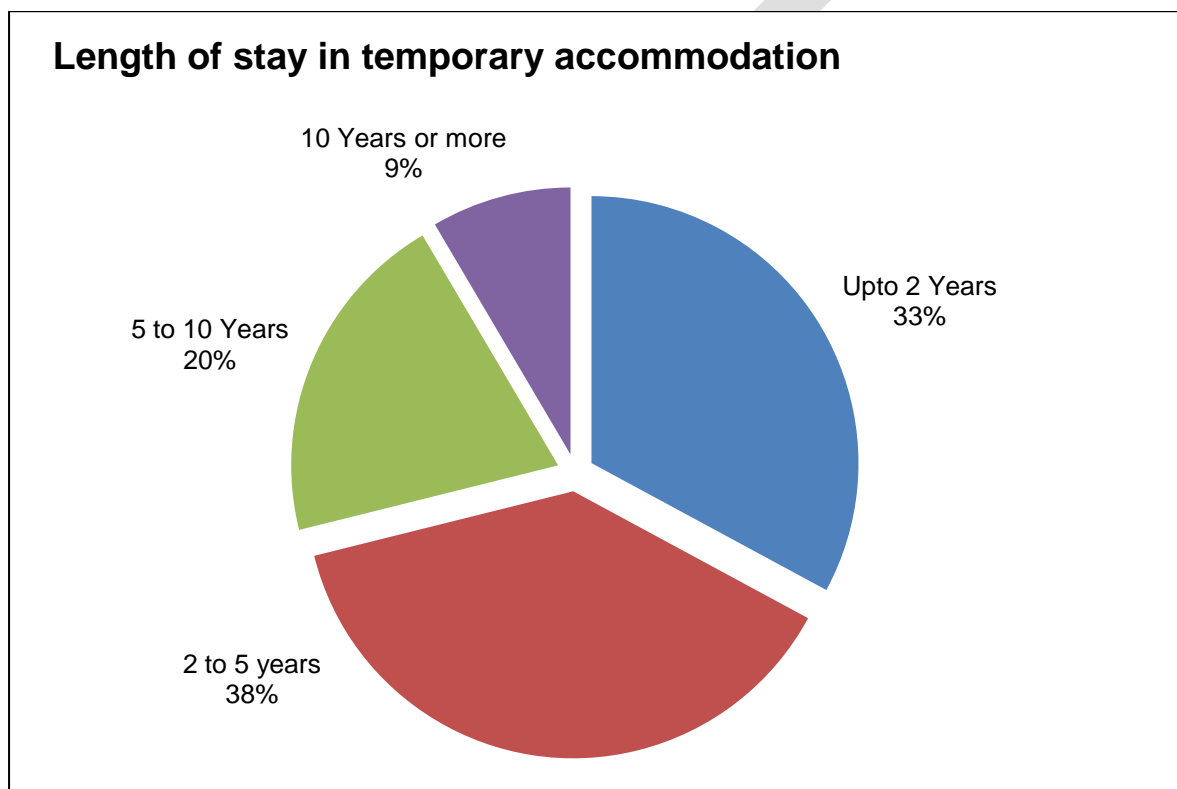


Almost all residents in temporary accommodation were statutory homeless, with 5% awaiting an assessment of their homelessness.

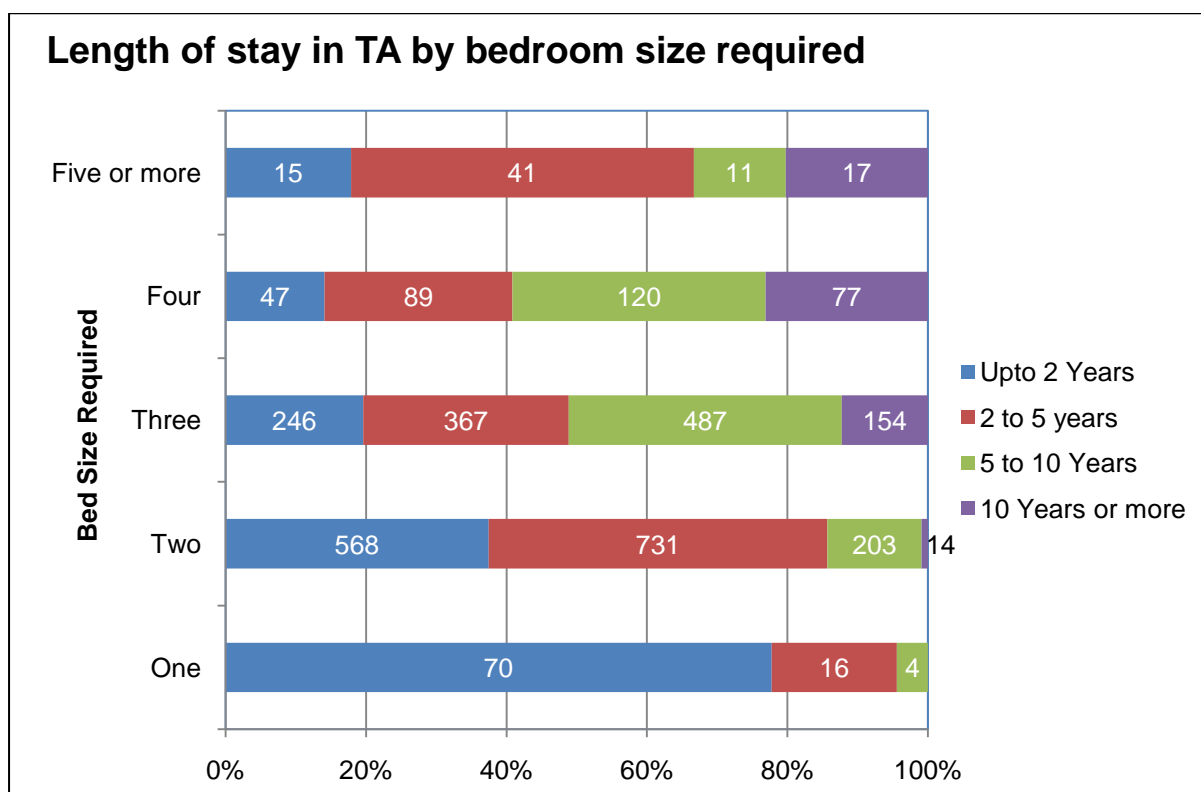
These households consisted of around 10,000 individuals – just under half of which were children. 67% of the head of households in temporary accommodation were aged 25 to 44 and only 5% were over 55.

Around 59% of households in temporary accommodation are single parents with at least one child. Single Black women are over-represented within this group, representing just over half of single parent families accommodated but only 43% of the total households in TA are from Black backgrounds. Comparatively just over a quarter (16%) of single parent families in temporary accommodation are from White backgrounds although White people make up 34% of the total.

The pie chart below indicates the average length of stay of households in temporary accommodation. Around a third are up to two years, another 38% up to five years; whilst nearly 30% of households have been in TA for over five years.



The graph below highlights the difficulty in procuring suitable accommodation for larger households as they will tend to stay in TA for much longer.



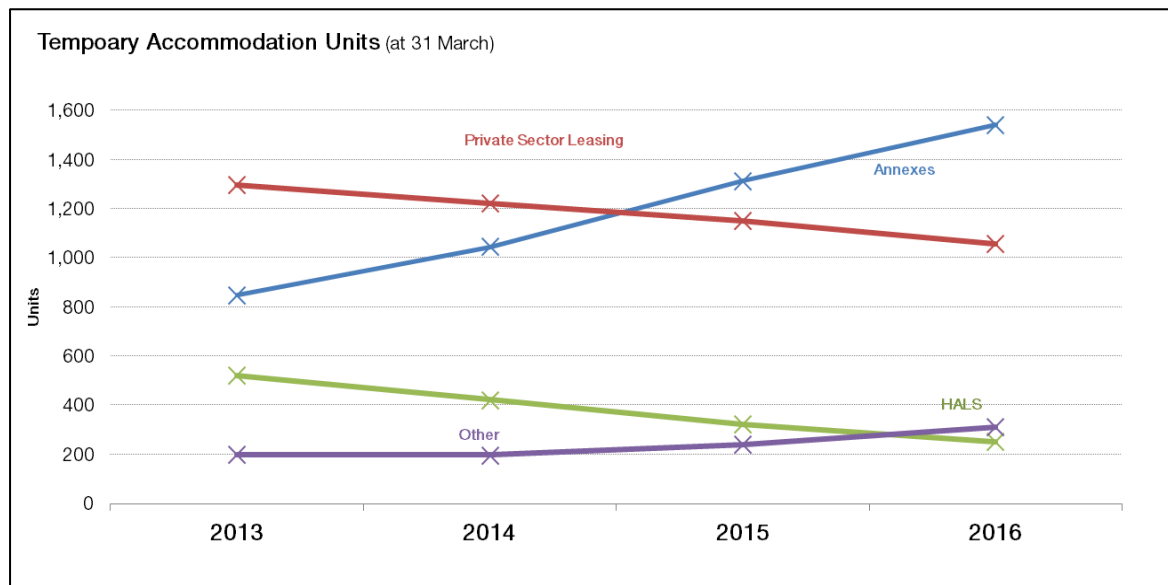
Supply of Temporary Accommodation

On 31 March 2016, Haringey Council provided temporary accommodation for 3,164 households.

Since the last strategy, there has been a significant fall in the number of properties which are leased from private landlords ('Private Sector Leasing') – a fall from 1,297 in March 2013 (45% of all accommodation) to 1,058 (33%).

During this time, the number of properties leased from Housing Associations (Housing Association Leasing) has almost halved from 521 units in March 2013 to 252 in March 2016.

Leased properties represent a cost effective source of accommodation but increasing private sector rents have led to higher costs when leases are renewed. The drop in leased properties has largely been replaced by the use of 'annex' properties (self contained flats) which have increased from 849 units (30% of all accommodation) to 1,543 units (49%). The rent charged to the council for annex units is significantly more than housing benefit subsidy available.

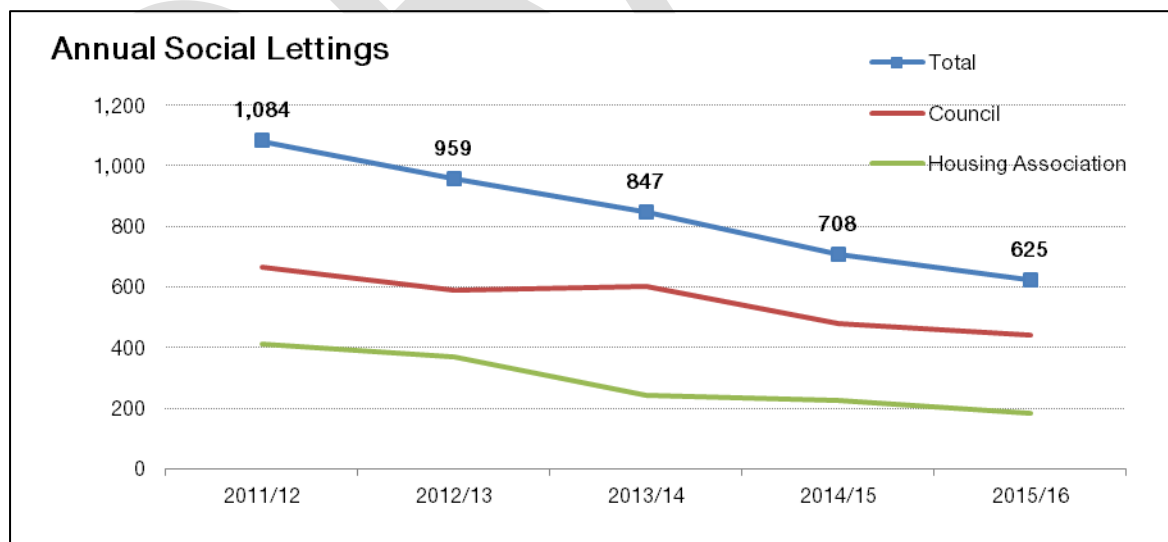


The difference between the cost of temporary accommodation units and the maximum recoverable rent (set by the Local Housing Allowance) is as high as £6,500 per unit per annum. This has led to a total net spend of £5.9m in 2015/16.

Alternative sources of supply are being sought both internally through the use of vacant properties on estate regeneration sites, conversion of former residential homes and modular build properties. Currently around half of the temporary accommodation provided is outside of Haringey.

Social Housing & Private Sector Lettings

In 2015/16, there were 625 social housing lettings in Haringey. This compares with 955 in 2012/13, a drop of one third of the available lets in just three years. 442 lets (71%) were for council properties and 183 lets (29%) related to housing association homes.



Of all lets, 495 were to general needs properties and 137 for sheltered housing. 288 general need lettings were made to homeless households living in temporary accommodation. The current priority for lettings is to households in TA, though the target of 70% is not being reached.

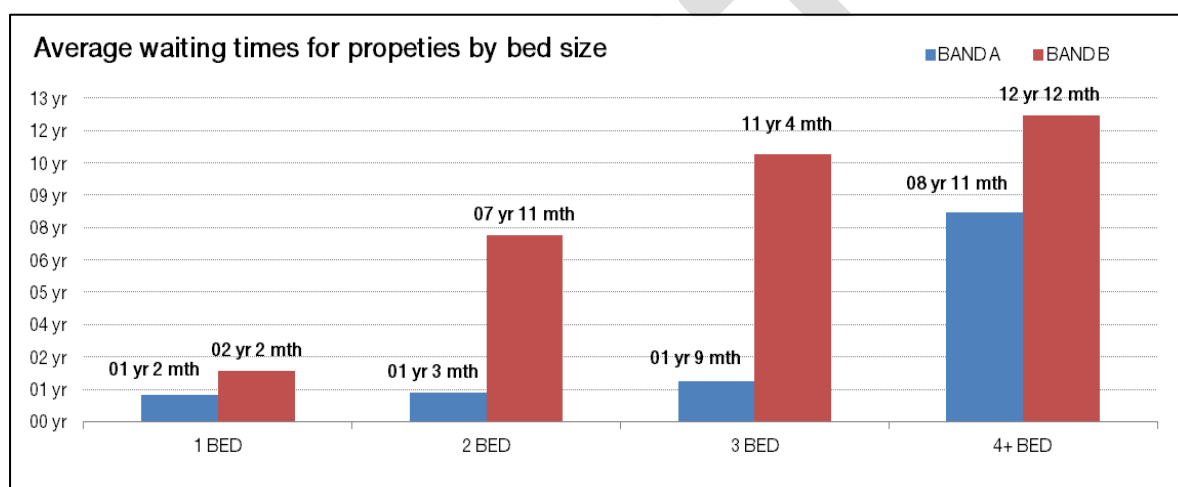
The number of lettings is expected to fall following the introduction of the Housing and Planning Act which came into force on 12th May 2016. This legislation introduces a levy on

Councils based on the sale of higher value voids. The number of lettings will be further reduced if sale of properties is needed to fund this levy.

In 2015/16, only 3% of lets (15 properties) were for properties with four or more bedrooms. This represents a significant drop from 31 lets in 2014/15 which was 6% of all general need lets. This contrasts with 46% of lets (226 properties) which were for one bedroom properties and an average waiting times for such properties is just under 1 year 8 months.

Shortages of larger properties have led to an average waiting times for four or more bedroom properties being just under 9 years for those in Band A and just over 12 for those in Band B. This in addition to the length of stay in temporary accommodation highlighted above.

Average times for Band A are considerably lower in smaller properties ranging from 2years 2 months for a one bed and 1 year 9 months for a three bed. Average waiting times for households in Band B are significantly higher for two and three bed properties at 7 years 11 months and 11 years 4 months respectively.



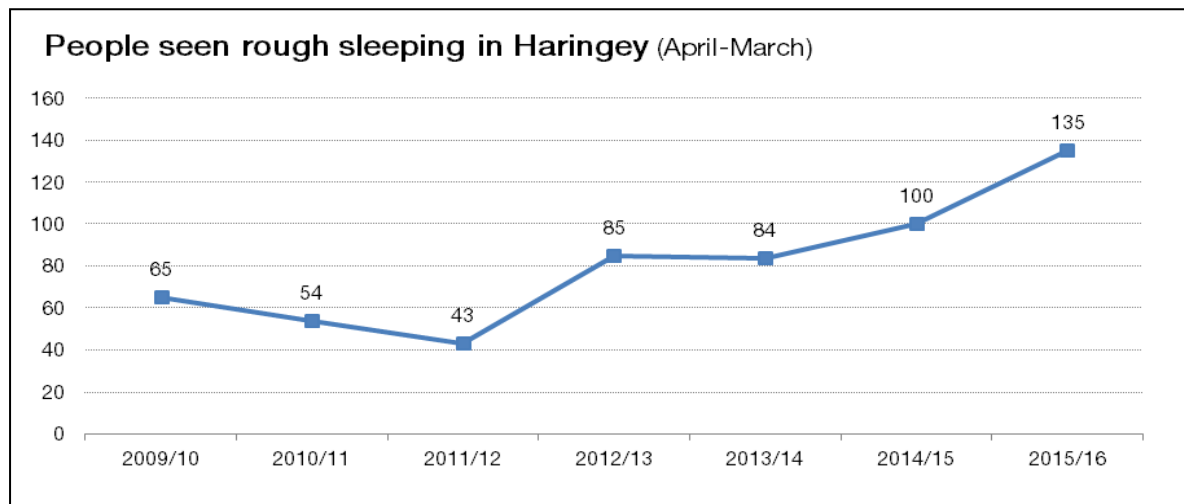
The shortage of social lets has created a need to seek alternative accommodation in the private sector. However, private sector supply has reduced significantly. There were 1,000 lets into the private rented sector in 2009/10 but in 2015/16, only 65 homeless households were re-housed into private tenancies.

The landlords who operate in the sector have reported back on their ability to secure higher rents above the existing LHA rates, given the buoyancy of the London housing market. The demand from tenants means they can also secure up to three months rent in advance from non Housing Benefit tenants.

6.3 Rough Sleepers in Haringey

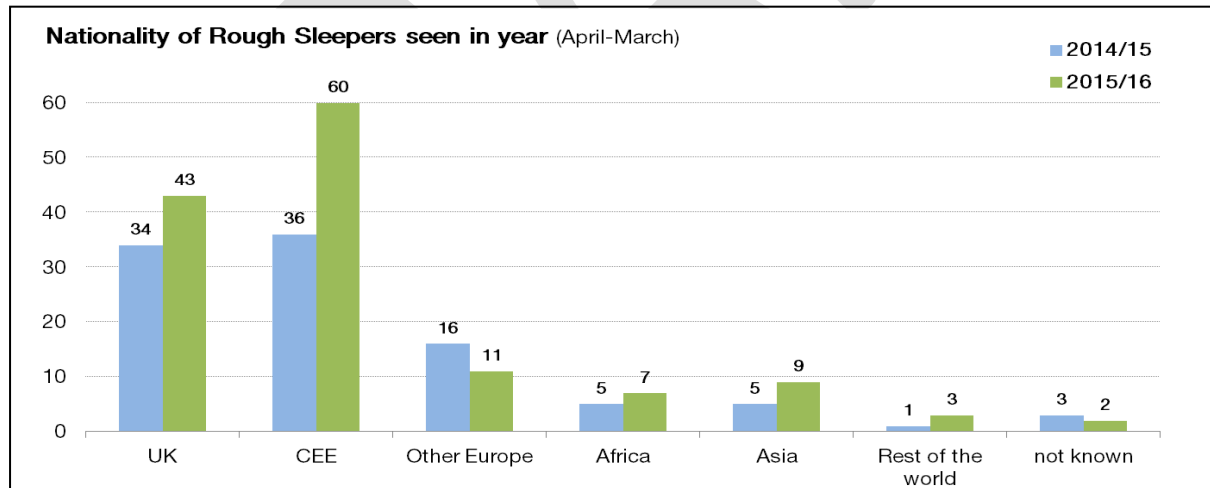
Most rough sleepers are single people who often face barriers to obtaining support due to usually being classed as non-priority. Many have issues with mental and physical health, substance misuse, and the lack of move on accommodation.

Although the Council has submitted an annual estimate, the CHAIN (The Combined Homelessness and Information Network) - a multi agency database recording information about rough sleepers and the wider street population in London, is able to provide more reliable evidence of trends. CHAIN reports that reveal that rough sleeping in Haringey has increased every year since 2011/12. In 2015/16, 135 rough sleepers were seen in Haringey in comparison to 43 in 2011/12.

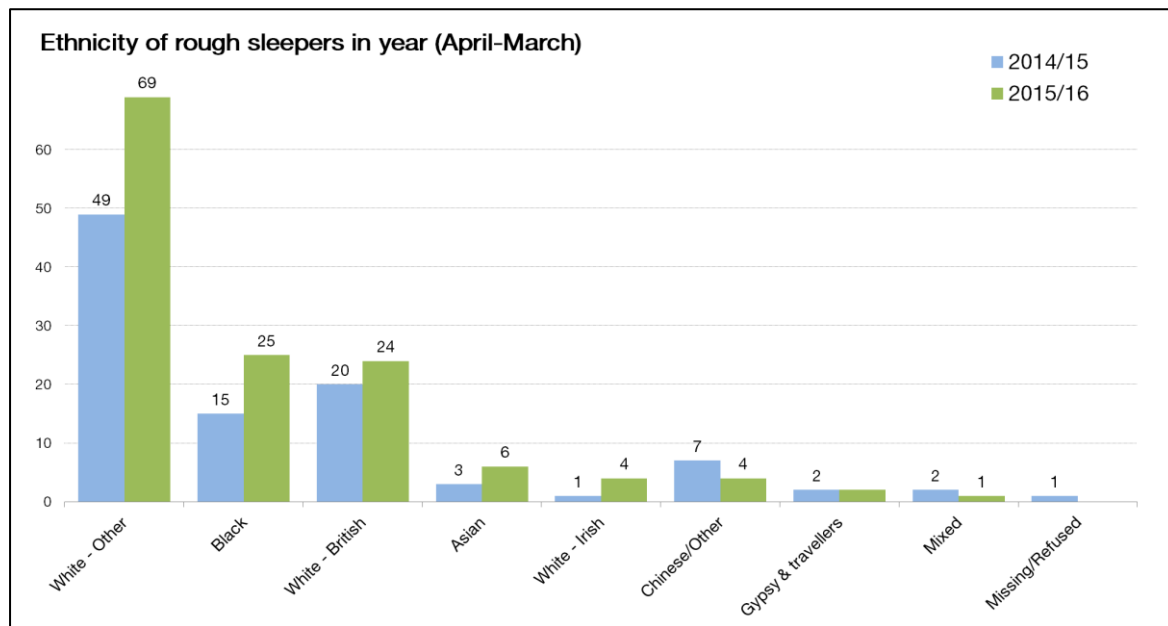


There is an increasing number of rough sleepers from Central and Eastern European countries (CEE) which almost doubled from 36 in 2014/15 (36% of all rough sleepers) to 60 (44%) in 2015/16. This contrasts with 27% (2014/15) and 29% (2015/16) for Outer London. CEE nationals' presence on the streets is higher as CEE nationals remain on the street for longer as they do not have access to public funds and cannot access emergency accommodation. When CEE nationals are found to be rough sleeping, they will be given 30 days to provide evidence that they are working and paying tax. If they fail to do this within 30 days, they will be deported.

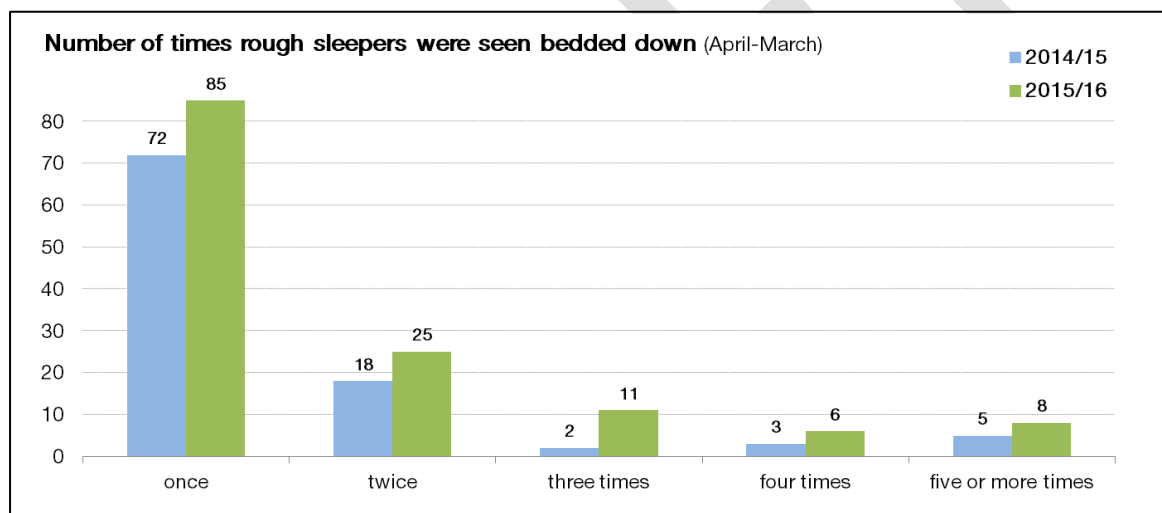
There has also been a smaller increase in those with a UK nationality rising from 34 to 43 representing 34% and 32% respectively – and compares with a stable 50% for Outer London.



Of the 135 people seen last year 119 were male and 110 were between the ages of 26 and 55. A total of 97 rough sleepers gave their ethnicity as White and 25 as Black and 6 as Asian.



Most rough sleepers were only seen once but there is an increasing percentage of those who were seen more than once from 28% in 2014/15 to 37% in 2015/16.



There are 76%(103) were new rough sleepers who had not been seen before April 2015, 15 were people they had seen the previous year, and 17 were not seen in 2014/15 but had been seen. Of the 135 people seen, 74 had their support needs assessed, with reported issues including Mental Health (36), Alcohol Use (35), Drug issues (31) and only 13 having no support needs. Of 92 who had gave their history, 34 had previously been in prison, 9 in care and 10 had been in the armed forces.

CHAIN data also recorded the last settled base of 40 of the 103 new rough sleepers seen in Haringey in 2015/16. This data reveals that the previous settled base for almost half (18) was private sector rented accommodation and a quarter (10) from permanent or temporary accommodation provided by a local authority. Two of the three who left local authority temporary accommodation had been given a 'non priority decision'.

6.4 Welfare Reform

The benefit cap will be reduced from November 2016 from £26,000 to £23,000 per year, in London, for couples and families with children, and from £18,200 to £15,410 for single people without children.

Our analysis indicates that 2,007 Haringey households will be affected by the lower benefit cap - including those already capped at the current rate. This is almost five times the number of households that are currently capped. Currently the cap applies almost exclusively to households with children. Under the lower benefit cap almost 27% of those affected will be childless households, mainly single people.

- **Universal Credit (UC)** will replace six existing means-tested benefits and is intended to simplify the system and improve work incentives. 61% of households in Haringey that will be entitled to Universal Credit when it is fully implemented across the borough will have a lower work allowance as a result of the changes announced in the Summer 2015 Budget.
- **Local Housing Allowance (LHA)** limits the amount of housing benefit a household can claim and was previously based on the lowest third of rents for each property size in each of the two 'Broad Rental Market Areas' within the borough. However, the Government has frozen increases in LHA Rates for 4 years from April 2016 meaning fewer properties are available within these rates. The most significant financial impact will be felt by large families currently living in homes that have more than four bedrooms because of the introduction of the Local Housing Allowance Cap of £388.65 per week for most of the borough.
- **Single Person Households Under 35** may also have the amount of benefit capped to the LHA rate for the shared room rate. This rate is currently £90.64 a week in most of the borough and is less than half the one-bedroom rate of £199.68. This restriction is currently affects private sector tenants but in April 2018 will affect new social tenancies starting after 1 April 2016. As at 1 June 2016, there were 857 housing benefits claims from single person under-35 private sector tenants. Of these, 819 were assessed against the LHA rates and 671 (78% of all claims) had payment restricted to the LHA shared room rate.

Cumulative Impact of Welfare Reform

Low-income working-age households in Haringey have seen their incomes fall by an average of £14.16 per week as a result of welfare reforms implemented in the previous Parliament, such as the under-occupation charge, benefit cap, LHA cap and cuts to council tax support. 48% of the 3,164 households in temporary accommodation are affected by Welfare Reform

7. Previous Homelessness Strategy

Haringey's Homelessness Strategy 2012-14 set out the borough's strategic priorities in five key objectives as follows:

1. Preventing homelessness and sustaining tenancies.
2. Working in partnership.
3. Mitigating the negative impacts of the welfare reforms.
4. Increasing the availability of affordable housing.
5. Improving the life chances of homeless people.

These objectives had a total of 107 specific actions, of which 92% were completed and/or have become business as usual. The remaining seven actions are either ongoing work or due to be completed in 2016/17.

The main achievements since the Homelessness Strategy 2012-2014 include:

- 2,459 households prevented from becoming homeless between 1 April 2012 and 31 March 2016. Some 1,188 of these were helped to remain in their homes; the other 1,271 were helped to move into alternative accommodation.
- 289 homeless households living in temporary accommodation were helped to access the private sector between 2012/13 and 2015/16.
- Ensuring best use of our stock by reducing under occupation with 43 under-occupying households helped to move to more suitable accommodation in 2015/16. There is more work to be done in this area, and this will be taken forward in the 2017/18 Plan. We have also made use of our regeneration estates where homes have been decanted prior to demolition. They are now being used in the interim before demolition as temporary accommodation.
- Establishing the Homelessness Forum to exchange information and best practice amongst partners, and to develop this Delivery Plan.
- Commissioning new housing related support pathways for single vulnerable people including rough sleepers. We have also increased the number of people attaining independent living.
- Establishing a Corporate Welfare reform group to help mitigate the impact of changes to the benefit system.
- Producing a Tenancy Strategy.
- Developing a separate Rough Sleepers Strategy, working with partners to gain greater intelligence on rough sleeping; and implementing the Reconnections Protocol

Since September 2014, there have been changes in the delivery of homelessness services with Homes for Haringey now providing housing advice, options and homelessness on behalf of the Council, so that delivery of all of the Council's housing services is in one place.

8. Priorities for the new Homelessness Delivery Plan 2017-22

8.1 Key Themes

These trends outlined in the above review of homelessness in Haringey indicate a number of priorities which the Delivery Plan should focus upon.

The need for a continued focus on prevention is clear, by working closely with landlords, partners and other stakeholders to ensure that opportunities to maintain tenancies are maximised. This includes challenging landlords (private and social) who are seeking to evict.

Equally, there is need to secure more private rented properties both to enable discharge of the homelessness duty, and to prevent homelessness occurring without households having to make a homelessness application.

The review also highlights that the pathways that can help divert vulnerable persons away from homelessness are having some success and this need to be developed. However there remain concerns about the future of supported housing schemes with the plans to reduce social rents by 1%, and the prospect of the application of a cap to the amount of Housing Benefit that can be paid towards a social housing home, including supported housing.

Welfare reform will continue to impact some groups especially larger families and single people under the age of 35 and managing the impact will be necessary to prevent homelessness occurring. Given 96% of approaches on homelessness are from people of working age, this should mean a focus on addressing the causes of their problems by, for example, assistance with benefits, getting into employment or financial management to ensure rent arrears do not arise and homelessness is prevented. Effective early intervention is also designed to enable households to understand the reality of the housing shortage and to be informed on making their own choices.

The use of TA has risen despite the increase in preventions and reduction in homelessness acceptances. Reducing the number of households in TA is a priority for the Council as current levels of costs cannot be sustained indefinitely. The rate of exit from TA is slowing as the number of available lets in the social housing and private rented sectors have diminished.

There is therefore a need to secure more cost effective temporary accommodation, within and outside of the borough, and London. The Council has agreed a Temporary Accommodation Placement Policy which will enable households to be placed in suitable TA. Since the Localism Act 2011, it has been possible for Councils to discharge their duty to ensure that households have access to settled accommodation through into the Private Rented Sector (PRS) even without the applicant's consent,

Many households have also been in TA for a number of years and pre-date the Localism Act changes on discharge of duty into the PRS. In order to move on from their existing accommodation, the Council will need to engage with them on recognising the limitation of the options they have.

With the decline of social rented supply likely to continue, it is imperative to secure private rented sector housing to prevent homelessness and ensure households can access settled accommodation as quickly as possible. This will mean looking at ways to incentivise landlords to provide housing to people on low incomes / Housing Benefit, and much of this accommodation is likely to be outside of the Borough. Some groups, especially Black

households and lone parents continue to be over represented in the homelessness statistics, and this should be examined further for ways to mitigate the impact.

The increase in rough sleeping is seen in context of an overall increase in the street population across London. In previous years the Council has submitted an estimate on the number of rough sleepers seen on the streets. There is increasing work and awareness about the multiple needs of rough sleepers and has been highlighted through the Homelessness Forum.

8.2 A New Homelessness Delivery Plan

The conclusions of the Homelessness Review, and the homelessness commitments set out in the Housing Strategy 2017-22 (see annex A) are taken forward in the new Delivery Plan that follows, set out in three priorities:

1. Prevention of homelessness including:
 - Helping households retain their current home.
 - Helping households find an alternative homes, particularly in the private rented sector.
 - Enabling vulnerable households to secure independence through supported housing pathways.
2. Tackling temporary accommodation challenges including:
 - Measures to reduce the numbers of households in temporary accommodation.
 - Improving the supply of temporary accommodation to reduce costs.
 - Ensuring homeless households in temporary accommodation gain access to suitable permanent homes.
3. Reducing rough sleeping including:
 - Identifying those most at risk to prevent them sleeping rough.
 - Enabling access to support services for rough sleepers with multiple needs.
 - Reviewing the levels of emergency provision.

Under the three priorities, a number of outcomes and key actions to achieve them have been identified. In developing the plan, we will seek to work with our partners to agree how we direct available resources and services in support of the agreed plan.

Some actions reflect continued work streams that will make a significant contribution towards an outcome and will include current council agreed targets, whilst in others, development of our current work, or a new initiative is required, together with support from partners.

9. The Delivery Plan

9.1 Priority One: Prevention of Homelessness

Over 3,000 households a year approach the Council for housing advice, and the number is projected to increase as a result of rising housing costs, the impact of welfare reform and population growth. Households seeking advice may be homeless or have an imminent threat of homelessness, and may also include those who have difficulties with their current landlord or accommodation which may not lead to homelessness in the near future.

Early intervention seeks to prevent homelessness by supporting households to help with crisis such as a loss of employment, before it escalates into a housing crisis. The impact of welfare reform has been highlighted and the Council is targeting those most impacted by the changes.

The Council will be clear on the housing options available to all households including advice on the different options which may include those outside the Borough and London.

With the loss of a Private Rented tenancy the main cause of homelessness, our focus is on sustaining current housing where practical and preventing housing problems escalating to crisis point. This usually means sustaining licences or existing tenancies in the private rented sector. Despite the difficulties with securing private rented accommodation, the sector has a crucial role in the prevention of homelessness. 30% of the successful preventions in 2015/16 involved securing alternative private rented accommodation.

Our statistics show disproportionate levels of homelessness amongst particular demographic and community groups within Haringey and it is important to try to understand and mitigate the impact of any policies. Working with community and voluntary sector groups to help provide the support to prevent homelessness occurring.

Enabling residents to move through supported housing pathways in a planned way will prevent homelessness and avoid the use of temporary accommodation. The data for 2015/16 showed that 45% of prevention of homelessness cases where an applicant had to move, were into a supported housing schemes. At any one time nearly 7,000 people are supported to maintain their independence and thus avoid homelessness and being placed into temporary accommodation.

The pathways range from six months to two years. Applicants move into accommodation support schemes based on their level of appropriate need. More robust of clients - whether their needs increase or are reduced, sometimes to the level of non accommodation based support to encourage more throughput are appropriate. This will enable us to assist more people at risk of homelessness and prevent blockages of places, as the supply of move on accommodation will continue to be a challenge.

9.2 Priority Two: Tackling Temporary Accommodation Challenges

The Council's first priority is to prevent homelessness occurring. Where homelessness cannot be prevented, we will provide emergency temporary accommodation while we assist households in finding a settled housing solution.

Despite an increase in the number of successful prevention cases, and reduction in homelessness acceptances, the number of households in temporary accommodation has risen as the flow out of temporary accommodation and into a permanent home has slowed.

It is increasingly difficult to secure good quality, sustainable and affordable temporary accommodation of all types in London, and especially at prices within the LHA cap. Rental

prices have risen as homelessness and households are spending longer in temporary accommodation. This has created a significant financial burden for the Council.

The provision of temporary accommodation is usually in two stages. The first stage is emergency accommodation like a hostel or Bed and Breakfast whilst a homelessness application is assessed.

The second stage temporary accommodation is interim accommodation provided to households where a homeless duty has been accepted and who are awaiting permanent housing. However, due to the shortage of this accommodation, currently around half of these units are nightly paid “annexes” (self contained flats) rented from private landlords.

The council currently does not have any shared facility hostel units and is looking to increase the supply of its own hostel accommodation that will also have the benefit of reducing the council’s expenditure.

The Council has agreed a new Temporary Accommodation Placements Policy. This will mean placing households out of borough and in some cases out of London in more affordable locations, subject to criteria. We have to take these steps and will do so in a fair and sensitive way, mitigating the potential impact on homeless households as effectively as we can and working closely with household members to ensure this.

The Council already uses the private rented sector to prevent homelessness and will be making greater use of assured shorthold tenancies in the private sector to discharge homelessness duty.

9.3 Priority Three: Reducing Rough Sleeping

There are an increasing number of people sleeping rough in Haringey as recorded by the CHAIN database. The Council commissions London Street Rescue to undertake outreach services.

With more rough sleepers from Central and Eastern European countries, the Government has been focussed on working with agencies on supporting reconnections. It remains too early to determine the impact of the UK deciding to vote to leave the EU in terms of rough sleeping.

Rough sleepers may experience a range of multiple and complex needs which are often not addressed by single services. Greater partnership working will be required to understand how their needs could be met.

There are currently six housing related support services aimed at the Single Homeless and those with complex needs. However, many rough sleepers may not be able to access those services

No Second Night Out was first adopted in London before being rolled out in London and has proven effective in reducing the number of times seen more than once in the streets.

9.4 Implementation and Monitoring

The Delivery Plan has been developed from workshops involving members of the Homelessness Forum and engagement with temporary accommodation residents. The Delivery Plan has been progressed at meetings of the Homelessness Core Group, which is a sub-group of the wider Homelessness Forum.

This engagement with partners and residents has informed the draft plan, which reflects the following core principles:

- Working in partnership – tackling challenges that can only be addressed through positive collaboration.
- Reducing inequality – narrowing the gap in outcomes for citizens by working proactively to improve life chances.
- Prioritising prevention– empowering residents with the tools to mitigate against risk of homelessness.
- Building trust – working collaboratively, in a way that is transparent and accessible to citizens.

DRAFT

PRIORITY ONE: Preventing Homelessness and Enabling Independence			
<i>Outcome</i>	<i>Key Actions</i>	<i>Target / Output</i>	<i>Housing Strategy Commitment</i>
Reduction in Approaches and homelessness applications	1. Develop early intervention and prevention training for statutory, voluntary and community sector partners <ul style="list-style-type: none"> • Ensure advice meets minimum quality standard with accreditation • Map pathways and share with partners who can support households 	Training programme developed and delivered with annual updates and accreditation	6.1 (a) 8.1 (a)
	2. Review the method of communicating the Lettings Plan, outcomes and waiting times to the public	Annual publication of the Lettings Plan	6.2 (f) 8.1 (c) 6.3 (b)
	3. Review effectiveness of outreach surgeries as methods for early intervention e.g. Children's centres 4. Following review, identify best locations for early advice if proven effective in preventing homelessness.	Review complete and decision take on a programme of outreach surgeries	6.1 (a) 6.1 (d) 6.1 (g)
	5. Provide briefings for front line staff (e.g. teachers and social workers) who come into contact with vulnerable households to ensure referrals to Homelessness services are made effectively	Effective referrals to the Homelessness service	6.1 (d) 6.1 (g)
	6. Ensure Council communications – website, magazines deliver consistent messages on the councils approach to homelessness prevention	Website reviewed and updated New uploads and documents reviewed prior to publication	6.1 (d))
	7. Refreshing on-line advice, information and content including Options Wizard app	More residents using self help tools	
	8. Review information provided by the council and partner agencies to private tenants to identify opportunities for	Conduct an Annual review via the Homelessness Forum	6.1 (a) 6.1 (d)

PRIORITY ONE: Preventing Homelessness and Enabling Independence			
Outcome	Key Actions	Target / Output	Housing Strategy Commitment
	informing tenants about homelessness prevention services		
	9. Publish an Annual Report showing results of evictions and case studies of good practice	Increase tenancy sustainment and minimise evictions from council and HA homes	8.2 (a)
	10. Enable Health Visitors and Social Workers to make referrals to the homelessness prevention fund.	Referral process agreed	6.1 (g)
	11. Develop mediation services, for households at risk of eviction or to enable those currently living with their families to remain at home	Introduce mediation services and monitor their effectiveness in increasing homelessness prevention	6.1 (a)
	12. Use Discretionary Housing Payments to prevent homelessness where tenants are threatened with rent increases	Process agreed and outcomes monitored	8.2 (a)
	13. Develop with partners a standard approach to prevention of homelessness, including standard performance measure (e.g. as per BV213)	Standard approach agreed with partners Agree start date for implementation and monitoring Report published	6.1 (a) 8.2 (a)
	14. Analyse existing prevention work for good practice to share amongst front line staff	Staff training	6.1 (i)
	15. Analyse reasons for evictions in the Private Rented Sector and identify ways to prevent no fault evictions	Analysis complete and service improvements identified	8.2 (a)
	16. Peer review on ways to reduce acceptance rate through better prevention	Borough peer partner agreed and review delivered	6.1 (i)
	17. Reduce Part 7 decision making times for homelessness	70% of homeless decisions made within	

PRIORITY ONE: Preventing Homelessness and Enabling Independence			
Outcome	Key Actions	Target / Output	Housing Strategy Commitment
	applications	33 days	
	18. Introduce a joint Housing/ Children's Services protocol in respect of the assessment of homeless young people	Protocol introduced with training	6.1 (i) 6.1 (g)
	19. Actively Promote out of London options throughout the Housing options process and advice / support services	Increased prevention via out of London options	
Mitigate the effects of Welfare Reform	20. Participate in the Corporate Welfare Reform Partnership to, deliver a targeted response to welfare reform and the benefits cap across the Council including work with statutory and voluntary agencies to enable early identification of those in housing need	Ongoing	6.1 (e) 6.1 (h)
	21. Contribute to the development of a Directory of services available to support those affected	Website directory published	6.1 (a)
	22. Encourage saving and enable access to low cost finance by promoting the Haringey, Islington and City Credit Union.	Information delivered to voluntary and community sector to distribute	6.1 (d)
	23. Review the effectiveness of the Squirrel pilot that provides banking facilities for Universal Credit tenants	Review complete and decision made on future roll out	6.1 (d)
Financial solutions that enable households to find their own solution agreed	24. Review how existing funds could be used flexibly to: <ul style="list-style-type: none"> • Enable use of Discretionary Housing Payments to increase Private Rented Sector solutions e.g. using for deposits or extended periods • Extend access to social fund for non priority households to secure housing including young people and single homeless households • Explore options that enable flexibility in how deposits can be transferred or matched to help 	Options on use of funds to be agreed and implemented with monitoring	6.1 (c) 6.1 (d) 6.2 (f)

PRIORITY ONE: Preventing Homelessness and Enabling Independence			
Outcome	Key Actions	Target / Output	Housing Strategy Commitment
	secure housing. <ul style="list-style-type: none"> Make more use of rent deposits to speed up payments to secure housing 		
Increase supply of Private Rented Sector Housing	25. Increase in number of Private Rented Tenancies available for Haringey residents including out of Borough areas	2016/17 target of 400 – split between use for homelessness prevention and discharge of duty	6.1 (b)
	26. Review incentives on offer to private landlords e.g. to match those offered by other Boroughs within Haringey	Research undertaken with landlords on incentives Decision to be taken on limits payable to increase Private Rented Sector supply	6.1 (b) 6.1 (c)
	27. Contact non resident council leaseholders to procure additional accommodation as ASTs and TA	Set an Annual procurement target and monitor	5.6 (a)
	28. Hold regular Private Landlords Forum to share latest information from council and opportunities to secure new Assured Shorthold Tenancies (ASTs)	Organise Forum meetings to be held at least twice a year	6.1 (c)
	29. Enforce inter borough agreement through London Councils	Monitor agreement quarterly	6.1 (b)
Protect those at risk of Domestic Violence and homelessness	30. Contribute to the development and delivery of the Violence against Women and Girls Strategy	An improved package of emotional and practical support for survivors of domestic violence in Haringey including: <ul style="list-style-type: none"> Legal advice Housing advice Safety planning Access to counselling 	
	31. Maintain and improve refuge provision including ongoing support to refuge residents	The provision of good quality effective refuge accommodation and	

PRIORITY ONE: Preventing Homelessness and Enabling Independence			
<i>Outcome</i>	<i>Key Actions</i>	<i>Target / Output</i>	<i>Housing Strategy Commitment</i>
	moving on to alternative accommodation	support	
	32. Maintain and increase access to the Sanctuary Scheme	Maximise the number of survivors able to remain in their current home	
Understanding routes to homelessness amongst specific demographic / community groups	33. Identify new and emerging communities most at risk of homelessness through analysis of data	Analysis complete	6.1 (a)
	34. Analyse the communities most at risk of homelessness esp. Black households.	Identify actions	6.1 (h)
	35. Target work with specific communities to focus on prevention and advice	Implement and monitor	
	36. Analysing route to homelessness amongst lone parents		
Promote and Sustain Independent Living	37. Review the outcomes for vulnerable clients referred to the Pathway, to assess its effectiveness and identify any blockages to maximise throughput of clients	Quarterly reviews with providers	6.1 (h)
	38. Understand implications of Government policy of annual 1% rent cut in supported housing schemes and identify mitigation	Impact analysis complete and mitigation measures introduced	
	39. .Pilot "key ring" scheme to enable vulnerable households to be supported in current accommodation through peer support and localised support in neighbourhood	Pilot scheme identified and commenced	6.1 (d) 6.1 (h)
	40. With partners, provide training and education for young people regarding housing options and finding a first home	Training provided for all care leavers and young people known to partner agencies e.g. YMCA residents	
	41. Develop Hospital Discharge Protocol (for General hospitals and Mental Health units)	Protocol agreed and introduced	

PRIORITY ONE: Preventing Homelessness and Enabling Independence

<i>Outcome</i>	<i>Key Actions</i>	<i>Target / Output</i>	<i>Housing Strategy Commitment</i>
	42. Develop a Prison Release protocol	Protocol agreed and introduced	
	43. Develop a joint Housing / Mental Health protocol with training for council staff and partners	Protocol introduced with joint training	

PRIORITY TWO: Tackling Temporary Accommodation Challenges

<i>Proposed Outcome</i>	<i>Proposed Key Actions</i>	<i>Target / Output</i>	<i>Housing Strategy Commitment</i>
Secure overall reduction in the number of households residing in TA – 2800 by April 2017	44. Early intervention actions (see Priority 1)	Prevention of homelessness work contributing to reduction in TA usage	6.2 (a)
	45. Focus Homes for Haringey service to improve move-on rates from temporary accommodation <ul style="list-style-type: none"> Work with households to identify the barriers to move on into the private rental market 	Service restructuring complete	6.1 (b) 6.1 (d) 6.2 (a)
	46. Continue working with households who have been in TA longest and implement actions to help them secure accommodation	The 10% longest resident households are given individual support to remove barriers to moving into settled accommodation	6.1 (b) 6.2 (a)
	47. Implement TA Placements Policy in conjunction with the procurement of additional out of Borough TA	Policy approved by Cabinet Implementation progressed with monitoring of the number of out of Borough placements and effectiveness of support packages	6.2 (a) 6.2 (c)
	48. Make more use of private rented sector to discharge homelessness duty in and out of Borough	Setting and monitoring targets for discharge of duty to the Private Rented	6.1 (b) 6.2 (a)

PRIORITY TWO: Tackling Temporary Accommodation Challenges			
<i>Proposed Outcome</i>	<i>Proposed Key Actions</i>	<i>Target / Output</i>	<i>Housing Strategy Commitment</i>
		Sector	6.2 (c)
	49. Agree and implement an approach to procure the required number of ASTs	400 per annum	6.2 (a)
	50. Promote 'Find Your Own' and other initiatives to encourage households to find their own accommodation	Develop, promote and monitor new initiatives	6.1 (b) 6.2 (a)
Maintain supply of cost effective Temporary Accommodation within the borough and outside the Borough	51. Maximise use of LBH and partner's vacant properties on estate renewals schemes as a source of TA	Ensure that the number of vacant properties available for use as temporary accommodation is as set out in the annual supply plan	6.2 (b) 6.2 (d) 8.2 (b)
	52. Review increased use of permanent stock of one bed homes as TA	Complete review and implement findings	6.2 (b) 8.2 (b)
	53. Deliver a programme of new Emergency Accommodation hostels, including conversion of existing council buildings	Achieve an overall Emergency Accommodation hostels stock of 200-250 units	6.2 (b)
	54. Assess GLA review of pilots on using modular homes for TA to increase supply	Ensure the delivery of new units as set out in the annual supply plan	6.2 (a) 6.2 (b) 6.2 (d) 8.2 (b)
	55. Secure increased access to RSL ASTs and Intermediate Rent as part of the TA Reduction Plan	Confirm increased access via Preferred Partner Agreement and an updated Partnership Agreement with all Housing Associations in the Borough	6.2 (b)
	56. Establish TA Supply Task Group	Task group set up to deliver new build TA	
	57. Implement relevant proposals arising from the Supported Housing Review	Contribute to delivery of Supported Housing Review	

PRIORITY TWO: Tackling Temporary Accommodation Challenges

<i>Proposed Outcome</i>	<i>Proposed Key Actions</i>	<i>Target / Output</i>	<i>Housing Strategy Commitment</i>
	58. Develop Supported Housing for vulnerable groups (eg Young people and young mothers) to provide a supported housing solution as an alternative to temporary accommodation	New supported housing for vulnerable groups as an alternative to TA	
Reduce overall costs of Temporary Accommodation	59. Reduce void turn around times in hostel and PSLs		
	60. Work with other London Boroughs to reduce costs of securing TA across London	Explore new joint initiatives via North London Housing Partnership, GLA, London Councils and others	6.1 (i)
	61. Align procurement to source housing for children's, adults & housing services	Develop a single Procurement approach in partnership with Children's and Adult services	6.2 (b)
	62. Ensure that in reviewing the Allocations Scheme, homeless households continue to receive reasonable preference with access to an appropriate % of lettings	New Allocations Scheme introduced	6.3 (a)
	63. Monitor the take up of the Lettings Plan targets for:- <ul style="list-style-type: none"> Quotas for Care Leavers and Move On accommodation Homelessness Rehousing from Temporary Accommodation 	Homelessness related rehousing targets met	6.3 (a)

PRIORITY THREE: Reducing Rough Sleeping

<i>Proposed Action</i>	<i>Proposed Key Tasks</i>	<i>Target / Output</i>	<i>Housing Strategy Commitment</i>
Understand and identifying the individuals most at risk of rough sleeping	64. Undertake a street count at least every three years and review CHAIN data regularly for new trends	More robust count of rough sleeping in the Borough	6.1 (i)
	65. Strengthen strategic and operational links within the Council, the GLA and partners involved in reducing Rough Sleeping	Rough Sleeping Partnership group reconvened	6.1 (i)
	66. Establish links with Public health and NHS to understand and address health needs of rough sleepers	Improved understanding of needs of rough sleepers and prevention options for high risk groups such as prison leavers, young people, those subject to benefit sanctions, or facing eviction	6.1 (i) 8.1 (c)
Prevention of homelessness and rough sleeping	67. Review the current and future use of the 'Reconnections Protocol'	Increase in successful reconnection of rough sleepers	6.1 (i)
	68. Review existing levels of provision of emergency and winter shelters throughout the borough.	Improved provision of emergency shelters	6.1 (i)
	69. Commission additional outreach hours within London Street rescue contract	Improved support for rough sleepers	6.1 (i)
	70. To develop an information leaflet for partner agencies on the Housing options available to rough sleepers	Improved co-ordination between agencies and better information for rough sleepers	
	71. Review recommendations in the St Mungos No Second Night Out report	Improved service for rough sleepers	

Housing Strategy Commitments Relating to Homelessness

Objective 1: Achieve a step change in the number of new homes built

5.6	Making best use of existing homes and assets
5.6 (a)	Continue with initiatives to free up our existing council homes, which include tackling tenancy fraud, addressing under occupation and helping those tenants who are able to access alternative housing options to do so

Objective 2: Improve help and support to prevent homelessness

Our priorities are to:

- Provide timely and effective housing advice to help those in crisis or threatened with crisis to sustain their existing accommodation if at all possible. This will be at the first point of contact with the council and its partners but increasingly we want to intervene before an approach is made, where risk of homelessness can be identified.
- Act at all times to prevent homelessness but where current accommodation can't be sustained, to provide advice on realistic options and assistance to secure suitable affordable accommodation.
- Provide suitable and affordable emergency or temporary accommodation when necessary, in accordance with fair and transparent criteria, while overall reducing the number of households in temporary accommodation and the cost of it to the local taxpayer.
- Allocate council tenancies and intermediate tenures in accordance with fair and transparent criteria, both at the commencement and when reviewing the expiry of a fixed term council tenancy

6.1	Advice and Prevention
6.1 (a)	Work with tenants to try and sustain their tenancies whenever possible, in partnership with private landlords, housing associations and the voluntary sector, to ensure provision of the right advice and support.
6.1 (b)	Help people to access the widest possible range of options, where it is not possible to avoid a person or family becoming homeless, including a good quality affordable home in the private rented sector and sometimes the option of a home outside Haringey.
6.1 (c)	Build relationships with local landlords and offer a range of packages and incentives to enable households to move into or remain in the private rented sector.
6.1 (d)	Adopt a more collaborative approach, expecting people who are homeless, or at risk of becoming homeless, to take an active role in the process, taking responsibility for their situation and the options for dealing with it, and being realistic about the range of possible outcomes. This approach is not just driven by reduced resources: we believe it is the right thing to do, moving towards a more resilient and independent community which is able to prevent and resolve problems for themselves wherever possible.
6.1 (e)	Work in partnership to provide a holistic service to households who are affected by welfare changes, including offering support to secure employment, advice on budgeting and debt and advice on affordable housing options.

6.1	Advice and Prevention
6.1 (f)	Continue to work with statutory and voluntary sector organisations to provide a holistic package of emotional and practical support for survivors of domestic violence in Haringey, including legal advice, housing advice, safety planning, access to counseling and, where needed, access to refuge accommodation or the Sanctuary home security improvement scheme.
6.1 (g)	Provide outreach services and support in settings where households who are threatened with homelessness are likely to seek early assistance, including Children's Centres.
6.1 (h)	Ensure that we target our interventions effectively by monitoring and acting on homelessness trends, including key causes and triggers.
6.1 (i)	Within a new Homelessness Delivery Plan, set out a multi-agency approach to prevent homelessness and reduce rough sleeping.

6.2	Taking new approaches to temporary accommodation
6.2 (a)	Reduce the number of homeless households living in temporary accommodation, working with landlords of private rented homes to provide a greater supply of good quality, safe and well-managed homes for people who are homeless.
6.2 (b)	Maximise the supply of affordable high quality temporary accommodation inside the borough boundary and within London.
6.2 (c)	Support homeless households who cannot afford Haringey or London private rental prices to take up homes out of London. Where these homes are in the private rented sector, the council will liaise with the host borough to check the suitability of the property and the landlord. This overall approach will be in accordance with a fair and transparent policy that will establish clear criteria for placements within and outside the borough and provide a package of support measures developed in close consultation with potentially affected households.
6.2 (d)	Continually assess our own property portfolio and ensure we are taking opportunities to use a wider range of council assets for temporary accommodation, which might involve conversions, acquisitions and temporary use of homes that are empty awaiting redevelopment.
6.2 (e)	Use innovative solutions, for example Modern Methods of Construction for rapid provision of homes on sites suited to this use.
6.2 (f)	In the case of single vulnerable households, including the very young and very young mothers, aim to provide a supported housing solution as an alternative to temporary accommodation.

6.3	Allocating affordable housing
6.3 (a)	Review the Housing Allocations Scheme, to reflect recent legislative change, consider the better matching of households on different incomes to different types of accommodation and to take the opportunity to consult residents and stakeholders on how we can ensure the fairest possible allocation of homes.
6.3 (b)	Publish our annual Lettings Plan, so that it is clear how general needs accommodation will be let and which groups will receive relative priority for the limited permanent housing available.

Objective 4: Ensure that housing delivers wider community benefit

8.1	Promoting independence, health and wellbeing
8.1 (a)	Prevent homelessness and reduce the need for temporary accommodation by commissioning early intervention and support services that sustain independence and provide alternative supported accommodation pathways, so that people can move through support services in a planned way.
8.1 (b)	Complete a comprehensive strategic review of supported housing provision in the borough, including sheltered housing for the elderly, extra care housing and short term supported

8.1	Promoting independence, health and wellbeing
	accommodation. Working with partners, this will enable us to ensure that the available accommodation is modern and fit for purpose with appropriate support available, and meets current and projected needs for all age groups and types of need. The review findings will inform our development plans and provide the evidence to secure new, purpose built high quality extra care schemes, hostels and all forms of supported housing.
8.1 (c)	Help young people, including care leavers, to secure and maintain independent housing and work with our partners to help them engage effectively in society, combat financial exclusion and make the most of training and employment opportunities.
8.2	A stable home
8.2 (a)	Work to sustain people's tenancies no matter who their landlord is.
8.2 (b)	Provide sustainable suitable and affordable accommodation for those in housing crisis. For people in temporary accommodation, provide a settled home so that moves within temporary accommodation are minimised, particularly for those families with school age children.
8.3	Employment and training
8.3 (a)	Ensure that the council's and its partners' housing advice and homelessness services are closely linked with employment and skills support, particularly in relation to young people.

Proposals for Changes to the Tenancy Strategy

Tenure length and renewal of fixed term tenancies

Proposal

Currently, the Tenancy Strategy states the Council's policy on lifetime tenancies. The proposal is to use flexibilities in the Housing and Planning Act to maximise family/community stability, whilst enabling higher income tenants to move on at tenancy renewal stage to take up low cost home ownership or other intermediate housing options and requiring under-occupiers to move to smaller accommodation, thereby releasing rented homes for re-letting,

1. The Act requires that most new Local Authority tenancies are granted for fixed terms of between 2 and 10 years (subject to forthcoming regulations), although Local Authorities can grant households containing a child under the age of 9 a longer tenancy, which will last until the child reaches the age of 19. The Council's new proposed policy will be to grant the longest fixed term tenancy (permissible under the regulations in individual cases) up to maximum 10 years duration, following an introductory tenancy, except where a longer tenancy can be granted to a household containing a child under the age of 9.
2. The Act requires that before the end of a fixed term, landlords will have to conduct a review to decide between 3 options:
 - Option 1 - grant new tenancy on same property
 - Option 2 – grant new tenancy on another property
 - Option 3 – seek possession

The Council's new proposed policy will be to normally grant a new tenancy on the same property (option 1). In some circumstances, a review will be triggered where:

- (a) the household's gross annual income exceeds either the Pay to Stay threshold (currently set at £40,000) or those income thresholds that may be defined in the Allocations Policy (subject to consultation), in which case the household may be advised and supported in finding alternative accommodation (Option 3)
- (b) the household is under-occupying, in which case the household may be granted a new tenancy of another smaller property (Option 2).
- (c) there are tenancy management issues.

In these cases, relevant personal circumstances will be taken into account. Under the Act a decision not to renew a tenancy is subject to a review (appeal) process.

Reason

1. To comply with Housing and Planning Act 2016 but operate in line with the Housing Strategy by offering the longest fixed term tenancies possible, in order to maximise stability for families and communities.
2. To be consistent with proposed Allocations Scheme changes on income thresholds, and the 'Pay to Stay' threshold
3. To free up rented units and make best use of our stock, where households can afford alternative options or move to smaller properties.
4. To align with the draft Intermediate Housing Policy, which prioritises households for 'low cost' shared ownership. The minimum income for purchasing a shared ownership home, or renting an Intermediate rented property will be set for each scheme, depending upon the overall costs.

Tenure length and renewal of fixed term tenancies**Impact**

1. New tenants will not benefit from lifetime tenancies, but will benefit from the maximum length of tenancy available under the Act.
2. Lifetime tenancies are retained for existing tenants – however succession rights are affected
3. Fixed term tenants with higher incomes may not be granted a new tenancy at renewal stage, but will be advised/supported in finding alternative accommodation.
4. Fixed term tenants who are under-occupying may only be granted a new smaller home at renewal stage.
5. Households on the Housing Register may benefit from greater access to re-lets released by 3 and 4 above

Proposals for Changes to the Allocations Policy

1. Income thresholds

Proposal

It is proposed that households with incomes above a certain threshold or with savings of over £100,000 should not be able to join the Housing Register for social rented housing. Such households could be invited to join a register for Intermediate Housing (a separate report on this Cabinet agenda). The income thresholds would be applied when the applicant first applies for housing, and if they have a change of circumstances in which their income goes either up, or down, then they would be obliged to inform the Council, and the application amended.

The current scheme does not set any income threshold for admission on to the Housing Register.

Reason

The Housing Strategy, due to be adopted in November 2016, sets out what households in different income bands can afford and establishes the definition of affordability as housing costs not exceeding 45% of household net income. When applied to homes of differing bedroom sizes, this would establish thresholds as follows:

Size	Annual household gross income required, to spend no more than 45% of net income
1 Bed	£33,000
2 Bed	£42,200
3 Bed	£52,000
4 Bed +	£64,200

It is proposed to exclude from the Housing Register those households whose gross income exceeds the thresholds indicated above.

A second reason for proposing an income threshold is that under the provisions of the Housing and Planning Act 2016, households with an income above a certain threshold (currently set at £40,000) in London, will be obliged to pay market rents. It seems appropriate that rather than paying market rents in social housing, these households pay market rents in market housing, and that the scarce social housing resource be reserved for households who cannot afford market rents. When confirmed, the Pay to Stay threshold will be an important consideration in finalising the above proposal.

Bearing in mind that rents and incomes change regularly, it is proposed that the Policy does not indicate an actual figure for the income threshold, but will refer to a separate regularly updated table indicating the income thresholds applying at the time. The Government have also committed to raising the threshold of the Pay to Stay Scheme annually by CPI, and it also makes sense for our threshold to rise in line with this. This will also be published, but updated regularly without a requirement to obtain Cabinet approval.

Pay to Stay is being introduced in a tapered way, so that households on incomes above the threshold (currently set at £40,000) will pay an additional 0.15p a week for each £1 of additional income that they have, above the thresholds. The additional income has to be paid to government. This means, for example that a households on an income of £45,000 will have to pay an additional £14.42pw.

Impact

This is likely to have the effect of reducing the number of households on the Housing Register,

although it is not possible at this stage to say by how much. Income data is collected from households in the Housing Register but not retained or analysed, once applicants have been successful, and therefore the impact will have to be monitored closely. The policy will also encourage households to think of alternative housing options, which they may not have previously considered; and encourage households into a more mixed range of tenures, such as Intermediate rented, or Intermediate ownership housing.

Where applicants are applying as homeless, our duty to provide temporary accommodation, and access to settled accommodation will apply irrespective of income, and such households may be owed the duty to provide temporary accommodation; clearly the aim of the policy will be to assist them to Intermediate or private rented accommodation as a settled home.

2. Definition of a household who can register for housing

Proposal

Currently, a household can register with the following members: husband, wife or civil partner; son and/or daughter; brother and/or sister; grandparents and/or grandchildren. Bearing in mind households including extended members of the household, are likely to need larger properties which are in short supply, it is proposed to change the definition of a household to the immediate family: husband/wife or civil partner; sons and daughters. This proposal could be combined with an exception in the case of households where an extended family member either receives or provides care to another family member – this could be childcare, or care for a vulnerable family member. It is proposed that discretion would be provided to an appropriate officer to allow other members to be added to the household, for example where they have lived together for a long time; but that the standard household application would be limited to the immediate family.

Reason

The proposed change with regard to the definition of the household is driven by lack of larger properties in our housing stock and the very long waiting time for them. If such households are homeless, and provided with temporary accommodation, this represents a very high cost to the Council until such accommodation becomes available. Currently 58.9% of our stock is two or three bed property; 35% is one bed and only 4.5% is four bed or more.

The homelessness legislation recognises as a household, people who have been living together, and who are reasonably expected to do so: this definition of course will continue with homeless applicants; but active conversations take place with larger households about how their housing needs can best be met which may include separate applications for different generations.

The definition of households who may be housed together is changing fairly consistently across London. **Brent** include within the household only tenants and their children, and the only additional non dependents who may be included are those giving or receiving care, which has to be supported either by a court order or social services or health professional. **Croydon** define the household as tenant, partner and children, and close relatives if they are dependent on the tenant, or if the tenant is dependent upon them. **Enfield** define household as tenant, partner and children and not parents, grandparents sisters or brothers, unless there is an exceptional need to be with the tenant. There are a range of options for the way forward on this proposal. One option would be to use the definition within the homelessness legislation of a households, as one where the members have lived together in the past, *and* are reasonably expected to do so; an alternative would be just to limit those who are able to register on the Housing Register as those giving or receiving care (as in the Brent scheme).

Impact

There are currently 306 multigenerational households on the Housing Register of which 78 need four bed properties, or larger. The proposal to reduce the size of the household definition, to just the immediate family, may increase the number of households on the Housing Register, if different generations of a household make separate applications; but those applications are more likely to be successful if they are for the size of property, of which we have more stock. The policy would in effect prompt households to apply for housing that they are more likely to be successful in obtaining.

There may be an impact on particular households from cultures where cross generational living is more common. It is also possible that in giving or receiving care, for example for grandchildren, there is a positive contribution made by multi-generational families. However This will be mitigated by the proposal that the definition of households is extended to include members of the family who give or receive care. In addition, there will be discretion for officers to allow additional members to be added in exceptional circumstances. There are potential equalities issues which will need to be considered as part of the consultation exercise.

3. Review of Housing Needs Bands

Proposal

The current scheme provides for three bands of housing need: Bands A, B & C. Most homeless households are in Band B, but some who have severe welfare or medical needs may be placed in Band A, the highest priority band. Because of the high demand for housing from homeless applicants, the proportion of lettings that are made to homeless households is high, so much so that other people who are waiting on the Housing Register may feel that their chances of being rehoused in this way are low. Currently, households with a housing need because they are overcrowded would be placed in Band C, whilst a homeless household would have a higher priority although even if placed in suitable temporary accommodation.

The proposal is that there should be a review of the bands, and the different groups that are prioritised within each band. In particular, it is proposed to give higher priority to households in overcrowded circumstances on the Housing Register. In addition, it is proposed to place all households who are under occupying their properties, no matter what the size, in Band A.

Reason

The proposal is designed to influence the behaviour of applicants. In this case, by giving a general greater priority to households waiting on the Housing Register, it is hoped that it may encourage households to wait for rehousing patiently in their current housing circumstances, and have a realistic prospective of success. If households think that they have no realistic prospect of being rehoused, then housing circumstances which are difficult become intolerable and trigger homelessness applications. If households believe that they have a realistic prospect of rehousing, if they remain where they are on the Housing Register, then homeless applications may reduce. This message is embedded in the Allocations Policy of for example, Camden, where applicants in temporary accommodation know that they are only likely to be offered private rented accommodation, and almost all lettings are directed through the Register. Camden has only 450 households in temporary accommodation, which appears to support this approach.

In addition, it is very much in the Council's interest to increase the number of households who down size as this releases valuable properties for households on the Register. Therefore it makes sense to give the highest possible priority to households who are under occupying, no matter whether they are giving up one or two bedrooms.

Impact

In the immediate short term, it is possible that waiting times in temporary accommodation may increase, and temporary accommodation costs increase as well. Once a more widespread understanding of this approach is shared, people's approach to their application may change, and a shift in the balance of lettings takes place so that over time, homeless applications and temporary accommodation use will reduce. However it is clear that there may be concerns with this approach at this time, when the numbers in temporary accommodation are high and rising. Such a policy would need to be closely monitored and amended if the costs to the Council are significantly worse.

There is a risk from the increasing proportion of homelessness applications arising from private rented sector evictions, where the household will have no way of delaying or postponing their homelessness application and will be adversely affected by this proposal.

The proposal will have the impact of informing applicants of the relevant priority that the Council attaches to different kinds of applicant for housing.

The impact of raising the priority of households who are under occupying their homes may not have a major impact, as this is only one of the factors that encourage households who are under occupying to move. This, together with a support service and the offer of higher quality homes may as a whole package provide additional strength to the offer that we make to households under occupying their homes.

4. Single person households under the age of 35

Proposal

Currently anyone over the age of 16 can register for housing on the Housing Register. As already seen there are difficulties with the cohort between the ages of 16 – 18 for which proposals are set out above. There are also however problems with households over the age of 18 and below the age of 35, if they are a single person household.

The Government's proposal that Local Housing Allowance rates will apply to social housing, when applicants in social housing apply for Housing Benefit, will have an adverse impact on this cohort of people. Single people under the age of 35 are assumed to be able to find accommodation in a shared house – where they rent a room, and share all other facilities. The amount of Housing Benefit they receive is therefore set at what is known as the "Shared Room Rate". Some, but not all of the Council's one bed housing stock has rents (including service charges) which are above the Shared Room Rate, and therefore it is possible that single person households under the age of 35 will not be able to afford our one bed flats.

The policy options on which we wish to consult is how to deal with this situation. The options include:

- Removing all single person households under the age of 35 from the Housing Register, and advising such applicants to find a shared room within the Private Rented Sector
- The Council letting some of its accommodation as shared housing, where applicants under the age of 35 are allocated one room in a shared house; and that rents are charge per room;
- Setting aside all one bed accommodation with low rents, (where they are below the Shared Room Rate) for such households as a priority, over other applicants for one bed properties.

Reason

The change in the Government's Regulations for the administration of Housing Benefit has caused a difficulty for the cohort of households who are under the age of 35, single and in need of housing. It is the case that the majority of single person households under the age of 35 who are accepted by the Council as homeless, will be very vulnerable, and may not be suited to shared housing.

The policy options set out above are alternative approaches to dealing with this problem. If we continue with our existing policy, the danger is that some single person households under the age of 35 will be allocated to a home, where they will not receive full Housing Benefit, and will therefore be unable to afford it.

The full effect of this change does not take place until April 2018, although the proposal does apply to all tenancies which start after 1.4.16. In addition, the Government is still considering the impact of this change on supported housing and other groups, and has promised to publish research into the costs of supported housing, and to make decisions on the long term future of this policy.

The Government's proposal does not affect single person households under the age of 35 who are working. It should be noted of the 72 households in this category currently in Temporary Accommodation waiting for rehousing, 10 are working.

The Local Housing Allowance cap already applies in the Private Rented Sector. A limited number of tenants are exempt from the cap:

- Care leavers until the age of 22
- Over 25 year olds who have lived in a homeless hostel in the last three months, and are receiving support
- People who have left prison and are being managed under a MAPPA programme for high risk offenders
- Disabled people who need overnight care
- Disabled people who receive the middle or high rate of Disability Living Allowance
- Disabled people who receive the daily living component of the Personal Independence Payment

At this stage, the Government have not made any announcement about whether these exemptions will also apply to the social housing sector, when the cap comes into force in April 2018.

Impact

4. Single person households under the age of 35

The change in the rules on benefit for such households may undermine the effort of Councils to successfully settle some of the most vulnerable households who are accepted – those with a history of mental illness, those leaving care; single women fleeing domestic violence.

The alternative approaches to the change in rules, will have different impacts. If we decide not to house this cohort at all in social housing, clearly they will end up in shared housing in the private rented sector, which may not be the best and most appropriate housing for them, and certainly will not be the preferred choice of most of the applicants. Shared housing is of course more difficult and costly to manage, and carries risks which will need to be fully assessed.

5 . Sheltered Housing

Proposal

Currently, any person or couple over the age of 50 can apply for sheltered housing. Sheltered housing provides independent accommodation, in a setting with communal facilities, such as lounge, laundry, gardens and some social activities. There are staff allocated to support the residents. There is a review of supported housing, including sheltered housing underway at the present time. Its early findings suggest there are a significant number of residents who have relatively low level support needs.

Options are to:

- Raise the age threshold to state retirement age and ensure a more robust support need threshold operates;
- Remove the age threshold entirely and operate an entirely needs-based system, which would require schemes to be designated differently to the current arrangements.

The Council wishes to ensure that the provision of sheltered housing better matches need and demand, which may necessitate revisions to the current arrangements for assessment and prioritisation. These and other options will be influenced to a significant degree by the findings of the supported housing review, which will influence the detailed proposals included in the consultation.

Reason

Sheltered Housing has particular qualities and characteristics which are designed to support older people to live more independently through increasing frailty. However, this type of accommodation has become less popular, partly because many schemes were built to standards appropriate in the 1960s and 1970s which are no longer so popular today. As a result, one tactic used in the past to ensure that properties in sheltered complexes are let, has been to reduce the age of qualification for this type of accommodation. This has meant in some cases, a clash of lifestyles, with more independent people living in sheltered accommodation alongside more elderly and frail households.

The review of supported housing is identifying that there is a proportion of residents in sheltered accommodation who do not need the support and facilities that are provided.

The reason for this proposal is to move back to a model of housing and support that is wanted, and needed by the residents who live in the schemes.

Impact

One impact of this change may be to reduce the cohort of people awaiting sheltered accommodation, as single people and couples between 50 and 60 are removed from the Register for sheltered housing. This may also lead to an increased number of vacancies in sheltered housing schemes, which may assist with implementing the findings of the review.

The positive impact will be to restore the original purpose and function of sheltered housing. The review may conclude that there is a reduced need for all the current schemes and provision of sheltered housing, and this may lead to specific decisions about particular buildings, which could be converted for another use.

6. Removing choice from homeless households, and quota applicants

Proposal

In the current arrangements, households to whom the Council has accepted a duty to provide settled accommodation, are placed in temporary accommodation of various kinds, and then are able to bid via Choice Based Lettings, for a home of their choice. However some people do not bid as they prefer to remain in their temporary accommodation. This situation cannot be sustained, as temporary accommodation generally is a net cost to the Council's General Fund. For this reason, these households are put on an "Autobidding system" which means that the computer system will bid for properties of the appropriate size on their behalf, and they are asked to view, and to accept the property if they are successful.

In one sense, therefore their "Choice" is forced, and does not meet the aspirations of the Choice Based Lettings system. The proposal is to remove this "choice" and to make all homeless households one offer of appropriate accommodation. If they refuse this accommodation, the Council may declare that it has discharged its duty towards them, and may proceed to evict them from their temporary accommodation.

In addition, there are individuals living in supported accommodation, who are ready to move on. However they do not bid on the Choice Based system, or only bid very selectively for very few properties. This could be because they feel more comfortable and safe in the supported scheme, even when they are ready to move on and no longer need as much support. The proposal is that they should be made a direct offer of accommodation.

Reason:

One reason for proposing this approach is that it makes a further distinction between homeless applicants and other applicants in difficult housing circumstances on the Housing Register. The message that the Council would be giving to applicants is that those waiting on the Housing Register will have the benefit of choice, but those applying as homeless would have no choice, and would only receive in effect an offer of whatever the Council has available at the time. In addition, the proposal reflects the reality of what is occurring with homeless households now, and removes the administration of setting applicants up on the Choice Based Lettings system, and then forcing their choice by submitting auto bids on their behalf. It may also speed up the process of making offers of accommodation to homeless households, and either moving them into settled accommodation more quickly, or discharging duty towards them, if they refuse an offer of reasonable accommodation.

The reason for seeking the additional ability to make direct offers to households on the various quotas is in order to ensure that they do move on when they no longer need the support provided within the supported housing scheme. This will free up accommodation for new applicants in greater need of the support.

Impact

This policy may be unpopular with homeless households, particularly those in temporary accommodation who prefer to remain there. The positive impact for the Council will be to move the process of moving homeless households more quickly either into settled accommodation, or where they refuse the single offer of accommodation, enabling the Council to discharge its duty towards such households. This may also have the effect of reducing the numbers and costs of temporary accommodation.

Making direct offers to households subject to social housing quotas, such as care leavers, or those moving on from supported housing schemes, will ensure that these quotas are fully taken up and that supported accommodation is released for those with greater support needs. However, it does have the negative effect of removing bidding from the process by which care leavers and other vulnerable individuals are encouraged to take responsibility for engaging with their housing solution and managing their lives generally.

7. Prioritising decant cases

Proposal

The current policy states that the Lead Member for Housing and Regeneration has authority to award permanent decant status to households affected by the demolition or redevelopment of their estate. They will be awarded the highest priority, band A and are able to bid for alternative accommodation.

Currently when decant status is awarded, it is awarded for all the applicants in a particular block at the same time, and accordingly they enter the Housing Register with the same priority date. This can mean that a large number of tenants have identical priority.

It is proposed that tenants affected by redevelopment status should be awarded Band A, but that the effective date should be the date of their tenancy. This will mean that tenants will have different levels of priority, and mean that they are not all competing for the same properties and end up in the same priority, making it difficult to be clear about who has priority for each property.

Reason

The reason for this proposal, is to differentiate between people who are all being given decant status at the same time. This will ensure that they are all not competing on an equal basis for the same properties.

Impact

This will provide a prioritising system, simple and understandable for households who need to move by reason of the redevelopment of their estate and should facilitate more efficient rehousing.

DRAFT INTERMEDIATE HOUSING POLICY

1. PURPOSE

- 1.1 The Council's Housing Strategy has highlighted the importance of improving the social mix of Haringey, identifying its potential to build community cohesion and enhance individuals' life chances. Providing an adequate supply of affordable housing at a good standard is integral to achieving this ambition.
- 1.2 Haringey is seeking to encourage the development of a range of housing, to meet the needs of households on a range of incomes living in the Borough who have difficulty meeting their housing needs in the open market. This includes a range of tenures and values. Low cost home ownership provides an opportunity for households on median incomes to access home ownership at a lower level of income, than is required to buy on the open market.
- 1.3 Although Shared Ownership and other equity products form only 2% of the housing market in Haringey at present, there are plans which will see an increase in the numbers of low cost home ownership of various kinds, in the big building programmes for Wood Green and Tottenham.
- 1.4 It is important that Haringey residents and workers benefit from the opportunities that these developments present; and this policy sets out how we expect these homes to be marketed, and allocated. The policy needs to be open and transparent, and all partners need to support and co-operate with its implementation if the Council's ambition of meeting local housing needs is to be achieved.

2. DEFINITION OF INTERMEDIATE HOUSING

- 2.1 The National Planning Policy Framework 2012 indicates that Intermediate Housing (IH):
 - costs less than market housing
 - costs more than social rent (social housing in Haringey costs around 32% of market rent)
 - can include discount sale homes for ownership, shared-ownership, shared equity and intermediate rent
 - is provided to households whose needs are not met by the market, with eligibility set with regard to local incomes/house prices
- 2.2 The main Low Cost Intermediate Housing products covered by this Policy are:
 - **Shared Ownership (SO):** Applicants purchase a property on a leasehold basis from a housing association (HA) or local authority, paying between 25 and 75 per cent of the property value, and pay the HA or local authority a low rent on the remaining property value. The applicant is responsible for 100 per cent of the maintenance, and is likely to pay service charges if the

property is a flat. Purchasers can buy additional shares up to 100 per cent, known as 'staircasing', if their financial circumstances allow them to do so.

- **Shared equity/loan:** Applicants purchase the property outright with a conventional mortgage but with the assistance of a further loan, typically 20%, from a government body, which is also secured against the title of the property. Interest is not typically charged on the loan for an initial period. There are no regular capital repayments required on the loan but the amount repaid is based on the property value at the time of redemption, reflecting any increase or decrease in the value of the home.
- **Intermediate Rent (IR):** These are homes let at below market rent by HAs and other specialist providers. Rents are usually charged at up to 80 per cent of market levels. They are let on assured shorthold tenancies. In Haringey we do not include Intermediate rents within "Affordable rents" as set out above. These are rents which are higher than Affordable rents, but still below market rents. These are the rented properties that may be let on a separate Intermediate Housing Register.

- 2.3 Shared Ownership leases are regulated by the Homes and Communities Agency. It provides guidance on the appropriate lease clauses. Shared Ownership leases are not regulated under the Leasehold Reform Act 1967, and therefore do not provide the right to acquire the freehold on expiry of the lease. Shared Ownership owners are legally tenants under the Housing Act 1988, and therefore subject to possession action if they fail to pay the rent element of their housing costs.

3. ACCESS TO INTERMEDIATE HOUSING

- 3.1 Access to IH is currently through waiting lists held by individual Housing Associations. The Greater London Authority (GLA) has headline *eligibility* criteria for IH and individual boroughs are able to define eligibility more tightly through their planning agreements. The GLA also sets a headline *priority* order for IH and again individual boroughs are able to set their own local priorities. It is proposed that Haringey adopts the same eligibility criteria as the GLA. Applicants for Intermediate Housing (both shared ownership and intermediate rented housing) in the borough must comply with these criteria; no additional requirements are adopted.

- 3.2 The headline eligibility criteria included in GLA guidance states that applicants must:
- have a gross household income of no more than £90,000 per annum when eligible to purchase or to access Intermediate rented housing (it is likely that this figure will be uprated from time to time).
 - Be unable to purchase a suitable home to meet housing needs on the open market.
 - Not already own a home or that a current home will have been sold before purchasing or renting an IH product.
 - Applicants for shared ownership units are required to buy the largest possible share, that they are assessed as being able to afford.

- 3.3 The headline priority order for IH set by the GLA is as follows:
1. HA and council tenants, and armed forces personnel

2. Local priorities (which may vary from development to development)
3. Other eligible buyers

There is therefore no conflict between the GLA priorities, and local Haringey priorities. There is explicit recognition that local authorities will want to include local priorities within the priority order.

- 3.4 The affordability requirement for low cost home ownership is that the three cost elements (mortgage costs on the percentage share purchased, rent charged on the unsold equity and service charges) should not exceed 45% of the net income received by a household. To achieve this, providers will need to consider offering the lowest percentage share (normally 25%); the lowest possible percentage charged on the unsold equity and low service charges from the design and management arrangements for the scheme. The Housing Strategy recognises that shared ownership can be delivered at a range of prices and shares; and that therefore households on a different range of incomes will be able to access different size and priced products. Households with incomes between £30,000 - £40,000 will only be able to access smaller shares, and lower priced shared ownership whilst households on incomes between £40,000 and £90,000 will be able to access shared ownership at larger shares, and higher values. By providing priority based on the lower incomes, within each priority category, the proposed Intermediate Housing Policy will give priority for the lowest cost home ownership and smaller shares, to those who are able to afford this product.
- 3.5 All providers of IH in the borough will be expected to market their units to people registered to groups as specified by the council, in the first instance. The Council will expect providers to let Intermediate Rent units and sell Shared Ownership Units in accordance with the priorities set out in this policy.
- 3.6 The Council has developed a Priority Matrix in order to prioritise Haringey residents over non-Haringey residents, and non-Haringey residents who are working in the borough over those who work elsewhere in recognition of the contribution that workers in the borough make to Haringey. These are set out in more detail in the table below.

Proposed Priorities for both Low Cost Home Ownership and Intermediate rented housing:

1st	Haringey social housing tenant (including tenants in temporary accommodation who have been accepted by Haringey) and military personnel who have served within the last five years	If two or more applicants are social tenants then the household with the lowest income who can afford the property will take priority.	If still same, first to register an interest will have priority
2nd	Haringey resident affected by regeneration scheme either tenant or leaseholder	If two or more applicants are social tenants, then the household with the lowest income who can afford the property will take priority.	If still same, first to register an interest will have priority
3rd	Haringey resident	If two or more applicants are Haringey residents then the household with the lowest income who can afford the property will take priority.	As above
4th	Any other Haringey worker	If two or more applicants are Haringey workers then the household with the lowest income who can afford the property will take priority.	If still same, first to register an interest will have priority
5th	Resident in any other London borough	If still same, length of time working in London will have priority	If still same, first to register an interest will have priority

Affordability is defined as the household spending no more than 45% of their net income, on housing costs.

Consultation on Policies to Meet Housing Need in the Borough
Interim Consultation results report @ 17th January 2017

Homelessness Strategy and Delivery Plan

- **57%** of respondents agreed that the extent and causes of homelessness had been correctly assessed in the plan
- **51%** of respondents agreed that the assessment of housing supply and demand in the plan was fair and reasonable
- **62%** agreed that the plan accurately assessed the impact of homelessness demand in the Borough
- **65%** agreed that the plan correctly analyses rough sleeping in the Borough and includes actions which will help reduce it
- **70%** of respondents agree that the plan includes the right priorities
- **71%** of respondents agree that the plan includes the right actions

Tenancy Strategy

- **87%** of respondents agree that the Council should continue to grant lifetime tenancies where this is possible
- **92%** of respondents agree that where the Council is only allowed to grant a Fixed Term Tenancy that the Council should give tenants the longest possible Fixed Term Tenancy
- **68%** of respondents agree that when a fixed term tenancy ends and the tenant is under occupying their home by one or more bedrooms, the Council should consider whether to grant a new fixed term tenancy, but only of a smaller property
- **83%** of respondents agree that there are **exceptional circumstances** where a household under-occupying their home should be granted a new fixed term tenancy for the property they are currently living in

Exceptional circumstance	% of respondents who agreed
Additional bedroom required for medical reasons	53%
Additional bedroom required for live in carer	42%
Additional bedroom required for adult children visiting	32%

- **65%** agree that when a fixed term tenancy ends, the Council should consider whether a new fixed term tenancy should be granted where the tenant's household income exceeds the income thresholds set out in the table below

Bedroom size	Income Threshold
1 bedroom	£33,000
2 bedroom	£42,200
3 bedroom	£52,000
4 bedroom	£64,200

If income is used to determine whether a new fixed term tenancy is granted, what do you think the threshold should be?	
Income threshold level	%of respondents who agreed
'Pay to Stay' (currently£40,000) is the right threshold	0%
The income thresholds in the table above are right	22%
The income thresholds in the table above should be higher	13%
The income thresholds in the table above should be lower	10%
There should be no income threshold	23%

- **76%** of respondents agree that there are exceptional circumstances where a household on an income higher than the threshold should be granted a new fixed term tenancy

Exceptional circumstance	% of respondents who agreed
<i>Household includes a person with a disability</i>	50%
<i>Household includes a person with a serious physical medical problem</i>	43%
<i>Household includes a person with a severe mental health need</i>	37%
<i>Household includes a child preparing to take important exams</i>	29%
<i>Household includes a person experiencing domestic violence</i>	33%
Other	9%

Allocations Scheme

- **56%** agree with the proposal that a household cannot register on the Council's Waiting List for rented accommodation if they have an income above the thresholds set out in the table below

Bedroom size	Income Threshold
1 bedroom	£33,000
2 bedroom	£42,200
3 bedroom	£52,000
4 bedroom	£64,200

% of people who commented that, if income is used to determine whether a household can register on the waiting list for rented accommodation, they thought the income thresholds should be...	
Income threshold level	%of respondents who agreed
The income thresholds in the table above (see PDF link) are right	28%
The income thresholds in the table above (see PDF link) should be higher	14%
The income thresholds in the table above (see PDF link) should be lower	14%
The income thresholds in the table above (see PDF link) should be lower	14%
There should be no income threshold	21%

- **78%** of respondents agree with the proposal to also have a savings threshold of £100,000 above which households cannot register on the Council's waiting list for rented accommodation

Respondents thought if a savings threshold was used (above which households cannot register on the Councils waiting list for rented accommodation) that the following should be the savings threshold	
Savings threshold	%of respondents who agreed
<i>£100,000 is the right threshold</i>	30%
<i>The savings threshold should be lower</i>	29%
<i>There should be no savings threshold</i>	17%
<i>£100,000 is the right threshold</i>	17%
<i>There should be no savings threshold</i>	30%

- 48% of respondents think that there are some people who should be exempt from the thresholds and still be allowed to register, even if they have a higher income or large amount of savings

Exceptional circumstance	% of respondents who agreed
Household includes a person with a disability	34%
Household includes a person with a serious physical medical problem	32%
Household includes a person with a severe mental health need	26%
Household includes a child preparing to take important exams	17%
Household includes a person experiencing domestic violence	21%
Other	10%

- **64%** of respondents agree with the proposal to change the definition of a household to include only husband, wife or civil partner and sons and/or daughters
- **78%** of respondents agree with the proposal of giving greater priority to households on the Housing Register who are overcrowded and to place all households who are under-occupying their home no matter what size in Band A

Other groups that respondents thought should also be given greater priority	
Example of other groups	% of respondents who thought that the group should be given greater priority
Council or housing association tenants seeking a transfer for reasons other than overcrowding e.g. medical reasons	48%
Homeless households	47%
Young people leaving care	30%
Vulnerable adults ready for independent living	39%
People in the armed forces	19%
None, the current housing needs bands are right	11%
Other	13%

- **47%** agree with the proposal to only make one 'direct offer' of reasonable accommodation to homeless households, and those who are being housed through a quota (for example, when they are moving on from supported housing)

In response to the Governments new shared room rate, which means that single people under 35 can only receive housing benefit sufficient for a room in shared accommodation. Respondents chose from the following the options...	
Proposed options	% of respondents who chose option
Option 1 Removing all single person households aged under 35 from the Housing Register, and giving them advice about finding private rented accommodation - e.g. a room in a shared house.	24%
Option 2 The Council letting some of its accommodation as shared housing, where applicants under the age of 35 are allocated one room in a shared house; and that rents are charged per room;	38%
Option 3 The Council setting aside all one bedroom accommodation with low rents (that is below the shared room rate) and giving single people aged under 35 priority for this accommodation over other applicants	35%

- **85%** agree with the proposal that tenants on Estate Regeneration schemes will be placed in Band A from a date that matches their tenancy start date. This means that tenants, who have lived on the estate the longest, will be given a higher priority for re-housing. (Under our existing Estate Renewal, Rehousing and Payments Policy, Council tenants whose homes are being demolished will be placed in the highest re-housing band (Band A) from a single date)

We propose to change the criteria for sheltered housing to ensure that those moving into it have a need for support and are generally in the older age group, such as those over retirement age. Which of the possible options below do you think the Council should adopt?	
Proposed options	% of respondents who chose option
Raise the age threshold to state retirement age and ensure a higher threshold is set for the level of support required;	16%
Remove the age threshold completely and operate an entirely needs-based system, which would require existing sheltered housing schemes to be designated differently from the current arrangements	33%
None, Leave the current arrangements as they are now (Broadly, any person or couple over the age of 50 can currently apply for sheltered housing)	33%
Other	5%

Intermediate Housing Policy

- **81%** of respondents agree with the proposal to adopt the same eligibility criteria as the Greater London Authority for households wishing to register with the Council for intermediate housing

In summary the GLA criterion is:

- Earning no more than £90,000 per annum.
- Being unable to buy a home (suitable for the households needs) on the open market.
- Not already being a home owner

Our new policy proposes that the following households should receive priority for intermediate housing:

1st Priority: Haringey social housing tenants, including residents in temporary accommodation who the Council has a duty to house, and military personnel who have served within the last 5 years.

2nd Priority: Haringey residents affected by a regeneration scheme, both tenants and leaseholders.

3rd Priority: Other Haringey residents.

4th Priority: Households working in Haringey.

5th Priority: Households living in any other London borough

- **83%** of respondents agree with the above priorities
- **84%** of respondents agree that there should be discretion to give extra priority in exceptional cases

<i>Exceptional circumstances</i>	<i>% of respondents who agree</i>
<i>Households threatened with homelessness</i>	30%
<i>Households which include a person experiencing domestic violence</i>	70%
<i>Households which include a person with physical disability</i>	0% (1)
<i>Other</i>	0% (1)

Who responded to the Consultation - Results as of 17th January 2017**Ethnicity**

White	83
Black / African / Caribbean / Black British	86
Mixed / multiple ethnic backgrounds	27
Asian / Asian British	26

NB: The totals figure above does not add up to 219 as some respondents chose to tick more than one box

Age

16-24	5
25-44	112
45-64	70
65+	7
Prefer not to say	3
(blank)	22
Grand Total	219

Disability

Learning disability	4
Mental ill health	12
No disabilities	117
Physical disability	36
Prefer not to say	31
(blank)	19
Grand Total	219

Gender

Female	123
In another way	2
Male	81
(blank)	13
Grand Total	219

Sexuality

Bisexual	3
Gay or lesbian	5
Heterosexual or straight	160
Other	4
Prefer not to say	27
(blank)	20
Grand Total	219

Tenure

A Haringey Council (Homes for Haringey) tenant	56
A Haringey Council (Homes for Haringey) leaseholder	2
A housing association tenant	9
A housing association leaseholder	1
Living in temporary accommodation	51
Living in sheltered housing	4
Living in supported housing	3
A private tenant	54
An owner-occupier or leaseholder (with or without mortgage)	3
Shared owner	0
On the Councils housing register	43
Other housing situation	18

NB: The totals figure above does not add up to 219 as some respondents chose not to complete this section